

# Appendix 1

## Provincial/territorial profiles

This section provides a profile of the issue of auspice in each Canadian province and territory.

As we noted earlier, there are substantial differences among the jurisdictions on this issue. Each profile provides an overview, a description of policy and funding, and a brief history of key benchmarks and policy initiatives with respect to auspice. The source of most of the information in this section is *Early childhood education and care in Canada 1992 -2019*.

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# Newfoundland and Labrador

Licensed child care in Newfoundland and Labrador includes full and part day child care centres, school-age centres and a small regulated family child care sector. Licensed child care centres are primarily for-profit, with a smaller number of non-profit programs.

Kindergarten is a non-compulsory, full day program for all five year olds as part of the public school system. In 2019, a consultation to implement junior (four year old) kindergarten began; a goal of full implementation by 2021 was set.

First Nations and Inuit licensed child care centres receive the same provincial funding as other centres, and parents are eligible to receive fee subsidies.

## Who provides child care?

Licensed child care centres are primarily for-profit, with a smaller number of non-profit programs. The for-profit sector has long dominated child care in Newfoundland and Labrador, accounting for 70% of total centre spaces in 2019. As Figure 2 shows, a majority of full day centre spaces are for-profit, while most part day and school-age programs are non-profit. The for-profit sector in Newfoundland and Labrador is made up of individual centres and small to medium local chains. Local chains often have three to seven or as many as nine centres, which are not necessarily in the same location. There are no corporate child care chains in the province and there are no publicly operated programs. The for-profit operators are represented by the Provincial Association of Childcare Administrators Licentiate.

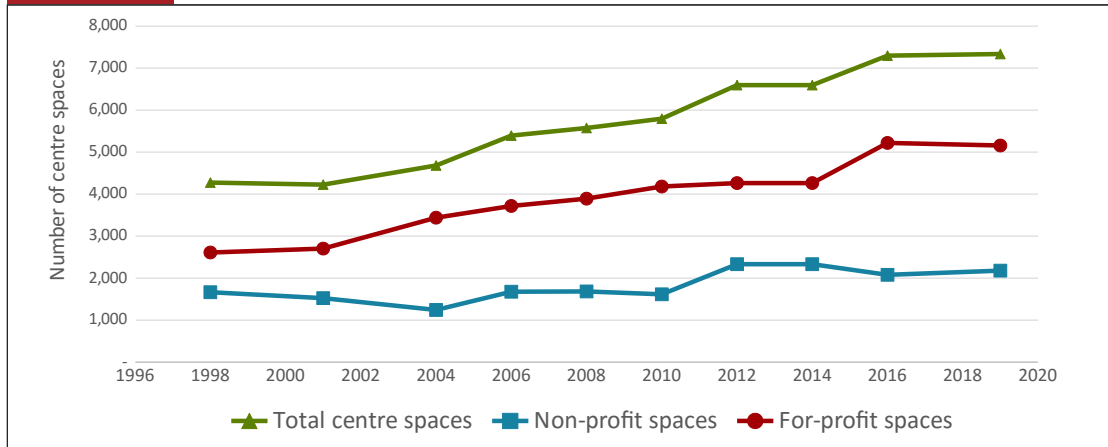
**TABLE 1** Number of centre spaces for 0-12 year olds by auspice and percent of centre spaces that were for-profit. Newfoundland and Labrador (1998-2019).

Year	Non-profit centre spaces	For-profit centre spaces	Total centre spaces	% of centre spaces that were for-profit
1998	1,665	2,610	4,275	61
2001	1,523	2,703	4,226	64
2004	1,242	3,439	4,681	73
2006	1,676	3,718	5,394	69
2008	1,683	3,892	5,575	70
2010	1,615	4,181	5,796	72
2012	2,332	4,263	6,595	65
2014	2,332	4,263	6,595	65
2016	2,078	5,219	7,297	72
2019	2,179	5,157	7,336	70

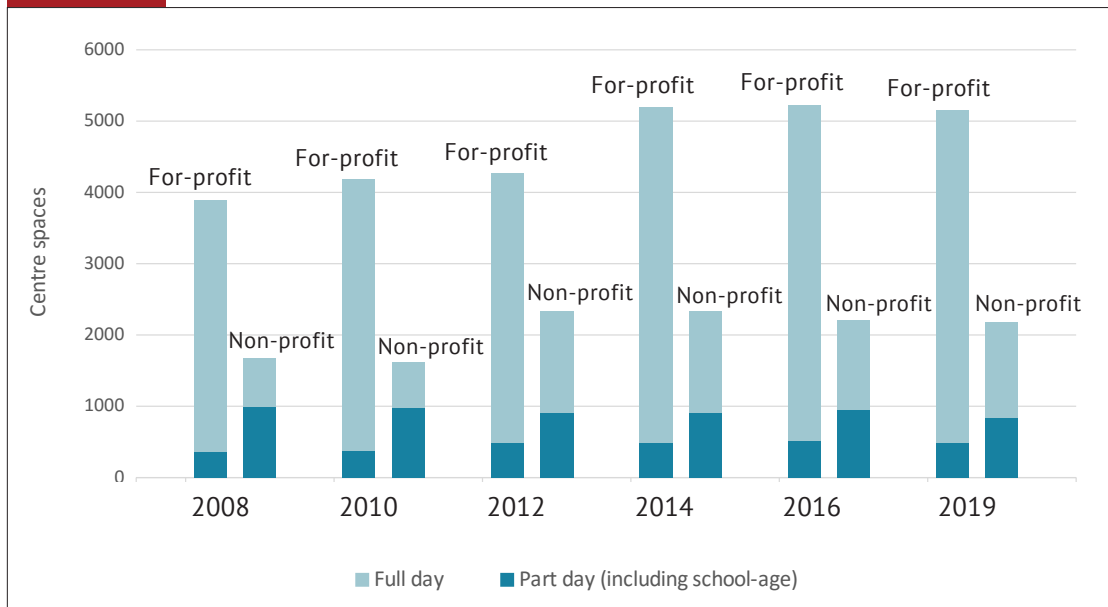
**TABLE 2** Number of full day and part day centre spaces by auspice. Newfoundland and Labrador (2019).

	Non-profit centre spaces	For-profit centre spaces	Total centre spaces	% of centre spaces that were for-profit
Full day	1,346	4,662	6,008	78
Part day preschool-age and school-age	833	495	1,328	37
Total	2,179	5,157	7,336	70

**FIGURE 1** Number of centre spaces for 0-12 year olds by auspice. Newfoundland and Labrador (1998-2019).



**FIGURE 2** Number of full day and part day centre spaces by auspice. Newfoundland and Labrador (2008-2019).



## Provincial policy and funding

All licensed non-profit and for-profit programs are eligible for fee subsidies, capital funding and operational funding. These include one-time equipment grants, recurring grants to facilitate inclusion, substantial wage supplements and other funding, as well as the Operating Grant. The ELCC Capacity Initiative is available to the

non-profit sector for start-up and developmental costs to establish programs in rural, remote, and underserved communities.

Introduced in 2014, the Operating Grant offers both non-profit and for-profit programs the option to set their fees in exchange for provincial funding to cover the operating costs. In January, 2021, a new \$25/day maximum fee was introduced. The province provides additional funds through the Operating Grant Program to offset the reduced set fee. Many for-profit centres participate in the Operating Grant Program, thereby agreeing to charge set fees.

## Provincial benchmarks or policy changes relevant to auspice

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1975	<i>The Day Care and Homemaker Services Act</i> was enacted, allowing public funds to be used for fee subsidies.
1999	<i>The Child Care Services Act and Regulation</i> was proclaimed. This new legislation allowed for regulated family child care and infant care, and introduced training and certification requirements for staff.
June, 2006	An Early Learning and Child Care plan was announced, with funding allocated to many initiatives.
2007	The Child Care Capacity Initiative (now the ELCC Capacity Initiative) was launched.
2014	The Operating Grant Program, requiring parent fees to be set at the current fee subsidy rate, was introduced, with non-profit and for-profit programs eligible.
2016	Public schools begin to offer non-compulsory full day kindergarten to five year olds across the province.
2021	A \$25/day child care fee program including for-profits and non-profits was initiated.

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# Prince Edward Island

Licensed child care includes early childhood centres and a very small individually licensed family child care sector. Early childhood centres may be full day programs, some of which the provincial government designates as Early Years Centres (EYCs), part-time preschools and school-age centres. EYCs include both non-profit and for-profit organizations. A majority of full day centres in PEI are now Early Years Centres. There were 49 EYCs in 2019, up from 34 in 2010.

PEI has provided kindergarten for five year olds as part of the school system only since 2010. Prior to 2010, part day kindergarten had been provided by regulated child care centres and was publicly funded since 2000. In 2010, it was moved into the school system and became a full day public school program.

## Who provides child care?

The majority of early childhood centres are small for-profit operations. In 2019, the for-profit sector comprised almost two out of three (65%) of total licensed child care centre spaces.

PEI is predominantly rural and rural child care centres (outside Charlottetown, Stratford, Cornwall and Summerside) are mostly (79%) designated EYCs. In 2019, 52% of rural centres were operated as for-profit programs consisting of sole proprietors or incorporated businesses.

There are no child care chains on PEI and no publicly delivered child care centres.



