

# Manitoba

## PROVINCIAL CONTEXT

---

### Number of children 0-12 yrs (2001 rounded estimate)

0-2 yrs	38,800
3-5	40,000
6-12	107,100
Total 0-12	185,900

*Note: Total may not add up due to rounding.*

---

### Children 0-12 yrs with mothers in the paid labour force (2001 rounded estimate)

0-2 yrs	23,400
3-5	25,800
6-12	79,200
Total 0-12	128,200

*Note: Total may not add up due to rounding.*

---

### Children 0-14 yrs identifying with an Aboriginal group (1996)

Age	North American Indian	Métis	Inuit
0-4	14,140	6,135	80
5-9	13,085	5,505	80
10-14	10,930	4,890	35

*Note: These 1996 data are the most recent currently available.*

---

### Children 0-14 yrs with disabilities (2001)

Age	Number of children with disabilities	Rate of children with disabilities (%)
0-4	1,210	1.9
5-9	3,130	4.3
10-14	3,580	4.8
Total 0-14 yrs	7,920	3.8

*Note: Total may not add up due to rounding.*

---

### Workforce participation of mothers by age of youngest child (2001 rounded estimate)

Age of youngest child	No. of mothers	Participation rate (%)
0-2	22,000	65.7
3-5	17,000	75.1
6-15	56,000	85.5

## FAMILY-RELATED LEAVE

### Maternity leave

17 weeks.

**Parental leave**

Both parents may take up to 37 weeks.

**Births and EI maternity claims**

Number of births (2000): 14,090

Number of initial maternity claims allowed (2000-2001): 6,310

*Note: Provincial leaves are unpaid. The federal government pays for some portions under Employment Insurance. See federal ecec programs for more information.*

## KINDERGARTEN

**LEGISLATION**

Manitoba. Legislative Assembly. *Public Schools Act*. 1987, C.S.M, c. P250. Amended 1992, 1996, 1997, 2001, 2002.

**PROVINCIAL RESPONSIBILITY FOR KINDERGARTEN**

Manitoba Education and Youth.

**KINDERGARTEN SERVICES****KINDERGARTEN**

Kindergarten is delivered in public and private schools. It is available to all five year olds in Manitoba on a part-time basis. There are 522.5 instructional hours a year.

**NURSERIES**

Winnipeg School Division 1 offers half-day kindergartens for four year olds (these are referred to as "nurseries" but are not licensed as nursery schools under *The Community Child Day Care Standards Act*). Frontier School Division also offers a pre-K program for four year olds.

Kindergarten is not compulsory in Manitoba. Access is legislated: it is an entitlement.

**AGE ELIGIBILITY**

Five years old by December 31.

**CLASS SIZE**

There is no provincial class size limit. Some collective agreements specify class size.

There is no provincial policy regarding teaching assistants; some school divisions provide them.

**CHILDREN WITH SPECIAL NEEDS**

There is a policy of inclusion in regular kindergarten. To provide extra supports, there is both block funding to school divisions to allocate to schools and two levels of funding to allocate to identified child needs (these are determined on a case by case basis).

The number of kindergarten children with special needs is not available.

## **KINDERGARTEN ENROLLMENT (2001)**

Five year olds: 13,000 (estimate)

*Note: This does not include non-funded private schools or Indian Bands.*

Four year olds: Enrollment not available

## **TEACHER QUALIFICATIONS**

Must be a certified teacher (B.Ed). Early childhood qualifications are not required.

In the Winnipeg nurseries, staffing includes a qualified teacher and sometimes an assistant with an average class size of 20.

## **CURRICULUM**

There is a provincial kindergarten curriculum. Through an activity centre-based approach, it includes exposure to language arts, math, science, social studies, physical education, arts and French.

## **SPENDING ON KINDERGARTEN (2001)**

### **Average spending per kindergarten student**

\$3,500

## **SPECIAL FEATURES**

ESL grants of \$600 per child per year to a maximum of three years.

Aboriginal Achievement Grant is given to school divisions.

Inner-city children are considered a school division responsibility. School divisions allocate funds to specific schools.

