# Working for Change:
# Canada's Child Care Workforce

Prepared for the
Child Care Human Resources Sector Council

## Main Report

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Labour Market Update Study

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# MESSAGE FROM THE CHILD CARE HUMAN RESOURCES SECTOR COUNCIL

The Child Care Human Resources Sector Council (CCHRSC) welcomes the opportunity to share this significant, comprehensive, and timely report with you. *Working for Change: Canada's Child Care Workforce* was commissioned by the CCHRSC—a pan-Canadian, non-profit organization dedicated to moving forward on human resource issues in the child care sector. The study follows up on the findings of the 1998 report 'Our Child Care Workforce' and is the only labour market update completed on the child care sector in the past six years.

The findings of the *Working for Change* report are especially relevant now, at a time when child care is high on the government agenda. As we move into a period of promised government commitment, the momentum needed to propel the child care agenda forward is building. Political will, coupled with the knowledge and experience of child care advocates, is necessary to effectively address the many challenges facing the sector and its workforce.

Child care is central to providing support to children and families, enabling parents to contribute to the economy and ensuring the learning, care, and developmental needs of children are met. The child care workforce is critical to the success of these outcomes and to the well being of a healthy and productive society. Yet low income levels; few benefits; lack of respect and recognition; and barriers to training make it difficult to recruit and retain a skilled and sustainable workforce. An investment in the workforce and its human resource issues is absolutely essential to ensure that the child care needs of all Canadians are consistently met.

A fairly compensated, well recognized workforce that is valued for its contribution to early childhood education and care is the key to ensuring quality child care. Strong and supportive public policy, together with the solutions outlined in this report, will help us move forward and take action to ensure the future of child care in Canada.

The CCHRSC would like to express our heartfelt gratitude to the research team of Jane Beach, Jane Bertrand, Barry Forer, Donna Michal, and Jocelyne Tougas, whose hard work and dedication made this report a reality. To the child care workforce across Canada, our deepest respect and admiration. A special thanks to the Labour Market Update working group who provided support and guidance throughout the project. Our sincere appreciation to the Government of Canada's Sector Council Program for funding this study and for continuing to support the work of the CCHRSC.

# TABLE OF CONTENTS

**List of Tables** **page**

## List of Charts

page

**List of Boxes** **page**

**List of Figures** **page**

CHAPTER 1

# OVERVIEW

The release in 1998 of the child care sector study, *Our Child Care Workforce: From Recognition to Remuneration,*[1] marked a turning point for a sector that up to that time had remained largely invisible. Sponsored by Human Resources Development Canada (HRDC), the study was the first of its kind to focus exclusively on the human resource and training issues faced by caregivers in the different settings that comprise the sector. Importantly, the study demonstrated that the child care sector has far-reaching social and economic impacts in Canada. It concluded with a set of recommendations designed to give the child care workforce the necessary supports to provide high quality services to children.

After the 1998 sector study's release, there was a period of consultation on the recommendations in the report, culminating in the establishment in 2000 of the Child Care Human Resources Round Table. In the fall of 2002, the Round Table received funding from HRDC (now Human Resources and Skills Development Canada – HRSDC) to conduct a Labour Market Update (LMU) of the child care sector as a follow-up to the 1998 child care sector study.

The Child Care Human Resources Round Table became a formal sector council in the fall of 2003.[i] The 18-member Child Care Human Resources Sector Council (CCHRSC) is a non-profit organization through which child care and labour organizations, together with constituents of the child care workforce, endeavour to address human resource issues through sectoral perspective and analyses.

The LMU was undertaken over a 15-month period beginning in February 2003 by a five-member research and consulting team under the direction of the LMU Working Group, a sub-committee of the Round Table.

What has changed in the sector and in society since the publication of *Our Child Care Workforce?* What do these developments mean for the child care workforce of today and tomorrow? These are just two of the questions that the follow-up to the sector study—the LMU—sets out to explore.

The Labour Market Update (LMU), carried out in 2003 and 2004, provides an updated profile of those who work in the regulated child care sector, the environment in which they work, and the opportunities and challenges they face in educating and caring for our youngest members of society.

The objectives of the study were to:

- identify the relevant environmental changes that have taken place since the data for the 1998 child care sector study were collected and analyzed;
- assess the impact and implications of these changes on child care recruitment, retention and recognition; and
- provide a forward-looking analysis that will be used by the sector to devise a cohesive plan that addresses human resource needs in the child care sector across Canada.

The LMU clearly builds on the 1998 report and recommendations of the child care sector study, *Our Child Care Workforce.* The report of the LMU study is the subject of this document.

## 1.1 Background

There have been considerable changes to child care regulation, funding and policy at all levels of government across Canada during this period. Some jurisdictions, such as Quebec, have made significant gains in the expansion of early childhood programs, and to the wages and working conditions of the workforce. Others, such as British Columbia, have implemented major funding cuts, resulting in a number of program closures, reductions in wages and job losses. There are important differences in the way child care is organized and managed across the provinces and territories.

As well, there is increased recognition that the first 6 years of life have a long-lasting impact on children's development. Participation in quality child care can benefit all children and can compensate for social disadvantage. There is wide recognition that the key to quality child care is a well-trained and skilled workforce that is appropriately compensated.

Many other changes have also taken place during the last 6 years, such as demographic shifts, changes in the nature of work and work organization, and the aging of the child care workforce. Overall, child care spending and the supply of regulated care have increased. Nonetheless, the same workforce challenges remain: low wages and minimal benefits, high turnover among trained staff and the reality that early childhood education and care (ECEC) services are available to only a small proportion of young children.

[i] HRSDC describes sector councils as follows: "Sector councils are organizations within a defined area of economic activity that are led by a partnership of representatives from business, labour, education, other professional groups, and government. They work to identify and address current and anticipated human resource and skills and learning challenges and to implement long-term, human resources planning and development strategies for their respective sectors."

The child care sector study identified a number of labour market challenges that the LMU re-examines against the current social and economic backdrop. These challenges are grouped into three main areas:

- **The work environment** – wages and benefits, health and safety issues, employment standards, and turnover rates
- **Skills** – including educational requirements, and career and professional development opportunities
- **Recognition** – the perceived low status of providing ECEC

These challenges remain at the heart of the sector's central human resource problems of recruitment, retention and recognition, and pose a real threat to the sector's future.

One of the greatest strengths in child care has been the commitment and dedication of skilled caregivers who have subsidized child care for years with their low wages. The lack of recognition for the value of caring for young children, the low wages, few benefits, poor work environments, few opportunities for professional development and career mobility take their toll. There is real concern about the future of the child care sector as many young people, even those who want to work with young children, are choosing to work in other related jobs apart from child care, or not enter the profession at all.

## 1.2 Organization of the Report

The report is organized into nine chapters:

**Chapter One** provides an overview of the study, and key themes and findings.

**Chapter Two** provides a demographic profile of the child care workforce and provides comparisons with related occupations in both education and caregiving occupational classifications.

**Chapter Three** describes the context for providing child care, with a focus on programs that operate under provincial child care legislation. It provides information on the supply, the cost and funding arrangements, regulations and quality. It also provides some comparative information for related occupations.

**Chapter Four** discusses the demand for child care and the factors that influence demand. It looks at public policy and funding arrangements for different forms of education and child care, and turnover within the child care sector.

**Chapter Five** describes the range of institutions and organizations that prepare and sustain the knowledge of the child care workforce, as well as organizations and institutions that conduct research relevant to the child care sector.

**Chapter Six** examines the work environment challenges, such as wages and benefits, working conditions, career opportunities and job satisfaction.

**Chapter Seven** examines the workforce skill challenges, including skill gaps and training needs.

**Chapter Eight** examines the recognition challenges and issues of identity.

**Chapter Nine** provides a summary of conclusions and recommendations for the CCHRSC to guide the development of its labour market strategy.

## 1.3 Environmental and Policy Changes Since the Child Care Sector Study

In the 6 years since the completion of the child care sector study, there have been considerable changes at all levels of government. Each province and territory has seen changes to child care regulation, funding or policy; with significant gains in some, such as Quebec, and major cuts to funding in others, such as British Columbia. There are significant differences in the way child care is organized and managed across provinces and territories. All of these factors have an impact on the demand for members of the child care and the broader early childhood workforce, wages and working conditions, training requirements and employment opportunities.

As well, policy makers and the general public are increasingly recognizing that the quality of experiences that children have in the first 6 years of life has a long-lasting impact on their development, on their future success at school, and on their overall health and well-being. Reports such as the *Early Years Study*[2] have played a significant role in increasing public awareness of the importance of early childhood experiences, and recognition that early childhood development programs such as child care, can have far-reaching positive effects on all children.

Many other changes that have an impact on the child care workforce—such as demographic changes, changes in the nature of work and work organization, and the aging of the child care workforce—have taken place. Overall, the spending on child care has increased, as has the supply of regulated child care; yet many of the same challenges the workforce faced in 1998 remain, such as low wages and minimal benefits, and lack of value for the work. The aging of the child care workforce, the number of graduates of early childhood post-secondary programs choosing careers other than in regulated child care, high turnover among trained staff, and the very low coverage of ECEC services for young children pose a real threat to the future of the sector.

## 1.4 The Broader ECEC Sector and the Child Care Sector: Who Is Included in the Labour Market Update?

The 1998 child care sector study attempted to include all those who worked in child care, including unregulated family child care providers and live-in caregivers. To address the identified issues of recruitment, retention, recognition and skill development, and education and training, it was decided that members of the regulated child care sector be the primary focus of this study. Many families rely on

and/or choose unregulated child care arrangements, and members of the unregulated sector play an important and valuable role in the provision of child care. However, we know from the previous study that there is little information about unregulated care, and caregivers have been difficult to identify and reach. We also know that:

- Wages and ECEC-specific training are key predictors of quality child care[3]; unregulated caregivers are paid whatever the market will bear and there are no requirements for training.
- There are no mechanisms to monitor even basic safety, let alone quality, in unregulated child care, or to determine if it promotes the well-being of children.
- Efforts to reach and include caregivers in the unregulated sector during the child care sector study and subsequent activities of the Round Table have met with limited success.

Some available aggregate census data on "babysitters, nannies and parents' helpers" are used for limited comparisons of income, education and age with the child care sector. As well, other occupations within the broader early childhood sector are examined for comparison, particularly teachers and educational assistants in the education system.

### 1.4.1 A note about the language in the report

For the purposes of this report, ECEC is used as the umbrella term to describe programs that:

- support the healthy development of all children;
- provide additional supports to children with disabilities, and to those living in conditions of risk; and
- enable parents to participate in the labour force, in training and education, and in the community.

In the report, the term "child care" refers to child care centres, nursery schools/preschools and family child care homes that are regulated by provincial/territorial governments. The term "child care workforce" refers to those working in the regulated child care sector, the focus of this LMU. ECEC and the ECEC workforce will be used in referring to the broader group of services and programs that may also include child care. Efforts have been made to use more specific terminology where appropriate—such as "educator" when describing the centre-based workforce in Quebec; staff when referring to those working in centre-based programs; and family child care providers when referring specifically to that component of the workforce. The term "caregiver" is occasionally used for simplicity when referring to both staff and family child care providers.

The Organisation for Economic Co-operation and Development (OECD) uses the term "early childhood education and care" to describe a range of programs and supports for young children. It defines ECEC as *all arrangements providing care and education for children under compulsory school age, regardless of setting, funding, opening hours or programme content.*[4] It also suggests that:

- ECEC is linked to family support, health, lifelong learning, employment and social integration policies; that is, it operates within a broader framework.
- "Care" and "education" are inseparable concepts and that quality services necessarily provide both.
- An integrated and coherent approach to policy and provision that is inclusive of all children and all parents, regardless of their employment or socio-economic status, is required.

In recent years, the term "early childhood education and care" has been increasingly used to describe the range of education and care programs and supports for young children. While the focus of ECEC is primarily on children 0 to 6 years—before they are of the age of compulsory schooling—some countries include programs for older children, which operate outside school hours.

The terms used to describe the sector and members of its workforce are numerous, changing, and often confusing. These terms are imbued with values, meaning and implications, according to specific communities or constituents; for example, child care, early learning and care, early childhood education, early childhood education and care, and early childhood development programs all carry with them certain connotations, and raise certain questions.

Terms used for the members of the workforce are also varied: early childhood educator, child care practitioner, teacher, child care worker, provider or caregiver. The term "early childhood educator" is often used for individuals with a post-secondary ECE credential, yet Statistics Canada uses the term to describe anyone working in the sector, with or without training. Some members of the sector prefer the more inclusive terms of child care worker, or practitioner; others want their training and credentials reflected to distinguish themselves from those with no formal training.

Some organizations that provide resources and support to the sector use the term "child care" in their names, others use "early childhood education." Some regulated child care centres have "early childhood centre" or "child development centre" in their names.

Part of the concern about language is due to recent policy initiatives and shifts in program emphasis under way in some jurisdictions, which have resulted in the creation of new "early childhood" programs, which specifically exclude regulated child care. The ABC—*Anything But Child Care*—phenomenon has resulted in funding and support for high quality, regulated child care centres being redirected to other types of early childhood development programs.

## 1.5 Methodology

The LMU was conducted in three stages: a literature review, an environmental scan, and field work, incorporating both quantitative and qualitative data.

### 1.5.1 The literature review

The literature review examined documents produced since 1998 that are significant to the child care sector and/or directly related to child care human resource issues. The review drew together current information from a variety of sources that guided the consultative and other data collection activities of the LMU. The initial set of documents was identified from the library databases of the University of Toronto's Childcare Resource and Research Unit and the Université du Québec à Montréal, and from on-line searches of child care and social policy organizations and government websites. Additional materials referenced by key informant interviews were reviewed during the project and included in the final literature review.

The review included:

- major Canadian studies and papers related to the child care workforce undertaken since the completion of the sector study and release of *Our Child Care Workforce;*
- recent federal/provincial/territorial studies and reports that address, or which could inform issues relevant to the child care workforce, such as salary surveys, labour market strategies, and issues in training and education;
- position papers of professional and advocacy associations and/or organized labour;
- studies and publications of the Canadian education sector and related associations that address early learning and child care and that may have an impact on the child care; and
- international studies and documents that may be relevant to the child care workforce.

### 1.5.2 The environmental scan

The environmental scan included a review of relevant research, labour market and demographic trends, policy initiatives, provincial/territorial funding, and how child care professional associations, advocacy organizations and labour unions address the human resource issues and the status of the child care workforce. There is no regularly collected pan-Canadian data on members of the regulated child care workforce. Nor is there a clear distinction between those who work in different settings and varying positions within the child care sector. It is impossible to delineate those who work in child care centres, or in family child care and/or with differing age groups. As a result, various sources of information were used to provide as accurate a picture as possible of the regulated child care workforce.

***Analyses of census data.*** A series of custom tabulations of 2001 Census data were conducted by Statistics Canada. Analyses of these tabulations enabled the LMU team to examine demographic trends for those working in child care and related early childhood programs, as well as demographic trends for the general population. Since there is no regularly collected pan-Canadian information, the same four categories of the National Occupational Classification for Statistics (NOC-S), used in the child care sector study, from the 2001 Census were examined and compared with comparable data from the 1991 Census. Details of the four NOC-S and the findings are discussed in Chapter Two.

***Analyses of National Graduate Survey data.*** Custom tabulations of data on ECE graduates in the National Graduate Survey were conducted to examine the employment and income of 1995 graduates, who were followed 2 and 5 years after graduation.

***Analyses of Cycle 4 data from the National Longitudinal Survey of Children and Youth.*** Using Remote Data Access, a series of custom analyses was conducted to examine the number of children in various types of non-parental child care arrangements, the length of time in these arrangements, the pattern of main child care arrangements, and parents' satisfaction with their non-parental care. All analyses were broken down by child age and mother's labour force participation.

***Existing research studies.*** Information from two existing Canadian research studies on ECEC and child care was used extensively throughout this report.

- Further analyses were conducted on the data set from *You Bet I Care! A Canada-wide Study on Wages, Working Conditions and Practices in Child Care Centres,*[5] conducted in 1998 of full-time child care centres for children 0 to 6. As well, the two *You Bet I Care!* studies on quality in regulated child care centres and family child care homes were also used.[6] See the LMU literature review for an overview of the studies in the *You Bet I Care!* series.
- *Early Childhood Education and Care in Canada 2001,*[7] produced by the Childcare Resource and Research Unit at the University of Toronto, provided detailed information on regulated child care in Canada and in each province and territory, and enabled the researchers to develop a framework with which to collect updated information from federal/provincial/territorial officials.

***Survey of child care organizations.*** A survey of child care associations and advocacy organizations was conducted to gather information on their operations and activities that support the child care workforce.

***Survey of provincial/territorial officials.*** Questionnaires were sent to the provincial/territorial officials responsible for ECEC and for kindergarten to collect information on the supply of spaces, the training requirements for staff and caregivers and other legislative requirements, and on the funding and costs of programs.

***Survey of ECE students.*** In January and February 2003, an ECE student questionnaire was developed for administration to ECE students currently enrolled in one of 10 ECE programs at Canadian colleges. Colleges were selected to reflect the range of delivery models, such programs offered through full-time day programs, continuing education, distance education, and a "workplace" model that allowed untrained staff currently working in the field to participate in training while remaining employed. In addition, colleges were selected that offered both certificate and diploma programs. After pre-testing in March 2003, the questionnaire was administered to ECE students who were in their final year of study. The questionnaire contained questions in a number areas, including the decision to enrol in an ECE program, satisfaction with the current ECE program, finding work in ECE, plans for further education and work after graduating.

With the exception of the distance education program at one college, all of the surveys were distributed during class time. This administration method was used to ensure that only the target group participated (i.e. ECE students close to completing their course of study), and to get close to a 100% return rate. Surveys were completed by 527 students. Respondents were asked if they would be willing to be contacted in the future to track their employment patterns and views on their work, and over 90% gave consent.

The pattern of results for each college was portrayed in individual profiles by institution. Within each profile, key variables from the survey were summarized. In addition to the profiles, further analyses of the overall results were undertaken, broken down by age, education and recent immigration. The questionnaire and the list of participating post-secondary institutions are contained in Appendix 5.

### 1.5.3 Field work

Between March and October 2003, the research team consulted with and sought input from the sector, from governments and from ECEC experts through focus groups, key informant interviews and a limited number of site visits to ECEC programs.

***Focus groups.*** Thirty-four focus groups were held in several provinces across the country, with child care organizations, labour groups, ECE trainers, government officials, centre-based child care staff, family child care providers and those working in "related" professions. The focus groups provided a range of perspectives—from staff/caregivers, governments, trainers and other experts—on the strengths and weaknesses of various child care programs as they impact the workforce.

***Key informant interviews.*** More than 50 key informant interviews were conducted with federal/provincial/territorial officials, representatives of child care professional and advocacy organizations, training and educational institutions, unions representing child care workers, researchers and specialists.

***Profiles and case studies.*** In order to capture the significant variation in settings, context and human resource issues in the ECEC workforce across the country, profiles of 18 members of the workforce across positions, settings and geography were undertaken. The purpose of the profiles was to:

- engage the members of the child care workforce with the work of the sector council;
- increase the understanding of the members of the workforce of the human resource issues across the country—the similarities and differences in different jurisdictions and different settings;
- provide information to the members of the workforce on career opportunities in the field and successful strategies, in a manner to which they can relate; and
- create an understanding of ECEC experiences and challenges in specific settings.

Telephone interviews were conducted with the individuals using a common interview framework. Profiles were prepared and presented as individual stories; they have also been examined within the broader policy and organizational context to assess effective strategies for addressing various human resource issues and concerns.

Case studies were conducted of the City of Vancouver and the City of Toronto and a staff person working in a child care centre in each of the municipalities was profiled, providing both a detailed overview of the work, the context and the setting. Both municipalities have a long history of addressing child care issues, conducting needs assessments, supporting innovative approaches to service delivery and quality improvement. These activities and approaches provide valuable information on strategies that have been successful in addressing several workforce issues.

The case studies were complemented by a profile of a centre-based child care staff working in an exemplary program in each of these municipalities. The case studies examine specific actions that have been undertaken to address human resource issues outside the provincial policy context. The case study research methodology used multiple sources of evidence, including documents, interviews and observations. Site visits were made to the workplace of both individuals and interviews conducted with the director/administrator to gather information on the

organizational structure, hiring practices, funding sources and budget information, the perceived work environment and its strengths and weaknesses, the philosophical approach to the program, views on ECEC in general and issues in program delivery. The two municipal case studies and the individual profiles are contained in a separate, stand-alone document.

### 1.6 Key Issues and Highlights of the Findings

Five dominant issues emerged from the literature review:

1. **Quality.** Increased awareness about the importance of the early years in general has placed the question of the quality of child care programs under a spotlight. Reports of quality child care indicate that Canada's child care programs range from those that support optimal early child development to ones that offer mediocre, custodial services that meet children's basic physical needs. The quality of child care depends upon a trained, skilled and stable workforce. The quality of the work environment (including wages, benefits, working conditions and the organization of the work) affects child care staff, caregiver performance and program quality in child care settings. The child care sector is concerned about reports of mediocre quality and is taking an active role in promoting initiatives that will increase the capacity of the workforce to improve the quality of child care.

2. **Wages and job security, stability and satisfaction.** Job dissatisfaction stems from low compensation (wages and benefits) and undervaluing the work in child care settings. The instability of the sector is created by current public policies, funding arrangements and reliance on parent fees. The combination of job dissatisfaction and instability is exacerbated by poor compensation and contributes to job and occupation turnover.

3. **Public attitudes and awareness:** The child care workforce perceives that the public does not value their work. Recent polling about further public investments in early learning and child care programs indicates a high level of support. However, child care in Canada is perceived primarily as a service that benefits parents. There is overall agreement that child care should be of high quality and support positive child development, but many view parents to be the primary beneficiaries of child care and see it as their responsibility to make child care arrangements. Support for public resources for child care programs is increasing, but that support does not seem to translate into support for public responsibility for the provision of child care.

4. **Inclusion.** The child care workforce needs increased skill capacity to ensure inclusion of children with special needs, children who live in at-risk situations, and children and families who are newcomers to Canada. Qualified child care staff and caregivers are essential to programs that can reduce social exclusion and make a difference to children's outcomes.

5. **The relationship between early child development, early education and child care.** The regulated child care sector is struggling to be a central stakeholder in other types of ECEC initiatives. Qualified child care staff and caregivers, particularly those who have ECE credentials, are finding increased career opportunities in ECEC programs that operate apart from regulated child care. Although care and education are blended functions, Canada does not blend or even coordinate care and education systems.

Each of the emerging issues has direct implications on the child care workforce, and is discussed throughout the report. These issues, identified in the literature review, formed the basis for the development of questionnaires and focus group protocols for the field work part of the update. The themes were confirmed and further expanded through these and other activities of the LMU.

#### 1.6.1 Highlights of the findings about the child care workforce

- According to the 2001 Census, there were approximately 137,000 early childhood educators and assistants, of whom 44,000 worked at home, and 93,000 worked elsewhere, such as in a child care centre or nursery school. Of the early childhood educators and assistants working at home, about 33,000 work full time; of those working outside the home, some 60,500 work full time. More than 96% of early childhood educators and assistants are women.

- Administrative data on licensed spaces provided by the provinces and territories for 2002/2003 on regulated child care would suggest that there are roughly 88,000 full-time equivalent staff working in regulated child care, assuming a 1:7 ratio in centre-based care for children 0 to 6, a 1:15 ratio in school-age care and a 1:5 ratio in family child care.

- Early childhood educators and assistants reflect the general population, both in terms of those born in Canada and those who are recent immigrants, and those who are visible minorities. Other related occupations are less representative.

- Wages remain low—at about half the national average for all occupations. The overall average annual income for early childhood educators and assistants in 2000 was $16,167 (including those working full time and part time) and for those working full time just over $19,000. In most provinces and territories, income was higher for those working outside of their own homes. Average annual earnings for full-time early childhood educators and

assistants working at home were approximately $15,000 and for those working elsewhere were just over $21,000; without a certificate or diploma, they earned an average of $16,500 and with a certificate or diploma, $22,500.

- According to the National Graduate Survey, early childhood educators and assistants have seen no increase in salary from 1997 to 2000. However, there is a huge range within and across the sector—just among the individuals who were interviewed for the profiles the range was from just above minimum wage with no benefits, to an annual salary of close to $70,000 with full benefits and a pension plan.

- Early childhood educators and assistants have more education than the general population, but the level of education in the general population is growing at a faster rate. In 2001, 60% of early childhood educators and assistants had a post-secondary qualification (up from 54% in 1991), compared to 53% in the general working population (up from 43% in 1991).

- Low wages remain a concern across much of the sector and are a key factor affecting recruitment and retention. However, some other factors were raised within focus groups that affect job satisfaction. Overall, job satisfaction was the lowest among those working in full-time child care centres, for reasons that include:
  - working conditions and the work environment: long hours, organization of the work, the view of their jobs as early childhood educators in conflict with the increasing custodial responsibility in certain parts of the country
  - the lack of employment benefits and concerns about the ability to be able to stay in the job without them, especially for older workers
  - the lack of leadership in curriculum, pedagogy and human resources, often resulting in less than desirable quality programs for children and working environments for staff
  - the lack of respect and recognition, especially by other professionals, including the teaching profession
  - the lack of access to training and professional development: the high cost, lack of ability to take time away from the job
  - spending much of the working day on custodial activities, rather than on early childhood activities for which they are trained

- Since 1995—the year used for child care spaces in the original sector study—and 2002/2003, there was an increase of about 267,375 regulated child care spaces, including:
  - 34,190 spaces in centre-based spaces for children 0 to 6, resulting in about 4,890 additional staff positions
  - 172,500 centre-based school-age spaces, resulting in about 11,500 staff positions
  - 70,447 regulated family child care spaces, resulting in about 14,100 additional regulated family child care providers

  More than 188,000 of the 267,375 additional spaces were in Quebec.

- Significant numbers of ECE students are not planning to work in regulated child care upon graduation, or are planning to work in child care only for a short period of time. Instead, it appears that many are/will be seeking employment in the education sector, in "related" ECEC programs, or are taking ECE as a first step toward an education degree. This finding comes from discussions with faculty in some of the colleges where the survey was conducted, from the student survey and focus groups, as well as anecdotal information gathered in the expert focus groups. This finding is confirmed by the National Graduate Survey, which found that approximately half of graduates of full-time ECE programs (who enter college straight from high school) work in child care 2 years after graduating and about 40% 5 years after graduating.

## ENDNOTES

1 Beach, Bertrand & Cleveland 1998

2 McCain & Mustard 1999

3 Cost, Quality & Outcomes Study Team 1995; Goelman, Doherty, Lero, LaGrange & Tougas 2000

4 Organisation for Economic Co-operation and Development 2001, p.14

5 Doherty, Lero, Goelman, LaGrange & Tougas 2000

6 Doherty, Lero, Goelman, Tougas & LaGrange 2000; Goelman, Doherty, Lero, LaGrange & Tougas 2000

7 Friendly, Beach & Turiano 2002

CHAPTER 2

# A PROFILE OF THE WORKFORCE

This chapter provides a demographic overview of the ECEC workforce. It provides information on:
- general characteristics of the occupation;
- education; and
- annual income.

It also provides a profile of ECE students compiled from the survey conducted for the LMU. These students were about to graduate from their program, and so give us a glimpse of the demographics of the next generation of the ECEC workforce.

## 2.1 Defining the Workforce

As noted in Chapter One, the focus of the LMU is on those members of the workforce in regulated child care. These settings include:
- full-day child care centres, which children may attend full or part time depending on centre policy;
- part-day preschools/nursery schools, which children usually attend 2 or 3 days a week; and
- family child care homes, in which the caregiver is individually licensed under provincial/territorial child care legislation, or who works in affiliation with a licensed or approved agency.

For purposes of comparison and because there are job opportunities for early childhood educators in related settings, the study does provide some information on the wages and education of those working in the broader early childhood sector in settings that are not regulated under child care legislation. Other settings that provide ECEC include:
- nursery/preschool programs in jurisdictions where they are not licensed;
- school-age programs that are operated by school boards (such as in Quebec), and school-age programs that are not regulated under child care legislation (such as in Alberta);
- family resource centres and other parenting programs, with a component that includes child development activities;
- kindergarten and pre-kindergarten programs operated under the education system; and
- classroom assistants in the school system.

The broader ECEC workforce therefore includes individuals who work in the settings listed above, as well as those engaged in regulated child care.

## 2.2 Data Sources

Since there is no regularly collected pan-Canadian data on members of the child care workforce,[1] several different sources have been used in an effort to provide as complete a picture of the child care workforce as possible. Included is information from the following sources:
- census data on those in the National Occupational Classification for Statistics (NOC-S). Early childhood educators and assistants categories (see details below) likely include some who work in unregulated child care and preschool settings, family resource centres and parenting programs, and other related child development programs. Custom tabulations were conducted on 2001 Census data to provide demographic information about the workforce, including numbers in the sector, their education and their incomes. It is the main source of data for providing demographic details of the child care workforce. Information is provided both nationally and by province and territory. Some other related NOC-S categories were used as a basis for comparison of numbers in the occupation, education and income.
- information on the wages and education of those working in different positions in child care centres from *You Bet I Care!, a Canada-wide study on wages, working conditions and practices in child care centres,* a one-time study conducted in 1998. Information is provided both nationally and by province and territory. The information was collected by survey from a sample of centres, directors and staff across the country.
- wage information from 2002/2003 administrative data provided by provincial/territorial officials for the LMU. Not all provinces and territories collect wage information, and those that do collect it in a variety of ways, so it is not necessarily comparable across jurisdictions.
- wage information from the National Graduate Survey (NGS) of graduates of community college ECE programs. The information is provided nationally, from a cohort that graduated in 1995 and followed 2 and 5 years after graduating. Only students who were enrolled in full-time studies immediately following high school are included in the NGS.

### 2.2.2 The National Occupational Classification for Statistics

As with the previous sector study, data from the most recent Statistics Canada census were used to provide demographic and income information for the child care and child care-related workforce. For the 2001 Census, Statistics Canada classifies workforce occupations using the NOC-S, which was adopted beginning with the 2001 Census. For the previous census in 1991, Statistics Canada used the National Occupational Classification (NOC) system from Human Resources Development Canada. The two classification systems can be used interchangeably, differing only in their aggregation structure. Given that the former NOC system was used in the previous sector study, the new NOC-S system was used in this study to maintain consistency, and to be able to report directly on demographic and income trends.

It is interesting to note that in the 1991 Census, early childhood educators and assistants were included in the

Childcare and Home Support Workers subgroup of Sales and Service Occupations, along with Babysitters, Nannies and Parents' Helpers. In the 2001 Census, early childhood educators and assistants had been reclassified with Occupations in Social Science, Education, Government Service and Religion.

The NOC-S category for early childhood educators and assistants, E217, is described by Statistics Canada as follows.

> *Early childhood educators plan and organize activities for pre-school and school-age children. Early childhood educator assistants provide care and guidance to pre-school children under the supervision of early childhood educators. Early childhood educators and assistants lead children in activities to stimulate and develop their intellectual, physical and emotional growth. Early childhood educators are employed in child-care centres, kindergartens, nursery schools and centres for exceptional children. Early childhood educator assistants are employed in day-care centres and nursery schools. Early childhood educators who are supervisors are included in this group.*

Despite this description, 43,695 out of 136,800 (32%) of these early childhood educators and assistants work out of their own homes rather than elsewhere. While in a few provinces and territories a licensed child care centre may be located in one's own home, it is most likely that those working in their own homes represent family child caregivers, while the 92,485 others in the NOC-S E217 category represent those who work in child care centres. For the purpose of the LMU, the assumption is made that those working "elsewhere" work in centre-based programs, and those working at home are family child caregivers.

Three additional NOC-S categories that include members of the broader ECEC workforce were examined for comparison. These occupational groups are:

- NOC-S G814 – Babysitters, nannies, and parents' helpers[2]
- NOC-S E132 – Elementary school and kindergarten teachers[3]
- NOC-S G812 – Elementary and secondary school teacher assistants[4]

## 2.3 Characteristics of the ECEC Workforce

Table 2.1 shows demographic characteristics of early childhood educators in comparison to workers in related occupations, as well as a comparison over time (1991 vs. 2001). The data in the table come from the Canadian census in 1991 and 2001, and provide the best information available on Canadian demographics, as well as a comparison with the information in the child care sector study.

- In 2001, early childhood educators and assistants continued to have a younger age distribution than related occupations. However, they were also the occupational group with the greatest increase from 1991 to 2001 in the proportion of workers aged 40 or older.
- In 2001, babysitters, nannies and parents' helpers had the oldest age profile of the occupations being compared, with 63% aged 40 or older, compared to 49% for workers in all occupations.
- In 2001, early childhood educators and assistants continued to have a larger proportion of workers with a post-secondary qualification (certificate, diploma or degree) than the general working population—60% versus 53%.
- The proportion of early childhood educators and assistants with post-secondary qualifications has improved from 54% in 1991 to 60% in 2001.
- In 2001, 46% of babysitters, nannies and parents' helpers had no post-secondary education, the largest proportion of all the groups in the table. Still, this has declined from 56% in 1991.
- In 2001, 42% of early childhood educators and 41% of babysitters, nannies and parents' helpers worked full time for at least 49 weeks of the year. This reflects an increase of about 5% to 6% for both occupational groups between 1991 and 2001. Teaching assistants were the only group (of those compared) with a large part-time workforce.
- In 2001, for both early childhood educators and assistants, and babysitters, nannies and parents' helpers, the proportion of Canadian citizens was very close to the national average across all occupations. There was no difference for early childhood educators and assistants between 1991 and 2001, but there was a 6% increase in the proportion of immigrants working as babysitters, nannies and parents' helpers.
- In 2001, about two thirds of early childhood educators and assistants were married or living common-law, up from about half in 1991.
- In 2001, the vast majority—over 96%—of the early childhood educator and assistant workforce were women.

## Table 2.1 The Child Care Workforce and Related Occupations—Demographic Characteristics (%), 1991 and 2001

| | Early Childhood Educators and Assistants (NOC E217) | | Babysitters, Nannies and Parents' Helpers (NOC G814) Who Work in Their Own Homes and Are Self-Employed | | Babysitters, Nannies and Parents' Helpers (NOC G814) Who Do Not Work in Their Own Homes2** | | Elementary and Secondary School Teacher Assistants (NOC G812) | | Elementary School and Kindergarten Teachers (NOC E132) | | All Occupations | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|
| | *1991* | *2001* | *1991* | *2001* | *1991* | *2001* | *1991* | *2001* | *1991* | *2001* | *1991* | *2001* |
| **Sex** | | | | | | | | | | | | |
| Percentage female | 96.3 | 96.2 | 98.4 | 97.3 | 96.8 | 94.5 | 91.4 | 89.8 | 82.2 | 82.7 | 46.0 | 46.7 |
| Age | | | | | | | | | | | | |
| Less than 30 yrs old | 44.5 | 32.0 | n.a | 17.8 | 43.4 | 46.8 | 19.7 | 23.3 | 16.0 | 15.8 | 31.6 | 26.0 |
| 30 to 39 yrs old | 29.6 | 29.9 | n.a | 38.0 | 27.7 | 16.8 | 33.7 | 22.7 | 27.7 | 27.0 | 28.4 | 25.0 |
| 40 yrs old or over | 25.9 | 38.1 | n.a | 63.1 | 28.9 | 36.4 | 46.6 | 54.0 | 56.3 | 57.2 | 40.0 | 49.0 |
| **Education** | | | | | | | | | | | | |
| Less than high school graduation | 18.8 | 15.3 | 34.9 | 25.6 | 47.3 | 42.4 | 25.0 | 13.1 | 0.7 | 0.6 | 28.9 | 20.7 |
| High school graduate | 12.7 | 12.9 | 20.9 | 20.3 | 17.8 | 15.4 | 18.9 | 15.0 | 1.1 | 0.8 | 15.7 | 14.7 |
| Post-secondary diploma or certificate | 42.5 | 47.9 | 25.1 | 33.8 | 17.9 | 22.2 | 31.2 | 41.6 | 20.3 | 11.2 | 29.1 | 33.5 |
| University degree | 11.5 | 12.1 | 5.4 | 8.2 | 4.6 | 7.9 | 10.7 | 18.1 | 74.8 | 85.5 | 14.1 | 19.2 |
| **Work Patterns** | | | | | | | | | | | | |
| Part time | 32.5 | 27.6 | 31.4 | 27.8 | 38.4 | 43.6 | 55.0 | 45.8 | 20.9 | 18.1 | 20.0 | 19.7 |
| Full time, full year (49–52 wks) | 36.5 | 42.4 | 36.0 | 40.8 | 26.0 | 23.4 | 15.0 | 13.2 | 62.2 | 65.6 | 52.7 | 54.5 |
| **Immigration Status** | | | | | | | | | | | | |
| Canadian citizens | 80.4 | 80.6 | 84.8 | 79.0 | 71.6 | 71.2 | 84.7 | 86.3 | 87.4 | 87.5 | 79.7 | 79.8 |
| **Marital Status** | | | | | | | | | | | | |
| Married or common law | 50.6 | 66.6 | 83.2 | 82.2 | 44.2 | 38.6 | 75.9 | 69.8 | 74.8 | 73.7 | 61.8 | 63.4 |

**Source:** Custom tabulations from the 1991 and 2001 Census, Statistics Canada. Calculations by consultants.

**Notes:**

[1] This category was called "Family child caregivers" in the 1998 sector study report.

[2] This category was called "In-home caregivers" in the 1998 sector study report.

### 2.3.1 Size and labour force participation of the ECEC workforce

Table 2.2a shows the total size of the workforce in the four NOC-S categories and for all occupations, according to the 2001 Census.

**Table 2.2a Canadian Experienced Labour Force, by National Occupational Classification for Statistics (NOC-S)**

| Occupation | *Number* |
|---|---|
| All occupations | 15,524,735 |
| Early childhood educators and assistants (NOC-S E217) | 136,800 |
| • E217 Worked at home | (43,695) |
| • E217 Worked elsewhere | (92,480) |
| Elementary school and kindergarten teachers (NOC-S E132) | 238,600 |
| Elementary and secondary school teacher assistants (NOC-S G812) | 80,375 |
| Babysitters, nannies and parents' helpers (NOC-S G814) | 92,730 |
| • G814 worked at home | (37,935) |
| • G814 worked elsewhere | (54,795) |

**Source:** Custom tabulations from the 2001 Census, Statistics Canada.

Not all elementary and kindergarten teachers are part of the ECEC workforce as most work with children who are in Grades 1 or higher. In Table 2.2b, we have estimated the number of kindergarten teachers using administrative data from provincial/territorial officials, applying average teacher:pupil ratios (where known) to the total number of kindergarten spaces. We have also made the assumption that approximately half of the teaching assistants work with children 12 years of age or under, and have included that group as part of the broader ECEC workforce. Table 2.2b provides an estimate of the total identifiable members of the ECEC workforce working in 2001.

**Table 2.2b Estimated Canadian Early Childhood Education and Care Labour Force, by National Occupational Classification for Statistics (NOC-S)**

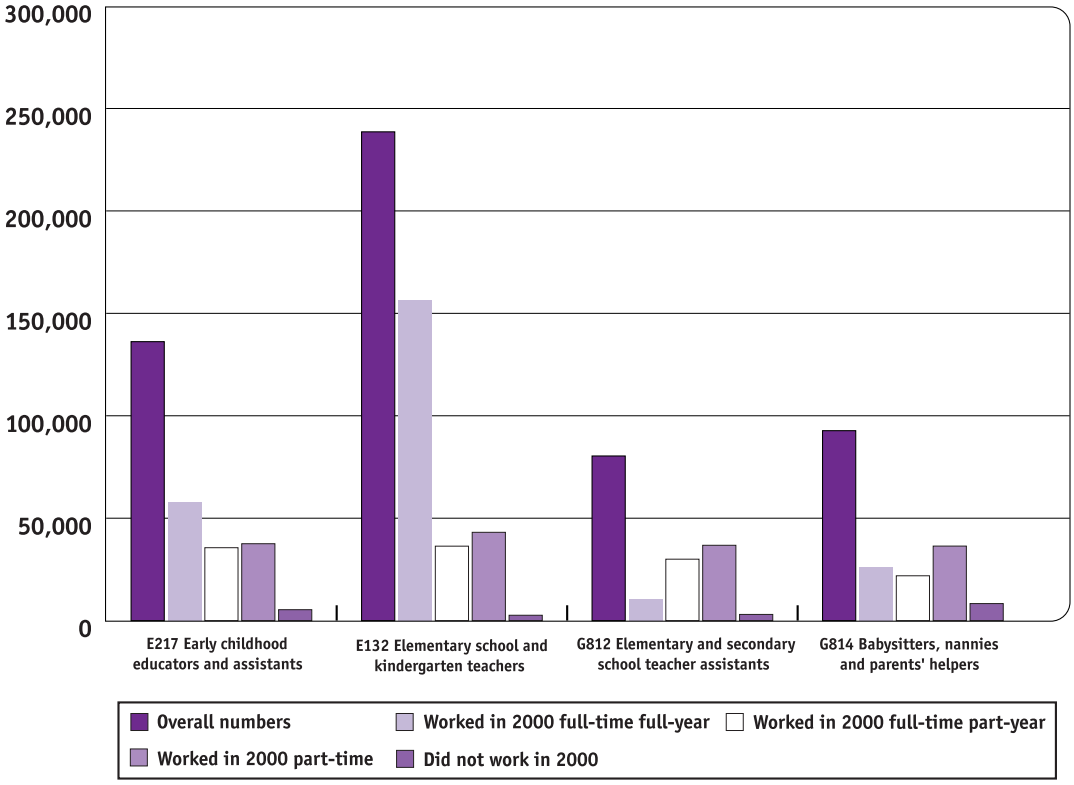
| Occupation | *Number* |
|---|---|
| Early childhood educators and assistants (NOC-S E217) | 136,800 |
| Estimated number of full-time equivalent kindergarten teachers (NOC-S E132) | 30,000 |
| Estimated number of elementary and secondary school teacher assistants working with children under the age of 12 (NOC-S G812) | 40,000 |
| Babysitters, nannies and parents' helpers (NOC-S G814) | 92,730 |
| Estimated size of the total ECEC workforce | 299,530 |

**Source:** Custom tabulations from the 2001 Census, Statistics Canada.

This number does not reflect the increase in early childhood educators working in centres de la petite enfance (CPEs) and school-age programs in Quebec since 2001 which has resulted from significant expansion. Nor does it include the many informal caregivers who are more "casual" workers and who may not declare their income and would therefore not be counted in the census as being part of the workforce. This number has been estimated as considerable and could possibly be equal to the number in the babysitters, nannies and parents' helpers category.

Chart 2.1 is intended to show two things: the size of the workforce in these four occupational classes, and for each occupational class, the number of workers in the experienced labour force who worked full time full year (49 to 52 weeks), full time part year, part time, and who did not work. It is clear from the chart that elementary school and kindergarten teachers had the highest proportion of full-time full-year workers, while teacher assistants had the lowest proportion. The most prevalent work pattern for early childhood educators and assistants was full time, full year, unlike babysitters, nannies and parents' helpers for whom part-time work was most prevalent. However, only 42% of early childhood educators and assistants worked full time full year.

## Chart 2.1 The Child Care Workforce and Related Occupations in 2001, by NOC Groups




**Source:** Custom tabulations from the 2001 Census, Statistics Canada.

**Note:** The 2001 Census provides information on patterns of work and income for the year 2000.

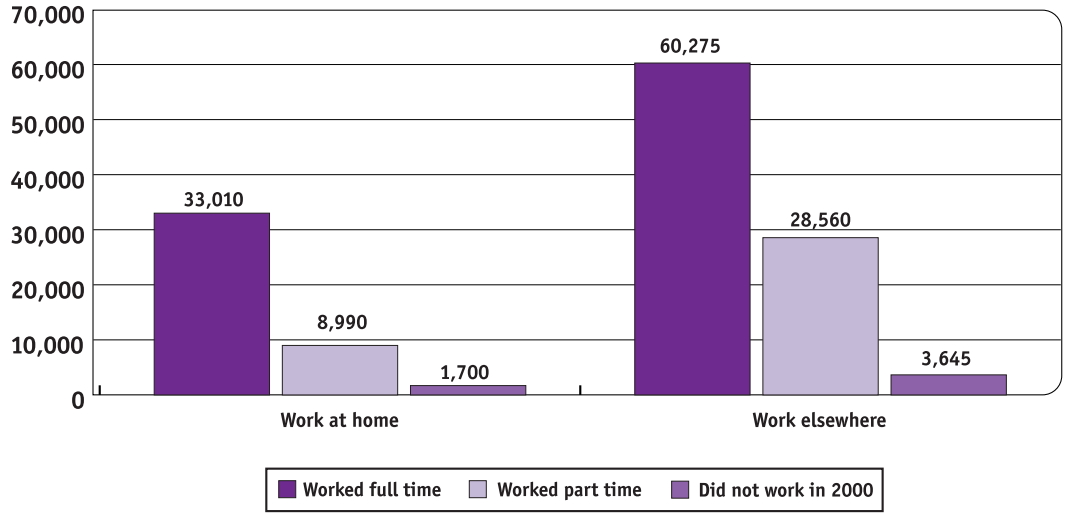
Chart 2.2 focuses on early childhood educators and assistants, and babysitters, nannies and parents' helpers. For both of these occupations, those working out of their own homes were more likely to work full time full year, and less likely to work part time.

## Chart 2.2 Work Patterns for Early Childhood Educators and Assistants, and Babysitters, Nannies and Parents' Helpers, by Place of Work


**Source:** Custom tabulations from the 2001 Census, Statistics Canada.

Chart 2.3 shows the work pattern of early childhood educators and assistants working at home and elsewhere, this time by actual numbers rather than percentages. In this chart, full-time full-year and full-time part-year work have been combined into full-time work overall. For those working full time, there were almost twice as many early childhood educators and assistants working elsewhere than at home. For those working part time, there were more than three times as many working elsewhere than at home.

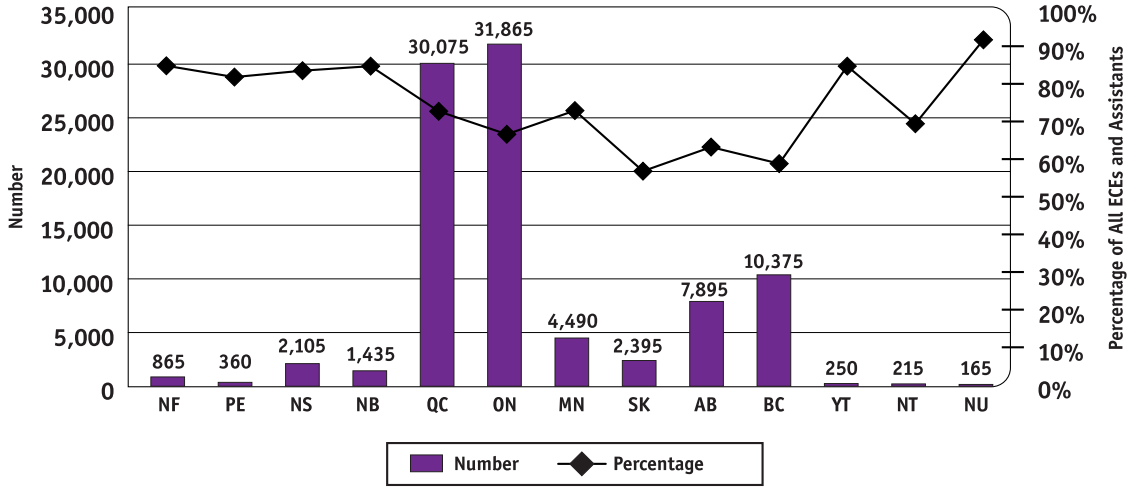
## Chart 2.3 Early Childhood Educators and Assistants' Work Patterns in 2000




**Source:** Custom tabulations from the 2001 Census, Statistics Canada.

The bars in Chart 2.4 illustrate the number of early childhood educators and assistants working outside the home for each province and territory. The line indicates the percentage of all early childhood educators and assistants in each jurisdiction that work outside the home. As Chart 2.4 shows, this percentage was highest for those in the Atlantic Provinces, Yukon and Nunavut, and lowest in Saskatchewan, British Columbia and Alberta.

## Chart 2.4 Early Childhood Educators and Assistants Working Outside the Home, by Province and Territory

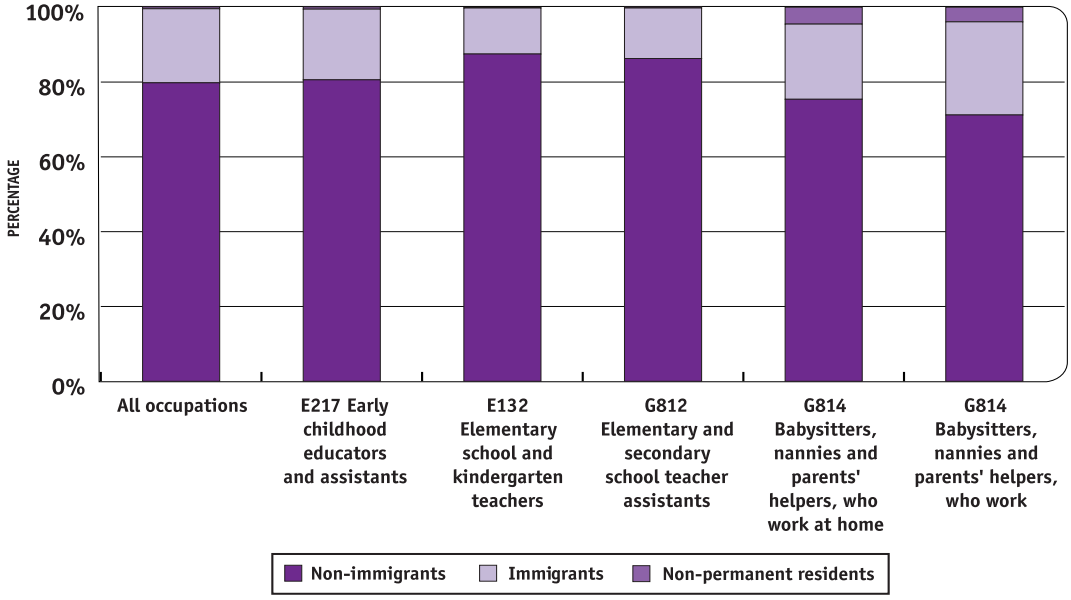



**Source:** Custom tabulations from the 2001 Census, Statistics Canada.

### 2.3.2 Immigration and visible minorities in the workforce

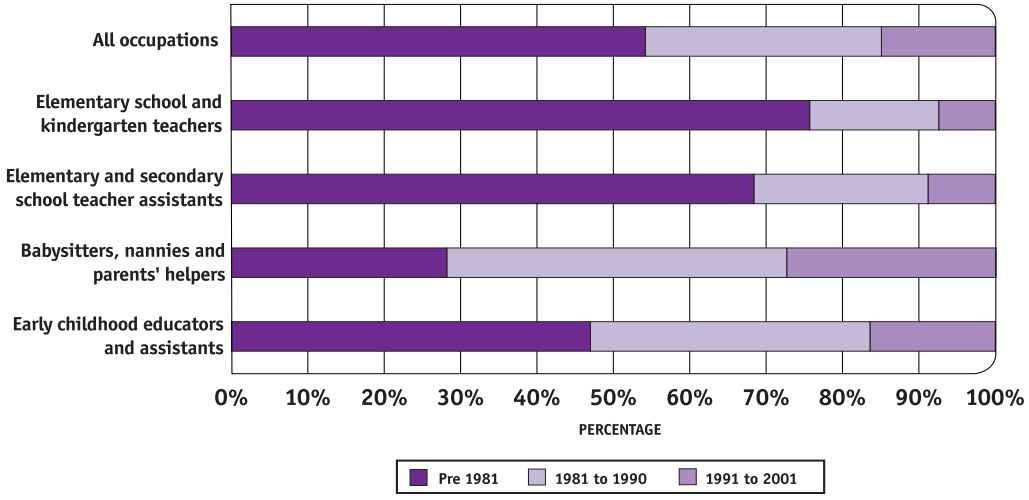
Concern is often raised within the child care community that the workforce does not reflect the increasing diversity among the Canadian population. However, approximately 20% of early childhood educators and assistants are immigrants, essentially the same as for the workforce as a whole. Teacher assistants, and elementary and kindergarten teachers have proportionately fewer immigrants than the general workforce. Babysitters, nannies and parents' helpers have the highest proportion of immigrants, including non-permanent residents, of all the occupations in Chart 2.5 below.

## Chart 2.5 Immigration Status, by Occupation




**Source:** Custom tabulations from the 2001 Census, Statistics Canada.

## Chart 2.6 Period of Immigration, by occupations

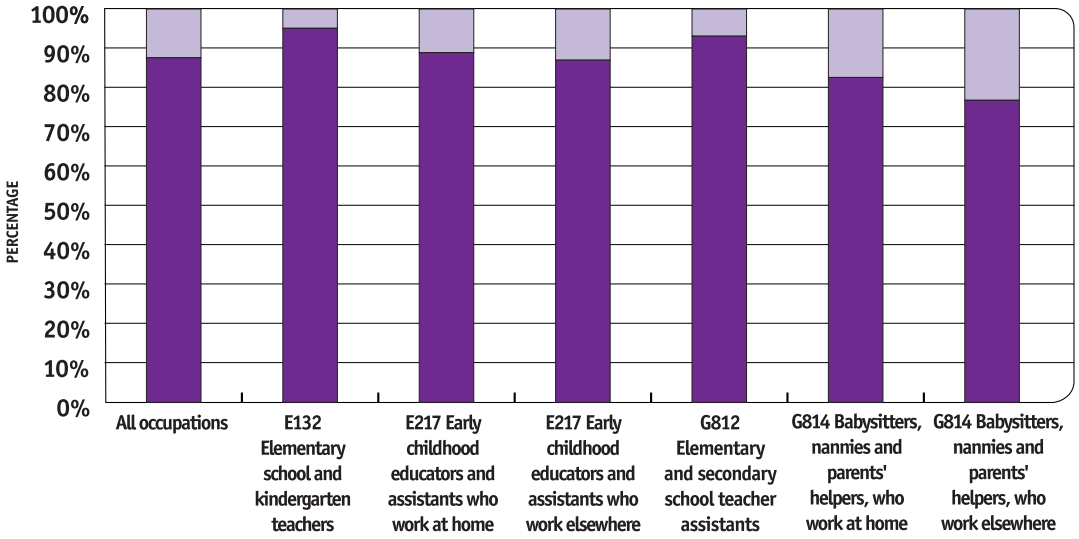



**Source:** Custom tabulations from the 2001 Census, Statistics Canada.

Chart 2.6 shows that babysitters, nannies and parents' helpers who are immigrant workers were also more likely to have immigrated more recently than immigrant workers in other related occupations.

A similar pattern of diversity can be seen among the visible minority population. Chart 2.7 shows that early childhood educators and assistants, particularly those working in centres, are more reflective of the general workforce than other ECEC occupations. Babysitters, nannies and parents' helpers had the highest proportion of those who are a visible minority.

## Chart 2.7 Visible Minority Status, by Occupation

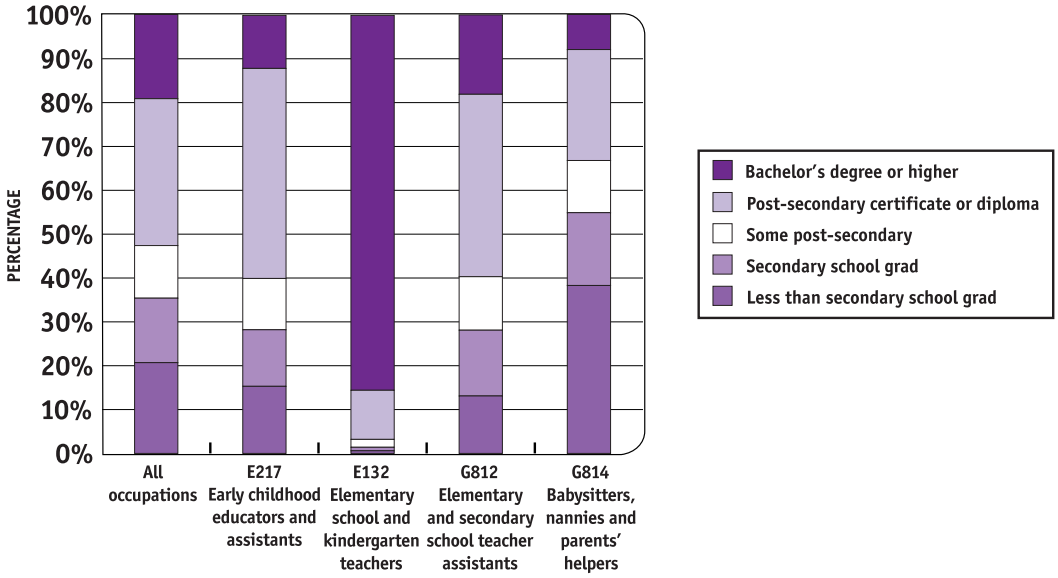



**Source:** : Custom tabulations from the 2001 Census, Statistics Canada.

### 2.4. Educational Attainment of the Workforce

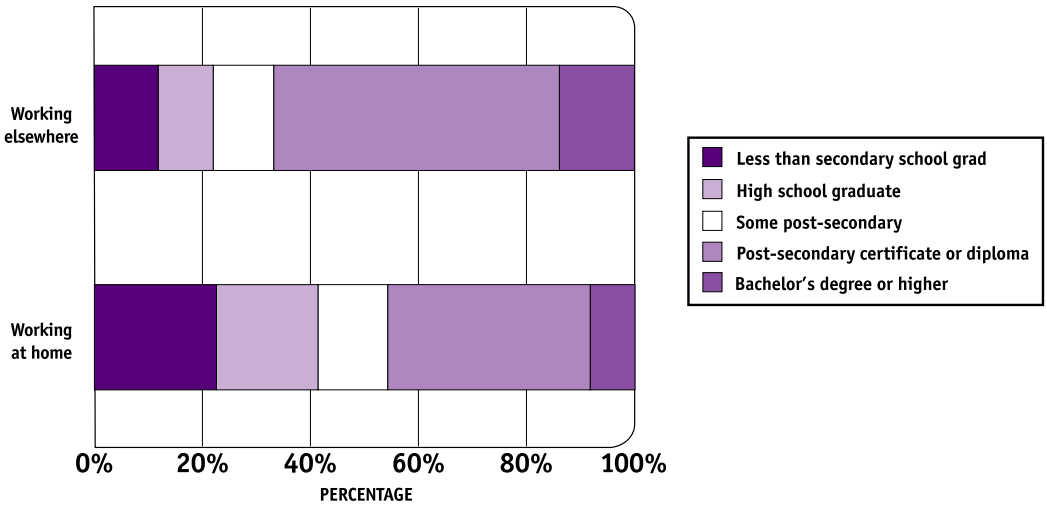
Chart 2.8 below shows educational attainment by occupational group. Early childhood educators and assistants most resemble teacher assistants; both groups have a larger proportion of the workforce with a post-secondary certificate, diploma or degree compared to the overall working population. Elementary and kindergarten teachers had the most education, and babysitters, nannies and parents' helpers the least, of the occupational groups considered. Chart 2.9 focuses on the educational attainment for early childhood educators and assistants by their place of work. Forty-six percent of those working in their own homes had a post-secondary certificate, diploma or degree, compared to 67% for those working elsewhere.

## Chart 2.8 Educational Attainment, by National Occupation Classification




**Source:** Custom tabulations from the 2001 Census, Statistics Canada.

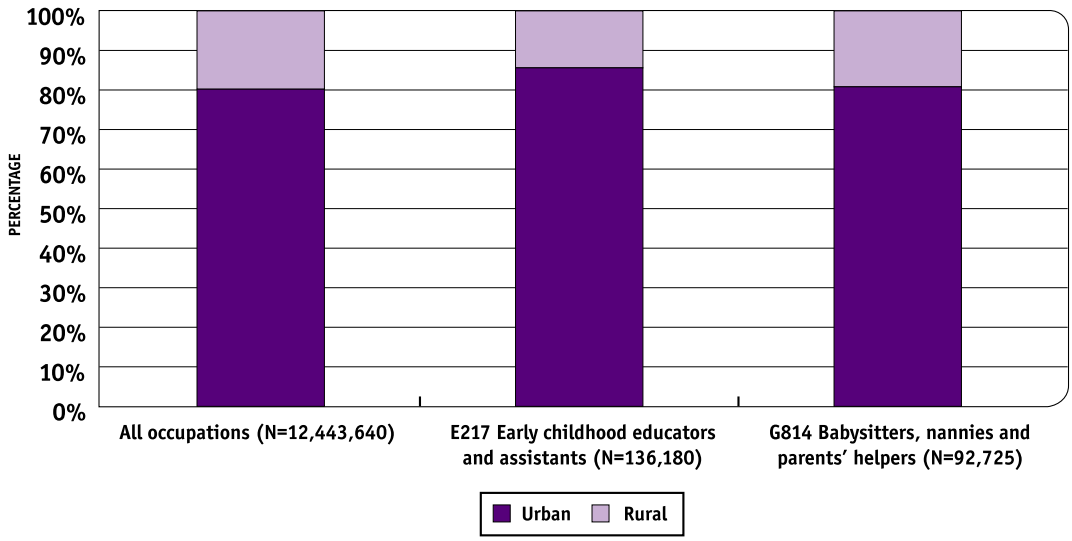
## Chart 2.9 Educational Attainment for Early Childhood Educators and Assistants




**Source:** Custom tabulations from the 2001 Census, Statistics Canada.

Chart 2.10 shows that early childhood educators and assistants are more concentrated in urban areas than those in the overall Canadian workforce, while babysitters, nannies and parents' helpers reflect the split in the general workforce.

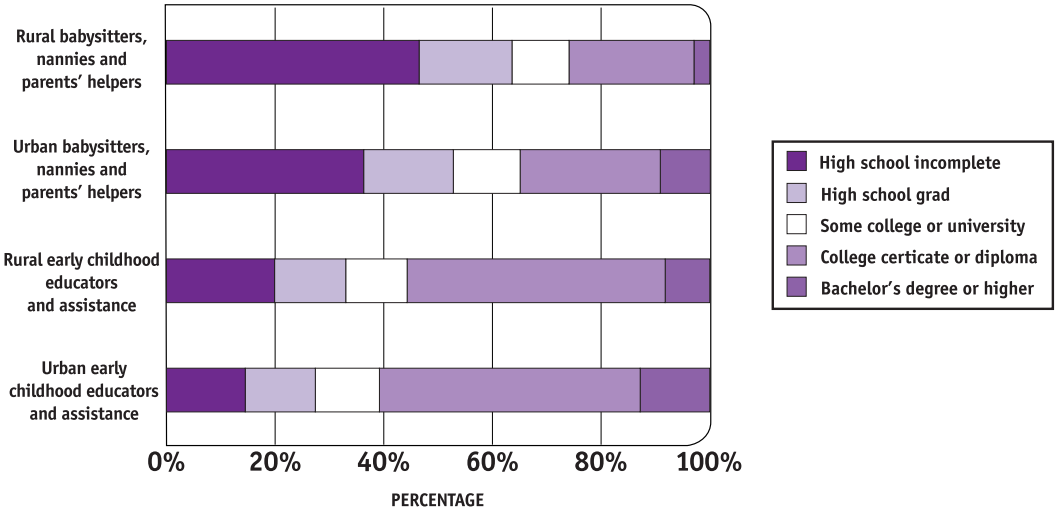
## Chart 2.10 NOC-S and Urban/Rural Split




**Source:** Custom tabulations from the 2001 Census, Statistics Canada.

As shown in Chart 2.11, rural early childhood educators and assistants had only slightly less education than their urban counterparts; the same trend was true for babysitters, nannies and parents' helpers, but the rural/urban difference was a little greater.

