

## PROVINCIAL CONTEXT

### Number of children 0-12 yrs (2003 rounded estimate)

Age	Number of children
0	71,200
1	73,400
2	74,500
3	74,300
4	77,500
5	72,400
6	80,700
7	81,800
8	85,700
9	96,800
10	96,600
11	95,600
12	96,500
Total	1,077,000

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

### Number of children 0-12 years (2003 rounded estimate)

Age	Number of children
0-2	219,100
3-5	224,200
6-12	633,700
Total	1,077,000



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**Children 0-12 yrs with mothers in the paid labour force (2003 rounded estimate)**

Age	Number of children
0	44,900
1	48,600
2	47,200
3	49,500
4	46,600
5	48,900
6	53,100
7	51,700
8	56,000
9	63,300
10	66,900
11	66,100
12	67,000
Total	709,800

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

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**Number of children 0-12 years with mothers in the paid labour force (2003 rounded estimate)**

Age	Number of children
0-2	140,700
3-5	145,000
6-12	424,100
Total	709,800

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**Children 0-14 yrs identifying with an Aboriginal group (2001)**

Age	North American					Total
	Indian	Metis	Inuit	Multiple	Other	
0 to 4	4,940	1,195	1,305	35	105	7,580
5 to 9	5,360	1,255	1,370	20	80	8,085
10 to 14	5,090	1,375	1,260	25	90	7,840
Total	15,390	3,825	3,935	80	275	23,505

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

Age	Number of children with disabilities	Rate of children with disabilities (%)
0-4	4,630	1.3
5-9	11,300	2.5
10-14	10,960	2.4
Total 0-14 yrs	26,890	2.1

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

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**Number of children by marital status of families (2001)**

Age	Children in couple families	Children in lone parent families	(with lone mothers)	(with lone fathers)
0-4	320,225	54,885	48,190	6,695
5-9	366,125	89,205	74,265	14,935
10-14	355,390	99,750	80,370	19,375

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**Number of children by mother tongue (2001)**

Age	English	French	Non-official language
0-4	32,545	297,435	36,450
5-9	40,215	371,870	37,230
10-14	39,980	375,740	35,775
Total	112,740	1,045,045	109,455

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**Number of children living in families below the LICO (2002)**

Age	Number	Percent (%)
0-2	31,800	16.0
3-5	48,500	19.8
6-12	96,400	14.6
0-12	176,700	16.0

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**Workforce participation of mothers by age of youngest child (2003 rounded estimate)**

Age of youngest child	Number of mothers	Participation rate (%)
0-2	140,700	72.6
3-5	102,600	76.7
6-15	353,800	82.9

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## FAMILY-RELATED LEAVE

### Maternity leave

Eighteen weeks. An additional six weeks is available to the birth mother if she is unable to return to work for health reasons related to the birth or pregnancy.

### Parental leave

Both the father and the mother of a newborn and the person who adopts a child that has not yet reached school age are entitled to an unpaid parental leave of not more than 52 consecutive weeks.

### Family-related leave

Five days per year

### Births and EI maternity and parental claims (2003)

Number of births	74,491
Birth rate per 1,000 population	9.7
Number of initial maternity claims allowed	45,410
Average length of maternity claims	14.5 weeks
Number of parental claims	54,560
Average length of parental claim	20.3 weeks
Number of adoptive parent claims	820
Average length of adoptive claim	25.9 weeks

*Note: Maternity, parental and adoption leaves are determined by provincial and territorial legislation. At the time of data collection (2004) the federal government paid for up to 15 weeks for maternity leave and 35 weeks for parental and adoptive leaves for eligible parents at 55% of earned income to a maximum of \$413/week (see federal ECEC programs for more information). Beginning in January 2006, Quebec maternity and parental leaves will be enriched (see RECENT DEVELOPMENTS).*

## KINDERGARTEN

### LEGISLATION

Quebec. National Assembly. Education Act. R.S.Q., c.I-13.3

Quebec. National Assembly. An Act to amend the Education Act concerning the Conseil scolaire de l'île de Montréal, Bill 41 (2001, c. 30).

Quebec. National Assembly. An Act to amend the Education Act, Bill 35. (2001, c. 46).

Quebec. National Assembly. Education Act for Cree, Inuit and Naskapi Native Persons. R.S.Q., c. I-14.

## PROVINCIAL RESPONSIBILITY FOR KINDERGARTEN

Ministère de l'Éducation du Québec (MEQ)

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### KINDERGARTEN SERVICES

#### MATERNELLE FIVE YEAR OLDS

Maternelle for five year olds is delivered on a full-time basis in public and private schools (both English and French). There are 23.5 hours/week for 36 weeks or 846 hours a year.