**TABLE 3** Number of full day, part day, and school-age centre spaces. Prince Edward Island (2012-2019).

	2012	2014	2016	2019
Full day spaces	2,864	2,698	3,074	3,476
Part day spaces (preschools)	207	286	239	169
School-age spaces	952	1,264	1,322	2,029

**TABLE 4** Percent of part day and full day centre spaces that were for-profit. Prince Edward Island (1992-2019).

Year	% of regulated part and full day centre spaces that were for-profit
1992	35
1995	32
1998	42
2001	46
2004	70
2006	56
2008	58
2010	58
2012	80
2014	64
2016	59
2019	65

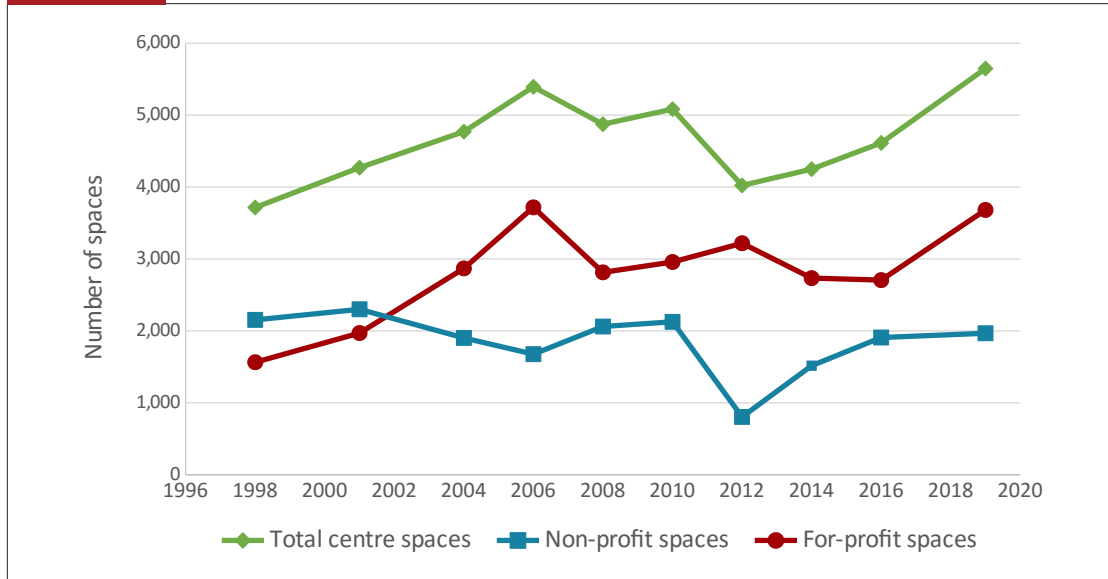
*Note: For the purpose of comparison with other jurisdictions where kindergarten is in the public education system, these figures did not include part day kindergarten. As of September 2010, kindergarten moved to the public education system.*

## Provincial policy and funding

Non-profit and for-profit early childhood centres are eligible for all provincial funding programs including Quality Enhancement Grants, fee subsidies, and special needs funding. However, only designated non-profit and for-profit Early Years Centres are eligible to be operationally funded. The operational funding payment takes into account staff wages and base operating costs. Early Years

Centres must use provincially set parent fees and a province-wide salary grid. Early childhood centres that are not EYCs are not required to use the provincially set fee or the wage grid.

**FIGURE 3** Number of centre spaces for 0-12 year olds by auspice. Prince Edward Island (1998-2019)



## Provincial benchmarks or policy changes relevant to auspice

1977	The operating cost system was changed to a per child subsidy program for non-profit and for-profit programs.
1987	The province implemented operating grants to all licensed child care programs.
2000	For the first time, the province began to fund part day kindergarten programs delivered by non-profit and for-profit child care centres to all five year olds at no cost to families.

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2010 The government said it would “move to a more publicly-managed system of ECEC” for 0-4 year olds recommended in *The Early Years Report – Early Learning in PEI: An Investment in the Island’s Future*. A government report, *Securing the Future for our Children: Preschool Excellence Initiative* outlined plans for implementing changes. The plan included assisting the transition to the Early Years Centre model, including providing funding for for-profit operators who wished to retire their licenses.

PEI introduced Early Years Centres (EYCs) as a specific designation of licensed full day centres with enhanced public management and operational funding. Licensed non-profit and for-profit centres were given three options: a) to apply for designation as an Early Years Centre (to be determined by the province); b) remain a regulated non-EYC; or, c) retire the license.

Kindergarten for five year olds became a full day public school program.

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2020 A plan for universal pre-kindergarten for four year olds was postponed to Fall 2021 due to the COVID-19 pandemic. The plan is that the three hour a day program will be delivered by regulated non-profit and for-profit child care centres with no parent fee.

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2021 The provincial government announced that provincially set parent fees in Early Years Centres would move from fees set by the child’s age to \$25/day for all ages.

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# Nova Scotia

Licensed child care in Nova Scotia includes full and part day child care centres and a small family child care sector administered by licensed agencies.

Publicly delivered kindergarten (Grade Primary) has been available to all five year olds for a full school day (full school day is a minimum of four hours a day in kindergarten and early elementary) since the 1990s. Attendance is compulsory. In 2017, Nova Scotia began offering a free full school day pre-primary program for all four year olds; attendance is not compulsory.

Child care programs in First Nations' on-reserve communities are not under the Department of Education and Early Childhood Development mandate.

## Who provides child care?

In 2019, 56% of Nova Scotia's total child care centre spaces were for-profit. Since 2006, most new growth has been in the for-profit sector, with for-profit spaces surpassing the number of non-profit spaces beginning in 2011. The proportion of child care that is for-profit has been growing steadily since 1998. The for-profit child care sector in Nova Scotia is made up of individual owner-operated centres, small chains and seven Nova Scotia locations of corporate-type chain Kids & Company, which first opened in Halifax in 2009. Nova Scotia has no publicly delivered child care. The for-profit sector is represented by the Private Licensed Administrators Association of Nova Scotia.

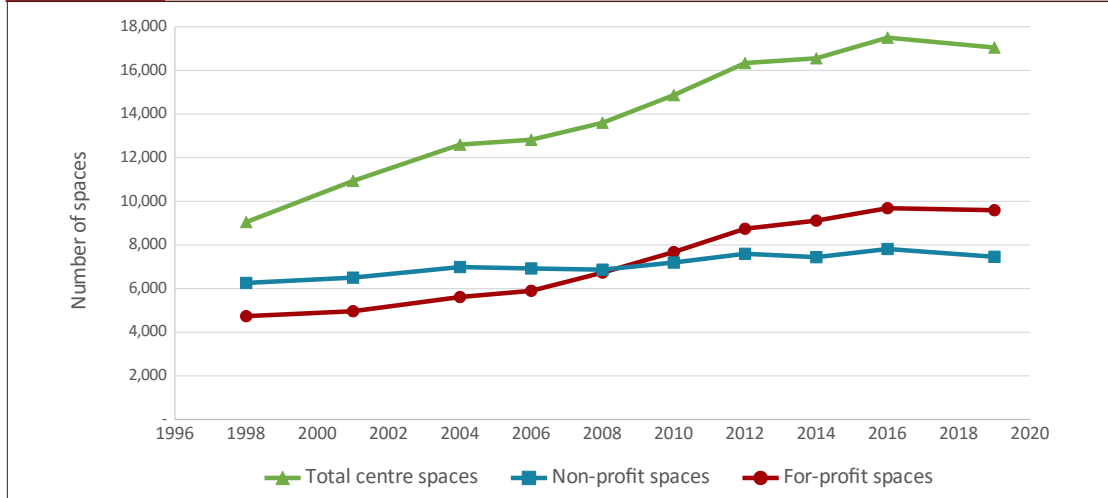
**TABLE 5** Number of centre spaces for 0-12 year olds by auspice and percent of spaces that were for-profit. Nova Scotia (1998-2019).

Year	Non-profit centre spaces	For-profit centre spaces	Total centre spaces	% of centre spaces that were for-profit
1998	6,259	4,735	10,994	43
2001	6,501	4,963	11,464	43
2004	6,987	5,613	12,600	45
2006	6,924	5,899	12,823	46
2008	6,868	6,733	13,601	50
2010	7,194	7,674	14,868	52
2012	7,595	8,742	16,337	54
2014	7,439	9,116	16,555	55
2016	7,816	9,684	17,500	55
2019	7,457	9,592	17,049	56

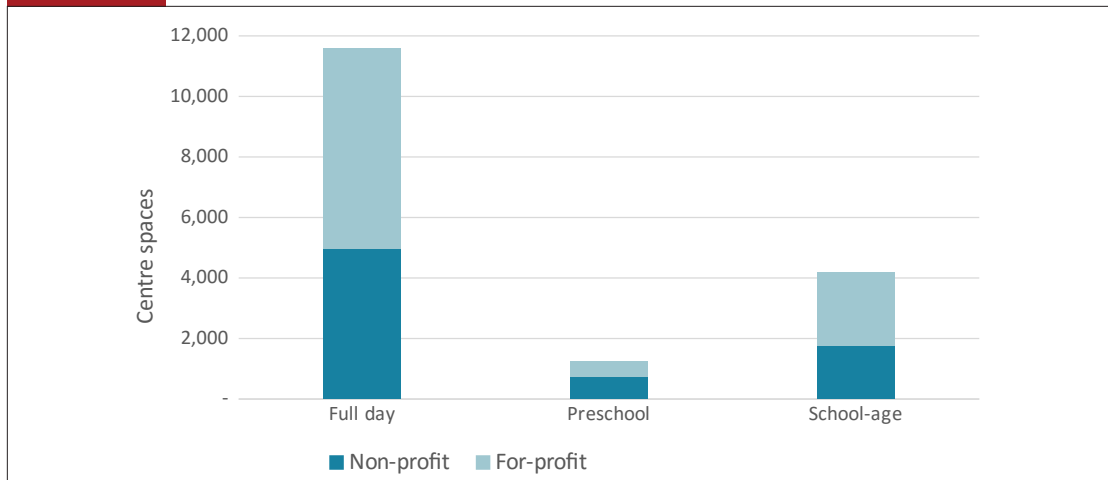
**TABLE 6** Number of full day and part day centre spaces by auspice. Nova Scotia (2019).