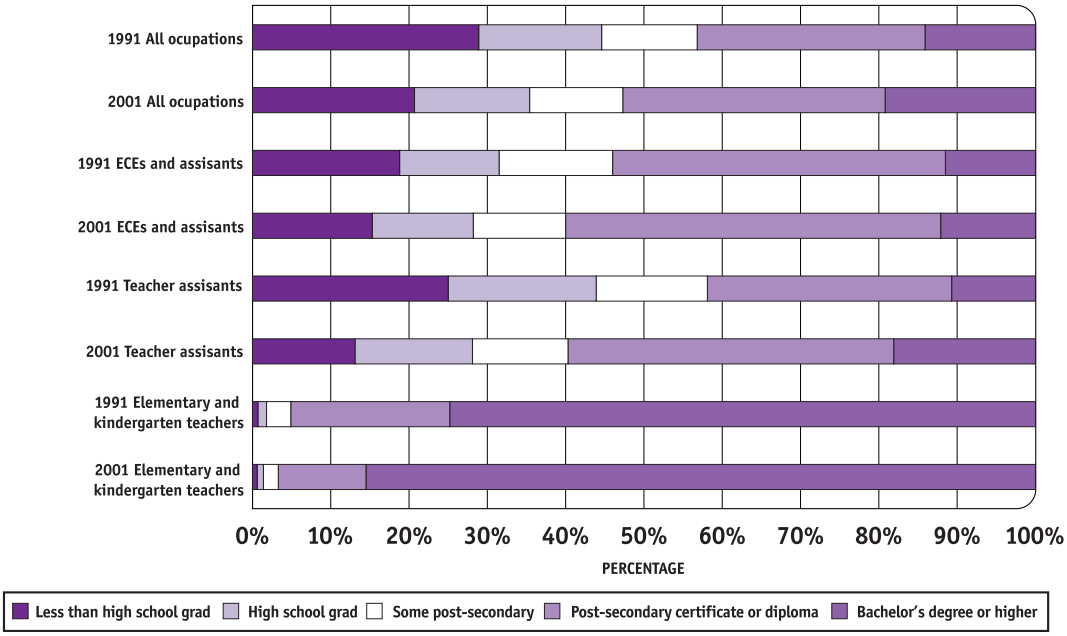
## Chart 2.11 Education and Urban/Rural Split, by Occupation




**Source:** Custom tabulations from the 2001 Census, Statistics Canada.

Chart 2.12 shows how educational attainment has changed between 1991 and 2001, by occupation. In 1991, 54% of early childhood educators and assistants had a post-secondary credential. This percentage rose to 60% in 2001—an increase of six percentage points. This percentage is still higher than the 53% in all occupations in 2001. However, there was an overall increase of close to 10 percentage points of those with post-secondary credentials in all occupations. The percentage of early childhood educators and assistants with a degree remained static over the same 10-year period, while it increased about 5% across all occupations.

## Chart 2.12 Changes in Distribution of Educational Attainment, 1991 to 2001, by Occupation



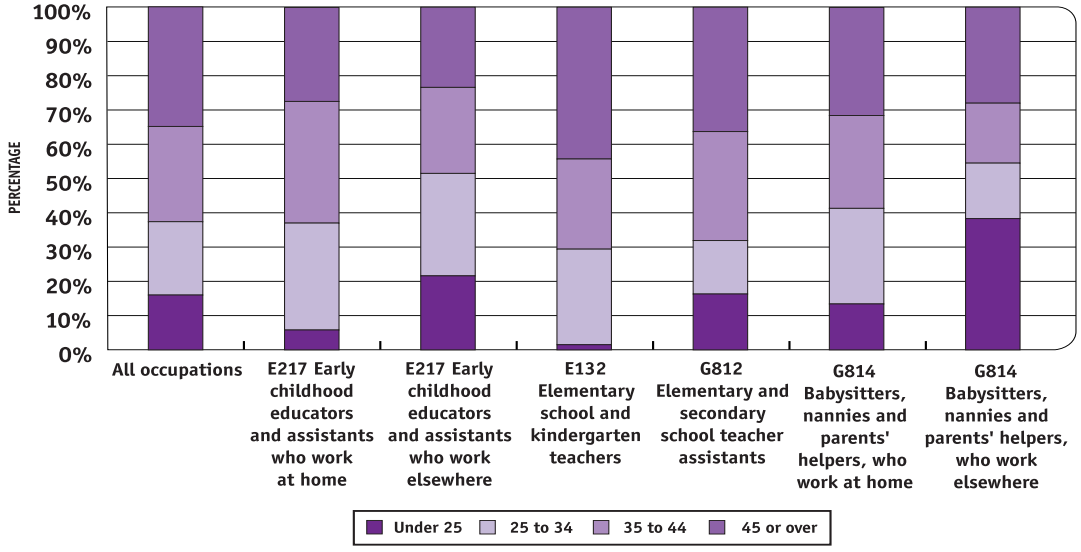

**Source:** Custom tabulations from the 2001 Census, Statistics Canada.

## 2.5 The Age of the Workforce

Workers in different occupational categories (and places of work) had distinctive age profiles, as seen in Chart 2.13 below. Across all occupations, 16% of workers in 2001 were under 25 years old, while 35% were 45 or older. Elementary school and kindergarten teachers were the oldest of the groups, with 44% of that workforce aged 45 or older. Babysitters, nannies and parents' helpers who work outside of their own homes were the youngest group—40% were under 25 years old. The age profile of early childhood educators and assistants differed by place of work.

Those working in their own homes are much less likely to be under 25 years old than those working elsewhere. Early childhood educators and assistants have fewer workers over the age of 45 (about 28% for those working at home and 24% for those working elsewhere) compared to all occupations. Those who work at home, both in the early childhood educators and assistants category and in the babysitters, nannies and parents' helpers category, had a considerably higher proportion of workers over 35 than early childhood educators and assistants who worked elsewhere (i.e. in centres)

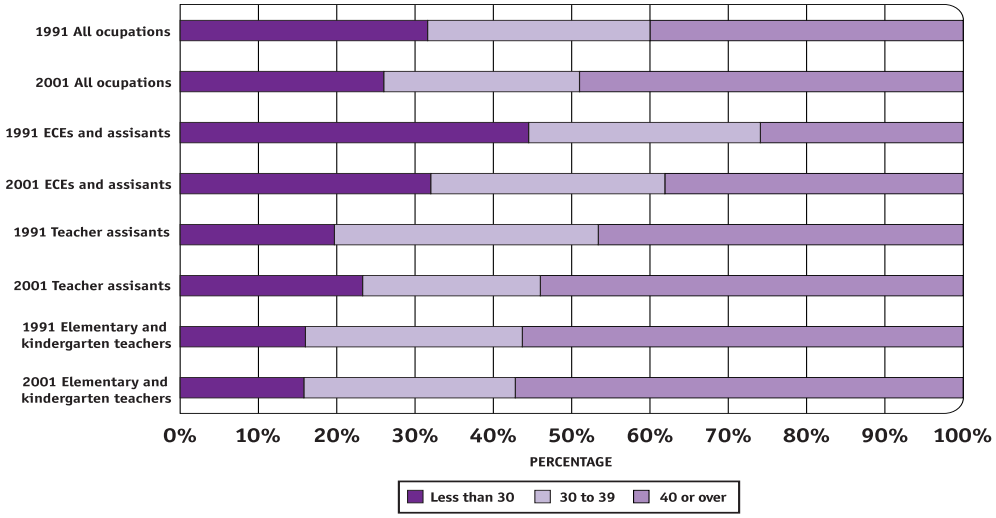
### Chart 2.13 Age Groups by National Occupational Classification, 2001




**Source:** Custom tabulations from the 2001 Census, Statistics Canada.

Chart 2.14 shows that early childhood educators and assistants were the occupational group with the greatest increase from 1991 to 2001 in the proportion of workers aged 40 or older, rising from 27% of the workforce to 38%. Early childhood educators and assistants also saw the greatest drop in the percentage of workers under 25—a 12% drop compared to 5% in all occupations.

### Chart 2.14 Changes in Age Distribution from 1991 to 2001, by Occupation

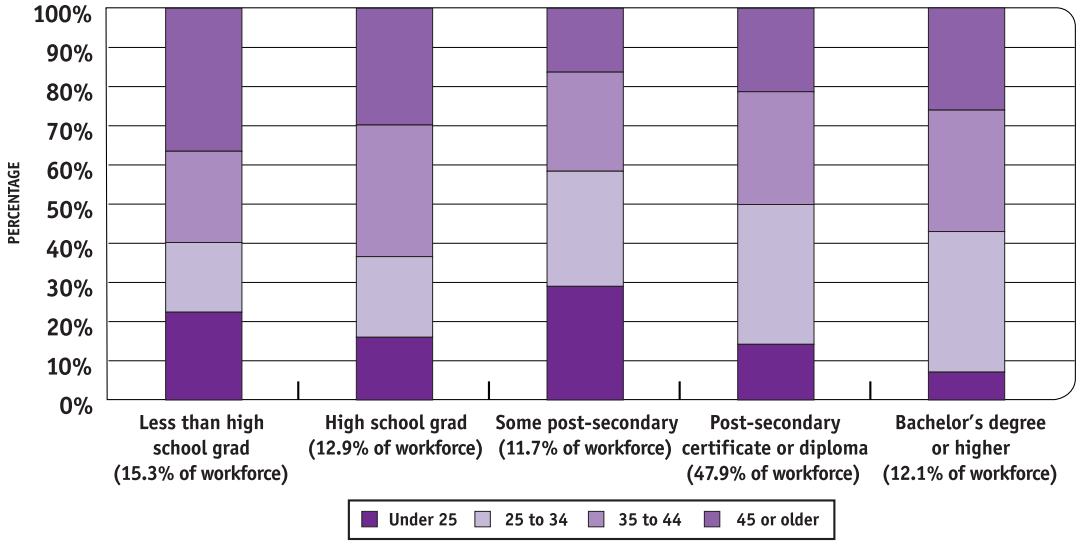



**Source:** Custom tabulations from the 2001 Census, Statistics Canada.

## 2.6 Education and Other Variables

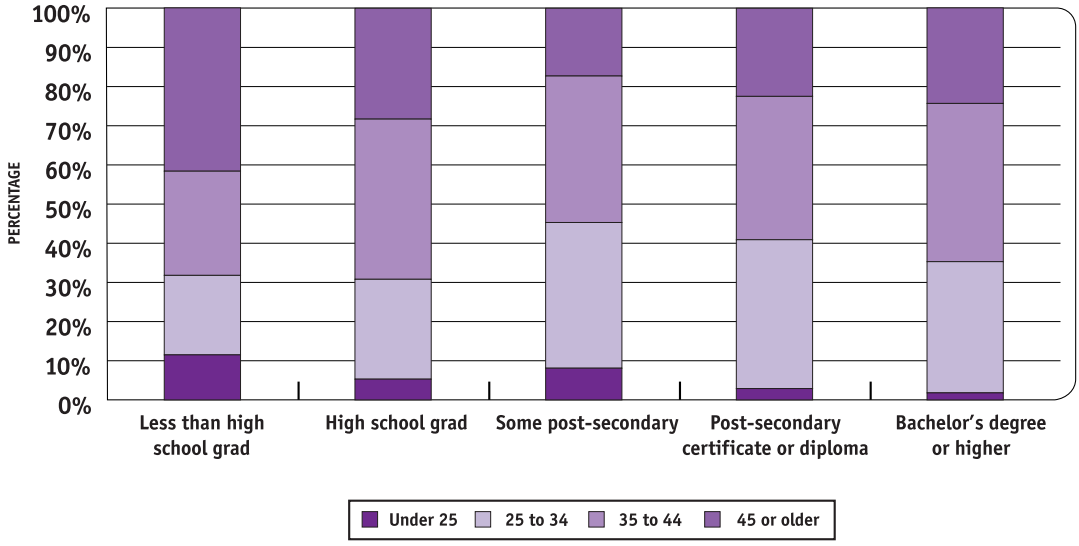
As shown in Chart 2.15, early childhood educators and assistants with no post-secondary education tended to be older than those with post-secondary education. This reflects the emphasis over time on greater post-secondary qualifications for those working in child care. However, this trend was less strong for those early childhood educators and assistants working in their own homes (Chart 2.16) than those working elsewhere (Chart 2.17).

### Chart 2.15 Age Groups by Educational Attainment, Early Childhood Educators and Assistants, 2001



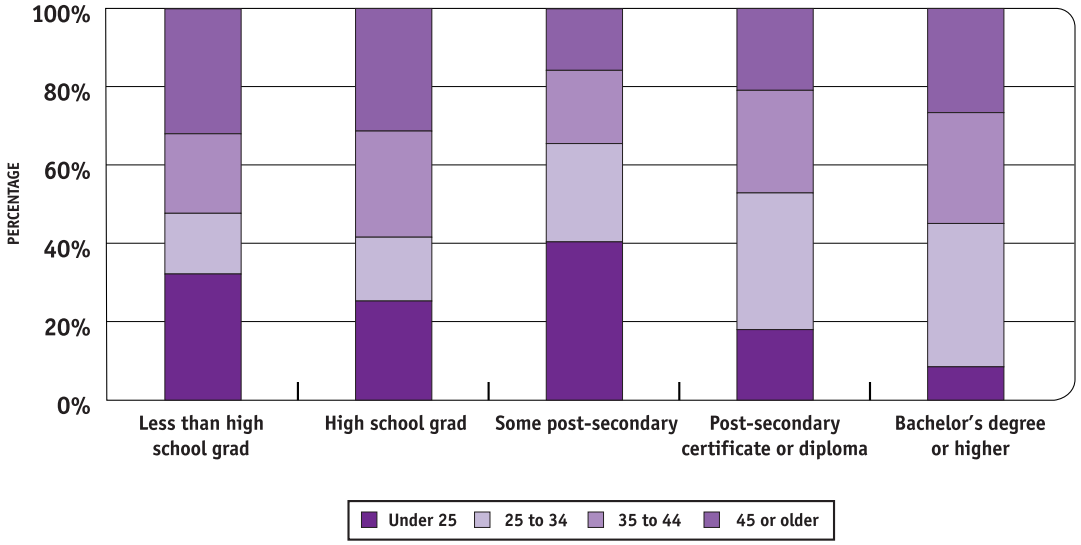

**Source:** Custom tabulations from the 2001 Census, Statistics Canada.

### Chart 2.16 Age by Education, Early Childhood Educators and Assistants, Who Work at Home




**Source:** Custom tabulations from the 2001 Census, Statistics Canada.

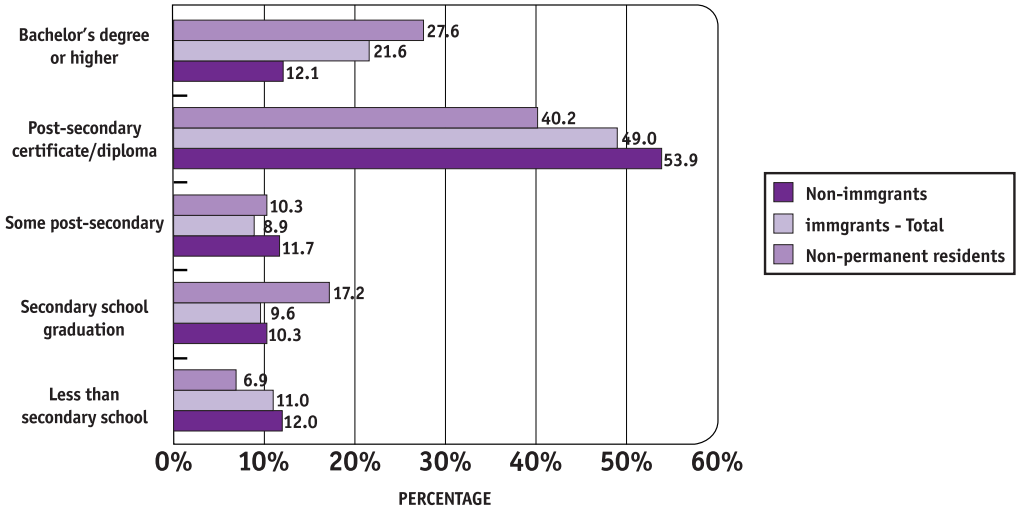
## Chart 2.17 Age by Education, Early Childhood educators and Assistants, Who Work Elsewhere




**Source:** Custom tabulations from the 2001 Census, Statistics Canada.

For those early childhood educators and assistants working outside the home (who we normally think of as the centre-based care workforce), immigrants and non-permanent residents were more likely than non-immigrants to have a university degree, but less likely to have a post-secondary certificate or diploma (see Chart 2.18 below).

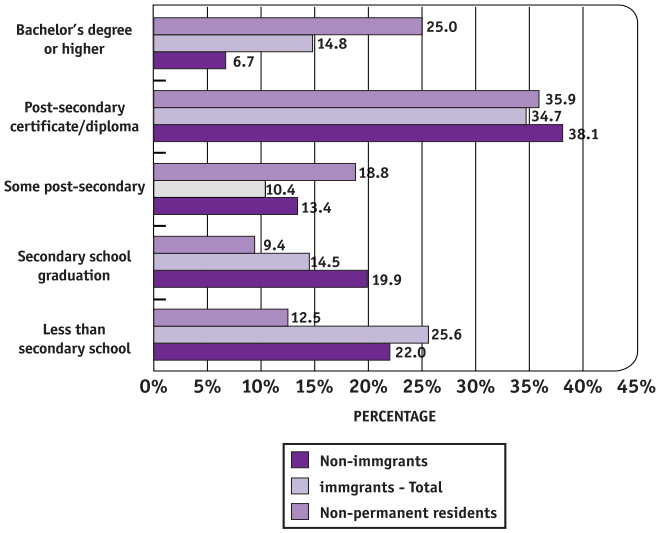
## Chart 2.18 Education Level for Early Childhood Educators and Assistants Working Outside the Home, by Immigration Status




**Source:** Custom tabulations from the 2001 Census, Statistics Canada.

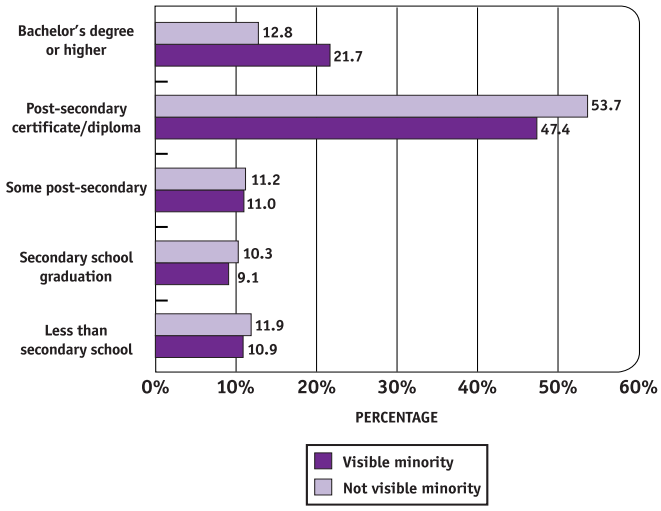
For those early childhood educators and assistants who work in their own homes, non-immigrants were least likely to have a university degree, but there were no differences by immigration status in the likelihood of having a post-secondary certificate or diploma (see Chart 2.19).

## Chart 2.19 Education Level for Early Childhood Educators and Assistants Working at Home, by Immgration Status




**Source:** : Custom tabulations from the 2001 Census, Statistics Canada.

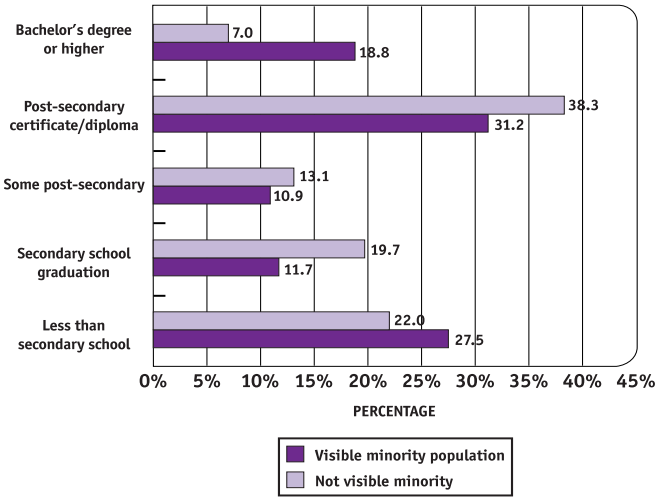
## Chart 2.20 Education Level for Early Chilhood Educators and Assistants Wrling Outside the Home, by Visible Minority or Not




**Source:** Custom tabulations from the 2001 Census, Statistics Canada.

There were also some differences in educational attainment for early childhood educators and assistants by visible minority status. For early childhood educators working outside the home (Chart 2.20), those from visible minorities were more likely to have a university degree (22%) compared to all others (13%), and a little less likely to have a post-secondary certificate or diploma (47% vs. 54%). For those working as early childhood educators in their own homes (Chart 2.21), the same trend was evident. Nineteen percent of those from a visible minority had a university degree, much higher than the 7% of the other early childhood educators. However, only 32% of the early childhood educators from visible minorities had a post-secondary certificate or diploma, compared to 38% of all other early childhood educators.

## Chart 2.21 Education Level for Early Childhood Educators and Assistants Working at Home, by Visible Minority or Not




**Source:** Custom tabulations from the 2001 Census, Statistics Canada.
Note: The 2001 Census provides information on patterns of work and income for the year 2000.

### 2.6.1 Provincial comparisons

Tables 2.3, 2.4 and 2.5 show a cross provincial/territorial comparison of early childhood educators and assistants by three variables: age, work pattern and highest level of education. Table 2.3 gives the information for all early childhood educators and assistants, Table 2.4 and Table 2.5 give the same information, broken down by those who work at home (family child care providers) and those who work elsewhere (in centres).

## Table 2.3 Early Childhood Educators and Assistants—Age Groups, Work Pattern and Highest Level of Education

| | Age Groups (%) | | | Work Pattern (%) | | | Highest Level of Education (%) | | | |
|---|---|---|---|---|---|---|---|---|---|---|
| | *Under 30* | *30 to 39* | *40 or over* | *Full time, full year* | *Full time, part year* | *Part time* | *No high school grad* | *High school grad* | *Post secondary certificate / diploma* | *Bachelor degree or higher* |
| **Canada** | 32.0 | 29.9 | 38.1 | 42.4 | 26.1 | 27.6 | 15.3 | 12.9 | 47.9 | 12.1 |
| **Newfoundland** | 49.0 | 25.7 | 25.2 | 37.3 | 32.8 | 27.0 | 12.7 | 5.4 | 57.8 | 10.8 |
| **Prince Edward Island** | 44.8 | 27.6 | 27.6 | 55.7 | 28.4 | 15.9 | 16.3 | 14.0 | 52.3 | 10.5 |
| **Nova Scotia** | 33.7 | 30.6 | 35.7 | 40.1 | 23.4 | 32.3 | 10.7 | 8.5 | 50.4 | 17.1 |
| **New Brunswick** | 39.3 | 28.7 | 32.0 | 37.9 | 29.7 | 27.4 | 13.3 | 18.9 | 40.7 | 10.9 |
| **Quebec** | 31.2 | 30.6 | 38.2 | 43.0 | 30.3 | 22.6 | 13.4 | 14.3 | 50.7 | 11.9 |
| **Ontario** | 31.9 | 29.7 | 38.3 | 45.5 | 22.7 | 28.1 | 15.2 | 13.0 | 48.4 | 12.2 |
| **Manitoba** | 35.3 | 29.7 | 35.0 | 42.5 | 25.4 | 29.0 | 18.3 | 13.5 | 35.8 | 15.5 |
| **Saskatchewan** | 33.7 | 28.8 | 37.5 | 41.7 | 27.8 | 26.2 | 24.6 | 12.9 | 38.3 | 10.1 |
| **Alberta** | 33.8 | 28.6 | 37.6 | 41.2 | 24.9 | 29.6 | 19.2 | 11.6 | 41.3 | 13.1 |
| **British Columbia** | 28.3 | 30.3 | 41.4 | 34.5 | 25.5 | 36.0 | 14.0 | 10.6 | 51.9 | 10.9 |
| **Yukon Territory** | 42.1 | 31.6 | 26.3 | 43.1 | 32.8 | 20.7 | 17.2 | 13.8 | 37.9 | 13.8 |
| **Northwest Territories** | 36.5 | 39.7 | 23.8 | 29.5 | 39.3 | 24.6 | 37.1 | 11.3 | 29.0 | 6.5 |
| **Nunavut** | 50.0 | 26.5 | 23.5 | 25.0 | 38.9 | 27.8 | 51.4 | 5.7 | 25.7 | 5.7 |

**Source:** Custom tabulations from the 2001 Census, Statistics Canada. Calculations by consultants.

**Note:** Work pattern percentages do not add to 100%, as the "Did not work" category has been omitted.
Highest level of education percentages do not add to 100%, as the "Some post-secondary" category has been omitted.

## Table 2.4 Early Childhood Educators and Assistants Who Work at Home—Age Groups, Work Pattern and Highest Level of Education

| | Age Groups (%) | | | Work Pattern (%) | | | Highest Level of Education (%) | | | |
|---|---|---|---|---|---|---|---|---|---|---|
| | *Under 30* | *30 to 39* | *40 or over* | *Full time, full year* | *Full time, part year* | *Part time* | *No high school grad* | *High school grad* | *Post secondary certificate / diploma* | *Bachelor degree or higher* |
| **Canada** | 18.5 | 38.7 | 42.9 | 48.1 | 27.5 | 20.6 | 21.3 | 21.3 | 38.4 | 7.1 |
| **Newfoundland** | 25.8 | 32.3 | 41.9 | 32.3 | 41.9 | 22.6 | 20.0 | 20.0 | 30.0 | 30.0 |
| **Prince Edward Island** | 13.3 | 26.7 | 53.3 | 53.3 | 20.0 | 33.3 | * | * | * | * |
| **Nova Scotia** | 12.2 | 30.5 | 57.3 | 50.0 | 18.3 | 28.0 | 7.3 | 17.1 | 46.3 | 12.2 |
| **New Brunswick** | 19.2 | 32.7 | 46.2 | 55.8 | 19.2 | 25.0 | 0.0 | 17.2 | 62.1 | 10.3 |
| **Quebec** | 18.7 | 39.2 | 42.1 | 55.2 | 34.8 | 9.6 | 21.1 | 24.6 | 38.8 | 5.3 |
| **Ontario** | 16.0 | 37.4 | 46.6 | 49.7 | 24.3 | 22.0 | 22.7 | 21.4 | 36.2 | 7.6 |
| **Manitoba** | 21.8 | 37.9 | 40.3 | 46.3 | 28.1 | 22.4 | 26.5 | 21.3 | 32.3 | 7.7 |
| **Saskatchewan** | 23.5 | 36.1 | 40.2 | 49.7 | 24.6 | 22.4 | 22.0 | 18.1 | 34.6 | 7.7 |
| **Alberta** | 26.4 | 43.2 | 30.2 | 44.6 | 26.5 | 24.3 | 24.9 | 18.8 | 33.7 | 8.6 |
| **British Columbia** | 16.4 | 39.3 | 44.3 | 40.4 | 25.0 | 30.4 | 15.3 | 17.9 | 47.7 | 7.2 |
| **Yukon Territory** | * | * | * | * | * | * | * | * | * | * |
| **Northwest Territories** | * | * | * | | * | * | * | * | * | * |
| **Nunavut** | * | * | * | | * | * | * | * | * | * |

**Source:** Custom tabulations from the 2001 Census, Statistics Canada. Calculations by consultants.

**Note:** Work pattern percentages do not add to 100%, as the "Did not work" category has been omitted.
Highest level of education percentages do not add to 100%, as the "Some post-secondary" category has been omitted.
* Numbers too small to be reported accurately

## Table 2.5 Early Childhood Educators and Assistants Who Work Elsewhere—Age Groups, Work Pattern and Highest Level of Education

| | Age Groups (%) | | | Work Pattern (%) | | | Highest Level of Education (%) | | | |
|---|---|---|---|---|---|---|---|---|---|---|
| | *Under 30* | *30 to 39* | *40 or over* | *Full time, full year* | *Full time, part year* | *Part time* | *No high school grad* | *High school grad* | *Post secondary certificate / diploma* | *Bachelor degree or higher* |
| **Canada** | 38.4 | 25.8 | 35.8 | 39.7 | 25.5 | 30.9 | 9.2 | 7.7 | 61.5 | 13.4 |
| **Newfoundland** | 53.2 | 24.3 | 22.0 | 37.6 | 31.8 | 27.7 | 9.2 | 0.0 | 64.6 | 13.8 |
| **Prince Edward Island** | 38.0 | 30.4 | 31.6 | 56.9 | 30.6 | 12.5 | 19.5 | 17.1 | 51.2 | 12.2 |
| **Nova Scotia** | 42.9 | 27.9 | 29.3 | 38.2 | 24.5 | 33.0 | 5.6 | 5.6 | 64.6 | 19.3 |
| **New Brunswick** | 35.9 | 27.4 | 36.8 | 34.1 | 31.4 | 27.9 | 16.3 | 13.3 | 44.9 | 14.3 |
| **Quebec** | 39.9 | 25.9 | 34.2 | 39.6 | 28.6 | 27.6 | 8.7 | 8.0 | 62.1 | 13.8 |
| **Ontario** | 40.3 | 26.7 | 32.9 | 43.4 | 21.9 | 31.1 | 6.4 | 7.2 | 65.9 | 12.7 |
| **Manitoba** | 41.5 | 23.2 | 35.3 | 40.9 | 24.4 | 31.4 | 14.4 | 11.2 | 42.8 | 18.0 |
| **Saskatchewan** | 38.2 | 19.8 | 41.9 | 35.5 | 30.3 | 29.0 | 25.3 | 9.4 | 47.1 | 8.2 |
| **Alberta** | 36.6 | 24.0 | 39.3 | 39.4 | 24.0 | 32.6 | 14.3 | 8.5 | 51.3 | 15.0 |
| **British Columbia** | 36.6 | 24.0 | 39.3 | 30.3 | 25.9 | 39.9 | 9.1 | 5.3 | 68.3 | 10.7 |
| **Yukon Territory** | 46.0 | 32.0 | 20.0 | | 42.0 | 34.0 | 20.0 | * | * | * |
| **Northwest Territories** | 39.5 | 34.9 | 25.6 | | 25.6 | 37.2 | 27.9 | * | * | * |
| **Nunavut** | 51.5 | 27.3 | 21.2 | | 24.2 | 42.4 | 27.3 | * | * | * |

**Source:** Custom tabulations from the 2001 Census, Statistics Canada. Calculations by consultants.

**Note:** Work pattern percentages do not add to 100%, as the "Did not work" category has been omitted.

Highest level of education percentages do not add to 100%, as the "Some post-secondary" category has been omitted.

* Numbers too small to be reported accurately

## 2.7 Employment and Earnings

For all workers reporting some employment income, the average for early childhood educators and assistants in 2000 was $16,167, up 39% from a decade earlier (Table 2.6). While the percentage increase was slightly higher for early childhood educators and assistants than for the overall workforce, workers in this occupation continued to earn less than half of the average for workers in all occupations.

### Table 2.6 Average Annual Employment Earnings of All Workers, by Occupation, 1990 and 2000

| | *1990* | *2000* | *Change (%)* |
|---|---|---|---|
| Early childhood educators and assistants | $11,639 | $16,167 | 38.9 |
| Babysitters, nannies and parents' helpers | n.a | $9,481 | n.a. |
| Elementary and secondary teacher assistants | $10,565 | $16,052 | 51.9 |
| Kindergarten and elementary teachers | $32,501 | $40,512 | 24.6 |
| All occupations | $24,753 | $33,470 | 35.2 |

**Source:** 1991 and 2001 Census, Statistics Canada.

Table 2.7 shows that early childhood educators and assistants fare only slightly better when their incomes are compared to those of other women. For all women working full time, full year, early childhood educators and assistants earn about 60% of the average and about 57% of the average for those with a post-secondary credential.

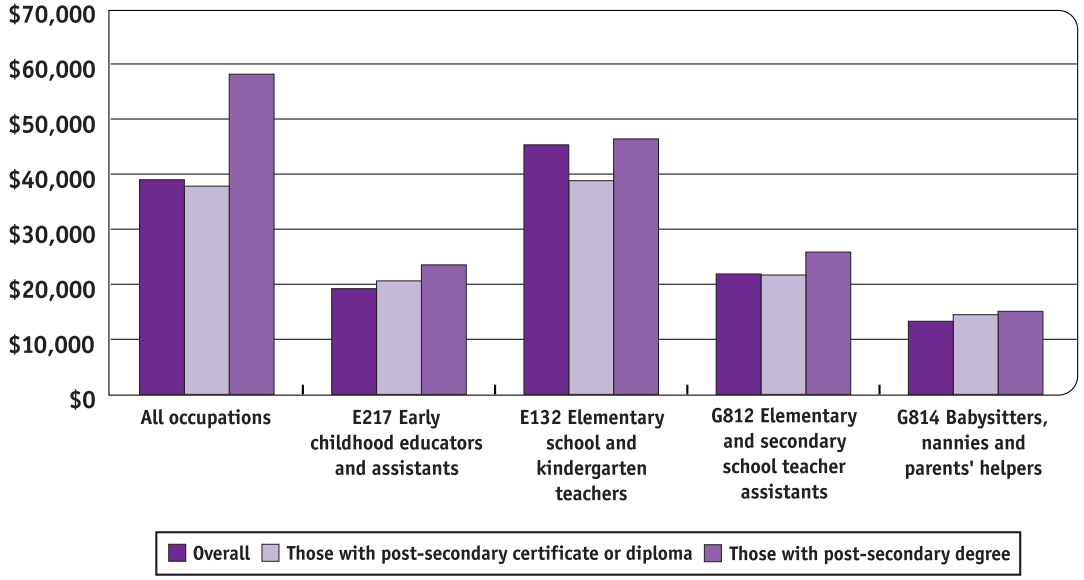
### Table 2.7 Annual Income in 2000 for Women Working Full Time, Full Year, by Occupation

| **Occupation** | *Annual Income ($)* | |
|---|---|---|
| | *All earners, regardless of education* | *Those with a college or university qualification* |
| All occupations | 34,892 | 41,619 |
| Early childhood educators and assistants | 21,023 | 23,641 |
| Babysitters, nannies and parents' helpers | 15,862 | 17,450 |
| Teacher assistants | 25,309 | 27,893 |
| Elementary and kindergarten teachers | 46,732 | 47,146 |

**Source:** 2001 Census, Statistics Canada.

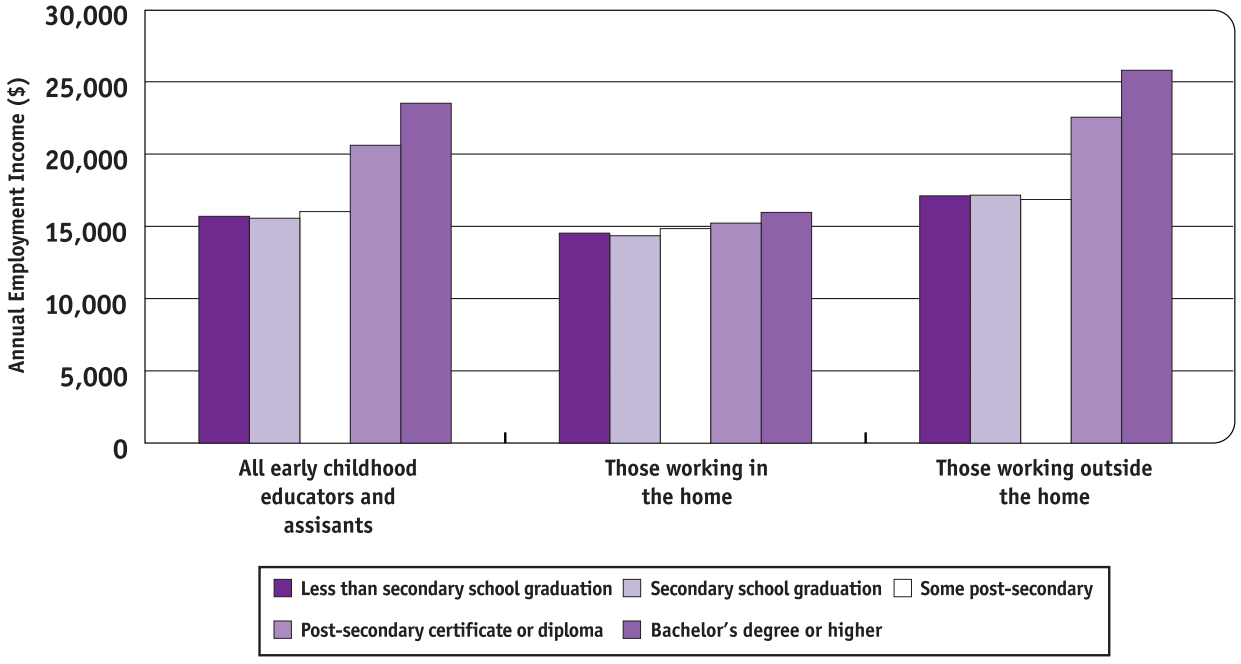
Chart 2.22 looks only at those working full time in 2000. Early childhood educators and assistants still earn about half of the average annual income of all workers. The difference is even more striking for those with a university degree, where the general working population earns about 2.5 times as much as early childhood educators. A degree makes a significant difference to the income of the general population, but makes far less of a difference for early childhood educators and assistants. However, as Chart 2.23 shows, there is much more of an impact of education on incomes for early childhood educators working in a centre than for those working at home. Early childhood educators and assistants without post-secondary qualifications working full time at home earn just under $15,000; those with a degree earned an average of just over $15,000. Centre-based early childhood educators and assistants without post-secondary qualifications working full time earned an average of $16,500; those with a college certificate or diploma earned an average of $22,500, and those with a degree earned an average of $25,800.

## Chart 2.22 Annual Employment Income for Those Who Worked Full Time in 2000, by Occupation and Educational Attainment




**Source:** Custom tabulations from the 2001 Census, Statistics Canada

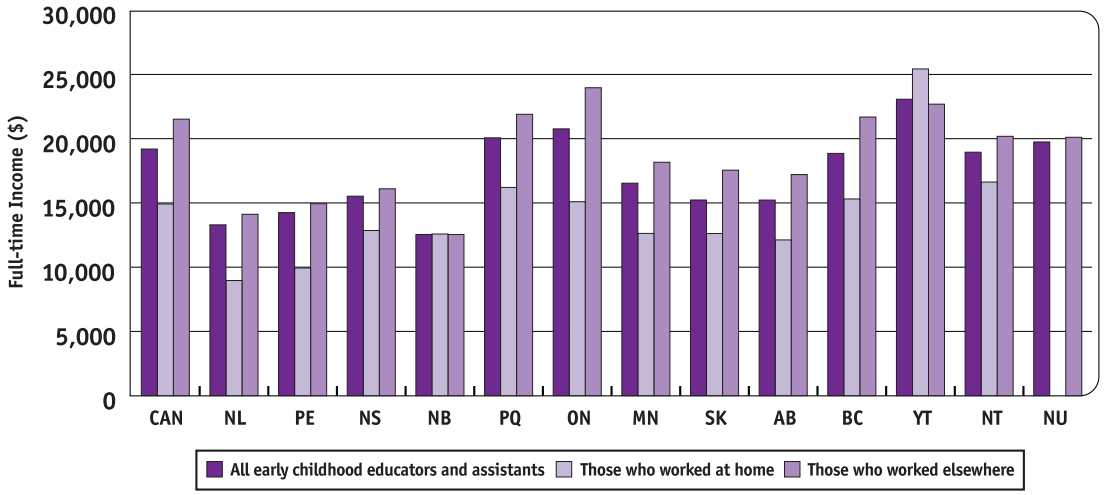
## Chart 2.23 Full-time Employment Income, Early Childhood Educators and Assistants, by Place of Work and Education




**Source:** Custom tabulations from the 2001 Census, Statistics Canada.

Chart 2.24 shows the average annual full-time earnings for early childhood educators and assistants in each province and territory, broken down by whether they work from their home or elsewhere. For most provinces and territories, income was higher for those working outside of their own homes. There was a large range of earnings for early childhood educators and assistants, from $12,546 per year in New Brunswick to $23,071 in Yukon Territory.

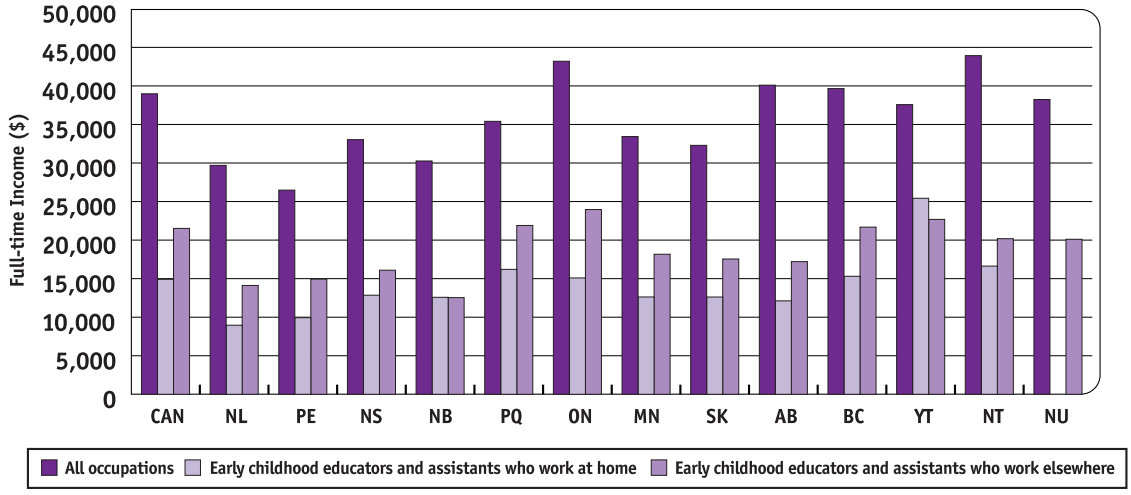
## Chart 2.24 Full-time Employment Income in 2000 for Early Childhood Educators and Assistants, by Place of Work, by Province and Territory




**Source:** Custom tabulations from the 2001 Census, Statistics Canada.

As Chart 2.25 shows, regardless of the province or territory, the annual full-time earnings for those working as early childhood educators and assistants were much lower than the earnings for the overall workforce. Depending on the province or territory, the percentage earned by the average early childhood educator and assistant was between 43% and 62% of that earned by the average employed person in the province.

## Chart 2.25 Full-time Employment income for All Occupations Versus for Early Childhood Educators and Assistants, by Province and Territory

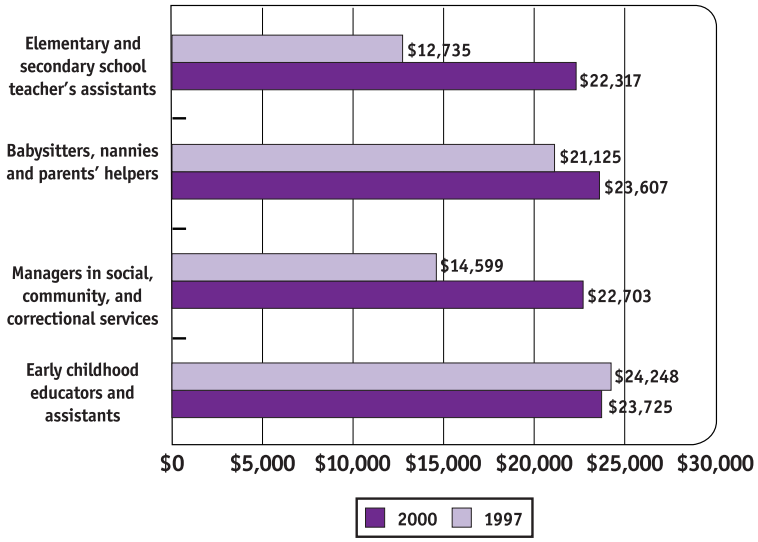



**Source:** Custom tabulations from the 2001 Census, Statistics Canada.

### 2.7.1 The 1995 National Graduate Survey

Every 5 years, Statistics Canada conducts a survey of graduates of Canadian public post-secondary institutions who graduated or completed their programs in that calendar year. The 1995 cohort is the most recent group of graduates for which information is available. The initial sample size was over 29,000. Survey items deal primarily with employment-related issues, such as success in obtaining employment, whether taking the program helped with employment, type of employment, satisfaction, and earnings. Follow-up surveys were conducted in 1997 and 2000. Chart 2.26 shows the earnings of graduates of ECE programs in 1997 and 2000, compared to the earnings in related occupations. Although the full-time earnings of the ECE graduates were higher than the other occupations, ECE was the only occupation where earnings did not increase 3 years later.

## Chart 2.26 Mean Full-time Earnings, 1995 ECE Graduates, by Occupation, in 1997 and 2000




**Source:** Custom tabulations from National Graduate Survey data for class of 1995, Statistics Canada.
Significant at p<01

### 2.8 The Next Generation: Trends by Age, Education and Recent Immigration from the Student Survey

Key variables from the Student Survey conducted for the LMU were examined for any notable differences relating to three demographic items—age, education and recent immigration. Each of these demographic items was coded as a two-category variable for ease of analysis.

- Students were classified by age as those who were under 25 versus those who were 25 or older. Age 25 as the dividing line between the categories was chosen because it divides the respondents into two approximately equal halves. Fifty-five percent of the responding students were under 25 years old, and 45% were 25 years old or more.
- Students were classified by education as those with a college certificate, college diploma, some university courses or a university degree, versus those with no post-secondary education, or at most some college courses.
- Students were classified by recent immigration as those who immigrated to Canada in 1990 or later versus those who were either born in Canada or immigrated earlier than 1990.

The findings below report on some of those variables for which there was a difference of at least 9%, relating to age, education or recent immigration, for one or more of the categories of that variable. For variables with many categories, some smaller differences have also been reported.

Age, education and recent immigration are intercorrelated demographic variables. These correlations are shown below. Therefore, the results below should be interpreted cautiously, as the effects of any one demographic variable is influenced by the other demographic variables. Joint influences can be properly explored only by using multivariate modelling.

## Table 2.8 Correlations Between the Three Demographic Variables

| | Age | Education |
|---|---|---|
| Age | | |
| Education | .38* | |
| Recent Immigration | .27* | .30* |

**Source:** Custom tabulations from the 2001 Census, Statistics Canada.
*Significant at p<01

### *Age Trends*

Younger students were under 25 (51% of respondents), older students were over 25 (49% of respondents).

| | *Younger* | *Older* |
|---|---|---|

Older students had higher levels of educational attainment.

| | | |
|---|---|---|
| High school diploma | 61% | 23% |
| College diploma | 4% | 17% |
| University degree | 1% | 27% |

Younger students had more volunteer experience in recreation programs, leadership work, and with siblings, while older students had more experience with own children.

| | | |
|---|---|---|
| Recreation programs | 28% | 15% |
| Leadership work | 22% | 14% |
| Siblings | 47% | 26% |
| Own children | 6% | 33% |

Younger students had more paid experience in recreation programs, while older students had more experience as unregulated family child care (FCC) providers.

| | | |
|---|---|---|
| Recreation programs | 23% | 11% |
| Unregulated FCC provider | 5% | 13% |

| | *Younger* | *Older* |
|---|---|---|

For the most important reason for enrolling in ECE, older students focused more on further education and employment, younger students focused more on an interest in children and a career in Education.

| | | |
|---|---|---|
| Interest in children | 56% | 44% |
| Working, want further education | 12% | 22% |
| Employment choices | 2% | 15% |
| First step to Education degree | 12% | 5% |

Older students were more likely to feel that finding an ECE-related job after graduation would be difficult.

| | | |
|---|---|---|
| | 23 % | 43 % |

Older students expected to earn more upon graduation.

| | | |
|---|---|---|
| Less than $14 per hour | 56% | 38% |
| $14 per hour or more | 43% | 62% |

Younger students were more likely to expect to be teaching in the education system in 5 years, while older students expected to work in child care centres.

| | | |
|---|---|---|
| Teaching, education system | 22% | 11% |
| Working in a child care centre | 25% | 32% |

Older students were more likely to speak a language other than English or French growing up, to be born outside of Canada, and to be a recent immigrant.

| | | |
|---|---|---|
| 1st language not English/French | 12% | 38% |
| Born outside of Canada | 14% | 50% |
| Recent immigrant | 11% | 33% |

### *Education Trends*

Less educated students had no post-secondary credential (56% of respondents); more educated students had a certificate, diploma or degree (44% of respondents).

| | *Less Educated* | *More Educated* |
|---|---|---|

Less educated students were more likely to prefer to work with school-age children.

| | | |
|---|---|---|
| | 20 % | 11 % |

More educated students were more likely to speak a language other than English or French growing up, to be born outside of Canada, and to be a recent immigrant.

| | | |
|---|---|---|
| 1st language not English/French | 16% | 37% |
| Born outside of Canada | 18% | 48% |
| Recent immigrant | 11% | 36% |

### *Immigration Trends*

Students who were not recent immigrants include those born in Canada or who immigrated before 1990 (80% of respondents); recent immigrants includes students who came to Canada in 1990 or later (20% of respondents).

| | *Immigration Status* | |
|---|---|---|
| | *Not Recent* | *Recent* |

Recent immigrant students had higher levels of educational attainment.

| | | |
|---|---|---|
| High school diploma | 49% | 22% |
| College diploma | 8% | 14% |
| University degree | 5% | 40% |

Recent immigrant students were older than students born in Canada or who immigrated earlier than 1990.

| | | |
|---|---|---|
| Under 25 years old | 62% | 27% |
| 25 to 34 | 26% | 39% |
| 35 or older | 12% | 33% |

Recent immigrant students gave a lower proportion of quite well/very well ratings for preparation to work with children with special needs.

| | | |
|---|---|---|
| | 70% | 62% |

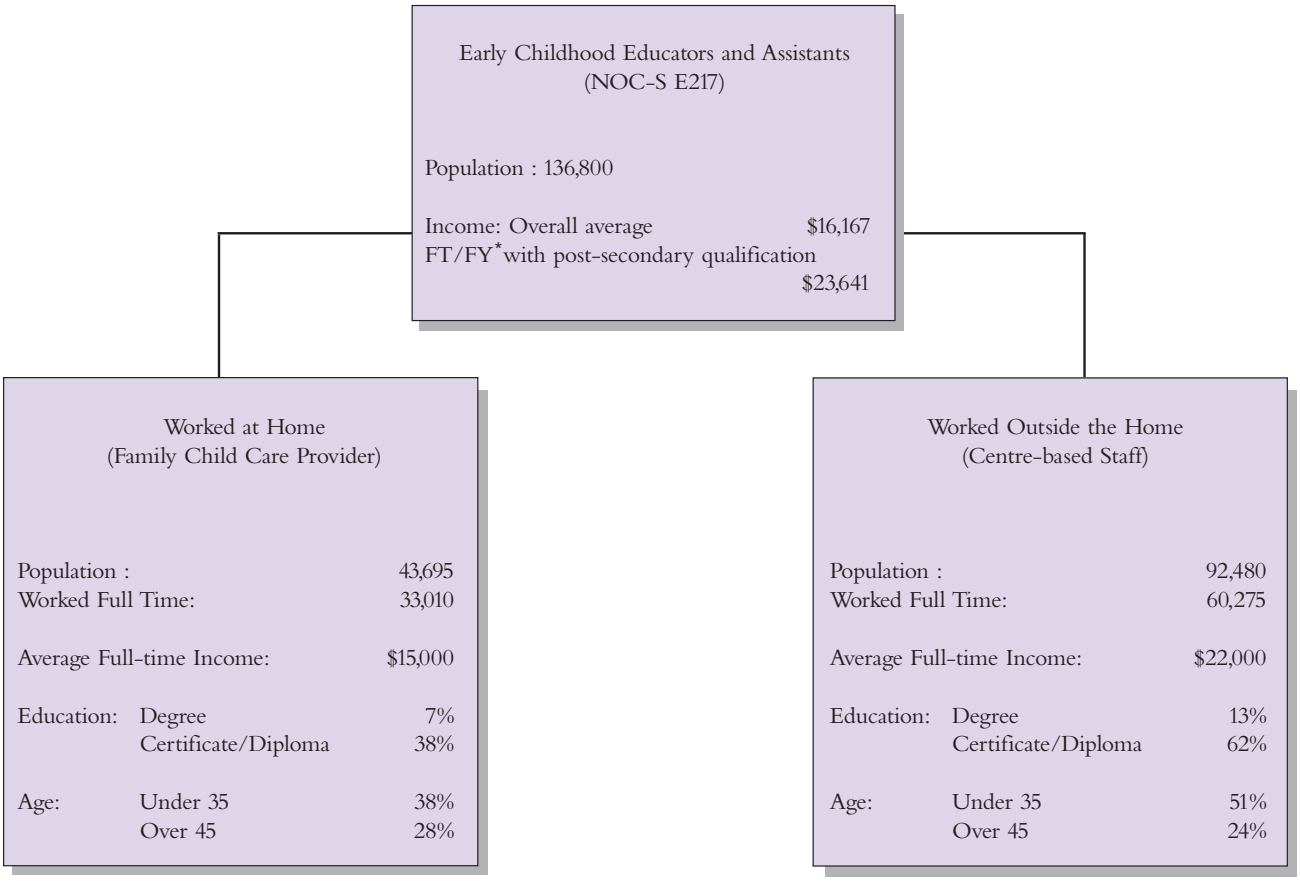
Recent immigrant students gave a lower proportion of quite well/very well ratings for preparation to work with children with special needs.

| | | |
|---|---|---|
| | 24% | 61% |

Recent immigrant students were more likely to plan to work in a child care centre after finishing the current program.

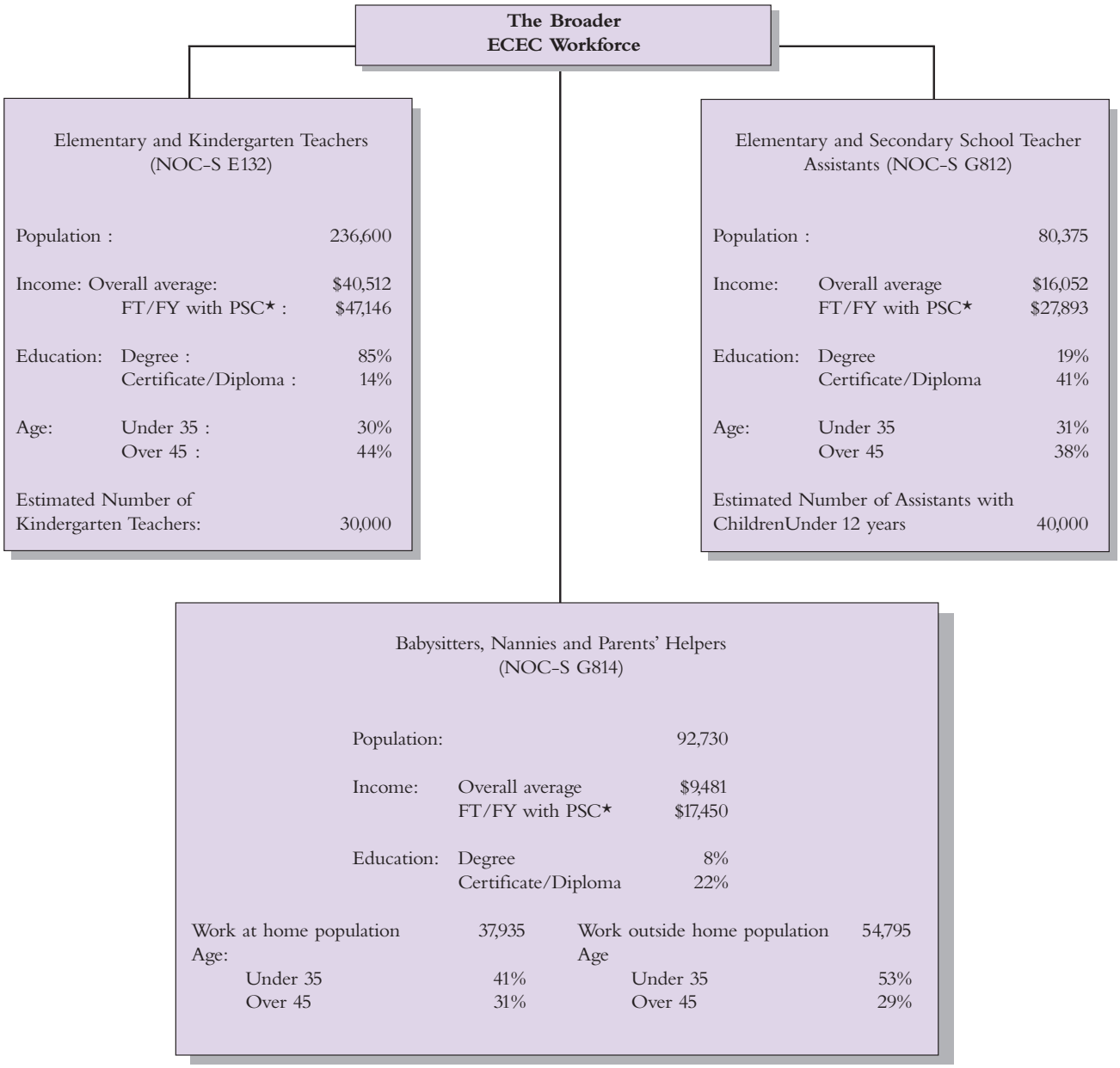
| | | |
|---|---|---|
| | 48% | 68% |

## Figure 2.1 A Snapshot of the ECEC Workforce, 2001




*Full-time, Full year

## Figure 2.1 A Shapshot of the ECEC Workforce, 2001 (continued)




* Post Secondary credential

## ENDNOTES

1 Cleveland, Colley, Friendly & Lero 2003

2 NOC-S G814 – Babysitters, nannies and parents' helpers. Described by Statistics Canada as follows:
*Babysitters care for children on an ongoing or short-term basis at home or in the children's homes. They are usually self-employed or may be employed by babysitting agencies. Nannies care for children in the employee's residence and provide for their health and physical and social development. Parents' helpers assist parent with child-care and household duties. Nannies and parents' helpers are employed by private households, where they may also reside.*

3 NOC-S E132 – Elementary School and Kindergarten Teachers. Described by Statistics Canada as follows:
*Elementary school and kindergarten teachers teach basic subjects such as reading, writing and arithmetic or specialized subjects such as English or French as a second language at public and private elementary schools. Elementary school librarians are included in this unit group.*

4 NOC-S G812 – Elementary and Secondary School Teacher Assistants. Described by Statistics Canada as follows: *This unit group includes workers who assist elementary and secondary school teachers and counsellors. They are employed in public and private elementary and secondary schools, special schools and treatment centres.*

5 Cleveland 1996

CHAPTER 3

# AN OVERVIEW OF CHILD CARE AND RELATED PROGRAMS

This chapter describes the main types of services and programs that employ members of the ECEC workforce. It provides information on the different forms of provision, supply, cost and funding arrangements, regulatory requirements and quality issues.

As mentioned earlier in this report, the focus of the LMU is on the part of the sector that works in regulated child care. However, some other ECEC programs and services are described because: a) they often employ staff with ECE qualifications, and therefore may draw people away from regulated child care programs; and b) kindergarten programs and the way they are delivered have an impact on the use of child care and therefore on staffing arrangements. In addition in some provinces and territories, kindergarten programs are expanding to serve younger children—who might otherwise have been in full-day child care programs.

This section of the report is not intended to provide comprehensive details on all aspects of program delivery, funding and system issues. The Childcare Resource and Research Unit at the University of Toronto produces such a publication on a bi-annual basis and is the best source of detailed information on the ECEC system in Canada, and this report does not attempt to replicate it. Rather, this chapter attempts to give a general overview of the complex array of programs and services, who they serve, the requirements for people who work in them and general trends evident since the sector study. It is often tempting to get lost in the multitude of systems issues and challenges that exist as a result of fragmented policies and service delivery, but every effort has been made to limit the information that is pertinent to the workforce.

## 3.1 Type and Supply of Regulated Child Care

Each province and territory has a program of regulated child care. The types of programs that fall under child care legislation include:

- Child care centres in which children usually participate on a full-time basis, but according to centre policy may attend on a part-time basis. Centres serve a variety of age groups, which may range from birth to 12 years. Most centres are open to accommodate the needs of parents who work regular, day-time hours Monday to Friday, but some may be open for extended hours, or on weekends. Programs are operated by private non-profit and private for-profit organizations, organizations within the broader public sector (such as community colleges) and, in Ontario, by municipal governments.
- Nursery schools/preschools in most provinces and territories, which are usually for children 3 to 5 on a part-day, part-week basis. They generally operate 9 to 10 months a year. They are usually operated by private non-profit and private for-profit organizations and in some provinces many are established as parent cooperatives.
- Regulated family child care, in a caregiver's home. Except in Quebec (where children are generally 0 to 5), children may be between 0 and 12 years (in Quebec, some children who are school age, especially those outside major urban areas, may be in family child care). Caregivers are either part of a family child care agency or are individually licensed, according to provincial/territorial regulation and may care for between five and eight children. In four provinces and territories, a caregiver may look after additional children if a second caregiver is present.
- School-age child care in all provinces and territories, except Alberta and Quebec, which are regulated under child care legislation. Programs may serve children between 5 and 12. Some offer before-lunch and after-school care; others operate after school hours only. Most operate full days on school professional development days and holidays, and programs may operate only during the school year or during the summer months as well.
- First Nations child care and Aboriginal Head Start programs in some provinces and territories.

Since the child care sector study, regulations for child care services in most provinces and territories have remained the same. However, in Newfoundland and Labrador, Quebec, Saskatchewan and Nunavut, there have been changes in the child care services that are regulated:

- Newfoundland and Labrador's regulated child care services now include child care for children under age 2 and family child care.
- Quebec amalgamated its former system of child care centres and family child care agencies into centres de la petite enfance (CPEs). CPEs are non-profit organizations that may care for up to 80 children 0 to 4 in individual centres, for a total maximum of 240 children, and up to 250 children in family child care. The maximum number of children that a CPE may care for is 350.
- Saskatchewan now regulates group family child care.
- Nunavut, a territory since the sector study, has its own regulations (adopted from the Northwest Territories).

Table 3.1 provides an overview of child care services in each province and territory, according to those which are regulated and unregulated.

## Table 3.1 Child Care Services, 2003

| Province or Territory | Programs That Are Regulated | Services That Are Not Regulated |
|---|---|---|
| **Newfoundland and Labrador**[1] | Day care centres, school-age child care centres, family child care agencies, individually licensed family child care homes | Family child care (four children; three if all are under 24 mths including caregiver's children under 7 yrs). Nursery school programs for up to six children, who participate in a program for no more than 9 hrs/week |
| **Prince Edward Island** | Early childhood centres, school-age child care centres, family day care homes, occasional centres | Family child care (five preschool children if not more than two are younger than 2; three if all are under 24 mths; six in mixed-age group up to 10 yrs with no more than two younger than 2 yrs; figures include caregiver's preschool children); on-reserve Headstart |
| **Nova Scotia** | Child care centres, child development centres, family day homes | Family child care (six children of mixed age groups including caregiver's own preschool children; eight if all children including caregiver's own are school age); on-reserve child care |
| **New Brunswick** | Day care centres, school-age child care centres, community day care homes | Family child care (five children mixed ages 0–12; four children if all are 2–5 yrs; eight children if all are school-age; no more than two infants allowed and numbers include caregiver's own children under 12 Note: On-reserve child care centres and nursery schools are approved/licensed upon request |
| **Quebec**[2] | Centre de la petite enfance (CPE), which delivers centre-based and family child care for children 0–5, Garderie (for-profit day care centre), Milieu scolaire (school-age child care), on-reserve child care | Family child care not affiliated with a CPE (six children or fewer including caregiver's own); jardins d'enfants (nursery school); haltes-garderies (stop-over centres) |
| **Ontario** | Day nurseries (child care centres, nursery schools, before- and after-school programs), private home day care agencies (family child care)[3] | Family child care (up to five children not including caregiver's own children), other types of informal care (e.g. nannies), family resource centres |
| **Manitoba** | Day care centres, nursery schools, school-age child care centres, family day homes, group family day care homes, occasional day care centres | Private home day care (four children, no more than two under 2 yrs including caregiver's own children under 12 yrs); First Nations programs on-reserve |
| **Saskatchewan**[4] | Day care centres, school-age child care centres, family child care | Family child care (up to eight children including the caregiver's children under 13 yrs); Nursery school programs for no more than 9 hrs/wk |
| **Alberta** | Day care centres, nursery schools, approved family day homes, licensed drop-in centres | Private babysitting (six children, with three under the age of 2, including caregiver's own children under 12 yrs); Note: On-reserve child care approved at request of band (approval indicates that the centre complies with provincial licensing requirements); licenses OOS acc to *Social Care Facilities Act;* standards set by municipalities (no provincial regulations) |
| **British Columbia** | Group child care centres, preschools, out-of-school care, family child care, emergency care, child-minding, ski hill or resort care, on-reserve child care | Family child care (two children, not including caregiver's own) |
| **Nunavut** [5] | Day care centres, nursery schools, after-school care, family day homes | Family child care (four children, including caregiver's own under 12 yrs) |
| **Northwest Territories** | Day care centres, nursery schools, after-school care, family day homes | Family child care (four children, including caregiver's own under 12 yrs) |
| **Yukon Territory** | Child care centres, school-age child care, family day homes | Family child care (three children, excluding caregiver's own children under 6 yrs); preschools |

**Sources:**

Friendly, Beach & Turiano (2002) for all jurisdictional information. LMU key informant interviews and questionnaires, provincial/territorial child care officials – provided wording changes to information from Newfoundland and Labrador, Ontario, Manitoba, Saskatchewan and Alberta.

**Notes:**

[1] In 1999, Newfoundland and Labrador began regulating child care for children under 2 and family child care (Child Care Services Act and Regulation).

[2] From 1997 to 2000, the CPE structure was implemented in Quebec: CPE, garderie (day care centre), milieu scolaire (school-age child care) and on-reserve child care are regulated.

[3] Ontario licenses day nurseries and private-home day care agencies (family child care) both on- and off-reserve.

[4] In 2000 and 2001, Saskatchewan began regulating group family child care homes *(Child Care Act)*.