Kindergarten is not compulsory in Quebec nor is access legislated.

#### There are two programs for four year olds:

#### MATERNELLE FOUR YEAR OLDS

This program varies from 9.15 hours/ week for 36 weeks (or 332 hours) to 11.45 hours/week for 36 weeks (or 412 hours). It may be four part-days or five part-days. Some programs include parent participation.

Initially, maternelles for four year olds were developed for inner-city children (although this is no longer their sole clientele). Most maternelles for four year olds are in Montreal and were developed prior to the new family policy and child care expansion. There is no new development of maternelles for four year olds; those existing will be maintained.

#### PASSE-PARTOUT

Exclusively for four year olds, passe-partout programs were developed for low-income children living mostly in rural Quebec. Passe partout consists of a total of 24 sessions, 16 with the children only and eight with the parents and children.

With the family policy and child care expansion, passe-partout, like the maternelle four year old programs, is no longer being developed but only maintained.

### AGE ELIGIBILITY

Maternelle: Five years old by September 30

Maternelle: Four year olds: Four years old by September 30

## CLASS SIZE

There are provincial class size limits defined in the collective agreement:

- Five year olds: Maximum 20, average 18
- Four year olds: Maximum 18, average 15
- Multi-age groups: Maximum 15 children per group. (According to the collective agreement, the same teacher can't have more than 20 children under her responsibility).

### Average/mean class sizes

Five year olds: 18

Four year olds: 15

## CHILDREN WITH SPECIAL NEEDS

There is a Quebec policy – Politique d'adaptation scolaire – that addresses inclusion, specialized services and corresponding budgets. School boards can adopt additional policies that expand on it but cannot restrict it.

About 50% of children with special needs are included in regular classes. Others either attend special classes in schools or attend specialized schools (for instance, schools for the deaf).

For four year olds with special needs (handicaps as defined in Quebec), the school board has the obligation to deliver a kindergarten program if the parents so request.

In 2003/04, 778 children out of 1,552 identified with special needs were included in regular kindergarten classes.

There are additional budgets tied to inclusion of children with special needs.

## ENROLMENT (2003/04)

Number of children enrolled in maternelle (the year before Grade 1): 76,200 (estimate)

Number of children enrolled two years before Grade 1:

– Maternelle four year olds: 6,126 (estimate)

– Passe-partout: 8,500 (estimate)

## KINDERGARTEN TEACHERS

Qualification requirements: Four year degree – *Education prescolaire et primaire*. There are mandatory practica in kindergarten and elementary.

Average salary: Information not available

Number of kindergarten teachers: Information not available

## CLASSROOM ASSISTANTS

Information not available

There are no provincial policies regarding teaching assistants. No assistants are provided, although there are professional services under the component “services complémentaires” such as psychologists and speech therapists.

## CURRICULUM

There is a provincial kindergarten curriculum that was implemented in 1997. The curriculum for four and five year olds is the same.

## MONITORING AND ASSESSMENT

Information not available

## SOURCES OF FUNDING FOR KINDERGARTEN

Eighty-two percent from provincial grants and 11% local property tax levies.<sup>1</sup>

## PUBLIC SPENDING ON KINDERGARTEN (2003/04)

### Total provincial spending on maternelle

Information not available

### Average spending per five year old maternelle student

\$1,700 (estimate) (special needs \$3,370)

### Average spending per four year old maternelle student

\$2,000 (estimate) (special needs \$ 3,700)

### Spending per student in passe-partout

\$970

### Five year old children with special needs attending programs paid for by the MEQ but delivered in specialised establishments

\$5,709

*Note: Public spending figures may not represent the total average spending but was the only figure that provincial officials provided.*

<sup>1</sup> Canadian School Board Association. *Education Governance in Canada: Trends and Implications*. Last updated 1999.

## SPECIAL FEATURES

Allophone children have access to *Services particuliers* under the regulation. The policy and formula for this is established at the Quebec level. School boards receive and distribute budgets for these services to schools.

For inner-city children, ratios in Grades 1 and 2 are reduced.

## REGULATED CHILD CARE

### LEGISLATION

Quebec. *An Act Respecting the Ministère de la Famille et de l'Enfance and amending the Act Respecting Child Day Care Centres*. Bill 145, 15 June 2000

Quebec. *Public Education Act. Regulation on School-Age Child Care*. L.R.Q., c. 1-133, a.454.1; 1998, c.58, a51; 1992, c.96, a.132. D1316.98

Quebec. *An Act Respecting Child Care Centres and Child Care Services* R.S.Q. chapter C-8.2 as amended June 1, 2004

Quebec. *Regulation Respecting Day Care Centres*, C-8.2, r.5.1, as amended June 8, 2004. *Regulation Respecting Reduced Contributions*. C-8.2, r.3, as amended June 8, 2004.