	Non-profit	For-profit	Total spaces	% of centre spaces that were for-profit
Full day	4,967	6,632	11,599	57
Part day				
Preschool	744	520	1,264	41
School-age	1,746	2,440	4,186	58
All part day	2,490	2,920	5,450	54
Total	7,457	9,592	17,049	56

**FIGURE 4** Number of centre spaces for 0-12 year olds by auspice. Nova Scotia (1998-2019).



**FIGURE 5** Number of full day, part day (preschool), and school-age centre spaces by auspice. Nova Scotia (2019).



## Provincial policy and funding

Non-profit and for-profit services are eligible to access all funding including subsidies, operating grants, Early Childhood Education Grant (intended to improve wages), Supported Child Care Grant and capital funding as available.

Nova Scotia's Strategic Growth Initiative (SGI) was launched in 2019, providing start-up funds to create new child care spaces. All

centres are eligible to receive grants, however, for-profit providers receive smaller SGI grants than non-profit providers.

## Provincial benchmarks or policy changes relevant to auspice

1967	Enactment of <i>The Day Nurseries Act</i> .
Before 2000	Only non-profit centres operated by community-based organizations and family child care agencies could enrol children receiving subsidies and receive operating grants.
2000	Fee subsidies became portable, assigned to the child, not the centre, and could be used in any non-profit or for-profit full day child care centre.
2003	For-profit centres became eligible for operating grants.
2008	Capital funding was made available to for-profit services.
2013	Early Years Centres for four year olds were introduced. Early Years Centres (EYCs) operated near or in schools and were non-profit community partners. EYCs transitioned into the universal pre-primary program in 2017.
2017	Full school day, publicly funded, free pre-primary program for four year olds was introduced to fully roll out in four years.
2019	The one-time Program Enhancement Grant (formerly the Expansion and Replacement Loan, and Repair and Renovation Loan) became available only to non-profit services. The Strategic Growth Initiative began providing start-up funding to non-profits at a higher rate than for-profits.
2020	The pre-primary program phase-in was completed.

# New Brunswick

Licensed child care in New Brunswick includes full and part day centres and a small individually licensed family child care sector. Licensed child care centres include both non-profit and for-profit organizations. Beginning in 2018, licensed non-profit and for-profit centres could apply for New Brunswick Early Learning Centre (NBELC) designation and become eligible for increased operational funding.

On reserve centres are not eligible for provincial funding. First Nations families living on reserve and accessing off reserve child care are eligible for provincial fee subsidy.

Kindergarten is delivered in public schools as a compulsory full school day program for all five year olds; full school-day to Grade 3 is 4 to 4.5 hours/day.

## Who provides child care?

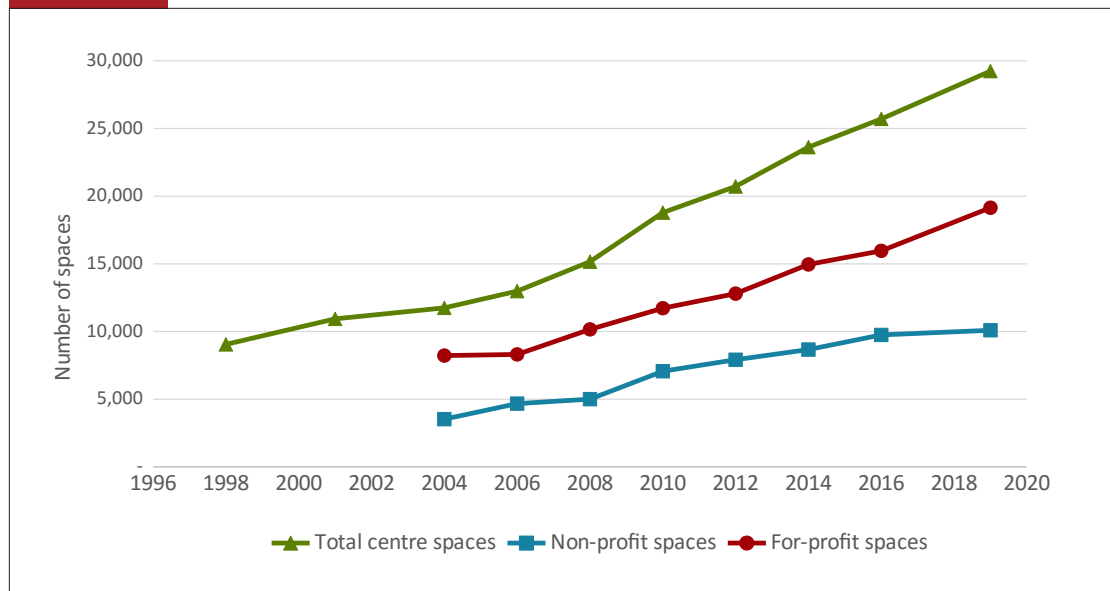
The majority of child care in New Brunswick is operated on a for-profit basis. In 2019, the for-profit sector comprised almost two-thirds (65%) of total centre spaces, with the remaining 35% non-profit. There has been a small decline of the proportion of for-profit child care spaces, from 70% in 2014 to 65% in 2019. For-profit child care centres in New Brunswick are individually owned centres and small chains. There is no corporate child care and no publicly delivered child care programs in New Brunswick. Early Childhood Care and Education New Brunswick/*Soins et éducation à la petite enfance Nouveau-Brunswick* is the bilingual association that represents the child care sector, both for-profit and non-profit operators, across the province.



**TABLE 7** Number of centre spaces for 0-12 year olds by auspice and percent of spaces that were for-profit. New Brunswick (1998-2019).

Year	Non-profit centre spaces	For-profit centre spaces	Total centre spaces	% for centre spaces that were for-profit
1998	NA	NA	9,048	NA
2001	NA	NA	10,936	NA
2004	3,524 <sup>2</sup>	8,223 <sup>1</sup>	11,747	70 <sup>2</sup>
2006	4,674 <sup>1</sup>	8,309 <sup>1</sup>	12,983	64 <sup>2</sup>
2008	5,003 <sup>1</sup>	10,158 <sup>1</sup>	15,161	67 <sup>2</sup>
2010	7,065 <sup>1</sup>	11,720 <sup>1</sup>	18,785	62
2012	7,916 <sup>2</sup>	12,799 <sup>2</sup>	20,715	62
2014	8,666 <sup>2</sup>	14,955 <sup>2</sup>	23,621	63
2016	9,746 <sup>2</sup>	15,962 <sup>2</sup>	25,708	62
2019	1,009 <sup>1</sup>	19,145	29,236	65

**FIGURE 6** Number of centre spaces for 0-12 year olds by auspice. New Brunswick (1998-2019).<sup>3</sup>



1 Estimate provided by provincial officials.

2 Estimated number of spaces by auspice were calculated using percentage estimates for non-profit and for-profit centres provided by provincial officials.

3 Proportion of non-profit and for-profit spaces were estimated by provincial officials 2004 – 2016.

# Provincial policy and funding

With the exception of funds only available to New Brunswick Early Learning Centres and Homes, non-profit and for-profit programs are eligible for all provincial funding including fee subsidies, Quality Improvement Funding (QIF), and capital funding. Both non-profit and for-profit programs are eligible for designation as New Brunswick Early Learning Centres and Homes. The Operational Grant and Parent Subsidy Program are only available to New Brunswick Early Learning Centres and New Brunswick Early Learning Homes with designation status; the designated programs have expanded subsidy arrangements and agree not to exceed provincially set fees in exchange for increased, ongoing operational funding.

## Provincial benchmarks or policy changes relevant to auspice

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1974	Child care licensing and fee subsidies for all regulated child care were initiated.
1991	The first public kindergarten programs were introduced as part of the school system.
2001	Quality Improvement Funding Support began to provide operational funds to all centres.
2005	The owner-operator position in for-profit centres became ineligible for wage support from Quality Improvement Funding Support (QIFS) funding, affecting funding for this position for 260 licenses. Some of these permanently closed, while some owner-operators took various actions to retain QIFS support.

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2009	The provincial government initiated a three year pilot program with four sites to provide integrated early childhood education and care, school-based pilot sites delivered by non-profit operators.
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2016	A <b>Child Care Review Task Force</b> commissioned by the provincial government recommended moving toward a publicly funded and managed non-profit child care system by issuing new licenses only for non-profit services.
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2018	The province released <i>Everyone at their best... from the start: Early Learning and Child Care Action Plan</i> . The plan established the designation of New Brunswick Early Learning Centres (NBELCs).
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# Quebec

Licensed child care in Quebec includes full day child care centres for 0 - 5 year olds (centres de la petite enfance and garderies) and family child care (service de garde en milieu familial), which includes some family child care homes with two providers overseen by Child Care Coordinating Offices. These programs are under the Ministère de la Famille. School-age child care (service de garde en milieu scolaire) provides child care outside regular school hours for 4 - 12 year olds under the Ministère de l'Éducation. At one time, Quebec did not regulate part day child care programs (nursery schools, or jardins d'enfants) but jardins d'enfants opened after October 25th, 2005 must now have a license (permis).