[5] Nunavut became a territory in 1999 and adopted the child care legislation and regulations of the Northwest Territories.

### 3.1.1 Child care spaces and the child population

The supply of regulated child care has increased since the sector study, with all provinces except Alberta showing some increase in coverage from 1995 to 2001.

Table 3.2 shows the total number of regulated child care spaces for children 0 to 12 by province or territory in 1995 (sector study) and 2001 (comparable figures from Early Childhood Education and Care in Canada 2001). To look at the potential demand for these services, the number of all children 0 to 12 and the number of children 0 to 12 with a mother in the labour force are provided for the same years by province (this information is not available for the territories).

In 2001, there generally were:
- fewer children 0 to 12 in all provinces except Ontario;
- more mothers in the labour force in Nova Scotia, New Brunswick and Quebec; and
- more regulated child care spaces in all provinces except Alberta.

**Table 3.2 Number of Children 0 to 12, Children 0 to 12 with a Mother in the Paid Labour Force and Regulated Full- and Part-Day Child Care Spaces by Province and Territory, 1995 and 2001**

| Province or Territory | Number of Children 0 to 12 (rounded) | | Children 0 to 12 with a Mother in Labour Force (rounded) | | Regulated Child Care Spaces for Children 0 to 12 (estimates) | |
|---|---|---|---|---|---|---|
| | 1995 | 2001 | 1995 | 2001 | 1995 | 2001 |
| Newfoundland and Labrador | 98,000 | 76,700 | 55,000 | 49,20 | 4,202 | 4,226 [1] |
| Prince Edward Island | 25,000 | 22,600 | 17,000 | 16,900 | 3,888 | 4,270 [2] |
| Nova Scotia | 156,000 | 141,800 | 93,000 | 97,200 | 10,645 | 11,464 |
| New Brunswick | 126,000 | 112,200 | 73,000 | 76,500 | 7,952 | 11,086 [3] [4] |
| Quebec | 1,192,000 | 1,115,200 | 724,000 | 773,100 | 111,452 | 234,905 [4] |
| Ontario | 1,923,000 | 1,944,400 | 1,250,000 | 1,325,400 | 147,853 | 191,135 [5] |
| Manitoba | 198,000 | 185,900 | 131,000 | 128,200 | 18,846 | 23,022 |
| Saskatchewan | 192,000 | 168,900 | 134,000 | 112,600 | 7,266 | 7,166 [4] |
| Alberta | 530,000 | 521,900 | 366,000 | 340,500 | 51,088 | 47,693 [6] |
| British Columbia | 623,000 | 601,700 | 407,000 | 388,900 | 59,794 | 72,949 |
| Nunavut | N/A | N/A | N/A | N/A | N/A | 932 |
| Northwest Territories | N/A | N/A | N/A | N/A | 1,286 | 1,234 |
| Yukon Territory | N/A | N/A | N/A | N/A | 1,060 | 1,348 [4] |
| Canada[7] | 5,064,000 | 4,891,300 | 3,250,000 | 3,308,700 | 425,332 | 611,430 |

**Source:** Adapted from Friendly, Beach & Turiano (2002), Tables 4, 5 and 9.

**Notes:**

1 At the time of data collection, regulated family child care was operating with pilot project status. Therefore, there are no statistics on the number of spaces in family child care.

2 Part-day kindergarten spaces have been included in Prince Edward Island's figures for total regulated spaces.

3 The total number of regulated spaces does not represent all spaces. Breakdown is possible only for those spaces funded under the Quality Improvement Funding Support, which represent 93.5% of spaces in New Brunswick.

4 Nursery schools (part time) are not regulated in New Brunswick, Quebec, Saskatchewan and Yukon Territory and are not included in these figures.

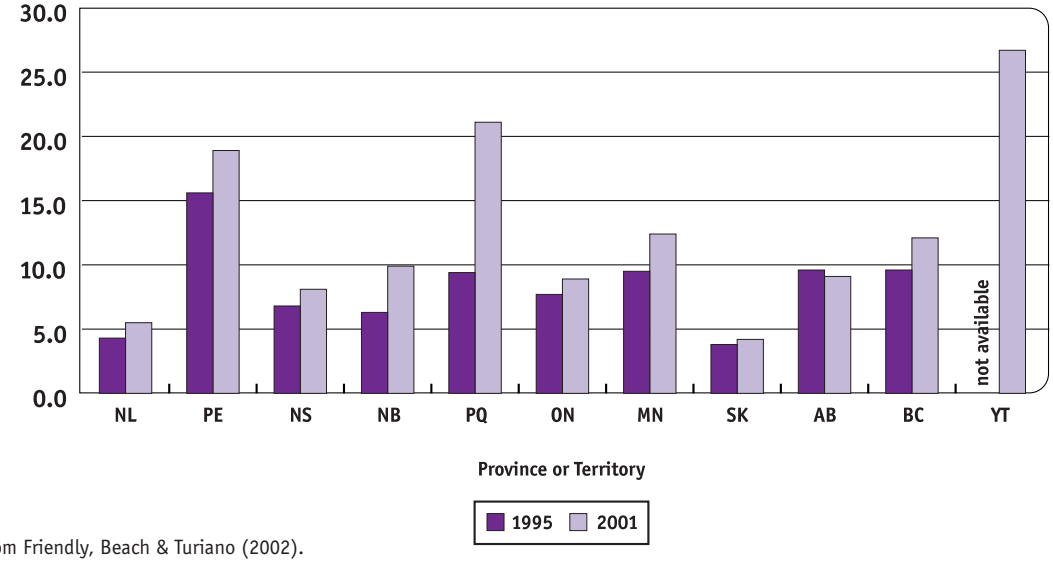
5 Breakdowns of full- and part-time and family child care are not available by age. Ontario estimates about 55,000 regulated spaces for school-age children. Number of children in family child care is estimated at 18,000 (LMU key informant interview).

6 Provincial regulation is not required in school-age care and is not included in this total.

7 Information for the territories is not available for the number of children 0 to 12 and children 0 to 12 with a mother in the labour force; these totals do not include the territories.

Even though significant increase has been made in the number of regulated child care spaces between 1995 and 2001, there are only enough regulated spaces for a small proportion of children. Chart 3.1 displays the number of estimated regulated spaces in each province as a proportion of the number of children aged 0 to 12. Overall, in 2001, there were enough child care spaces for 12% of the population 0 to 12. The coverage ranged from a low of 4.2% in Saskatchewan to a high of 27% in Yukon.

## Chart 3.1 Regulated Child Care Spaces per 100 Children 0 to 12, 1995 and 2001



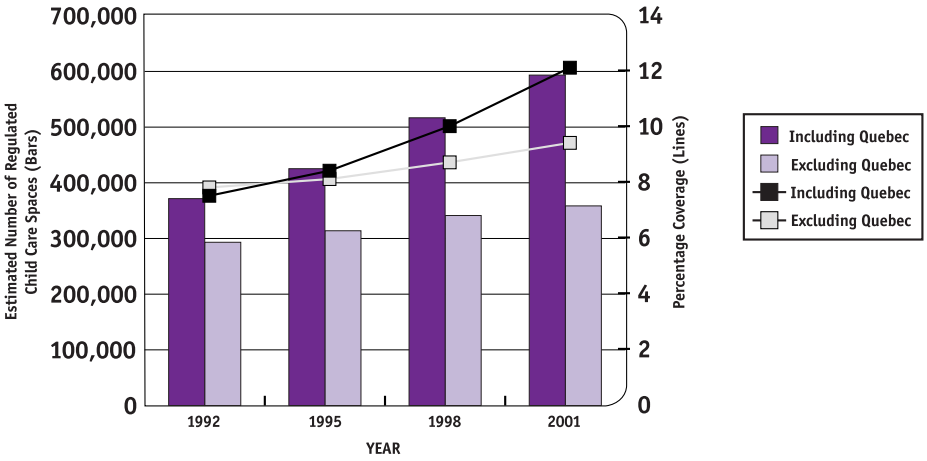

**Source:** Adapted from Friendly, Beach & Turiano (2002).

While all provinces except Alberta have increased coverage of regulated child care spaces for children 0 to 12 during the period 1995 to 2001, most of the increase in growth of regulated spaces has been in Quebec, due to Quebec's family policy and $5/day child care ($7/day as of January 2004) which produced a major expansion of the regulated child care system. And since 2001, Quebec has further increased its supply of regulated child care by an additional 50,000 spaces.

Chart 3.2 shows the impact of Quebec on the growth in numbers of regulated child care spaces across the country. There is a slight but steady increase in regulated spaces when Quebec is excluded from the tabulation. The increase is more dramatic when Quebec is included in the calculation; Quebec created most of the new regulated child care spaces that came into being during the past 9 years. Even with the expansion of regulated child care spaces in Quebec, the coverage remains well below that of most other countries in the developed world.

For example, in Sweden 34% of children 1 to 2, 64% of 3-year-olds and 74% of 5-year-olds are in full-day child care centres, and 11% of children are in family child care homes, especially in rural areas. In Italy, about 70% of 3-year-olds attend inscuole materne, rising to 96% by age 6, when compulsory school begins[1].

## Chart 3.2 – Impact of Quebec on the Growth of Child Care Spaces




**Source:** Adapted from Friendly, Beach & Turiano (2002).

## Table 3.3 Distribution of Regulated Child Care Spaces (estimates) 1995, 2001 and 2002/2003

| Province or Territory | Centre-based Full- and Part-Day Child Care for Preschool-aged Children | | | School-age Child Care | | | Regulated Family Child Care | | | Total Regulated Spaces | | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|
| | 1995 | 2001 | 2002/2003[1] | 1995 | 2001 | 2002/2003[1] | 1995 | 2001 | 2002/2003[1] | 1995 | 2001 | 2002/2003[1] |
| **Newfoundland and Labrador** | 3,705 | 3,632 | 4,400[2] | 497 | 594 | N/A | N/A | N/A[3] | N/A[3] | 4,202 | 4,226 | 4,400 |
| **Prince Edward Island** | 3,292 | 3,697[4] | 4,110 | 568 | 519 | 596 | 28 | 54 | 56 | 3,888 | 4,270 | 4,762 |
| **Nova Scotia** | 10,476 | 11,314[5] | 12,194[6] | N/A | N/A | N/A | 169 | 150 | N/A | 10,645 | 11,464 | 12,194 |
| **New Brunswick** | 7,838 | 5,820 | 5,650 | * | 4,610 | 4,877 | 114 | 150 | 150 | 7,952 | 11,068[7] | 11,898 |
| **Quebec** | 52,911 | 77,271 | 89,699 | 40,670 | 101,655 | 134,630 | 17,871 | 55,979 | 75,355 | 111,452 | 234,905 | 299,684 |
| **Ontario** | 128,955 | 118,110 (est) | 121,612[8] | * | 55,025 | 61,811 | 18,898 | 18,000[9] | 18,553 | 147,853 | 191,135[9] | 201,976[8] |
| **Manitoba** | 12,580 | 14,130 | 14,767 | 3,255 | 4,971 | 5,889 | 3,111 | 3,921 | 4,121 | 18,846 | 23,022 | 24,777 |
| **Saskatchewan** | 3,727 | 4,106 | 4,286 | 926 | 845 | 837 | 2,613 | 2,215 | 2,160 | 7,266 | 7,166 | 7,283 |
| **Alberta** | 43,242 | 41,011 | 40,755 | N/A[10] | N/A[10] | N/A[10] | 7,826 | 6,682 | 6,665 | 51,088 | 47,693 | 47,420 |
| **British Columbia** | 31,462 | 36,383 | 34,381 | 13,360 | 19,533 | 21,932 | 14,972 | 17,033 | 18,691 | 59,794 | 72,949 | 75,004 |
| **Nunavut** | N/A | 832 | 835 | N/A | 100 | 122 | | N/A | N/A | N/A | 932 | 957 |
| **Northwest Territories** | 1,182 | 866 | 922 | * | 152 | 128 | 104 | 216 | 248 | 1,286 | 1,234 | 1,298 |
| **Yukon Territory** | 649 | 669 | 599 | 189 | 251 | 80 | 222 | 428 | 376 | 1,060 | 1,348 | 1,055 |
| **Canada** | 300,019 | 317,841 | 334,210 | 58,400 | 188,255 | 230,902 | 65,928 | 104,828 | 126,375 | 425,332 | 611,430[9] | 692,708[11] |

**Sources:**

For 1995, Childcare Resource and Research Unit (1997). For 2001, Friendly, Beach & Turiano (2002), Tables 9 and 29. Information for Ontario adjusted according to LMU interview as noted in footnote 8. For 2002/2003, LMU key informant interviews and provincial questionnaires, provincial/territorial child care officials.

**Notes:**

1 2002/2003 numbers are not from consistent time periods during 2002/2003 and are as follows: Newfoundland (2003), Prince Edward Island (2003), Nova Scotia (August 2003), New Brunswick (July 2003), Quebec (March 2003), Ontario (Dec 2002), Manitoba (2002), Saskatchewan (March 2003), Alberta (2002/2003), British Columbia (2002), Nunavut (2003), Northwest Territories (Oct 2003) and Yukon (2001/2002).

2 This figure includes school-age child care as breakdown is not available.

3 At the time of data collection, regulated family child care was operating with pilot project status; therefore, no statistics are available on the number of spaces in family child care in Newfoundland.

4 Part-day kindergarten spaces have been included in Prince Edward Island's figures for centre-based spaces and for total regulated spaces in 2001 and 2002/2003.

5 Nova Scotia's centre-based preschool spaces includes school-age child care, as breakdown is not available (2001).

6 No breakdown is available for Nova Scotia's 2002/2003 spaces.

7 The total number of regulated spaces does not represent all spaces. Breakdown is possible only for those spaces funded under the Quality Improvement Funding Support, which represent 93.5% of spaces in New Brunswick

8 Ontario 2002/2003 spaces for centre-based full- and part-day child care for preschool children includes the licensed capacity for all licensing categories (children under 6 which includes infants, toddlers, preschoolers, junior and senior kindergarten); Ontario 2002/2003 spaces for regulated family child care represent enrolment.; Ontario 2002/2003 total regulated spaces represent licensed capacity for centre-based care and total enrolment for private-home day care.

[9] During a key informant interview with Ontario officials, they advised that the reported number of regulated spaces in 2001 was a partial figure and may not have included regulated family child care. The estimate of 18,000 regulated family child care spaces has been included in the 2001 Ontario regulated family child care spaces and the 2001 Ontario total regulated spaces. The 2001 total regulated child care spaces in Canada also reflect this information.

[10] There are no provincial regulations for school-age care in Alberta. Alberta licenses Out of School Care programs according to the Social Care Facilities Act; municipalities set standards. Alberta reported 14,076 school-age child care spaces in 2003

[11] Total is an estimate only, due to inconsistent time periods of 2002/2003 information.

* Breakdown not available (may be included in centre-based full and part day).

### 3.1.2 Distribution of regulated child care spaces

Provincial/territorial officials were asked in the autumn of 2003 to provide current information about regulated child care spaces (centre-based child care for preschool-age children, school-age child care and family child care) in their jurisdictions. This information about regulated child care spaces is displayed in Table 3.3 along with the regulated child care space information for 1995 and 2001 published by the Childcare Resource and Research Unit, *Child Care in the Provinces and Territories, 1995 and Early Childhood Education and Care in Canada 2001.*

Due to the variety of information-gathering systems across the country and different reporting times provided for the LMU, caution is advised when comparing jurisdictions and time periods in Table 3.3, especially with the space information for 2002/2003. For example, Ontario and British Columbia both report over 18,000 spaces in regulated family child care. Ontario reports the enrolment in family child care homes (not specifying full or part time) and British Columbia reports the licensed capacity of family child care homes. The space distribution in Table 3.2 suggests that, of the total supply in 2002/2003,

- 48.4% are full- and part-day spaces for children under school age;
- 33.3% are centre-based school-age care spaces; and
- 18.3% are family child care spaces for children 0 to 12.

## 3.2 Supply of ECEC Under Education Authority

There are three main forms of ECEC provision that under operate under the authority of education ministries and departments:

- kindergarten for 5-year-olds;
- pre-kindergarten for children younger than 5; and
- school-age child care in Quebec for children 5 to 12.

### 3.2.1 Kindergarten for 5-year-olds

Kindergarten is the ECEC service provided by departments and ministries of education to children the year before they enter Grade 1. Kindergarten is discussed in the context of the child care workforce for these reasons:

- Most 5-year-olds in Canada (between 95% and 98%) attend kindergarten, which is publicly funded at no direct cost to parents. Kindergarten influences the number and type of regulated child care arrangements needed for 5-year-old children.
- Several school boards and departments of education are looking at expansion of services; these pilot projects, new initiatives and recommendations include:
  - full-day kindergarten
  - ECEC programs provided by school boards but funded through other ministries, for kindergarten children during the part of the day when they are not attending an education-funded program
  - education-funded ECEC programs for 4-year-olds.

While reasons for these initiatives are beyond the scope of this study (and probably include a range of motives ranging from the availability of federal early childhood development funding and focus on the early years, to declining school enrolment and space availability), kindergarten and related education programs have an impact on the child care workforce for two reasons—because the same children who attend kindergarten also may attend a regulated child care program and because members of the child care workforce may find employment in schools, both as teachers and special needs assistants.

Table 3.4 presents provincial/territorial information about kindergarten (the education year before Grade 1): description, eligibility, enrolment, plans and initiatives in 2002/2003. Of note:

- Kindergarten is compulsory in three provinces: Nova Scotia, New Brunswick and British Columbia.
- Kindergarten is full day in three provinces: Nova Scotia, New Brunswick and Quebec. Kindergarten may be full day in Ontario (a decision of district school boards).
- Other jurisdictions offer some full-day kindergarten (Newfoundland, Yukon) and provision of full-day kindergarten is under discussion in these and other jurisdictions.

## Table 3.4 Kindergarten (Education in Year Before Grade 1): Description, Elegibility, Enrolment, Plans and Initiatives, 2002/2003

| Province/Territory | Description | Age Eligibility | Number of Children Enrolled | Plans and Initiatives |
|---|---|---|---|---|
| **Newfoundland and Labrador** | Part day, 570 instructional hrs/yr<br>Voluntary | 5 yrs old before Dec 31 | 5,254 | Full day available in seven schools; issue of universal full-day kindergarten under review (Full-day K might give kids a stronger grou nding for school; parents would prefer full-day K). |
| **Prince Edward Island** | Part day, minimum 3 hrs/day<br>Voluntary | 5 yrs old by Jan 31 | 1,605 | Changes to age eligibility: moving from 5 yrs old by Dec 31 (2003/2004) to 5 yrs old by Aug 31 (2008/2009). PEI will have oldest kindergarten children in the country. |
| **Nova Scotia** | Full day, minimum 4 hrs/day<br>Compulsory | 5 yrs old before Oct 1 | 9,795 | |
| **New Brunswick** | Full day, 832.5 instructional hrs/yr<br>Compulsory | 5 yrs old by Dec 31 | 7,823 | |
| **Quebec** | Full day, 846 instructional hrs/yr<br>Voluntary | 5 yrs old by Sept 30 | 79,421 | |
| **Ontario** | Can be part or full day<br>Voluntary | 4 yrs 8 mos by Sept 1 | 133,686[1] | Best Start Plan (Ontario Liberal Plan for Education) considering full -day junior and senior kindergarten eventually available for all 4- and 5-year-olds, with schools expected to offer child care and parenting programs. |
| **Manitoba** | Part day, 522.5 instructional hrs/yr<br>Voluntary | 5 yrs old by Dec 31 | 13,168 | |
| **Saskatchewan** | Part day, equivalent to 80 full school days<br>Voluntary | Determined by school division (for Grade 1, 6 yrs old by Dec 31) | 11,403[2] | |
| **Alberta** | Part day, minimum 475 instructional hrs/yr<br>Voluntary | 5 yrs old by Feb 28 | 26,191[3] | Recommendation from Alberta's Commission on Learning (Report, Oct 2003): Establish full-day kindergarten programs. Recommendation is under review. |
| **British Columbia** | Part day, 2.4 instructional hrs/day<br>Compulsory | 5 yrs old by Dec 31 | 37,607 | |
| **Nunavut** | Part time, no less than 485 instructional hrs/yr and no more than 6 hrs/day<br>Voluntary | 5 yrs old by Dec 31 | 6644 | Proposed new Education Act will make kindergarten compulsory. |
| **Northwest Territories** | Part time, maximum of 570 and minimum of 485 instructional hrs/yr<br>Voluntary | 5 yrs old by Dec 31 | 656 | Some boards offering early childhood programs for kindergarten children for other half of day but must comply with Child Day Care Act; not covered by Education Act. Why? Language, literacy and no charge to parents, since many are directly connected to kindergarten class, it is often the kindergarten teacher working in early learning setting. |
| **Yukon** | Part time, 475 instructional hrs/yr<br>Voluntary | 4 yrs 8 mos as of Sept 1 | 334 | Two schools piloting full-day kindergarten; positive community response; programs maintained but not extended due to funding issues and (lack of) political commitment. |

**Sources:**

Friendly, Beach & Turiano (2002), information for program description and age eligibility.

LMU key informant interviews and provincial questionnaires, provincial/territorial kindergarten officials. Information for number of children enrolled, and plans and initiatives.

**Notes:**

1 Ontario's enrolment figure is for the 2001/2002 school year.

2 Saskatchewan's enrolment figure is for 2001.

3 Alberta's enrolment figure is for 2001.

4 Nunavut's enrolment figure is provided in FTEs—full-time equivalents.

### 3.2.2 Pre-kindergarten (for children under 5 years of age)

Ministries and departments of education in some jurisdictions are expanding education programs for younger children (i.e. children who are 4 years old, the year before kindergarten).

- Ontario is the only jurisdiction where almost all school boards provide junior kindergarten for 4-year-olds; 84% of 4-year-olds attend junior kindergarten in Ontario.
- Newfoundland's education program for 4-year-olds, Kinderstart, is an eight-session orientation program, and includes parents. Most 4-year-olds attend Kinderstart.
- Other jurisdictions provide some educational programming for 4-year-olds, though these are targeted to at-risk, inner-city or special needs children.
- Quebec has a number of part-day pre-kindergarten programs, primarily in low-income neighbourhoods, which were established prior to the implementation of the new family policy. Since 1997, all new programs for 4-year-olds have been developed through the child care system.

Table 3.5 describes the pre-kindergarten programs that currently exist, and initiatives under way.

## Table 3.5 Pre-Kindergarten: Description, Enrolment, Plans and Initiatives, 2002/2003

| Province/Territory | Description/Eligibility | Number of Children Enrolled | Plans and Initiatives |
|---|---|---|---|
| **Newfoundland and Labrador** | Kinderstart – an orientation program of eight sessions offered 1 year prior to kindergarten enrolment (provided at the discretion of the school board). Funded by Literacy Branch of Department of Education. | Between 5,000 and 5,100 | |
| **Prince Edward Island** | N/A | | |
| **Nova Scotia** | 4 Plus – some Halifax school boards have full-day pre-Grade Primary for inner-city schools and at-risk populations. | 10 to 12 sites in total with 240 students | Nova Scotia will be piloting a new Ready To Learn, voluntary, free preschool program for 4-year-olds at 20 sites in September 2005. An initiative of the Education department with Community Services and Health as partners, Ready to Learn will have an activity-based curriculum, emphasizing socialization skills, with instructors who have an early childhood development/education background. |
| **New Brunswick** | | | Under the Quality Learning Agenda, a pilot project is being developed jointly with Family and Community Services, Department of Health and Wellness and the Department of Education to improve the school-readiness of preschoolers and ensure a positive transition to school. |
| **Quebec** | Prematernelle – part day for 4-year -olds<br>Passe-partout – at-risk children and parents (24 session, 16 with children only and 8 with parents) | Prematernelle 6,678<br>Passe-partout 8,910 | Since the implementation of the new family policy, Quebec has frozen the expansion of programs for 4-year-olds through the education system. Programs for this age group are now all developed through the CPE structure. |
| **Ontario** | Junior kindergarten, part day (84% of 4-year-olds attend) | 114,669[1] (2001/2002) | *Best Start Plan* considering full-day junior kindergarten eventually available for all 4-year-olds. |
| **Manitoba** | Winnipeg School Division and Frontier School Division offer pre-kindergarten program (nursery) for 4-year-olds. | 2,325 | |
| **Saskatchewan** | Pre-kindergarten may be provided part day for children deemed to be at risk living in targeted communities that meet specific criteria. Selected 3- and 4-year-old children in these communities are referred to the program. | 1,400 | In 2003/2004, increase to 100 pre-kindergartens, targeting over 1,500 3- and 4-year-olds). These programs are for children at risk and the programs are affiliated with community school. Many more students apply than can be accommodated. Over time, would like program in all community schools. |
| **Alberta** | Children with special needs may attend Early Childhood Services (kindergarten) at age 2 _ if the child has a severe disability or at age 3_ if the child has a moderate disability. | 2-year-olds... 250[2]<br>3-year-olds... 1,329<br>4-year-olds...14,757<br>(2001/2002) | Recommendation from Alberta's Commission on Learning (Report, Oct 2003): establish new junior kindergarten programs on a phased-in basis. Recommendation is under review. |
| **British Columbia** | District specific initiatives (further information not available) | | |
| **Nunavut** | | | Aboriginal Headstart provides early learning program for 4-year-olds. In Arviat (third largest town in Nunavut with 85% population Inuit), every child participates before kindergarten. |
| **Northwest Territories** | | | Some school boards offer early childhood learning programs for 4-year-olds but they must comply with Child Day Care Act (not Education Act). |
| **Yukon** | Nine rural schools only where 4-year-old children go to school with 5-year-olds; in schools with low 5-year-old enrolment (minimum class size is 7) | 44 | |

**Sources:**

Friendly, Beach & Turiano (2002), information for program description

LMU key informant interviews and provincial questionnaires, provincial/territorial kindergarten officials. Information for number of children enrolled, and plans and initiatives.

### 3.2.3 School-age care in Quebec

School-age care in Quebec serves children from 5 to 12, who attend full-day kindergarten and elementary school. It also provides programs for 4-year-olds for the balance of the day—an educational program that complements the pre-kindergarten and in which all pre-kindergarten children must participate.[2]

School-age programs are considered a complementary service to the school, not an essential complement to the education program, but recreational and optional activities are provided by the school or the school board.[3] The 1996 *Education Act* provides for governing boards in schools, and it is at their request that a school board establishes a school-age child care program. If the governing board determines that there is a need, the school must establish a program.

Between 1997 and 2003, the number of school-age programs increased from 800 to 1,725. There are 221,000 students who attend school-age programs—187,000 on a regular basis.[4].

## 3.3 Other ECEC Services Within Provincial/Territorial Jurisdiction

Some provinces and territories have developed ECEC programs that offer a range of family and parenting supports. They are not part of a formal system, but operate under established criteria, and usually are monitored and/or evaluated in some way. Many of these programs provide job opportunities for members of the child care workforce, particularly those with ECE qualifications. There are no accurate overall estimates of the participation rate, but following are a few examples of these programs:

- *Family Resource Centres*
  - Family resource centres operate in several provinces. They offer a variety of supports for parents and caregivers, which may include toy-lending libraries, child care registries, parent support groups, workshop series for caregivers, drop-in care, and outreach services.
- *Early Years Centres,* Ontario
  Every provincial riding has an Early Years Centre, which offers the following services for all parents and caregivers of children 0 to 6.
  - early learning and literacy programs for parents and children
  - programs to help parents and caregivers in all aspects of early child development
  - programs on pregnancy and parenting
  - links to other Early Years programs in the community
  - outreach activities so all parents can get involved with their local Ontario Early Years Centre
- *Healthy Child Manitoba* provides services, primarily to high-risk children and includes:
  - Baby First – a home visiting and universal screening program
  - expanded in-home services for children with disabilities
  - Early Start – a home visiting program for families with children with special needs, and who are enrolled in licensed child care facilities
- *KidsFirst,* Saskatchewan
  - Joint initiative of Community Resources and Employment, Health and Learning; delivered in cooperation with partners such as school and health districts, First Nation, Métis and community organizations. The initiative includes ECE, child care and parenting support, home visiting and prenatal outreach.
- *Community Solutions,* Saskatchewan
  - *Community Solutions* provides enhancement to child care (and other organizations) through pilot project funding that enables agencies and organizations to "broaden their scope" and try new things. Rural child care and child care in low-income housing have both participated in projects that have expanded services for families. Projects must have an attachment to a regulated child care service.
- *Child Care Resource and Referral Programs,* British Columbia
  - There is a network of Child Care Resource and Referral Programs across the province. They provide information, support and training to child care providers with emphasis on family child care. For parents, they provide referrals to local family child care providers and other child care services.

### 3.3.1 Unregulated arrangements

Unregulated arrangements are largely private arrangements between parents and relatives or a caregiver. Care is either in the child's own home, or in the home of a caregiver not under government regulation. As well, some programs are used for recreational or developmental purposes that are not regulated in certain provinces and territories. In some provinces and territories, early childhood educators choose to operate unregulated family child care homes, and some of the unregulated in-home arrangements and centre-based programs employ early childhood educators. Unregulated arrangements include:

- Unregulated family child care by relatives. It usually falls outside of government regulation or funding.

- Unregulated family child care by others in the provider's own home. Each province and territory has established a maximum number of children that may be cared for before a caregiver must be regulated. They range from two children in British Columbia to eight children in Saskatchewan.
- An adult hired by the parents to care for the child in the child's own home (a nanny or sitter). The caregiver may live in the family home, such as those in the Live-In Caregiver Program, who are sponsored from other countries to work in private homes in Canada, or may live elsewhere. Parents are usually considered the employer of the caregiver, and in most provinces and territories must conform to the relevant labour standards legislation.
- Some nursery schools and preschools are not regulated. Those in Saskatchewan, Quebec and Yukon are not regulated; those in New Brunswick are licensed only on complaint or request. In Newfoundland and Labrador, nursery schools are not regulated when operating with no more than six children for less than 9 hours per week.
- Recreation programs and summer camp programs.
- Childminding, for example, when parents are engaged in a parenting or a training program and on-site child care is provided.

### 3.4 ECEC Programs Under Federal Jurisdiction

While ECEC is a provincial/territorial responsibility, some programs fall under federal aegis. These programs are usually limited to populations for which the federal government has responsibility. These include primarily Aboriginal families and children, but also include military families and new immigrants and refugees.

In the 2001 federal budget, $320 million was allocated to expand and improve ECEC programs and services for Aboriginal children.

Table 3.6 provides an overview of the ECEC programs under the aegis of the federal government.

**Table 3.6 Early Childhood Programs Under Federal Jurisdiction**

| Name of Program | Department | Description | Age Eligibility | Number of Children and/or Sites |
|---|---|---|---|---|
| **First Nations and Inuit Child Care (FNICC)** | Human Resources Development Canada | Program subsidizes creation and ongoing operation of child care spaces in First Nations and Inuit communities. Purpose is to enable parents to participate in training and the labour market. Usually full day. | 0–12 yrs | 7,000 children<br>389 sites |
| **Aboriginal Head Start – On Reserve** | Health Canada | Early intervention program for First Nations children on reserve, preparing young Aboriginal children for school; no cost to parents. Part-day program. | 3–5 yrs | 7,000 |
| **Aboriginal Head Start, Urban and Northern Communities** | Health Canada | Early intervention strategy for First Nations, Inuit and Métis children and families living in urban centres and large northern communities. Programs typically provide half-day preschool experiences that prepare young Aboriginal children for their school year by meeting their spiritual, emotional, intellectual and physical needs; no cost to parents. Part-day program. | 3–5 yrs | 3,536 children<br>114 centres |
| **Child Day Care Program – Alberta** | Indian and Northern Affairs Canada | Program funds some First Nations child care spaces on reserve; services to provide early childhood development and learning programming comparable to what is offered to people living off reserve (under provincial jurisdiction). | 0–12 yrs | 812 spaces<br>17 First Nations communities |
| **Child Day Care Program - Ontario** | Indian and Northern Affairs Canada | Program supports on-reserve child care services; services to provide early childhood development and learning programming comparable to what is offered to people living off reserve (under provincial jurisdiction). | 0–12 yrs | 3,018 children<br>57 programs |
| **FN Child and Family Services Head Start – New Brunswick** | Indian and Northern Affairs Canada | Program offers centre- or home-based care for children and services to families. Part-day program. | 3–5 yrs | N/A |
| **First Nations kindergarten and pre-kindergarten** | Indian and Northern Affairs Canada | Kindergarten for children living on reserve. Where no kindergarten program exists, children may enrol in off-reserve schools, with the federal government reimbursing the school. | | 13,409 children in 387 on-reserve schools* |

| | | | | |
|---|---|---|---|---|
| **Childminding; Language Instruction for Newcomers to Canada (LINC)** | Citizenship and Immigration Canada | Childminding programs are informal unlicensed arrangements for the care and supervision of children while their parents are attending LINC classes; no fees to parents. | Usually 0–6 | 3,200 children<br><br>190 programs (170 in Ontario) |
| **Military Family Resource Centres** | Department of National Defence | MFRCs offer core children services programs (respite, parent and tot, emergency child care, playgroups, which are considered essential in every community). Child care is not a core program; larger bases have child care centres, sometimes in joint sponsorship with a community organization. A recent consultation process (the Way Ahead, Department of Military Family Services) identified day care as one of the priority services brought forward to DND for consideration. | Varies by program type | 36 MFRCs across Canada and the US |
| **Community Action Program for Children** | Health Canada | CAPC serves children and their families who live in conditions of risk. Funds community coalitions to provide information, education, social support, early childhood learning and care, and training. | 0–6 | 66,468 children |

**Source:** Human Resources Development Canada, Health Canada, and Indian and Northern Affairs Canada.
For kindergarten, HRDC/Health Canada/INAC 2002 * figure is for 2001.

## 3.5 Public Spending on Regulated Child Care

The cost to parents for regulated and unregulated child care remains high. In child care centres, staffing costs usually account for over 75% of the budget. The ability of parents to pay fees has a direct relationship to the wages paid to staff, whether parents are paying the full fee, or the difference between the full fee and the government subsidy rate. In Toronto or Vancouver, fees for a parent with one infant in a child care centre can be as high as $1,200 a month. In Toronto, a subsidized parent may have most of the costs covered through the centre's purchase of service agreement with the municipality. In Vancouver, the same parent would have to pay over $400 a month—the difference between the fee and the maximum government subsidy of $585 a month. Parents in Quebec pay $7 a day for full-day care in funded programs; less if they fall below a certain income level.

As noted in the 1998 sector study, the cost to parents and the funding by government varies considerably across provinces and territories. There is a wide range of eligibility criteria for different types of service, level of financial assistance available, and fees for children and families. Funding from government varies in level and type. Most of the funding is in the form of fee subsidies to eligible low-income families. In addition, there may be various kinds of operating grants, available to some programs on an application basis.

Since the data for the original sector study were collected, some changes have been made to the fees and subsidies in many of the provinces and territories. Table 3.7 displays the average monthly fees and maximum subsidies for a 3-year-old child in centre-based and family child care, the income range for subsidy for a one-parent, one-child family, and the total number of children receiving subsidy, in 1995 and 2001 by jurisdiction.

### Table 3.7 Average Fees and Subsidies in Regulated Child Care, 1995 and 2001, by Province and Territory

| Province or Territory | | Average Parent Fee per Month (for a 3-year-old) ($) | | Maximum Subsidy Available (for a 3-year-old) ($)[1] | | Income Range for Subsidy[2] (One parent, one 3-year-old child) ($) | | Total Number of Children Receiving Subsidy (0–12) | |
|---|---|---|---|---|---|---|---|---|---|
| | | 1995 | 2001 | 1995 | 2001 | 1995 | 2001 | 1995 | 2001 |
| **Newfoundland and Labrador** | Centre | 380 | N/A | No set max | 21.25/day | 9,960 | 14,160 | 748 | 1,015 |
| | Family | N/A | N/A | N/A | 21.25/day | 18,240 | 20,280 | | |
| **Prince Edward Island** | Centre | 375 | 412 | 17/day | 19/day | 10,000 | 13,440 | 382 | 1,072 |
| | Family | N/A | N/A | N/A | 19/day | 22,200 | 25,440 | | |
| **Nova Scotia** | Centre | 400 | 488 | 16.85/day | 14.95/day | 16,812 | 16,812 | 2,200 | 2,655 |
| | Family | N/A | N/A | N/A | 14.95/day | 24,540 | 24,540 | | |
| **New Brunswick** | Centre | 373 | 418 | 15/day | 16.50/day | 15,000 | 15,000 | 1,363 | 2,545 |
| | Family | 352 | N/A | N/A | 16.50/day | 23,100 | 23,100 | | |
| **Quebec** | Centre | 444 | $5/day | 18.57/day | N/A3 | 12,000 | N/A[3] | 41,520 | N/A[3] |
| | Family | 374 | $5/day | N/A | N/A3 | 35,800 | | | |

| | | | | | | | | | |
|---|---|---|---|---|---|---|---|---|---|
| **Ontario** | Centre | 460–753[4] | N/A | No set max | N/A[5] | Needs test used[6] | Needs test used[6] | 73,400[7] | N/A[8] |
| | Family | N/A | N/A | N/A | N/A | | | | |
| **Manitoba** | Centre | 320 | 376 | 4,092/yr | 4,264/yr | 13,787 | 13,787 | 8,200 | 10,964 |
| | Family | 274 | 328 | 4,092/yr | 4,264/yr | 24,369 | 24,369 | | |
| **Saskatchewan** | Centre | 358 | 384 | 235 | 235 | 19,668 | 19,668 | 3,683 | 3,684 |
| | Family | 340 | 377 | N/A | 235 | 31,920 | 31,920 | | |
| **Alberta** | Centre | 375 | 522.84[9] | 300 | 380 | 18,710 | 20,520 | 13,159 | 10,490 |
| | Family | N/A | N/A | N/A | 300 | 25,765 | 31,680 | | |
| **British Columbia** | Centre | 440 | 494 | 368 | 368 | 18,984 | 18,984 | 28,920[10] | 18,500[11] |
| | Family | N/A | 26.74/day | 354 | 354 | 27,816 | 27,816 | | |
| **Nunavut** | Centre | ---- | N/A | ---- | N/A[12] | ---- | N/A[12] | ---- | N/A |
| | Family | ---- | N/A | ---- | N/A | | | | |
| **Northwest Territories** | Centre | 530 | 60013 | No set max | N/A[14] | Needs test used | N/A[14] | 350[10] | N/A |
| | Family | 536 | N/A | N/A | N/A | | | | |
| **Yukon** | Centre | 500 | 514 | 450 | 450 | 17,772 | 20,424 | 680 | 790 |
| | Family | 475 | 514 | 450 | 450 | 28,572 | 31,104 | | |

**Sources:**

Childcare Resource and Research Unit (1997) in Beach, Bertrand & Cleveland (1998) Table 9.

Friendly, Beach & Turiano (2002), Tables 16 and 17.

**Notes:**

1 Maximum subsidy available is per month unless otherwise noted.

2 The first figure in the income range is the turning point (income level up to which full subsidy is available). The second figure in the income range is the break-even point (partial subsidy available up to this income level, at which income subsidy ceases). In all provinces and territories except Saskatchewan, income is net income. In Saskatchewan, income is gross income.

3 Quebec provides publicly funded services rather than providing subsidies to selected families.

4 Ontario's figures are from 1993; 1995 not available. Range comes from sample of urban and rural locations and different size communities.

5 In Ontario, eligibility for subsidy is determined by provincially determined needs tests with income only one of a number of items considered. Each municipality can determine the rates within a range, a situation that creates considerable variation across the province. There are no province-wide maximum income levels for full or partial fee subsidies.

6 Ontario uses a needs test to establish eligibility and does not have province-wide data.

6 This estimate of the number of subsidies in Ontario is from the Ministry of Community and Social Services, Improving Ontario's Child Care System: Ontario Child Care Review (August 1996).

8 An estimate for the number of children receiving subsidies was not available in Ontario.

9 Alberta's fee is an average fee for centre-based care.

10 In British Columbia and Northwest Territories, numbers of children include those receiving subsidies for unregulated care.

11 British Columbia subsidizes children in both regulated and unregulated child care. This figure is calculated using an estimate number of subsidies in regulated child care.

12 In Nunavut, eligibility varies with clients' actual housing, utility and child care costs, plus social assistance rates of food and clothing. A needs assessment is applied so there is no set break-even point. There is no territory-wide maximum subsidy. Maximums are set for type of care.

13 Northwest Territories' fee is infant and preschool average.

14 In Northwest Territories, eligibility for subsidy varies according to number of family members, actual shelter cost, community of residence and eligibility for enhanced benefits. These needs are based on Income Assistance Program schedules. A needs assessment is applied so there is no set break-even point. There is no territory-wide maximum subsidy. Maximums are set for type of care.

### 3.5.1 Recent changes to fees and subsidies

Some jurisdictions further updated the 2001 fee and subsidy information in LMU key informant interviews and provincial/territorial child care questionnaires, which is provided below.

*Average Parent Fee per Month*

- In Newfoundland and Labrador, Saskatchewan and Alberta, the average parent fee per month for a 3-year-old increased from 2001.
- Updated monthly fee for a 3-year-old: Newfoundland and Labrador: $441 (2003); Saskatchewan: centre-based care $399 (2002) and family child care $401 (2002); Alberta: average monthly fee for children over 19 months: $531 (2003)

*Income Eligibility for Subsidy*

- In British Columbia, the income eligibility for subsidy was lowered. As of September 2003, the income range for a one-adult, one-child family was $16,764 (turning point – the income level up to which full subsidy is available) to $23,124 (break-even point – partial subsidy is available up to this level, at which point subsidy ceases).

*Total Number of Children Receiving Subsidy*

- In Newfoundland and Labrador, New Brunswick and Manitoba, the total number of children 0 to 12 receiving subsidy increased from 2001.
  - The updated numbers of children 0 to 12 receiving subsidy are: Newfoundland and Labrador: 1,125 (2003); New Brunswick: 2,586 (2002); Manitoba 11,455 (2003).
  - In Saskatchewan and Alberta, the number of children in receipt of subsidy decreased.
  - The updated numbers of children 0 to 12 receiving subsidy are: Saskatchewan: 3,290 (2002); Alberta reported a decrease in numbers, but did not provide specific numbers.
- In Ontario (2003), 120,261 children received subsidy. This figure includes each unique child who received subsidy during the year and includes children in receipt of Ontario works subsidy (which may be used in regulated and unregulated settings). Other jurisdictions report the average number of children receiving subsidy per month.

Only British Columbia has lowered the income eligibility level for subsidy. As a result, families which were previously eligible are no longer eligible, or they are able to access only a partial subsidy instead of a full subsidy. In 2002/2003, British Columbia decreased the expenditure on child care subsidy for children 0 to 12 by almost $24 million.[5]

Parent fees and funds from various levels of government make up the revenues of regulated child care services. The wages and benefits of those who work in child care are directly related to the amount of fees that parents are able to pay and the amount of funding governments provide to centres and providers.

If parent fees become too high, parents will not be able or want to pay for regulated child care. Fee subsidies do not always cover the full fee, so parents pay the difference between their approved subsidy rate and the full fee. It is in the interest of centre enrolment to keep fees at a reasonable level, but this does not help to provide the workforce with professional wages and benefits unless centres receive funding from sources.

Three jurisdictions, Prince Edward Island, Quebec and Manitoba, have developed programs and initiatives that deal with this fee and wage dilemma.

- In Prince Edward Island, publicly funded kindergarten programs for 5-year-olds operate within most child care centres. There is no charge to parents for the kindergarten program which operates no less than 3 hours a day. Centres receive a per child per month grant from the Department of Education for the kindergarten program. In 2001, the Department of Education increased funding to programs; the increase was to be used in part for staff salaries. Parents pay fees (or receive a fee subsidy) for the rest of the day if their child remains in care.

- In 1997, Quebec introduced family policy that began a program of ECEC, including child care available at a fee of $5 a day (raised to $7 a day in January 2004) for all ages in regulated centre-based and family child care programs. Provincial government funds are provided through a variety of mechanisms for all overhead and operating costs. Direct government funding is also provided for staff wages, which according to a 4-year plan that began in 2000, has increased 35% to 40% by 2003.

- In Manitoba, the Child Day Care Regulatory Review Committee proposed a funding model for child care centres, the Unit Funding Model, that was adopted in 2000/2001 and designed to help centres generate enough revenue to pay salaries to early childhood educators on the Manitoba Child Care Association's (MCCA) Provincial Salary Scale.

  Unit funding considers that budget revenue is made up of two parts (parent fees and provincial operating grants) and about 80% of a centre's budget is directed to staff salaries. A unit of care is the combination of revenue through fees and operating grants which employs one staff (i.e. an "infant unit" [four infants to one early childhood educator]; "preschool unit" [eight preschoolers to one early childhood educator] and "school-age unit" [15 school-agers to one early childhood educator]). In other words, parent fees and operating grants for each unit generate enough revenue to employ one staff on the MCCA wage scale. Parent fees are frozen now as part of *Manitoba's Five Year Plan for Child Care*. In the first year (2002/2003) and second year (2003/2004) operating grants were increased, as the five-year plan commits to increasing the wages and incomes of service providers by 10% over the course of the Plan.

### 3.5.2 Government expenditures on regulated child care

Table 3.8 shows provincial/territorial spending on regulated child care: total spending, spending on direct subsidies to families and the percentage of total spending on subsidies in 1995, 2001 and 2002/2003.

Figures for 2002/03 come from questionnaires sent to and key informant interviews conducted with provincial/territorial child care officials as part of the LMU. Except where noted, 2002/2003 funding allocations include funding through the Early Childhood Development Agreement.

Officials in some jurisdictions were able to provide child care budget information for the 2003/2004 year. For the provinces and territories which were able to provide this information, the 2003/2004 allocation for child care increased from 2002/2003 by:

- $6 million in Manitoba
- $6 million in Saskatchewan
- $0.7 million in Northwest Territories

Even though the overall budget for child care has decreased in recent years in Alberta, $6 million was committed in early childhood development funds for the Alberta Child Care Accreditation Program.

Generally, the spending on direct subsidies continues to increase over time in most jurisdictions. In Alberta and Saskatchewan, spending on subsidies has decreased; these provinces also reported a decrease in the number of children receiving subsidy. Spending on direct subsidies decreased in Ontario and British Columbia.

**Table 3.8 Provincial/Territorial Allocations for Regulated Child Care, 1995, 2001 and 2002/2003**

| Province or Territory | Total Spending on Child Care ($M) | | | Spending on FeeSubsidies for Families ($M) | | | % of Spending on Subsidy | | |
|---|---|---|---|---|---|---|---|---|---|
| | 1995 | 2001 | 2002/2003 | 1995 | 2001 | 2002/2003 | 1995 | 2001 | 2002/2003 |
| Newfoundland and Labrador | 2.98 | 7.75 | 10.3[3] | 2.98 | 6.19 | N/A | 100.0 | 80 | N/A |
| Prince Edward Island | 1.68 | 4.23[1] | 5.36[4] | 1.18 | 3.19 | 3.25 | 70.0 | 75 | 60 |
| Nova Scotia | 11.84 | 12.89 | 21.97[5] | 10.86 | 8.56 | 9.40 | 91.7 | 66 | 43 |
| New Brunswick | 3.20 | 11.82 | 13.22[6] | 3.20 | 6.50 | 6.30 | 100.0 | 55 | 48 |
| Quebec | 203.69 | 1,092.43[2] | 1,778.56 | 86.77 | N/A[16] | N/A[16] | 42.6 | N/A | N/A |
| Ontario | 541.80 | 451.50 | 480.18[7] | 370.05 | 299.80 | 281.14[7] | 68.3 | 66 | 58 |
| Manitoba | 45.20 | 62.88 | 67.90[8] | 26.44 | 32.26 | 34.20 | 58.5 | 51 | 50 |
| Saskatchewan | 12.71 | 16.33 | 17.10[9] | 8.81 | 9.85 | 9.45 | 69.3 | 60 | 55 |
| Alberta | 67.62 | 57.50 | 48.39[10] | 36.51 | 49.80 | 41.39 | 54.0 | 87 | 86 |
| British Columbia | 91.38 | 164.56 | 145.13[12] | 51.48[11] | 60.50[11] | 52.00[11] | 56.3 | 37 | 36 |
| Nunavut | ----- | 1.86 | 1.77[13] | ----- | .53[14] | .38 | ----- | 28 | 21 |
| Northwest Territories | 1.71 | 1.60 | 1.60 | .64 | .82[14] | .82 | 37.2 | 51 | 51 |
| Yukon | 4.15 | 4.44 | 5.33[15] | 2.71 | 2.83 | 3.29 | 65.3 | 64 | 61 |
| Total | 987.96 | 1,889.79 | 2,596.81 | 601.63 | 480.83 | 441.24 | 65 | 60[17] | 53[17] |

**Sources:**

Friendly, Beach & Turiano (2002), for 1995 and 2001.

2002/2003 LMU key informant interviews and provincial/territorial child care questionnaires.

**Notes:**

1 Prince Edward Island's kindergarten programs operate within child care centres under child care legislation. For the purpose of this comparison table, kindergarten funding has been separated from spending on regulated child care (1995 and 2001).

2 Quebec's figure includes expenditure on school-age care from the Ministry of Education.

3 Newfoundland and Labrador's allocation for 2002/2003 includes $4.3M (National Child Benefit) and $2.7M (Early Childhood Development Initiative – ECDI).

4 Prince Edward Island's allocation for 2002/2003 includes $.85M (ECDI). $3.15M in kindergarten funding is not included in 2002/2003 figure.

5 Nova Scotia's allocation for 2002/2003 includes $8.41M (ECDI).

6 New Brunswick's allocation is for 2003/2004 and includes $6.92M (ECDI).

7 These figures are Actuals for 2002/2003. In addition, Ontario spent $34.13M on Ontario Works child care funding that may be paid directly to the parent or to the service provider for use in regulated or unregulated child care.

8 In Manitoba, ECDI funds are used to support Manitoba's Five-Year Plan.

9 In Saskatchewan, the 2003/2004 total child care allocation is $23.44M; it is not known if ECDI funds are included in the 2002/2003 and 2003/2004 allocations.

10 These Alberta figures are actuals for 2002/2003.

11 In British Columbia, fee subsidies are provided for regulated and unregulated child care. These figures have been estimated using 55% in 1995 and 50% in 2001 and 2002/2003. In addition, responsibility for the special needs supplement (additional fee subsidy for children with special needs) was moved from the Ministry of Children and Families to the Ministry of Community, Aboriginals and Women in 2003 and became part of the subsidy budget without a transfer of funds from the previous ministry. 2001 estimates of the special needs supplement is $2.7M.

12 In British Columbia, the total spending on child care is for 2003/2004: the subsidy figure for unregulated care is not included, nor is the funding for Child Care Resource and Referral programs, consistent with source tables. $37M for supported child care (from Ministry of Child and Families) has been added to total spending.

13 Nunavut's allocation does not include an amount for fee subsidy.

14 In Nunavut and Northwest Territories, the fee subsidy budget includes spending on both regulated and unregulated child care.

15 Yukon's allocation is for 2003/2004 and does not appear to include ECDI funds.

16 Quebec provides publicly funded services rather than subsidies to selected families.

17 Quebec's total spending has not been included in the calculation of the total percent of spending on subsidy in 2001 and 2002/2003, as Quebec provides a publicly funded service, not subsidies to selected families.

As Table 3.9 shows, between 1995 and 2001 there has been a per capita increase in most provinces (information was not available for the territories), with Ontario and Alberta being the notable exceptions. The table does not reflect the recent decrease in funding in British Columbia that has taken place since 2001. All figures are actual dollars.

### Table 3.9 Provincial Allocation for Regulated Child Care for Each Child Aged 0 to 12, 1995 and 2001

| Province or Territory | 1995 ($) | 2001 ($) |
|---|---|---|
| Newfoundland and Labrador | 30 | 101 |
| Prince Edward Island[1] | 67 | 187 |
| Nova Scotia | 76 | 91 |
| New Brunswick | 25 | 105 |
| Quebec | 171 | 980 |
| Ontario | 282 | 232 |
| Manitoba | 228 | 338 |
| Saskatchewan | 66 | 97 |
| Alberta | 128 | 110 |
| British Columbia[2] | 158 | 274 |
| Northwest Territories[3] | 82 | N/A |
| Nunavut | N/A | N/A |
| Yukon Territory | 519 | N/A |
| **CANADA** | **197** | **386** |

**Source:** Friendly, Beach & Turiano (2002). (Table 34a).

**Notes:**

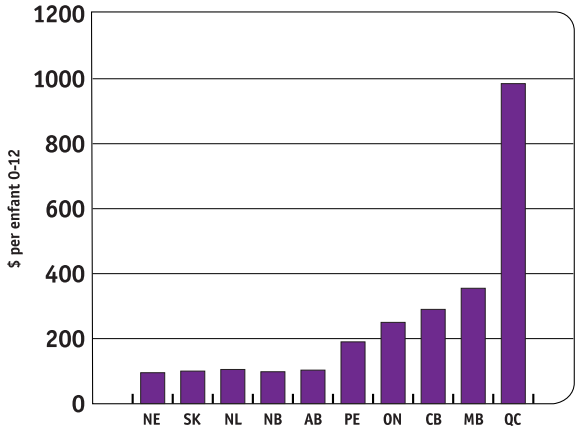
1 The 2001 figure for Prince Edward Island includes kindergarten, which is under child care legislation. As a result, the 2001 figure is not comparable to the figures in the previous years.

2 Figures for British Columbia for fee subsidies are estimated because British Columbia allows subsidies to be used in both regulated and unregulated care. These figures have been adjusted accordingly.

3 The 1995 figures for Northwest Territories and Yukon are based on estimated numbers of children age 0 to12 and therefore are not directly comparable to the figures given for the other jurisdictions.

Chart 3.3 shows the relative per capita spending on regulated child care across provinces.

### Chart 3.3 Provincial Spending on Regulated Child Care per Capita by Province, 2001




**Source:** Friendly, Beach & Turiano (2002).

## 3.6 Public Spending on Other Forms of ECEC

Apart from regulated child care, almost all other forms of ECEC in which government plays a role are publicly funded and provided at little or no cost to the user. These include kindergarten and pre-kindergarten programs, parenting programs, parent-child drop-in programs, programs offered through Aboriginal Head Start and the Community Action Program for Children, the federal Childminding program, and numerous targeted programs funded through the Early Childhood Development Agreement.

### 3.6.1 Spending on kindergarten

Kindergarten is financed through block grants to school boards from provincial/territorial governments. The amount of total spending for kindergarten programs is not available as spending is reported in aggregate forms across grade levels. From interviews with provincial/territorial officials, Doherty, Friendly and Beach estimate an approximate total expenditure on kindergarten of $1.5 billion in 2001.[6] Some provinces and territories are able to provide information on per pupil costs and those amounts are shown in Table 3.10.

**Table 3.10 Estimated Expenditures on Kindergarten, 2001**

| Province or Territory | Available Information |
|---|---|
| Newfoundland and Labrador | Information not available |
| Prince Edward Island | $150–$200 per month per pupil, depending on the location of the program. Estimated total for 2001 = $3.2M |
| Nova Scotia | Information not available |
| New Brunswick | Information not available |
| Quebec | Average spending per pupil in maternelle (age 5) = $1,694/yr<br>Average spending per pupil in pré-maternelle (age 4) = $1,879/yr<br>Average spending per 4-year-old in passé-partout = $900/yr |
| Ontario | Average spending per 4-year-old = $6,645/yr (full-time equivalent)<br>Average spending per 5-year-old = $6,673/yr (full-time equivalent) |
| Manitoba | Average spending per pupil = $3,500/yr |
| Saskatchewan | Average spending per pupil in rural areas = $2,189/yr<br>Average spending per pupil in Regina/Saskatoon = $2,069/yr |
| Alberta | Average spending per pupil = $2,184/yr |
| British Columbia | Average spending per pupil for full-time equivalent = $4,200/yr |
| Northwest Territories | Average spending per pupil = $4,570/yr |
| Nunavut | Information not available |
| Yukon | Information not available |

**Sources:** Friendly, Beach & Turiano (2002). Doherty, Friendly & Beach (in press), based on interviews with provincial/territorial government officials.

**Note:** Amounts given are estimates, not actuals.

### 3.6.2 Spending on ECEC programs under federal jurisdiction

Table 3.11 summarizes the federal spending on the main forms of ECEC provision. The federal government also provides indirect support for ECEC to parents, through programs such as the Child Care Expense Deduction and Maternity and Parental Benefits. These forms of support and the impact they have on the child care workforce are discussed in Chapter Four.

**Table 3.11 Estimated Allocations for Federal ECEC Programs, 2002/2003**

| Program | Spending 2002/2003 |
|---|---|
| First Nations and Inuit Child Care (FNICC) | $50M[1] |
| Aboriginal Head Start – On Reserve | $34.7M[2] |
| Aboriginal Head Start, Urban and Northern Communities | $22.5M[3] |
| Child Day Care Program – Alberta | $2.7M |
| Child Day Care Program Ontario | $14.2M |
| First Nation Child and Family Services Head Start – New Brunswick | $1.4M |
| On-reserve kindergarten | $13.4M |
| Childminding; Language Instruction for Newcomers to Canada (LINC) | N/A* |
| Military Family Resource Centres | $4M |
| Community Action Program for Children | $59.5M |

**Sources:** Human Resources Development Canada, Health Canada & Indian and Northern Affairs Canada (2003). * Costs for child care cannot be separated from the total program budget of $91.794 million, which includes adult language training, child care and transportation.

**Notes:**

1 Includes spending for children under 12, but most expenditures are for children under 6. Funding for FNICC was increased by $9 million in 2002/2003 under the federal strategy on ECD for First Nations and Other Aboriginal Children.

2 Due to the late announcement (October 2002), full annual funding of $46.5 million could not be allocated in 2002/2003.

3 Due to the late announcement (October 2002), full annual funding of $35 million could not be allocated in fiscal year 2002/2003.

## 3.7 Quality in Regulated Child Care

Recent research findings continue to confirm that the quality of children's early environments influences their developmental trajectories. Increased awareness about the importance of the early years in general has placed the question of the quality of child care programs under a bright spotlight[7]. While parental sensitivity and family characteristics have a larger impact on child development, it is clear that child care experiences influence developmental outcomes and immediate and long-term coping skills and competencies.[8]

Child care staff and caregivers' daily interactions shape the quality of child care experiences for young children. Those with post-secondary education, particularly if their credentials are related to ECE, are more likely to provide high quality child care environments. The quality of the work environment (including wages, benefits, working conditions and the organization of the work) contributes to the child care staff and caregiver performance and program quality in child care settings.

There are many perspectives on, and concepts and definitions of quality, a discussion of which is beyond the scope of this study. However, the quality of child care programs in Canada is often mediocre and recent findings from Canadian studies are not encouraging.[9] Reports of quality child care indicate that some regulated child care centres and family child care homes support optimal early child development, but many others offer mediocre, custodial services that meet only children's basic physical needs.

- The *You Bet I Care!* study of quality in child care centres used standardized measures of quality, such as the Caregiver Interaction Scale (CIS) and Infant-Toddler Environment Rating Scale (ITERS) or Early Childhood Environment Rating Scale – Revised (ECERS-R), to assess 122 infant and toddler rooms and 227 preschool rooms in 234 centres across six provinces and one territory.[10] The findings revealed that the majority of centres provide physically safe environments with caring adults. Only 44.3% of preschool rooms and 28.7% of toddler and infant rooms offer activities and adult interactions that enhance early learning.

- The *You Bet I Care!* study of quality in regulated family child care collected data from 231 regulated family child caregivers across six provinces and one territory using CIS and the Family Day Care Rating Scale (FDCRS). Similar to child care centre staff, family child caregivers typically provided physically safe environments with caring staff but only 36.8% provided stimulating activities.[11] The quality tended to be lower for infants under 18 months.

There was considerable discussion in the child care sector study on the factors affecting quality—such as funding, regulation and auspice. Clearly, these remain critical influences. There have been a number of changes to the regulatory requirements for staffing and staff training. This section looks at these changes to regulation and initiatives undertaken that are designed to improve quality.

Several jurisdictions in Canada report the implementation of initiatives that are specifically designed to improve the quality of child care programs.[12] Many initiatives have introduced observation and assessment tools to program staff and provided in-service training and supports. Quality may be encouraged through professional standards of practice for individual caregivers and for child care settings.

### 3.7.1 Training requirements in regulated child care

Since the child care sector study, changes in training requirements have taken place in both regulated centre-based and family child care programs in some jurisdictions.

#### *Regulated centre-based child care*

All provinces and Yukon now have staff training requirements for centre-based regulated child care. Since the sector study, these jurisdictions have introduced or increased centre-based training requirements and/or changed ratios and group size:

- Newfoundland and Labrador (introduced training and certification requirements; changes to group size)
- Nova Scotia (changes to ratio and group size)
- New Brunswick (introduced training requirements)
- Quebec (increased training requirements)
- Manitoba (increased training requirements)
- Saskatchewan (increased training requirements)
- Yukon (introduced training requirements)

Appendix 2-A provides details of the staffing requirements for regulated child care centres, including staff child ratios, group size and staff training requirements.

#### *Regulated family child care*

Six provinces and Yukon now have caregiver training requirements for regulated family child care. Since the sector study, these jurisdictions have introduced or increased caregiver training requirements:

- Newfoundland and Labrador (introduced training requirements)
- Quebec (increased hours of required training; introduced provider supervision by CPE)
- Manitoba (introduced training requirements)
- Saskatchewan (increased hours of required training; introduced professional development requirement)

Appendix 2-B provides details of current caregiver training requirements for regulated family child care, including caregiver:child ratios and caregiver training requirements.

### 3.7.2 Government-supported initiatives to improve quality

In some jurisdictions, there have been projects and initiatives to address quality issues in both centre-based and family child care. As well, some jurisdictions have expanded the role of the person who licenses child care programs. Persons in the licensing role in these jurisdictions include consulting and assisting with quality as part of their responsibilities. They may have some early childhood training.

The ECERS-R (preschool rooms), ITERS (infant/toddler rooms) and FDCRs (family child care) scales are the main tools used to assess and monitor child care environments in order to improve the quality of care available to young children.

#### *Keeping the Door Open*

Interestingly enough, one of the first projects addressing quality evolved from preliminary *You Bet I Care!* findings that stated that approximately 40% of centres nationally were unable to accept at least one child with a disability.[13] The project *Keeping the Door Open: Enhancing and Maintaining the Capacity of Centres to Include Children with Special Needs* sought to improve overall quality in child care centres to create a better environment for all children, including children with disabilities. This project was sponsored by the New Brunswick Association for Community Living and funded by Child Care Visions, Human Resources Development Canada). A brief description of the project is provided in Box 3.1.[14]

*Keeping the Door Open* involved 12 child care centres in three provinces—three in each of Prince Edward Island and New Brunswick and six in Saskatchewan. After the *Keeping the Door Open* project ended, governments and community partners in Prince Edward Island, Nova Scotia and New Brunswick developed further projects and programs to address quality in child care environments.

*"Opening the Door" to Quality Child Care and Development* is the New Brunswick quality project evolving from *Keeping the Door Open.* This project began in April 2002 and is continuing in 2003 with phase two. Up to this point, approximately 64 centres have voluntarily participated with a director from each centre and no less than two lead staff from each centre being involved.

The project involves an on-site consultation model in which consultants/facilitators work with lead centre staff to effect quality changes in the centre environment, both for children and staff. Also, through ongoing professional development, support and resources provided through "Opening the Door," staff are increasing their capacity to include all children. "Opening the Door" provides training to all staff in participating centres in the ECERS-R and other evaluation tools that assist staff in developing best practices. Each phase is funded by Family and Community Services, New Brunswick government, and is coordinated by the New Brunswick Association for Community Living.

**Box 3.1**

**Keeping the Door Open: An On-Site Consultation Model**
Adapted from Palsha and Wesley (1998).

*Sites and Educators Request Assistance or Are Identified as Having a Need for Assistance.*

*Keeping the Door Open project used an on-site consultation model to enhance and maintain the capacity of child care centres to include all children. Consultants and staff worked together through a 10-step process to build capacity and develop strategies to support meeting the needs of all children in the child care centre:*
*Capacity Building*:

1. Establish Relationships
2. Provide Training for ECERS-R Scale
3. Jointly Assess Needs
4. Collaborative Action Plan

On-Site Consultation

5. On-Site Consultation
6. Evaluate Changes
7. Sustainability Period
8. Evaluation After Sustainability
9. Written Report
10. Identification of Future Needs

While the project used on-site consultation, with visiting consultants, a subsequently published *Keeping the Door Open: Guide* presents the entire program for use by centres using a visiting consultant and those using an "in-centre" model.

**Sources :** New Brunswick Association for Community Living (2001).

#### *Partnerships for Inclusion*

Partnerships for Inclusion is a joint quality project of the Early Intervention Association of Nova Scotia and SpeciaLink: The National Centre for Child Care Inclusion, funded by a provincial grant (part of Nova Scotia's Early Childhood Development Initiative). The project's premise is that quality child care programs provide environments that are responsive to the developmental needs of all children, including children with disabilities. Facilitators work with child care centre staff to evaluate (using ECERS-R) and improve their centre's environment and daily program. On-site consultation, workshops and resources provide information and support to staff. This project was offered in 22 licensed full-day child care centres throughout Nova Scotia in 2002/2003.