### PROVINCIAL RESPONSIBILITY FOR CHILD CARE

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*Note: In 2005, child care is moving to a new ministry. See RECENT DEVELOPMENTS for details.*

## CHILD CARE SERVICES

### UNREGULATED CHILD CARE

#### Unregulated family child care

Maximum number of children permitted: Six, including the caregiver's own children.

#### Jardins d'enfants (nursery schools)

Programs for a minimum of seven children aged 2-5 years on a regular basis for up to four hours/day.

#### Haltes-garderies (stop-over centres)

Programs for a minimum of seven children on a casual, drop-in basis for up to 24 consecutive hours.

### REGULATED CHILD CARE

#### Centre de la petite enfance (CPE)

A CPE provides educational child care in both centres and private homes primarily for children from 0-4 years old. Seven or more children may be cared for in centre-based programs for periods not exceeding 48 consecutive hours.

Family child care is provided in a private residence by an individual for up to six children, including the provider's own children, for periods which may exceed 24 consecutive hours; no more than two children may be under 18 months. If the provider is assisted by another adult, nine children are permitted, with no more than four children under 18 months, including their own children.

A CPE may have up to 350 children – up to 240 in child care centres with 80 in each individual facility (installation) and up to 250 in its family child care component.

CPEs must be non-profit with a board of directors having a minimum of seven persons, at least 2/3 of whom (who are neither staff nor family child care providers) must be parent-users of the program.

#### Garderie (day care centre)

An establishment that provides child care in a facility where seven or more children receive care on a regular basis for periods not exceeding 24 consecutive hours that is not operated by a CPE. This includes for-profit operations and those operated by a non-profit group that does not have a majority of parents on the board of directors (e.g. church run centres).

#### Milieu scolaire (school-age child care)

Programs provided by a school board for children attending kindergarten or elementary grades; these are under the jurisdiction of the Ministry of Education. School boards are obliged to provide school-age child care when there is a demonstrated need.

## CHILDREN WITH SPECIAL NEEDS

Quebec has a policy encouraging inclusion of children with special needs in regular programs. For a child who has a diagnosed disability or who meets the ministry definition of a “disabled” child, a one-time grant of \$2,200 and an additional \$25/day/child on top of the regular operating grants is available. Admission is at the discretion of the CPE.

## ABORIGINAL CHILD CARE

Quebec regulates child care on-reserve. In 2004, there were 41 child care centres, three family child care services and no garderies on-reserve. Other centres were under construction. On-reserve child care is funded through agreements between First Nations communities and federal and provincial governments. The Quebec Native Women’s Association, Band Councils, the Cree and the Kativik regional administrations play key roles in First Nations child care in Quebec.

## SPACE STATISTICS (2003/04)

### Number of regulated child care spaces

#### Centre-based

Infant/toddler	17,755 (CPE and garderie)
Preschooler (18 mos-4 yrs)	76,240 (CPE and garderie)

*Note: Breakdowns by type by age are no longer available*

	Child care centres (CPE)	Day care centres (garderie)
Total centre-based spaces	68,274	29,437
Family child care	82,044	

Total spaces regulated by the Ministère de l’Emploi, de la Solidarité sociale et de la Famille (MESSF) 179,755  
Total school-age child care spaces 141,977

*Note: School-age child care for children aged 5-12 is the responsibility of the Ministry of Education (MEQ).*

Total spaces regulated by MESSF and under the aegis of MEQ 321,732

**Children with special needs in regulated child care: 2,274**

### Number of child care programs

Number of child care centres 996

*Note: Breakdown by CPE and garderie is no longer available*

Stand-alone after school programs  
Information not available

Number of family child care agencies (part of CPEs) 852

Number of family child care providers 13,000 (estimate)

### Openings and closings

New child care centre licenses issued 16

Number of child care centre closures Information not available

*Note: Breakdown by CPE and garderie not available*

Number of new licenses issued to family child care agencies: 44

Number of family child care agencies who ceased providing care: Information not available

### Sponsorship of centre-based spaces

Non-profit (CPE) 68,274

School-board operated school-age spaces 141,977

Total non-profit spaces 210,251

For-profit and other non-CPE centres (garderies) 29,437

*Note: The majority of garderies are for-profit.*

## STANDARDS AND REGULATIONS

### REGULATED CENTRES (CENTRES UNDER CPES AND GARDERIES)

**Maximum facility size 80 spaces**

### Maximum staff:child ratios

Age	Staff:child ratios
0-18 mos	1:5
18 mos-3 yrs	1:8
4-5 yrs	1:10
6-12 yrs	1:20

### Staff qualification requirements

Two-thirds of staff in centre-based CPES must have a college diploma or university degree in ECE. Centres operated by CPES that have been modified to expand capacity have until the third anniversary of the expansion to comply with these training requirements (introduced in 2001). Until that time, staff qualifications in these centres must conform to the previous regulations requiring 1/3 of staff to have the training outlined above.