## **REGULATED CHILD CARE**

### **LEGISLATION**

Manitoba. Legislative Assembly. *The Community Child Day Care Standards Act*, C.C.S.M. cC158.

Manitoba. Legislative Assembly. *Manitoba Child Day Care Regulations*, M.R. 62/86.

### **PROVINCIAL RESPONSIBILITY FOR CHILD CARE**

Kathy Reid, Director  
Manitoba Family Services and Housing  
Child Day Care  
102-114 Garry Street  
Winnipeg, Manitoba R3C 1G1  
Telephone: (204) 945-2668  
Facsimile: (204) 948-2143

## **CHILD CARE SERVICES**

### **UNREGULATED CHILD CARE**

#### **Unregulated family child care**

Maximum number of children permitted: 4

No more than two children may be under two years. Figure includes the caregiver's own children under 12 years.

### **REGULATED CHILD CARE**

#### **Day care centres**

Full-day centre-based services for at least five children under six years or no more than three children under two years for more than four continuous hours/day, three or more days/week.

#### **Nursery schools**

Part-time centre-based programs for more than three infants or more than five preschoolers of whom no more than three are infants, four or less continuous hours/day, or for more than four continuous hours per day and less than three days/week.

#### **School-age child care centres**

Services outside school hours for more than eight children ages 6-12 years (may include children attending kindergarten). Services may be exempt from licensing by Child Day Care if provided by public schools.

#### **Family day care homes**

Care in a private home for a maximum of eight children under 12 years (including the provider's own children under 12 years). Not more than five children may be under six years; of these, no more than three children may be under two years.

#### **Group family day care homes**

Care in a private home by two caregivers for a maximum of 12 children (including the providers' own children under 12 years). Not more than three of the children may be under two years.

#### **Occasional day care centres**

Care on a casual basis for more than three infants or more than five preschoolers of whom not more than three are infants, or more than eight children of whom not more than five are preschoolers and not more than three are infants.

## **CHILDREN WITH SPECIAL NEEDS**

The Manitoba Children with Disabilities Program integrates children with special needs into mainstream child care. Support is available to non-profit child care centres, nursery schools and family and group day care homes. To receive additional supports, children must have a cognitive, developmental or physical disability and be assessed as eligible. In addition to cognitive, physical or developmental delay, Child Day Care will cover a child with "behavioural" problems as well as nursing support for medically fragile children. Services are not an entitlement but there is usually no waiting list once a diagnosis has been made.

Parents pay the same basic cost of care as other families but regardless of family income, parents do not pay the cost of the additional resources to support the child's participation in a child care program. Funding for the additional supports is paid to the program.

There is an additional exemption in the child care subsidy assessment if any member of the family has a disability.

Staffing grants are the main form of support at facilities caring for children with special needs. In addition, there are grants for renovations, equipment and educational materials, staff training or professional services related to the care of the child who are accommodated as available.

Children's Special Services staff work with Child Day Care and departments of Education and Training and Health to coordinate programs and activities and to place children with special needs into child care programs. Children's Special Services also provides consultation and funding to non-government agencies that deliver therapy, respite and family support services.

There are no special training requirements for staff working with children with disabilities in child

## **ABORIGINAL CHILD CARE**

Manitoba does not license or fund child care programs on-reserve but the Child Day Care Branch assists facilities on-reserve to meet licensing requirements. Approximately 60 new child care centres have been established in First Nations communities under the federal government's First Nations/Inuit Child Care Initiative. A First Nations ECE training program has been developed in Opaskawayak-Keewatin Community College. A certificate program in Aboriginal child care is offered through Red River College.