#### *MIKE*

MIKE (Measuring and Improving Kids Environments) is the program addressing quality in Prince Edward Island. Initially a 2-year pilot project to support inclusion, MIKE now provides program support and training to licensed early childhood programs, increasing the level of quality by increasing the capacity of staff to provide higher quality services for all children in their programs. Consultants work with child care centre staff to learn to use ECERS-R and develop goals and objectives for their centres. MIKE involves full-day centre-based programs and school-age centres on a voluntary basis; family child care programs will be included in the future. The Early Childhood Development

Association of Prince Edward Island receives funds from the provincial government (part of its Early Childhood Development Initiative) to administer MIKE and the budget covers staff salaries for two consultants. Data are collected to demonstrate the impact of this program.

### *Alberta Child Care Accreditation Program*

The Alberta Child Care Initiative, introduced in December 2002, aims to strengthen standards and best practices in child care settings through three programs, The Child Care Respite Program, the Nutrition Program and the Alberta Child Care Accreditation Program.

The Child Care Accreditation Program is based on the findings that higher quality child care leads to better outcomes for children and families. This program is moving through three phases: pre-accreditation, pilot and review of the accreditation process, and full implementation of the Child Care Accreditation Program by April 2004.

The pre-accreditation phase, introduced in January 2003, is based on a child care program's compliance with critical licensing standards and supports qualified staff recruitment and retention. Child care centres and family day home agencies are eligible for funds that support staff and providers and acknowledge meeting or exceeding standards (centres) and support training (family child care). The Canadian Child Care Federation with the Alberta Child Care Network are developing the actual accreditation program to be completed by April 2004 when actual accreditation will be in place. Further details of the pre-accreditation phase are found in Box 3.2.[15]

**Box 3.2**

**Alberta Child Care Accreditation Program – Phase One, Pre-accreditation**

Pre-accreditation funds are attached to meeting or exceeding provincial standards (of those which meet or exceed standards, 100% of family day home agencies and more than 90% of day care centres have applied to participate in this voluntary program which requires audited reporting).

Day care centres are able to receive two types of funding:

- staff support funding: monthly funding for staff based on certification level
- quality funding: based on the licensed capacity and whether the centre generally or consistently is in compliance with licensing requirements.

Family day homes are able to receive two types of funding:

- provider support funding: paid monthly for providers who are in the process or have completed mandatory training as identified in the Provincial Safety Standards document *Training for Direct Care Providers*
- training grant funding: agencies are paid an annual amount per provider to develop training to meet training requirements under Alberta Safety Standards

**Sources :** Alberta Children's Services (2004).

### 3.7.3 Quality and the role of person who licenses child care programs

The role and qualifications of the person who licenses child care programs has changed and expanded since the last sector study. In many jurisdictions, the licensing official carries out a variety of tasks, including enforcing regulations and assisting programs to meet and exceed the regulations, as well as assisting with the placement of children with special needs.

The licensing official is an important consideration, both as a support to quality and as a career path opportunity for members of the child care workforce. Table 3.12 summarizes information about the qualifications and role of the official in each province and territory who is responsible for licensing child care programs.

- Some jurisdictions require that the licensing officials have an ECE credential (New Brunswick, Northwest Territories and Yukon). In Newfoundland and Labrador, child care consultants require Level IV (a degree in ECE, or a degree in another discipline, plus a diploma in ECE) qualifications.
- Other jurisdictions do not require a credential, but in practice hire people with an ECE credential (e.g. in Manitoba, day care centre coordinators are ECE IIIs who have been in a supervisory director position for at least 5 years), or related training (e.g. in Nova Scotia, early childhood development officers have either ECE or Child Study degrees from Mount Saint Vincent, or both, and experience in early childhood settings).

The provincial/territorial directors of early learning and care developed a research project, undertaken by Child Care Connections-Nova Scotia and funded through Child Care Visions, to examine good licensing practices. The report of Phase One of the Best Practices Framework for Licensing Child Care in Canada project was published in 2000.[16] Phase Two is focusing on the licensing professional: job description, identification of knowledge required and competencies, areas of training needed and resources available.

## Table 3.12 Training and Role of Regulatory Officials, by Province and Territory

| Province or Territory | Position Title | Training Required | Role |
|---|---|---|---|
| **Newfoundland and Labrador** | Child care services consultant | Requires Level 4 certification (2-yr diploma plus); 30 hrs of professional development in 3 yrs | Program assessment and workshops for licensees and staff, support and monitoring with some licensing and subsidy responsibilities (depending on region) |
| **Prince Edward Island** | Licensing officers | | Move beyond enforcement to improve quality with MIKE program. |
| **Nova Scotia** | Early childhood development officers | No ECE training required; provided with opportunities for ongoing training | Licensing, consulting, supported child care and subsidy program |
| **New Brunswick** | Regional coordinators | Requires ECE credential, early childhood, special education or equivalent to B.Ed level | Primary responsibility is to bring centres up to licensing requirements, provide technical assistance, looking at function in enhancement capacity; not strictly inspectors |
| **Quebec** | MFE (Ministère de la Famille et l'Enfance) inspectors | No ECE training required | |
| **Ontario** | Program Advisors | No ECE training required | |
| **Manitoba** | Day care centre coordinators | No ECE training required; in practice hires ECE IIIs who have been in supervisory director position for at least 5 yrs | Resource, consulting and licensing role; assist programs with quality and complying with regulations; maintain a caseload of children with disabilities and work with centres to determine support child/ren need; attend conferences and access to ECERS-R training which is offered as a resource to centres |
| **Saskatchewan** | Child care consultant | No ECE training required; preference EC background and experience in centres. Focus on skills vs. training due to rural and north | |
| **Alberta** | Child care specialist | Job description asks for EC training | Licensing role and consultant on quality (e.g. ECERS-R training) |
| **British Columbia** | Medical health officer | ECE training not required | Main lens: "health and safety"; some regions may have a facilitative role |
| **Nunavut** | Early childhood officer | Recommended background in ECE | |
| **Northwest Territories** | Early childhood officer or consultant | ECE diploma plus 6 yrs' experience, 2 of which must be front line, required | Program support |
| **Yukon Territory** | Child care inspector | Background in ECE required | Consultative role, use ECERS-R; move beyond licensing to quality |

**Sources:** Friendly, Beach & Turiano (2002).

LMU key informant interviews and provincial questionnaires.

### 3.7.4 Child Care and Early Learning Perspectives on Quality: the Example of Saskatchewan

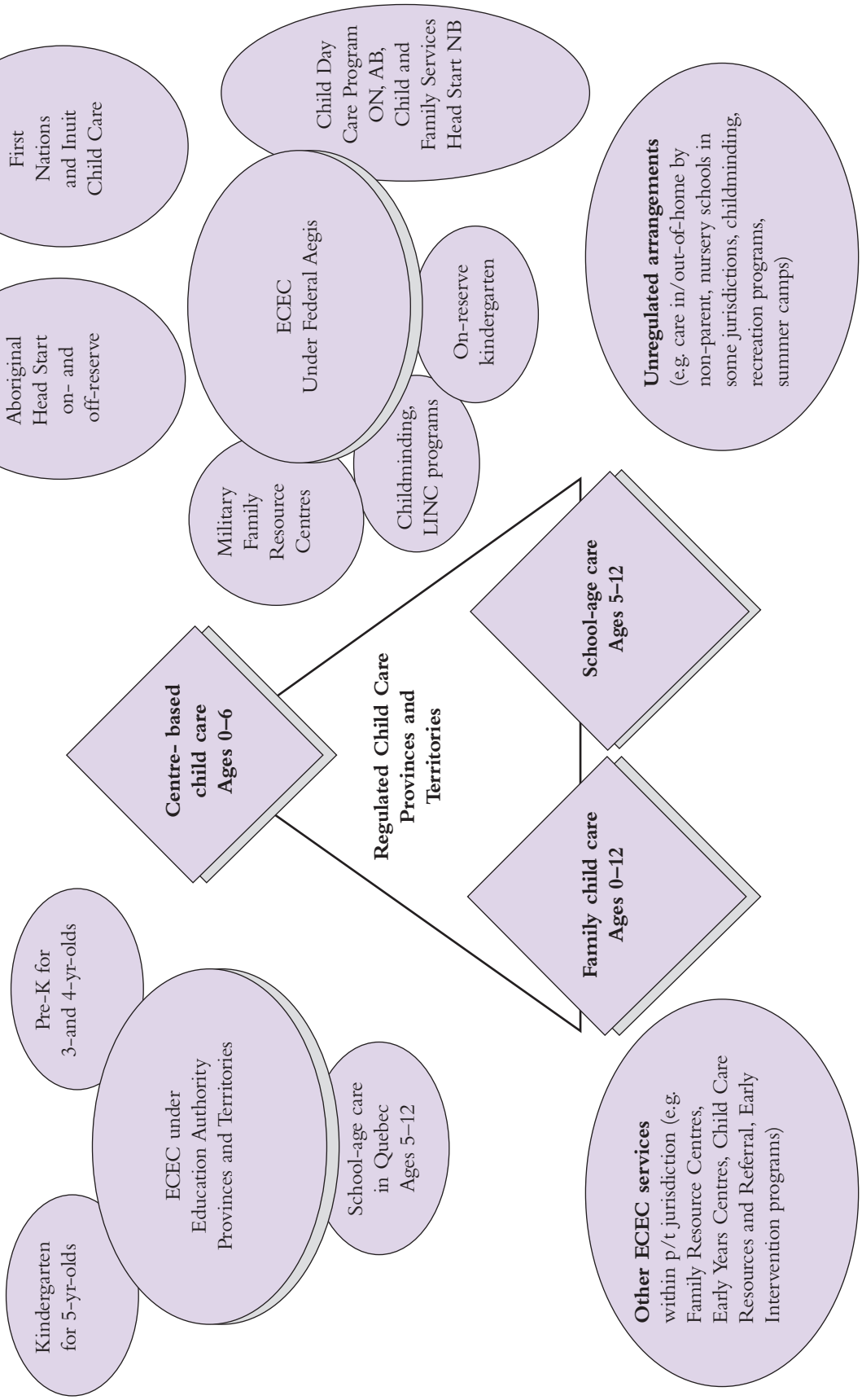
Saskatchewan Pre-kindergarten (Pre-K) is a part-day program targeted to 3- and 4-year-olds who are considered to be at risk for developmental delays. The program is administered and funded through the provincial Department of Learning in partnership with local school divisions. A recent report on a longitudinal study of the Regina Public School Division Pre-kindergartens reported that the Pre-K programs were of higher quality than child care programs in the province, based on assessments using the ECER-S. This comparison is a sensitive issue to early childhood educators working in the child care sector. An analysis of the factors that may contribute to quality—or lack thereof—provides some insight into the reasons for this inequity. (See Box 3.3.)

## Box 3.3 – A Comparison of Pre-kindergarten and Child Care in Saskatchewan

| Pre-kindergarten (PreK) | Child Care |
|---|---|
| PreK is typically offered as a part-day session (less than 3 hrs), with two different groups of children in each half of the day. PreK operates Monday to Thursday during the regular school year, with no classes on Fridays to allow teachers to work with parents and participate in professional development activities. Guidelines for PreK (Government of Saskatchewan, 1997, Better Beginnings, Better Futures) suggest a maximum class size of 16 children with one teacher and one assistant. Typically, PreK is located within a school and teachers have access to all of the services and supports provided by the school system, including janitorial services, administrative support, and assessments and services for children identified as requiring special supports. Teachers are part of the school team and participate in professional development and community activities. | Child care programs operate full days, often in excess of 10 hours per day. Early childhood educators are sometimes required to work split shifts to accommodate the length of the day. Centres are open every working day of the year and are busiest during school holidays when school-age children attend full days. Ratios are 1:10 for preschool groups and 1:15 for school-age children. In addition to planning and preparing the program and environment, early childhood educators are also required to assist with meal preparations, lay out cots for naptime, sweep and mop floors, and clean toilets. During naptime—the only down time in the day—some staff take lunch breaks while those left supervising napping children are expected to do double duty using the time for program planning and administrative tasks. Staff meetings, professional development activities and required courses such as First Aid and CPR are usually scheduled in the evenings or on weekends, requiring early childhood educators to spend additional time away from their own families and personal lives. |
| In almost all school divisions, PreK teachers must meet the same education and certification requirements as other teachers, including having a 4-year bachelor's degree in education. Many school divisions, including Regina Public, offer specialized early childhood professional development activities specific to PreK and kindergarten teachers. Teachers are members of the Saskatchewan Teachers' Federation which provides them with the same rights, benefits and salaries as other teachers in the province. Annual salaries range from $32,000 to $66,000. Benefits include paid sick time, health and dental, disability and group life insurance, pension, and top up to maternity EI benefits to 95% of salary. | Provincial child care regulations require that child care staff working for more than 65 hours per month be at least 16 yrs of age and have successfully completed a 120-hour introductory course in ECE. As of January 2005, 30% of staff are required to have a 1-year certificate in ECE. Directors are required to have a 2-year diploma. Additional education or professional development activities are often at the expense of the individual with minimal financial support available through a provincial tuition subsidy or non-profit boards. The average wage of a Saskatchewan child care worker is $10.74 per hour Benefits, such as paid sick time, health and dental, pension, disability and group life, vary from centre to centre, but are generally considered poor, particularly compared to teachers' benefits. |
| The Pre-K program is completely funded through public tax dollars; there are no user fees for parents. | Child care is partially funded through public tax dollars; however, parents are required to pay user fees, with approximately 50% of families using child care which are ineligible for any subsidy. |

Analyses of the factors that contribute to quality early childhood programs highlight the systemic inequities between the child care system and the PreK system. Despite these conditions, many child care programs overcome systemic barriers to provide good experiences for young children. There are lessons to be learned from the PreK study that could positively affect the child care system to ensure the investment of public dollars, resulting in high quality early learning and care.

**Figure 3.1 Overview of Child Care and Related ECEC Services**



## ENDNOTES

1 Organisation for Economic Co-operation and Development 2001

2 Tougas 2002

3 Ibid

4 B. Guy, personal communication, October 3, 2003

5 British Columbia 2003

6 Doherty, Friendly & Beach in press

7 Beach & Bertrand 2000; McCain & Mustard 1999; NICHD 2000

8 Brooks-Gunn 2003; Cleveland & Krashinsky 1998; Doherty 2000; NICHD 2000; Smart Start Evaluation Team 2003

9 Doherty, Lero, Goelman, Tougas & LaGrange 2000; Doherty, Lero, Tougas, LaGrange & Goelman 2001; Goelman, Doherty, Lero, LaGrange & Tougas 2000

10 Goelman, Doherty, Lero, LaGrange & Tougas 2000

11 Doherty, Lero, Goelman, Tougas & LaGrange 2000

12 Aboriginal Head Start 2000; Atlantic Evaluation and Research Consultants 2003; Campaign 2000 2003; Child Care Human Resources RoundTable 2001; Department of Community Services & Department of Health 2002; Doherty 2000; Doherty 2001a; Doherty, Lero, Tougas, LaGrange & Goelman 2001; Ferguson, Flanagan-Rochon, Hautmann, Lutes, Masson & Mauch 2000; Friendly, Beach & Turiano 2002; Gouvernement du Québec 2000; Hewes & Brown 2002; Jomphe & Lessard 1998a; Jomphe & Lessard 1998b; New Brunswick Association for Community Living 2001; St. Albin & Maxwell 2003

13 Doherty, Lero, Goleman, LaGrange & Tougas 2000

14 New Brunswick Association for Community Living 2001

15 L. Rogers, personal communication, July 30, 2003

16 Ferguson, Flanagan-Rochon, Hautmann, Lutes, Masson & Mauch 2000

17 Friendly, Beach and Turiano, 2002

The 1998 child care sector study identified a number of elements affecting the demand for child care and the demand for the child care workforce. The elements affecting demand for child care fell into two main categories: the public policy environment and the demographic environment. The demand for the child care workforce is obviously driven by the demand for child care, but also by provincial/territorial regulations that stipulate child:staff ratios and required proportion of staff with specific qualifications, turnover rates and other job opportunities in the broader ECEC sector. Precise calculations based only on factors that are quantifiable will not capture the dynamics involved, but further discussion of each element should assist policy makers, educators and the sector in planning for the future.

In the LMU, we are focusing on the key changes that have occurred since the sector study that are specific to issues of demand.

## 4.1 Major Public Policy Changes and Initiatives

The current public policy landscape in Canada has changed since the 1998 child care sector study. The importance of the early years is on the public radar screen and is influencing public policy and funding decisions. Increasingly, reports and publications conclude that the recognition of child care as an important component of any strategy to address early child development is essential. Public policy is one of the key drivers of demand for child care. The level and types of public funding, eligibility for access to programs, and planning for service development all play a major role in affecting parent "choice"—what programs are available that they can afford, are convenient, that meet the development needs of their child, and that operate at hours suitable to their employment if they are working.

In most Western European countries, the majority of preschool children attend publicly funded and publicly delivered ECEC programs for at least 2 years before entry into formal schooling. Governments and public opinion recognize the need for public investment in ECEC.[1] There is considerable attention to the transition between early childhood programs and the school system and the need for pedagogical consistency.[3] The purpose of these ECEC programs is twofold: to support optimal child development and to support parents' participation in the workforce. Goals and targets are established for provision and for quality.

In Canada, every province and territory provides kindergarten for 5-year-olds that is widely available for all children. There are no direct user fees, access is not tied to parental labour force participation nor are there other eligibility restrictions. However, since the primary purpose of kindergarten is child development and preparation for formal schooling, little consideration is given to the labour force needs of parents in the design of the program. Other forms of ECEC provision are generally developed in an ad hoc manner, with the main responsibility falling to parent groups, voluntary organizations and small businesses to plan for, to develop, to fund and to operate programs. With a few notable exceptions—the governments of Quebec (and to a limited extent, Manitoba) and the City of Toronto—there is no overall plan for child care.

The approach to funding child care primarily as a support to labour force participation with eligibility criteria that change regularly, and separate initiatives to support early childhood development, have resulted in increased fragmentation within regulated child care and increased instability for its workforce.

There have been a number of key policy changes and initiatives in the last few years with the potential to have a significant impact on the development of child care and on the demand for early childhood educators. ECEC programs are broadening beyond the scope of regulated child care. Some school boards are showing an interest in extending their programs for younger children; there has been a proliferation of new "early years" programs, usually aimed at both parents and children, and there has been much discussion about the need for better integration of child care, education and parenting supports. The demand for skilled, qualified early childhood educators is growing, but a coordinated effort of service planning and service integration will be essential to develop a sustainable system of ECEC in which child care has a clearly defined role.

The following is a description of four key policy changes and influences that are affecting the development of and demand for service and for the ECEC workforce:

- the increase in maternity and parental benefits;
- the Early Childhood Development Agreement and the Multi-Lateral Agreement on Early Learning and Child Care;
- how Quebec addressed the demand for child care; and
- the OECD Thematic Review of Early Childhood Education and Care.

### 4.1.1 Increased maternity and parental leaves and benefits

In 2000, the federal government more than tripled the amount of time an eligible mother or father could receive parental benefits. Bill C-32 amended the *Employment Insurance Act,* increasing the maximum length of parental and adoption benefits for eligible parents from 10 to 35 weeks. Parental benefits are available to both biological and adoptive parents and can be shared by the parents, and now only one parent must serve the 2-week waiting period when parents share parental benefits. For biological parents, the combined maternity and parental benefits are now paid for 1 year. Federal benefits provide eligible employees with salary

replacement of 55% of earnings up to a maximum of $413/week. All provinces and territories have revised their employment standards legislation to reflect this extended benefit period, though there is some variation across jurisdictions in the details of the leave provision.

There has been a dramatic increase in both the number of claimants and the duration of the benefit. Early results on take-up suggest that eligible parents are taking a significantly longer period at home following the birth or adoption of a child; however, in 2001 61% of women received benefits, compared with 54% in 2000 and 52% in 1995.[4] The impact of the new parental leave provisions are only beginning to be felt, but will likely include:

- a reduced demand for care for very young infants;
- an increased demand for family resource centres and other parenting programs; and
- an increased need for replacement staff in child care centres when child care staff are taking longer parental leaves.

## Box 4.1

**Some Changes Since the Amendment to the Employment Insurance Legislation**

- There was an increase in length of leave, from an average of 5 to 6 months to between 9 and 12 months.
- Women with partners claiming parental benefits were 4.6 times more likely to return to work within 8 months than those whose partners did not claim benefits.
- There has been a five-fold increase in the number of men receiving parental benefits.
- Mothers who returned to work within 4 months had median annual earnings of just under $16,000.
- Among self-employed women, the median time off work was 1 month, both in 2000 and 2001.

In 1995, approximately 52% of mothers with newborns received maternity benefits (194,000 claims; 370,000 births).
In 2001, 61% of mothers with newborns received maternity benefits.
Of those who did not receive benefits:

- 23% were not in the paid labour force;
- 12% were ineligible or did not apply; and
- 5% were self-employed.

**Source:** Marshall (2003).

Table 4.1 shows the average length of benefits taken for maternity, parental and adoption leave in 2001/2002. Table 4.2 shows the increase in spending, benefit levels and number of claimants between the time of the sector study and the first year of the enhanced program.

## Table 4.1 Average Length of Maternity, Parental and Adoption Benefits, 2001/2002

| Maternity Benefits 2001/2002 | | | Parental Benefits 2001/2002 | | | |
|---|---|---|---|---|---|---|
| Number of Births | Number of Maternity Claims | Average Length of Benefit (Weeks) | Biological: Average Length of Benefit (Weeks) | | Adoptive: Average Length of Benefit (Weeks) | |
| | | | Women | Men | Women | Men |
| 327,187 | 193,020 | 14.6 | 23.5 | 14.5 | 29.0 | 19.0 |

**Source:** 2001/2002 EI administrative data.

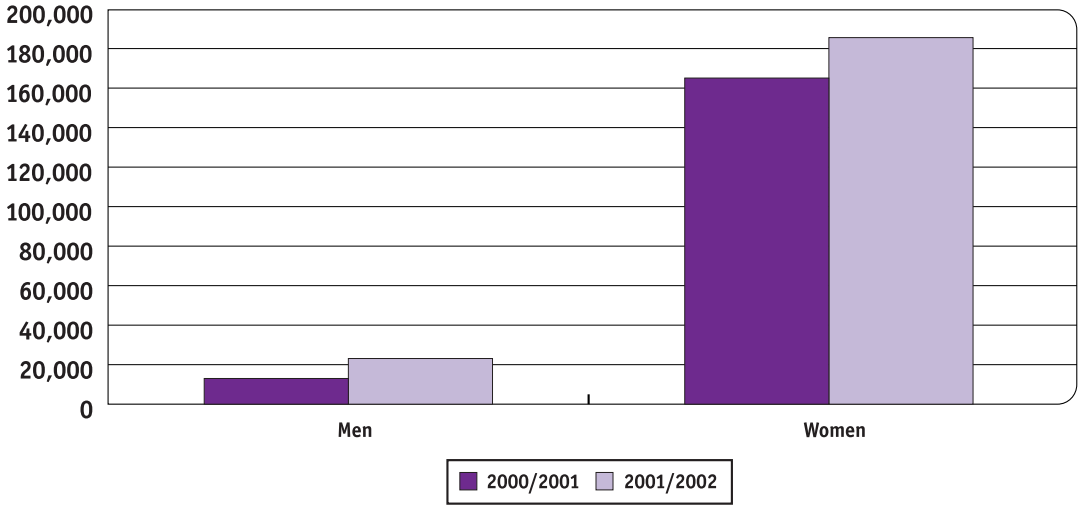
## Table 4.2 Spending on Maternity and Parental Benefits and Number of Claimants, 1995 and 2001/2002

| Benefit Type | Spending $ (millions) | | Average Weekly Benefit ($) | | Number of Claimants | |
|---|---|---|---|---|---|---|
| | 1995 | 2001/2002 | 1995 | 2001/2002 | 1995 | 2001/2002 |
| **Maternity** | 778 | 842.9 | 274.97 | 294 | 194,000 | 193,020 |
| **Parental** | 440 | 1,279.8 | 279.38 | Women: 299 | Women: 173,000 | Women: 185,550 |
| | | Women: 1,176.9 | | Men: 362 | Men: 7,000 | Men: 23,120 |
| | | Men: 102.9 | | | | |
| **Adoption** | 6 | 21.5 | 348.05 | Women: 346 | Women: 1,300 | Women: 2,130 |
| | | Women: 18.18 | | Men: 377 | Men: 200 | Men: 470 |
| | | Men: 2.97 | | | | |

**Source:** Beach, Bertrand & Cleveland (1998); EI administrative data 2001/2002.

Chart 4.1 shows the increase in the number of both mothers and fathers claiming parental benefits in the first year of the expanded program.

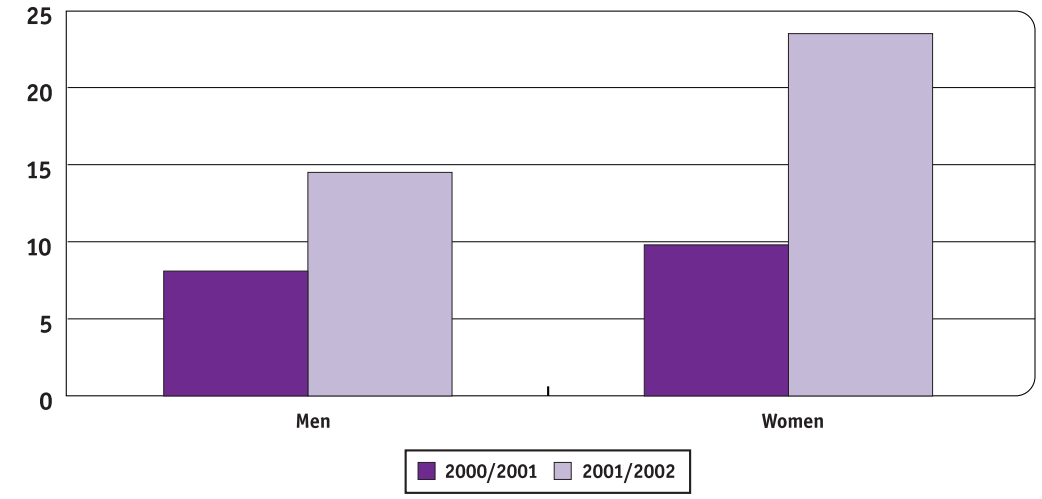
## Chart 4.1 Number of New Parental Benefit Claims by Men and Women, by Fiscal Year




**Source:** Human Resources Development Canada (2003).

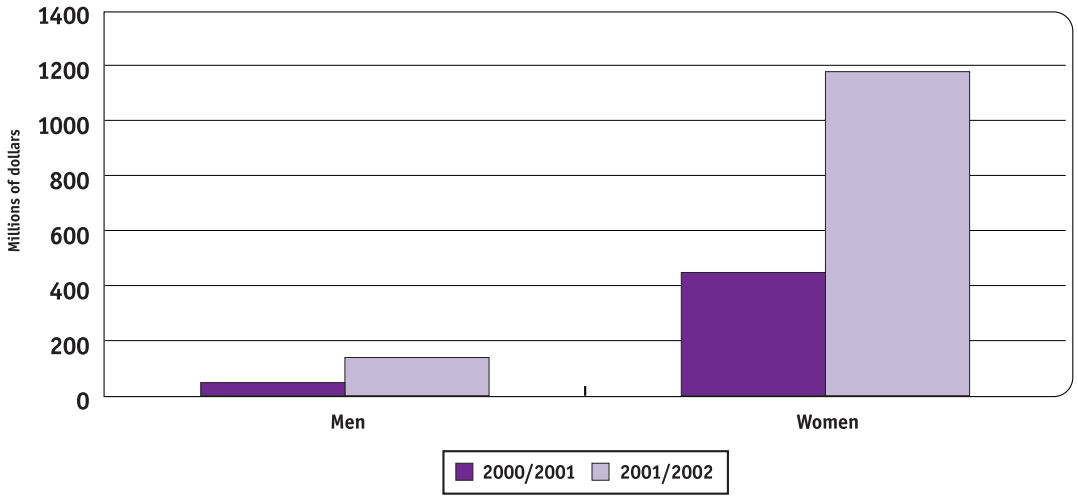
Charts 4.2 and 4.3 show the dramatic increase in the length of benefit period and the overall spending after the first year of the increased benefit period.

### Chart 4.2 Average Length of Parental Benefit Claim in Weeks for Men and Women, by Fiscal Year




**Source:** Human Resources Development Canada (2003).

### Chart 4.3 Average Length of Adoption Claim in Weeks for Men and Women, by Fiscal Year




**Source:** Human Resources Development Canada (2003).

#### 4.1.2 The Early Childhood Development Agreement and the Multi-Lateral Agreement on Early Learning and Child Care[5].

In September 2000, Canada's First Ministers[1] announced an agreement on early childhood development services, as part of the National Children's Agenda. The Early Childhood Development (ECD) Agreement focuses on children 0 to 6 and has the following objectives:

- to promote early childhood development so that, to their fullest potential, children will be physically and emotionally healthy, safe and secure, ready to learn, and socially engaged and responsible; and
- to help children reach their potential and to help families support their children within strong communities.

First Ministers agreed on four key areas of action:

- healthy pregnancy, birth and infancy;
- parenting and family supports;
- early childhood development, learning and care; and
- community supports.

[1] The Government of Quebec supported the general principles of the ECD Agreement but it does not participate in federal/provincial/territorial agreements.

First Ministers indicated that investments for early childhood development should be "incremental, predictable and sustained over the long term." The Government of Canada committed $2.2 billion over five years to provincial/territorial governments through the Canada Health and Social Transfer (CHST), to support early childhood development programs and services undertaken by provincial/territorial governments. In 2001/2002, approximately $18.4 million of the $300 million allocated to early childhood development was spent on regulated child care, or just over 6% of the total. The range of spending on child care across provinces and territories was from 0% to over 60%. Some provinces and territories saw considerable growth and enhancements to regulated child care, and in others development of and expansion to a range of family support and education programs, often to the exclusion of child care. As a result of the ECD Agreement there have been many new job opportunities for qualified early childhood educators, but many of those opportunities are in programs other than child care. Since the "other" programs are generally publicly funded and are not reliant on user fees, they have often been able to pay better wages and provide better working conditions than child care centres. The result has contributed to the shortage of qualified early childhood educators to work in regulated child care.

In March 2003, building on the ECD Agreement, the Federal/Provincial/Territorial Ministers Responsible for Social Services agreed to a framework to improve access to affordable, quality, provincially and territorially regulated early learning and child care programs and services.

The objective of the Multilateral Framework Agreement on Early Learning and Child Care is to further promote early childhood development, and support the participation of parents in employment or training by improving access to affordable, quality early learning and child care programs and services. In the first 2 years of the agreement, $100 million will be transferred through the CHST to the provinces and territories for regulated early learning and child care programs for children under 6, primarily for direct care and early learning for children in settings such as child care centres, family child care homes, preschools and nursery schools. By year 5, $350 million will be transferred to the provinces and territories[1].

The Multilateral Framework Agreement is seen by some as the first step toward a national child care program. It is therefore particularly important that the child care sector address both the current problem of attracting and retaining qualified staff, and to plan for the future increase in child care services and the related labour market needs[2].

### 4.1.3 How Quebec addressed the demand for child care

In 1996, after years of pressure from unions, child care associations, advocacy groups and parents, the Government of Quebec, with the Parti Québécois in power, decided to focus attention and resources on ECEC in order to support families and children, reduce poverty, support women's equality and labour market attachment.

Quebec took a multifaceted approach to the development and expansion of regulated child care—the only real example of a concerted effort to develop a system with goals, target levels of service and a time frame for achieving the goals. The development of this system has been observed with much interest across the rest of Canada—by policy makers, by child care advocates and by the sector itself, and there are many lessons to be learned from this ongoing development.

Because ECEC was a major component of a global strategy for social and economic development, Quebec chose to address important issues related to child care. Among these were issues related to quality, affordability, accessibility, inclusion, human resources and financing.

A systematic and comprehensive plan was developed and implemented. This plan revolved around several key elements:

- creating a new ministry: Ministère de la Famille et de l'Enfance (MFE), responsible for family policy and child care programs for preschool children;
- making child care a key component of a three-pronged family policy; and
- restructuring the child care infrastructure through the:
  - amalgamation of centre-based care (non-profit centres) and family child care services into early childhood multi-service agencies (CPEs) and gradual introduction of a $5/day program for all children 0 to 4
  - significant expansion of preschool child care services
  - introduction of full-day kindergarten for 5-year-olds

[1] The 2004 federal budget increased funding by $75 million annually for both 2004/2005 and 2005/2006.

[2] In the 2004 federal election campaign, the Liberal Party included in its platform a 5-year, $5-billion "Foundations" program to accelerate the establishment of a Canada-wide early learning and child care system.

- significant expansion of school-age child care programs at $5/day through the school system
- public funding of approximately 80% of the cost, with parent fees covering approximately 20%

Increasing the requirements for and access to training.

- increasing the required proportion of trained staff to two thirds of staff with a certificate (Attestation) plus 3 years' experience or a 3-year diploma (DEC). It appears that after a major campaign from 1999 to 2002, led by the MFE, the colleges and Emploi Québec, there is a sufficient number of trained staff to cover the needs of the CPEs at the provincial level; however, in some regions or sub-regions, there is a lack of qualified educators
- additional training requirements for centre-based staff and family child care providers. For FDC providers, 45 hours of training and first aid, and 6 hours of professional development a year
- introduction of university-level certificates in areas such as early childhood development and programming, management, pedagogical training *(conseillère pédagogique)* and school-age child care
- provision of an ECE program through Emploi Québec for people who did not have the training requirements at a certificate level (880 hours of CEGEP level)
- in school-age programs, the unions were successful at the bargaining table in 1999 in getting the employer to recognize the educational dimension of the coordinator and staff roles. Coordinators are now required to have a college diploma in ECE or an equivalent qualification; however, no specialized training is required of staff, other than high school completion and a first aid course.
- regional child care organizations have established an "educator replacement-referral service" whereby CPEs which need educators call in for staff. There is a close relationship with the colleges which train new graduates.

- Recognition through quality and improved wages and working conditions
  - introduction of an educational framework both in centre-based care and family child care. Centred on learning through play and holistic development of the child, it is quite close to the framework used in kindergarten.
  - a major campaign undertaken from 1999 to 2002 promoting child care as a career
  - significant wage increases (average 40% over 4 years) in 1999. A 3-year contract was negotiated at the provincial level with the confédération des syndicates nationaux . The salary and experience grid is applicable to all centres, whether unionized or not.
  - in 2003, the introduction of a pension plan
  - in 2003, the extension of the contract for 1 year with a 2% overall wage increase
  - establishment of a pay equity committee; the analyses of its findings are still in process.
  - increased family child care provider's remuneration in 1999, as well as in 2003

The expansion and diversification of child care services have increased job opportunities in the sector. Between 1995 and 2003, Quebec increased the number of child care spaces as follows:

- 36,788 centre-based preschool spaces, creating approximately 5,255 full-time equivalent (FTE) positions
- 93,960 school-age spaces, creating approximately 6,265 positions
- 57,490 family child care spaces, increasing the number of regulated family child care providers by approximately 11,500

### *The role of the unions*

- In 1999 central bargaining was introduced. As a result of central bargaining, an employer's association was developed to represent the CPEs at the bargaining table, along with the unions representing employees and government. Central bargaining played an important role in addressing recruitment and retention concerns—wages, benefits and working conditions were significantly improved; these improvements applied to all CPEs, whether or not they were unionized.
- Wage scales were negotiated in 1999 for all positions within a CPE, including those of the managerial staff.
- The unions have played an important role in recognizing the importance of school-age child care by defining within the collective agreement the position of coordinators and staff and by pushing for a minimum level of training.
- Up until 1999, the wages of staff in school-age programs were superior to those of early childhood educators in centre-based care despite lower educational requirements. The school-age program employees were all unionized. With the 1999 negotiations in the CPEs, the disparity has disappeared and now wages are close to equivalent, although the educational requirements are still lower in school-age programs.

### *Turnover*

- It would appear that with the implementation of the salary grid, taking into account training and years of experience, there was considerable turnover in the first year of the reform. A number of staff who were no longer satisfied with their work environment moved to other centres to improve their overall conditions, even if they stayed in their same position (i.e. continued working as a cook or as a teacher), because they would not be financially penalized. The situation appears to have since stabilized.

- There was also turnover due to the massive expansion and numerous job openings. For instance, an educator who felt she would not be able to access a higher level job within her CPE because of colleagues with more seniority moved to a new CPE where she could become supervisor-coordinator or even directrice générale.
- According to a ministry report published in June 2003 on turnover rates of family child care providers, 700 providers submitted a request to disaffiliate from their CPE in 2001/2002. The year before, the number was 818. This is a relatively low rate of 5.8%.

***Other initiatives***

- There are pilot projects under way in 20 CPEs, where affiliated family child care providers do not have to include their school-age children in their ratio.
- A study on human resources needs in Quebec's child care system is due to be published in spring 2004.
- The government no longer requires small- and medium-size (under $1 million annual payroll) businesses (CPEs in this instance are considered to be businesses) to invest 1% of payroll in training. This will certainly have an impact on the provision of in-service training in child care.

### 4.1.4 The OECD Thematic Review of Early Childhood Education and Care

In 1998, the Education Committee of the Organisation for Economic Co-operation and Development (OECD) launched a Thematic Review of Early Childhood Education and Care (ECEC). The OECD provided the following rationale for undertaking the review:[6]:

> *The provision of care and education for young children is a necessary condition for ensuring the equal access of women to the labour market. In addition, early development is seen as the foundation for lifelong learning. When sustained by effective fiscal, social and employment measures in support of parents and communities, early childhood programming can help to provide a fair start in life for all children and contribute to social integration*

Twelve countries participated in this review, and followed the same process: the preparation of a Background Report within a common framework across countries; visits by an international review team; and the preparation of the "Country Note," the results of the findings from the international review team. Following the 12 reviews, a comparative analysis of major policy developments and issues, identification of innovative approaches, and policy options and lessons was undertaken and presented in the report of the Thematic Review, Starting Strong[7].

A second Thematic Review was begun in 2002 with Canada as one of the eight participating countries. Four provinces agreed to host the international team, which visited programs and met with officials and the ECEC community in September 2003. The Background Report and Country Note are expected to be released in the fall of 2004.

While the results of this review have not resulted in any policy changes to date, the review has served an important function in raising a number of issues about the current delivery of ECEC.

Canada can now be compared with and learn from the provision of ECEC in other OECD countries, as well as consider the provision of ECEC services within a broader framework.

The policy developments and policy lessons in Starting Strong are being considered and drawn on by governments and the child care community. For example, the Child Care Advocacy

Association of Canada recently prepared a discussion paper that applies the policy lessons to the Canadian context, makes recommendations and presents options to advance child care.

Seven cross-national policy trends were identified in *Starting Strong*:

1. Expanding provision toward universal access
2. Raising the quality of provision
3. Promoting coherence and coordination of policy and services
4. Exploring strategies to ensure adequate investment in the system
5. Improving staff training and working conditions
6. Developing appropriate pedagogical frameworks for young children
7. Engaging parents, families and communities

As well, eight policy lessons were identified. They are noted below, with further description contained in Appendix 6.

1. A systemic and integrated approach to policy development and implementation
2. A strong and equal partnership with the education system
3. A universal approach to access, with particular attention to children in need of special support
4. Substantial public investment in services and the infrastructure
5. A participatory approach to quality improvement and assurance
6. Appropriate training and working conditions for staff in all forms of provision
7. Systematic attention to monitoring and data collection
8. A stable framework and long-term agenda for research and evaluation

Canada's participation in this current Thematic Review is helping change the way child care and ECEC is viewed, or at least it is widening the discussion about the purpose of child care and other ECEC programs and services; the kinds of supports that are needed to create a sustainable system; delivery options for integrated or split systems of child care; and the implications for training, educating and compensating the workforce.

## 4.2 The Demographic Environment

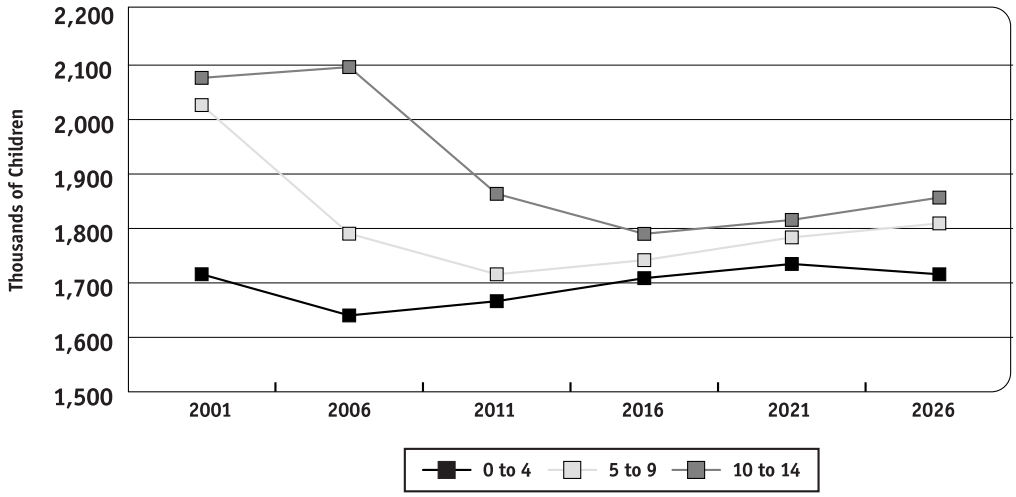
Trends in birth rates, patterns of immigration and labour force participation all play a role in determining who will need and be likely to use regulated child care, contributing to the demand for the child care workforce.

### 4.2.1 The population

Canada's population is aging. The median age of Canadians is one of the highest among OECD countries. In 2001, the median age increased by 4% to 37.6 years over the previous 10 years and is projected to increase another 3% in the next 10 years. The fertility rate has dropped to 1.5 children per woman from over three about 40 years ago.[8] As described in Chapter Two, not only is the general workforce aging, but the increase in the age of the child care workforce is also growing at a faster rate than most other occupations. This will have an impact, not just on recruiting workers to replace those who are retiring, but for changes to the work environment necessary to make accommodations for the impact of physical demands of the job on older workers

As a result of the declining fertility rate, there has been a steady decrease in the child population, especially of very young children. However, Statistics Canada projections show that after 2006 the population of children 0 to 4 will begin to increase. The population of children 5 to 9 is expected to decrease considerably until 2011 and then steadily increase for the following 15 years. This would suggest that the greater demand for child care over the next 10 years will be among the preschool population. (This does not suggest, however, that the supply of child care comes close to meeting the demand of any age group, but only to suggest where the greatest pressure is likely to occur.)

**Chart 4.4 Projected Child Population, 2001 to 2025, by Age Groups**




**Source:** Statistics Canada CANSIM table 052-0001.

The overall population has increased since the child care sector study by 4%, and most of this growth has occurred in large urban areas. The main exception to the trend in population growth is among the Aboriginal population—a 22.2% increase since 1995. One third of the Aboriginal population is under 15, compared to 19% of the overall Canadian population.[9]

Another exception to the population trends is among new Canadians. Between 1991 and 1996, the immigrant population increased by more than three times that of the Canadian-born population. Close to two thirds of the children who came to Canada between 1997 and 1999 spoke neither English nor French. In kindergarten classes in some of the largest urban areas, more than half the children are from recently immigrated families[10].

There will be an increased demand for early childhood educators that reflect the changing face of the Canadian population and to address the many issues specific to the health, cultural and educational needs of the growing immigrant and Aboriginal communities. ECEC programs contribute to the social inclusion of all children[11].

### 4.2.2 The labour force participation rate of mothers

Canada continues to have a high labour force participation rate of mothers with young children. In 2002, over 62% of all mothers with a child under 3 and over 68% of all mothers whose youngest child was between 3 and 5 participated in the labour force.

Table 4.3 shows the increase in the labour force participation rate of mothers since 1995 and shows the variation in participation rates of lone-parent mothers and those with partners. The largest increase in participation rate is among lone-parent mothers with a child under the age of 3. This is at least in part attributable to changes in welfare policy in some provinces, requiring mothers of young children to seek employment or engage in training.

### Table 4.3 Labour Force Participation of Mothers by Age of Youngest Child, 1995 and 2001

| All Women 15 years or Older (%) | | Women with Children (%) | | | | | | | |
|---|---|---|---|---|---|---|---|---|---|
| | | | Youngest Child Under 3 | | Youngest Child 3–5 | | Youngest Child 6–15 | |
| 1995 | 2002 | | 1995 | 2002 | 1995 | 2002 | 1995 | 2002 |
| 52.3 | 56.4 | All mothers | 56.2 | 62.4 | 60.7 | 68.4 | 70 | 76.9 |
| | | Lone-parent mothers | 29.1 | 46.7 | 41.9 | 59.5 | 61.1 | 74.2 |
| | | Women with partners | 59.8 | 64.1 | 64.4 | 69.9 | 71.7 | 77.5 |

**Source:** Statistics Canada (2003).

As Table 4.4 shows, there has been little change since 1995 in the percentage of women working part time and those who are self-employed.

### Table 4.4 Part-time and Self-Employment of Women

| Part-time Employment (%) | | Self-Employment (%) | |
|---|---|---|---|
| 1995 | 2002 | 1995 | 2002 |
| 28.6 | 27.7 | 11.7 | 11.4 |

**Source:** Statistics Canada (2003).

For women 25 to 44, the main reason given for part-time employment was caring for children (33.6%). For women 15 to 25, the main reason was going to school (72.3%), and for women 45 or over the main reason was personal preference (54.4%).

#### 4.2.3 Number of Children Using Child Care

As was the case for the first child care sector study, the only available recent Canadian data source for the number of children using various child care arrangements is the National Longitudinal Survey of Children and Youth (NLSCY). In the child care sector study, results from the first cycle (1994/1995) of the NLSCY were reported. For this update, the most recent available results come from the fourth cycle (2000/2001).

It must be kept in mind that the items and response rules were not completely consistent across the NLSCY cycles, and therefore direct comparisons are somewhat dangerous or inappropriate. For instance, with regards to self-care arrangements, the choices for that item were yes/no in cycle 1, and always/sometimes/no in cycle 4. Also, it cannot be guaranteed that the results for the two time periods were derived in exactly the same way. Given these caveats, the results show that, both for children 0 to 5 years old and children 6 to 11 years old, there was a trend toward greater use of regulated child care relative to the use of unregulated care arrangements. For example, for children 0 to 5, the number of children in regulated forms of care increased by 115,700, while the number in unregulated forms of care (including relative care) decreased by 110,500. Table 4.5 shows the changes in child population and child care arrangements between 1994/1995 and 2000/2001.

### Table 4.5 Number of Children in Various Child Care Arrangements, 1994/1995 and 2000/2001

| | Children 0 to 5 | | | Children 6 to 11 | | |
|---|---|---|---|---|---|---|
| | 1994/1995 | 2000/2001 | % Change | 1994/1995 | 2000/2001 | % Change |
| **Child population** | 2,400,000 | 2,076,255 | -13.5 | 2,450,000 | 2,438,920 | -0.5 |
| **Relative Care** | 200,200 | 176,300 | -11.9 | 122,400 | 186,300 | 52.2 |
| **Regulated Care** | | | | | | |
| • Child care centre | 188,000 | 274,500 | 46.0 | 108,100 | 309,900 | 186.7 |
| • Family child care | 79,800 | 109,000 | 36.6 | 28,900 | 50,600 | 75.1 |
| **Unregulated Care** | | | | | | |
| • Family child care | 303,000 | 225,000 | -25.7 | 211,200 | 263,400 | 24.7 |
| • Child's own home | 127,600 | 119,000 | -6.7 | 86,300 | 142,000 | 64.5 |

**Source:** Statistics Canada (2001), NLSCY Cycle 1 for 1994/1995 child care arrangements and NLSCY Cycle 4 Remote Data Analysis for 2000/2001 child care arrangements.

Table 4.6 shows the mean number of hours per week of child care for Canadian children with non-parental arrangements, both overall and by type of individual arrangement. For those age 0 to 5 years, the average time in non-parental care was around 30 hours per week, of which 27 hours were in the main child care arrangement. Children 6 or older used non-parental care for about 13 hours per week, of which 11 hours were in the main arrangement. Average weekly usage was highest for day care centres and family child care (27 to 30 hours per week for children 0 to 5), compared to 19 to 22 hours per week for relative care, care in the child's home by a non-relative, and nursery schools.

**Table 4.6 Mean Number of Hours per Week in Care, by Type of Arrangement, by Age Group of Child**

| *Type of Arrangement* | *Under 2* | *2 to 5* | *6 to 11* |
|---|---|---|---|
| **Total for All Arrangements** | **30.5** | **30.1** | **13.3** |
| **Total for Main Care Arrangement** | **27.3** | **27.2** | **11.1** |
| | | | |
| Non-relative, someone else's home | 29.3 | 26.5 | 11.1 |
| Relative, someone else's home | 21.4 | 19.3 | 10.4 |
| Non-relative, child's home | 20.8 | 22.1 | 13.3 |
| Relative, child's home | 19.8 | 20.4 | 12.8 |
| Older sibling | 11.1 | 8.5 | 7.4 |
| Day care centre | 30.4 | 30.2 | 14.6 |
| Before-/after-school program | -- | 12.3 | 10.6 |
| Nursery school | -- | 19.0 | -- |
| Child in own care | -- | -- | 4.8 |

**Source:** NLSCY Cycle 4 Remote Data Analysis.

## 4.3 The Demand for Different Types of ECEC

One can assume that the demand for infant care, and to a large extent school-age care, is largely tied to parental labour force participation, rather than for child development reasons. Demand for ECEC for 2- to 5-year-olds includes labour force participation, but there are also separate reasons for demand unrelated to labour force participation. If the primary focus and purpose of the program is "education," regardless of the age of the child, the demand appears to be greater.

In all provinces and territories, over 95% of 5-year-olds attend kindergarten, whether it is provided full or part day, whether enrolment is voluntary or compulsory, whether or not the child is also attending a child care centre, having numerous transitions during the day, and even if the parent sees no significant reduction in child care fees. The same holds true in Ontario, where almost all children attend 4-year-old kindergarten (JK) in school boards where it is offered. Some school boards in other provinces are in the early stages of developing or at least considering providing ECEC and kindergarten in a variety of ways.

In numerous focus groups conducted for this update, child care staff working in centres who offered both full-day child care and part-day nursery school programs mentioned that increasing numbers of parents whose children were attending full-day child care wanted their children to also attend the nursery school component, even if they had to pay an additional amount. The fact that staff may work in both parts of the centre, have the same qualifications, and even do similar activities made little difference to the perception that nursery school was more "educational" than child care.

Table 4.7 provides results from a 2003 parent survey conducted in British Columbia, showing that developmental and social reasons dominate for preschool care, but are a relatively minor consideration for school-age children, for whom convenience of location and hours were more important. Only about 1% of parents indicated that they were using preschools because other choices were not available, compared to 11% and close to 10% for those using child care centres and out-of-school programs, respectively.

## Table 4.7 Reasons for Choosing Various Child Care Arrangements (% of Children of the Appropriate Age Groups, in Non-Parental Arrangements)

| | Preschool (Nursery School) | Child Care Centre for 3- to 5-Year-Olds | Out-of-School Centre |
|---|---|---|---|
| Early childhood development reasons | 45.1 | 17.4 | 7.6 |
| Social development | 39.6 | 16.9 | -- |
| The setting is what I want | 14.1 | 14.3 | 15.7 |
| Convenient location | 13.4 | 25.5 | 49.7 |
| Like the child care provider | 12.2 | 8.9 | 12.8 |
| Qualifications or training of provider | 7.9 | 17.0 | 15.2 |
| Convenient hours | 5.8 | 21.4 | 30.8 |
| Language or cultural reasons | 4.8 | 2.7 | 2.2 |
| To take a respite or break | 4.5 | 2.1 | 1.1 |
| Setting is inclusive | 2.3 | 1.7 | 1.5 |
| Other choices not available | 1.3 | 11.2 | 9.6 |
| Other | 8.9 | 11.9 | 18.0 |

**Source:** British Columbia, Ministry of Community, Aboriginal and Women's Services (2003).

**Note:** Column percentages add to more than 100% as respondents could make up to three responses.

There are many reasons why parents "choose" different forms of care and education for their children, but many of those choices are limited by availability, cost, convenience of location, suitability of hours, cultural appropriateness, quality, eligibility of access, and any particular additional supports particular children require. At the moment, in most of the country, programs that parents want and need for their children are there more by chance than by design.

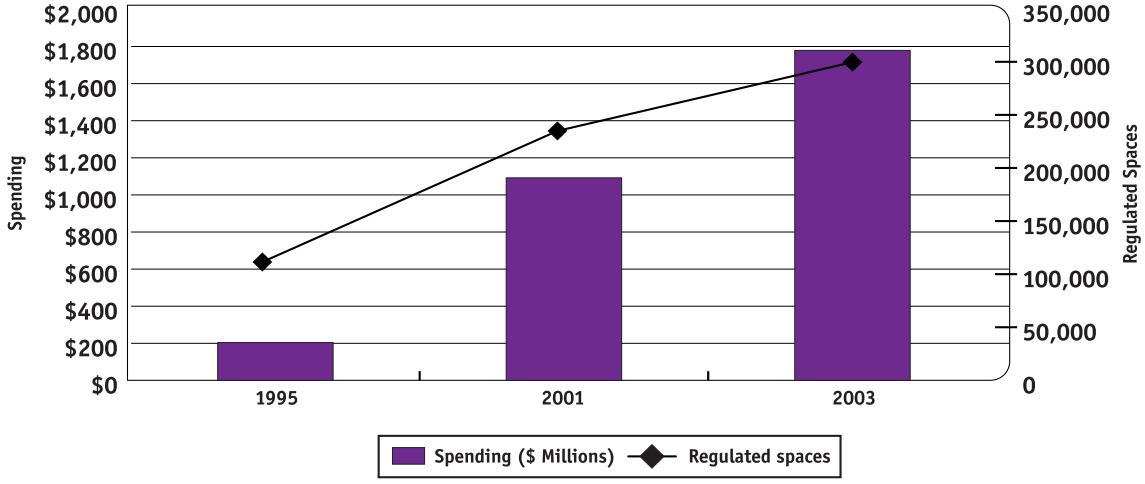
As described earlier in this chapter, concerted and coordinated efforts on the part of governments such as Quebec can make an enormous difference to the type of choice parents have and the demand for child care.

In 2001, a demand study was conducted to assess the actual impact of the new program on patterns of use of child care.[12] The results of the study showed that over half of children under 5 who are in a child care arrangement while their parents are working or studying had access to a $5/day space.

- Almost two thirds (64.8%) of families with children under 5 were attending child care on a regular basis.
- 58.7% of children under 5 are cared for on a regular basis due to their parents working or studying.
- 55.6% of children under 5 attending child care on a regular basis due to parents working or studying have access to a $5/day space.
- More than two thirds of families not using child care on a regular basis say they would be interested in using the $5/day program.
- 65.2% of families using child care on a regular basis said they would be willing to change settings to access a $5/day space.

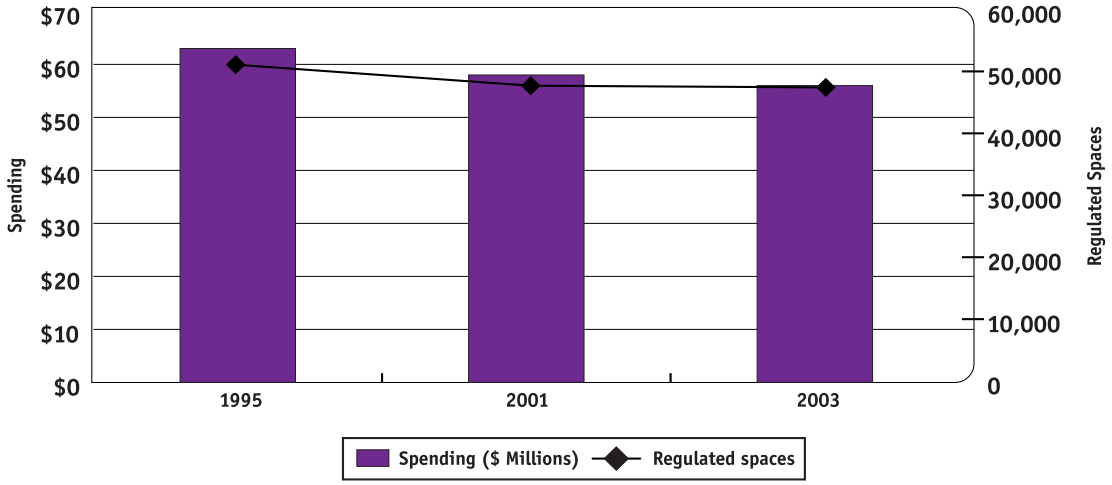
Charts 4.5 and 4.6 show the contrast between Quebec and Alberta in changes to spending and to the supply of regulated child care since 1995. Clearly, the public policy decisions play a major role in the development of services and meeting the demands for the workforce. Quebec made a policy decision to focus support for children and families through the regulated child care system on a province-wide basis; Alberta has chosen a structure of regional Child and Family Service Authorities, with whom priority setting and funding allocations rest.

### Chart 4.5 Quebec : Actual Child Care Spending and Number of Regulated Spaces for Children 0 to 12, 1995 to 2003




**Source:** Friendly, Beach & Turiano (2002), for information from 1995 and 2001.
LMU key informant interview and provincial/territorial survey information from 2003.

### Chart 4.6 Alberta: Actual Child Care Spending and Number of Regulated Spaces for Children 0 to 6, 1995 to 2003




**Source:** Friendly, Beach & Turiano (2002), information for 1995 & 2001.
LMU key informant interview and provincial/territorial survey for 2003.

## 4.4 The Demand for Early Childhood Educators and a Child Care Workforce

A number of provincial job futures, work futures and employment ministry websites contain information about early childhood educators and assistants and future job prospects. Generally, this information looks at demand for early childhood educators and assistants in relation to general employment/unemployment (workforce participation), age of population and government policy and regulation.

The highest concentrations (per 10,000 people) of early childhood educators and assistants are found in Quebec and Manitoba, while the lowest concentrations are in Newfoundland and Labrador, and New Brunswick[13].

Of the jurisdictions with recent information, employment potential for early childhood educators and assistants is clearly linked to the policy directions for ECE in individual provinces. Prospects are good for certified early childhood educators in Prince Edward Island, average/growing in Nova Scotia and Yukon, a high opportunity occupation in Winnipeg (Manitoba) and among the occupations in highest demand in Quebec.

Table 4.8 gives some examples from this supply, demand and outlook information in selected provinces and territories.

## Table 4.8 Provincial/Territorial Supply, Demand and Outlook Information, Early Childhood Educators and Assistants

| Province or Territory | Current Demand and Supply | Outlook/Employment Potential | Date of Information |
|---|---|---|---|
| **Prince Edward Island** | There are often job openings advertised for certified workers. Some employers, especially those in rural areas, experience difficulty in finding certified early childhood educators. About 40% of the workers in this occupation are self-employed, and there may be some opportunity for further developments in this area. There will also be some opportunity for employment as workers change jobs or leave the workforce. | In the short term, there will be employment opportunities in the local labour market for skilled clients in this occupation and the short-term outlook (3–6 months) for employment is good.<br><br>The long-term employment outlook for this occupation is good for certified early childhood educators. The number of licensed day cares, kindergartens and before- and after-school programs has increased in recent years.<br><br>Good employment potential. | January 2004 |
| **Nova Scotia** | Competition for any job openings could come from the 82.4 early childhood educators and assistants who are unemployed in Nova Scotia, on average, every year. New graduates from within the province as well as from other parts of Canada could also apply for any jobs. | The chances of finding employment can generally be judged by looking at supply and demand. However, it is possible those unemployed workers in this occupation do not possess the required skills or that they will choose to work in another occupation with similar skill levels. Working conditions are usually a big factor in these types of decisions.<br><br>Employment of early childhood educators and assistants is expected to increase at an about average rate from 1998 through 2008.<br>Estimated change in employment between 2002 and 2007: Demand is growing | Employment Outlook based on an annual employment forecast done by HRDC-Nova Scotia and on data gathered from Employment Insurance beneficiaries in the province. |
| **Quebec** | Reasons for labour demand:<br>Développement du réseau des garderies<br>La réglementation exige que deux éducatrices ou éducateurs sur trois soient diplômés<br>Among the occupations currently in highest demand in Quebec (Occupation for which the current labour demand is deemed sufficient to allow qualified persons looking for employment to enter this occupation and to be reasonably likely to find an opportunity in a given region). | Given anticipated labor demand and the unemployment situation at the start of the period, job market entry potential will be good 2003 to 2007<br><br>Overall, the positive effects of an increased participation rate for women and $5/day should offset the negative effects of a low birth rate. As a result, the number of early childhood educators and assistants is forecast to increase rapidly over the forecast period (2002–2006) and then to stabilize and finally to decrease. | Summer 2003 |
| **Manitoba** | Manitoba Advanced Education and Training lists early childhood educator/preschool teacher as a high-demand occupation (for Level II and III certified early childhood educators) across Manitoba. | Manitoba Job Futures – does not list early childhood educators | August 2003 |

**Source:** Prince Edward Island HRDC (NOC 4214): http://www.pe.hrdc-drhc.gc.ca/common/occup/emp-pot.shtml; http://www.pe.hrdc-drhc.gc.ca/common/occup/emp-pot.shtml
Nova Scotia: HRDC (NOC 4214): http://www.ns.hrdc-drhc.gc.ca/english/lmi/occsums/Occsum.asp?which=4214#NSFacts,
Department of Education Skills and Learning Branch: http://careeroptions.ednet.ns.ca/Mainpage.asp?txtId=134&fieldName=
Quebec: Job Futures Quebec (NOC 6470): http://www.qc.hrdc-drhc.gc.ca/asp/emploi/emploiAG.asp?page=listeprofessionsAG.asp&, Emploi Quebec (NOC 4214):
http://imt.emploiquebec.net/mtg/inter/noncache/contenu/asp/mtg122_descrprofession_01.asp?aprof=4214&lang=ANGL&Porte=1&cregn=QC&PT1=0&type=cle&motpro=Early+childhood+educators&PT2=17&pro=4214
&cmpregn=QC&PT3=9
Manitoba: Advanced Education and Training (NOC 4214): http://www.edu.gov.mb.ca/aet/lmi/hdo/hdo_list.html; Manitoba Job Futures – does not list early childhood educators:
http://www.mb.jobfutures.org/home.cfm?lang=en&site=graphic

## Table 4.8 Provincial/Territorial Supply, Demand and Outlook Information, Early Childhood Educators and Assistants (continued)

| Province or Territory | Current Demand and Supply | Outlook/Employment Potential | Date of Information |
|---|---|---|---|
| Saskatchewan | Many of the factors that determine employment in this field are under constant review in Saskatchewan both by governments and by boards of education. Any future changes to legislation regarding levels of support for child care and educational requirements for kindergarten and pre-kindergarten teachers will impact the number of early childhood educators and assistants employed in Saskatchewan. | An above average rate of job openings is expected for early childhood educators between 1999 and 2004. This rate should result in a high number of new jobs during this period. It should also be noted that this is a large occupation in the province, and a high number of replacement positions should become available in the next few years due to retirement or other turnover in the provincial labour force. | 1996 statistics, focusing on period to 2002 |
| British Columbia | This is a very large occupational group, with an estimated 14,140 workers employed in British Columbia in 1998, up 65% from 8,550 in 1990. Self-employment for this group (29%) is almost double the provincial average of 15% for all occupations. About 60% of these workers are employed on a full-time basis, and 40% work part time. However, a relatively high proportion of these workers (31%) are employed part time for part of the year, and overall 62% work for only part of the year. By comparison, 18% of the entire workforce in the province is employed part time for part of the year, and 45% work for only part of the year.<br><br>The unemployment rate for this group is lower than the average for all occupations.<br><br>About 89% of the workers are employed in health and social services, mainly child day care and nursery school services. | Employment is projected to grow at an annual rate of 1.1%, slower than the average for all occupations. According to this projection, 4,820 positions will become available from 1998 to 2008. About two thirds of these openings will come from the need to replace workers who retire. The remainder will come from growth in the number of new jobs. A high rate of worker turnover will create many additional openings. This is due to low salaries and benefits, lack of social recognition and promotion opportunities, and the complex nature of this demanding occupation.<br><br>Shifting demographics will also have an impact on the employment growth of this occupational group. Currently, population growth in British Columbia is driven mainly by immigration and, to a smaller extent, by births. The birth rate is declining, and this means a decline in the number of parents with young children. This will help to flatten the demand for the services of child care caregivers. | |
| Yukon | The population of Yukon is relatively young, which has a significant impact on prospects for those who wish to enter the field of ECE: there are proportionally more women of child-bearing age in the territory than elsewhere.<br>In 1996, an estimated 77% of Yukon women participated in the workforce, a figure far above the 65% for women who participate in the workforce in the country as a whole. | Employment of early childhood educators and assistants is expected to increase at an about average rate from 1998 through 2008. Already a large occupational group, this sector could become one of the Yukon Territory's larger sources of employment over the coming decade. | |

**Source:** Saskatchewan Job Futures (NOC 4212): http://saskjobfutures.ca/profiles/profile.cfm?noc=4214&index=1&lang=e&site=graphic#Trends%20and%20Outlooks
http://www.sasknetwork.gov.sk.ca/html/Home/lmi/otherlmi.htm
British Columbia: Work Futures BC (NOC 6470): http://www.workfutures.bc.ca/En/def/occs/6470_e1.html#emp_prosp
Yukon: Yukon Work Futures (NOC 6470): http://workfutures.yk.ca/frames/f1/6470EY_1.html

Growth in the demand for and supply of different forms of child care is directly related to affordability, quality and perception of the impact of the care arrangement for the child. The role of government in responding to the need for child care or facilitating its development and delivery has not been defined.