In garceries (for-profit centres and non-profit centres not operated by a CPE), 1/3 of staff must have a college diploma or university degree in ECE.

#### **Parent involvement**

CPE board structure requires 2/3 of board membership to be parents.

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

The Ministère de l'Emploi, de la Solidarité sociale et de la Famille (MESSF) issues permits (licenses) for up to a three-year period. MESSF inspectors may visit any licensed operation to monitor its compliance with regulations.

There is no regulatory requirement for the frequency of visits by inspectors. Inspectors are not required to have a degree, diploma, or training in early childhood education.

Quebec does not issue conditional or provisional licenses. If a centre is found to be in noncompliance with legislative requirements but there is no immediate danger to the health or well-being of the children, MESSF informs the centre's board (in writing) that the program is in noncompliance with a specific regulation(s) and requests rectification. A follow-up check is done by an inspector when sufficient time is deemed to have passed. Repeated instances of noncompliance which do not pose an immediate threat may result in a court hearing.

The operator may appeal the loss of license (or the refusal by MESSF to renew a license) or may contest a decision to the Tribunal administratif du Québec. Its decision is binding.

#### **REGULATED FAMILY CHILD CARE**

Family child care providers are supervised by a CPE.

#### **Maximum capacity**

Up to six children including the provider's children under nine years; no more than two children may be under 18 months. If the provider is assisted by another adult, they may care for nine children, including both providers' own children, with not more than four children being under 18 months.

#### **Provider qualification requirements**

##### *Family child care worker*

Staff duties include approving/recognizing people responsible for family child care, providing technical and professional support to such persons, and exercising control and supervision for such persons. Staff responsible for supervision must have at least three years of full-time experience working with children or supervising or directing people.

##### *Family child care provider*

Family child care providers must hold a first-aid certificate and complete a training program, lasting at least 45 hours, pertaining to child development, health, safety and diet issues, and organization and leadership in a "life environment". Many CPEs provide training for providers.

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

Family child care workers are required to do on-site home visits. The CPE is responsible for ensuring that providers meet the regulations. MESSF monitors records of home visits and activity reports.

## **FUNDING**

### **PUBLIC FUNDING FOR REGULATED CHILD CARE (2003/04)**

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#### **One-time funding**

##### *Development grants*

- grant for professional services incurred by the project manager in setting up a facility: \$8,000.
- start-up grant for establishing a family child care component of a CPE: \$1,500 for the first 10 spaces, plus \$100 per additional space up to \$8,000.

##### *Grants for purchase of a property or construction of a facility (see RECENT DEVELOPMENTS regarding elimination of grants)*

- the lesser of 40% of the actual cost, or \$3,650 per space for the first 29 spaces, plus \$2,000 per additional space, plus \$80 per space for the family child care component.
- for a tenant child care centre wishing to purchase the building to avoid eviction from the premises, the grant is limited to the lesser of 40% of the actual costs, or \$73,000.



#### *Grants for enlarging a facility*

To help enlarge owned child care facilities to increase the maximum number of children, if it involves increasing the ground area of the building or the surface of the existing facility.

- the lesser of the actual costs, or \$2,300 per new space, plus \$80 per space for the family child care component when the administrative premises are housed in the facility.

#### *Grants for refitting a facility*

To help increase the maximum number of spaces or add administrative premises for the home child care component (this does not include increasing the ground area, or making structural changes to the building in owned or leased premises).

- the lesser of the actual costs or \$1,250 per new space, plus \$80 per space for the family child care component (\$40/space in leased facilities) when the administrative premises are housed in the facility.

#### *Compliance grants*

To help renovate a leased or owned facility to comply with the requirements of a law or a regulation other than the Act Respecting Childcare Centres and Childcare Services.

- the lesser of the actual cost or \$10,000 for the first seven spaces, plus \$275 per additional space, and \$80 per space for the family child care component (\$40/space in leased facilities) when the administrative premises are housed in the facility.