## **SPACE STATISTICS**

### **Number of regulated child care spaces (2001)**

Centre-based	Full-day	Part-time
Infants/toddler	1,070	24*
Preschool	8,758	4,278
School-age	—	4,971
Family child care	3,921	
Total regulated spaces	23,022	

*\*This represents children under two years who may be attending a program licensed as a nursery school.*

### **Children with special needs in regulated child care (2001)**

1,070

### **Children receiving subsidies (2001)**

10,964

### **Subsidized children as a proportion of total regulated spaces (2001)**

48%

### **Sponsorship of regulated centre spaces (2001)**

Non-profit	17,540
For-profit	1,561

## **STANDARDS AND REGULATIONS**

### **REGULATED CENTRES**

#### **Maximum room size**

Two groups of children

## Maximum staff/child ratios and group sizes

### *Day care centre — Mixed age groups*

Age	Staff:child ratios	Max. group sizes
12 wks-2 yrs	1:4	8
2-6 yrs	1:8	16
6-12 yrs	1:15	30

### *Day care centre — Separate age groups*

Age	Staff:child ratios	Max. group sizes
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
6-12 yrs	1:15	30

### *Nursery school*

Age	Staff:child ratios	Max. group sizes
12 wks-2 yrs	1:4	8
2-6 yrs	1:10	20

*Group sizes and staff:child ratios for occasional day care centres are consistent with full-day preschool and school-age day care centres.*

## Staff qualification requirements

Manitoba has three qualification levels:

- Early Childhood Educator (ECE) III: An approved ECE III program and a recognized certificate program or an approved degree program from a recognized university.
- Early Childhood Educator (ECE) II: An approved diploma in child care services from a recognized community college or satisfactory completion of the Child Day Care Competency-based Assessment (CBA) Program.
- Child Care Assistant (CCA): Not eligible on the basis of educational requirements for classification at the ECE II or III level; employed in a child care centre.

Two-thirds of a full-time centre's staff for 0-6 year olds must be classified as ECE II or III and 1/2 of staff employed in school-age centres and nursery schools must be classified as ECE II or III.

A director in a full-time preschool centre must be classified as an ECE III and have one year of experience in working with children in child care or in a related field. A director in a school-age centre or nursery school must be classified as an ECE II and have one year of experience in child care or in a related setting.

All staff must be 18 years of age and have completed a first-aid course that includes CPR training relevant to the age group.

## Parent involvement

All licensed non-profit centres are required to have boards of directors where parents constitute a minimum of 20% of the board members. For-profit centres are required to have parent advisory committees.

## Licensing, monitoring and enforcement

There are 24.5 Day Care Centre Coordinators. They conduct a minimum of three monitoring visits of each centre each year, one of which is a re-licensing visit. A fourth contact with the facility during the year is also required.

Provisional licenses may be issued if the facility does not meet all of the requirements of the regulations or if time is required to bring the centre into compliance.

A licensing order may be issued when a severe violation of the Act or Regulations occurs. The order requires immediate correction of the areas listed, and is posted in the centre. Failure to comply may result in suspension or revocation of the license.

A license may be revoked if there is continued noncompliance with licensing requirements and the facility is deemed hazardous to the health, safety and well-being of the children.

## REGULATED FAMILY CHILD CARE

### **Regulation**

Individually licensed.

### **Maximum capacity**

#### *Family day care homes (one provider)*

Eight children under 12 years (including the provider's own children under 12 years). No more than five children may be under six years, of whom no more than three children may be under two years.

#### *Group day care homes (two providers)*

Twelve children under 12 years (including the provider's own children under 12 years). No more than three children may be under two years.

### **Provider qualification requirements**

There are no early childhood education training requirements for providers. (See RECENT DEVELOPMENTS - April 2002 for changes.) However, if a provider is classified as an ECE II or III, she/he may charge a higher maximum daily fee equivalent to the fees charged in child care centres.

Providers must be at least 18 years of age and have a valid first-aid certificate that includes CPR training relevant to the age group being cared for. Providers are assessed by Child Day Care for their suitability to provide care based on recognized family child care competencies.

### **Licensing, monitoring and enforcement**

When an individual applies for a license, provincial Day Care Centre Coordinators complete safety inspection reports of the applicant's home. Three drop-in visits per year and one scheduled re-licensing visit per year are conducted.

## FUNDING

### CHILD CARE FEE SUBSIDY PROGRAM

Fee assistance is paid directly to service providers on behalf of eligible parents. Eligibility for fee subsidies is determined by an income test via a mail-in or on-line application. Special social need of the child is an eligible category for subsidy.