In regulated child care, the number of spaces, the regulated child:staff ratios and the number of staff requiring training dictate the needed supply of qualified staff and caregivers. In some provinces and territories, supply of child care is growing; in others there have been centre closures and early childhood educators are either leaving the child care field or finding jobs in other types of ECEC services.

A study of the child care workforce in Manitoba found that more centres are unable to meet regulations for trained staff, while the number of early childhood educator graduates declined.[14] Thirty-nine percent of reporting centres had an exemption to the licensing requirement because they were unable to recruit qualified staff. Programs such as Head Start that do not require a licence have increased their demands for ECE staff, and advanced practitioners are recruited as child care instructors and child care coordinators (who license child care centres and family child care homes).

Approximately 5,000 students graduate from ECE programs every year, yet only about half of them choose to or end up working in child care.[15] *You Bet I Care!* estimated a 21.7% turnover among child care staff working in full-time centres for children 0 to 6 in 1998. However, a staggering 13.3% were fired for poor performance, suggesting needed improvements in leadership, hiring and management practices. In fact, according to the directors surveyed, only 6% of staff who left voluntarily and accepted another job took a job unrelated to ECEC.

### 4.4.1 The impact of centre closures on demand

Changes to and/or variations across programs in the level public funding contribute to the instability of child care centres. Statistics are not readily available on how many child care centres close in a year, but recent analysis from one survey conducted in British Columbia suggests that the number may be considerable.[16] In the spring of 1997, all licensed facilities (centre and family) were sent questionnaires about their operations. In 2001, the survey was repeated. The facility licence number was used to categorize all those responding to the 1997 survey as either: a) still open, or b) closed. Results indicated that 27.6% of the centres and 47.4% of the licensed family providers who responded to the 1997 survey had closed. Regression analyses were conducted to predict which variables made a difference for survival.

For centres, the significant predictors were:
- wage supplement: Centres that did not receive it were more likely to close.
- percentage of staff who are registered early childhood educators: Centres with lower percentages of trained early childhood educators were more likely to close.
- auspice: Commercial centres were more likely to close.
- enrolment of subsidized children: Centres with subsidized children were more likely to stay open.

For licensed family providers, the significant predictors were:
- age of the caregivers: Facilities with younger caregivers were more likely to close.
- home ownership: Facilities were more likely to close if the home was rented.
- use of volunteers: Facilities using volunteers or students were more likely to stay open.
- vacancies: Facilities were more likely to close if the home was not operating at capacity.
- enrolment of caregiver's own children: Facilities were more likely to close if the caregiver's own children were in the program.
- caregiver support: Facilities were more likely to stay open if the caregiver identified any other sources of support.

Provincial/territorial governments have introduced numerous policy, regulatory and service delivery changes, including allocation of new federal contributions to regulated child care in nine jurisdictions;[17] the proliferation of new early child development initiatives that are intended to support parenting and child development but not provide child care;[18] the introduction and expansion of preschool programs and parenting centres offered by the education system;[19] tightening of child care fee subsidy eligibility criteria in some jurisdictions;[20] increased regulatory requirements for child care centres and family child care programs, including overall increase in staff qualification requirements; and increased numbers of initiatives to address quality concerns.[21]

The regulated child care sector is struggling to be a central stakeholder in other types of ECEC initiatives. Qualified child care staff and caregivers, particularly those who have ECE credentials, are finding increased career opportunities in ECEC programs that operate apart from regulated child care. The child care workforce is becoming better educated but compensation continues to lose ground and the work is demanding.[22] There are gaps in skills and a need for more qualified staff, but post-secondary education and professional development opportunities are often difficult to access.[23] In spite of public attention to early child development, the work in child care remains undervalued. Until some of these larger public policy issues are resolved, it is impossible to quantify the demand for the future child care and other ECEC workforce.

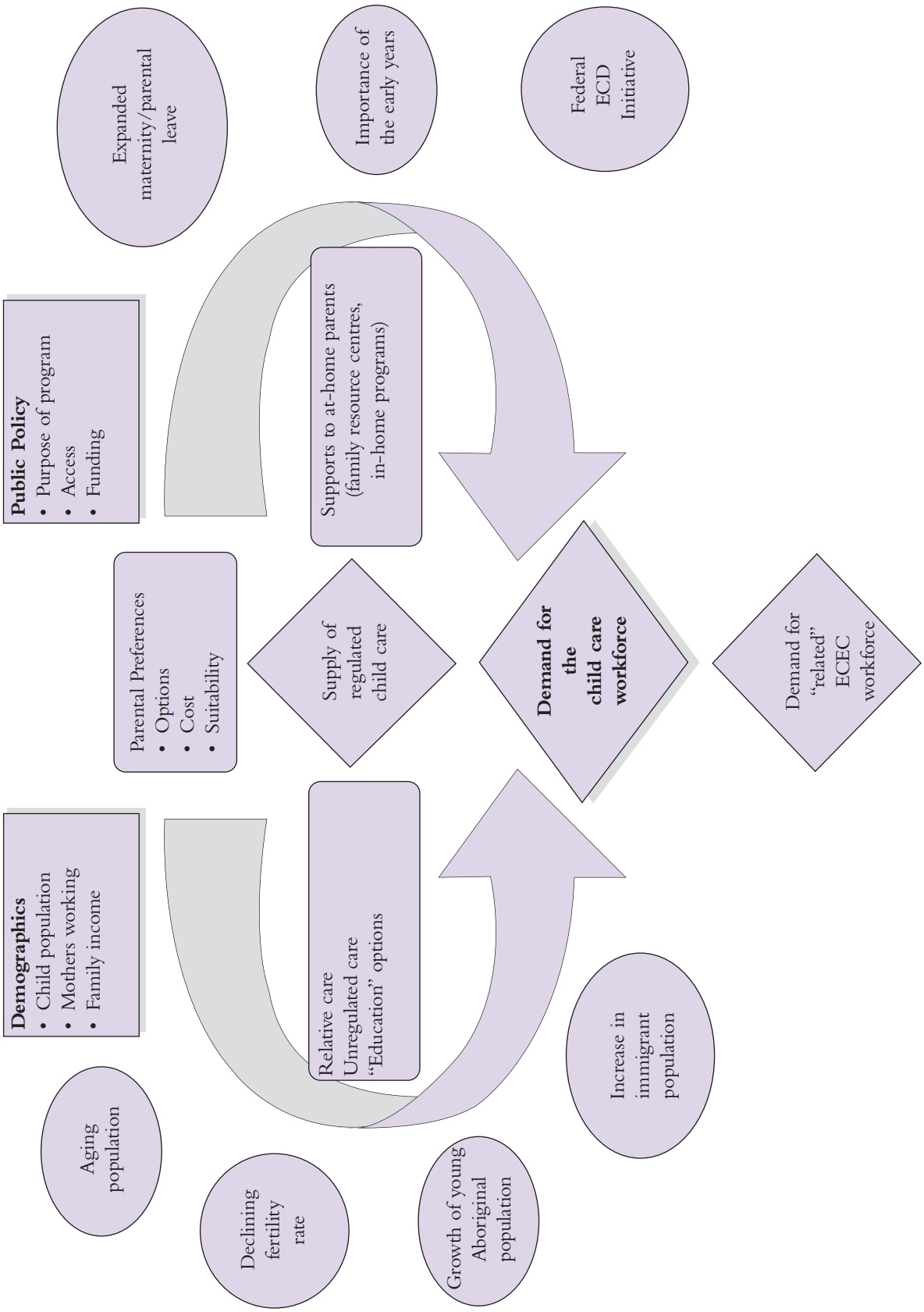



**Figure 4.1 Factors Affecting Demand**

## ENDNOTES

1 Organisation for Economic Co-operation and Development 2001; Taguchi 2003

2 Espey & Good Company, March 2003; Moss & Cameron 2002; Organisation for Economic Co-operation and Development 2001

3 Organisation for Economic Co-operation and Development 2001; Taguchi 2003

4 Marshall 2003

5 Government of Canada 2003

6 Organisation for Economic Co-operation and Development 2001

7 Ibid

8 R.A. Malatest & Associates Ltd. 2003

9 Doherty, Friendly & Beach, in press

10 Canadian Council on Social Development 2002, in Doherty, Friendly & Beach, in press; Denton, Feaver & Specer 1999

11 Doherty 2001b; Friendly & Lero 2002

12 Institut de la statistique du Québec 2001

13 http://www.jobfutures.ca/noc/6470p1.shtml, page modified March 2003

14 Mayer 2001

15 Custom tabulations from the National Graduate Survey, LMU student survey

16 Kershaw, Forer & Goelman 2004

17 Campaign 2000 2003; Friendly, Beach & Turiano 2002

18 Aboriginal Head Start 2000; Beach & Bertrand 2000; Doherty 2001a; McCain & Mustard 1999; Mustard & McCain 2002; Premier's Council on Healthy Child Development 2003

19 Alberta Commission on Learning 2003; Beach & Bertrand 2000; Krentz, McNaughton & Warkentin 2002; Larose, Terrisse, Bédard & Karsenti 2001

20 Friendly, Beach & Turiano 2002, LMU key informant interviews with provincial/territorial officials

21 Campaign 2000 2003; Department of Community Services & Department of Health 2002; Friendly, Beach & Turiano 2002

22 Cleveland & Hyatt 2002; Cleveland & Krashinsky 2001; Doherty, Lero, Goelman, LaGrange & Tougas 2000; Friendly, Beach & Turiano 2002; Goelman 2001; Hunter & Forer 2002; Pelletier & Corter 2002; Rothman & Kass 1999

23 Beach 1999; Beach & Bertrand 1999; Cleveland & Krashinsky 2001; Doherty, Lero, Goelman, LaGrange & Tougas 2000; Invest in Kids Foundation 2000; Jomphe & Lessard 1998a; Lyon & Canning 2000; Mayer 2001; Morris 2002

This chapter describes the range of institutions and organizations that prepare and sustain the knowledge of the child care workforce, as well as organizations and institutions that conduct research relevant to the child care sector. It includes:

- an overview of the current ECE programs offered by the post-secondary education system;
- a summary of federal-provincial/territorial labour market development agreements;
- a description of child care organizations and resource groups that support the workforce and the child care sector;
- a review of trade unions' involvement in the child care workforce; and
- a description of early child development research and resources.

As noted in Chapter Three, the requirements for working with young children vary considerably among provinces and territories and across types of ECEC programs. Requirements for caregivers in regulated family child care are minimal in all provinces and territories. Most jurisdictions require some number of centre-based child care staff to have formal post-secondary early childhood qualifications, most commonly an ECE certificate or diploma from a community college. ECEC programs offered within the education system, such as kindergarten and pre-kindergarten programs, require a minimum of a 4-year undergraduate degree plus university teacher education and certification. Requirements for those working in family support, related early child development and early intervention programs are not clearly prescribed. In most provinces and territories, ongoing professional development is not required but often accessed by the child care workforce, and is offered by post-secondary education institutions and sector organizations.

Members of the child care workforce may be represented by trade unions and/or affiliated with professional credentialling bodies. The growth and development of ECEC practice is supported by early childhood resource organizations and research initiatives and networks. Trade unions and sector organizations work together to promote the ECEC sector and the child care workforce.

## 5.1 Post-Secondary Education Institutions

Approximately 135 post-secondary education institutions deliver ECEC certificate, diploma, degree and related programs through publicly funded community colleges, Collèges d'enseignement general et professionnel (CEGEPs), universities and private institutions. Universities are responsible for teacher preparation programs for school teachers, including those working in kindergarten programs. Colleges provide most of the programs that offer ECEC certificate and diploma qualifications required in regulated child care.

Post-secondary ECE programs, particularly those offered in community colleges, are organized to meet the diverse needs of the child care workforce. They continue to provide:

- initial training and education that prepare individuals to work in regulated child care and other ECEC settings;
- opportunities for ongoing development and learning; and
- training and education for experienced staff and caregivers who are working in the sector but who do not have educational credentials.

There are a few ECEC degree programs offered in universities and the number of college-university articulation agreements and college degree programs is increasing. Colleges and universities also offer a range of related credit and non-credit programs and courses that support the child care workforce.

The organization and delivery of post-secondary education programs is within provincial/territorial jurisdiction. Each jurisdiction establishes its own post-secondary system, including the roles and responsibilities of governments and institutions, in determining program content and delivery requirements. Table 5.1 provides an overview of post-secondary education that is offered in each province and territory.

## Table 5.1 Profile of Post-Secondary Education (PSE) Programs in the Provinces and Territories

| Jurisdiction | Colleges and Universities | Structure and Operation |
|---|---|---|
| **Newfoundland and Labrador**<br>Department of Education | College of the North Atlantic with 18 campuses—governed by a single board. Memorial University. Newfoundland and Labrador Council on Higher Education coordinates PSE planning. Its Articulation, Transfer and Admission Committee promotes accessibility and student mobility. | Newfoundland and Labrador Council on Higher Education coordinates PSE planning. Its Articulation, Transfer and Admission Committee promotes accessibility and student mobility. Province-wide learning outcomes established for each PSE program. Department of Education has monitoring and evaluation role. |
| **Prince Edward Island**<br>Department of Education | Holland College with 11 training centres. Board of Governors including representatives appointed and those approved by Lieutenant-Governor of PEI and others selected by board itself. University of Prince Edward Island. | Department of Education sets broad policy and approves programs.<br><br>Competency Based Education is cornerstone of all college programs. |
| **Nova Scotia**<br>Department of Education and Culture | 2 community colleges. Nova Scotia Community College has 13 English-language campuses—Board of Governors. Collège de l'Acadie offers French-language programming (learning centre in PEI). Private institutions include St. Joseph's. 11 universities and other degree-granting institutions. | Minister of Education approves full-time college programs. Colleges determine PSE program curriculum, often in consultation with Program Advisory Committees. |
| **New Brunswick**<br>Department of Education, Training and Employment Development | Community college system with 11 campuses (5 French, 6 English)—directly operated by provincial government. 4 universities, 3 specialized institutes. | Department of Education has overall responsibility for college programs. New Brunswick community colleges and Ministry of Education develop curriculum in consultation with Program Advisory Committee. |
| **Quebec**<br>Ministère de l'Éducation | 48 CEGEPS—directly operated by provincial government. 9 universities, including the Université du Quèbec, a province-wide system of 11 constituents, and 3 English-language universities. | Provincial standards for core occupational competencies. Ministère de l'Éducation provides general support, including college coordination, studies, booklets, information kits and training.<br>Provincial standards for core occupational competencies. Each program of study is submitted to Ministry for approval. |
| **Ontario**<br>Ministry of Training, Colleges and Universities | 25 Colleges of Applied Arts and Technology—Crown agencies governed by boards of governors as non-share corporations. 17 universities/degree-granting institutions. 4 community colleges (3 English, 1 French). | Program standards apply to all similar programs offered by colleges across the province, including vocational and generic education learning outcomes and general education courses. Collectively, these outcomes outline the skills and knowledge that a student must reliably demonstrate in order to graduate. Individual colleges offering the program determine the specific structure, delivery methods and other curriculum matters to assist students to achieve the outcomes articulated in the standards in consultation with Program Advisory Committees. |
| **Manitoba**<br>Ministry of Advanced Education, Training and Technology | 4 universities and 4 private religious institutions that grant degrees. PSE is responsibility of Council of Post-Secondary Education—advises provincial government. | Council on Post-Secondary Education funds PSE institutions, approves new programs and establishes PSE policy framework. |
| **Saskatchewan**<br>Department of Post-Secondary Education and Skills Training | Saskatchewan Institute of Applied Science and Technology (SIAST) in 4 locations; 9 regional colleges that broker SIAST and university programs to local communities. 2 universities and federated and affiliated colleges. | SIAST works with Program Advisory Committees to establish program curriculum.<br><br>Regional colleges broker SIAST and university programs to local communities. |
| **Alberta**<br>Alberta Learning | 16 community colleges—governing councils. 4 universities, specialized learning centre, 2 technical institutes, 7 private degree-granting colleges. Alberta Council on Admissions and Transfers reports to Minister and advises on transfer of course credits among provincial institutions. | Minster of Learning approves all PSE college programs. Basic learning curricula developed by province. PSE curricula determined by individual institution.<br><br>Alberta Council on Admissions and Transfers reports to Minister and advises on transfer of course credits among provincial institutions.<br><br>Colleges and universities governed by Councils. |

| | | |
|---|---|---|
| **British Columbia**<br>Ministry of Advanced Education, Training and Technology | 11 community colleges—each institution is a Crown agency with a board of governors. 5 university colleges, 6 universities, 3 provincial institutes, 2 Aboriginal institutes, and the Open Learning Agency. | Public colleges develop curriculum based on guidelines articulated under the provincially initiated process that involves peer review, consultation with professional bodies, industry associations and Ministry staff. |
| **Nunavut**<br>Department of Education | Nunavut Arctic College, 3 campuses and network of 24 community learning centres.<br>NWT Public Colleges Act of 1995 established the Nunavut Arctic College Board to administer and manage programs. Board of Governors consists of six regular members (two from each region) appointed by Department of Education, a staff representative and a student representative. | Board of Governors, established by NWT Public Colleges Act of 1995, to evolve alongside the new territory and provide the training and educational opportunities needed by the people of Nunavut.<br>Board of Governors makes recommendations to Department of Education on annual budgets, administrative policies, program and course priorities, student admission requirements and the long-term development of the College through 5-Year Corporate Plans.<br>Board of Governors recommends to Department of Education, Culture and Employment on programs, financial allocation and administrative policies. |
| **Northwest Territories**<br>Department of Education, Culture and Employment | Aurora College, 3 campuses and network of 31 community learning centres.<br>Board of Governors established by the NWT Public Colleges Act of 1995 is responsible for day-to-day administration and is appointed by Department of Education, Culture and Employment. | Aurora College Program Advisory Committees advise on curriculum content. |
| **Yukon Territory**<br>Department of Education | Yukon College, 14 community campuses.<br>Board of Governors responsible for management and administration of College and is appointed by Commissioner of Executive Council in Department of Education. | Board of Directors establishes program priorities, allocates funds and sets administrative policy. |

**Sources:** Organisation for Economic Co-operation and Development (2002); Canadian Information Centre for International Credentials (2003).

Since the 1998 release of the child care sector study, many post-secondary institutions have increased entry points and delivery options, and expanded opportunities to transfer credits and qualifications from one institution to another. In addition to delivering certificate and diploma programs in ECE, colleges deliver programs and workshops specifically geared toward family child care, child care management and administration, family resource programs and school-age child care.

### 5.1.1 ECE certificates and diplomas

ECE college-level diplomas and certificates continue to be the most common credential offered to the sector by post-secondary education institutions. They include foundation training and education, which prepare individuals to work with young children in a variety of ECEC settings, particularly in child care centres, preschools or nursery schools.

Post-secondary certificate and diploma programs are organized by provinces and territories to accommodate their respective staff qualification requirements for regulated child care centres. The LMU did not conduct a survey of post-secondary ECE programs to update the information collected for the 1998 child care sector study. However, information gathered from the literature review, related websites and key informant interviews provide an update on the number of institutions offering ECE diplomas and certificates and changes to curriculum content.

## Table 5.2 Number of Institutions Offering ECE Certificates and Diplomas

| Province or Territory | ECE Certificate | | ECE Diploma | |
|---|---|---|---|---|
| | 1998 | 2003 | 1998 | 2003 |
| Newfoundland and Labrador | 0 | 1 | 4 | 3 |
| Prince Edward Island | | | 1 | 1 |
| Nova Scotia | 2 | 2 | 2 | 2 |
| New Brunswick | 2 | 2 | | |
| Quebec | 20 | 20 | 15 | 13 |
| Ontario | 8 | 4 | 25 | 25 |
| Manitoba | 1 | 1 | 4 | 4 |
| Saskatchewan | 1 | 1 | 1 | 1 |
| Alberta | 8 | 10 | 10 | 12 |
| British Columbia | 16 | 14 | 13 | 8 |
| Nunavut | N/A | 1 | N/A | 0 |
| Northwest Territories | 2 | 1 | 0 | 0 |
| Yukon | 2 | 2 | 0 | 0 |

**Source:** Association of Canadian Community Colleges (2003).
LMU key informant interviews.

The diverse structure of ECE certificate and diploma programs reflects institutional program directions, requirements of the provincial/territorial post-secondary education system, child care regulatory requirements and local child care context. There is no Canada-wide college curriculum. Field placements may or may not include experiences in family resource programs, infant programs, school-age programs or school-based kindergarten programs. The total number of field placement hours varies from 500 to 1,000. The inclusion of curriculum related to parenting, children with special needs and family child care settings varies both across institutions located within the same provincial/territorial jurisdiction.

However, in spite of diverse packaging, the essential core content appears to remain remarkably similar. Focus group discussions with ECE faculty and ECE students indicate that child development, health and safety, early childhood pedagogy and child-centred curriculum remain the core components. Supervised field placements continue to represent a significant proportion (from 25%–50%) of the program hours.

Overall, the number of ECE diploma and certificate programs appears to remain stable. Reports from British Columbia indicate the closure of post-certificate and diploma programs and at least one basic certificate program. The capacity of programs has expanded in Quebec to meet the demand for more qualified staff and the introduction of an accelerated program allows child care staff with experience to fast-track attainment of ECE qualifications.

### 5.1.2 ECE students and graduates

The LMU conducted a student survey in spring 2003 that illustrates the diversity among students attending Canadian ECE post-secondary college programs. Students in their last year of ECE programs at 10 Canadian colleges were asked to participate in a survey during class time to capture the perspectives of those about to enter the field. Altogether, 527 students completed surveys. The items covered were prior education, prior volunteer and paid experience with children, the decision to enrol in their program, satisfaction with their program, practicum placements, work prospects, short-term and long-term plans for work and further education, and some demographic information.

The ECE programs were chosen to reflect geographic diversity. Six provinces were represented: Newfoundland, Quebec, Ontario, Manitoba, Alberta and British Columbia. The colleges were also chosen to reflect different delivery models. College of the North Atlantic and Red Deer College offer their ECE programs by distance education, while Université du Québec à Montréal and Vancouver Community College offer ECE through continuing education. Cégep Jonquière has two modes of delivery (continuing education and a regular daytime program), while the other six colleges have only a regular daytime ECE program. The programs also differ in length, ranging from 1-year programs at Red Deer College and University College of the Fraser Valley, to 3-year programs at the two CEGEPs.

The student populations at the colleges were diverse in a number of ways. Some examples are given below.

- 100% of the students at Cégep Jonquière and 97% of those at College of the North Atlantic were born in Canada, compared to 28% of the students at Vancouver Community College and 45% of the students at Université du Québec à Montréal.
- Colleges had varying proportions of students under 25:
  - High: Cégep Sainte-Foy (82%) and Grant McEwan College (66%)
  - Low: Vancouver Community College (20%) and Red Deer College (30%)
- Colleges had varying proportions of students 35 years or older:
  - High: Vancouver Community College (43%) and College of the North Atlantic (36%)
  - Low: Cégep Sainte-Foy (0%) and University College of the Fraser Valley (9%)
- There was a considerable range of linguistic diversity among students. For example, 100% of students at Cégep Jonquière had French as a first language; 99% of students at the College of the North Atlantic had English as a first language, and at both Vancouver Community College and George Brown College 41% of students had neither English nor French as a first language.

### 5.1.3 Prior learning assessment and recognition

Prior learning assessment and recognition (PLAR) is a process that is used to identify, verify and recognize knowledge and skills acquired through paid and volunteer work and life experiences, including travel, care of family and independent study.[2] It is based on the premise that what a person knows and can do is more important than where, when or how a person acquired the learning. Recognition of learning may include educational credit, occupational certification, employment and access to advanced training/education programs.

PLAR assesses applicants' knowledge and skills in relation to specific requirements and expectations. Assessment methodologies include standardized tests, demonstration/challenge testing, portfolios and assessment of external courses (offered outside of recognized educational/training institutions). Successful elements of quality PLAR processes include the following elements.[3]

- Recognition is given for learning (identified knowledge and skills), not time spent in an activity or environment.
- Assessments are conducted in relation to specific outcomes.
- Assessments take into account depth, breadth and level of knowledge and skills, and appropriate balance of theory and practice that are required for recognition.
- Assessments are conducted by trained individuals.
- Assessment methods and tools must be high quality, flexible and bias-free.

The use of PLAR in ECE college programs is not extensive but appears to be greater than that found in other programs. A recent survey of PLAR practices and uptake among full-time ECE students indicates that a relatively small number of full-time learners attempt to gain PLAR course credits.[4] Responses from 20 institutions report that a total of 52 full-time students have applied for PLAR credits and 48 were successful. Use of PLAR is greater in continuing education ECE programs that typically include students who are working in the field while pursuing their studies. The survey report indicates that ECE programs typically account for a proportionately larger share of applications for PLAR than is found in other programs.

An overview of PLAR policies and practices in post-secondary education institutions is summarized in Table 5.3.

## Table 5.3 Overview of Prior Learning Assessment and Recognition

| PLAR Policies | PLAR Infrastructure |
|---|---|
| **Newfoundland**<br>Province-wide college PLAR policy. Student fee $50/course for assessment.<br>Additional 4-yr grant for PLAR in ECCE to support PLAR portfolio course.<br>Established provincial learning outcomes used to assess students' progress in ECCE program and for PLAR. | Skills Development Secretariat, Department of Education was responsible for structure of PLAR policy and implementation. Now responsibility of individual institutions. |
| **Prince Edward Island**<br>No provincial PLAR. | Holland College is designing PLAR implementation plan. |
| **Nova Scotia**<br>No provincial PLAR policy. | PLA Centre provides PLAR training, resources and network for practitioners who are assessing prior learning. |
| **New Brunswick**<br>No provincial PLAR policy. | Specific PLAR policies established by individual PSE institutions.<br>Department of Education works in cooperation with PSE institutions to promote PLAR within the province. |
| **Quebec**<br>Province-wide requirements for PLAR in vocational education that are based on learning objectives defined in the core occupational standards. The evaluation and recognition of prior learning is responsibility of the colleges. | Ministère de l'Éducation provides general support, including college coordination, studies, booklets, information kits and training. |
| **Ontario**<br>Province-wide college PLAR policy in effect.<br>Credits for prior learning are grades where possible. Otherwise, the grade assigned on a transcript will appear as CR (credit for prior learning).<br>Provincial government provides $30/student for PLAR. At college level, cost for assessment is approx. $95 compared to average $185/course in continuing education programs. | Implementation is the responsibility of individual post-secondary institution. |
| **Manitoba**<br>PLAR policy framework to expand PLAR facilitation and advisory services, establish learning outcomes-based curricula, develop all staff, increase recruitment of non-traditional students, create strategic implementation plans, policies and procedures. | PLA Centre is developing PLAR system in partnership with educational providers, employers, labour and sector representatives.<br>Resources to Red River College to develop PLAR practitioner training.<br>MPLAN (Manitoba Prior Learning Assessment Network) members from across labour, government, business and education work closely with CAPLA (Canadian Association of Prior Learning Assessment) to expand PLAR practices. |
| **Saskatchewan**<br>No formal PLAR policy but provincial PLAR strategy in development.<br>PLAR policy implemented for all SIAST programs. | Saskatchewan Labour Force Development Board brings together business, labour, education and government to develop and support PLAR implementation. |
| **Alberta**<br>Alberta Council on Admissions and Transfers develops policies, guidelines and procedures to facilitate transfer agreements. Most individual PSE institutions have policy statements on the recognition of prior learning and are working on implementation. The Alberta Apprenticeship and Industry Training Board provides opportunities to assess prior learning for certification. | Individual PSE institutions |
| **British Columbia**<br>Province-wide PLA initiative began in 1993. Institutions receive small ($20,000) PLA implementation grants that allow them to implement independent processes.<br>PLA Enhancement Grants supports projects that assist public post-secondary institutions to work in collaboration to improve efficient delivery of PLA services.<br>ECE Articulation Committee reviews PLAR and other credit transfer and program content issues. | Centre for Curriculum Transfer and Technology provides essential coordination, institutional and professional development, and networking opportunities for PLA practitioners.<br>BC PLA Institutional Coordinators Working Group fosters the development of flexible assessment principles and procedures within coordinator's institutions.<br>BC Council on Admissions and Transfers recognizes and supports Articulation Committees. |
| **Northwest Territories**<br>No territorial policy. Aurora College has established PLAR policy. | |

**Source:** Adapted from Bertrand (2003).

### 5.1.4 Distance education

Distance education "*describes a program in which students are off-campus during their studies. More specifically, it is the delivery of instruction where the faculty and students are separated by distance, the distance being bridged through the use of various instructional media.*"[5] A review of post-secondary ECE web-based course calendars for distance education delivery finds that its use is increasing across Canada.[6] It is possible to complete post-secondary ECE programs at the certificate, diploma and post-diploma level. Table 5.4 provides some examples of distance education delivery of college ECE programs.

**Table 5.4 Examples of Distance Education in Post-Secondary ECE Programs**

| Institution and Distance Education Programs Offered | Methods |
|---|---|
| **Assiniboine College,**<br>**Brandon, Manitoba**<br><br>ECCE diploma<br>ECCE Management post-diploma certificate | Videos, print-based course manual, supplemental reading package, cassettes, some have textbooks, email, directed to different websites.<br>Clustered learning sites meet for classes once a week.<br>Faculty contact time: 6 hrs for a 3-credit course (40 hrs), 12 hrs for 6-credit course (80 hrs). Telephone contact initiated by both. |
| **Cambrian College**<br>**Sudbury, Ontario**<br><br>ECCE diploma | Teleconferencing through Contact North<br>Print-based course manuals<br>Textbooks<br>Telephone, email support |
| **Cégep de Saint-Jérôme**<br>**St-Jérôme, Quebec**<br><br>Three ECCE courses: Health, Professional Development and Creativity started Sept/2002.<br>Previous ECCE course in programming discontinued. | On-line, web-based<br>Print-based manual with video and reading resources, textbooks<br>Telephone contact with faculty |
| **College of the North Atlantic**<br>**St. John's, Newfoundland and Labrador**<br><br>ECCE diploma<br>Students can exit part way through with equivalency to 1-yr certificate. | Print-based modules with selected readings, videos<br>Teleconferencing<br>Email, fax<br>WebCT for first-year courses<br>Telephone contact with faculty<br>On-site field placement and summer seminar required |
| **Grant MacEwan College**<br>**Edmonton, Alberta**<br><br>ECD courses: Child. Dev. 1, Family-centred Practice, Administration | Web-based delivery, seminar model, play simulations<br>Interactive discussions with links to resource people for particular topics<br>Print-based administration course now converted to WebCT and part of an applied degree in Human Services.<br>Some on-site seminars<br>Teleconferences |
| **Humber College**<br>**Etobicoke, Ontario**<br><br>ECCE Certificate – 13 courses. Can transfer into second year on site. | Print-based modules carefully designed and colour coded, with videos, supplemental readings, few texts.<br>Telephone contact with faculty. |
| **Keyano College**<br>**Fort McMurray, Alberta**<br><br>ECCE – First four foundational courses. If successful, can transfer to Grand Prairie and complete diploma through self-study distance modules. | Audio- and video-conferencing through Alberta North—links several colleges in the North<br>Print-based manual, textbook, supplement with videos<br>Telephone contact with faculty<br>Introductory video by student<br>CD-ROM<br>WebCT for some courses |
| **Lethbridge College**<br>**Lethbridge, Alberta**<br><br>ECCE diploma and certificate programs, including field placements. | Print-based manuals, selected readings, textbooks included, video, cassette tapes, email, Smartboard<br>Telephone support and email with faculty |

| | |
|---|---|
| **Northern Lights College**<br>**Fort St. John, British Columbia**<br><br>ECCE certificate and diploma, infant, toddler and special needs and also teacher assistant program. Core subjects in both. | Teleconference – dedicated courses in Guiding Behaviour, and Caring courses, Interpersonal Communications, Foundations, seminars for practicum. Also print materials, complete course text, resource readings, connection with the instructor, set period of time, due dates for assignments. No exams in program. Work on a one-to-one basis. On-line for 6 yrs. WebCT used for several courses. Written courses enhanced through on-line to increase student interaction. One course (Professionalism) workshops in communities and then they come together.<br>Toll-free telephone lines. |
| **Red Deer College**<br>**Red Deer, Alberta**<br><br>ECCE diploma | Print-based modules, introductory and mid-term seminar, weekly communication between instructor/students and student dialogue. Three face-to-face seminars each term. Web-based research led to setting up tasks using Internet as resource. Step to computer-assisted courses beneficial. WebCT delivery for all courses, began experimenting with on-line tasks and communication tools. Experimented with video-conferencing, did not work very well, not accessible enough. Full-time students increasingly welcomed into distance courses.<br>E-journals for practicum. |
| **Red River College**<br>**Winnipeg, Manitoba**<br><br>ECCE – 2-yr diploma. 2 post-diploma certificates: ECE Aboriginal Studies and Special Needs Child Care. Post-diploma results in Level III certification. Business diploma, health services management. | Teleconference every second week for 2 hrs with instructor. College rents a bridge. On opposite weeks, they have a one-on-one tutorial. Email access to course information. Competency-based system, COMPACS are print-based modules that have clear directions, practical assignments and contain all the resources students need, including textbooks. Plans to launch two courses on WebCT. |
| **Saskatchewan Institute of Applied Science and Technology (SIAST)**<br>**Saskatoon, Saskatchewan**<br><br>ECCE diploma and certificate level programs | Televised through Saskatchewan TV network. Mainly print-based modules, videos. Take televised modules, and edit for use with print materials. On-line courses but not at this division. Very high numbers, therefore can only use own videos. Recommend supplemental videos and readings. About five programs totally offered by distance, some are cored including ECCE. Extra resources in reading packages with selected readings. If materials are used in daytime program, some if not more are supplied. Email and telephone contact. |
| **University of Guelph**<br>**Guelph, Ontario**<br><br>Certificate in Child Care Administration (non-credit) Framework course<br>Course in Administration of Programs for Children and Youth<br>Couple and family relations. Three Child Development courses. None of the ECCE methods. Distance credits go toward a BSc with a major in Child Studies. | WebCT for Child Development courses.<br>Print-based manuals with selected readings and videos for Child Care Administration course.<br>Textbooks. |
| **Yukon College**<br>**Whitehorse, Yukon**<br><br>ECCE first-year certificate. Starting to develop diploma courses, so far, two courses and in process of hiring faculty to develop two more. Agreement with Lethbridge and Aurora Colleges for credit transfer. | Computer-assisted with audio graphics. Teleconference with students.<br>Video conferences with tutors and instructor.<br>Print-based modules.<br>Videos made in-house—students can see instructors. Courses are read onto audio tapes to help those needing supports with reading. |

**Source:** Adapted from Morris (2003).

### 5.1.5 Accreditation

ECE post-secondary programs that receive public funding must comply with provincial/territorial requirements. This may include meeting specific enrolment targets or quality indicators. Most college programs have community/employer advisory committees that provide feedback to program delivery. In Manitoba, approved post-secondary ECE programs are required to submit details of their courses, teaching materials and staff to the Child Care Education Program Approval Committee (CCEPAC) of the Department of Education and Training. Representatives from the colleges, universities, the child care association and the Child Day Care Branch sit on this committee and must approve all courses offered.

The child care sector is considering a proposal to introduce an accreditation process for post-secondary ECE programs. *"Accreditation is a process by which a professional training program of an institution demonstrates to an authorized external agency of professional peers that its program of study, and the environment in which it is provided, are able to produce graduates who have the competencies required to provide quality services to the profession."*[7]

### 5.1.6 University ECEC programs

A survey of undergraduate and graduate programs related to ECEC, conducted for the Association of Canadian Community Colleges and the Canadian Child Care Federation in 1998, found 17 undergraduate degree programs and 9 graduate programs.[8] The survey found that it was unlikely that many of the graduates from these programs seek employment in the child care sector; most pursue employment in the education system or in early intervention programs.

Key informants and recent college website information indicate that colleges are entering agreements with universities to offer a combined ECE diploma and B.A. degree. In Ontario, community colleges are now able to offer a limited number of degree programs.

Quebec has introduced university-level certificates in areas such as early childhood development and programming, management and school-age care. Also offered are courses specific to the newly created positions within the CPE structure of "conseillère pédagogique."

Kindergarten teachers must meet teacher qualification requirements. Universities offer consecutive and concurrent teachers education programs. Consecutive programs are usually a 1-year program, taken after completion of a 4-year undergraduate degree. Concurrent programs are 4- or 5-year undergraduate degree programs that include specific teacher education courses and practicum. The curriculum for teacher education is determined by individual universities in accordance with provincial/territorial and professional requirements. Teacher education programs typically have an elementary or primary stream, but there are no additional requirements for kindergarten teachers.

## 5.2 Labour Market Development Agreements

Labour Market Development Agreements (LMDAs) are partnerships between the federal and provincial/territorial governments to increase access to training for high-demand occupations.

**Box 5.1**

**What Are Labour Market Development Agreements?**

In the late 1990s, the federal government withdrew from direct labour market training and sought partnerships with the provinces and territories in the area of labour market development. The federal government sought to improve labour market program objectives, such as improving service to clients, ensuring better coordination of federal/provincial programs to reduce duplication, and meeting the needs of regional and local labour markets by developing LMDAs with each jurisdiction. LMDAs have been developed and signed with all provinces and territories with the exception of Ontario.

Through the LMDAs, the federal government joins the provinces and territories in designing, implementing and evaluating Employment Benefits and Support Measures (EBSMs). The LMDAs are either co-managed or transfer agreements and are indeterminate, not subject to renewal.

Unemployed individuals may access EBSMs, whether funded through HRSDC in co-managed provinces and territories or under similar support measures through a province or territory with a transfer LMDA.

The Employment Benefits delivered under the LMDAs help unemployed EI insured individuals gain work experience, improve job skills or start new businesses, and also encourage employers to provide opportunities for work experience through four programs:

- Skills Development Program, which provides financial assistance to help eligible individuals pay for the cost of skills training and related expenses, while they are enrolled in an approved training program.
- Self-Employment Program, which provides eligible individuals with financial support and assistance in business planning while they get their businesses started.
- Job Creation Partnerships, which provides eligible individuals with opportunities to gain work experience on projects developed in conjunction with industry, other levels of government or community groups.
- Targeted Wage Subsidies, which helps eligible individuals who are having difficulty accessing employment due to employment barriers. Employers receive a temporary wage subsidy as an incentive to hire individuals they would not normally hire.

The Support Measures delivered under the LMDAs provide funding to organizations, businesses and communities that provide employment assistance services to unemployed individuals. The funding is also used to address human resource, labour market and labour force issues. There are three support measures programs:

- Employment Assistance Services program which helps unemployed individuals prepare for, obtain and maintain employment by providing them with services such as counselling, job search techniques, job placement and labour market information.
- Labour Market Partnerships which provides funding to assist employers, employee and/or employer associations and communities to improve their capacity to deal with human resource requirements and to implement labour force adjustments.
- Research and Innovation helps support research activities that identify improved methods of helping Canadians prepare for and keep employment, as well as be productive participants in the labour force.

**Source:** Treasury Board of Canada Secretariat (2003).

In every jurisdiction, there are individuals participating in post-secondary ECE programs with support from the Skills Development Program. This program may have a slightly different name in jurisdictions where the LMDA is a transfer agreement, but the eligibility criteria are the same.
To qualify, individuals must:
- be EI eligible;
- have an active EI claim; and
- have Reachback status (active claim in last 3 years or maternity/paternity claim in last 5 years).

In some jurisdictions, a provincial/territorial program will also provide training support to individuals who are not EI eligible, for example:
- Manitoba – a "handful" of people have been supported through Employment and Training Services (a provincial program)
- Alberta – Skill Development Grant
- Nunavut – FANS (Financial Assistance for Nunavut students); of the 74 students in ECEC programs throughout Baffin Region communities, only 6 are able to access the LMDA funding; the rest are funded through FANS Department of Education.

There are a number of specific ECE projects that involve LMDAs:
- the Accelerated ECE Program, Holland College (see Box 7.1)
- the Training Coordination Project, New Brunswick (see Box 7.2)
- the Family Centre of Winnipeg recently offered a training project for people receiving Income Assistance or EI benefits to obtain the child care skills and business skills necessary to pursue a career as an early childhood educator. The graduates were able to become licensed and open their own family child care homes while others found employment in licensed child care centres (as child care assistants). The Family Centre coordinated the project, providing mentoring support and access to counselling as needed, and furnished and equipped the training centre. The Family Centre sub-contracted the training portion to Red River College. "Graduates" from the program received some credits from Red River College toward an ECE diploma.

Table 5.5 displays information about ECE post-secondary programs and LMDAs in the provinces and territories.

## Table 5.5 Early Childhood Education Training and Labour Market Development Agreements

| Province or Territory | Type of LMDA | Individuals in ECE Training (Skills Development Programs) | Related Activities in ECE Training |
|---|---|---|---|
| **Newfoundland and Labrador** | Co-manage | • 30 individuals presently in ECE training.<br>• While demand exists for early childhood educators, the challenge is low post-training wages.<br>• Newfoundland and Labrador supports longer term training than other jurisdictions (i.e. maximum duration 3 yrs).<br>• Individuals continue to get EI benefits until they are exhausted; will cover 80% tuition, child care, transportation, books, living expenses.<br>• Contract with client (contribution agreement). | |
| **Prince Edward Island** | Co-manage | • 16 students in Holland College accelerated program.<br>• Other individuals taking ECE with skills development support (individuals receive EI from Sept to May [regular and Part II living allowance] and re-qualify for second year by working in summer with second year starting in September; support may include 80% tuition, child care and travel). | Accelerated program at Holland College (see Box 7.1) ECDA took lead on this initiative; HRDC role was funding; training was necessary by industry. |
| **Nova Scotia** | Co-manage | • Since 1996, 77 clients successfully completed course in ECE.<br>• Presently 36 students reported enrolled; due to reliability issues with reports, NOC enrolment numbers are predicted as higher. | In the last 2 yrs, untrained people working in this occupation were assisted with training costs with a |
| **New Brunswick** | Transfer | • 10 to 12 individuals taking ECE training annually through Training and Skills Development Program (clients receive 50% of tuition costs to maximum of $7,000 in addition to financial assistance to cover costs related to training. Individuals maintain their EI benefits and may receive living allowance if EI runs out while in training.<br>• Department of Training and Employment Development (TED) Training and Skills Program (TSP) funded through Canada–NB LMDA. | joint agreement with other provincial departments. Training and Employment Development provided about $350,000 to assist with curriculum development and delivery of this training. |
| **Quebec** | Transfer | N/A | There is a certificate-level "Attestation" ECE program through Emploi Québec for people re-entering the labour force. |
| **Ontario** | None | N/A | |
| **Manitoba** | Transfer | • Manitoba Advanced Education and Training, Employment and Training Services (ETS) has supported an average of 50 individuals per year in ECE training, primarily through LMDA Skills Development Program but also through other ETS programs.<br>• Criteria include unemployed, job threatened, on EI or EI eligible; provincial program criteria include in receipt of IA or lower income with dependent children.<br>• ETS does encourage participants to train for occupations that are in high demand; in Manitoba ECE is identified as a high-demand occupation.<br>• Participants are eligible for financial support to a maximum of $15,000 (LMDA) and $7,500 (provincial). Generally, programs run no longer than 52 wks, however, support for 2-yr programs may be available for those training in a high-demand occupation. | Family Centre of Winnipeg, Child Care Assistant/Family Child Care Training Project (assistance to individuals to obtain child care and business skills to open family child care)<br>MCCA – Human Resource Planning Initiative (hired project coordinator to identify components of labour market strategy). |
| **Saskatchewan** | Transfer | N/A | |
| **Alberta** | Transfer | • Some ECE students with skills development support taking 1-yr certificate program (would send individuals to loans for second year).<br>• Two streams of training support (both with Individual Employment/Investment Plans):<br>1. EI route for those eligible; most expedient route to employment, may provide some academic upgrading prior to 12-mth course; pays higher budget for living<br>2. Skill Development Grant (for those not EI eligible): focus on English as a Second Language, upgrading | Also contract-based programming – "Skills for work" and "Training on the job" |
| **British Columbia** | Co-manage | N/A | |
| **Nunavut** | Transfer | • Six individuals taking ECEC funding by Building Essential Skills funded though LMDA.<br>• ECEC is a high-demand occupation, requiring at least Grade 10.<br>• LMDA will provide financial support up to 52 wks; FANS will pay as long as the course is in session.<br>• Untrained individuals are able to access upgrading courses through Community Learning Centres; income support will assist with short-term courses. | Rigid criteria – few people have enough EI hours (or none at all) in northern communities as there are insufficient jobs in the community year-round to collect EI hours. |
| **Northwest Territories** | Transfer | N/A | |
| **Yukon** | Co-manage | N/A | |

**Source:** Treasury Board of Canada (2003).

LMU key informant interviews with HRDC personnel in provinces and territories, provincial/territorial officials in ministries of employment and training. Not all jurisdictions were available to provide information for this table.

## 5.3 Child Care Organizations

The child care workforce is supported by membership-based child care organizations that seek to keep members informed about issues related to ECEC and provide professional development opportunities. Many also have a public education and advocacy role and may administer provincial certification of ECE staff.

It is estimated that fewer than 15,000 individuals who are currently part of the child care workforce have any affiliation with a child care organization. A survey front-line staff working in full-time regulated child care centre for children 0 to 6 years reported that two thirds of all staff did not belong to any sector organization while the majority of directors did belong to at least one organization.[9]

Appendix 4 provides a detailed overview of the main national and provincial/territorial child care organizations.

### 5.3.1 Pan-Canadian child care organizations

The Child Care Advocacy Association of Canada (CCAAC) is a pan-Canadian, membership-based organization, formed in 1982. The CCAAC's membership includes individuals, families, child care programs, provincial/territorial and pan-Canadian organizations. In addition to a Board of Directors representing provinces and territories, the CCAAC's Council of Advocates was established to widen the support and advice to CCAAC on child care policy and advocacy strategies and campaigns. Council members bring diverse voices together from labour, the anti-poverty movement, parents, the disability movement, the immigrant and visible minority community, the rural community, the women's community and others. CCAAC's pan-Canadian reach takes on a larger scope when the reach of its member organizations is considered. More than 178,000 people also have access to CCAAC's services and publications, including more than 30,000 parents.

The CCAAC maintains a wide communication network, website, *Bulletin* and series of policy papers and briefs. The association works for child care as part of progressive family policies; the right of all children to access a child care system supported by public funds; a child care system that is comprehensive, inclusive, accessible, affordable, high quality and non-profit; and a range of child care services for children 0 to 12 years.

The Canadian Child Care Federation (CCCF) was established in 1989. It is a pan-Canadian non-profit organization comprising provincial/territorial affiliate organizations, as well as individual members and agencies working in partnership with ECE and child care organizations, training institutions and individuals working with children and their families. It has a Member Council that consists of representatives from 19 provincial/territorial affiliates from 11 jurisdictions plus representatives from Aboriginal and rural communities. *Interaction* is a bilingual journal published bimonthly by the CCCF. It includes articles on current research and public policy in ECEC and related fields. It also profiles individuals and organizations from across the country and provides a comprehensive listing of upcoming events. *Interaction* has the widest reach and readership within the child care workforce of any publication.

The CCCF produces numerous publications, resource sheets and tool kits to support practice. It is also involved in numerous national and international research projects to inform the development of resources and programs to support quality child care services.

### 5.3.2 Provincial/territorial child care organizations

There is at least one organization in every province and territory (except for Northwest Territories and Nunavut) that supports front-line staff in the child care workforce. Some of the organizations and activities are targeted to those staff who are early childhood educators.

The organizations have developed and grown to meet the needs of individuals working with young children and families and most do not have government-defined mandates. Membership is typically voluntary. They carry out activities related to professional development and often advocate for public investment in a child care system and better pay, benefits and recognition for their members. Most sustain themselves on membership fees and project funding.

In Quebec, the two major child care organizations, Fédération des centres de la petite enfance du Québec and Concertaction were amalgamated into the *Association québécoise des centres de la petite enfance* (AQCPE). The AQCPE represents the employer at the provincial negotiating table. The organization receives funding for training, information and promotional activities.

Regional child care organizations are also funded to provide training and information. Some of these have set up a "teacher replacement-referral service" whereby CPEs which need teachers and teacher assistants call in for staff. They have a close relationship with the colleges which train new graduates.

### 5.3.3 Child care resources and research services

In Canada, in addition to the sector organizations, there are four organizations that engage in policy research, knowledge exchange and resource dissemination to the ECEC sector and related groups. Collectively, they bridge the worlds of academic and applied research and those who make the policies and do the work at the frontlines. The production and distribution of information and publications in Canada is notoriously difficult given the country's overall sparse population and geographic size. The collective efforts of

these organizations join the efforts of the national and provincial/territorial organizations in transferring up-to-date information and evidence to decision makers, influencers and practitioners.

- The Childcare Resource and Research Unit at the University of Toronto is a policy and research-oriented facility which focuses on ECEC and policy analysis; consults on child care policy and research; publishes papers and other resources; maintains a comprehensive resource collection and computerized catalogue; and provides online resources and research through its website (www.childcarecanada.org).
- SpeciaLink is a national child care network which promotes the inclusion of children with special needs in child care and other ECEC programs.
- Westcoast Child Care Resource Centre is an umbrella organization which provides resources, information and referral services to support the child care sector. It offers a range of training activities and resources on diversity and anti-bias, as well as administration and financial management.
- Child Care Connections Nova Scotia links child care professionals to resources and information, promotes and supports the workforce and operates a resource-centre library.

## 5.4 Trade Unions

The labour movement in Canada has three areas of involvement with the child care workforce that date back to the 1970s:

- advocacy for public policy for universal child care;
- organizing the child care workforce and bargaining for better compensation and working conditions; and
- bargaining for improved family and child care benefits and services for their members.

### 5.4.1 Unionization of child care staff

Trade unions represent a minority of the child care workforce in Canada.

- The *You Bet I Care!* survey of child care centre staff in 1998 reported only 13.4 % of staff employed in child care centres with children 0 to 6 years were unionized.[10] In 2003/2004, there were 6,500 members in CPEs in Quebec organized with the CSN, bringing the union density[1] rate in Quebec to approximately 30%—considerably higher than in other provinces and territories.
- A 1997 survey of school-age child care staff found that the unionization rate across Canada ranged from 96% in Quebec to 22% in British Columbia, 21% in Nova Scotia, 17% in Saskatchewan, 11% in Ontario, 10% in Manitoba and 7% in Alberta.[11]
- A 2000 survey of unions representing unionized child care staff, which was updated where possible for the LMU, reported approximately 35,500 unionized child care workers.[12] Figures are summarized in Table 5.6.
- The rapid expansion of out-of-school child care programs in Quebec has increased the workforce and membership in the Confédération des syndicates nationaux (CSN), the Centrale des syndicates du Québec (CSQ) and the Canadian Union of Public Employees (CUPE) by approximately 10,000 members in the last 3 years.

**Table 5.6 Unionized Child Care Staff, by Union[1] and Region**

| | NL | NS | QC | ON | MB | SK | AB | BC | YK | Canada |
|---|---|---|---|---|---|---|---|---|---|---|
| CAW | | 21 | | 7 | | | | | | 28 |
| CUPE | 30 | 119 | 2,700 | 2,949 | 85 | 116 | 10 | 148 | | 6,157 |
| FSSS/CSN | | | 6,500 | | | | | | | 6,500 |
| FEESP/CSN | | | 8,100 | | | | | | | 8,100 |
| FPSS/CSQ | | | 4,500 | | | | | | | 4,500 |
| FIPEQ/CSQ | | | 500 | | | | | | | 500 |
| FISA | | | 2,700 | | | | | | | 2,700 |
| HSA | | | | | | | | 400 | | 400 |
| NUPGE | | | | 500 | 650 | 20 | | 1,000 | | 2,1700 |
| PSAC | | 15 | | | | | | | 10 | 25 |
| SEIU | | | | 380 | | 20 | | | | 400 |
| UFCW | | | | 15 | | | | | | 15 |
| UNITE | | | | 15 | | | | | | 15 |
| TOTALS | 30 | 155 | 25,000 | 3,866 | 735 | 156 | 10 | 1,548 | 10 | 31,510 |

**Source:** Canadian Union of Public Employees (2000).
Updated CUPE figures for Quebec provided by CUPE for 2003.
All other Quebec figures updated by the CSN for 2003/2004.
Updated NUPGE figures provided by MGEU for spring of 2004.

[1] 1,000 people are family providers who have been recognized as workers (500 at CSN and 500 at CSQ). The government is appealing this decision. The total is thus potentially 25,000 unionized workers in Quebec plus 1,000 whose status is being debated in court. In this report, union density is defined as the percentage of workers in the sector that fall within a certified bargaining unit.

- The Manitoba Government Employees Union (MGGEU) has recently organized 67 regulated child care centres, representing about 640 new members, and has another 30 centres pending. It is now preparing to negotiate the first contract.

Some of the unions that represent the child care workforce include:

- CUPE. In Quebec, CUPE is a member of the Quebec Federation of Labour.
- Fédération de la Santé et Services Sociaux (FSSS/CSN), and the Fédération des employées et employés de services publics (FEESP/CSN), two federations which are members of the CSN
- Fédération du personnel de soutien scolaire (FPSS/CSQ), and the Fédération des intervenantes en petite enfance du Québec (FIPEQ/CSQ), members of the CSQ
- Fédération indépendante des syndicates autonomes (FISA)
- B.C. Government and Services Employees Union (BCGEU),
  Saskatchewan Government and General Employees Union (SGEU), Ontario Public Service Employees Union (OPSEU), and Manitoba General Employees Union (MGEU) are all components of the National Union of Public and General Employees (NUPGE)
- Service Employees International Union (SEIU)
- Health Sciences Association (HSA)
- Public Service Alliance of Canada (PSAC)
- Canadian Auto Workers (CAW)
- Union of Needletrades, Industrial and Textile Employees (UNITE)
- United Food and Commercial Workers (UFCW)

### 5.4.2 Making the case for publicly funded, high quality child care

The trade union movement in Canada has a 30-year history in supporting public policies that help ensure the provision of high quality child care. Unions have always linked high quality child care to improved wages, benefits and working conditions for child care staff. Many unions (both those that represent child care staff and those that do not) have policies stating that child care should be publicly funded, universally accessible, of high quality and regulated. They are involved in child care advocacy activities and organizations, locally, regionally and nationally. Often, unions which represent child care workers have child care committees that move child care issues forward internally and externally. In other cases, unions work on the issue through their equality or women's committees[13].

### 5.4.3 Collective bargaining for innovative child care

Few collective agreements in Canada contain provisions for child care facilities or family support, and those with provisions are concentrated in the public sector, universities and the automotive industry. Following is a summary of the results of the efforts of two unions to bargain and to advocate for child care.

*Canadian Auto Workers*

- In 1987, the Canadian Auto Workers (CAW) negotiated a child care fund from the Big Three auto makers—Ford of Canada, Daimler-Chrysler Canada and General Motors of Canada. Extended bargaining won capital funds that helped support child care centres in Windsor, Oshawa and Port Elgin, Ontario.
- To meet the needs of other members, the Big Three contract negotiated in 1999 included a child care subsidy of $10/day per child to a maximum of $2,000/year, paid directly to a licensed non-profit child care provider. The contract also included $450,000 to assist existing child care centres to better serve the needs of employees covered under the agreements, including expanding operating hours for shift-working parents.
- Child care workers at CAW-sponsored centres receive above-average industry wages and benefits.
- The CAW has joined forces with CEOs of General Motors of Canada and Daimler-Chrysler to jointly urge the federal government, working with the provinces, to provide a national child care program.
- The CAW's child care provisions dovetail with the union's social agenda for a national child care program.

*Canadian Union of Postal Workers*

- In 1981, the Canadian Union of Postal Workers (CUPW) bargained for paid maternity leave for its members. After going on strike over the issue, CUPW won a top-up to federal maternity benefits of 93% of wages for 17 weeks. Following on the CUPW precedent, many other unions followed suit.
- CUPW put child care on the bargaining table with Canada Post in the 1980s. CUPW was successful in achieving a child care fund to help postal worker parents balance work and family. The fund helps members who have the most trouble finding or affording high quality child care. The fund is used for projects to provide child care and related services to CUPW families, provide child care information programs, and undertake needs assessments and child care research.
- Canada Post contributes to the child care fund every three months; the union develops the programs and administers the fund.
- CUPW believes that quality child care should be a right of all children. As part of the union's overall commitment to universal social programs, it is working alongside advocacy groups to press for a government-funded, universally accessible, high quality child care system. The union has also developed a 1-week in-residence educational program on child care for postal workers.

## 5.5 Early Child Development Research and Resources

The influence of the population health framework (which identified early development as a key determinant of lifelong health and well-being) is evident in recent studies and reports.[14] A proliferation of resources, research and initiatives

about early child development has sprung up that is based on the premise that those who work with young children and their families need to understand the impact of early experiences on developmental trajectories. The expanding knowledge base about the science and practice of early child development supports the preparation and ongoing professional development of the child care workforce.

### 5.5.1 National Longitudinal Survey of Children and Youth

The National Longitudinal Survey of Children and Youth (NLSCY) is a data source that supports longitudinal research, following an initial cohort of 22,000 of children ages 0 to 11 years in 1994/1995 to age 25. Data are collected every 2 years and additional children are included to replace the younger age cohorts as the longitudinal groups age.

The overall purpose of the NLSCY is to develop a national database on the characteristics and life experiences of Canadian children as they grow from infancy to adulthood. The NLSCY provides for the first time a single source of data for the study of child development in context, including the diverse paths of healthy child development.

One of the distinguishing features of the NLSCY is that it contains data on:

- the age, sex and marital status of all members of the household;
- income and employment of the children's parent or guardian; and
- how these factors are related to each other.

The NLSCY is the first national study to collect data from a large representative sample of parents (usually mothers) on their perceptions of their children's behaviour over time. Another distinguishing feature of this study is its "nested design." The sampling of each identified household includes all children who were newborn to age 11, up to four children (in families with five or more children, four children were randomly selected). Most studies of children's behaviour problems, except for twin studies, have targeted one child per family. However, the NLSCY, because of its nested design, enables researchers to study whether certain outcomes—such as aggressive behaviour—"run in families."

The NLSCY does ask questions related to ECEC activities and other community factors. However, the specific data related to child care provision is limited by the lack of information about quality, and some difficulties with the design of the child care-specific questions.

Understanding the Early Years is a national research initiative related to the NLSCY. It is based on the belief that communities will use community-specific research to make the case to allocate resources to provide opportunities for young children. Data are collected in the community about what resources are available, children's readiness to learn at school entry, and child, family and community context using the NLSCY. Thirteen communities in Canada are involved in this initiative, and in some of the communities child care organizations are included in the community infrastructure that guides and monitors Understanding the Early Years.

### 5.5.2 Centre for Excellence in Early Child Development

The Centre of Excellence for Early Child Development operates under the administrative leadership of the University of Montreal, in partnership with the:

- Canadian Child Care Federation in Ottawa, Ontario;
- Canadian Institute of Child Health in Ottawa, Ontario;
- IWK Grace Health Centre in Halifax, Nova Scotia;
- University of British Columbia in Vancouver, British Columbia;
- Conseil de la Nation Atikamekw in Wemotaci, Quebec;
- Queen's University in Kingston, Ontario;
- l'Hôpital St-Justine in Montreal, Quebec;
- Institut de la santé publique du Québec in Québec, Quebec;
- Canadian Paediatric Society in Ottawa, Ontario; and
- Centre de Psycho-Éducation du Québec in Montreal, Quebec.

Other organizations that contribute to the work of this centre include the Fondation Jules et Paul-Émile Léger, the Association for Infant Mental Health, the Montreal Hospital for Sick Children, the Federation of Saskatchewan Indian Nations and the Vancouver Board of Trade. Many of the consortium's 54 partners contribute financial and in-kind resources over the 5-year lifespan of the Centre, which supplement the funding provided by Health Canada.

Canadian and international child development experts contribute to a consolidated knowledge database that summarizes and interprets current research and its application. It is expected that at the end of 5 years a complete package of materials, organized as an electronic and print encyclopedia, will have been created following children from conception to age 5. To date, the encyclopedia includes a review and interpretation of recent research that studies child care quality and child development outcomes. Materials are disseminated broadly to service providers, including the child care workforce, and parents. The Centre is hosting a national conference, Quality Child Care, in June 2005.

### 5.5.3 Canadian Language and Literacy Research Network

The Canadian Language and Literacy Research Network (CLLRNet) is a National Centre of Excellence established to create an integrated network of researchers, practitioners and government policy makers in early childhood literacy and learning in Canada. The Network intends to improve language and literacy skills in Canadian children, enabling them to contribute more effectively to the social and economic life in their communities.

One of the Network's areas of research is studying and improving child care staff access to language and literacy training that is evidence-based. The goal is to accelerate the pace of implementing new ideas and enhance language development for children in child care settings. The Network is working in partnership with the Hanen Centre (national organization providing early language intervention programs and learning resources for caregivers and professionals) to develop workshops and materials that will enhance language facilitation in child care centres.

### 5.5.4 University research centres

Canadian universities, often with support of federal and provincial government research funds, are supporting a number of research centres and initiatives that will generate new knowledge about early child development and children's environments, including child care centres. Some examples are:

- The Childcare Resource and Research Unit at the University of Toronto is a policy and research-oriented facility which focuses on ECEC and policy analysis; consults on child care policy and research; publishes papers and other resources; maintains a comprehensive resource collection and computerized catalogue; and provides online resources and research through its website (www.childcarecanada.org).
- The Human Early Learning Partnership (HELP) is a network of faculty, researchers and graduate students from British Columbia universities who are working with communities to create, promote and apply new knowledge through interdisciplinary research. HELP is conducting the Early Child Development Mapping Project that includes measurements of child development, socio-economic characteristics, and community assets including child care spaces and other ECEC programs. The Consortium for Health, Intervention, Learning and Development (CHILD) is a team of academic researchers and community professionals from across British Columbia that formed in 2003 to conduct 5 years of early child development research in a range of community settings. One of the 10 research studies will investigate the effects of policy changes to child care subsidies, funding, training programs, delivery of child care programs and services for children with extra support needs. The University of British Columbia is the administrative centre for HELP and CHILD.
- The Offord Centre for Child Studies at McMaster University studies solutions to enhance the emotional, social and cognitive development of children. One of its projects, the school-readiness project, is particularly relevant to the child care workforce. The main objective of the project is the development, field testing and ongoing monitoring of an acceptable, and psychometrically sound measuring instrument (the Early Development Instrument), which assesses the readiness to learn in the school environment of children at the kindergarten level. The instrument is designed to provide information on groups of children in order to report on populations of children in different communities and predict how children will do in elementary school. It collects data on children's experiences, including child care participation, before kindergarten.
- The Centre for Families, Work and Well-Being at the University of Guelph in the College of Social and Applied Human Sciences conducts interdisciplinary research, responding to dramatic changes to families occurring over the last decades. It builds on the expertise of university faculty and staff from many disciplines who work in matters relevant to individual and family well-being, the interface between work and family, and contextual factors that affect workplace productivity and community supports. Recent projects that are particularly relevant to child care provision are an evaluation of new parental leave and benefits, the national survey of child care centre staff, the study of child care quality and the evaluation of ongoing support to parents of children with disabilities.

**ENDNOTES**

1 Ogston 2003
2 Van Kleef 1998
3 Ibid
4 Bertrand 2003
5 Morris 2003, p. 114
6 Association of Canadian Community Colleges 2003
7 Ogston 1999, p. 13
8 Bertrand 1999
9 Doherty, Lero, Goelman, LaGrange & Tougas 2000
10 Ibid
11 Jacobs, Mill & Jennings 2002
12 Canadian Union of Public Employees 2000
13 Kass & Costigliola 2003
14 Canadian Population Health Initiative 2004; McCain & Mustard 1999

There have been some limited gains in compensation and working conditions for the child care workforce, but most of the work environments challenges identified in the child care sector study remain. Conditions vary within and across various child care settings but there continue to be common and persistent problems:

- low compensation (wages and benefits for child care staff and earnings of family child care providers);
- difficult working conditions;
- limited career opportunities;
- health and safety concerns; and
- uncertainty about the employment status of family child care providers in agency-based models.