#### *Grants to acquire the assets of a day care centre*

To purchase tangible assets of:

- an owned day care centre: 40% of the certified actual costs or \$3,650 per space for the first 29 spaces, plus \$2,000 per additional space;
- a tenant day care centre: the lesser of the certified actual costs or \$34,000 for the first seven spaces, plus \$1,200 per additional space.

To purchase intangible assets of a day care centre:

- \$750 per space.

#### *Allowance for early intervention in a disadvantaged area*

A one-time allowance to establish the curriculum *Jouer, c'est magique* in child care facilities or family child care homes where at least 10% of the children have parents who are exempt from the parental contribution of \$5/day (low income) to adapt the program activities, for staff training and professional development, for collaboration with other social services professionals:

- up to \$10,000 per child care facility;
- up to \$20,000 per organization.

#### *Recurring funding*

MESSF provides funding to CPEs through several basic and supplementary mechanisms that are calculated according to three financing parameters:

- annualized spaces on the license
- annual occupancy, and
- the annual occupancy rate.

*These funds are paid to the CPEs on a monthly basis.*

#### *Child care centres basic allowance*

- Expenses related to the premises
  - the lesser of the actual expenses established by MESSF or an amount equal to \$36,000 for the first 30 annualized spaces, plus \$1,200 for each of the next 30 annualized spaces, and \$1,000 for each annualized space beyond 60.
- Overhead costs
  - \$2,079.35 for each of the first 60 annualized spaces, plus \$1,351.60 for each additional space beyond 60.
- Performance
  - with the exception of new or expanded facilities, a deduction is made from the grant if the annual occupancy rate falls below 85% in some parts of the province and 80% in others.
- Child care and educational expenses
  - \$50.20/day for children 17 months and younger;
  - \$32.70/day for children 18-59 months.

#### *Family child care basic allowance*

- Expenses related to the premises (private home)
  - the lesser of the actual expenses established by MESSF or an amount equal to \$250 for each of the first 50 annualized spaces, and \$140 for each additional space.
- Overhead costs
  - \$1,595.70 for each of the first 50 spaces, plus \$945.70 for each of the next 100 spaces and \$868 for each additional space beyond 150.
- Performance
  - with the exception of new or expanded family child care services, a deduction is made from the grant if the annual occupancy rate falls below 80% in some parts of the province and 75% in others.
- Child care and educational expenses
  - a maximum of \$24/day for children aged 59 months and younger, and an infant supplement of \$9.35/day for children 17 months and younger.

### *Special needs school-age grants*

From the Ministry of Education, school-age child care services receive a flat rate per child with special needs of \$1,000 for each child attending the service on a regular basis, and \$500 for each child that attends on an irregular basis.

The basic allowance for child care centres and family child care equals the allowable expenses less the parental reduced contribution (PRC).

### *Supplementary allowances*

Allowance for exemption from payment of the contribution (EPC).

- an allowance to make up for the parental contribution exemption of parents who receive income security and are entitled to 23 hours/week of child care at no fee (or more on the recommendation of an authorized organization).

### *Allowance for a facility in a disadvantaged area*

To help the facility meet the additional costs of enrolling children from a disadvantaged area equal to:

- 2.2% of the basic operating allowance when the proportion of EPC days is between 5% and 10%;
- 4.4% of the basic operating allowance when the proportion of EPC days is between 10% and 20%;
- 6.6% of the basic operating allowance when the proportion of EPC days is greater than 20%.

### *Allowances for places at the reduced contribution offered to school-age children (PRCS)*

To support day care institutions that serve kindergarten or elementary school children who cannot receive any other child care service at their school:

- \$2.15/day for each school day;
- \$15.35/day for each pedagogical day, for a maximum of 20 days per child.

### *Allowances for the integration of a child with a disability*

To facilitate the integration of a child with a disability aged 59 months or younger, for a maximum of nine children in a facility, providing that number does not exceed 20% of licensed spaces or one child per home child care provider:

- a lump sum of \$2,200 per child, of which \$1,800 is for equipment or improving the set-up to meet the child's needs;
- \$25/day of occupancy.

### *Specific allowances*

- Allowance for group insurance plans and maternity leaves;
- Allowances for special projects, northern or Aboriginal communities.