There is a maximum subsidy of \$4,264/child/year for full-day preschool children. Centres and family day care homes can surcharge subsidized parents higher than the maximum subsidy rate up to \$2.40/day/child.

Surcharges are paid on behalf of parents in receipt of income assistance by the Employment and Income Assistance Division of Family Services up to \$1.00/day so that the maximum surcharge paid by a parent on social assistance is \$1.40/day

Non-profit and for-profit centres and family child care homes may enrol children receiving subsidies. Child care centres (non-profit) receiving provincial operating grants are required to enrol children receiving subsidies.

Programs that provide extended hour care may receive one-and-a-half times the regular operating grants for children receiving this type of care.

Parents who qualify for subsidy and show demonstrated need for care may receive subsidy for care provided in a nursery school. Maximum subsidy for nursery school is \$8.20/day.

**Eligibility for fee subsidy (net income, 2001)**

	Turning point	Break-even point
1 parent, 1 child	\$13,787	\$24,577
2 parents, 2 children	18,895	40,475

*The turning point is the income level up to which full subsidy is available. Partial subsidy is available up to the break-even point at which income subsidy ceases.*

**PUBLIC FUNDING FOR REGULATED CHILD CARE (2001)**

Non-profit child care services are eligible to receive an annual per space operating grant, staffing grants on behalf of children with disabilities, and start-up grants. For-profit child care programs are not eligible to receive grant funding; however, those licensed prior to April 18, 1991 are eligible to receive a guaranteed payment on behalf of subsidized children of up to 25% of their licensed spaces.

**Maximum annual operating grants per licensed space**

	Infants	Preschool	School-age
Fully-funded day care centres	\$6,110	\$1,807	\$462
Fully-funded day care homes	608	208	208
Fully-funded group day care homes	608	208	208

Fully-funded nursery schools that operate from one to five sessions per week are eligible for \$85/space/year; fully-funded nursery schools that operate from 6 to 10 sessions per week are eligible for \$170/space/year.

**PROVINCIAL ALLOCATIONS FOR REGULATED CHILD CARE (2001)**

**Fee subsidies**

\$32,257,700

**Recurring funding**

Operating grants	20,343,500
Special needs grants	7,274,400

**Other funding**

(Transportation, communications, supplies and services, capital and other operating costs)	\$3,000,800
Total	\$62,876,400

**SALARIES (2001)**

**Mean gross hourly wage for centre-based child care staff (full- and part-time combined)**

Child care assistants	\$9.15
Teachers, Levels I and II	12.45
Teacher directors, including assistant directors	14.86
Administrative directors	18.73

*Source: Manitoba Child Day Care.*

**Family child care**

Information not available.



## FEES (2001)

The provincial government sets maximum fees for all children (subsidized or full fee) in funded centre-based and family child care programs.

### Maximum monthly fees (set by provincial government)

	Centres	Family child care
Infants	\$560	\$408
Preschool	376	328
School-age	341	229

*Note: Unfunded centres may charge what they wish for their services.*

## ADMINISTRATION

The Child Day Care Branch, Department of Family Services and Housing, is responsible for licensing centres and family child care under the Act, and providing fee subsidies and operating funding to eligible centres and homes. It also classifies all early childhood educators and child care assistants who work in licensed centres. The Winnipeg office and eight regional offices are responsible for monitoring and licensing programs.

## MUNICIPAL OR OTHER LOCAL GOVERNMENT ROLE

There is no legislated municipal or other local government role in the delivery or operation of child care.

## CHILD CARE PLANNING AND DEVELOPMENT

In April 2002, Manitoba released its Five Year Plan for child care. The plan is intended to maintain and improve quality, improve accessibility and improve affordability. It sets out targets for funding new spaces, increasing wages and the number of trained ECEs. (See recent developments for details.)