## 6.1 Compensation

Low remuneration is a central, now infamous characteristic of the child care workforce and is associated with higher staff turnover rates and poorer quality child care.[1]

The information in Chapter Two illustrates the differences in compensation for the child care workforce and kindergarten teachers, with child care staff earning less than half as much as kindergarten teachers. Even child care staff who have similar educational credentials to kindergarten teachers continue to earn substantially less.

Unlike teachers who earn comparable wages across provinces or local school authorities, according to their education and experience, outside Quebec (and to a lesser degree Manitoba, which limits parent fees in funded centres and family child care homes), compensation in child care is closely linked to the ability of parents to pay high fees for child care. There is usually considerable variation within individual provinces and territories, and there is often variation according to the socio-economic level of neighbourhoods. Unionization and government wage grants have had a positive impact on child care compensation levels, but wages in some parts of the country remain below the poverty level.

### 6.1.1 There is wide variation in compensation levels

Remuneration levels and benefits vary by program, type of care and jurisdiction. Overall, family child caregivers earn less than staff working in centre-based programs. Remuneration levels are usually decided by boards of directors or owners of individual centres or family child care agencies, or through negotiation between individual parents and family child caregivers who are not affiliated with an agency. Compensation levels may or may not vary with education and experience. Government policies and related grants have an impact on compensation levels but overall remuneration and benefit levels are usually determined by the fees that parents pay and/or government parent fee subsidy levels. This is not the case in Quebec, where government funds CPEs to provide salaries at rates according to the collective agreement. In 2002, Manitoba introduced a 5-year plan that commits to an increase in remuneration by the end of the period.

In comparison, kindergarten teachers receive salaries and benefits that are established between provincial/territorial teachers' associations and provincial/territorial governments in 10 jurisdictions and the local school authority in three provinces.[2] Salary levels increase with additional education and experience.

Salaries and benefits in related ECEC programs (apart from regulated child care and kindergarten) are usually established by a particular program's funding guidelines. Most family support and child development programs outside of regulated child care, such as parenting programs, early intervention programs and family resource centres, receive core government funding and are accessed by parents for no or minimum fees. The funding usually includes a dedicated amount for salaries and benefits.

Family child care providers who are individually licensed are self-employed and their income is determined by how many children they may care for, the subsidy rates established for low-income eligible parents, and the fees that parents can pay. The income of family child care providers who are affiliated with an agency are generally determined, not only by how many children they care for but also by a rate per child established by the agency. The exception is Newfoundland and Labrador where agency-based providers set their own rates.

The employment status of family child care providers working with an agency has been debated in the courts on several occasions. At this time, caregivers affiliated with an agency are treated as if they were self-employed for purposes of administration of federal and provincial/territorial employment and income tax legislation. Therefore, as with individually licensed caregivers, family child care providers are not eligible for maternity and parental leave benefits, EI, health benefits and employee protections under labour legislation such as paid vacation days

### 6.1.2 Unionized settings offer better pay and benefits

Overall, child care staff working in unionized settings earn higher pay and have better benefits than staff in other settings—on average 8.3% higher. A higher proportion of unionized centres provide staff with benefits such as disability insurance, extended health care, life insurance, employee top-up of EI maternity leave benefits and pensions.[3]

In Quebec, remuneration levels are set through collective bargaining that involves the provincial government, two major provincial unions and a group of employer representatives. Through this bargaining process, established in 1999, wages have increased by close to 40% over the last 4 years.

Unionized staff in British Columbia achieved success in bargaining for improved wages, as part of a larger campaign within the broader other social services sector. However, these gains were recently lost as a result of policy changes by the current government.

### 6.1.3 Dedicated government funding can be directed to increasing pay and benefits

Since the child care sector study, six jurisdictions have introduced a wage support or supplement for the child care workforce in regulated settings. Three jurisdictions have increased funding for operating grants, with the intent of addressing wage issues but with no requirement that funds be spent on wages. One jurisdiction has eliminated a wage support program and introduced an operating fund based on enrolment with no requirement that funds be directed to wages.

Table 6.1 describes these changes in wage supplements and supports since the child care sector study. While these wage supports differ in amount, funding source, requirements and administration, all (with the exception of British Columbia) are attempting to address the compensation issues of the child care sector in regulated settings.

The following jurisdictions have introduced or increased wage supports:

- Newfoundland (introduced Educational Supplement)
- Nova Scotia (introduced Child Care Stabilization Grant)
- New Brunswick (introduced Quality Improvement Funding Support)
- Quebec (agreed to a 4-year wage increase)
- Manitoba (introduced Five Year Plan)
- Saskatchewan (increased Early Childhood Services Grant)
- Alberta (introduced Child Care Accreditation)
- Northwest Territories (increased contribution rates)
- Yukon (increased contribution rates)

British Columbia eliminated wage supplement programs and introduced a Child Care Operating Funding (CCOF) Program in April 2003. The new program was extended to family child care providers, but the overall allocation was reduced by $14 million. The operating grant is based on enrolment with daily rates for group child care programs. There is no requirement that operating funds be used to supplement staff wages. In fact, because the grant is based on enrolment and has been partnered with a decrease in subsidy funding through a change in subsidy eligibility criteria, the move to an operating grant has produced much distress in the sector. Some previously subsidized families could no longer afford regulated child care and if these families were not replaced by full-fee-paying families, centres experienced lowered enrolments, resulting in lower operating grants which has led to staff layoffs, wage reductions, program reductions and/or closures.

## Table 6.1 Provincial/Territorial Wage Supplement Initiatives Introduced Since 1998

| Province or Territory | Wage Supplement/Support Initiatives | Description | Funding Source |
|---|---|---|---|
| **Newfoundland and Labrador** | Educational Supplement<br>Introduced 2001/2002 | Grant paid quarterly directly to early childhood educators who work in child care centres. By year 3 (2002/2003), staff with a level-one certification (1-yr certificate) will receive $2,080/yr and staff with a level-two certification (2-yr diploma) will receive $4,160/yr. Staff at Entry Level (no educational qualifications) do not receive an Education Supplement. | ECDI |
| **Nova Scotia** | Child Care Stabilization Grant<br>Introduced 2001/2002 | Grant paid to centre: 80% to be used toward increasing wages; 20% toward wages or benefits/professional development. Grant formula includes ECE staff, trained ($4,000/yr), untrained ($1,000/yr), number of staff required for ratios and FTE positions. | ECDI |
| **New Brunswick** | Quality Improvement Funding Support<br>Introduced 2001/2002 | Grant paid to approved child day care facilities to improve working conditions of staff working directly with children, assist with equipment and materials, provide professional development. Grant must be used in the following way (year 3 of QIFS): 73% staff wages, 18% professional development, 9% on materials and equipment (or wages and professional development). Funding can be used for hourly wage increases or bonuses. The average wage and bonus increase after Phase 1 was $.75/hour. The average gross annual bonus amounts were $639.71 for teachers and $922.03 for teacher/director. | ECDI |
| **Quebec** | Agreed to 4-year wage increase 1999–2003 | Funds provided to raise salaries in CPEs by 40% over the 4-yr period and garderies (wages are lower than in CPEs) and to increase payments to family child care providers. | Provincial funds |
| **Manitoba** | Five Year Plan<br><br>Introduced April 2002 | Increased operating grants that directly impact wages: grants are calculated on "unit funding" model which generates enough revenue to enable salaries to be paid at the MCCA Phase III Salary Scales. While there are no specifications as to how operating funding is used, programs must submit budgets, operating statements and audits annually. Majority of programs (79%–80%) spend funds on salaries and adhere to MCCA guidelines, with differing methods (some centres have everyone on salary scale, some use additional funds for bonuses, others use a "combination of both" approach). The Five Year Plan commits to increasing the wages and incomes of service providers by 10% during the course of the plan.<br><br>As of July 2003/2004, the per child annual grant (formula for unit funding built on MCCA recommendations): Infants: $6,760; Preschool: $2,132; School Age: $606. | Provincial funds<br><br>(ECDI funding flows into general revenue and then government votes new funds for child care and other programs) |
| **Saskatchewan** | Early Childhood Services Grant –enhanced<br>Increase in 2003/2004 | Increased Early Childhood Services (ECS) Grants to assist and support Child Care Boards with operating costs, including wages and benefits. Not required to increase salaries. Grant based on each required staff position. Wait list for ECS grant funding eliminated. Monthly grant per required staff (based on established staff:child ratios) increased from $750 to $775. | ECDI<br><br>ELC |
| **Alberta** | Pre-Accreditation Program<br><br>Phase I, 2003/2004 | Staff Support Funding: monthly funding for staff based on certification level (Level 3: $1,200/yr, Level 2: $800/yr, Level 1: 600/yr. Centres apply for funds and report with audited statements. Provider Support Funding: monthly funds ($50/mth) for providers who are in process or have completed mandatory training as identified in the Provincial Safety Standards document Training for Direct Care Providers. | ECDI |
| **Northwest Territories** | Increase in operating contribution grants<br><br>April 2002 | Operating contribution rates were increased by 60%, providing an opportunity for licensed programs to increase wages and/or improve working conditions. Use of increase is at the discretion of each program. Operating rates range from $8 to $15.20 per mth per space (for a preschooler) depending on location. | Territorial funds |
| **Yukon** | Increase in contribution rates<br><br>Increase in April 2003 | Direct operating grants based on formula that includes training recognition (based on training levels). In April 2003, increase to Direct Operating grants based on number of set up spaces. An additional increase was directed specifically to wages of trained child care workers. This is a grant with no reporting obligation attached. | One-time crisis fund |

**Source:** LMU key informant interviews with provincial/territorial child care officials and child care questionnaires; additional materials provided by provincial/territorial officials include: Government of Prince Edward Island (2000); Government of New Brunswick (2003); Government of Manitoba (2003); Government of Saskatchewan (2003); Government of British Columbia (2003).

Prince Edward Island, Nova Scotia and Ontario continue with previous funding programs for wage supplement:

- Prince Edward Island's Direct Funding Program was introduced for all licensed child care facilities in 1987 and extended to eligible licensed day care homes in 1991/1992. The program provides financial support to enhance and maintain quality. A Maintenance grant ($.91/day/space), based on licensed capacity, requires that a specific amount of each grant be spent on improving staff salaries according to what the centre is presently paying staff (between 50% and 80%). Flat rate grants are also available to family child care homes, kindergarten programs and school-age child care centres (in kindergartens and school-age child care centres, 40% is to be spent to increase staff salaries/benefits). Operating funding has been frozen since 1993 and approximately half of centres and family child care homes do not receive funding. Public funding for child care has resulted in increased wages for child care staff working in the community kindergarten programs.[4]

- As well as introducing the Child Care Stabilization Grant, Nova Scotia continues with the Salary Enhancement Grant, which provides $3.25/day/space for non-profit programs with allocated subsidized spaces which were operating between 1990 and 2000 (no new centres funded after 2000).

- Ontario introduced the Direct Operating Grant to both profit and non-profit centres in 1987 and Wage Enhancement Grants to non-profit centres in 1991. The grants continue today, creating disparities between non-profit centres that have opened since 1991 and between commercial centres that have opened since 1987.

- Nunavut, a territory established since the sector study, has an operating fund available to non-profit, licensed centres and family child care homes ranging from $1.93 to $15.67/occupied space/day depending on the age of the child and the location of the program. Funds need not be dedicated to salaries.

### 6.1.4 The impact of wage and operating grants on wages is mixed

In Newfoundland, the provincial government's wage grant is an educational supplement for full-time child care staff that is tied to certification (and education) levels. The highest level of the Educational Supplement is $4,160 in year 3 (2004/2005) for certified full-time child care staff with a minimum of a 2-year ECE diploma. A formative evaluation of the educational supplement was completed in January 2003.[5]

Unlike other provinces, the Educational Supplement is paid directly to individuals, not centres, and is thus received separately from wages paid by the centres. It is unclear whether the supplement should be subject to EI and the Canada Pension Plan. About 70% of the child care staff who are receiving the supplement reported that it encourages them to stay in the field but only a small proportion of survey respondents feel that it will have a significant impact on staff turnover. The reported turnover remains at about 28% and 80% of centres reported that they continue to have difficulty recruiting staff for vacant positions.

- A review of New Brunswick's Quality Improvement Funding Support (QIFS) program was conducted at the end of the second year of the program. The *QIFS Results* document was not available at the time of writing this report; however, preliminary results suggest that staff turnover was 30% at the end of year 1 and 18.3% at the end of year 2.[6]

- Other jurisdictions plan on gathering information about the impacts these wage programs may have on remuneration and retention. Nova Scotia will gather information with the ECD Services Information Technical System. Alberta will be collecting wage and retention information through the Accreditation Program. Today, only Manitoba regularly collects consistent wage information from budgets of funded non-profit centres.

- The First Nations and Inuit Child Care program identified high turnover due to wages and allocated additional funds ($500/space) that could be used to increase wages. Local decision makers decide how to use the additional funds. Key informants reported that the funds have had little real impact on either salaries or turnover.

- In Quebec, the effect of salary grid and funding mechanisms has created some difficulties for programs that have been in existence for some time. A CPE may receive three envelopes: operations, education and capital funding. The education envelope includes the expenses related to wages and benefits and is based on the salary grid as it applies to the current staff of the CPE. In order for CPEs (formerly non-profit child care centres) that have been in place for many years to improve wages and working conditions of their employees, who may be older and at the top of the salary grids, they have to use funds from the operational envelope. They end up with less leeway and flexibility than newer CPEs.

  Key informants and focus group discussions suggest that some boards may pressure their more experienced directors (closer to retirement and with many years of service) to leave in order to free up some needed funding for the CPE operation.

The changes in wage grants between 1998 and 2003 highlight the changeability according to governmental policy priorities and directions. Wage and operating grants are often viewed as separate revenue and distributed to staff as a separate payment that is not part of their regular pay.

In fact, a Newfoundland front-line early childhood educator participating in a focus group for this study did not consider the wage grant to be part of her salary, although it provides up to a $2/hour (almost 30%) increase to minimum wage levels.

A recent US study reviewed the evaluations of seven programs designed to improve compensation to the child care workforce.[7] Each initiative included compensation payments that were tied to increased education and/or professional development. The report notes that the results are preliminary and more consistent monitoring is needed to assess the long-term impact of public compensation initiatives. However, the study did find that, at least in the short term, increased compensation tied to minimum education requirements and professional development did reduce turnover and improve job satisfaction. Wage grants for increased education and training seem to be an effective strategy for raising overall educational and skill levels of the child care workforce.

Another US study that considered the child care workforce in four Midwest states arrived at the same conclusions.[8] It recommended that wage grants should be linked to educational level.

### 6.1.5 Pay equity

Pay equity is given for work that is of equal value, usually used in female-dominated jobs.

- In Ontario, the *Pay Equity Act* requires employers in the public sector to file pay equity plans in the workplace (effective January 1, 1990) and to make the necessary pay equity adjustments. Proxy pay equity allows child care staff in community-based not-for-profit programs to use municipal programs as comparators. Not-for-profit child care programs that receive public funds through direct operating grants or purchase-of-service agreements are considered part of the public sector.

  For child care programs with no male job classes—a job classification which is predominantly male—the plan is completed using the salary levels in nearby municipal child care centres for the comparison. For child care programs with male job classes, the *Pay Equity Act* requires evaluating all female job classes and their possible male comparator job classes. This may apply to child care programs that are part of larger organizations, such as child care programs directly operated by a municipality or in a community centre. Once the comparisons have been completed and the pay equity salary adjustment is determined, the plan is posted.

  The *Pay Equity Act* requires programs to make annual payroll adjustments at a rate of 1% of the previous year's total payroll until the rates of pay established by the pay equity process are reached. Adjustments up to 1998 were funded by the provincial government (see Chapter Eight). Beyond 1998, funding is the responsibility of the boards of directors of not-for-profit child care programs. Pay equity adjustments are a legal requirement, but boards of directors and child care programs were typically unable to pay without pay equity grants. A successful court challenge of the Ontario government's decision resulted in $414 million in proxy pay equity payments for public sector employees.[9] The settlement applies to Ontario non-profit community-based programs that receive public funding through fee subsidies and/or wage grants. The pay equity settlement will translate into monies available to child care centres to meet pay equity obligations. The Charter challenge was led by five unions and illustrates the potential strength of combined unionization and advocacy.

- The collective agreement between the CSN (which has the largest child care membership in Quebec) and the Quebec government signed in March 2003 included a pay equity clause. The unionized centres walked out on two occasions in the fall of 2003 around the issue of pay equity to press the government to enact the pay equity clauses in their contract and to respect its own law.

### 6.1.6 Wage information on centre-based child care staff

Several provinces and territories have conducted wage surveys of the child care workforce in regulated settings since the last sector study. Wage information is collected in a variety of ways:

- Some provincial/territorial departments or ministries responsible for child care collect wage data from child care centres through funding applications or annual reports.
- The province or territory may initiate a special survey of child care wages to advise policy planning and program development. For example
  - in Prince Edward Island, the Early Childhood Development Association, in partnership with the Child Care Facility Board, conducted a comprehensive survey of wages and working conditions of staff in its ECE sector, and developed a strategic plan to help achieve a sustainable quality ECE system.[10]
  - Nova Scotia conducted a wage survey in May 2001.
  - Saskatchewan conducted two surveys in 2002. The first survey collected wage information of child care centre staff in licensed child care centres. The second survey collected enrolment and fee information from licensed child care centres and family child care homes.[11]
  - British Columbia surveyed licensed centre-based child care and licensed family child care homes in 2001, collecting information about spaces, enrolment, fees, subsidies and staffing.[12]
  - In the Northwest Territories, all licensed child care centres were surveyed about wages and working conditions in the spring of 2002.[13].
- At times, the provincial/territorial ministry responsible for human resources, employment or training surveys wages of all employees in a jurisdiction. National occupation codes

are used to report wage information. The *2001 Alberta Wage and Salary Survey* is an example of a province-wide survey conducted for the Department of Human Resources and Employment, Economic Development and Learning with Human Resources Development Canada.[14]

However, as training requirements, certification levels, methods of data collection, type of work surveyed (full time, part time), classification of responsibilities, years of experience, regional analysis (to name a few variables) differ across jurisdictions, it is not possible to provide accurate comparative wage information. *You Bet I Care!* data from 1998 remain the only national comparable wage data.

Table 6.2 presents provincial/territorial wage information: current minimum wages, the 1998 *You Bet I Care!* wage information, as well as the most current wage information, whether it is from a wage survey or report from a provincial official as part of the LMU key informant interview and provincial questionnaire.

## Table 6.2 Average Hourly Wages of Trained Staff in Regulated Centre-based Child Care, 1998, Updates with Minimum Wage

| Province or Territory | Minimum Wage [1] | 1998 *(You Bet I Care!)* [2] | | LMU [3] | |
|---|---|---|---|---|---|
| **Newfoundland and Labrador** | 6.00 (Nov 2002) | Assistant teacher | 6.37 | Not provided | |
| | | Teacher | 6.76 | | |
| | | Teacher director | 7.89 | | |
| | | Admin director | 12.07 | | |
| **Prince Edward Island** | 6.50 (Jan 2004) | Assistant teacher | 8.18 | Uncertified | 7.01 |
| | | Teacher | 7.54 | Certified ECE | 8.00 |
| | | Teacher director | 11.84 | Certified ECE (k) | 10.00 |
| | | Admin director | 14.37 | Special needs | 9.00 |
| **Nova Scotia** | 6.25 (Oct 2003) | Assistant teacher | 7.04 | Teacher | 7.87 |
| | | Teacher | 8.51 | Special needs staff | 9.22 |
| | | Teacher director | 10.21 | A/Director | 10.31 |
| | | Admin director | 14.58 | Director | 13.32 |
| **New Brunswick** | 6.20 (Jan 2004) | Assistant Teacher | 6.34 | Teacher | 7.16 |
| | | Teacher | 7.12 | Teacher – Director | 9.96 |
| | | Teacher director | 9.26 | | |
| | | Admin director | 10.06 | | |
| **Quebec** | 7.30 (Feb 2003) | Assistant teacher | 8.12 | Untrained | 11.15 |
| | | Teacher | 11.04 | Trained | 13.77 |
| | | Teacher director | 14.05 | Ed consultant | 15.47 |
| | | Admin director | 17.41 | Admin | 16.52–26.68 [4] |
| **Ontario** | 7.15 (Feb 2004) | Assistant teacher | 10.60 | Ontario does not track wage information. | |
| | | Teacher | 13.48 | | |
| | | Teacher director | 17.48 | | |
| | | Admin director | 22.00 | | |
| **Manitoba** | 6.75 (April 2003) | Assistant teacher | 8.37 | Preschool | |
| | | Teacher | 9.49 | Winnipeg (outside Winnipeg)[5] | |
| | | Teacher director | 13.83 | Child care ass't | 9.28 (8.99) |
| | | Admin director | 17.34 | Child care staff | 13.83 (13.02) |
| | | | | Supervisor | 16.26 (15.42) |
| | | | | Director | 21.54 (17.71) |
| **Saskatchewan** | 6.65 (Nov 2002) | Assistant teacher | 8.45 | Child care worker | 7.83 |
| | | Teacher | 10.74 | ECE I | 9.94 |
| | | Teacher director | 11.74 | ECE II | 10.58 |
| | | Admin director | 14.58 | ECE III | 11.14 |
| | | | | Supervisor | 11.98 |
| | | | | Director | 15.65 |

| | | | | | |
|---|---|---|---|---|---|
| **Alberta** | 5.90 (Oct 1999) | Assistant teacher | 7.90 | Alberta does not collect wage information. | |
| | | Teacher | 8.36 | | |
| | | Teacher director | 9.90 | | |
| | | Admin director | 12.73 | | |
| **British Columbia** | 8.00 (Nov 2001) | Assistant teacher | 10.55 | Assistant | 11.68 |
| | | Teacher | 12.07 | Child care teacher | 13.28 |
| | | Teacher director | 14.41 | Supervisor | 14.61 |
| | | Admin director | 18.73 | | |
| **Nunavut** | 8.50 (March 2003) | | | Untrained | 13.00 |
| | | | | ECE certificate | 15.00 |
| | | | | ECE diploma | 18.00 |
| | | | | Director/supervisor | 20.00 |
| **Northwest Territories** | 6.00 (Nov 2002) | Assistant teacher | 12.07 | No change from *You Bet I Care!* | |
| | | Teacher | 13.40 | | |
| | | Teacher director | 19.32 | | |
| **Yukon** | 6.50 (Jan 2004) | Assistant teacher | 9.97 | Assistant teachers | 10.36 |
| | | Teacher | 11.71 | Teachers | 3.31 |
| | | Teacher director | n/a | Admin directors | 19.60 |
| | | Admin director | n/a | | |

**Notes:**

[1] Government of Canada (2004)

[2] Doherty, Lero, Goelman, Tougas & LaGrange (2000)

[3] LMU key informant interviews with provincial/territorial child care officials and child care questionnaire; sources for each jurisdiction: Prince Edward Island: Atlantic Evaluation Group Inc. 2002; New Brunswick: Average gross hourly wage at the end of year 1 of QIFS 01-02; Quebec: government official for year 2001/2002; Manitoba: government official for year 2002/2003; Saskatchewan: Saskatchewan Child Day Care Wages and Fees (2002); British Columbia: Provincial child care survey 2001; Nunavut: Territorial official (2000); Yukon: Territorial official (March 2003)

[4] Officials in Quebec provided average annual wage information that has been converted to an hourly wage for purposes of comparison. The hourly was calculated based on a 35-hr work week. According to information provided by the CSN, educators in CPEs with a DEC earn from $13.86 to $18.36 in a 10-step wage scale; those without a DEC earn from $12.24 to $18.36 in a 14-step scale.

[5] Child care staff, supervisors and directors in Manitoba who are trained ECE II or ECE IIIs

## 6.2 Working Conditions

The hours of work and level of responsibility for the care and safety of small children create heavy workloads that can be, and often are, overwhelming. The profiles illustrate the working lives of several individuals in the child care workforce and highlight the day-to-day demands of long hours with small children in home and group settings. Opportunities for preparation time or time to communicate with other team members are infrequent for the child care workforce compared to those found in school and other early childhood program settings. Demands to provide programs that are developmental or promote early learning seem to add to the workload. Children and families who are accessing regulated child care programs often face increased challenges and uncertainties. Many child care programs face instability due to funding cuts, changes in parents' employment status and changes in public policies.

### 6.2.1 The hours of work are long and child care work is physically and emotionally demanding

Child care staff in full-time programs typically work a 40- to 45-hour week. Outside of lunch and breaks (often only an hour daily), child care staff are working directly with children, responsible for their physical safety and well-being. The juxtaposition of the nature of the work in a child care centre setting versus a pre-kindergarten is illustrated in Chapter Three of this report.

A surprising number of front-line staff in the focus groups indicated that they received no breaks, unless all the children were sleeping, and that they could not leave the centre if they did have a break.

Family child care providers, who generally work alone for up to 10 hours a day, have no breaks at all during the day, or time away from the children. Scheduling appointments for themselves or their own children, attending parent-teacher meetings at school, attending child care-related meetings or participating in training during the day all prove very difficult. Some individually licensed caregivers hire substitutes so that they can be away from their program during the day, but paying substitutes reduces the caregiver's income and makes it costly to be away for any reason.

The Canadian study of quality in child care centres reported that higher quality centres provide more access to spaces that meet staff needs (e.g. a staff room, space for resources and books, learning material preparation space).

### 6.2.2 Custodial care often overtakes early learning and child development focus

Child care staff and caregivers in regulated family child care have chosen to work with young children. ECE college programs prepare them to take a developmental perspective and actively encourage children's emerging abilities. But they often find themselves in work environments that do not permit them to pursue developmentally appropriate educational plans or activities. Instead, they must focus on supervising groups of children to ensure their safety and taking care of immediate needs for food, toileting and sleep. The notion of embedding the curriculum into routines is lost in the need to ensure that diapers are changed before a lunch break, or crowd control ensures no one is hurt at the end of the day with only the late shift staff and a large group of children. Child care staff sometimes report that a significant proportion of their day is spent on maintenance or cleaning tasks, compared to the amount of time they are able to spend with children, apart from leading them through daily care routines. The problem seems to be compounded in some jurisdictions by the requirements that are intended to ensure minimum standards.

One quarter of centre-based child care staff reported that the nature of the work (e.g. cleaning and maintenance, lack of adult contact, insufficient planning time and collection of parent fees) was a negative aspect of their job.[15] The same message was repeated in front-line staff focus groups across Canada. This contrasts with the reasons that staff reported entering the field in the first place—the enjoyment of supporting early development and contributing to early learning.

### 6.2.3 The child care workforce faces increasing demands and expectations

The child care workforce faces increasing expectations without increased supports or resources to meet those expectations. Participants in focus groups highlighted the increasing demands they face. For example:

- There is a higher demand for part-time care and more flexible enrolment. This results in staff working with more families and children due to children "sharing" spaces, and increased difficulties in providing quality care when there is no consistent group of children attending on a daily basis.
- Participants indicated that there was greater pressure on them to address broader family and social issues—which they were not equipped to deal with—such as family violence, concerns related to family poverty, child welfare concerns and family counselling.
- More centres have made efforts to offer a more inclusive environment for children with special needs, but additional funding to provide the necessary supports is often dependent on an identified diagnosis. Many of the children requiring additional supports have behavioural problems—usually associated with ADD or ADHD—for which funding is often not available.
- There is increased emphasis on "school readiness," which is often interpreted as ensuring that children have formal numeracy and literacy skills before they enter kindergarten.
- Some focus group participants indicated that parents have arrived armed with information packages from their local schools containing lists of skills that their children are expected to master before coming to kindergarten.

There are often competing interests at play for the child care workforce: meeting the developmental needs of the children, meeting the labour force needs and related expectations of parents, and meeting their own needs for reasonable working conditions. Several participants indicated that their future plans included working in nursery school/preschool programs, or in the school system where the focus of the program was more on the development of the child and would make better use of their skills and education.

### 6.2.4 The child care workforce faces instability

Child care centres and regulated family child care often offer unstable work environments.

- Low enrolments (that can be related to several possible factors, including changes in parents' employment, changes in child care fee subsidy eligibility criteria, even a change in a commuter train schedule) can result in layoffs in child care centres or termination of contracts in family child care settings.
- As noted in the previous section in this chapter, government-supported wage grants can be, and have been, rescinded or reduced with a corresponding reduction in staff wages and caregiver payments.
- Many centres are located in schools or other community spaces. Few have lease agreements that protect the centre from eviction if the school or community group requires the space for other purposes.
- Stand-alone small child care centres typically exist with thin margins and little credit at the bank. Payroll is dependent on payments from individual parents and government.

## 6.3 Career Trajectories

The child care sector continues to accommodate multiple career and education pathways. Individuals typically enter the child care workforce through one of four routes:

- pre-service college ECE diploma or certificate program or university ECE-related degree program followed by employment in a regulated child care setting;
- employment in a regulated child care setting;
- self-employment as a regulated family child caregiver; or
- non-ECE-related university degree or college certificate or diploma followed by employment in regulated child care or self-employment as a regulated family child caregiver.

Child care staff and family child caregivers who do not have ECE credentials often pursue them on a part-time basis through continuing education and/or distance education post-secondary programs.

### 6.3.1 The child care workforce sees limited opportunities for advancement within the child care sector

The career ladder for the child care workforce within child care programs is limited and contributes to high turnover either to related ECEC settings or out of the field altogether. Opportunities for advancement within the sector have not kept pace with the workforce's increased educational attainment. Mobility within the child care sector is perceived to be minimal. In 1998, only 28% of assistants, 23% of teachers (early childhood educators) and 30% of supervisors (i.e. head early childhood educators) thought that they had a chance of being promoted within their own centre and about 75% of all teaching staff indicated that they would have to leave the field to earn more money or achieve a high-status position.[16] In fact, 42% of child care directors across Canada had advanced in their current centre from a more junior position. Two thirds of child care directors indicated that they would have to leave the child care field to earn more money or achieve a higher status position.[17]

Advancement opportunities are opening up for child care staff who have ECE credentials in related ECEC settings. The skills and knowledge of early childhood educators are valued in many of these settings, such as teaching assistants in kindergarten classes, child development staff in CAPC programs and family resource centres, and early interventionists and resource teachers in early intervention programs. Also, early childhood educators are sometimes sought after to fill positions in sectors that are also experiencing recruitment difficulties and staffing shortages, such as speech and language therapy[18].

### 6.3.2 Who goes and who stays

Compared to other sectors, the staff turnover in child care is high. Overall, staff turnover in full-time child care centres in 1998 was reported to be around 21%[19] across Canada, down from 26% in 1991.[20] The turnover rates for assistant teachers, teachers and supervisors were 28.2%, 21.9% and 15.5%, respectively. The Canada-wide averages mask considerable variation across jurisdictions (from 15% in Prince Edward Island to 45% in Alberta)

Overall, turnover rates increase as average educational attainment levels decrease. (See Table 6.3.) But there are exceptions that may be related to provincial/territorial policies. For example, both educational attainment levels and staff turnover rates in Manitoba are lower than in other parts of Canada. Government funding arrangements do not recognize staffing models with more than the minimum number of staff with college ECE diplomas and post-diplomas. Therefore, there is little incentive to increase overall educational levels beyond the minimum requirements.

**Table 6.3 Front-line Child Care Staff Turnover Rates and ECE Post-Secondary Credential (minimum 1 year), by Jurisdiction, 1998**

| Jurisdiction | Staff with an Early Childhood Education Credential (%) | Turnover Rate (%) |
|---|---|---|
| British Columbia | 91.1 | 23.7 |
| Alberta | 64.8 | 44.8 |
| Saskatchewan | 59.4 | 32.2 |
| Manitoba | 67.2 | 17.3 |
| Ontario | 89.0 | 17.7 |
| Quebec | 82.4 | 17.4 |
| New Brunswick | 57.1 | 26.1 |
| Nova Scotia | 84.2 | 22.3 |
| Prince Edward Island | 84.0 | 15.0 |
| Newfoundland | 80.9 | 23.7 |
| CANADA | 81.8 | 21.7 |

**Source:** Doherty, Lero, Goelman, LaGrange & Tougas (2000).

The information in Table 6.3 provides an overview of turnover rates for front-line staff with a minimum 1-year ECE credential, but it is limited to the sample of child care centres offering full-day programs to children 0 to 6 years that were in operation in 1998. It does not offer any information about job layoffs related to centre closures, which are another source of staff turnover. For example, comparative analyses from 1997 and 2001 data from surveys of child care facilities in British Columbia found that 27.6% of the centres, and 47.4% of the licensed family providers who responded to the 1997 survey, had closed.[21]

Some turnover is inevitable and it should be noted that about 3% of staff leave for maternity and parental leaves. Another 1% is laid off due to low enrolment and 2.5% were terminated for poor performance. Approximately 6% leave to

pursue other job opportunities—about 2.8% to other child care centres, 1.5% to related jobs and 1.5% to unrelated jobs.[22]

In Quebec, there was considerable turnover in the early period of child care reform with the implementation of the new salary grid. Staff who were no longer satisfied with their work environment moved to other centres to improve their overall conditions, even if they stayed in their same position (i.e. continued working as a cook or a teacher) since their salary would not be affected. There was also turnover due to the massive expansion and numerous job openings. For instance, a staff member who felt she would not be able to access a higher level job within her CPE, because there were colleagues with more seniority, moved to a new CPE where she could become supervisor-coordinator or even a *directrice générale.*

The information illustrates that turnover—whether to another child care centre, a related ECEC program or out of the field entirely—in child care centres is high and presents challenges to the quality of children's daily experiences. These findings are echoed in reports from the field and front-line staff.

Perhaps most troublesome are reports from focus groups and key informants that many of the child care centre staff who are now leaving their positions for related and unrelated employment are often those with higher educational levels and presumably more extensive skills. A Canadian study about child care compensation reports that the rate of turnover is relatively high compared to other sectors and that more highly educated staff are more likely to leave the sector.[23]

The emerging Canadian findings are consistent with those from a California study that tracked staff in 75 higher quality child care centres between 1994 and 2000. It concludes "*our investigation points to alarming [staffing] instability in a relatively high-quality segment of the child care industry, during a period of increased demand and investment in services.*"[24]

### 6.3.3 Staff working in full-time child care centres report the highest job dissatisfaction

The job dissatisfaction reported in the *You Bet I Care!* survey of child care staff[25] was reinforced by focus group discussions with front-line staff from across Canada. Sources of frustration include low pay that never seems to improve. The lack of benefits, including pensions, compounds the issue, particularly for older members of the workforce or for those who would like to make a long-term commitment to the field.

But other reasons were also articulated, sometimes even more problematic than the compensation issues. Many expressed dissatisfaction with working conditions and the work environment that include long hours, not enough opportunity to practise ECE, and increasing custodial responsibilities in some parts of the country. Staff and family caregivers feel a lack of recognition from other professionals, especially teachers, and from early childhood educators who have moved into other ECEC positions. Child care staff expressed their aspirations to work in centres that were able to promote and support a more pedagogical approach and provide more access to professional development and further education.

### 6.3.4 Over one third of child care centre staff and more than half of child care directors are dissatisfied with their career choice

The proportion of child care front-line staff who would not choose child care as a career again almost doubled between 1991 and 1998—from 18.2% to 35.1%.[26] Child care staff with higher education and job levels are more likely to be dissatisfied. Of all front-line child care centre staff with an ECE-related B.A. or higher degree, 46% said they would not choose a child career again compared to 23% for staff whose highest education level was a high school diploma. Thirty-three percent of assistant teachers would not choose a child care career again compared to 41.2% of supervisors.

Satisfaction with their career choice has dropped sharply among child care directors since 1991. About 70% were satisfied with their choice in 1991 compared to less than 50% in 1998.

But given the well-known list of challenges—low pay, hard work, lack of recognition—it is heartening to know that the majority would make the same choices.

## 6.4 Occupational Health and Safety

Healthy and safe conditions for child care staff are important elements for their health and well-being. Policies and procedures to protect the children's health and safety may help but there are additional conditions to consider. There are significant issues related to child care staff health and safety in their work environments. Program staff are particularly vulnerable to musculoskeletal disorders, infectious diseases and stress.

Health and safety challenges are reduced by good working conditions that minimize the risks. When illness or injury happens, sick leave and extended health care benefits can make a big difference.

## Box 6.1

**Ontario Joint Occupational Health and Safety Committees and Representatives**

The *Occupational Health and Safety Act* (OHSA) is designed around the principle that employers and employees must work together to ensure a healthy and safe workplace environment.

The OHSA requires that workplaces with more than 20 employees must establish joint health and safety committees and workplaces with more than 5 employees (and no joint health and safety committees) must establish a health and safety representative.

In a community-based not-for-profit child care setting, a joint health and safety committee will include child care staff, child care director and board members. The committee members work together to promote a safe and healthy work environment and identify potential problems. At least half of the members of the committee must be non-management staff who are selected by the staff. If the child care setting is unionized, the employee members are selected by the union. The management of the centre (board of directors and management staff such as the supervisor) select the employer members.

In smaller, non-unionized child care settings, a health and safety representative is selected by the child care staff. In a unionized setting, the union representing staff selects the health and safety representative.

### 6.4.1 Child care work is physically demanding

Babies and children are often carried and lifted. Furnishings and equipment get moved throughout the day's activities. Backs, knees and other joints can suffer.

The organization of the physical environment can reduce musculoskeletal disorders:

- Provide adult-sized furniture in the children's activity areas.
- Ensure that staff have assistance before moving or lifting equipment.
- Offer information about correct bending and lifting from the knees to avoid back injury.

The aging of the child care workforce (illustrated in Chart 2.14 in Chapter Two) increases the issues involved in ensuring healthy working conditions. The physical demands of child care become more problematic for an older workforce.

### 6.4.2 Getting sick is an occupational hazard in child care settings

Young children get colds, with runny noses and crusty eyes. They get gastrointestinal viruses and may vomit or have diarrhea. Chicken pox is a common childhood disease. Staff risk becoming sick, as they are exposed to these and other germs through constant physical contact with children. Personal health care and preventive measures, as well as excellent hygiene practices in child care settings help to reduce the likelihood of illness. But, compared to most work environments, there is increased exposure to infectious diseases in work with young children.

Provincial/territorial regulations require child care staff to have a health examination and current immunization as recommended by the local medical officer of health. Immunization requirements usually cover rubella, measles, tetanus, diphtheria and poliomyelitis.

### 6.4.3 Stress

High levels of stress are reported among child care centre staff[27] and among teachers in the education system.[28] Reports of stress are associated with increased expectations to work with children with special needs (particularly behaviour challenges) and increasing numbers of children whose first language is neither English nor French without adequate resources and support[29].

## 6.5 Employment Status in Family Child Care

Caregivers in regulated family child care have a complicated employment relationship that makes it difficult to determine who their employer is or if they are self-employed contractors. The majority are licensed and are self-employed with contractual arrangements with parents. Others are supervised through licensed child care organizations and are considered independent contractors.

## Box 6.2

**The Status of Caregivers in Regulated Child Care in Quebec**

In spring 2003, the Quebec Labour Tribunal awarded family child caregivers the right to unionize. The Quebec government passed legislation in fall 2003 that sidesteps the decision. The legislation retroactively declares all caregivers to be self-employed. The new law allows the government to enter an agreement with providers' associations on the provision and financing of family child care, as well as setting up and maintaining programs and services for caregivers. The agreement will bind all Centres de la Petite Enfance (CPS) and all caregivers in Quebec. The union, CSN and CSQ are mounting a court challenge to the law and take the case to the International Labour Organization.

**Source:** Adapted from Child Care Human Resource Sector Council Bulletin (2004).

## ENDNOTES

[1] Cost, Quality & Outcomes Study Team 1995; Doherty, Lero, Goelman, LaGrange & Tougas 2000; Doherty, Lero, Goelman, Tougas & LaGrange 2000; Goelman, Doherty, Lero, LaGrange & Tougas 2000; Whitebook & Sakai 2003

[2] Canadian Teachers Federation 2004

[3] Doherty, Lero, Goelman, LaGrange & Tougas 2000 in Kass & Costigliola 2003

[4] McQuaid, Chaulk & Smith 2002

[5] Atlantic Evaluation and Research Consultants 2003

[6] D. Lutes, personal communication, July 30, 2003

[7] Institute for Women's Policy Research 2003

[8] Hegland, Peterson, Jeon & Oesterreich 2003

[9] Ontario Coalition for Better Child Care 2003

[10] McQuaid, Chaulk & Smith 2002

[11] Saskatchewan Community Resources and Employment 2002

[12] Hunter & Forer 2002

[13] Northwest Territories Education, Culture and Employment 2003

[14] R.A. Malatest and Associates Ltd. 2002

[15] Doherty, Lero, Goelman, LaGrange & Tougas 2000

[16] Ibid

[17] IIbid

[18] Doherty 2002

[19] Doherty, Lero, Goelman, LaGrange & Tougas 2000

[20] Canadian Child Care Federation & Canadian Child Care Advocacy Association 1992

[21] Kershaw, Forer & Goelman 2004

[22] Doherty, Lero, Goelman, LaGrange & Tougas 2000

[23] Cleveland & Hyatt 2002

[24] Whitebook, Sakai, Gerber & Howes 2001

[25] Doherty, Lero, Goelman, LaGrange & Tougas 2000

[26] Ibid

[27] Ibid

[28] Canadian Teachers Federation 2004

[29] Doherty, Lero, Goelman, LaGrange & Tougas 2000

The evidence is clear. A skilled and competent child care workforce is a critical factor in providing high quality child care that benefits children's early development and learning. The challenge for the child care sector is to increase the skill level of the child care workforce, and to increase the quality of early learning and care that children experience. Quality environments for children will improve the quality of the work environment and job satisfaction for the child care workforce. Quality child care environments will increase the recognition and the value of the child care workforce and, in turn, will enhance recruitment and increase retention.

## 7.1 The Quality Problem

Chapter Three summarizes what we now know about the quality of regulated child care programs in Canada. Overall, regulated child care is safe and caring. However, it does not provide the kind of early learning environments that support optimal early child development or ensure that all children—particularly children who are vulnerable or living in high-risk circumstances—thrive.

The quality problem is a central challenge for the child care workforce. Staff interactions and relationships with children matter and seem to influence child development outcomes. The capacity of child care staff and family child caregivers increases with educational levels, particularly education that is related to child development and ECE practices. Skilled practitioners want to work in environments that provide and promote optimal early learning and care experiences for children.

### 7.1.1 People are the key factor in quality child care experiences for children

Repeated studies arrive at the same conclusion. Competent child care staff and caregivers are related to better outcomes for children.[1] The quality of a child care program is largely determined by the characteristics of the interactions between individual children and the child care staff or caregiver, the knowledge and skill base that child care staff or caregivers have, and the environment that is created by child care staff or caregivers.[2]

### 7.1.2 More education is better

Increased post-secondary education related to early childhood development, education and care is related to increased quality child care and better child outcomes. Research studies report consistent and significant associations between higher staff education levels, quality programs and outcomes for children.

- The longitudinal NICHD Early Child Care Research Network study considered the effects of child care staff or home-based caregiver education on child care quality and the effects of child care quality on child outcomes. Researchers found that educational attainment predicted staff or caregiver behaviour, which in turn predicted children's social and cognitive development. Staff and caregivers with higher levels of ECE-related education were more likely to provide quality care and learning environments.[3]
- The *You Bet I Care!* study of quality in child care centres reported that higher quality centres were associated with child care staff who had post-secondary ECE credentials.[4] The related study of regulated family child care reported that increased quality environments were associated with higher levels of caregiver education.
- A Canadian study of school-age child care also reported that higher quality was associated with higher levels of director and staff education.[5]
- Ongoing professional development and upgrading is necessary to stay current with the latest development in child development knowledge and to implement new pedagogy or curriculum that may be introduced at a provincial level, such as the *jouer c'est magique* curriculum in Quebec.

Recent US studies conclude that at least some of the staff in centre-based programs should have university degrees that include early child development and education studies, in order to increase the quality of preschool programs and, in turn, improve child outcomes before entry to Grade 1.[6]

The recent Canadian study of child care centre quality concludes that quality improvements are likely in regulated child care settings if all staff have post-secondary ECE qualifications.[7]

### 7.1.3 Quality begets quality

Quality child care settings for children contribute to positive working environments that attract and keep skilled staff. Quality programs allow child care staff to build the kinds of programs and relationships associated with positive early child development.

Skilled and educated individual staff are less likely to be able to apply their knowledge and abilities and behave in a sensitive and responsive manner in a poor quality program. A recent longitudinal study of a sample of Californian centres reported that individual staff seem to be responsive to the training levels of their colleagues.[8] Focus group discussions with ECE students close to graduation revealed that the quality of a program can be a determining factor deciding where to work, particularly if compensation levels are similar.

Several focus group discussions pointed to poor quality programs that provided little opportunity for reflective practice and application of early childhood pedagogy as a strong disincentive in attracting the skilled staff necessary for a quality program.

### 7.1.4 The quantity and quality of applicants to ECE programs may be down in some jurisdictions

Key informants in some parts of Canada indicated that the number of applicants to ECE college programs was down, while others suggested that the skills and abilities of those coming into the programs have decreased. The perception of child care as something to do when an individual does not know what else to do, or does not have the intellectual capacity to pursue other options, fuels this concern.

In some regions, applications are increasing or decreasing to ECE programs, often due to other pressures. For instance, the "double cohort" in Ontario (resulting from the elimination of Grade 13 in the secondary education system) has precipitated an influx of applicants over the past couple of years. In other parts of the country, a reduction in funding support from HRSDC through the LMDAs is thought to be limiting interest.

## 7.2 Child Care Staff Educational Attainment

Increased educational attainment, particularly in areas related to child development and early childhood education pedagogy, is a well-established strategy to improve the quality of child care settings.

### 7.2.1 The child care workforce's educational attainment level is increasing

In 2001, census data indicated that 60% of early childhood educators and assistants had completed a post-secondary certificate, diploma or degree, compared to 54% in 1991. The census figures include early childhood educators and assistants working in a variety of regulated and unregulated child care and early childhood settings, including family child care. It is not known what proportion of the post-secondary credentials are ECE credentials. It seems reasonable to assume that child care staff working in regulated settings will be more likely to have a post-secondary education qualification in ECE. (See Table 2.12 Changes in Distribution of Educational Attainment, 1991 to 2001, by Occupation.)

Studies that focus on specific staff groups within the child care workforce report data that support this assumption. In 1991, a survey of child care centre staff found that 58% had completed post-secondary ECE programs and 7% had a degree. The more recent 1998 survey reported that 70.8% of child care centre staff had a 2-year post-secondary ECE credential or more and 18% had degrees. More than 80% had a 1-year or more ECE credential. (The overall percentage of staff with post-secondary education is higher in the study than in the 2001 Census data and is expected, given that the respondents are working in regulated child care centres which require specific qualifications for a proportion of the staff members. The authors of the study point out that the educational attainment levels reported in the staff questionnaire are higher than staff educational attainment levels reported by child care directors on the centre questionnaire, which may reflect a tendency for a higher proportion of the front-line staff with higher levels of educational attainment to respond to the staff questionnaire.)

### 7.2.2 The rate of increase of educational attainment for the child care workforce lags behind the rate of increase across all occupations

A 1984 survey of child care staff in regulated centres found that just under 50% had completed ECE post-secondary programs and 11% had completed a university degree, which was significantly higher than the overall working population (at 35%). The survey found that "compared to the average Canadian worker, child care workers in licensed centres are well educated."[10] The more recent figures suggest that the gap is closing.

The census figures from the past two decades suggest that the overall increase in the educational attainment of the child care workforce has not kept pace with the overall increases found across all occupations, in spite of increased awareness of the importance of ECE qualifications and in some jurisdictions, increased qualification requirements. The proportion of the Canadian workforce with post-secondary education levels has increased from about 42% in 1991 to 52% in 2001. The proportion of early childhood educators and assistants with post-secondary credentials increased from approximately 53% in 1991 to 60% in 2001. Over the same period, the proportion of teaching assistants with a post-secondary credential has increased from 42% to 60%.

### 7.2.3 Qualification requirements vary across ECEC settings

Chapter Three presents qualification requirements for child care staff and kindergarten teachers in each province and territory. Overall, kindergarten and pre-kindergarten (or junior kindergarten – JK) teachers working with the school system are required to have university degrees plus teacher education and certification. Some staff in regulated child care settings are required to have ECE diplomas or certificates. Caregivers in regulated family child care and staff working in ECEC programs offered outside of regulated child care and the school system have no specific qualification requirements.

In the US in 2003, all states required a B.A. for kindergarten teachers and 22 states required a B.A. for teachers in state-financed pre-kindergarten programs.[11] In 17 states, a university degree with courses or certification in ECE in kindergarten was required. Nine of the same states and eight others required the same for pre-kindergarten. Only one state (Rhode Island) required a B.A. with ECE specialization for child care.

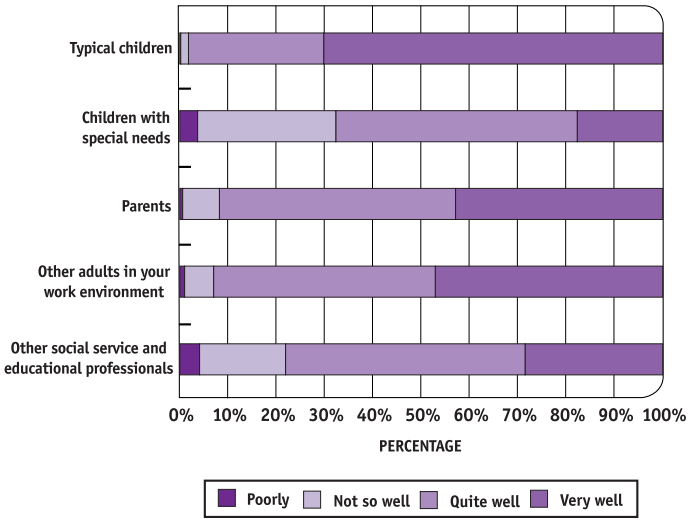
## 7.3 The Skill Gaps

Post-secondary ECE programs include both theoretical and practical knowledge to prepare the child care workforce. The 1998 child care sector study reported concerns about college ECE programs' focus on preschool centre-based programs and a relative lack of attention to infants/toddlers and school-age children.

As well, the ECE programs seemed to be weak on preparing graduates to work with families, children with disabilities, cultural-linguistic diversity and Aboriginal children. Other studies highlight the need to pay more attention to the knowledge and skills required to work with newcomer children and their families,[12] and with children with special needs.[13]

The research findings and conclusions are consistent with information from student surveys completed for the LMU. Students in ten ECE programs located across Canada reported that they felt well-prepared to work with 'typical children' but indicated that they felt less prepared to work with children with special needs, professionals in other educational and social service settings, parents, and other adults in their work environment. Chart 7.1 shows that over 70 % of students felt very well prepared to work with typical children, but fewer than 20 percent felt very well prepared to work with children with special needs.

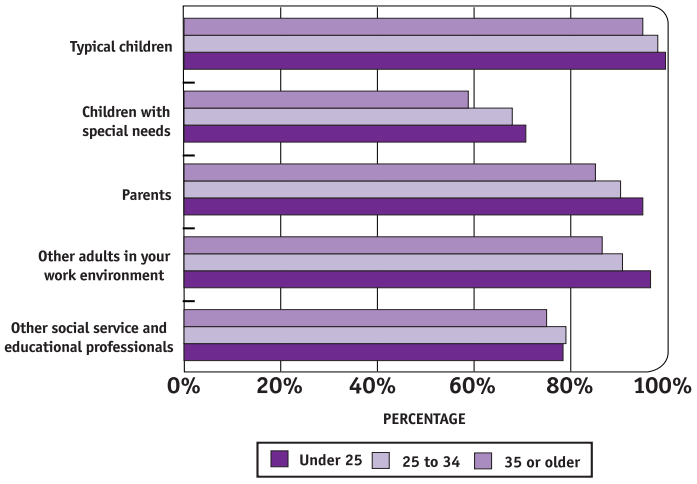
### Chart 7.1 How Well Students Felt Prepared to Work with Various Groups




**Source :** Student survey conducted for the LMU.

Older students reported feeling less prepared than their younger peers. Chart 7.2 shows that in most categories, the older the students, the less prepared they felt.

### Chart 7.2 Percentage of Students Who Felt Quite Well, or Very Well Prepared to Work with Various Groups, by Age




**Source :** Student survey conducted for the LMU.

The findings from the focus group discussions with managers of child care centres, preschool and nursery schools, special needs specialists and policy leaders suggest an increase in the entry skills that recent ECE graduates bring to the workplace. Overall, focus group discussions and key informant interviews suggest that since 1998 ECE college programs have adapted curriculum content and increased the capacity of ECE graduates to work in different types of ECEC settings, and with infants and toddlers. There was agreement that ECE graduates are not adequately prepared to work with children with special needs or culturally and linguistically diverse populations.

### 7.3.1 ECE graduates are often not prepared to work with children with identified special needs

Successful inclusion of children with special needs depends on the overall quality of the child care centre.

> *In-house capacity seemed to be the best predictor of quality inclusion. Inclusion happens in the centre that has a well-supported staff team with its own capacity to continue to keep including children with disabilities, built on training and information—a virtuous circle that is mostly about experience and building capacity. Outside consultation and resources can help but the quality of the centre for all children is the key element.*
>
> *Sharon Hope Irwin, SpeciaLink, Key Informant Interview*

Only two jurisdictions have any specific training requirements for the staff working with children with special needs. British Columbia requires a post-Basic ECE certificate in special needs and Ontario requires resource teachers to have a diploma in ECE plus a post-diploma program related to children with special needs.

As noted in the Prince Edward Island study *"For Our Educators"*:[14]

> *Many Early Childhood Centres are finding it increasingly difficult to provide for the program needs of children with special needs; this is in part because of their inability to recruit and/or retain qualified and experienced staff. As the overall quality of the staffing capacity in centres goes down (i.e. more and more people without training being employed) the total amount of dollars being requested/spent on children with special needs or other behavioural issues appears to be going up.*

Staff in Aboriginal Head Start (AHS) programs require more training in working with children with special needs, and addressing those needs within the cultural contexts of their programs. In 2001, 84% of the AHS sites had at least one child with a special need.[15] Focus group participants from AHS programs expressed a desire to better accommodate children with special needs.

There is agreement among ECE students, child care directors and provincial/territorial directors that the child care workforce needs more preparatory training and ongoing professional development.

### 7.3.2 More knowledge about cultural and linguistic diversity is needed

Key informant interviews with representatives from federal ECEC programs (including First Nations and Inuit Child Care, AHS, Urban and Northern Communities, Childminding and Military Family Resource Centres) suggested that post-secondary ECE programs need to be more culturally appropriate and sensitive. There was agreement that while the overall content that is typical in college ECE programs was generally appropriate preparation to work with children and families in programs such as AHS, a more direct focus on cultural and linguistic diversity was necessary to better support the more than 30 Inuit and First Nations languages spoken in AHS programs.

### 7.3.3 Initiatives to increase supply of trained early childhood educators

The key informant interviews and focus groups with college faculty and front-line staff identified numerous college initiatives and community–college partnerships that are working to increase the quantity and quality of the child care workforce. Recent reviews of community professional development initiatives identified college involvement across the country.[16] Boxes 7.1and 7.2 describe two such initiatives.

## Box 7.1

**Accelerated Early Childhood Education and Care Program, Holland College, Prince Edward Island**

When the research project, *"For Our Educators:" A Study of the Early Childhood Education Sector* revealed a high turnover of experienced/trained staff, the Early Childhood Development Association (ECDA) of Prince Edward Island decided that something needed to be done for those staff who were continuing to work in child care, but did not have training. After all, at some point these staff would need certification to remain employed.

The ECDA spearheaded a partnership among Holland College, HRDC (now HRSDC) and the Department of Education to develop the Accelerated Early Childhood Education and Care Program.

This program, for child care staff with a minimum of 3 years' experience in a licensed centre and currently employed, will result in an Early Childhood Diploma after the staff/students complete a three-part program comprising 11 weeks in the classroom, 11 weeks of on-the-job training at their place of employment and a final 11 weeks back in the classroom. There are 16 students in the program, which began at the end of October 2003 and will finish in July 2004.

Before being accepted into this program, students had to meet the academic criteria of Holland College and undergo an intensive screening process for prerequisites and commitment. Employers had to provide a letter of support for the students.

With HRSDC involvement, these students receive EI benefits during the time they spend in the classroom and their regular salaries during the 11 weeks of on-the-job training. This is a special initiative for HRSDC, which has the authority to authorize an individual to leave employment to take training under certain circumstances (e.g. if the worker is going to need certification by the industry to remain employed). All students in this program are able to establish an EI claim as they have all worked the requisite time. As another exception, HRSDC covers the cost of books for students in this program.

The ECDA is planning to do a three-phase evaluation of this program (at the end of each segment). Initial anecdotal feedback from students suggests that they are finding this program demanding; students say they would not have been able to do it without their years of experience in child care and report that they are learning the theory behind what they have been practising.

**Source:** LMU key informant interviews; McQuaid, Chaulk & Smith (2002).

## Box 7.2

**Training Coordination Project, New Brunswick**

- Early Childhood Care and Education New Brunswick/Soins et Éducation à la Petite Enfance du Nouveau-Brunswick (ECCE-NB)
- Department of Training and Employment Development (TED)
- Department of Family and Community Services (FCS)

The Training Coordination Project was developed to assist child care centres to meet the New Brunswick training requirements for child care staff. The director or one in four staff is required to have 1 year of ECE training *or* its equivalent by April 1, 2006; centres licensed after April 1, 2003 must meet the training requirement immediately.

The Department of Family and Community Services conducted a Training Needs Assessment: a survey of the child care sector which examined what training the sector had, what training was needed and what was the best method to deliver training. With the information from the survey, the Training Coordination Project was developed to assist the child care sector to meet the training requirements through a distance ECE program, PLAR process and cost-shared tuition. ECCE-NB, TED and FCS are partners in this project.

ECCE-NB, with a coordinator, acts as a gateway to this project, coordinating access to training and PLAR. ECCE-NB helped identify interested staff currently employed within the sector at centres that do not meet the training requirement. In September 2003, between 80 and 100 of these staff began as students in the distance ECE program. Initially, many staff and students were interested in PLAR, but it is not clear how many will complete the process.

TED financed the development of the distance ECE program, transforming the current 1-year program offered by New Brunswick Community College (Saint John, English and Campbellton, French). TED provided funds to develop PLAR.

FCS shares tuition costs with students in this program: the department pays 80% and students are responsible for 20%.

*It is expected that students will take 3 years to complete the distance ECE program (equivalent to 1-year ECE training). While anyone is able to access this distance ECE program, only people who are currently employed in a centre that does not meet the training regulation will be eligible for the cost-shared tuition.*

**Source:** LMU key informant interviews.

Several provinces have introduced initiatives to address the shortage of trained early childhood educators, especially where the supply of trained staff is insufficient for centres to meet legislated training requirements. Both the introduction of training requirements and the increase in training requirements in some provinces contribute to the problem. Training initiatives to increase access to and facilitate additional training of early childhood educators include the following:

- Newfoundland and Labrador introduced training requirements for both regulated centre-based and family child care. Training initiatives include distance education, PLAR, challenge for credit and subsidizing 50% of required courses to meet the regulation until 2005.
- Nova Scotia enhanced training with a bursary program for full- and part-time students, additional support to training institutions, development of online courses and use of PLAR.
- Manitoba instituted a training requirement for family child care providers licensed after January 2003. Providers must complete an approved 40-hour course in family child care or ECE within their first year of being licensed. A training grant of up to $250 per provider is available upon successful completion of the course. This grant is also available to child care assistants working in centres.
- In Saskatchewan, the 2001 amendment to the Child Care Regulations introduced a three-tiered system for staff in child care centres and increased hours of required training for family child care providers. It includes a $70 per class tuition reimbursement for those upgrading ECE training levels, including family child care providers.
- In Alberta, the Child Care Accreditation Program includes a pre-accreditation phase introduced in January 2003. As part of this program, family child care agencies receive $200 per provider to develop training to meet the Provincial Safety Standards training requirement (meeting key learning outcomes in areas of child development, behaviour management, family dynamics, individual needs, serious incidents, culturally sensitive strategies, children with disabilities, community resources, working with parents and adoption issues).

### 7.4 Leadership and Management Issues

International and Canadian research findings and policy reports point to the child care centre manager, supervisor or director as the gatekeeper of quality.[17] The education, training, knowledge and abilities of a centre's manager/director influence the quality of the centre.

The LMU found two areas of concern repeatedly emerged in discussions with the child care sector: a lack of pedagogical leadership and a lack of human resource management skills.

### 7.4.1 Directors define pedagogy in child care centres

Pedagogy in ECEC settings is the deliberate cultivation of early learning and development.[18] It includes:

- curriculum or content of programs, including the content that is intentionally designed to promote learning processes, skills and specific information;
- methodology or the strategies used to implement the curriculum, including the planned interactions of people, use of physical space and materials used; and
- techniques for socializing children in the suite of cognitive, social and emotional skills necessary to get along with others.

Pedagogical leadership refers to the establishment and reinforcement of a climate and culture that expects staff members to provide an environment that deliberately teaches young children. It implies the ongoing supervision of a process of planning, implementing and reviewing what children do and how they are doing.

Focus groups pointed to quality gaps that are related to a lack of pedagogical leadership and the ability of child care managers/directors to successfully support and nurture recent ECE graduates who are entering the sector. The survey of child care directors in child care centres reported that only 2% of their time was spent in activity planning and preparation compared to 3% doing maintenance tasks. About 10% was spent on staff supervision (presumably some of which is spent on pedagogical issues) while 18% is spent on administrative tasks.

Key informants who are in leadership roles in monitoring and reviewing quality in child care settings pointed out that the increased demands on child care directors for record keeping and documentation related to safety and health requirements and financial accountability were diminishing their ability to provide pedagogical leadership.

### 7.4.2 Managing people better

A central theme that emerged throughout the LMU study is the weak "culture" of human resource management that exists within the sector. In part, the issue is one of priority and preoccupation. The majority of child care directors and managers are early childhood educators in small settings who have a background in child development and early childhood pedagogy. The demands of balancing tight budgets and meeting program regulatory requirements occupy their time and attention, leaving little attention paid to human resource issues. Staff supervision and performance reviews, succession planning and clear policies to guide practices in areas such as conflict resolution, probation periods, team communication and employment termination are often missing.

The provision of centre-based child care is labour intensive and relies on the working relationships of a small group of people. Unlike school settings, which operate with a hierarchy of roles and responsibilities that is generally understood, child care environments are less predictable. Without an in-house skill base in human resource management, it is difficult to provide the human resource infrastructure necessary to sustain an early childhood team.

## 7.5 Barriers to Pre-Service and In-Service Education and Professional Development

The child care workforce continues to identify barriers to accessing post-secondary ECE programs and professional development opportunities. Focus groups with front-line staff pointed to time and cost factors. Key informants pointed to ineffective vehicles to distribute information and resources. Both groups suggested that a lack of recognition of informal, non-traditional learning and the inability to transfer credits and credentials across institutions and jurisdictions were barriers.

### 7.5.1 Availability and affordability

The cost of post-secondary education to obtain either an ECE credential or a university degree and the distance from such a program are barriers to access for many potential students. A recent report on recruitment and retention issues in Canada concluded that the high cost of post-secondary ECE programs in relation to low remuneration levels is a significant disincentive to either remain in, or enter, the child care sector.[20] The same report pointed to the lack of available programs in more remote regions of the country.

An environment scan of issues related to post-secondary ECE programs (as well as other factors related to child care recruitment issues) found concerns about cost and geographic location in every province and territory.[21]

Between 1991 and 1998, child care staff reported that the proportion of staff who had taken part in professional development activities over the past 12 months decreased from 87% to 76%.[22] The most common reasons given were cost and inability to obtain release time (again related to cost).

### 7.5.2 Dissemination and distribution of professional development materials

Sector organizations, post-secondary institutions and early child development research and resources are producing a plethora of materials (e.g. print, electronic, video) aimed at individuals working with young children and families, as well as a related set of materials targeted to parents of young children. However, it is unclear how much is reaching the child care workforce.

Even post-secondary ECE programs are not always aware of or making use of materials produced in Canada that may be more culturally appropriate than texts and visual materials from the United States.

### 7.5.3 Many staff have acquired knowledge, skills and abilities through experience and informal learning

Individuals working in family child care or representatives from child care centres who did not have post-secondary ECE qualifications identified in focus groups that they want recognition for what they do know and have learned outside of formal academic settings. A recent US review of research about staff qualifications, which recommends a 4-year degree requirement for some of the staff, recognizes that staff may have acquired the necessary knowledge and skills and should be granted an equivalency status.[23] Newcomers to Canada may have related credentials acquired in other countries that are not recognized or perhaps understood in Canada.

PLAR has the potential to accommodate both the needs of individuals working in child care with experience but no recognized academic credentials, and the needs of the child care sector to improve the overall skills of the workforce. PLAR works particularly well in combination with distance education programs and with learners who are currently working in early childhood settings and/or have other related experiences.