## PROVINCIAL ALLOCATIONS FOR REGULATED CHILD CARE (2002/03)

<b>Fee subsidies</b>	Not applicable
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*(See note below for information on fee reductions through the Ministère de l'Emploi, de la Solidarité sociale et de la Famille.)*

### **One time funding**

Capital expenditures	\$17,948,200
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### **Recurring funding**

Funding to CPEs and day care centres (garderies)	\$1,187,079,200
Financial aid to parents	10,000,000
Other transfer payments	4,350,000

<b>Total child care expenditure for children 0-4 yrs</b>	\$1,205,661,400 (2002/03)
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*Note: Budget breakdowns for child care expenditures for children 0-4 years are not available for 2003/04. The estimated budget total for children 0-4 years in 2003/04 is \$1.4 billion, based on estimates from provincial officials and available documents.*

Estimated expenditure on school-age child care (by MEQ)	\$160,000,000
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Total expenditure on regulated child care (2003/04, estimated)	\$1,560,000,000
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### **Other funding**

Grants to child care organizations	\$3,000,000
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## SALARIES

### **Estimated mean hourly wage by job category (2003/04)**

Administrators	\$19.46 - \$29.22 depending on classification
Educational consultants	18.35
Trained child care teachers	16.46
Untrained child care staff	13.67

*Note: Figures provided by provincial officials.*

### **Family child care**

Information not available.

## ADMINISTRATION

The Ministère de l'Emploi, de la Solidarité sociale et de la Famille is responsible for setting standards and regulations, administration of the legislation, administration of funding, and coordination of the child care system across the province.

The Ministère de l'Éducation is responsible for school-age child care services. However, when a school cannot provide child care services, MESSF pays for children to attend a CPE. School-age children are not eligible for a \$7/day place during the summer.

## MUNICIPAL AND OTHER LOCAL GOVERNMENT ROLE

Municipalities may no longer hold licenses to operate child care facilities. School boards provide school-age child care for children attending kindergarten and elementary school.

## CHILD CARE PLANNING AND DEVELOPMENT

Quebec uses a province-wide planning process. Les conseils régionaux de développement, with representation from municipalities, social services, and child care organizations, set priorities by region. They develop five-year plans based on population and labour force statistics, funding and relative regional equity.

The Quebec government historically had a policy that strongly favours the development of child care services that are controlled by user-parents. MESSF licenses (permits) new child care services as the requirements of the Act and Regulations are met.

## HISTORY OF CHILD CARE AND OTHER ECEC SERVICES

**1887** Montreal Day Nursery, an Anglophone child care centre, was established by charitable organizations.

**1942** Quebec signed the Dominion-Provincial War-Time Agreement with the federal government. This enabled cost-sharing for child care centres attended by children whose mothers were employed in industries essential to the war effort. Six centres were established in Montreal.

**1945** Government financing for child care centres ended and the wartime centres closed.

**1950s** Growth of for-profit child care centres.

**1969** The provincial government began to license existing child care centres and financed selected child care centres located in low-income districts of Montreal.

**1972** A system of tax credits for mothers using child care was established.

**1974** The provincial government adopted the Bacon Plan, a policy paper on child care issues which recognized the existing network of child care centres and recommended financial aid to low-income parents.

**1979** *An Act Respecting Child Day Care* created l'Office des services de garde à l'enfance to coordinate and promote development of child care services. Operating grants were introduced.

**1980** L'Office took on full responsibility for regulated child care services.

**1983** Regulations for the *Act* were adopted.

**1988** L'Office issued a policy statement on child care services that announced a five-year expansion plan to double the number of licensed child care spaces by 1994. The paper also identified target programs, such as infant child care and workplace child care, and extended some grants to for-profit centres.

**1989** The child care community organized a one day walkout in protest against some aspects of the 1988 policy statement.

In response, the government announced enhanced parent fee subsidies, the provision of assistance for child care training and staff development, and increased assistance to facilitate the integration of children with handicaps.

**1992** A regulation was adopted which fixed the number of spaces eligible for funding on an annual basis.

Unionized child care staff took part in a one day walkout protesting poor wages.

**1993** New regulations were adopted relating to parent fee subsidies.

Summer child care programs that were not regulated became eligible to receive funding from l'Office.

Concertation inter-régionale des garderies du Québec organized a province-wide demonstration. The demands were for a freeze on parent fees and \$1.5 million for wage enhancement for the non-profit sector in the short term.

**1994** A new regulation concerning agencies and family child care was issued. This regulation addressed: permits, staff qualifications of the agency, qualification for the person responsible for family care, security, hygiene, heating and minimal standards.

Public consultation was held to consider solutions for financing child care. A new formula was adopted taking account of program size, expenses and occupancy rates; and grants were to be paid on a monthly basis.

**1995** The governing Parti Québécois held an extensive public consultation process on the education system and included proposals to change the jurisdiction, delivery and funding of early childhood education. It considered introduction of full-day kindergarten for four and five year olds through an integrated early childhood system.