### Child care in schools

There is a child care in schools policy that must be considered in all new, renovating or replacement schools. The capital comes through the Public Schools Finance Board. Community members work with the Child Day Care office to conduct a needs survey and help determine numbers. The school retains ownership of space and has a partnership agreement as long as there is a need for child care. Centres pay rent according to board policy for exclusive space and are expected to share common space. There are 27 centres under this policy and about 161 other centres in school space.

## HISTORY OF CHILD CARE AND OTHER ECEC SERVICES

1901 Day Nursery Centre established in Winnipeg by the Mothers' Association.

1971 Red River Community College initiated a two year Child Care Services diploma program.

1974 Provincial Child Day Care Program was established in the Department of Health and Social Development. It provided start-up and operating grants to non-profit centres and family day care homes and subsidies for eligible low-income families.

Manitoba Child Care Association was formed to represent child care workers, boards of directors, parents and child care advocates.

1983 *The Community Child Day Care Standards Act*, including provision for uniform licensing standards, staff qualifications and criteria for governance and board accountability, was passed.

1986 Government introduced salary enhancement grants to eligible non-profit centres.

1989 Provincial Task Force made recommendations for improvement in child care.

Child care workers held a one-day strike of protesting inadequate salaries.

1991 The government restructured funding, consolidating grants into one operating grant. This had the effect of reducing salary enhancement, redistributing nursery school grants, increasing eligibility level for partial subsidy and providing a daily payment to existing commercial centres on behalf of subsidized children in up to 25% of spaces. Parent fees increased by 18%.

1992 Licensing of new child care spaces was temporarily frozen and then allowed to resume after several months.

The report of the Working Group on Francophone Day Care was published. It provided recommendations regarding content, implementation guidelines and resource requirements for francophone child care services.

1993 The total number of subsidies was capped at 9,600. The licensing of new child care spaces was frozen for a period of time. The new Acknowledgement Form was introduced and became a requirement of licensing for those facilities willing to operate without grants or subsidies. Parents who received subsidy were required to pay an additional \$1.40 per day per child. The "seeking employment" provision of subsidy was reduced from eight weeks to two weeks.

Operating grants to child care centres were reduced by 4% and to nursery schools by 50%. The difference between prior and present levels of government funding was to be made up through parent fees. The annual operating grants to the Manitoba Child Care Association and the Family Day Care Association were eliminated.

1996 The Child Day Care Fact Finding Mission, consisting of facility tours and public meetings, was undertaken with the aim of "simplifying and streamlining the existing child care system and providing more flexible support for working parents".

1996/1997 The number of subsidized spaces was frozen at 8,600, the utilization at that time. \$4,060,500 of unexpended resources was cut from the Child Day Care budget, reducing it by 8.6%.

A series of administrative changes were made to the subsidy program. Full funding was extended to approximately 2,000 existing infant and preschool spaces that were either partially funded or unfunded.

A Regulatory Review Committee, appointed by the provincial government, was established to examine the existing regulations and provide recommendations for changes.

The Family Day Care Association of Manitoba and the Manitoba Child Care Association amalgamated under the name Manitoba Child Care Association.

1998 Several recommendations of the Regulatory Review Committee were incorporated into the budget announcement. An additional 1,000 subsidized spaces were provided and subsidy became "portable" (travels with the child to the facility of the parents' choice). Funding was provided for the development of new flexible child care arrangements.

The title of trained child care workers was officially changed to Early Childhood Educator (ECE). The classification of Child Care Worker I was collapsed into the Child Care Assistant category, leaving three levels of classification: Child Care Assistant (untrained) and ECE II and ECE III (trained).

Family child care providers who are classified as ECE II or ECE III were permitted to charge a higher fee consistent with fees charged at child care centres.

Effective June 1998, existing facilities could submit a plan for approval to establish a casual care fee to meet the needs of parents who only require care on a casual basis.

## RECENT DEVELOPMENTS IN CHILD CARE AND OTHER ECEC SERVICES

1999/2000 As part of a new “unit funding” model, operating grants were increased (15% infants, 10% preschool, 29.4% disabilities).