Kindergarten (maternelle) for five year olds in Quebec has been full school-day since 1997 and there has been some kindergarten for four year olds in targeted lower income neighbourhoods for a number of years. In November 2019, the Quebec government passed legislation to develop and implement a universal four year old kindergarten (maternelle quatre ans) program. The program began in fall 2020. The goal is to make full day kindergarten available to all four year olds within five years. Private school legislation was amended to enable private schools, which receive some public funding, to provide four year old kindergarten in 2020-2021.

## Who provides child care?

Centre-based child care is provided by centres de la petite enfance (CPEs) and garderies. CPEs are incorporated non-profit organizations that are operationally funded by the province. They are required to charge provincially set parent fees and pay staff

according to a provincial salary scale. Almost all garderies are for-profit operations except for a small number without a parent majority board (e.g., church-run centres). There are two types of garderies:

- Reduced contribution/subsidized garderies receive funding similar to CPEs and are required to charge the same set fees and pay staff based on the same provincial salary scale as CPEs;
- Non-reduced contribution garderies receive no provincial operational funding and are permitted to charge full market fees. A tax credit reimbursing families using non-reduced contribution garderies for a portion of their fees based on income was introduced in 2009.

In 2019, spaces in garderies accounted for 55% of all centre spaces for 0 - 5 year olds. Over the last decade, the number of centre spaces for 0 - 5 year olds in non-reduced contribution garderies rose to 69,814 in 2019 from 11,173 in 2009.

The Quebec for-profit child care sector is made up of individual owner-operated centres and small or medium, mostly Quebec-based, chains. There is no publicly delivered child care for 0 - 5 year olds.

Child care outside school hours for 4 - 12 year olds is publicly delivered by local school authorities, who are required to offer it if there is demand. School-age child care accounted for more than 60% of all Quebec regulated centre spaces in 2019.

Quebec's for-profit sector is represented by the Association des garderies privées du Québec (AGPQ), established in 1973. According to its website, AGPQ is the "national body authorized to represent and defend the interests of all private daycares in Quebec to all government, decision-making and advisory bodies in the child care sector." The non-profit sector is represented by the Association québécoise des centres de la petite enfance (AQCPE).

**TABLE 8** Number of centre spaces for 0-12 year olds by auspice and percent of centre spaces that were for-profit. Quebec (1998-2019).

Year	CPE spaces (non-profit)	Garderie spaces (for-profit)		Total centre spaces (0-5)	% of centre spaces that were for-profit (0-5)
		Non-funded (non-reduced contribution)	Funded (reduced contribution)		
1998	58,376	-	23,935	82,211	29
2001	51,570	-	25,701	77,271	33
2004	68,274	-	29,437	97,711	30
2006	74,573	-	36,521	111,094	33
2008	77,165	4,751	35,230	117,146	34
2010	79,547	11,173	38,865	129,585	39
2012	84,672	27,773	41,036	153,481	45
2016	92,398	55,256	46,057	193,711	52
2019	96,084	69,814	47,221	213,119	55

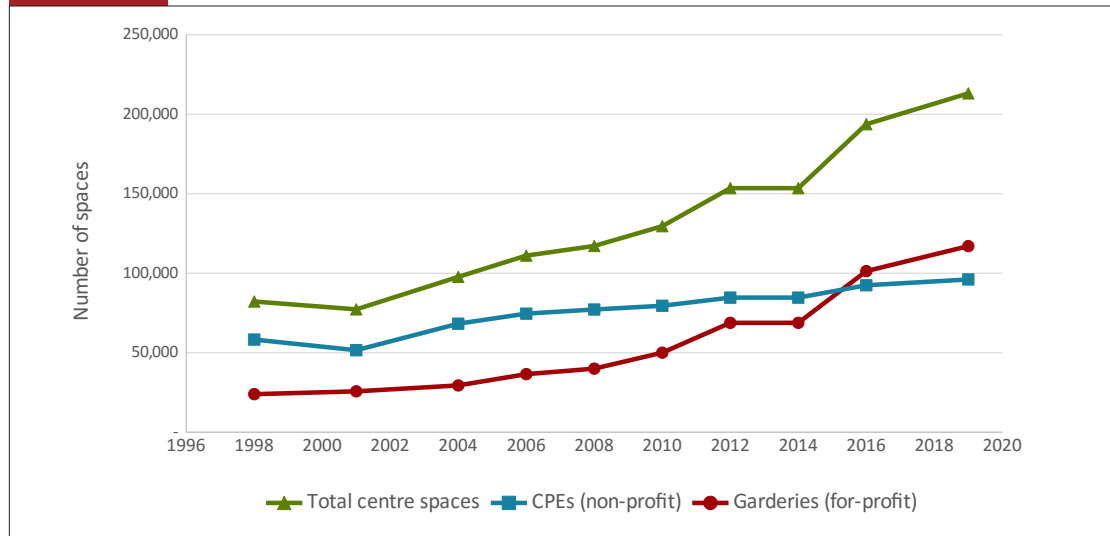
*Note: Non-reduced contribution spaces were not available before 2008. Data was not available for 2014.*

**TABLE 9** Number and percent of publicly operated school-age centre spaces for 4-12 year olds. Quebec (1998 – 2019).

Year	School-age spaces (operated by school authorities)	Total regulated centre spaces	% of total regulated centre spaces represented by school-age centre spaces (operated by school authorities)
1998	92,700	153,241	60
2001	101,655	178,926	57
2004	141,977	239,688	59
2006	161,428	272,522	59
2008	162,992	280,138	58
2014	305,743	462,110	66
2016	330,002	523,713	63
2019	363,049	579,168	63

*Note: The number of school-age spaces was not available in 2010 and 2012.*

**FIGURE 7** Number of centre spaces for 0-5 year olds by auspice. Quebec (1998-2019).



## Provincial policy and funding

In 1997, Quebec began providing operational funding to CPEs (non-profits) and a small number of reduced contribution/subsidized garderies. The operational funding model and a set parent fee of \$5/day replaced both the limited operational funding already available to programs and fee subsidies to individual families. Provincially set flat fees were increased a number of times, and a sliding fee scale at higher income levels was used for several years; the flat fee was reinstated in 2019.

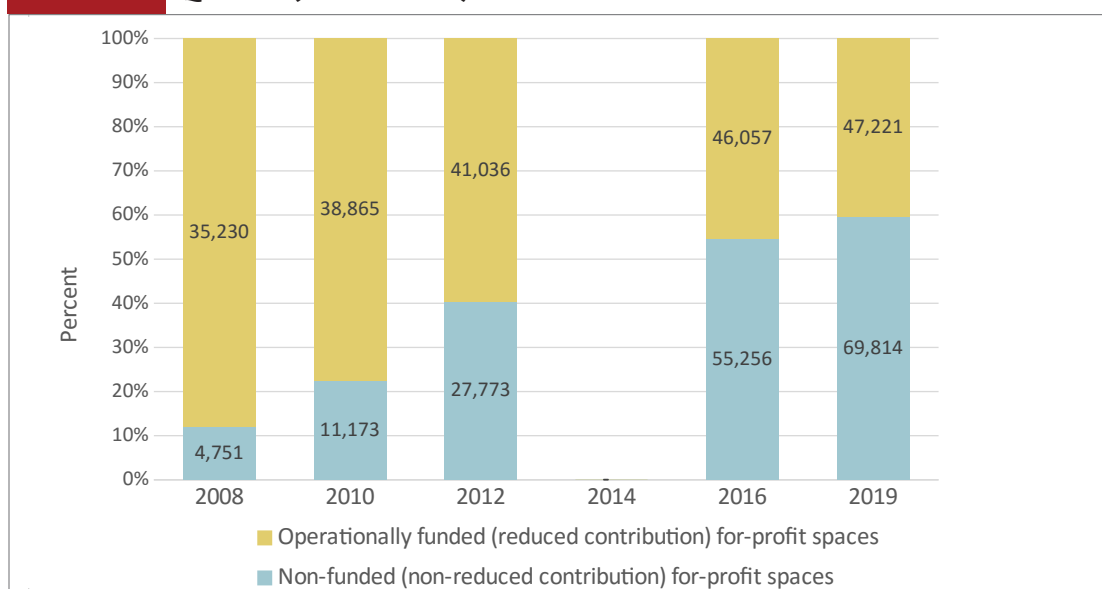
Beginning in 2009, the provincial government introduced a tax credit system to support a new category of non-reduced contribution garderies (for-profit). Parents using the non-reduced contribution for-profit centres are the sole recipients of this tax credit. It allows a rebate of between 26% and 75% of the cost of market fees based on income.

**TABLE 10** Number of for-profit centre spaces for 0-5 year olds by type. Quebec (2008-2019).

Year	Number of non-reduced (unsubsidized) contribution for-profit spaces	Number of reduced contribution (subsidized) for-profit spaces	Total for-profit spaces
2008	4,751	35,230	39,981
2010	11,173	38,865	50,038
2012	27,773	41,036	68,809
2016	55,256	46,057	101,313
2019	69,814	47,221	117,035

Note: Data was not available for 2014.

**FIGURE 8** Percent of for-profit centre spaces for 0-5 year olds by type. Quebec (2008-2019).



Note: Data were not available for 2014.

## Provincial benchmarks for policy changes relevant to auspice

1979 Introduction of the *Respecting Child Day Care Act* which provided operating and construction grants to non-profit organizations.