**1996** A moratorium on new permits for child care services was in force for a year from April 1995. In May, the government announced that for-profit centres would no longer receive any funding in Quebec. (This was later modified somewhat when the new family policy was introduced in 1997.)

The Quebec government announced its intention to implement a new family policy and to develop a comprehensive early childhood policy for children from 0 to 12 years old. It contained three main components:

- an integrated child allowance for young children and newborns designed to gradually replace the existing family allowance;
- enhanced maternity and parental leave provisions through a new parental insurance plan;
- the development of early childhood education and child care services to provide universally accessible programs to foster child development, and to gradually introduce skills that children need to succeed at school.

**1997** Implementation of the new early childhood care and education program was phased in over a four-year period. In the first year of the program, kindergarten for all five year olds was extended to the full school day; existing half-day kindergarten programs for four-year olds continued and were supplemented by a half-day out-of-school child care program at no cost to the parent. At the same time, space for four year olds in either regulated centre-based programs or family day care became available at a fee of \$5/day. This was extended to three year olds in September 1998 and continued to be extended incrementally until the year 2000, when all age groups were covered.

The Ministère de la Famille et de l'Enfance (MFE) was established and became responsible for early childhood care and education services for children aged 0-4. Child care centres and family child care agencies were replaced by centres de la petite enfance (CPEs). Over the next five years, each CPE was to develop at least two services – typically a centre component and a family child care component. Centres could also develop part-time spaces if there was a need for parents who were not in the paid labour force and who did not wish to access a full-time space. Nursery schools were not included in this new program, in part because they are not licensed in Quebec, and because they are usually for-profit or run by community centres, thus not satisfying the requirements for board structure.

**2000** Child care at \$5/day became available to all children aged 0-4 whether or not the parent was in the paid labour force. Individual centres could implement policies that gave priority to employed parents, single parents, or some other target group. Families on social assistance and not in the workforce could access up to 23 hours/week of care at no cost. Low-income working families could also qualify for an additional fee reduction by accessing the APPORT program (Ministère de l'Emploi et de la Solidarité sociale). If eligible, they could receive an additional \$3 a day to reduce their \$5/day fee to \$2.

The required number of staff trained in early childhood education in centre-based programs was increased from one-third of staff in a centre to two-thirds. In addition, a programme éducatif would be required in all centres.

The child:staff ratios for four year olds was increased from 8:1 to 10:1 but remained at 8:1 for three year olds.

In 1997, the Ministry began to “rent” space from existing for-profit operations with funding at a lower rate than for CPE centres. It was intended that agreements with for-profit centres would be renegotiated annually until they would no longer be needed.

**2000** Following two days of strikes by child care workers over wages, child care staff in non-profit centres and family child care were to be paid according to a province-wide scale based on education and experience. It was anticipated that an average wage increase of 35-40% would be implemented over four years, with an additional \$44 million allocated in 1999-2000. A provincial task force recommended that child care staff be included in the Pay Equity Act.

In the five years from the implementation of the new early childhood policy in 1997 to 2001, Quebec increased the number of child care spaces (for children aged 0-4) from 82,302 spaces to 139,683 and introduced full school-day kindergarten for all five year olds. Quebec expected to expand the number of child care spaces to 200,000 by 2005/06.

According to the Institut de la statistique du Québec, approximately 85,000 children under the age of five were on a waiting list for a child care space. Of these, 8,700 were already enrolled in a \$5/day space but wished to change. (These children may be on more than one waiting list.) Parents who do not have a \$5/day space may still claim the federal Child Care Expense Deduction and the provincial tax credit.

The government undertook a public education campaign to attract staff and promote training. To assist those already in the field to access additional training, the government began to provide financial support for college-level courses and funding for any necessary substitutes in the CPEs.

**1998** A national study of wages, working conditions and quality, *You Bet I Care!*, found that, based on a sample of full-time centres for children 0-6 years and regulated family child care, Quebec scored 4.7 on the ECERS-R (preschool rooms), 3.6 on the ITERS (infant rooms), and 4.5 on the FDCRS (family child care). (See Table 25 for elaboration.)

**March 2000** Twenty for-profit centres had converted to non-profit with several more in the process.

**2000** MFE began funding several pilot projects to meet non-traditional needs for child care such as evening, overnight and weekend care. Projects received funding in addition to the CPE funding formulas and were, in certain situations, operating outside the regulations.

A \$152 million investment over four years was committed from 1999/03 to raise wages: \$91.5 million was committed for the centre-based component of CPEs, \$32.4 million for family child care, and \$27.6 million for day care centres (garderies).

Although the Government of Quebec did not sign the Early Childhood Development Agreement, Quebec was allocated \$71.6 million from these funds in 2001. No information on how money was allocated is available.