2000 Healthy Child Manitoba was established to provide early services (mostly targeted to high risk families and children) funded through the intergovernmental Early Childhood Development Initiative including:

- Baby First — home visiting and universal screening;
- Children’s Special Services — expanded in-home services for children with disabilities;
- STOP FAS (Fetal Alcohol Syndrome) — three-year mentoring program for women at risk of having a child with FAS/FAE;
- Manitoba Education, Training and Youth Early Child-hood Development Initiative — “readiness to learn” program;
- Early Start — a three-year home-visiting program for families with children with special social needs currently attending licensed child care. It is intended to enhance children’s readiness to learn prior to school entry.

2000/2001 Manitoba allocated \$9.1 million to child care and fully implemented “unit funding” for centres. As a result, operating grants for centre infant and preschool spaces were increased to improve salaries for ECEs.

Maximum daily parent fees were increased by 2%.

Funding was extended to 1,500 previously unfunded school-age spaces in centres.

Operating grants to family child care homes increased by 2%.

The “seeking employment provision” of the subsidy program was extended from 10 days to 40 days.

2001 Manitoba allocated \$4.7 million of the \$11.1 million in Early Childhood Development Initiatives funding to child care along with \$9 million allocated by the province.

February 2001 The Child Day Care Regulatory Review Committee’s *A Vision for Child Care and Development in Manitoba* was released by the Minister of Family Services and Housing for public feedback. The paper identified four key elements for child care: universality, accessibility, affordability and quality. It made a series of recommendations in each of six components of the child care system: standards/quality care, funding, training and professionalism, governance, integrated service delivery, and public education.

The “vision” paper was released for public feedback. In a three month period there were more than 24,000 responses from the public with over 82% supporting the vision as presented.

April 2002 The province announced a new five year plan for child care. The first year of the plan supported:

- increased salaries for child care workers
- a public education and recruitment campaign to attract more students to the field
- mandatory training for new family child care providers in their first year of operation and incentives for existing providers and child care assistants to begin training. (It is expected that new family child care providers will be required to take an approved 40 hour course with possible financial incentives for its completion.)
- exploring incentives to encourage the increased use of licensed family child care homes for infant care
- examining the concept of a comprehensive nursery school program for three and four year olds
- freezing maximum fees parents pay as part of funded programs
- a review of the child care subsidy program and the non-subsidized daily fee.

By the end of March 2007, the plan’s goals are as follows:

- wages and incomes for service providers will increase by 10%
- 450 more ECEs will be trained
- licensed family child care providers will be encouraged to complete designated training

- 5,000 more spaces will be funded
- Manitoba's existing nursery school program for three and four year olds will be expanded and more closely linked with other early childhood development initiatives
- subsidy income levels and allowable deductions will be adjusted so more low and middle income families are eligible for full or partial fee subsidies
- the \$2.40 non-subsidized daily fee for subsidized families will be reduced
- more child care subsidies will be available to support newly created spaces.

2002 Manitoba First Nations Child Day Care Regulations & Monitoring Initiative began. Sponsored by the Assembly of Manitoba Chiefs with some funding from the provincial and federal governments, the initiative sets out to establish First Nations child care regulations, standards and monitoring systems that will address safety issues and quality care for First Nations children and their families.

## **KEY PROVINCIAL ECEC ORGANIZATIONS**

Child Care Coalition of Manitoba  
 1376 Grant. Ave., 2nd Floor  
 Winnipeg, MB R3M 3Y4  
 Telephone: 204-489-0355  
 Facsimile: 204-487-2201

Manitoba Child Care Association  
 2350 McPhillips Street, 2nd Floor  
 Winnipeg, MB R2V 4J6  
 Telephone: 204-586-8587 or 1-888-323-4676  
 Facsimile: 204-589-5613  
 Email: [info@mccahouse.org](mailto:info@mccahouse.org)  
 Website: <http://www.mccahouse.org>

## **TEACHERS' ORGANIZATIONS AND ASSOCIATIONS**

The Manitoba Teachers' Society  
 191 Harcourt Street  
 Winnipeg, MB R3J 3H2  
 Telephone: 204-888-7961  
 Facsimile: 204-831-0877