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1979	L'Office des services de garde à l'enfance was established to coordinate and promote development of child care services.
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1988	A policy statement announced a five year expansion plan to double the number of licensed child care spaces by 1994 and extended some grants to for-profit centres.
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1995	The Parti Quebecois government placed a moratorium on new licenses for for-profit centres, followed by an announcement that for-profit centres would no longer receive any funding. This was modified somewhat when the new family policy was introduced in 1997.
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1996	<p>The government announced a new family policy. It would implement a comprehensive early childhood policy for children from 0 - 12 years old with three main components:</p> <ul style="list-style-type: none"> <li>• enhanced maternity and parental leave provisions through a new parental insurance plan;</li> <li>• kindergarten for all five year olds extended to the full school day;</li> <li>• early childhood education and child care services to provide universal, affordable educational programs with provincially set fees of \$5/day.</li> </ul>
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1997	The Ministère de la Famille et de l'Enfance (MFE) was established and became responsible for child care. The Ministry set out to build its network of centres de la petite enfance from non-profit centres and regulated family child care and to phase in provincially set low fees (\$5/day) over four years.
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1997	Existing for-profit centres were allowed to sign agreements with the government to offer reduced-contribution child care spaces on a “rented” basis. Staff training requirements were lower in for-profit centres than in non-profit centres.
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2000	Spaces for all age groups in centres, family child care and school-age child care, having been phased in, were available at a flat fee of \$5/day for all families regardless of labour force participation.
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2000	The provincial government allocated funds to raise wages in CPEs, garderies and family child care.
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2003	The moratorium on for-profit expansion was removed. A Liberal government <sup>5</sup> announced its intent to slow expansion of the \$5/day child care program, to increase parent fees and to open development of new spaces to the for-profit sector.
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2006	Additional funding was allocated to increase pay equity for staff in CPEs and garderies. To access this funding, garderies were now required to meet the same minimum staff training requirements as CPEs. A new regulation came into effect limiting the use of surcharges above Quebec’s province-wide set fee (\$7/day), prompting the Association of Private Daycares to take the Quebec government to court.
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2009	Under a Liberal government, a new tax credit covering up to 90% of child care costs became available to reimburse parents using the new category of non-reduced contribution garderies.
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2013	A Parti Québécois government announced that about 85% of new spaces would be non-profit CPEs.
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<sup>5</sup> Note that there were multiple changes in government in Quebec during this period.

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- 2019 The government began developing a kindergarten program for all four year olds. Private schools, which may receive some public funding, would be eligible to provide kindergarten for four year olds.
- 
- 2020 Government committed to converting 3,500 unsubsidized garderie spaces to fully subsidized ones in areas where subsidized spaces were lacking.
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- 2021 Gradual phase in of four year old kindergarten program across the province.  
The Coalition Avenir Québec (CAQ) government announced a [public consultation and study](#) intended “to make the educational childcare network more effective and more accessible, in order to ensure equal opportunities by facilitating access to quality services that guarantee the health and safety of children and promote the development of their full potential”.
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# Ontario

Licensed child care in Ontario includes full day child care centres, part day nursery schools, and home child care (family child care) agencies responsible for individual family child care homes.

The Ministry of Education is responsible for child care, kindergarten, and other child and family programs in Ontario.

Ontario has offered full school day kindergarten for all four and five year olds since 2010. School boards are obliged to ensure provision of child care outside regular school hours where sufficient need is expressed. School boards can choose to deliver before and after school programs directly or enter into an agreement with a non-profit or for-profit licensed child care provider or an authorized (not licensed) recreational and skill building program provider.

Ontario is the only province in which local government entities, 47 Consolidated Municipal Service Managers (CMSMs) and District Social Service Administration Boards (DSSABs) are mandated to act as local service system managers. Among their discretionary roles, they may operate child care centres and family child care. Publicly operated programs may be delivered by municipal/regional entities, First Nations, and publicly funded school boards.

Ontario regulates and funds child care in First Nations communities on reserve. In 2019, there were 75 such centres.

## Who provides child care?

The majority of child care spaces in Ontario is operated on a non-profit basis. In 2019, the for-profit sector accounted for 21% of total

regulated centre spaces. There are, however, differences by auspice by part and full day delivery. In 2019, 34% of full day centres<sup>6</sup> were for-profit, while only 10% of part day centres (including school-age) were for-profit.

Public child care delivered by municipal or regional authorities in Ontario was at one time a substantial sector. It represented 18,143 spaces in 1998 but this number had dropped to 5,508 municipally operated centre spaces in 2019 as many CMSMs and DDSABs relinquished their role in delivering public child care.

Family child care agencies may be publicly operated, non-profit, or for-profit. There were 124 family child care agencies in 2019. Twelve were municipally/regionally operated, 92 were non-profit, and 20 were for-profit. For-profit centres in Ontario include individual owner-operated centres, small chains, Ontario-only chains, corporate and corporate-type chains operating in multiple provinces and countries. BrightPath, based in Calgary, acquired by U.K.-based Busy Bees, operated more than 90 centres in Ontario, Alberta, and British Columbia under various names, including 49 centres across 17 municipalities in Ontario in 2021. Privately held Kids & Company operated 120+ locations across Canada and the U.S., of which 42 centres were located in 19 different Ontario communities in 2021.

The for-profit child care sector is represented by the Association of Day Care Operators of Ontario (ADCO), founded in 1977. The Ontario Coalition for Better Child Care has been the primary advocacy group since 1980, supporting public and non-profit child care.

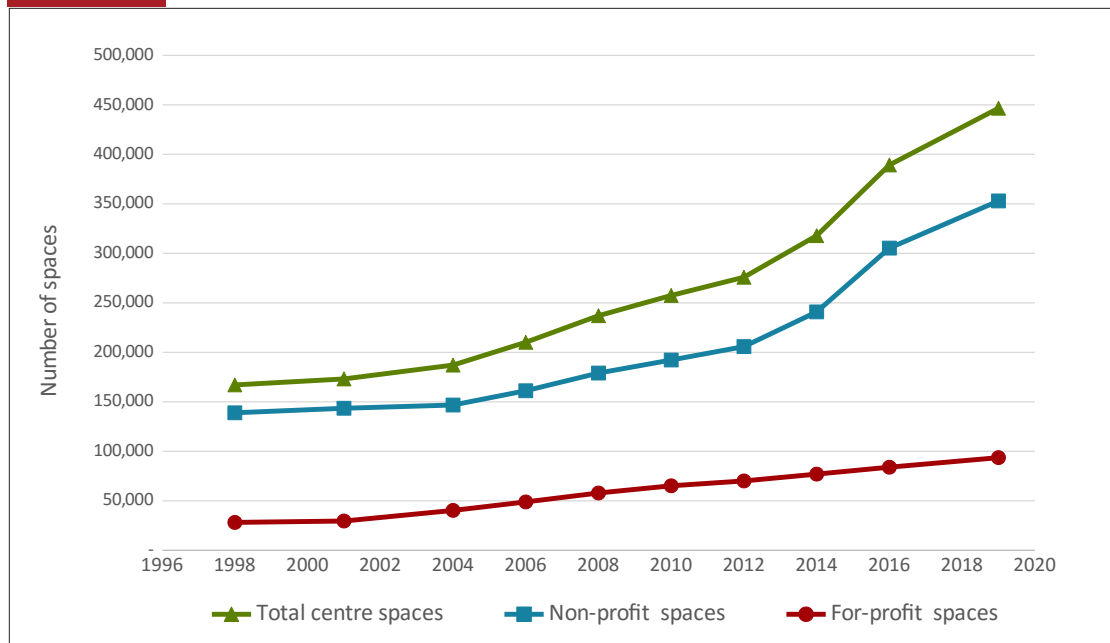
<sup>6</sup> Note that the data to provide this breakdown by auspice is unavailable for spaces, so the number of centres is used instead.

**TABLE 11** Number of centre spaces for 0-12 year olds by auspice and percent of centre spaces that were for-profit. Ontario (1998-2019).

Year	Non-profit centre spaces	For-profit centre spaces	Total centre spaces	% of centre spaces that were for-profit
1998	138,899	28,191	167,090	17
2001	143,522	29,613	173,135	17
2004	146,789	40,345	187,134	22
2006	161,233	48,894	210,127	23
2008	179,071	57,917	236,988	24
2010	192,256	65,201	257,457	25
2012	205,791	70,109	275,900	25
2014	240,881	76,981	317,862	24
2016	305,317	83,969	389,286	22
2019	352,949	93,647	446,596	21

Note: Non-profit figures include publicly operated centre spaces in this table.

**FIGURE 9** Number of centre spaces for 0-12 year olds by auspice. Ontario (1998-2019).



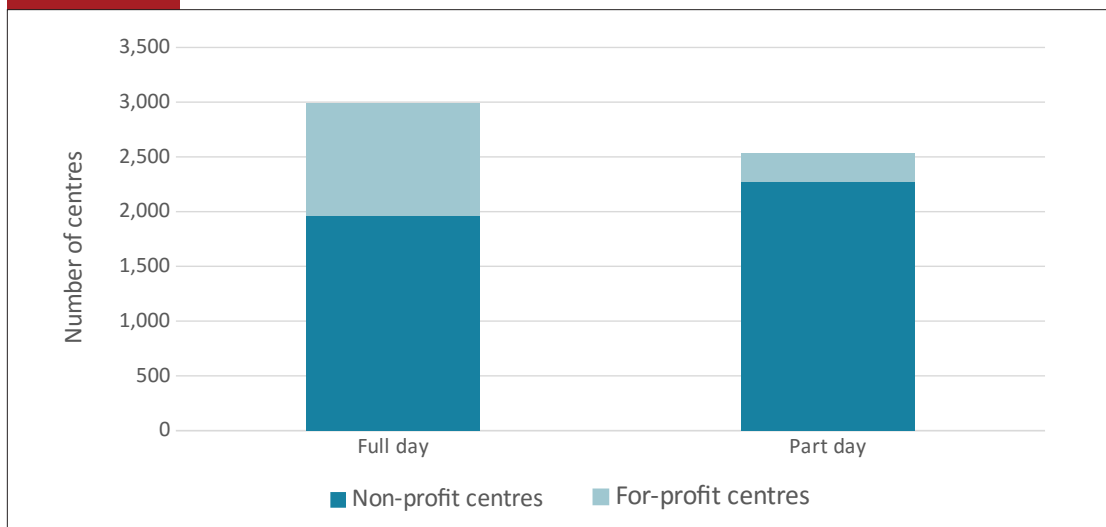
Note: Non-profit centre spaces include public child care space in this figure.