## RECENT DEVELOPMENTS IN ECEC SERVICES

**2002** The Centrale des syndicats du Québec (CSQ) and the Confédération des syndicats nationaux (CSN) filed for union certification on behalf of 1,500 family child care providers from 116 CPEs. The Quebec Labour Board decided in favour of the unionization.

**2003 April** A new government was elected. In the election campaign, the Liberal government had said that they would make changes to the child care program.

**May** The government announced its intent to slow expansion of the \$5-a-day child care program, to increase parent fees and to open development of new spaces to the for-profit sector. New child care projects approved by the previous government were frozen unless they had bought land or had already begun construction.

**June** A large protest took place and a petition of over 100,000 signatures calling for the protection of the system was presented to the government.

**August** The new government released a consultation paper with proposals for altering the child care system. The paper proposed two policy scenarios for increasing parent fees and encouraging future development in for-profit child care. The government held three days of hearings on these proposals (August); the Coalition pour le maintien de l'universalité des services de garde held a parallel consultation.

**November** The budget for publicly funded child care was cut by \$25 million/year. Parent fees were raised to \$7 a day and policy favouring non-profit child care was reversed. Financing for for-profit centres was improved.

The government introduced Bill 8, which decertified existing unions of family child care providers and enshrined in law their self-employed status. The unions appealed the decision based on the *Canadian Charter of Rights and Freedoms* and international covenants ensuring the rights of workers to unionize. There were several demonstrations involving family child care providers throughout the fall.

**2004** Operating grants were cut two years in a row and capital funding eliminated. There were some changes to funding the regional associations.

*January* Unionized child care workers went on strike over lack of progress on pay equity and on changes to the child care policy, including increased parent fees and plans to increase for-profit child care.

In a case before the Quebec Court of Appeal, the federal government's jurisdiction vis-à-vis maternity and parental leave was challenged and won by Quebec, with Quebec intending a paid leave program richer than that paid under Employment Insurance.

The target of 200,000 regulated spaces (excluding school-age spaces) established at the beginning of the family policy was almost reached, with about 17,000 spaces yet to be developed. The intention was for these spaces to be developed without capital funding.

*June* Grandir en qualité, a baseline report on quality in Quebec child care was published by l'Institut de la Statistique du Québec. It identified the quality of for-profit centres as generally poorer than those that were part of CPEs.

In addition, a new study by l'Institut de la Statistique du Québec is under way to update the data on preferences and the needs of parents concerning child care.

**2005** Beginning January 2005, universal family allowance was to be available for all the parents in Quebec.

A working committee on employment issues includes the government, the unions and the CPEs. Pay equity – which has not been resolved, benefits and wages are all on the table.

A move to a new ministry – the Ministère de la Famille, des Aînés et de la Condition féminine – has been announced for child care.

*March* The federal government and Quebec reached an agreement regarding Quebec's parental insurance plan. Beginning January 1, 2006, Quebec parents will be able to choose a longer leave at 55% of wages or a shorter leave at 75%. The two week waiting period will be eliminated and self-employed parents will be included. Fathers will get five weeks of paid parental leave.

## ■ KEY PROVINCIAL ECEC ORGANIZATIONS

Association québécoise des CPEs  
6611 rue Jarry est, bur.2  
Saint-Leonard  
Montréal, PQ H1P 1W5  
Téléphone: 514-326-8008  
Télécopieur: 514-326-3322  
www.aqcp.com

Association des services de garde en milieu scolaire du Québec  
13, rue Saint-Laurent est  
Longueuil, PQ J4H 4B7  
Téléphone: 450-646-2753  
Télécopieur: 450-646-1807  
www.familis.org

Syndicats des travailleuses et travailleurs en garderie, FSSS-CSN  
1601 avenue de Lorimier, #105  
Montreal, PQ H2K 3W5  
Téléphone: 514-598-2210  
Télécopieur: 514-598-2223  
www.fsss.qc.ca

## TEACHERS' ORGANIZATIONS AND ASSOCIATIONS

Association québécoise des éducateurs et des éducatrices du primaire  
85, rue Saint-Charles Ouest  
Bureau 2201, 2e étage  
Longueuil, PQ J7H 1C5  
Téléphone: 450-463-4300  
Télécopieur: 450-928-0387  
www.aqep.org

Fédération nationale des enseignantes et des enseignants du Québec  
1601, rue de Lorimier  
Montreal, PQ H2K 4M5  
Téléphone: 514-598-2241  
Télécopieur: 514-598-2190  
www.fneeq.qc.ca