However, the actual use of PLAR in ECE post-secondary education programs is minimal.[24] While PLAR in post-secondary ECE programs is proportionally higher than in most other post-secondary programs, the overall number of PLAR learners is small and does not make a significant impact on the sector's human resource challenges (i.e. recruitment and retention). It is unlikely to change without significant investment in PLAR infrastructure within post-secondary education institutions. When PLAR is financially viable for institutions and necessary supports for effective practice and implementation are in place, it is possible to actively promote PLAR to learners before and at registration. This is evident at colleges in Manitoba and Newfoundland where such measures are in place. Without this type of infrastructure, it is unlikely that PLAR will be able to contribute to child care human resource strategies.

Regulatory authorities in other sectors demonstrate the potential of PLAR as an important tool to recognize existing skills and knowledge and address labour market needs in an efficient manner. The Competency Based Assessment/Prior Learning Assessment Program in Manitoba is one example of PLAR application within the child care sector that is taking place outside of post-secondary education.

## Box 7.3

**Competency-based Assessment**

The Manitoba government offers two types of competency-based training for the child care sector. One is called the Competency Based Assessment Program (CBA), and the other is called the Competency Based Assessment/Prior Learning Assessment Program (CBA/PLA). Competency-based training enables child care assistants already working in child care centres to obtain an ECCE credential level while they continue to work.

Applicants who have at least 1 year of full-time experience in a licensed child care facility are eligible. CBA is for individuals who do not have a post-secondary diploma or degree. CBA/PLA is for individuals who have a post-secondary diploma or degree not recognized for classification as a qualified early childhood educator. Both provide eligible individuals with the opportunity to demonstrate their skills, knowledge and judgment according to required standards. The CBA/PLA program is approximately 6 to 9 months and CBA about 18 to 24 months.

**Source:** LMU key informant interviews; Bertrand (2003).

## 7.6 The Skill Drain from Child Care

Many students who participated in focus groups for the LMU indicated that the reasons they would not choose to work in child care are largely due to the low quality of the programs they experienced during their placements and the lack of job stability. They indicated concern over the sense that affecting positive change within the centre was too daunting a task for staff and there was often little support from centre directors to make significant improvements.

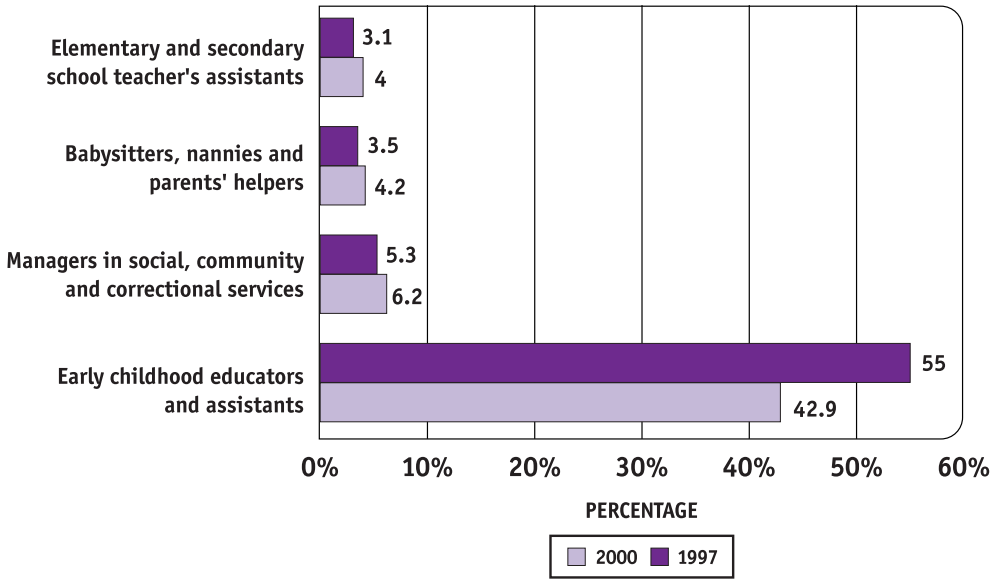
### 7.6.1 Child care staff do find other employment

We heard repeatedly that members of the child care workforce are leaving jobs in group child care and family child care to work in the school system as teaching assistants. During key informant interviews, jurisdictional officials concurred with these anecdotal reports:

- While there is a specific training program for teaching assistants in Newfoundland and Labrador, early childhood educators do get some of these jobs, which are considered highly desirable due to hours and time off in summer.
- Among the available jobs within the early childhood field in Prince Edward Island, the teaching assistant job in schools is also most desirable. Often, early childhood professionals, who are providing support to a child with special needs in a preschool setting, follow the child to Grade 1 or 2 as her or his special ed teaching assistant—a position that offers good wages, summers off and a shorter workday than in a child care centre.
- Officials in Nova Scotia, Saskatchewan, Yukon and Northwest Territories all report that early childhood educators move to jobs in education where the hourly wages may not necessarily be higher, but benefits, such as a pension plan and paid holidays, are more available.

- Post-secondary education programs prepare individuals to work in regulated child care centres but the National Graduate Survey found that only a minority remain in child care or related settings 5 years after graduation. Chart 7.3 shows that 2 years after graduation 55% are working as early childhood educators and assistants and less than 43% after 5 years. It should be noted that the National Graduate Survey follows only graduates who have completed a full-time program and entered directly from high school. The retention rates of early childhood educators who have acquired their qualifications on a part-time basis or who returned to school after a period in the workforce is not known.

## Chart 7.3 Occupational Categories of Employed 1995 ECE Graduates, 1997 and 2000




**Source :** Custom tabulations from National Graduate Survey data for class of 1995, Statistics Canada.

As noted in Chapter Six, the actual percentage of child care staff (in 1998) who left their jobs to take a position in an ECEC program outside of regulated child care was relatively low. According to the turnover figures in *You Bet I Care!* for staff working in full-time child care centres, the reported incidence was about 2% or approximately 817 of the 38,000 estimated to work in full-time child care centres. The educational qualifications of those leaving are not known. More analysis on turnover from the *You Bet I Care!* data is being undertaken for the Child Care Human Resources Sector Council, the results of which will inform the labour market strategy.

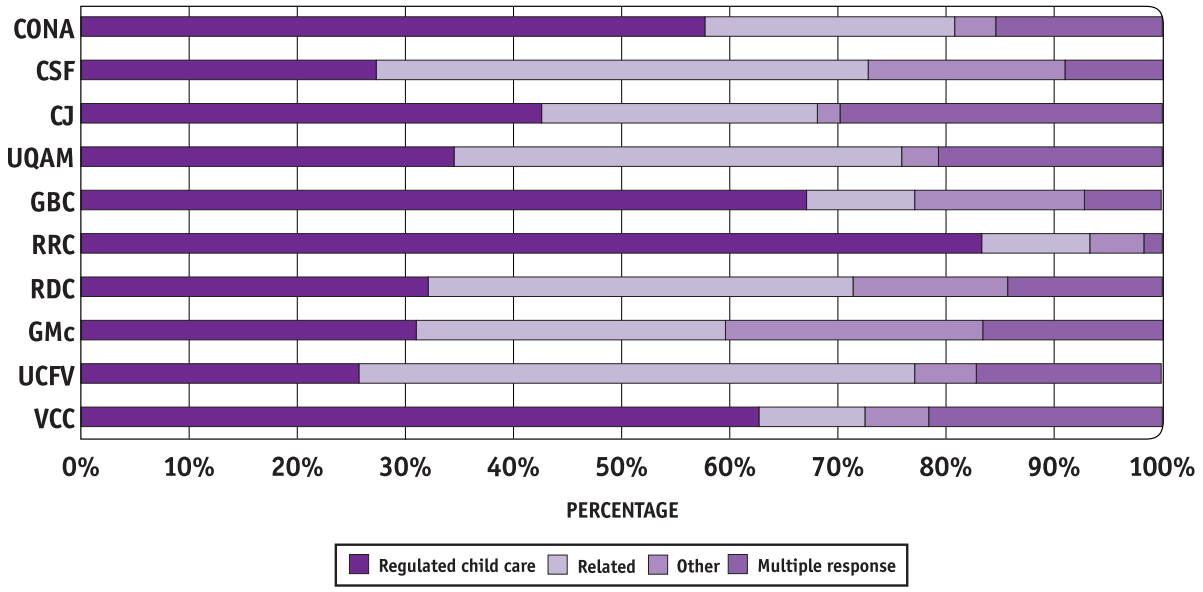
### 7.6.2 Many ECE graduates avoid employment in regulated child care in the first place

As discussed in the previous section, post-secondary education programs prepare individuals to work in regulated child care centres but only about 40% remain in child care or related settings 5 years after graduation.

In fact, while early childhood educators may move to jobs in education in some jurisdictions, information about early childhood educators from the National Graduate Survey does not substantiate this as a serious trend. Chart 7.3 shows occupational categories for employed 1995 ECE graduates in 1997 and 2000. There was only a small percentage increase in the 1995 ECE graduates who were working as teacher's assistants from 1997 to 2000. This survey also suggests that the actual percentage of recent ECE graduates who work in the school system is low. Since teaching assistants as a group are considerably older than early childhood educators and assistants, it is possible that graduates who returned to school after a period of work, or those graduated more than 5 years ago, are moving into these positions.

Many – in some regions most – ECE graduates do not ever seek employment in regulated child care. The data collected from the LMU ECE Student Survey and the analysis of the National Graduate Survey suggest that ECE graduates often

## Chart 7.4 Immediate Work Plans, by College

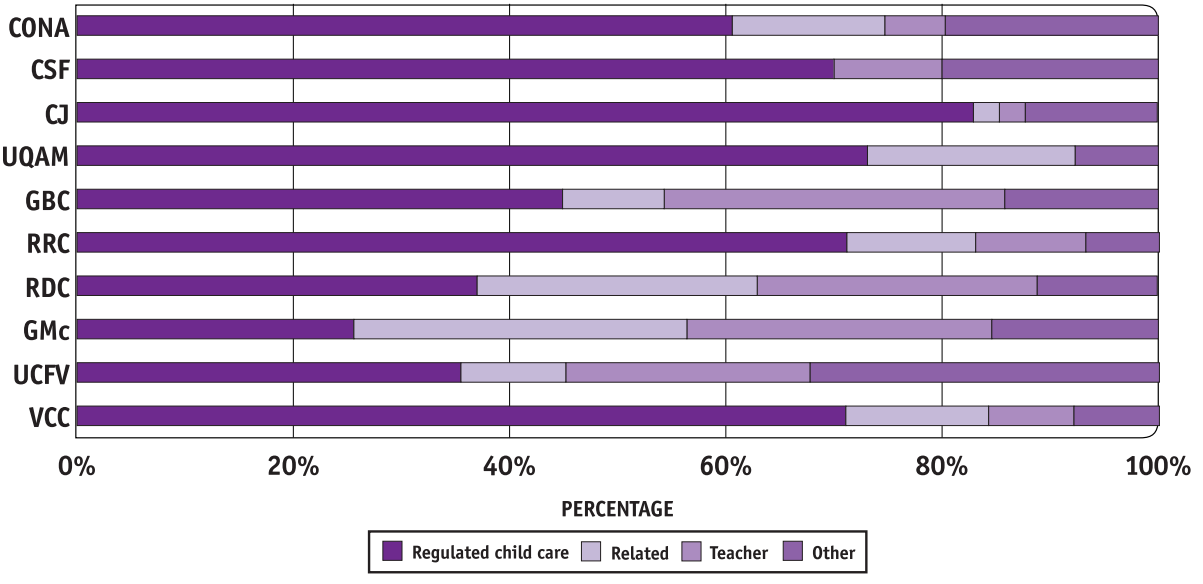



**Source :** Student survey conducted for the LMU.

view employment in regulated child care as transitory or they avoid it altogether. Results of the student survey conducted for the LMU (Charts 7.4) show that fewer than 40% of students from five colleges plan on working in child care after graduating, and in only one college do more than 70% of students intend on working in regulated child care.

The 5-year work plans of students were similar in four of the programs and in two of the programs there was a considerable drop in the percentage that expected to be working in regulated child care. In three of the colleges, more students expressed intent to be working in child care in five years, suggesting that they may be planning on continuing their studies first. Chart 7.5 shows the range of responses by individual college.

## Chart 7.5 Work Plan 5 Years from Now, by College




**Source :** Student survey conducted for the LMU.

Increasing the number of new graduates who choose to work in child care and stay there are key to the type of quality program in which they want to work. Efforts will be needed to enhance the skills and leadership qualities of supervisors and directors to recruit new graduates and work collectively on quality improvements. Following this cohort of students as they move into the workforce could provide useful information on their employment choices, job satisfaction and job stability as part of a long-term labour market strategy.

## ENDNOTES

[1] Arnett 1989; Burton, Young, Bellm, Whitebook & Broach 2002; Burchinal, Howes & Kontos 2002; Cost, Quality & Outcomes Study Team 1995
[2] NICHD Early Childcare Research Network 2000; National Research Council 2001
[3] NICHD Early Childcare Research Network 2002
[4] Goelman, Doherty, Lero, LaGrange & Tougas 2000
[5] Jacobs, Mill & Jennings 2002
[6] Barnett 2003; Blau 1999; Burton, Young, Bellm, Whitebook & Broach 2002; Howes, Galinsky, Shinn, Gulcar, Clements, Sibley, Abbott-Shim & McCarthy 1998; Whitebook 2003; Zill, Resnick, Kim, Hubbell McKey, Clark, Pai-Samant, Connell, Vaden-Kieran, O'Brien & D'Elio 2001
[7] Goelman, Doherty, Lero, LaGrange & Tougas 2000
[8] Whitebook & Sakai 2003
[9] Doherty, Lero, Goelman, LaGrange & Tougas 2000
[10] Cooke, London, Edwards & Rose-Lizee 1986, p.111
[11] Whitebook 2003
[12] Bernard, Lefebvre, Chud & Lange 1995
[13] Irwin, Lero & Brophy 2000
[14] McQuaid, Chaulk & Smith 2002, p. 35
[15] Aboriginal Head Start 2002
[16] Beach 1999; St. Albin & Maxwell 2003
[17] Goelman, Doherty, Lero, LaGrange & Tougas 2000; National Research Council 2001
[18] National Research Council 2001
[19] Doherty, Lero, Goelman, LaGrange & Tougas 2000
[20] Miller & Ferguson 2003
[21] Ibid
[22] Doherty Lero, Goelman, LaGrange & Tougas 2000
[23] Barnett 2003
[24] Bertrand 2003

CHAPTER 8

# THE RECOGNITION CHALLENGE

The child care workforce identifies the lack of recognition for the work that they do to be as much of a problem as the low wages they receive. In fact, the low compensation and a lack of recognition are interconnected challenges. The child care workforce is 98% female and is engaged in what has been historically unpaid women's work that is undervalued. Increased recognition is essential to mobilize support for increased investments necessary for higher wages. Better compensation increases respect and recognition.

The public perception of the child care workforce remains mixed. On the one hand, there is increased awareness that early development sets a foundation for later learning, health and well-being. The chronic challenges of the child care workforce are acknowledged. The link between better outcomes for children and a child care workforce with specialized knowledge and abilities is understood. But recognition in the form of better pay and working conditions has not materialized. Many still hold the view that children are better off with their mothers and that child care is a private responsibility. Debate about public and private roles and responsibilities for young children, particularly before entry into the school system, continues.

The child care workforce's own struggle for an identity is part of the recognition challenge. Quality child care is typically defined as a support for healthy child development, parents' labour market participation, women's equality, and early intervention for children at risk. However, discussion continues about the primary purpose of child care (alternative care to support labour market attachment or development/early education) and what to call child care centre staff and family child care providers.

## 8.1 At the Intersection of Professionalization, Unionization and Advocacy

*"Both things need to happen: professionalism (what the worker brings to the workplace) and unionization (what the workplace brings to the worker.)"*
Key informant interview: Elaine Ferguson, Child Care Connections Nova Scotia.

In 1998, the child care sector study proposed three interconnected strategies to address the recognition challenge: professionalization, unionization and advocacy. Over the past 5 years, the sector has continued to pursue campaigns, projects and initiatives that promote a profession, increase the proportion of the workforce represented by a trade union and widen the circle of public support for the sector and its workforce. However, most individuals in the child care workforce are still not members of a child care organization or union.

The child care sector wants to move forward toward a more stable workforce with more qualifications and better compensation and working conditions. Over the past 6 years, much has been achieved, such as the formation of the Child Care Human Resources Sector Council. Collaborative activities among pan-Canadian child care organizations have increased. Movement forward will continue to rely on the combined strategies of professionalization, unionization and advocacy.

A review of relatively higher quality of employment in other occupations involving care and education reinforce the message. The conditions associated with good quality employment are:

- extensive professionalization of the work, based on a coherent discipline (pedagogy) with strong historical roots and cultural identity;
- extensive unionization, with trade unions having multiple roles—economic, professional, training and political; and
- extensive advocacy to support public funding directed toward services and their workforces and public policy to ensure universal access to services.[1]

## 8.2 Professionalization

Professionalization describes the kind of activities and actions that a child care staff member or family caregiver or the child care workforce as a whole uses to achieve the goal of a profession. A profession is work that involves specialized knowledge and skills that are based on a systematic body of principles. Work in ECEC may not meet all of the requirements or criteria of a formal profession but steps toward the goal contribute to the public recognition of and respect for the workforce.

Child care organizations at the national, provincial/territorial and local levels support the workforce and advocate for its recognition. These groups carry out a range of professional education, and development and advocacy activities that contribute to the professionalization of the workforce.

Child care organizations report about 15,000 members, while there are about 300,000 individuals in the broader ECEC workforce. The membership numbers (reported in Chapter Five) include those who are in the child care workforce and others who are working in related ECEC settings, post-secondary ECE programs, and government consultants and policy analysts, as well as those who are working directly in regulated child care settings.

The majority of child care staff and family care providers do not belong to organizations. Membership is not required to work in the child care sector and membership fees can be a barrier, particularly when wages are low. However, the reach of organizations to provide information and networking

opportunities to the child care workforce far exceeds the membership. Child care organizations provide easily accessible information and resources that are available to both members and non-members.

### 8.2.1 Certification

Certification is *"a system for recognizing an individual's level of education, experience, and/or competence to practice an occupation with the confidence of the occupation and the public."*[2] It is one component of professionalization that recognizes and endorses educational qualification and performance levels, monitors standards of practice and promotes quality of ECEC and the child care workforce.

Some provincial/territorial governments require certification of child care centre staff. The systems of certification are typically based on the number of years of post-secondary ECE completed. The level of certification may determine whether an individual is permitted to have primary responsibility for a group of children or to work as an assistant. Two jurisdictions require a specified number of hours of professional development to remain certified (British Columbia, Newfoundland and Labrador). In British Columbia, child care centre staff must have a licence to practise which requires, in addition to an ECE certificate, verification of 500 hours of supervised work experience in a licensed child care facility. Table 8.1 provides an overview of the certification requirements by province and territory and where certification is mandatory or voluntary.

**Table 8.1 Child Care Workforce Certification**

| Province or Territory | Responsibility for Certification | Levels and Requirements | Participation |
|---|---|---|---|
| **Newfoundland and Labrador** | Provincial government has statutory authority for ECE certification. Government sets policy, standards and requirements. Issuance of certificates is outsourced to Association of Early Childhood Educators Newfoundland and Labrador | Entry Level: 45–50 hrs' orientation<br>Level 1: 1-yr certificate in ECE<br>Level 2: 2-yr diploma in ECE<br>Level 3: 2-yr diploma in ECE + post-diploma certificate/ specialization<br>Level 4: ECE degree or equivalent<br>Renewal: 30 hrs of PD every 3 yrs | All child care staff in regulated centres, and providers and home visitors in regulated family child care required to participate. |
| **Prince Edward Island** | Provincial government has statutory authority for ECE certification. | Level 1: 45–50 hrs' orientation<br>Level 2: ECE diploma or equivalent | All staff in regulated settings required to participate. |
| **Nova Scotia** | ECE certification from the Certification Council of Early Childhood Educators of Nova Scotia. | | Voluntary participation |
| **New Brunswick** | No certification | | |
| **Quebec** | No certification | | |
| **Ontario** | Certification through Association of Early Childhood Educators Ontario | | Voluntary participation |
| **Manitoba** | Provincial government has statutory authority for classification (certification) of ECE. Government issues certificates and appoints a board to advise on policy. | Child care assistant: training in progress<br>ECE II: ECE diploma<br>ECE III: Degree or post-diploma plus ECE diploma<br>No renewal requirements | All child care staff in regulated centres required to participate. |
| **Saskatchewan** | No certification | | |
| **Alberta** | Provincial government has statutory authority for certification of ECE, although issuance of certificates will be outsourced to non-government agency. | Level 1: 45–50 hrs' orientation<br>Level 2: 1-yr ECE certificate<br>Level 3: 2-yr ECE diploma | All staff in regulated child care required to participate. |
| **British Columbia** | Provincial government has statutory authority for certification of ECE. Government sets standards and issues and re-issues licences to practise (certification). | Basic Level: 1-yr ECE certificate plus 500 hrs of supervised work experience Post Basic Level (Infant – Toddler and Special Needs): 2-yr ECE diploma or 1 year ECE | All early childhood educators in regulated child care centres required to participate |
| **Yukon** | No certification | certificate plus post-certificate – | |
| **Northwest Territories** | No certification | 1 yr plus 500 hrs of supervised work | |
| **Nunavut** | No certification | experience. Renewal: work experience and 12 hrs PD every 5 yrs | |

**Source:** Adapted from McDonnell, Piazetski & Raptis-Benner (2003).

### 8.2.2 A new occupational standard for the child care workforce

*Occupational standards describe what a person in a particular occupation must know and be able to do to be considered competent at the occupation. Occupational standards usually have three components:*

- *the skills and abilities to perform the job in a competent fashion;*
- *the core knowledge required to perform the job in a competent fashion; and*
- *the standards of ethical practice expected of practitioners in that occupation.*[3]

The occupational standards are consistent with learning expectations, outcomes and competencies found in post-secondary ECE certificate and diploma programs. They have the potential to serve as a foundation for the development and evaluation of pre-service ECE curricula, accreditation of ECE post-secondary programs, a national system of certification for individuals, and for the assessment and recognition of informal learning and of credentials from other countries.[4]

In 2002 and 2003, the Canadian Child Care Federation (CCCF) and the Association of Canadian Community Colleges (ACCC) with funding support from HRDC hosted an extensive consultation process across Canada to review and revise proposed occupational standards. The standards are intended for *adults who provide remunerated care and education on a regular basis for children who are not part of their immediate family*[5] and who are responsible for a group of children in a family child care home, a child care centre, the child's own home or in a family resource program that offers programs and activities that include young children.

In November 2003, the Occupational Standards were endorsed at the national symposium described in Box 8.1 and were put forward for ratification by the CCCF membership at its annual meeting in June 2004. Next steps include plans to increase awareness across the sector and to seek endorsement from provincial/territorial child care organizations, post-secondary institutions with ECE programs, and provincial/territorial governments.

**Box 8.1**

**Nine Occupational Standards for Child Care Practitioners**

1. Protect and promote the psychological and physical safety, health and well-being of each child.
2. Develop and maintain a warm, caring and responsive relationship with each child and with the group of children.
3. Plan and provide daily experiences that support and promote each child's physical, emotional, social, communication, cognitive, ethical and creative development.
4. Use observations to assess children's skills, abilities, interests and needs.
5. Recognize signs and symptoms of emotional or developmental delays or challenges and take appropriate action.
6. Establish and maintain an open, cooperative relationship with each child's family.
7. Establish and maintain supportive, collaborative relationships with others working in the child care setting.
8. Establish and maintain collaborative relationships with other community service providers working with the child.
9. Reflect on one's own knowledge, attitudes and skills and take appropriate action.

**Source:** Doherty (2003).

### 8.2.3 The resources of voluntary organizations are stretched and they face new challenges

The majority of professional organizations and advocacy groups are voluntary organizations and carry out their mandates by relying heavily on the efforts of volunteers. Government funding may be available for specific projects but are now seldom available for core operational costs. Membership fees are typically minimal and, in many cases, do not even cover the material costs of memberships if mailings and newsletters are involved. The lack of financial resources necessary to maintain organizational infrastructure limits the ability of organizations to effectively promote professionalism or play an active advocacy role.

The challenge faced by most sector organizations is summed up in the conclusions of review of the ECE workforce completed for the Early Child Development Association of Prince Edward Island.[6]

*"While the Association's [ECDA] traditional role as a leader and advocate for accessible and affordable quality early childhood education for parents continues to be an important focus, the issues facing the field have become more diverse and complex. The needs and demands being placed on the volunteer resources of the Association are fast outpacing its capacity to respond…. The Early Child Development Association is currently led, operated and managed by its volunteer members. While there are people hired to manage/deliver certain project initiatives (Understanding Early Years, Early Childhood Environmental Rating Scale), there is no paid staff to manage and coordinate the Association itself. The Association Executive and members of its various working committees are rapidly reaching the 'burn out' point."*

### 8.2.4 Can professionalism accommodate a diversity of experiences and educational backgrounds?

Increased professionalism is linked to increased qualifications. Currently, the regulated child care workforce includes child care centre and family child caregivers who have ECE qualifications and those who have no formal training. The workforce will need to accommodate the existing members who do not have recognized qualifications during a transition period if increased qualifications are phased in. PLAR and realistic access to post-secondary ECE programs will need to expand. Recognition of foreign credentials and essential skill training for newcomers will increase their participation in a skilled child care workforce. Increased qualification levels also mean increasing the number of individuals who now have 1- and 2-year credentials to pursue ECE-related degrees.

The professionalization of the child care workforce has the potential to exclude employment opportunities for women with few educational qualifications, or who have recently immigrated to Canada and face linguistic and credential recognition barriers in seeking employment in other sectors. Discussions about the introduction of an occupational standard for the workforce have raised these issues. Keeping the workforce open to everyone, regardless of qualification level, can negate efforts to gain greater recognition and compensation. Therefore, it is inevitable that some individuals will be excluded. However, many of these individuals have considerable experience working with young children. Accessible and affordable training programs that accommodate adult learners, along with recognition and assessment of informal learning and foreign credentials, can greatly reduce their numbers and ensure a more diverse workforce.

## 8.3 Unionization

Currently, less than 20% of Canada's child care workforce working in regulated child care settings is unionized. The rates of unionization did not change significantly through the 1990s. The unionization of the child care workforce now appears to be increasing and there are now about 35,500 members of the child care workforce who are unionized (see Chapter Five).

Unionization addresses the issues of a lack of recognition, low pay and poor working conditions. With a union contract, child care employees can have a greater voice in defining their working conditions, clarifying their rights and responsibilities (as well as those of the employer), and resolving problems or grievances. Unionization can also directly support increased opportunities for professional development, and working conditions that support improved quality child care and education.

### 8.3.1 Increasing union density is difficult

Unions that are organizing staff in regulated child care centres encounter a number of obstacles. Many staff in small units that are operated by an individual owner or volunteer parent/community board of directors are often concerned that joining a union may change the relationships with the centre's management. The relationship is often collegial and managers may exert pressure on staff to discourage unionization. When approving a budget, parents who serve on boards of directors experience the difficulties in weighing the impact of raising staff wages on their own fees. As well, unions are aware of the difficulties of achieving gains for members whose wage gains are reliant on users' ability to pay.

However, interest in unionization is growing and some recent gains have been made.

- In July 2002, the Manitoba Government Employees Union (MGEU) hired a full-time organizer with an ECE background as part of an organizing drive of child care centres in Manitoba. As of the spring of 2004, the MGEU had signed up 67 centres, with several more pending. Critical to the success of the unionizing drive has been having an organizer who understands child care and the funding and policy challenges that centres face.

  The MGEU is servicing child care centres as full members even though they are not paying dues until a first contract is in place. It hopes to build on an earlier success with personal care homes, which also used to have individual boards. Most are now unionized and have comprehensive packages.

  The MGEU has divided Manitoba into eight areas: four in Winnipeg and four rural areas. Elections have been held and the bargaining committees have met. The MGEU is now pursuing a strategy to work with the Manitoba Child Care Association and the provincial government to establish and fund an employers' association.

- The Coalition of Child Care Advocates of British Columbia and the BC Government and Service Employees' Union held a joint strategy session in the fall of 2003. In part, the purpose of the session was to explore joint strategies for organizing, bargaining and advocating. As a result of the event, the Board of Directors of the Coalition of Child Care Advocates formally adopted a policy of promoting unionization as part of a strategy for achieving the goal of a publicly funded, not-for-profit, high quality, accessible, affordable child care system.[8]

- The CUPE national child care working group has identified the need to rethink how to represent child care workers. At its 2003 convention, it adopted a strategic direction and has subsequently written a child care plan. CUPE suggests that bargaining can be more effective if

employers come to a common bargaining table. It suggests that it may be desirable but not feasible to have one union for child care nationally, or even provincially, as many smaller communities are one-union towns. Those unions are in the best position to provide resources and support to all organized workers in that community. A project is under way in Ontario to do outreach to all CUPE-organized centres (with the exception of municipal centres) with a goal of forming a CUPE bargaining council.

### 8.3.2 Bargaining with governments, not parents

In addition to increasing union density, the MGEU has indicated that the best way to make significant and ongoing improvements to the salaries, benefits and working conditions of early childhood educators is for a union to negotiate with the key funder—that is, the provincial government—around a common table on behalf of all its members. If the union is successful in its strategy to set up an employers' council, all parties would be represented at a central bargaining table.

In 1998, in the early days of child care reform in Quebec, the average salary of a child care staff member was $10.98/hour, though the wages across regions in CPEs varied considerably. In April 1999, after 6 months of action and information, the CSN organized a strike. The objective of this strike was to demand that the government intervene to address compensation and benefits.

Central bargaining was introduced with the government, the unions (the CSN and the CSQ representing the workers whether unionized or not) and the main child care organizations (representing the CPEs) coming to the bargaining table. Wages, pay equity and a retirement plan were all discussed at that table. Wages, benefits and working conditions were significantly improved; these improvements applied to all CPEs, whether or not they were unionized. The Ministry of Families and Children established a working group on pension plans and one on pay equity.[9]

A salary grid was negotiated for all positions within a CPE, including some of the managerial staff—*the conseillères pédagogiques.* A 4-year plan to raise wages by approximately 40% was implemented, and it applied to all CPEs, whether they were unionized or not.

The unions have also played an important role in recognizing the importance of school-age child care by defining within the collective agreement the position of coordinators and educators, and by pushing for a minimum level of training.

Up until 1999, the wages of teachers in the school-age programs were superior to those of early childhood educators in centre-based care, despite lower educational requirements. The school-age program employees were all unionized. With the 1999 negotiations in the CPEs the disparity has narrowed and wages are now similar, although the educational requirements are still lower in school-age programs.

### 8.3.3 Efforts to organize family child care providers

The CSQ was the first union to organize family child care providers in Quebec. The first of five *Alliances des intervenantes en milieu familial*—regional bodies—was created in September 1997.

The CSQ represents 915 family child care providers in 90 CPEs and the CSN represents 600 family child care providers in 26 CPEs. In 2002, the CSQ and the CSN filed for union certification with the Quebec labour board, on behalf of 1,500 family child care providers from 116 CPEs. The decision was made in their favour; the CPEs (under the government's auspices) appealed and lost. The newly elected Liberal government introduced legislation (Bill 8) in November 2003, whereby the self-employed status of family child care providers is enshrined in a law, indicating they may not be unionized. The unions are appealing the decision based on the *Canadian Charter of Rights and Freedoms,* as well as international covenants ensuring the right of workers to unionize. As a result, there were demonstrations involving family child care providers through the fall of 2003.

Outside of Quebec, family child care providers in only one agency in Ontario are organized into a trade union (with OPSEU).

## 8.4 Advocacy

Public policy advocacy for the child care sector and the child care workforce is based on the view that children and families should have access to quality programs and that child care staff and family child caregivers should be recognized as critical components of these programs.

### 8.4.1 Broadening the circle of support

The success of advocacy can be measured by the public profile and awareness of an issue. The advocacy efforts of child care organizations, along with coalitions of women's organizations, trade unions and social service groups, continue to keep child care on the public agenda.

The circle of support advocating for increased public spending has broadened to corporate and other support outside the sphere of the traditional child care advocates. For example, Charlie Coffey, Executive Vice-President of Government and Community Affairs of the Royal Bank of Canada and the Honourable Margaret Norrie McCain, former lieutenant-governor of New Brunswick, state:

*No early years strategy can be successful without child care. It is essential for the provincial government to recognize and fund quality child care services as the core of an integrated strategy for child*

*development and parenting supports, and further that the federal government promote and fund child care as a central component of its early years initiatives.*[10]

Advocacy efforts continue to focus on increased investment in the child care sector and benefits for the child care workforce. The allocation of some of the federal funding connected to the Early Childhood Development Agreement funding and particularly the Multi-Lateral Framework Agreement to regulated child care point to their successes.

### 8.4.2 Developing a shared vision and direction

The CCAAC recently prepared a discussion paper that applies the lessons of the OECD study of ECEC in 12 countries by assessing the status of child care in Canada under each policy lesson. The paper is a basis for a pan-Canada consultation to develop a common vision and roadmap with stakeholders and with other social policy groups, academics, the labour movement and education sector.

In 2002, the CCAAC established Parent Voices to work with parents to make the case for quality, affordable and accessible child care. Through Parent Voices, parents are coming together to advocate for the child care services they need in their communities. Parent Voices has established linkages with child care groups and parents in six regions: British Columbia, Saskatchewan, Manitoba, Ontario, New Brunswick, and Newfoundland and Labrador. Momentum keeps building, and opportunities are expanding to work with parents in other provinces and territories. Through Parent Voices, the CCAAC is now reaching more than 30,000 parents across Canada.

### 8.4.3 Public attitude and perceptions about child care are a mixed bag

The sector is attentive to changes in public attitudes to child care and other early child development issues.[12] The public's perception of the importance of early years or early child development is growing. The flood of popular electronic and print media publicizing recent and less recent findings from the neurosciences and high-profile communications campaigns seem to have raised the profile of the subject and imparted a few key messages.

The CCAAC and the CCCF conducted a study to identify best practices in social engagement campaigns and to explore public awareness of, attitudes to, and preferences for child care in Canada. The study included a literature review, focus groups and representative polling.[13] The polling results indicated a high level of support for public investments in early learning. The majority of Canadians value the knowledge and abilities needed to provide quality ECEC programs and support increased remuneration for child care workers.[14] But outside of Quebec, the public is not demanding the provision of child care programs as a high priority.[15] Child care in Canada is perceived primarily as a service that benefits parents.[16] There is overall agreement that child care should be of high quality and support positive child development. But many view parents to be the primary beneficiaries of child care and see it as their responsibility to make child care arrangements. Support for public resources for child care programs is increasing, but that support is slow in translating into support for public responsibility for the provision of child care.

The polling results point to a wide range of views about the purpose and value of child care. It is disheartening and demoralizing for the child care sector, particularly the leadership, to acknowledge that, for many, the public identity of child care remains as a service that "looks after children while their parents are not there." Early childhood education, nursery schools and kindergarten are widely viewed as programs that promote early learning and development, prepare children for success in school and enrich their experiences. Advocacy efforts to link education and child care in the mind of the public and in the education sector will need to continue.

## 8.5 Strategic Directions at the Intersection

Professional organizations, trade unions and advocacy groups are joining together to support collaborative efforts and activities to improve the working environment for the child care workforce and to enlarge both their membership base and their reach within the sector and with the general public. Increasing professionalism, unionization and advocacy are making progress, albeit uneven progress, to expand the regulated child care sector across Canada. The workforce in regulated child care is growing, although increases in compensation are uneven.

At the same time, the child care sector is often competing with other ECEC programs for both government financial allocations and for qualified ECE staff. To further expand the child care sector and improve the compensation, skills and recognition for the child care workforce, strategies will need to focus beyond expanding membership in professional organizations, trade unions and advocacy groups.

The Child Care Human Resources Sector Council has established a workplan that embraces the premise proposed in the first sector study. Professionalism, unionization and advocacy are interlinked strategies that will need to work together to address the work environment, skills and recognition challenges. The next step is to address fundamental issues about the purpose of child care and the nature of the sector and the occupation, and then to consider beneficial alignments with related sectors.

### 8.5.1 What is the purpose of child care?

Is the purpose of child care *primarily* to support children's early development and learning or is it to support labour market participation?

Early childhood education *and* care is a sector that straddles both worlds and the regulated child care sector is clearly part of ECEC; indeed, we heard from many in the sector who consider regulated child care to be the core program for ECEC. They promote the view that quality early education is not possible without caring and quality caring is not possible without early education. But there is a "disjoint" between how governments view and fund child care and how it is perceived by many in the workforce, particularly those with ECE qualifications.

Post-secondary ECE programs' *primary* objective is to prepare individuals to support the optimal growth and development of all children, regardless of setting. Responsiveness to children and understanding of developmental trajectories is central. Child care centres are important sites to apply the principles of ECE. Graduates enter the workforce with the *primary* intent of practising ECE (and earning a living).

Regulated child care, particularly subsidized regulated child care, is viewed by provincial/territorial governments primarily as a support to parental labour force attachment. Government policies and regulations continue to tie the provision of child care fee subsidies and operating grants to parental labour force participation or preparation. Outside Quebec, the primary role of regulated child care from the provincial/territorial government's perspective is to care for children while parents are working or studying. Other types of ECEC programs and services are supported by governments because they promote optimal development and early learning.

### 8.5.2 Naming the sector and naming the occupation

There is a lively debate in Canada about what the sector and the occupation should be called or named. Behind the name of the occupation debate is a debate about the structure of child care and other ECEC programs; currently, there is a split system. Kindergarten and a growing number of pre-kindergarten and parenting programs happen within the school system and are mostly staffed by qualified teachers. Early childhood educators may be hired for assistant, preschool or parenting positions and these positions are generally valued and sought after. Regulated child care programs and a range of other child development programs (including child–parent activities offered within family resource programs) are offered through social services. These programs hire a combination of trained (usually ECE) and untrained staff.

The focus groups conducted for the LMU found that child care staff, family child care providers and others working in related ECEC settings expressed a range of views about the purpose of child care versus the purpose of related programs and what the occupation should be called. There was consensus among staff that parents considered programs called child care were less educational for children compared to programs called preschool, nursery school or pre-kindergarten, even when staff had identical qualifications. Overall, the term "early childhood educator" was mentioned more often as the preferred term for those who have ECE qualifications and are working in regulated child care centres or other types of ECEC settings. Early childhood educator was perceived to be a term similar to "teacher" or "nurse" that identifies a specific professional who can work in different types of settings.

An interesting discussion took place in November 2003 at the national symposium in Ottawa on Training for the Delivery of Quality Early Childhood Development and Care Services in Canada. The symposium, part of a 2-year study by the same name, was sponsored by the CCCF and the ACCC. The 61 participants included representatives of federal and provincial/territorial child care organizations, the Child Care Human Resources Sector Council, centre-based programs, family child care programs, community college ECE programs, organized labour, and federal and provincial governments. The discussion focused on what is the appropriate name for people working directly with young children in a variety of child care settings—possible names included early childhood educator, child care educator, child care worker, and child care and development specialist. The group did not reach consensus on a name but the deliberations clearly engaged participants and there was clear agreement that a single name (representing a shared identity) was a complex, but necessary step in finding common ground in gaining greater recognition for the occupation.

As the child care community matures, discussion about the name of the sector and the occupation will continue to evolve alongside professionalism, unionization and advocacy.

### 8.5.3 Strategic alliances and alignments

The child care workforce often identifies itself as part of the "caring" and "educating" occupations. In this regard, it is important to consider alignments with the education as well as the social service sector.

Defining care work is complex. Its borders are neither clear nor settled and many occupations include elements of care. An occupation can be described in one country or discipline as "care work" and as part of early education or early pedagogy in another country or context.[17] The key objective of social care is social inclusion. Many of its users are vulnerable and socially excluded in their communities and societies.[18] A variety of children's services are already part of the social care sector and the inclusion of services that provide early learning and care outside of the formal school system would contribute to coherency and integrated, inclusive services for families. Boxes 8.1 and 8.2 describe approaches taken by two sector bodies representing the child care workforce in forming strategic alliances with other care and education sectors.

#### Box 8.2

**Sector Skills Council for Social Care, Children and Young People**

The recent policy document in the United Kingdom, *Every Child Matters: Next Steps* announces the creation of a Sector Skills Council for Social Care, Children and Young People that will bring together those working in social care with other occupational groups that work with children and young people.[19] The aim is to:

- develop a more coherent and stable children's workforce through a set of common, core occupational standards;
- build a modular framework to enhance the skills, effectiveness and coherence of the children's workforce;
- foster high quality leadership; and
- make working with children and young people a more rewarding and attractive career.

The intention is to include ECEC services in England and in other UK countries, and strengthen the link between adult care and child care workforce development.

The social care sector in England includes occupations that include paid "front-line" workers who are employed to care for other than family members and work in one of four groups of services:[20]

- care for children and youth with disabilities;
- child and youth residential and foster care; and
- care for adults with disabilities, including elderly people.

It is expected to expand to include early years, SureStart, child care, education welfare services, and child and family services connected to the courts.

In a number of other jurisdictions, the child care workforce has formed alliances with the education sector, recognizing that education is increasing its participation in the delivery of pre-kindergarten programs.

#### Box 8.3

**Child Care Workforce/American Federation of Teachers Educational Foundation**

The Child Care Employee Project (CCEP) was founded in 1978 in Berkeley, California. As a grass-roots organization of child care staff in the San Francisco Bay Area, CCEP took on the role of networking with other small grass-roots groups around the country, and the work of developing resources for others to use in its research, policy and organizing work began in earnest. In the late 1980s, CCEP conducted its first landmark research project—the National Child Care Staffing Study. This study was the first of its kind to document the status of child care workers nationwide and established a clear link between the quality of care that children receive and the compensation and stability of their child care teachers. As child care workforce issues received more national attention, CCEP moved its headquarters to Washington, DC in 1994, becoming a central figure in the public policy debate surrounding child care issues. From 1994 to 1997, CCEP became known as the National Center for the Early Childhood Workforce, and eventually changed its name to the Center for the Child Care Workforce (CCW).

CCW advocated for public policy to restructure the early care and education delivery system to better address the issues of workforce recruitment and compensation, researched and documented the status, and influenced organizing strategies that emphasized a unified voice for early care and education teachers and providers.

In 2002, CCW merged with the American Federation of Teachers Educational Foundation (AFTEF), the non-profit arm of the American Federation of Teachers (AFT). The merger was the culmination of work that began as a result of a decision to discontinue as an independent, free-standing organization. As an AFTEF project, CCW/AFTEF hopes to use this unprecedented opportunity to broaden the scope of CCW's work and expand the capacity to create a unified voice for the early care and education workforce.

CCW/AFTEF and the AFT are now together to jointly champion high quality early care and education for young children that ensure good jobs for early care and education practitioners. As part of AFT, the CCW will be part of the larger efforts of AFT and the Educational Foundation to advance early childhood education and child care as vital parts of the nation's education system.

The notion of alliances presents some complex challenges for the child care workforce. Aligning the child care workforce with education or with an integrated network of care services could strengthen its presence and status. Discussions with those in the child care sector for the work of the LMU raised a number of concerns about subsuming child care within education, pointing to basic differences in philosophical and pedagogical approaches to ECEC. There are concerns that the "caring" aspects would disappear.

As the child care sector evolves and matures, professionalism, unionization and advocacy will play a central role in leading the workforce toward better compensation and recognition. If strategic directions are consistent with each other and mutually supportive, and if complementary alliances and alignments are pursued, the workforce will benefit and more forward with a stronger identity.

## ENDNOTES

[1] Adapted from Moss & Cameron 2002
[2] Ogston 1999, p. 8
[3] Doherty 2003, p. 2
[4] Canadian Child Care Federation & Association of Canadian Community Colleges 2003
[5] Doherty 2003, p. 2
[6] McQuaid, Chaulk & Smith 2002, p. 53
[7] Canadian Child Care Federation & Association of Canadian Community Colleges 2003
[8] Coalition of Child Care Advocates of British Columbia & BC Government and Service Employees' Union 2004
[9] Tougas 2002
[10] Coffey & McCain 2002, p. 14.
[11] Child Care Advocacy Association of Canada 2003
[12] Alberta's Commission on Learning 2003; Battle & Torjman 2002; Beach & Bertrand 2000; Government of Canada 2000, 2002; Mustard & McCain 2002; Premier's Council on Healthy Child Development 2003
[13] Espey & Good Company 2003
[14] Ibid
[15] Espey & Good Company, 2003; Michalski 1999
[16] Ibid
[17] Moss & Cameron 2002
[18] Topss UK Partnership 2003
[19] UK Ministry of Children, Young People and Families 2004
[20] Topss UK Partnership 2003

# CHAPTER 9 THE PATH FOR PROGRESS, CONCLUSIONS AND RECOMMENDATIONS

The main purpose of the LMU is to provide a forward-looking analysis of child care human resource issues. This analysis will support the sector as a whole and the Child Care Human Resources Sector Council to develop a plan to increase the number of skilled and qualified people who enter and remain in the child care workforce.

## 9.1 Overarching Labour Market Issues

Five major issues have an impact on the sector's ability to ensure a supply of qualified early childhood educators to meet present and future staffing needs in the regulated child care sector. The issues are complex and interconnected.

- **Quality:** Scarce funding of child care programs, and uncoordinated policies and standards in many jurisdictions cause uneven quality of care. These factors work against the sector's ability to recruit and retain qualified staff. The quality of child care programs depends on a trained, skilled and stable workforce, including effective and capable supervisory staff. In many parts of Canada, there is a shortage of trained early childhood educators. In some instances, ECE graduate students are choosing not to work in regulated child care because of concerns about quality.

- **Job security, stability and satisfaction:** Current levels and methods of child care funding in most of Canada cause job instability, and contribute to low wages and benefits. Long working hours and increasing demands play a role in job dissatisfaction. There is high staff turnover in the sector and a perception that child care is a limited career path.

- **Attitudes and awareness:** There is increasing awareness of the importance of early childhood development. However, this has not translated into supportive public policy for child care. Moreover, there is little recognition for the knowledge and skills required to work effectively in the sector and a lack of respect for the value of the work.

- **The relationship between early childhood development, early education and child care:** Child care is a critical component of comprehensive early childhood development programs. However, the central role of child care is not often reflected in public policy or funding decisions. For example, almost all of the Early Childhood Development Agreement funding went to initiatives other than regulated child care. Many of these new initiatives are core funded and do not rely on parent fees. Therefore, they are able to offer better pay and benefits, and draw ECE-credentialled staff away from regulated child care.

- **Inclusion:** Currently, all children do not have equal access to child care. Inclusion requires access to services with appropriate supports. This underscores the need for sufficient numbers of trained staff to ensure participation of children with disabilities or other specific needs, children from low-income families, and children and families who are newcomers to Canada or live in distinct cultural communities.

These issues provide an important context for the staffing crisis facing the child care sector. Increasing the numbers of qualified staff and caregivers is essential to improve and sustain high quality programs in regulated child care, as well as to expand the number of programs.

In addition to dealing with these five issues, the regulated child care sector must address labour market concerns arising from its aging workforce. Many sectors face future workforce shortages as the overall workforce grows older. Steps must be taken to ensure child care becomes a viable profession in order for the sector to compete with more financially secure occupations in the broader education and social service sector.

## 9.2 The Public Policy Challenge

Haphazard public policy, underfunding, fragmentation of services and the lack of regularly collected pan-Canadian data have plagued the child care sector for decades. Even with considerable evidence-based research and advocacy efforts, little progress has been made toward a more coherent public policy framework in Canada, apart from Quebec's family policy. More recent interest in the importance of early childhood development presents opportunities to advance child care policy, but also ushers in a host of new challenges stemming from a lack of recognition of child care's fundamental role in the early years.

Four key policy areas must be addressed to provide an infrastructure that enables meaningful progress on child care human resource issues:

1. A general policy framework that clearly recognizes the central role of child care to early childhood development strategies. A regulated child care system is the most practical way to deliver widespread, publicly supported early childhood development and learning. Regulated child care has two priorities. The first is to ensure the well-being of children through programs that support cognitive, social, emotional and physical development. The second is to support labour force participation of parents.

2. Coherent public policies across the sector to effectively manage the demand for child care and early childhood educators. The demand for qualified early childhood educators is in large part dictated by the public policy directions of each province or territory. Policies are inconsistent across jurisdictions when it comes to funding, eligibility for service, access, regulation, monitoring and improving quality of care. Most governments do not have defined goals for child care or target levels of service. This situation makes it difficult to predict the demand for a qualified workforce.

3. Sufficient funding of the sector. Quality child care requires significant investments of public dollars to maintain stable programs, make them affordable to parents, and to provide reasonable wages, benefits and working conditions for staff and caregivers.

4. Labour market information to guide decision making: There is no regularly collected pan-Canadian child care information, nor is there a clear distinction between those who work in different settings and varying positions within the child care sector. It is impossible to delineate those who work in child care centres, or in family child care and/or with differing age groups.

Progress can be made when governments take a multifaceted approach to the public policy challenge. As noted in the study, Quebec leads the way in growth of supply and funding for regulated child care. This expansion has come about within a framework of broad family policy. The framework focuses on setting growth targets, a significant increase in public funding, creation of an infrastructure, improved wages and benefits, a government-sponsored recruitment campaign, efforts in quality improvement and increased flexibility in delivery of training.

## 9.3 Recommendations

Based on the data collection, analysis and conclusions of the LMU, the following recommendations identify a framework to address human resource challenges in the regulated child care sector:

1. Promote increased pay and benefits.
2. Develop a recruitment strategy.
3. Develop a retention strategy.
4. Enhance management and leadership practices and supports.
5. Increase attachment to professional, labour and advocacy organizations.
6. Develop partnerships with the education and research community, government departments and related sectors.
7. Reframe the "child care" versus "early child development" dialogue.
8. Develop a research agenda.

The recommendations are designed to support, sustain and strengthen the child care workforce and will serve as the basis for the development of a labour market strategy for the sector.

### 9.3.1 Promote increased pay and benefits

The pay and benefits of child care staff and providers vary widely across Canada. They remain very low in many jurisdictions compared to other occupational groups, particularly those with similar educational requirements. Those who work in the child care sector are overwhelmingly women. With an average annual employment income of $16,167, they earn less than half the national average of $33,470. Their work is undervalued and they in effect subsidize the service they provide through their low pay. For the most part, child care staff have few if any monetary benefits such as pensions or short- and long-term disability plans. Family child care providers are overwhelmingly self-employed and are therefore not eligible for any employment-related benefits.

In centre-based care, improved and common wage and benefit scales would reduce job turnover caused by staff who leave for a job that pays more. In Quebec, for example, turnover rates have dropped due to improved child care staff wages and common compensation scales.

Clearly, fair wages and benefits would have a positive and powerful impact on recruitment and retention in the sector. Compensation must reflect the value of the work in order to recruit and retain qualified early childhood educators and attract capable applicants into post-secondary ECE programs. Any increases to wages and benefits must come from public investment, not through increases to parent fees.

### 9.3.2 Develop a recruitment strategy

At a time when the child care workforce is aging, few young people are entering ECE programs and many new graduates are choosing not to work in regulated child care. The sector needs to recruit and include both young people and mature, experienced professionals. A recruitment strategy must be designed to attract:

- high school graduates and experienced members of the workforce who lack ECE credentials into post-secondary ECE programs;
- those with post-secondary qualifications related to ECE;
- ECE graduates who are working in other sectors;
- under-represented groups including Aboriginal peoples;
- those with foreign credentials; and
- a diverse workforce that reflects the community.

### 9.3.3 Develop a retention strategy

The high turnover rate in child care creates instability and negatively affects the quality of child care. While wages are a major reason for high turnover rates, working conditions in child care centres also play a significant role. The job is demanding, the workload is heavy and staff experience low job satisfaction. Many child care centres are financially unstable and therefore there is little infrastructure for the operation of high quality programs and little job security. The value of the work is not recognized.

A retention strategy must address:
- work environment;
- work organization and job satisfaction;
- formal training opportunities;
- access to ongoing professional development and in-service training; and
- portability and transferability of credentials.

### 9.3.4 Enhance management and leadership practices and supports

Positive management and leadership practices contribute to attracting skilled staff; an increased sense of teamwork; better morale; a sense of equity among staff; professional development opportunities; and well-planned, quality programs. Clear child care management and leadership roles can also offer opportunities for career development within the child care workforce.

Efforts to strengthen child care management must include outreach to recent immigrants and newcomers and reflect the cultural, ethnic and linguistic diversity of the population. As well, it is necessary to enhance and support the management capacity of family child care providers, who primarily work alone and have a significant management component as part of their duties.

### 9.3.5 Increase attachment to professional, labour and advocacy organizations

Professionalization, unionization and advocacy are key strategies that can work together to improve wages, benefits and working conditions, and support a skilled workforce. Increasing membership in these organizations is a priority. As well, it is important to strengthen child care organizations and provide the necessary stability to ensure that they are an effective part of the child care infrastructure.

***Professionalization:*** A majority of those who work in child care do not belong to a child care organization and therefore have little access to supports such as collegial networking, topical and timely sector information and professional development opportunities. Child care staff working in small centres are often isolated and interact with a limited number of colleagues, and family child care providers usually work alone. Professional affiliation is a critical support to individuals and the workforce. Unlike many established and growing professions, professional affiliation in the sector is voluntary rather than mandatory in all jurisdictions.

***Unionization:*** Unionization has played a critical role in improving wages, benefits, training opportunities and working conditions. This is especially the case where there is a high union density in the workforce. In Quebec, where a relatively high percentage of the child care workforce is unionized, wages have increased for all of the sector's workers, whether or not they belong to unions. Unions are important vehicles for promoting the value of the child care workforce to their members, many of whom are parents with young children. Unions have also played a significant role in advancing public policy and pressuring governments to increase funding to the sector.

***Advocacy:*** Advocacy efforts of child care organizations have contributed to keeping child care on the public agenda and raising awareness. These efforts have also highlighted the need for increased public funding and developing a coherent child care system in Canada. Advocacy organizations continue to promote the message to policymakers and the public that all children and families should have access to quality child care and that the workforce is key to the delivery of quality child care.

### 9.3.6 Develop partnerships with the education and research community, government departments and related sectors

It is important to build the necessary support to establish progressive public policy, expand public investment, increase recognition and contribute to recruitment and retention. Developing partnerships with provincial/territorial directors of child care, ministries of education, community colleges, the research community and other related stakeholders and organizations will increase the sector council's ability to advance human resource issues in child care.

### 9.3.7 Reframe the "child care" versus "early child development" dialogue

The regulated child care sector often struggles to be a central stakeholder in the development of related ECEC initiatives. Qualified staff and caregivers, particularly those with ECE credentials, are finding increased career opportunities in ECEC programs that operate apart from regulated child care. Many in the sector believe child care should be the core program for ECEC, yet most governments primarily fund child care as a support for parental labour force participation. There is currently no common understanding of the relationship between care and early education, or shared language that reflects the dual purpose of child care. Both would help to build public awareness and support for the potential of child care to meet the developmental needs of children and accommodate parental working hours.

The workforce and its leadership need to reach agreement about the purpose of the sector and the core identity of the workforce. The Child Care Human Resources Sector Council is well positioned to lead this discussion, with its membership of representatives of unions, professional organizations, advocacy groups and other stakeholders. Developing a common position on the main purpose of child care and its connection to related ECEC programs, as well as redefining and promoting the workforce, will help in two areas. The first is building support to expand public investment. The second is helping to define, coordinate and advance complementary professionalization, unionization and advocacy activities.

### 9.3.8 Develop a research agenda

The LMU clearly demonstrates the gap in ongoing data collection on the workforce. Research is needed to monitor compensation, working conditions and turnover, and to build evidence for policymakers on key human resource issues in the sector. A research agenda would enable the sector to assess progress on recruitment and retention and the related impacts on quality of care.

A clearinghouse research distribution system is necessary to ensure that policymakers and the child care sector have access to new information and knowledge. As well, consistent, well-organized data collection and research on the child care workforce need to be linked with other research that affects the sector, such as information about families, the labour force and early childhood development.

### Conclusion

Together, these eight recommendations point the way ahead for the child care sector. The recommendations are relevant and responsive to both long-standing and emerging human resource challenges. They provide a path for progress.

These recommendations will serve as a foundation for developing a child care labour market strategy. By definition, a labour market strategy sets out a concrete plan to address and advance human resource issues in a sector.

The Child Care Human Resources Sector Council is well positioned to develop such a strategy for the sector. The council provides a sectoral structure for moving forward on human resource issues through collaborative actions with its national partners. The organization's mandate is to develop a confident, skilled and respected workforce valued for its contribution to ECEC.

The labour market strategy will shape the council's focus and activities for the next 5 years. The strategy will define ways to improve recruitment, retention and recognition of the workforce. The goal is clear: to promote high quality child care by ensuring Canada's child care workforce is the best it can be.

# APPENDIX 1

## MEMBERS OF THE CHILD CARE HUMAN RESOURCES SECTOR COUNCIL

### Executive Committee

**Joanne Morris**
Sector Council Chair (Director at Large)
Faculty, Early Childhood Education
College of the North Atlantic
Newfoundland and Labrador

**Gyda Chud**
Sector Council Vice-Chair (Director at Large)
Director – Continuing Studies
Vancouver Community College
British Columbia

**Raymonde Leblanc**
Sector Council Secretary-Treasurer
Representative: Confédération des syndicats nationaux
Conseillère Syndicale
Confédération des syndicats nationaux
Québec

**Christine Maclean**
Representative: Child Care Advocacy Association of Canada
Past Chair
Child Care Advocacy Association of Canada
Newfoundland and Labrador

**Sandra Griffin**
Representative: Canadian Child Care Federation
Executive Director
Canadian Child Care Federation
Ontario

**Jamie Kass**
Representative: Canadian Union of Public Employees
Child Care Coordinator CUPW
Ontario

### Council Members

**Karen Chandler**
Representative: Canadian Child Care Federation
Professor
George Brown College
Ontario

**Sheila Davidson**
Representative: Child Care Advocacy Association of Canada
Child and Youth Advocate
City of Vancouver
British Columbia

**Mary Goss-Prowse**
Representative: Canadian Child Care Federation
Registrar of Certification
Association of Early Childhood Educators Newfoundland and Labrador
Newfoundland and Labrador

**Marta Juorio**
Representative: Child Care Advocacy Association of Canada
Director of Child Care
YWCA Child Development Centre
Saskatchewan

**Marcia Lopez**
Representative: Canadian Union of Public Employees
Home Child Care Coordinator
Toronto Home Child Care Office
Family Day Care Services
Ontario

**Dixie Mitchell**
Director at Large
Child Care Consultant
New Brunswick

**Noreen Murphy**
Director at Large
Executive Director
Churchill Park Family Care Society
Alberta

**Gay Pagan**
Representative: National Union of Public and General Employees
Child Care Worker Organizer
Manitoba Government and General Employees' Union
Manitoba

**Jasbir Randhawa**
Director at Large
Co-Chair
Yukon Child Care Association
Yukon

**Kathy Reid**
Provincial/Territorial Director (Director at Large)
Director – Child Day Care Program
Manitoba Department of Family Services and Housing
Manitoba

**Josée Roy**
Representative: Confédération des syndicats nationaux
Adjointe à l'exécutif
Confédération des syndicats nationaux
Québec

**Trista Thompson**
Representative: National Union of Public and General Employees
B.C. Government and Service Employees' Union
British Columbia

**Labour Market Update Working Group**

**Sheila Davidson** (chair)
**Gyda Chud**
**Raymonde Leblanc**
**Deborah Mayer** (member of the former Human Resources Round Table)
**Noreen Murphy**

## APPENDIX 2-A: STAFFING REQUIREMENTS FOR REGULATED CHILD CARE CENTRES, 2003

| Province or Territory | Age Groups, Staff: Child Ratio and Group Size | | | Staff Training Requirements |
|---|---|---|---|---|
| **Newfoundland and Labrador** | 0–24 mths | 1:3 | 6 | Each group of children must have at least one staff person with a minimum of 1 yr of ECE and at least 1 yr of experience. All other staff must have completed a 30–60-hr orientation course. Operator (director, supervisor) must have 2 yrs' ECE training and 2 yrs' experience. Operator and lead staff must have training in age group they are working with. Five levels of certification specified at end of regulation (Child Care Services Reg, 1999) |
| | 25–36 mths | 1:5 | 10 | |
| | 37–69 mths | 1:8 | 16 | |
| | 57–84 mths and attending school | 1:12 | 24 | |
| | 85–144 mths | 1:15 | 30 | |
| **Prince Edward Island** | 0–24 mths | 1:3 | 6 | Centre supervisors and at least one full-time staff member must have a minimum of 1 yr of ECE training or a university child study degree. |
| | 25–36 mths | 1:5 | not specified | |
| | 37–60 mths | 1:8 | not specified | |
| | 61–72 mths | 1:12 | not specified | |
| **Nova Scotia** | 0–17 mths | 1:4 | 10 | The centre director and 2/3 of staff must have completed a training program in ECE or have 2 yrs' experience, one 60-hr course in human growth and development and 25 hrs of workshops on early childhood curriculum. |
| | 18–35mths | 1:6 | 18 | |
| | 36–60 mths | 1:8 | 24 | |
| | 18–60 mths | 1:12 | 24 (half day) | |
| | 5–12 yrs | 1:15 | 25 | |
| **New Brunswick** | 0–23 mths | 1:3 | 9 | The director OR one in four staff is required to have 1 yr of ECE training or its equivalent (implementation deadline extended to April 1, 2006). There are no training requirements for other staff. As of April 1, 2003, extended for those currently licensed/approved as a facility; if submitting licence application after April 1, 2003, then must meet training requirement immediately. |
| | 24–36 mths | 1:5 | 10 | |
| | 37–48 mths | 1:7 | 14 | |
| | 49–60 mths | 1:10 | 20 | |
| | 6–72 mths | 1: 12 | 24 | |
| **Quebec** | 0–18 mths | 1:5 | | 2/3 of staff in CPE centres must have a college diploma or university degree in ECE.<br><br>1/3 of staff in garderies must have a college diploma or university degree in ECE. |
| | 18 mths–3 yrs | 1:8 | | |
| | 4–5 yrs | 1:10 | | |
| | 6–12 yrs | 1:20 | | |
| | Maximum facility size: 80 spaces | | | |
| **Ontario** | 0–18 mths | 3:10 | 10 | Supervisors and at least one person with each group of children must have an ECE diploma or its equivalent. Supervisors must also have 2 yrs' experience. |
| | 19–24 mths | 1:5 | 15 | |
| | 25–60 mths | 1:8 | 16 | |
| | 61–72 mths | 1:12 | 24 | |
| | 6–10 yrs | 1:15 | 30 | |
| **Manitoba** | Separate age groups: | | | 2/3 of a full-time centre's staff for children aged 12 wks to 6 yrs must be classified as ECE II or III.<br>1/2 of staff employed in school-age centres and nursery schools must be classified as ECE II or III.<br><br>ECE III – 2-yr diploma and advanced certificate or approved 4-yr *degree (Family studies, Development Studies, Child study stream)*<br>ECE II – approved 2-yr diploma or completion of Child Day Care Competency-Based Assessment Program. |
| | 12 wks–1 yr | 1: 3 | 6 | |
| | 1–2 yrs | 1: 4 | 8 | |
| | 2–3 yrs | 1: 6 | 12 | |
| | 3–4 yrs | 1: 8 | 16 | |
| | 4–5 yrs | 1: 9 | 18 | |
| | 5–6 yrs | 1: 10 | 20 | |
| | 5–12 yrs | 1: 15 | 30 | |
| | Mixed age groups: | | | |
| | 12 wks–2 yrs | 1: 4 | 8 | |
| | 2–6 yrs | 1: 8 | 16 | |
| | 6–12 yrs | 1: 15 | 30 | |
| | Nursery school: | | | |
| | 12 weeks–2 yrs | 1: 4 | 8 | |
| | 2–6 yrs | 1: 10 | 20 | |

| | | | | |
|---|---|---|---|---|
| **Saskatchewan** | Infants | 1: 3 | 6 | Centre directors hired after July 2001 must meet or exceed qualification for ECE III (2-yr diploma/ equivalent). Directors appointed to director position prior to July 2001 must meet or exceed qualification of ECE II (1-yr certificate/equivalent) but must upgrade to 2-yr diploma if accepting employment with another centre. Effect Jan 2002, all staff employed for at least 65 hrs per mth must meet the qualification of an ECE I (120-hr child care orientation course/equivalent) By Jan 2005, 30% of staff must have a 1-yr certificate/equivalent in child care and by Jan 2007 a further 20% of staff must have a 2-yr diploma or equivalent. |
| | Toddlers | 1: 5 | 10 | |
| | Preschoo (30 mths to 6 yrs) | 1: 10 | 20 | |
| | School age (6–12 yrs) | 1: 15 | 30 | |
| **Alberta** | Child care centres | | | Centre directors required to have Level III certification (completion of 2-yr diploma or equivalent). One in four staff in each centre is required to have Level II certification (1-yr ECE certificate or equivalent). All other staff required to have Level I certification (completion of orientation course or equivalent course work of at least 50 hrs related to ECE). |
| | 0–12 mths | 1: 3 | 6 | |
| | 13–18 mths | 1: 4 | 8 | |
| | 19–35 mths | 1: 6 | 12 | |
| | 3–5 yrs | 1: 8 | 16 | |
| | 5–6 yrs | 1: 10 | 20 | |
| | Drop-in centres | | | |
| | 0–12 mths | 1: 5 | 10 | |
| | 13–18 mths | 1: 5 | 10 | |
| | 19–35 mths | 1: 8 | 16 | |
| | 3–5 yrs | 1: 12 | 24 | |
| | 5–6 yrs | 1: 15 | 30 | |
| | Nursery school: | | | |
| | 3–5 yrs | 1: 12 | | |
| **British Columbia** | 0–3 yrs | 1: 4 | 12 | Under age 36 mths: each group must have one infant/toddler educator (10-mth ECE training plus 500 hrs of supervised work experience and special infant/toddler training). Age 30–72 mths: each group must have one person with 10-mth ECE training plus 500 hrs of supervised work experience. |
| | 30 mths to school age | 1: 8 | 25 | |
| | Preschool | 1:15 | 20 | |
| | School age | 10–1 | 20–25 | |
| | Special needs | 1: 4 | 12–16 | |
| **Nunavut** | 0–12 mths | 1:3 | 6 | No early childhood training requirements. |
| | 13–24 mths | 1:4 | 8 | |
| | 25–35 mths | 1:6 | 12 | |
| | 3 yrs | 1:8 | 16 | |
| | 4 yrs | 1:9 | 18 | |
| | 5–11 yrs | 1:10 | 20 | |
| **Northwest Territories** | 0–12 mths | 1:3 | 6 | No early childhood training requirements. |
| | 13–24 mths | 1:4 | 8 | |
| | 25–35 mths | 1:6 | 12 | |
| | 3 yrs | 1:8 | 16 | |
| | 4 yrs | 1:9 | 18 | |
| | 5–11 yrs | 1:10 | 20 | |
| **Yukon Territory** | 0–17 mths | 1:4 | 8 | 20% of the staff in a centre must have 2 or more yrs of ECE training or its equivalent and an additional 30% must have 1 yr of ECE training. Other staff must have completed at least a 60-hr child care orientation. |
| | 18–24 mths | 1:6 | 12 | |
| | 3–6 yrs | 1:8 | 16 | |
| | 6–12 yrs | 1:12 | 24 | |

**Source:** Friendly, Beach, & Turiano 2002. *Early Childhood Education and Care in Canada 2001.*

LMU key informant interviews and provincial questionnaires, provincial/territorial child care officials. Any updated information about ratios, group size, staffing requirements (e.g. Nova Scotia [ratio, group size], New Brunswick [implementation dates for training requirements]).