**TABLE 12** Number and percent of full day and part day child care centres<sup>7</sup> by auspice. Ontario (2019).

	Non-profit centres	For-profit centres	Total centres	% of centres identified as for-profit	% of centres identified as non-profit
Full day	1,964	1,029	2,993	34	66
Part day	2,273	258	2,531	10	90

Note: Part day centres include school-age as well as a small number of centres offering evening or overnight care. Non-profit includes publicly operated centres in this table.

**FIGURE 10** Number and percent of full day and part day child care centres<sup>7</sup> by auspice. Ontario (2019).



Note: Part day centres include before and after school programs and a small number of centres offering evening or overnight care.

## Provincial policy and funding

All funding is now available to public, non-profit, and for-profit child care services. This includes capital funding, which became available to for-profit services in 2019 for the first time. However, some municipalities have set their own criteria restricting for-profit operators' eligibility for some public funds including fee subsidies. According to an Ontario [study on affordability](#) published in 2018, 16 CMSMs and DDSABs restricted public funds in this way.

<sup>7</sup> Centres rather than spaces are used in Ontario for this comparison, as the number of part day spaces is not available.

# Provincial benchmarks or policy changes relevant to auspice

1943	Ontario was one of the two provinces in which war-time day nurseries operated with federal funding. These formed the basis for Ontario's municipal child care sector, many of which continued to operate with provincial-municipal funding at the end of World War II.
1950s	Kindergarten for four year olds was initiated in Toronto for children of the many European immigrants arriving post-World War II.
Post 1960s-1980s	Municipally operated child care centres were opened in many locations across Ontario.
1980s	The Toronto Board of Education led in opening public schools to use by non-profit child care centres.
1983	Unionization of the Ontario Mini-Skool centres owned by Alabama-based Kindercare led to a five month strike.
1987	As part of a political Accord that formed a minority Liberal government with NDP support, policy recognizing child care as a "basic public service, not a welfare service" was announced.  Under New Directions for Child Care, there was new capital funding for development of non-profit child care. This, and other policy supporting non-profit child care led to its considerable expansion – especially in schools – between 1987 and 1995. The first Direct Operating Grant (DOG) (operational funding), targeted primarily to raising wages, was introduced.



	Existing for-profit programs received 50% of the DOG, while new for-profits were not eligible.
1990	An NDP government promised to bring in a publicly funded, non-profit child care system.
1991	<p>A “conversion program” to change for-profit centres to non-profit status was introduced.</p> <p>A substantial wage enhancement grant (WEG) for staff in non-profit child care was initiated as a “down payment on pay equity”. The WEG was followed by provision of pay equity wage adjustments by the provincial government for staff in non-profit child care services.</p> <p>School boards were granted eligibility to hold licenses to operate child care programs.</p>
1995	A Conservative government cancelled the conversion (to non-profit) program, as well as reversing a policy limiting new subsidies to non-profits. The Early Years Program, intended to pilot a “seamless day” in kindergarten for four and five year olds was cancelled before it began. Wage Enhancement for staff in non-profit centres was reduced and minor capital funds included for-profit child care for the first time. The provincial child care budget dropped from \$541,800 million in 1995 to \$451,500 million in 2001. The Conservative government challenged pay equity funding to non-profits in court, eventually losing the challenge.
2004	Following a change to a Liberal government in 2002, which did not make changes to child care, a number of municipalities/regions began to restrict public funds to public, non-profit and already-existing for-profit child care (originally, Toronto, Ottawa, Sudbury, Peel, and Waterloo). The Liberal government ceased paying pay equity adjustments to non-profit programs.

2010	<p>The Ministry of Education assumed responsibility for child care. Ontario began a four year phase in of full day kindergarten (FDK) for four and five year olds.</p>
	<p>The City of Windsor closed all its municipally operated centres, to be followed by municipal divestment of public child care in a number of other municipalities in subsequent years. This came to include Peel, Windsor, Kenora, Chatham, Lambton, Sudbury, Kingston, and Sioux Lookout.</p>
2014	<p><i>The Child Care and Early Years Act 2014</i> replaced the <i>Day Nurseries Act</i>. The Ministry of Education introduced a “For Profit Maximum Percentage Threshold” policy to prioritize funding to the non-profit and public sectors. This policy capped the total percent of public funding accessed by for-profit child care providers.</p>
2015	<p>Ontario introduced a \$1/hour wage enhancement grant administered by municipalities. It was available for staff in all for-profit and non-profit centres, increasing to \$2/hour in 2017.</p>
2017	<p>A five year 100,000 child care space creation plan gave priority to the non-profit sector. By 2017, only 15 CMSMs/DSSABs operated public child care services. Municipally operated child care centre spaces had fallen to 1.4 % of total child care spaces in 2016.</p>
2018	<p>The Ontario government committed to introduction of free child care for preschool-aged children (aged 2.5 – 4 years), as well as other substantial changes. Following a change in government to a Progressive Conservative government in 2018, introduction of free preschool-age child care was abandoned. As well, the maximum for-profit threshold was removed, although municipalities/regions that restricted public funds to</p>

public, non-profit and already-existing for-profit child care were able to continue this practice.

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2019      The provincial budget highlighted that non-profit programs would no longer be prioritized for expansion or public funding. For-profit programs would be able to operate child care programs in schools and would become eligible to receive public capital funding. The budget also announced a new child care tax credit (Childcare Access and Relief from Expenses), described as covering up to 75% of the cost of all forms of child care.

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# Manitoba

Licensed child care centres, nursery schools, and school-age programs for 0-12 year olds in Manitoba are almost entirely non-profit with a small number of for-profit centres. Regulated family child care, including group family child care homes, uses an individually licensed model. There is no publicly delivered child care.

Part day kindergarten for five year olds is offered in all public schools with a limited number of full day kindergartens. Some school divisions offer part day “nursery” or junior kindergarten for four year olds, but these are not funded by the provincial government.

Manitoba does not have a role in licensing, funding or regulation of early learning and child care in First Nations communities.

## Who provides child care?

Manitoba has had very little for-profit child care since the 1980s. In 2001, the for-profit sector accounted for 8% of all centre spaces, and its share has declined to 5% in 2019. Over the past decade, there has been a small numerical expansion in for-profit spaces—an increase from a low of 1,068 for-profit spaces in 2008 to 1,716 for-profit spaces in 2019. In contrast, in the same time period, non-profit spaces grew from 17,001 spaces in 1998 to 32,457 in 2019. For-profit operators are primarily small individual centres, although there is one centre that is part of one of Canada’s largest chains, Kids & Company, in Winnipeg.

**TABLE 13** Number of centre spaces for 0-12 years olds by auspice and percent of centre spaces that were for-profit. Manitoba (1998-2019).

Year	Total non-profit spaces	Total for-profit spaces	Total regulated centre spaces	% of centre spaces that were for-profit
1998	15,834	1,167	17,001	7
2001	17,540	1,561	19,101	8
2004	19,678	1,747	21,425	8
2006	20,559	1,308	21,867	6
2008	22,476	1,068	23,544	5
2010	24,871	1,174	26,045	5
2012	26,300	1,268	27,568	5
2014	27,898	1,604	29,502	5
2016	29,714	1,514	31,228	5
2019	32,457	1,716	34,173	5

**TABLE 14** Number of full day and part day centre spaces by auspice. Manitoba (2019).

	For-profit	Non-profit
Full day	1,151	17,935
Part day		
School-age	397	12,176
Nursery school	168	2,346
All part day	565	14,522
Total spaces	1,716	32,457

*Note: Part day spaces include nursery school and school-age spaces in this table.*

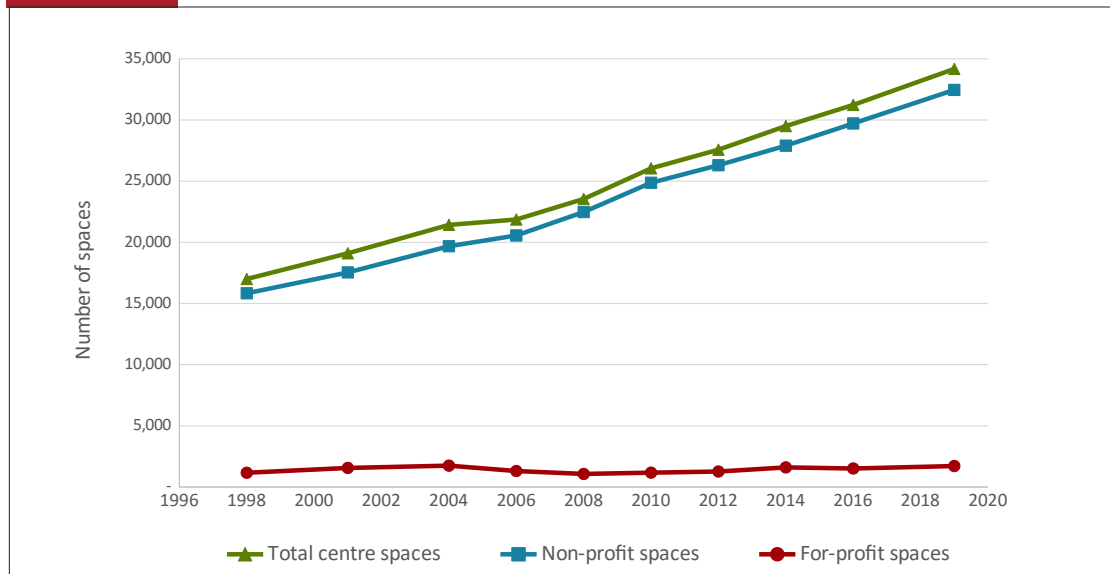
## Provincial policy and funding

Manitoba provides operational “unit” funding to programs, supplemented by fee subsidies to cover most or part of the set fees for eligible parents. Operational unit funding is only available to non-profit child care programs.

Non-profit and for-profit child care programs are both eligible to serve families using fee subsidies; non-profit centres are required to enroll subsidized children, while for-profit services who choose to enroll subsidized children must use the province’s set fees. All parents including those who are fully subsidized must pay a \$2/day fee.

Capital funding to contribute to building a new non-profit child care centre or renovate an existing centre is not available to for-profit services.

**FIGURE 11** Number of centre spaces for 0-12 year olds by auspice. Manitoba (1998-2019).



## Provincial benchmarks or policy changes relevant to auspice

1974 Manitoba set up the Provincial Child Day Care Program to provide start-up and operating grants to non-profit centres and family day care homes and fee subsidies for eligible low income families.

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1986	Having introduced <i>The Community Child Day Care Standards Act</i> in 1983, the Manitoba government introduced salary enhancement grants to non-profit centres.
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1991	The provincial government restructured funding into one operating grant. The overall effect of this was reducing salary enhancement, redistributing nursery school grants, increasing eligibility level for partial fee subsidy and providing a small daily payment to existing for-profit centres caring for subsidized children.
<hr/>	
1999	“Unit funding”, which takes into account staff wages and child age, was introduced. It provides increased operating funds to non-profit programs and is accompanied by the requirement to use provincially set fees, which varied by age. Non-profit child care supply showed a substantial increase.
<hr/>	
2005	Manitoba was the first province to sign a bilateral agreement as part of the Liberal federal government’s national child care program. Manitoba’s bilateral agreement committed to spending funds only on non-profit child care for 0-12 year olds. <i>Moving Forward on Early Learning and Child Care – Manitoba’s Action Plan and Next Steps and Key Objectives</i> outlined Manitoba’s priority areas for investment.
<hr/>	
2006	When the bilateral agreements were cancelled by the Harper government, Manitoba announced it would continue with the Action Plan developed as part of the federal/provincial agreement.

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- 2015 The Manitoba government established the Manitoba Early Learning and Child Care Commission to provide recommendations on implementing a universally accessible child care system. The [Commission report](#) recommending moving to a sliding parent fee scale was published in 2016.
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- 2016 Following a change from an NDP government to a Progressive Conservative government, the Child Care Centre Development Tax Credit was introduced to encourage non-profit or for-profit workplace child care. Eligibility for this tax credit was expanded in 2020 to include private corporations not primarily engaged in child care services. These child care centres may – like other for-profit child care programs – establish their own fees.
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- 2018 Federal funding under the bilateral Canada–Manitoba Early Learning and Child Care Agreement was allocated to expanding non-profit early learning and child care spaces.
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- 2021 In March 2021, the government introduced Bill 47, *The Early Learning & Child Care Act*. Bill 47 will expand licensing and funding to “grant eligibility to additional programs” including for-profits. In addition, Bill 47 will freeze parent fees for three years without providing additional funding to centres.
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# Saskatchewan

Licensed child care in Saskatchewan includes full day child care centres, school-age centres not in schools, and individually licensed family child care (including group family child care). Licensed child care centres include non-profit services governed by a parent board of directors, public child care operated by a municipality and for-profit services with parent advisory committees. Part day pre-schools (less than three hours per day) are not licensed or regulated in Saskatchewan. School-age centres located in schools are not required to be licensed. Saskatchewan's coverage, or availability of regulated child care per capita, is low compared to other provinces, in part, because part day centres are not regulated, so are not part of the supply of regulated child care as in other jurisdictions.

Saskatchewan does not regulate or fund on-reserve Indigenous child care programs.

Part day kindergarten is provided for all five year olds through school divisions. Saskatchewan also offers part day pre-kindergarten for vulnerable three and four year olds who meet the eligibility criteria.

## Who provides child care?

Child care is almost entirely non-profit in Saskatchewan; in 2019, non-profit centres accounted for 98% of centre spaces. Several small rural municipalities operate child care centres, holding the license.

While there is very little for-profit child care in Saskatchewan, the number of spaces, which was zero in some years in the last two decades, grew to 273 spaces in six for-profit centres in 2019. For-profit centres have typically been owned by individual single

operators, not large corporate chains. In 2018, Building Brains, operating 150 spaces in two centres identified as federally incorporated non-profits, opened in Saskatoon, funded through the Canada-Saskatchewan bilateral ELCC agreement. According to their website, Building Brains is part of Kids U, a growing Calgary-based for-profit chain offering seven centres, summer camps, virtual preschool and “brain builders” courses for children aged 19 months to six years.

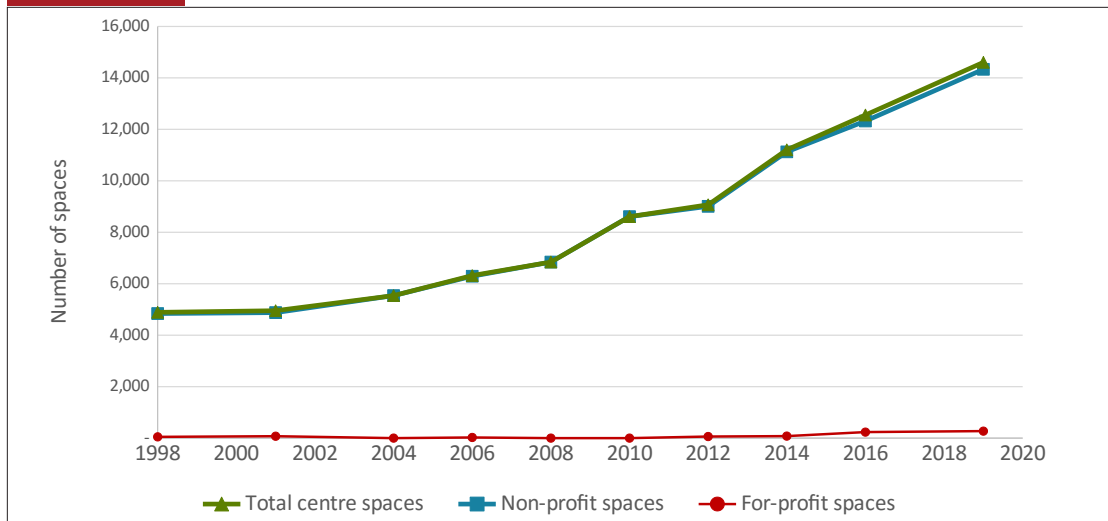
In 2019, there were 316 provincially funded pre-kindergarten programs with space for 5,056 children across the province.

**TABLE 15** Number of centre spaces for 0-12 year olds by auspice and percent of centre spaces that were for-profit. Saskatchewan (1998- 2019).

Year	Non-profit centre spaces	For-profit centre spaces	Total regulated centre spaces	% of centre spaces that were for-profit
1998	4,841	48	4,889	1
2001	4,878	73	4,951	1.5
2004	5,540	0	5,540	0
2006	6,292	25	6,317	0.4
2008	6,843	0	6,843	0
2010	8,609	0	8,609	0
2012	9,008	61	9,069	0.7
2014	11,126	78	11,204	0.7
2016	12,325	233	12,558	2
2019*	14,334	271	14,605	2

*Note: In 2019, non-profit includes 116 municipally delivered spaces in this table.*

**FIGURE 12** Number of centre spaces for 0-12 year olds by auspice. Saskatchewan (1998-2019).



## Provincial policy and funding

Saskatchewan is the sole province in which public funding is only available to non-profit centres and family child care homes. All non-profit centres are eligible to receive subsidies for children enrolled in their programs; for-profit centres are not eligible for subsidies.

Saskatchewan's one-time funding and operational funding is only available to non-profit services in centres and regulated family child care homes.

## Provincial benchmarks or policy changes relevant to auspice

- 
- 1969 The first Saskatchewan child care policy in the *Child Welfare Act* outlined minimum regulations, licensing and monitoring of non-profit and for-profit child care centres.
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1975	<p>New child care policy was included in the <i>Family Services Act</i>. Child care centres that were non-profit and parent-controlled could be licensed and were eligible for funding; for-profit centres were neither licensed nor funded. As there was no limit set on the number of children in unlicensed child care, it was legally possible to operate an unlicensed centre.</p> <p>Regulations for family day care were established.</p>
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1990	<p><i>The Child Care Act and Regulations</i> were enacted requiring all full day centres non-profit and for-profit to be licensed.</p>
<hr/>	
1996	<p>The province introduced pre-kindergarten. For-profit centres continued to be ineligible for public funding.</p>
<hr/>	
2000	<p>The wage enhancement grant was merged with the centre operating grant to become the Early Childhood Services (ECS) Grant; only non-profit programs were eligible for ECS grants.</p>
<hr/>	
2006	<p>Early learning and child care was moved from the Ministry of Social Services to the Ministry of Education.</p>
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2016	<p><i>The Early Years Plan 2016-2020</i> provincial plan was released; there was no change with regard to for-profit child care.</p>

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# Alberta

Regulated child care in Alberta includes full day centres, part day preschools, out-of-school programs, Innovative centres and regulated family child care. Alberta offers two kinds of family child care: day homes under an agency model, and group family child care. Group family child care is licensed but neither day homes nor day home agencies were licensed until 2021 when the regulations were changed to license day home agencies.