## APPENDIX 2-B: STAFFING REQUIREMENTS FOR REGULATED FAMILY CHILD CARE, 2003

| Province or Territory | Caregiver:Child Ratio | Caregiver Training Requirements |
|---|---|---|
| **Newfoundland and Labrador** | Up to six children, including the provider's own children not attending school on a full-time basis. Not more than three children may be under age 36 mths; of these no more than two may be under age 24 mths. | Orientation course of 30–60 hrs, depending on the age group the provider is responsible for. A minimum of 30 hrs of professional development every 3 yrs. |
| **Prince Edward Island** | Up to seven children, including the provider's own children under age 12, with a maximum of three children under age 2. | A 30-hr training course. |
| **Nova Scotia** | Up to six children of mixed ages, including the provider's own preschool children, or up to eight school-aged children including the provider's own school-age children. | No early childhood training or experience is required. |
| **New Brunswick** | Up to six children in a mixed-age group: no more than three infants or five children between 2 and 5 yrs. Up to nine children 6 yrs or over. Maximums include the provider's own children under 12 yrs. | No early childhood training or experience is required. |
| **Quebec** | Up to six children including the provider's own children; no more than two children may be under 18 mths. If another adult assists the provider, nine children are permitted with no more than four children under 18 mths. | Providers are supervised by a CPE and must complete a 45-hr course. |
| **Ontario** | Up to five children (from 0–12 yrs), including the provider's children under age 6. No more than two children may be under age 2 and no more than three may be under age 3. | No early childhood training or experience is required. |
| **Manitoba** | Up to eight children under age 12, including the provider's own children under age 12. No more than five children may be under age 6, of whom no more than three may be under age 2. If there is a provider and an assistant: up to 12 children under age 12, including the provider's own children under age 12. No more than three children may be under age 2. | An approved 40-hr course within the first yr of providing child care for new providers licensed after January 2003. |

| | | |
|---|---|---|
| **Saskatchewan** | Up to eight children, including the provider's own children under age 13; of the eight, only five may be younger than age 6 and of these five, only two may be younger than age 30 mths. If there is a provider and an assistant: up to 12 children including the provider's own children under age 13. Of the 12 children, only 10 may be younger than age 6 and of these five may be infants and toddlers with not more than three infants. | Providers working on their own must complete a 40-hr introductory ECE course within the first year of being licensed. The charge provider in a situation of two providers must complete a 120-hr ECE course within the first year of being licensed.<br>All providers are required to engage in 6 hrs of professional development yearly. |
| **Alberta** | Up to six children under age 11, including the provider's own children under age 11, with a maximum of three children under age 3 and no more than two children under age 2. | No early childhood training is required. |
| **British Columbia** | Up to seven children under age 12, including the provider's own children under age 12. Of the seven children, no more than five may be preschoolers, no more than three under age 3 and no more than one under age 1. | A course on the care of young children (length not stipulated) or relevant work experience. |
| **Northwest Territories** | Maximum of eight children under age 12, including the provider's own children under age 12. No more than six children may be age 5 or younger, no more than three children may be younger than age 3, and no more than two children may be under age 2. | No early childhood training is required. |
| **Nunavut** | Maximum of eight children under age 12, including the provider's own children under age 12. No more than six children may be age 5 or younger, no more than three children may be younger than age 3, and no more than two children may be under age 2. | No early childhood training is required. |
| **Yukon Territory** | Up to eight children, including the provider's own children under age 6. Where infants are present, the licence is for six rather than eight. If there is a provider and an assistant, four additional children may be cared for. | Completion of a 60-hr ECE course within the first year of being licensed. |

**Source:** Friendly, Beach & Turiano 2002. *Early Childhood Education and Care in Canada 2001.*

LMU key informant interviews and provincial questionnaires, provincial/territorial child care officials. Any updated information about caregiver training (e.g. Manitoba, 40-hr course for new providers licensed after January 2003).

# APPENDIX 3:
## LIST OF KEY INFORMANTS AND GOVERNMENT OFFICIALS CONSULTED

| | |
|---|---|
| Morna Ballentyne: | Canadian Union of Public Employees |
| Winnie Banfield: | Department of Education, Nunavut |
| Michael Bates: | Ministry of Community and Social Services, Ontario |
| Wendy Bayard: | Western Canada Child Care Association, British Columbia |
| Nathalie Bigras: | Département des sciences de l'éducation, Université du Québec à Montréal |
| Brad Bell: | Department of Health and Social Services, Yukon |
| Maryann Bird: | Child Care Advocacy Association of Canada |
| Ann Blackwood: | Department of Education, Nova Scotia |
| Diane Blenkiron: | Military Family Resource Centre, Ottawa |
| Deborah Bryck: | Department of Community Resources and Employment, Saskatchewan |
| Jacinta Campbell: | Human Resources and Skills Development Canada, Prince Edward Island |
| Gilles Cantin: | Cégep de St-Jérôme, Québec |
| Gyda Chud: | Vancouver Community College, British Columbia |
| Bill Coleman: | Ministry of Education, Ontario |
| Sonya Corrigan: | Early Childhood Development Association, Prince Edward Island |
| Nathalie Damours: | Association des éducatrices en milieu familial du Québec |
| Cheryl DeGras: | Ontario Coalition for Better Child Care |
| Larry Depoe: | Association du personnel cadre des centres de la petite enfance du Québec |
| Gillian Doherty: | Child care consultant, Ontario |
| Lisa Faingold: | BC Aboriginal Child Care Society |
| Elaine Ferguson: | Child Care Connections Nova Scotia |
| Kathleen Flanagan Rochon: | Children's Secretariat, Health and Social Services, Prince Edward Island |
| Joanne Fournier: | Association des enseignantes et enseignants en technique d'éducation à l'enfance |
| Martha Friendly: | Childcare Resource and Research Unit, University of Toronto |
| Roseanne Glass: | Saskatchewan Learning |
| Hillel Goelman: | Consortium for Health, Intervention, Learning and Development University of British Columbia |
| Mary Goss Prowse: | Association of Early Childhood Educators Newfoundland and Labrador |
| Carol Gott: | Rural Voices, Manitoba |
| Sandra Griffin: | Canadian Child Care Federation |
| Brigitte Guy: | Association des services de garde en milieu scolaire du Québec |
| Wayne Hamilton: | Department of Education, Nova Scotia |
| Clyde Hertzman: | Human Early Learning Partnerships, University of British Columbia |
| Sharon Hope Irwin: | SpeciaLink |
| Susan Hoo: | Childminding, Language Instruction for Newcomers to Canada, Citizenship and Immigration Canada |
| Doug House: | Human Resources and Skills Development Canada, Newfoundland and Labrador |
| Margaret Joyce: | Department of Education, Nunavut |
| Jamie Kass: | Canadian Labour Congress |
| Joan Kunderman: | Red River College, Manitoba |
| Sandra Larsen: | Department of Advanced Education and Training, Manitoba |
| Raymonde LeBlanc: | La confédération des syndicats nationaux, Quebec |
| Dianne Liscumb: | Westcoast Child Care Resource Centre, British Columbia |
| Helga Loechel: | Ministry of Children and Youth Services, Ontario |
| Anne Longston: | Department of Education, Citizenship and Youth, Manitoba |
| Diane Lutes: | Department of Family and Community Services, New Brunswick |
| Virginia McConnell: | Department of Community Services, Nova Scotia |
| Cathy McCormack: | Children's Secretariat, Health and Social Services, Prince Edward Island |
| Kathryn McNaughton: | University College of the Cariboo, British Columbia |
| Jeanette McCrie: | Department of Education, Yukon |
| Céline Michaud: | Ministère de l'Éducation, Quebec |
| Shuvinai Mike: | Career Development, Nunavut |
| Gillian Moir: | Department of Education, Culture and Employment, Northwest Territories |

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| Barbara Moran: | Children's Policy, Social Development Canada |
| Joane Morris: | College of the North Atlantic, Newfoundland and Labrador |
| Gay Pagan: | Manitoba General Employees Union |
| Ron Paulhus: | First Nations and Inuit Child Care, Human Resources and Skills Development Canada |
| Janette Pelletier: | Institute of Child Study, Ontario Institute for Studies in Education, University of Toronto |
| Pam Petton: | Department of Education, Culture and Employment, Northwest Territories |
| Michèle Poirier: | Regroupement des centres de la petite enfance de la Montérégie |
| Kathy Reid: | Manitoba Family Services and Housing |
| Rex Roberts: | Department of Education, Newfoundland and Labrador |
| Lynne Robertson: | Aboriginal Childhood and Youth, Health Canada |
| Lorna Rogers: | Alberta Children's Services |
| Dave Schneider: | Human Resources and Employment, Alberta |
| Carolyn Simpson: | Department of Education, Prince Edward Island |
| Helen Sinclair: | Department of Health and Community Services, Newfoundland and Labrador |
| Corie Smith: | Association of Early Childhood Educators Newfoundland and Labrador |
| Bruce Stonell: | Alberta Learning |
| Jane Thurgood-Sagal: | Saskatchewan Learning |
| Sylvie Tonnelier: | Centrale des syndicats du Québec |
| Elisabeth Wagner: | Ministry of Children and Family Development, British Columbia |
| Pat Wege: | Manitoba Child Care Association |
| Darlene Whitehouse-Sheehan: | Department of Education, New Brunswick |
| Jane Wilson: | Rural Voices, Manitoba |

## APPENDIX 4: ECEC ORGANIZATIONS AND ASSOCIATIONS

| Organization /Description | Structure | Members and Membership Fees | Mandate | Key Activities | Human Resources Activities/Projects |
|---|---|---|---|---|---|
| **Child Care Advocacy Association of Canada/L'Association canadienne pour la promotion des services de garde à l'enfance**<br>http://www.childcareadvocacy.ca/ | | | | | |
| Pan-Canadian child care advocacy organization whose membership is based on broad representation of the child care advocacy movement from coast to coast to coast.<br><br>Involves individuals and organizations committed to working together to advance the advocacy agenda (e.g. child care providers/organizations and child care workers; provincial/territorial child care organizations; families/parents and community members; and social justice and equity-seeking organizations—with representation from the anti-poverty, labour, disability, women's, immigrant visible minority communities and movements). | The board of directors, responsible for governance of the association is elected on a region-by-region basis from the membership in each province and territory. The board consists of executive members and geographical representatives.<br><br>The Council of Child Care Advocates comprising the association's board and sectoral representatives from the its partners in the social justice movement advises the association on advocacy policies, strategies and campaigns. It has an office in Ottawa. | Pan-Canadian membership includes a broad base of individuals, families, child care programs, and regional and pan-Canadian sectoral groups and organizations.<br><br>Annual fees: $5 (student); $15 (individual); $50 (group/organization). | The association works for the right of all children to access publicly funded child care; a child care framework which will result in a child care system that is comprehensive, accessible, affordable, high quality and non-profit; a range of child care services for children 12 or under, including full- and part-time care, group, family, school-age, preschool (nursery school) and in-home care, rural care, care for children with extra support needs and culturally sensitive care; care that complements other policies and services for families, including those with a parent at home; and improved parental rights and benefits. | The key activities include public education, political action, advocacy activities and advocacy projects.<br>Works collaboratively with other pan-Canadian organizations to raise the public profile of child care as a political issue and to promote broad support for our vision of a publicly funded child care system.<br>Initiates campaigns supporting a pan-Canadian child care system and advocates specific solutions to child care issues and problems through briefs, submissions to federal government and lobbying of all major federal parties.<br>Sponsors several projects, including Parent Voices (bringing parents together to make the case for quality, affordable and accessible child care); Making the Links (strengthening links with like-minded and committed organizations). | Primary human resources activity is the co-sponsorship of the HR Roundtable and the contribution of staff and board/volunteer participation;<br>key advocacy work in the area of public policy emphasizes the importance of a policy framework to ensure a publicly funded child care system which includes adequate wages and working conditions;<br>sustains a website which focuses on a range of child care issues, which directly or indirectly impact human resources and labour relations (LR);<br>prepares and distributes a Bulletin (3 x year) featuring a variety of articles and responses to new initiatives and government policy, which directly or indirectly impact HR and LR;<br>presents briefs and responses to government initiatives, all of which impact on HR and LR. |

| Organization /Description | Structure | Members and Membership Fees | Mandate | Key Activities | Human Resources Activities/Projects |
|---|---|---|---|---|---|
| **Canadian Child Care Federation/Fédération canadienne des services de garde à l'enfance (CCCF/FCSGE)**<br>http://www.cccf-fcsge.ca/ | | | | | |
| Pan-Canadian non-profit organization comprising provincial/territorial affiliate organizations as well as individual members and agencies working in partnership with early childhood education and child care organizations, training institutions and individuals working with children and their families | Affiliate structure with provincial/territorial early childhood education and child care organizations; board of directors with a Member Council (comprising representatives from the provincial/territorial organizations and a representative for non-affiliated individual members). | Early childhood education and child care practitioners working in a full-range of settings, including preschool/nursery school, centre-based child care, and family child care, etc., as well as ECE instructors in post-secondary programs, ECE students, researchers and policy makers with an interest in ECCE.<br><br>Total members: 9,000.<br><br>Annual fees range from $25 (student), $30 (individual), $45 (child care centre), $85 (organizations).<br>Subscription to our magazine Interaction: $40/1 yr, $75/2 yrs, $100/3 ys. Members of our affiliate organizations have a subsidized membership fee. | The CCCF is committed to achieving excellence in early childhood development services in Canada in partnership with families, policy makers and child care communities. | Quarterly bilingual magazine *Interaction,* resource sheets, publications, tool kits, to support practice.<br><br>Research projects (national and international) to inform development of resources and programs in support of quality child care services.<br><br>Co-hosted provincial/territorial and national conferences. | Projects:<br>Training for the Delivery of Quality Early Childhood Development Learning and Care Services in Canada: Accessibility, Portability and Career Advancement; Understanding and Promoting Quality Outdoor Play; Ethics project; Occupational Standards; Centre of Excellence for Early Childhood Development; Children's Health Affiliate of the Canadian Health Network; Policy Knowledge and Response Network (PKRN); Innovative Child Care Practices-Argentina; information services; professional development workshops;<br>seminars and training institutes, including "virtual" delivery<br>Web-based information sites (including Child and Family Canada, Early Learning Canada, Work Family Tips, Healthy Spaces, CCCF site with a focus on practice). |

| Organization /Description | Structure | Members and Membership Fees | Mandate | Key Activities | Human Resources Activities/Projects |
|---|---|---|---|---|---|
| **Canadian Association for Young Children (CAYC)** http://www.cayc.ca/ | | | | | |
| Multidisciplinary association of parents, teachers, caregivers, administrators, students | The organization does not have a head office other than the address of the president for mailings. Local chapters represent each province and territory. The responsibility of the provincial chapters is to maintain communication between national and the membership. Members are elected for a 2-yr term. | Membership includes institutional and non-institutional members. Annual fees range from $25 (student) to $85 (association/institution). CAYC is supported by membership fees. | To provide a voice on critical issues related to the quality of life of all young children and families. | To provide opportunities for conference in communities across the country. It publishes *Canadian Children,* a biannual referred journal. | Projects are conferences and community workshops, as well as publications of the journal. |
| **Canadian Association of Family Resource Programs/L'Association canadienne des programmes de ressources pour la famille (FRP Canada)** http://www.frp.ca/ | | | | | |
| Bilingual not-for-profit association of family resource programs and related services | Board of directors with 10 elected members, 2 from each of five regions. | Community-based family-serving organizations, including family resource programs, child care programs, multi-service agencies and others.<br><br>Annual membership approx. $600. Annual membership fee is $100 plus GST ($107) (individual, program or organization). | To provide leadership to advance social policy, research, resource development and training for those who enhance the capacity of families to raise their children. | Presentation of research findings in practical publications; quarterly newsletter; biennial national conference; regional professional development events; on-line national directory of programs; policy development; participation in national coalitions; coordination of Nobody's Perfect parenting program. | General liability and health protection plans for members; promotion of training opportunities. |

| Organization /Description | Structure | Members and Membership Fees | Mandate | Key Activities | Human Resources Activities/Projects |
|---|---|---|---|---|---|
| **Association of Early Childhood Educators of Newfoundland and Labrador (AECENL)**<br>http://cfc-efc.ca/aecenfld/index.html | | | | | |
| A not-for-profit organization that is a voice for early childhood educators of Newfoundland and Labrador and an advocate for quality child care in our province and across Canada | Committees exist at both regional and provincial levels. Each committee had a Board Director, who sits as the chair of the committee or as a liaison. There are 12 board members, including the executive and appointed regional positions. There are also two non-voting positions that are open to ECE students and the Family Home Child Care Association. | Members include individuals trained or experienced in ECE, ECE students and associations and organizations supporting AECENL's objectives.<br><br>Annual fees: students $20, individuals $35 and organizations $65. | To promote a sense of pride in and commitment to the profession of ECE. | Annual provincial conference, quarterly newsletter, mini workshops, professional development days, celebrating Early Childhood Educators Week and National Child Day. | Working toward certification and registry system. |
| **Early Childhood Development Association (ECDA) of P.E.I.**<br>http://www.ecda.pe.ca | | | | | |
| Promotes the adherence to professional guidelines of early childhood educators and increases their skills through information sharing, workshops, conferences and other educational opportunities<br><br>The ECDA is affiliated with the CCCF. | Four chapters across the province with chairperson and secretary/treasurer who make up part of the provincial board; provincial president elected at AGM. | Membership in the ECDA consists of people involved or interested in early childhood development in Prince Edward Island, including owners and operators of licensed early childhood facilities, professionals working in related fields, teachers and parents.<br><br>Annual fees for student $10, individual $35. | To promote physical, emotional, social and cognitive development of young children. | Conferences, quarterly newsletter, networking, community involvement. | Involved with a number of initiatives, such as Play Fair Kids, Measuring and Improving Kinds' Environments (MIKE) and Understanding the Early Years (UEY). |

| Organization /Description | Structure | Members and Membership Fees | Mandate | Key Activities | Human Resources Activities/Projects |
|---|---|---|---|---|---|
| **Certification Council of Early Childhood Educators of Nova Scotia (CCECENS)** http://www.cfc-efc.ca/ccecens/ | | | | | |
| A non-profit, volunteer organization committed to the development of a high quality, professional, certified body of early childhood educators | CCECENS is a provincial organization run by an executive committee elected every 2 years. CCECENS is an affiliate member of the CCCF. | Candidates for certification must be early childhood educators who work directly with children. There are approximately 43 certified early childhood educators in Nova Scotia.<br>The Child Care Administrator Certification Pilot Project has been completed and there is now one certified administrator. Certified early childhood educators pay a yearly fee of $35 plus an account of professional development complete with documentation. Yearly fees and accountability for administrators has not been determined. | Committed to the development of a high quality, professional, certified body of early childhood educators<br>Our goals are:<br>*to improve the quality of care for the children of Nova Scotia<br>*to provide a pathway to greater professional development<br>*to provide a consistent and preferred standard for early childhood professionals<br>*to demonstrate a professional group of educators who are accountable to both themselves and society. | *To form triplets who apply for the process<br>*To provide administrators with support to complete the process<br>*To partner with other provincial organizations (i.e. Child Care Connections NS, Nova Scotia Child Care Association)<br>*Provide workshops on child-related issues<br>*Has a representative on the Member Council of the Canadian Child Care Federation. | CCECENS provides a spring conference and an AGM in November with workshops on topics dictated by suggestions from members. |

| Organization /Description | Structure | Members and Membership Fees | Mandate | Key Activities | Human Resources Activities/Projects |
|---|---|---|---|---|---|
| **Child Care Connections Nova Scotia**<br>http://pages.istar.ca/~cccns/index.html | | | | | |
| Community-based development for child care sector; information, professional development and resources; promotion of child care and those who provide it | Policy governance model; board is representative of ownership—the provincial organizations (Certification Council, NS Child Care Association,) ECCE training, administrators. | Constituency of over 3000 (do not have members; no membership fees).<br><br>Services are provided by request. Income for core services is generated 1/3 by own initiatives; 1/3 provincial grant and 1/3 cost recovery and administration fees from projects. Project income = project expenses.<br><br>Our own initiatives include conference registrations, trade show revenue, corporate sponsorship, sale of promotional products, raffles, and consultation services. | To connect child care practitioners, organizations and interested others with information, resources, support and promotion of quality child care.<br>Currently in the process of developing an ends policy which will find the organization more involved in utilizing our infrastructure to carry out the work of the organizations as well as community-based development activities of Connections. This will mean joint usage of newsletter, conferences, etc., so that resources are maximized for the sector. | Community-based development projects for the child care sector; promotion of and public education on the value of child care and those who provide child care; information distribution; consensus building; community activism; professional development; needs assessment. | Community-based development projects:<br>*Child Care Substitute Youth Internship Project<br>*Child Care Administrator Credentialing<br>*Attracting and Keeping Qualified Early Childhood Care Staff<br>*Partners in Practice – animating mentoring<br>*A best practices approach to licensing child care facilities in Canada in a framework that supports good outcomes for children.<br>*Early Childhood Centre Administrator Certification process<br>*Development of Nova Scotia Child Care Association |

| Organization /Description | Structure | Members and Membership Fees | Mandate | Key Activities | Human Resources Activities/Projects |
|---|---|---|---|---|---|
| **Nova Scotia Child Care Association (NSCCA)** http://home.istar.ca/~cccns/NSCCA/home.html | | | | | |
| Non-profit organization that recognizes child care practitioners as the main ingredient in quality child care; NSCCA is committed to improved standards and guidelines for the profession. | Board of directors, currently four people. NSCCA will communicate to professionals throughout Nova Scotia through newsletters and website | Two member categories – non-voting (includes students, members without ECE credential) and voting members (with ECE credential: diploma, certificate or PLAR).<br><br>Fifty members and growing! Annual fee $25 for each member. | To support child care practitioners and make child care in Nova Scotia the best it can be. NSCCA is dedicated to increasing the recognition of child care practitioners, ensuring ethical practice, supporting members in applying ethics and establishing, monitoring and evaluating standards of practice among membership. | New organization established in May 2003.<br>Primary activity to date has been growing membership. | Rallies, professional development around standards of practice and code of ethics. |
| **Early Childhood Care and Education New Brunswick/Soin et Éducation à la Petite Enfance du Nouveau-Brunswick (ECCENB/SEPENB)** | | | | | |
| A professional organization representing child care workers and those who have an interest in quality child care | Functions with a provincial board of directors consisting of 14 members (2 members from each of the 7 provincial regions). At each regional level, there is a board of directors for the regional branch. | Anyone with an interest in quality child care may become a member. Membership is approximately 500.<br><br>Currently, the membership fee is $25/yr. | ECCENB/SEPENB is committed to promoting, developing and maintaining high quality ECEC in New Brunswick. | As a new organization, ECCENB/SEPENB is only beginning to come to terms with planning its activities. Present activities include a monthly/quarterly newsletter for members; "Spread the Word, Not the Germ" project; overseeing the coordination of formal ECE training for centres which do not meet the provincial staff training standard; hosting an annual conference for early childhood educators and is working in conjunction with another group to provide a workshop on leadership training. Has representation on the Provincial Wage Gap Round Table. | ECCENB/SEPENB is involved in a host of PD activities. |

| Organization /Description | Structure | Members and Membership Fees | Mandate | Key Activities | Human Resources Activities/Projects |
|---|---|---|---|---|---|
| **Association québécoise des centres de la petite enfance**<br>http://www.aqcpe.com/ | | | | | |
| Non-profit corporation<br>Recent amalgamation (March 17, 2003) of Concertaction inter-régionale des centres de la petite enfance du Québec and of the Fédération des centres de la petite enfance du Québec | Affiliate structure with regional representation; membership: regional child care associations representing individual non-profit early childhood agencies (CPE) with both centre-based and family child care. Elected board of directors – regional representation. National office in Québec. | Membership fees:<br>Regional organizations: $3,000 annually + $3 per licensed space in each CPE member of the regional organization | The organization has a political role and speaks on behalf of the CPEs. It delivers services to its members and to the CPEs. It also stands for the employer on issues of national jurisdiction or if so mandated by its members. | Annual conference in the fall. | Produces briefs on a number of issues pertaining to HR; regular training and professional development tools. |
| **Association des éducatrices en milieu familial du Québec**<br>http://www.aemfq.com/ | | | | | |
| Non-profit corporation | Elected board of directors – regional representation | Membership: regulated family child care providers.<br><br>Active members: $60 + $40 for professional liability insurance<br>Affiliate members: $10<br>Subscription to bulletin Envolée: $50. | Improve caregiver working conditions.<br><br>Support and improve training.<br><br>Promote quality.<br><br>Recognition of caregiver work.<br><br>Foster partnerships. | AGM in October; conference for delegates in May. | Professional development workshops; regional and local meetings for members to share information; access to government information and Bills impacting on HR issues for caregivers. |

| Organization /Description | Structure | Members and Membership Fees | Mandate | Key Activities | Human Resources Activities/Projects |
|---|---|---|---|---|---|
| **Association des services de garde en milieu scolaire du Québec**<br>http://www.familis.org/riopfq/membres/asgmsq.html | | | | | |
| Non-profit corporation | | Membership: school-age programs and affiliate members such as teachers, school boards, organizations and students.<br>Programs: $4.50 per child enrolled on a regular basis – max $500.<br>Fee scale for affiliate members from $30 to $130. | Advocate on behalf of school-age programs: funding, regulation, training, etc.<br><br>Promote quality and access to school-age programs. | AGM and conference in October every year. | Regional and national professional development workshops; support to staff working with children with special needs. |
| **Association des haltes-garderies communautaires du Québec**<br>http://www.ahgcq.org/ | | | | | |
| Non-profit corporation | | Membership: individuals and community-based drop-in centres. Some 60 community members across Quebec.<br>Fee: $50. | Demanding recognition for and funding of Quebec's community-based drop-in centres (outside of the CPE structure).<br><br>Promote quality child care services to children and families.<br><br>Support development of drop-in centres. | | Training;<br>job opportunities section. |

| Organization /Description | Structure | Members and Membership Fees | Mandate | Key Activities | Human Resources Activities/Projects |
|---|---|---|---|---|---|
| **Association des haltes-garderies communautaires du Québec**<br>http://www.ahgcq.org/ | | | | | |
| Labour federation with the CSN (Confédération des syndicates nationaux) | | Membership: centre-based child care workers and regulated family child care providers. | Bargaining.<br><br>Political and social commitment.<br><br>Health and women's equality. | Annual general meeting in the fall. | Reports on HR issues; bargaining; workshops. |
| **Association des garderies privées du Quebec**<br>http://www.agpq.ca/coordonnees.htm | | | | | |
| Non-profit corporation | | Membership: for-profit day care centres.<br><br>Fee: $400 per centre + $5 per space (minus) $200. | Promote quality child care, parental choice, status of private day care centres within the system in Quebec, the social role of the private sector, more equity of funding between both sectors.<br><br>Represent and lobby on behalf of private day care centres.<br><br>Provide training and support to members. | Conference in April. | Training sessions; pension plan; bank of substitutes; job opportunities; bulletin. |
| **Association du personnel cadre des centres de la petite enfance du Québec** | | | | | |
| Non-profit corporation | | Membership: child care program directors and supervisors. | Representation; advocacy; training | | |
| **Réseau des conseillères et conseillers en éducation de la prime enfance** | | | | | |
| | | Membership: child care educators. | Professional development. | | |

| Organization /Description | Structure | Members and Membership Fees | Mandate | Key Activities | Human Resources Activities/Projects |
|---|---|---|---|---|---|
| **Association de développement professionnel préscolaire du Québec** | | | | | |
| Non-profit corporation | | | Professional development. | | |
| **Association des éducatrices des centres de la petite enfance** | | | | | |
| Non-profit corporation | | Membership: child care educators. | Professional development. | | |
| **Association of Early Childhood Educators, Ontario** | | | | | |
| http://www.cfc-efc.ca/aeceo/<br>The professional association of early childhood educators in Ontario | Local branches, provincial board of directors. | Membership categories include student, associate, professional, certified, retired.<br><br>Approx. 2.500 members.<br><br>Annual fee ranges from $35 to $135 for individuals and $150 to $300 for corporate members. | To be the leader in promoting the professional development and recognition of early childhood educators in Ontario. | Publications, conferences, public awareness campaigns, equivalency, certification, research, some advocacy. | Professional development. |
| **Fédération de la Santé et des Services sociaux de la CSN**<br>http://www.fsss.qc.ca/francais/index.html | | | | | |
| Labour federation with the CSN (Confédération des syndicates nationaux) | | Membership: Centre based child care workers and regulated family child care providers | Bargaining<br><br>Political and social commitment<br><br>Health and women's equality | Annual general meeting in the Fall | Reports on HR issues<br>Bargaining<br>Workshops |

| Organization /Description | Structure | Members and Membership Fees | Mandate | Key Activities | Human Resources Activities/Projects |
|---|---|---|---|---|---|
| **Comité d'orientation sur les centres de la petite enfance**<br>http://www.messf.gouv.qc.ca/ | | | | | |
| Government advisory committee | Consists of some 20 members representing a cross road of organizations (Federations, associations, unions) concerned with the issue of child care and the development of ECCE services in Quebec | . on invitation | Foster sharing and collaboration between partners and stakeholders concerned with the future direction of Quebec's child care and family policies | 4 times a year | A reflection and vision of child care development in Quebec |
| **Fédération des intervenantes en petite enfance du Québec**<br>http://www.csq.qc.net/fede/fipeq.htm | | | | | |
| Union Affiliated with the CSQ (Centrale des syndicats du Québec) | | Membership: Child care workers centre based. | Improve well-being and working conditions of its membres<br><br>Promote rights and social and professional recognition<br><br>Support to members in bargaining, organizing and training | | Seminars and workshops<br>Publications on HR issues |
| **Alliance des intervenantes en milieu familial**<br>http://adim.csq.qc.net/ | | | | | |
| Union<br>Affiliated with the CSQ (Centrale des syndicats du Québec) | | Membership: regulated family child care providers (CPE affiliated) | Promote the rights and interests of its members<br><br>Information and training<br><br>Bargaining<br><br>Discussion forums | Regional general annual meetings | Workshops<br>Information on HR issues<br>Negotiations |

| Organization /Description | Structure | Members and Membership Fees | Mandate | Key Activities | Human Resources Activities/Projects |
|---|---|---|---|---|---|
| **Ontario Coalition for Better Child Care** (OCBCC) http://www.childcareontario.org/ | | | | | |
| Coalition of organizations and individuals | Regional reps on board of directors, representation from member groups and individuals | Students, child care workers, individuals, child care centres, resource programs, and organizations including unions, child welfare, social policy, anti-poverty, students' and women's organizations.<br><br>Current membership list stands at 521. Groups and organizations are counted as one member.<br><br>Annual fees range from $16.50 for students to $250 for a child care program with 100 children to $1,000 for organizations with over 5,000 members. | To advocate for the development of universally accessible, high quality, non-profit regulated child care services in the province of Ontario. | Key activities are: monitoring provincial child care policy and legislation and lobbying for improvements; developing policy alternatives for government consideration to improve the quality, accessibility and management of child care services; developing books, manuals, fact sheets and news bulletins on child care policy and operations for use by child care programs, early childhood education training programs, parents and the general public; conducting public information campaigns through written material, videos, public service announcements, public speaking and by working with the media; conducting and commissioning research; providing a variety of services to assist community-based child care programs; developing Child Care Action Networks to advocate for child care across Ontario. | Training workshops in advocacy, public speaking, media relations, women and politics. OCBCC also holds training workshops in conjunction with the Child Care Management Guide for supervisors, administrators and board members. |

| Organization /Description | Structure | Members and Membership Fees | Mandate | Key Activities | Human Resources Activities/Projects |
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| **Manitoba Child Care Association (MCCA)**<br>http://www.mccahouse.org/ | | | | | |
| MCCA is an inclusive organization. Members include individuals or groups who provide or are employed in child care, or those with an interest in child care as a service or as a profession. | MCCA is a non-profit, registered charity, governed by a volunteer board of directors elected by the members. We have seven regional branches, each with its own regional board, which report directly to the provincial board. MCCA employs seven full-time staff, and leases 4,000 sq. ft. of office space in northwest Winnipeg. | Membership includes early childhood educators, child care assistants, family child care providers, administrators, parent board members, academics, students and other advocates for children.<br><br>As of April 30, 2003, MCCA has 2,938 members.<br><br>MCCA is entirely membership funded.<br><br>Annual fees range from $192 for professional members who are early childhood educators, $96 annually for child care assistants, $124 for family child care providers, $100 for associates, $40 for full-time students. | To advocate for a quality system of child care, to advance ECE as a profession and to provide services to our members. | Group benefits plan for centre and family child care members; centre liability insurance plan; directors and officers liability insurance plan; family child care liability insurance plan; resource library; annual provincial conference; annual directors conference; code of ethics training program; fall and winter workshops; quarterly publication: *Child Care Bridges;* annual awards for members; Week of the Early Childhood Educator events; resource development and sales; current website and emailings to keep members up-to-date and informed; professional development through a wide variety of formal and informal networking and peer-to-peer connection opportunities; affiliate member of the Canadian Child Care Federation; representation on many related committees and stakeholder groups at the regional and local level.<br><br>Constant work to advance child care as a service and as a profession. | Building the Career Corridor: Manitoba's Early Childhood Labour Market Strategy Project Report. Professional development workshops. Many of these are already listed here, but some others are listed under resources on our website:. Human Resource Management Guide for Early Childhood Programs; Let Babies Be Babies Video Series; Our Children Our Ways Video Series; Crisis Response Manual for Child Care Facilities; Family Child Care Calendar. |

| Organization /Description | Structure | Members and Membership Fees | Mandate | Key Activities | Human Resources Activities/Projects |
|---|---|---|---|---|---|
| **Saskatchewan Early Childhood Association (SECA)** http://www3.sk.sympatico.ca/saskcare/ | | | | | |
| The association for early childhood educators in Saskatchewan and those interested in the well-being of children | SECA is a provincial organization headed by a board of directors. The current board is from across the province and the early childhood education field (e.g. child care centres, day home providers, SIAST ECE instructors). | Membership includes individuals, organizations, early childhood educators, child care centres, day home providers, parents, students and professionals from other fields.<br><br>Annual fees: student $35, associate $37, individuals/day home providers $72, child care centres/organization $82. | Dedicated to quality child care and education for young children by developing information for parents, providing professional development for caregivers and raising public awareness. | Professional development; educational workshops; consultations with federal/provincial level; conferences, retreats, newsletters, resource library, website, child care. | Professional development and education opportunities. |
| **Alberta Child Care Network Association** | | | | | |
| This organization is a coalition of several recognized child care organizations within Alberta. As well, there is representation from various stakeholders within government who have a vested interest in child care issues. | Child care organizations send two representatives of their organization to the table; an election is held for the positions of chair, vice chair, treasurer and secretary to form an executive. Representation is sought from all child care organizations but only two members of that organization vote at the table. There are non-voting representatives of stakeholders such as government representatives. | Members include: Early Childhood Professional Association of Alberta, Alberta Family Child Care Association, Day Care Society of Alberta, CCCF and CCCAA reps, and many regional associations. The ECD colleges' coordinators, Alberta Health and Wellness, Alberta Learning and Alberta Children's Services also have representation.<br><br>Affiliate Memberships and Associate Memberships have a yearly fee as determined at the most recent AGM. This is yet to be decided but will be less than $100 per year according to recent discussions. | To provide a forum for the sharing of information between the child care community and all levels of government.<br><br>To provide a forum for the communication and consultation of the child care community.<br><br>To advocate for quality child care on behalf of the children and families of Alberta. | Still in development. Even though the network has existed informally since 1986, our Alberta Child Care Network as a formal organization is still new and awaiting final recognition under *Societies Act*. The network will be planning several activities over the next few years but currently is fully engaged as partners in the Child Care Accreditation project. | Still in development. Looking toward public awareness campaigns, working toward solutions around issues in school-age care funding in Alberta, National Child Day celebrations, etc. Current major focus is as a partner with CCCF, ECPAA, AFCAA in the development of the Alberta Child Care Accreditation model under a contract with Alberta Children Services. |

| Organization /Description | Structure | Members and Membership Fees | Mandate | Key Activities | Human Resources Activities/Projects |
|---|---|---|---|---|---|
| **Alberta Family Child Care Association** http://cfc-efc.ca/aafdhs/ | | | | | |
| Professional association of early childhood educators who operate family day home agencies | Board of directors; quarterly membership meetings. | Membership open to any professional involved in operating a family day home program in Alberta, or child care centre.<br><br>$100 per agency and or member. | To advocate for accessible, quality, inclusive child care which supports the needs of child, family and community; maintain and improve the quality of child care for all children in Alberta. | Advocacy; lobbying. | STEP AHEAD – certification program for family day home providers in recognition of their role as caregivers. |
| **Early Childhood Professional Association of Alberta (ECPAA)** http://www.cfc-efc.ca/ecpaa/ | | | | | |
| The professional association for early childhood educators in Alberta. Members work in a diverse range of early childhood education and care programs, such as child care, preschool programs like nursery schools, hospital life programs, assistants to kindergarten programs and supporting children with special needs. | The ECPAA functions with a board of directors which is responsible for the day-to-day operations and the following portfolios: membership services (membership, certification), promotion, conferences and awards, advocacy and liaison with other groups, and ad hoc committees as needed. The directors are elected at the AGM and serve a renewable 2-yr term.<br><br>The board has a regional focus. The ECPAA is an affiliate member of the CCCF with a representative on the member council. It is also a member organization of the Alberta Child Care Network. | Members are primarily early childhood educators who work in a variety of settings. Some are family child care providers. This organization is a professional organization so while members may be parents, their focus is on the professional aspect of their lives. Some members are associate members so may represent agencies or centre-based programs. Some members may be instructors in college-based ECD programs.<br><br>Recent membership count sits at about 180. Annual membership varies with classification (certified member at level I, II or III, associate or student member) from $15 for student, $20 for certified member I and II, and $30 for associate member, certified member Level III. | To bring together early childhood educators and other individuals or groups who are interested in upgrading the early childhood profession and promoting quality children's services in Alberta. To advocate on behalf of children and families for quality child care and professional staff. To advocate on behalf of trained staff and to lobby for supports to professionalism in the province of Alberta. | A newsletter is published three to four times per year.<br><br>The AGM is held in the fall along with a 1-day symposium usually focused on key note speakers. The Awards luncheon is held at the same time, with Children's Service Award, Exceptional Caregiver (Educator) and Exceptional Mentor Awards presented.<br><br>Major focus for the past several years has been advocacy. Rallies have been held. Members participated in several campaigns that have focused on retention and recruitment issues in the child care crisis in Alberta. | Local groups (i.e. Edmonton Chapter) hosts monthly professional development series focused on hands-on learning at very low costs ($5 non-member, $3 member).<br><br>Members in other regions take part in local activities and professional development sessions.<br><br>Developed and distributed to every child care centre in Alberta (May 2003) a brochure that supports the leadership activities that a member of the board attended at the CCCF, entitled Keeping the Promises. |

| Organization /Description | Structure | Members and Membership Fees | Mandate | Key Activities | Human Resources Activities/Projects |
|---|---|---|---|---|---|
| **B.C. Aboriginal Child Care Society (ACCS)**<br>http://www.acc-society.bc.ca/ | | | | | |
| A provincial non-profit charitable organization directed by a volunteer board of directors and supported by four core staff. Members of the organization participate in the annual AGM and board elections.<br>The ACCS exists to:<br>*help Aboriginal communities develop high quality, integrated, community child care services that are based in the children's culture, language and history and will promote healthy growth and development among our children<br>*build an Aboriginal child care network by undertaking research, development, advocacy and supporting communities to develop their own resources | The ACCS operates one provincial office in North Vancouver, British Columbia. It is directed by an elected board of directors that represents Aboriginal interests in ECE. Members are eligible to run for election at the annual AGM. | Membership includes caregivers of Aboriginal children, early childhood educators or instructors, ECE students, Elders, child care researchers, administrators and Head Start staff.<br><br>Annual membership fees are: $10 (individual), $20 (centre), $200 (associate/researcher). | To support BC First Nation communities in the creation and development of quality, community-based Aboriginal child care services. | Publication of print resources regarding Aboriginal perspectives on early child development; lending library and toy-lending boxes; advisory and support services for new and existing Aboriginal ECD programs; annual conference; professional development training; host agency for Eagle's Nest Aboriginal Head Start Preschool and the Office of the Provincial Advisor for Aboriginal Infant Development programs. | Professional development workshops re: cultural curriculum, program management, program evaluation, writing funding proposals, community participation, traditional parenting. |
| **B.C. Association of Child Care Services**<br>http://members.attcanada.ca/~bcaccs/ | | | | | |
| An association of employers delivering professionally staffed, licensed child care services and child care resource and referral programs. | Board of directors with two representatives from each of six regions plus five additional board members elected by all members, serving as the executive. | Organizations delivering licensed child care. Representatives must be designated by the organization.<br><br>Annual membership fees based on number of FTEs in staffed organization ranging from $20 to $150; associate membership also available. | To support and give voice to employers in British Columbia's licensed child care sector, by acting as a conduit of information, identifier of issues and an agent of change. | Publications, fact sheets, workshops related to employer issues, networking advocacy. | Workshops and publications specific to leadership and administration management. |

| Organization /Description | Structure | Members and Membership Fees | Mandate | Key Activities | Human Resources Activities/Projects |
|---|---|---|---|---|---|
| **Coalition of Child Care Advocates of British Columbia (CCCABC)**<br>http://www.cccabc.bc.ca/about/join.html | | | | | |
| A coalition of organizations and individuals | Board of directors membership: parents, child care providers, community organizations, unions. | Membership: parents, child care providers, community organizations, unions.<br><br>Annual fees range from $5 (student) to $50 (large organization). | To promote and support quality community-based child care services that benefit children, families and the public and in the best interests of society. | Monitoring of government policy at the local, provincial and federal levels<br><br>Organizing "political campaigns" in order to influence policy decisions<br><br>Participating at other advocacy "tables" to promote publicly funded child care<br><br>Sharing information providing leadership in advocacy activities. | Professional development is offered through student forums and community meetings about advocacy.<br><br>We receive numerous requests to lead community workshops about the current situation in child care, changes to government policy and how to involve people in political action/activism. |

| Organization /Description | Structure | Members and Membership Fees | Mandate | Key Activities | Human Resources Activities/Projects |
|---|---|---|---|---|---|
| **Early Childhood Educators of British Columbia (ECEBC)**<br>http://cfc-efc.ca/ecebc/ | | | | | |
| The professional association for early childhood educators in British Columbia, supported and directed by members | Board of directors, local and provincial representation on the board. Regional branches across the province which are run by their own board of directors. | Membership consists of early childhood educators, family child care providers, instructors, directors of child care facilities, child care resource and referral providers.<br><br>Membership categories:<br>Full member – early childhood educator's licence to practise from the Provincial Community Care Facilities Branch.<br><br>Student member – in the process of becoming professionally qualified or completing 500 hrs' work experience. A signature of instructor is required.<br><br>Associate member – holds a post-secondary certification (certificate diploma or degree) in a related field or has been a full member of ECEBC and is now retired from the field<br><br>Members of ECEBC hold a membership with the CCCF.<br><br>Only full members have voting rights.<br><br>Full member, student member and associate member annual fees range from $100 for students to $156 for full members. | To support our members through advocacy and services which promote professionalism. ECEBC is committed to quality ECEC for the children and families of this province. We participate in developing ECE training programs. | Holds an annual conference providing professional development to members.<br><br>Publishes four journals a year.<br><br>Has publications for sale (e.g. Code of Ethics, Self-Assessment workbook and many more).<br><br>Represents members at the following tables: Advocacy Forum, First Call, CCCFederation, Articulation (and others). | Local professional development workshops and regional conferences through the branches.<br><br>Offers support services and advice to members around issues in the field.<br><br>Resource to others in the child care community. |

| Organization /Description | Structure | Members and Membership Fees | Mandate | Key Activities | Human Resources Activities/Projects |
|---|---|---|---|---|---|
| **School Age Child Care Association of BC**<br>http://www.wstcoast.org/affiliates/sacca/index.html | | | | | |
| Association of out-of-school care professionals and students working or studying in the school-age field | Regional representation on the board of directors. | School-age child care professionals and child care centres.<br><br>Annual fees for individual and centres within and outside the Lower Mainland range from $10 to $25 (corporate rate available). | To improve the availability of quality, affordable school-age child care.<br><br>By providing programs and services to professionals in the field. | Increase public awareness through lobbying, advocacy, networking through coffee meetings, conference, workshops, newsletter. | Workshops and a conference. |
| **Westcoast Child Care Resource Centre**<br>http://www.wstcoast.org/ | | | | | |
| Information, resource and referral agency serving the child care, ECD community and the public at large in British Columbia | Board of directors comprising individuals from the community who have expertise and experience in ECEC or understand the importance of ECEC to healthy children, healthy families and healthy communities. | Society membership is open to anyone in the general public who agrees with the principles, beliefs, vision and mission of the organization. No fee, funded by municipal, provincial and federal department and private donors. Due to funding cuts, a subscriber policy and fee will come into effect in the 2003/2004 year. | To contribute to healthy communities by supporting families, promoting equality for children and strengthening and enhancing quality child care. | Information, referrals, training and resources related to child development and child care for families and for service providers in ECEC field (i.e. library, workshops, courses, telephone consultation and referral services, print resources in several languages, several publications/newsletters, etc.). | Professional development workshops, consultation services, resources and referrals for all child and family service providers.<br><br>Consultation services, training and resources related to administration and management of non-profit organizations for administrators/board of directors of non-profit child care programs. |

| Organization /Description | Structure | Members and Membership Fees | Mandate | Key Activities | Human Resources Activities/Projects |
|---|---|---|---|---|---|
| **Western Canada Family Child Care Association (WCFCCA)**<br>http://www.cfc-efc.ca/wcfcca/ | | | | | |
| The professional organization for family child care providers in British Columbia. | Executive council and board of directors (elected and appointed positions).<br><br>Seven members groups throughout the province, each having its own executive and board of directors with elected and appointed positions. Each group as well as the WCFCCA operates with a constitution and bylaws.<br><br>The WCFCCA has just approved a policies and procedure manual to guide the operation of the organization. | Family child care providers, child care resource and referral offices.<br><br>Presently 306 members across the province.<br><br>Annual membership fee is $30 with $10 going toward membership in the CCCF for affiliate membership.<br><br>Each member group also has membership fees ranging from $20 to $30. | To promote, support and advocate for quality, inclusive family child care. | Holds annual conference; publishes four newsletters per year as well as advocacy materials as required throughout the year; disseminates information from the CCCF; provides information as requested to government, and sends participants to many tables (e.g. Regulation Review); board members participate in training activities of the CCCR (e.g. Leadership Institutes); presents at the Child Care Advocacy Forum. | Updating GOOD BEGINNINGS facilitator's program and curriculum guide; collaborates with ECEBC re: conference; working with Westcoast Resource Centre on a family child care training hub; holds an annual celebration to recognize the activities of child care providers; has representation at the CCCF; each member group holds training workshops (e.g. insurance, program planning, licensing) and participates in activities in their own communities. |

| Organization /Description | Structure | Members and Membership Fees | Mandate | Key Activities | Human Resources Activities/Projects |
|---|---|---|---|---|---|
| **Western Canada Family Child Care Association (WCFCCA)**<br>http://www.cfc-efc.ca/wcfcca/ | | | | | |
| The professional organization for family child care providers in British Columbia. | Executive council and board of directors (elected and appointed positions).<br><br>Seven members groups throughout the province, each having its own executive and board of directors with elected and appointed positions. Each group as well as the WCFCCA operates with a constitution and bylaws.<br><br>The WCFCCA has just approved a policies and procedure manual to guide the operation of the organization. | Family child care providers, child care resource and referral offices.<br><br>Presently 306 members across the province.<br><br>Annual membership fee is $30 with $10 going toward membership in the CCCF for affiliate membership.<br><br>Each member group also has membership fees ranging from $20 to $30. | To promote, support and advocate for quality, inclusive family child care. | Holds annual conference; publishes four newsletters per year as well as advocacy materials as required throughout the year; disseminates information from the CCCF; provides information as requested to government, and sends participants to many tables (e.g. Regulation Review); board members participate in training activities of the CCCR (e.g. Leadership Institutes); presents at the Child Care Advocacy Forum. | Updating GOOD BEGINNINGS facilitator's program and curriculum guide; collaborates with ECEBC re: conference; working with Westcoast Resource Centre on a family child care training hub; holds an annual celebration to recognize the activities of child care providers; has representation at the CCCF; each member group holds training workshops (e.g. insurance, program planning, licensing) and participates in activities in their own communities. |

This questionnaire is part of a Labour Market Update project being undertaken for the Child Care Human Resources Round Table (CCHRRT) and is being funded by Human Resources Development Canada Sectoral Partnerships. The CCHRRT is a 15-member, formalized mechanism through which child care organizations, labour organizations and constituents of the child care workforce address human resources issues through sectoral perspectives and analyses. The CCHRRT also establishes reference or working groups to draw on expertise from women's, teaching, academic, advocacy, human resources or other organizations as appropriate.

Your participation in this survey is extremely valuable. We are conducting a survey of ECE students in selected colleges across the country to gather information on who is involved in ECE training, what attracted them to the field, and what their future plans are. The information you provide will assist the CCHRRT to understand the human resources issues in the early childhood education and care sector, particularly issues related to recruitment and retention.

Your participation in this survey is entirely voluntary. We ask you at the end of the survey to consider providing your name, address and e-mail address so that you can be contacted in one year to take part in a follow-up study of career patterns. This is also entirely voluntary.

It should take you about 15 minutes to complete the survey. The individual questionnaires will be made available only to the project researchers and your responses remain confidential. College faculty will not be made aware of any of your responses. All of the responses will only be reported as group data.

# Early Childhood Educator Student Questionnaire

**Instructions:** In this questionnaire, please mark all appropriate circles by filling them in, or by marking with a ✗ or a ✓. Where there are lines, write in the information as appropriate.

## VYour Program

1. What is the name of your college?

_____

2. Are you taking this ECE program through:

- ❍ distance education?
- ❍ continuing education?
- ❍ m a regular daytime program?

3. Are you enrolled in a:

- ❍ one-year certificate program?
- ❍ two-year diploma program?
- ❍ three-year CGEP program?
- ❍ Other (please specify)

_____

4. Are you taking your program:

- ❍ full time? ❍ part time?
- ❍ Other (please specify ) (_____)

## Prior Education

5. What is the HIGHEST level of education you achieved before enrolling in this ECE program?

- ❍ Some high school
- ❍ High school diploma/GED
- ❍ Some community college courses
- ❍ Community college certificate (program: _____)
- ❍ Community college diploma (program: _____)
- ❍ Some university courses
- ❍ University degree (program: _____)

6. Before enrolling in this ECE program, have you taken other ECE or related courses? (check all that apply)

- ❍ No ECE or related courses ➔*Skip to 10*
- ❍ ECE college credit courses
- ❍ Non-credit ECE courses (workshops, seminars)
- ❍ University courses in education
- ❍ University courses in human services (e.g. child and youth care)
- ❍ Family child care training
- ❍ Other (please specify) (_____)

## Transfer of ECE Credits

7. Did you take those ECE or related courses outside of your current province?

❍ No ➔*Skip to 10*

❍ Yes

8. Where? _____

9. Did your current ECE program give you credit for those earlier courses?

❍ None ❍ Some ❍ All

## Prior Volunteer Experience with Children

10. Before enrolling in your current ECE program, did you have any unpaid or volunteer experience working with children? (check all that apply)

❍ No unpaid or volunteer experience working with children
❍ In a child care centre
❍ In an after-school program
❍ In a nursery school/preschool program
❍ In a family resource program
❍ With a family child care provider
❍ In a recreation program/camp counsellor
❍ In an early intervention program (e.g. programs for children with special needs or children at risk)
❍ In leadership work with children (e.g. coaching, Brownies, Cubs)
❍ Caring for siblings
❍ Caring for own children
❍ Other (please specify)

_____

## Prior Paid Experience with Children and Current Work

11. Before enrolling in your current ECE program, did you have any paid experience working with children? (check all that apply)

❍ No paid experience working with children
❍ In a child care centre
❍ In an after-school program
❍ In a nursery school/preschool program
❍ Caring for children in my home as an unregulated family child care provider
❍ Caring for children in my home as a regulated family child care provider
❍ In a family resource program
❍ As a nanny
❍ In a recreation program/camp counsellor
❍ In an early intervention program (e.g. programs for children with special needs or children at risk)
❍ Other (please specify)

_____

12. Are you currently working while attending school?

❍ No

❍ Yes

13. In which of the following types of work

❍ An early childhood education-related field
❍ Work not related to early childhood education

## The Decision to Enrol in an ECE Program

14. How did you learn about this ECE program?
(check all that apply)

- ❍ My high school guidance counsellor
- ❍ Relatives, friends, or people I've met
- ❍ From another student in an ECE program
- ❍ From a print advertisement (newspaper, brochure)
- ❍ From a radio or television advertisement
- ❍ From the college website
- ❍ At my workplace
- ❍ Other (please specify)

_____

15. Why did you decide to enrol in an ECE program?
(check all that apply)

- ❍ I have always been interested in working with children.
- ❍ Recommendation from my high school guidance counsellor.
- ❍ Recommendation from other people.
- ❍ I was already working in child care and wanted further education.
- ❍ I was working in other child-related work and wanted further education.
- ❍ I thought it would improve my employment choices.
- ❍ I thought it would be a good first step toward a teaching degree.
- ❍ My employer required it.
- ❍ As preparation for being a parent.
- ❍ I was not accepted in my first choice of program.
- ❍ Not sure.

16. From the items you checked above, which was the most important in making your decision to enrol

_____

## The Decision to Enrol in an ECE Program (cont.)

17. Was ECE your first choice of program?

❍ No ➔

18. What was your first choice of program?

_____

❍ Yes

19. Why did you not enrol in your first choice?
(check all that apply)

- ❍ I did not meet the eligibility requirements
- ❍ I was not accepted into the program, or was wait-listed.
- ❍ The program was too expensive.
- ❍ The course of study was too long.
- ❍ My first choice was not available.
- ❍ Other (please specify)

_____

20. Did you apply to any other programs

❍ No

❍ Yes ➔

21. Which program (s)?

university:_____

_____

college:_____

_____

## Satisfaction with Your Current ECE Program

21. For each of the following aspects of your ECE program, please choose the appropriate rating

| | Poor | Fair | Good | Excellent |
|---|---|---|---|---|
| A. The relevance of the course content | ❍ | ❍ | ❍ | ❍ |
| B. The amount of work required | ❍ | ❍ | ❍ | ❍ |
| C. The opportunities to work on new skills | ❍ | ❍ | ❍ | ❍ |
| D. The opportunities to get help between classes | ❍ | ❍ | ❍ | ❍ |
| E. The fairness of the evaluations | ❍ | ❍ | ❍ | ❍ |
| F. Practicum placements | ❍ | ❍ | ❍ | ❍ |
| G. The overall worth of the program | ❍ | ❍ | ❍ | ❍ |

22. How well do you feel your ECE training has prepared you for work with the following groups?

| | Poorly | Not So Well | Quiet Well | Don't Know |
|---|---|---|---|---|
| A. With typical children | ❍ | ❍ | ❍ | ❍ |
| B. With children with special needs | ❍ | ❍ | ❍ | ❍ |
| C. With Parents | ❍ | ❍ | ❍ | ❍ |
| D. With other adults in your work environment | ❍ | ❍ | ❍ | ❍ |
| E. In partnership with other social service and educational professionals | ❍ | ❍ | ❍ | ❍ |
| Les stages pratiques | ❍ | ❍ | ❍ | ❍ |

23. Existe-t-il des aspects sur lesquels vous auriez aimé recevoir plus de formation afin de vous sentir plus outillée à travailler en services éducatifs et de garde à l'enfance?

_____

_____

## Practicum Placements

24. Where have you done practicum placements during this ECE program?
(check all that apply)

- ❍ I have done no practicums.
- ❍ A child care centre
- ❍ A family child care home
- ❍ A family resource program
- ❍ A classroom in a school
- ❍ An early intervention program
- ❍ Other ECE-related program or organization (please specify)

_____

- ❍ Other (please specify)

_____

## Finding Work in ECE

25. How easy or difficult do you think it will be for you to find a job in the ECE or ECE-related field after graduating

- ❍ Very difficult
- ❍ Somewhat difficult
- ❍ Somewhat easy
- ❍ Very easy
- ❍ Doesn't apply to me.

## Plans for Further Education and Work After Graduating

26. What are your plans for further post-secondary studies after this program is finished? (choose one of the following)

- ❍ I do not plan to continue my studies at this time
- ❍ Enrol in another program in ECE
- ❍ Enrol in a program in education
- ❍ Enrol in a program in _____

27. What are your preferred plans for work after this program is finished? (choose one of the following)

- ❍ I do not plan to work
- ❍ Work in a child care centre
- ❍ Provide family child care as an unregulated caregiver
- ❍ Provide family child care as a regulated caregiver
- ❍ Work in a family child care agency/resource and referral program
- ❍ Work as a classroom assistant in the school system
- ❍ Work in a family resource program
- ❍ Work specifically with children with special needs
- ❍ Work in a related ECE program (please specify)

  _____
- ❍ Other (please specify)

  _____

## If you are NOT planning on working with children, please skip to question 30.

28. If you had your choice, what age group would you prefer to work with? (choose one only)

- ❍ Infants
- ❍ Toddlers
- ❍ Preschool age children
- ❍ School-age children
- ❍ Mixed age groupings
- ❍ Specifically with children with special needs
- ❍ I have no preference

29. How much do you expect to earn when you graduate?

- ❍ Less than $8.00/hour
- ❍ $8.00 to $9.99/hour
- ❍ $10.00 to $11.99/hour
- ❍ $12.00 to $13.99/hour
- ❍ $14.00 to $15.99/hour
- ❍ $16.00/hour or over
- ❍ Not planning on working with children right away
- ❍ Not sure

## Peering into the Future

30. What do you hope to be doing five years from now? (choose one of the following)

- ❍ Working directly with children in a child care centre
- ❍ Working as a supervisor in a child care centre
- ❍ Working in a nursery school/preschool centre
- ❍ Working as an unregulated family child care provider
- ❍ Working as a regulated family child care provider
- ❍ Working in a family resource program/resource and referral agency
- ❍ Working as a classroom assistant in the school system
- ❍ Teaching in the education system
- ❍ Working in a field unrelated to early childhood education
- ❍ Staying at home with my children
- ❍ Studying at a post-secondary institution
- ❍ Other (please specify)

  _____

## Some Final Questions About You

31. Are you: ❍ Female ❍ Male

32. What age category do you fit in?

- ❍ Under 20
- ❍ 20 to 24
- ❍ 25 to 29
- ❍ 30 to 34
- ❍ 35 to 39
- ❍ 40 or over

33. When you were growing up, what language was most commonly spoken in your home

- ❍ English
- ❍ French
- ❍ Other (please specify)

_____

34. Were you born in Canada?

- ❍ No➔
- ❍ Yes

35. In which country were you born?

_____

36. What year did you come to Canada to live?

_____

37. What is the main way you have financed your education? (choose one of the following)

- ❍ My parents
- ❍ My parents and I together
- ❍ My spouse
- ❍ I have used my savings and wages
- ❍ Student loans
- ❍ My employer
- ❍ My employer and I together
- ❍ Grants and bursaries
- ❍ Government sponsorship
- ❍ Other (please specify)

_____

Do you have any other comments you wish to add?

_____

_____

_____

_____

**THANK YOU VERY MUCH FOR COMPLETING THE QUESTIONNAIRE**

Please put the completed questionnaire in the enclosed self-addressed stamped envelope and mail.

The Labour Market Update will help our sector develop a better understanding of key challenges like recruitment, retention and recognition, and ways to address these problems. It will also help develop a long-term labour market strategy for the early childhood sector. Early childhood education graduates are critical to the future of child care and other early child development programs. It would help the Round Table to be able to find out what kinds of jobs you have after you graduate, and any insights you may have on your employment. If you would be willing to have the Round Table contact you for a brief follow-up survey in about one year to help track the career patterns of ECE graduates, please complete the information requested below. Participation is completely voluntary. Your name and address will be kept confidential to the Round Table researchers and will be used only to contact you for a follow-up survey in 2004.

## THANK YOU

Name: _____

Address: _____

_____

_____

Email: _____

# APPENDIX 6:

## POLICY LESSONS FROM OECD STARTING STRONG: EARLY CHILDHOOD EDUCATION AND CARE

***Policy lesson 1. A systematic and integrated approach to policy development and implementation.*** The Thematic Review emphasized the importance of a clear vision of children as a social group to underpin ECEC policy. A systematic and integrated approach requires a coordinated policy framework and a lead ministry that works in cooperation with other departments and sectors.

***Policy lesson 2. A strong and equal partnership with the education system*** suggests that the nation support a lifelong learning approach from birth to encourage smooth transitions for children and recognize ECEC as a foundation of the education process.

***Policy lesson 3. A universal approach to access, with particular attention to children in need of special support*** is linked to equitable access so all children can have the equal and fair opportunities provided by high quality ECEC regardless of family income, parental employment status, special educational needs or ethnic/language background.

***Policy lesson 4. Substantial public investment in services and the infrastructure.*** The Thematic Review found that while a combination of sources may fund ECEC, substantial government investment is required to support a sustainable system of quality, accessible services.

***Policy lesson 5. A participatory approach to quality improvement and assurance*** begins with the premise that all forms of ECEC should be regulated and monitored. Defining, ensuring and monitoring quality should be a participatory and democratic process. Pedagogical frameworks focusing on children's holistic development and strategies for ongoing quality improvement are key parts of this element.

***Policy lesson 6. Appropriate training and working conditions for staff in all forms of provision*** is a foundation for quality ECEC services, which depend on strong staffing and fair working conditions. Strategies for recruiting and retaining a qualified, diverse, mixed-gender workforce and for ensuring that a career in ECEC is satisfying, respected and financially viable are essential.

***Policy lesson 7. Systematic attention to monitoring and data collection*** with coherent procedures for collecting and analyzing data on the status of young children, ECEC provision, and the early childhood workforce are required.

***Policy lesson 8. A stable framework and long-term agenda for research and evaluation*** requires sustained investment to support research on key policy goals and is a necessary part of a process of continuous improvement.

**Source:** Organisation for Economic Co-operation and Development. (2001). Starting Strong: Early Childhood Education and Care. Summary Report, Thematic Review of Early Childhood Education and Care.

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