Kindergarten for children in the year before Grade 1 is part of Early Childhood Services (ECS). Kindergarten and other ECS programs are provided by school divisions, accredited private schools, and private non-profit and for-profit ECS operators.

Alberta child care programs in Indigenous communities on reserve are not typically licensed by the province of Alberta. In 2017, the First Nation Child Care Society received the first license for on reserve child care in Alberta.

## Who provides child care?

In Alberta, 59% of full and part day centre spaces for 0-12 year olds were for-profit in 2019. Although both the non-profit and for-profit sectors have grown in recent years, rates of for-profit expansion surpass those of non-profits. A robust municipally operated child care sector in Alberta that provided services before the 1990s has almost entirely disappeared. In 2021, there are municipally operated child care centres in three municipalities.

For-profit child care in Alberta makes up 65% of total full day centre spaces. In contrast, the non-profit sector delivers about half the school-age spaces and a majority of spaces in part day preschools.

The for-profit child care sector in Alberta is made up of individually owned and operated centres, small local chains, family child care (day home) agencies, and large corporate chains.

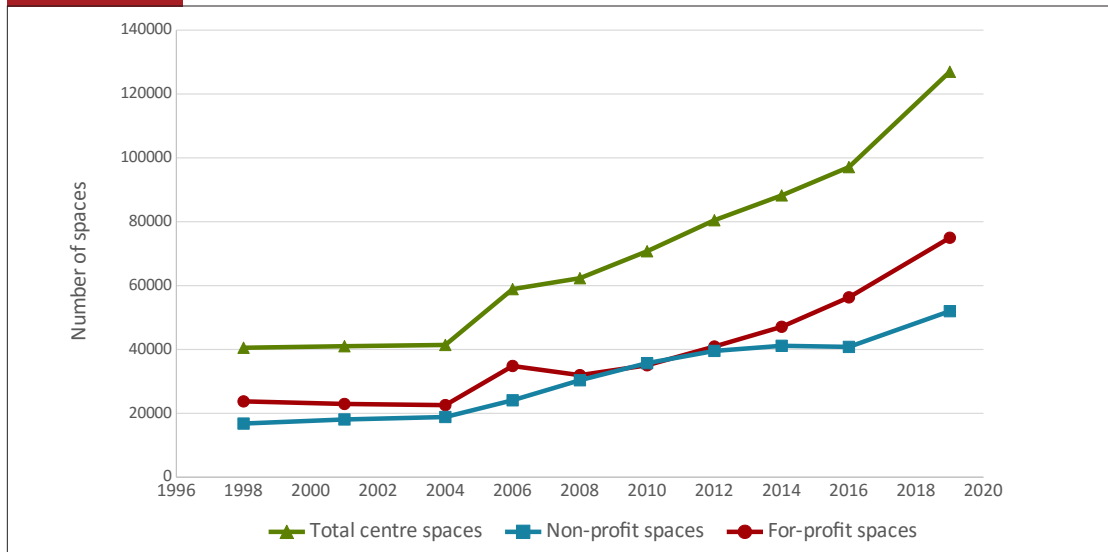
Alberta is one of the main provinces in which corporate child care plays a role. In 2021, Calgary-based BrightPath operated under various names in Alberta, Ontario, and British Columbia. With more than 90 centres across Canada, BrightPath operates 60 centres in Alberta, mostly full day but including out-of-school programs. BrightPath is now owned by U.K.-based Busy Bees. Kids & Company, Canada’s largest for-profit chain, is an Ontario-based privately held company. In 2021, it runs 120+ centres across Canada and the US, including 40 centres in ten towns and cities across Alberta; these are mostly full day but include school-age programs. Kids U, a growing Calgary-based for-profit chain, is a privately held company based in Alberta. In 2021, it operates 15 full and part day programs in Calgary and in 2018 opened two non-profit centres in Saskatoon.

Regulated family child care agencies in Alberta may be non-profit or for-profit. In 2019, 61% of family child care spaces were part of for-profit agencies or group family child care.

**TABLE 16** Number of centre spaces for 0-12 year olds by auspice and percent of centre spaces that were for-profit. Alberta (1998- 2019).

Year	Non-profit centre spaces	For-profit centre spaces	% of centre spaces that were for-profit
1998	16,793	23,735	59
2001	18,080	22,931	56
2004	18,843	22,562	54
2006	24,069	34,824	49
2008	30,354	31,960	51
2010	35,712	35,041	50
2012	39,545	40,914	51
2014	41,143	47,099	53
2016	40,798	56,308	58
2019	51,988	74,982	59

**FIGURE 13** Number of centre spaces for 0-12 year olds by auspice. Alberta (1998-2019).

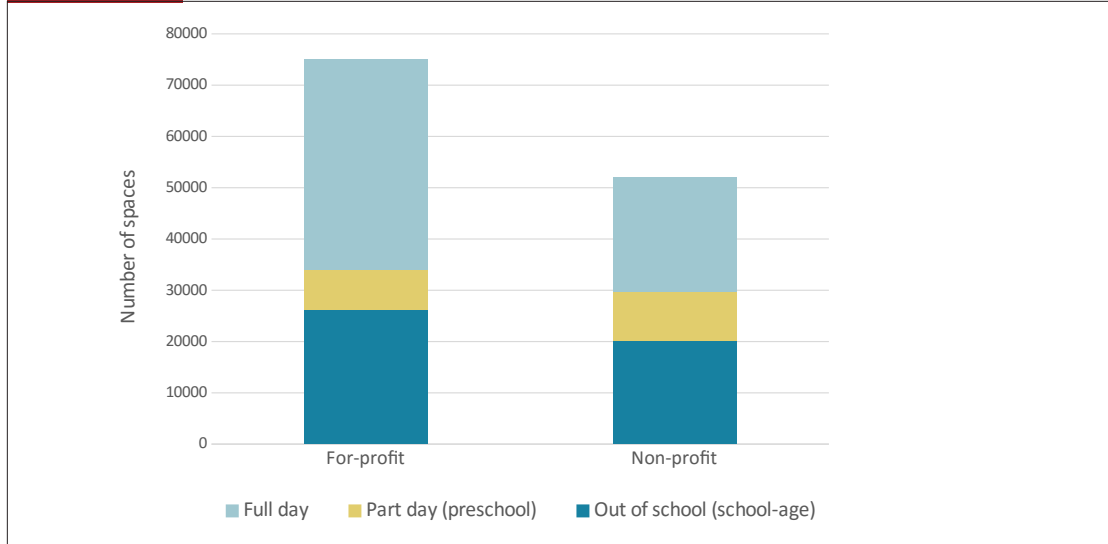


**TABLE 17** Number of full day and part day centre spaces for 0-12 year olds by auspice and breakdown of part day centre spaces (preschool and out-of-school). Alberta (2019).

	Non-profit centre spaces	For-profit centre spaces	Total centre spaces	% of centre spaces that were for profit
Full day	22,308	41,017	63,325	65
Part day				
Preschool	9,466	7,722	17,188	45
Out-of-school	20,214	26,246	46,457	56
All part day	29,680	33,965	63,645	53
Total	51,988	74,982	126,970	59

Note: ELCC spaces and Innovative spaces are included in the full day space calculation.

**FIGURE 14** Number of full day, part day, and school-age centre spaces by auspice. Alberta (2019).



## Provincial policy and funding

Fee subsidies, one-time funding, and any other operational funding are equally available to for-profit and non-profit child care.

Operational funding to support the Alberta Early Learning and Child Care (\$25/ day) pilot centres, which were all non-profit, was the sole funding not equally available to for-profit and non-profit programs. These funds, the bulk of which came from the Alberta-Canada bilateral agreement, were phased out in two phases, the second ending March 31, 2021.

## Provincial benchmarks or policy changes relevant to auspice

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1966 The provincial *Preventive Social Services Act* delegated decision making authority for child care to municipalities and introduced 80/20 cost-sharing arrangements (some of which came from the federal government



through the Canada Assistance Plan) with participating municipalities. Public and non-profit centres were funded to provide care for eligible low-income families.

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1970s	Alberta had a substantial publicly delivered child care sector. Edmonton, Calgary, Medicine Hat, Red Deer, Grande Prairie, and many smaller municipalities operated as many as 66 child care centres.
1980	The province took over administration of child care from municipalities. Operating allowances (grants) became available to the non-profit and for-profit sectors; the for-profit sector grew considerably.
1990	Training requirements for early childhood educators and child care staff were initiated over time despite opposition from for-profit operators.  Many municipal child care programs had closed by this time.
1999	Operating allowances were eliminated following reductions to those grants throughout the 1990s.
2004	Out-of-school programs were first regulated.  Both non-profit and for-profit programs could access the newly introduced Accreditation Funding, which functioned as operational funding.
2008	Introduction of the Space Creation Innovation fund, providing \$1,500 (\$2,000 in rural areas) to for-profit and non-profit child care programs, school boards, municipalities, and industry or community groups for each space created.
2017	An NDP government introduced the operationally funded Early Learning and Child Care (ELCC) centre program with a parent fee of \$25/day. The first phase

of this pilot project included 22 non-profit centres. Participation in this project was reserved for non-profits only.

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2018	With federal funds through the Canada-Alberta Early Learning and Child Care Agreement, the ELCC pilot project was expanded to 100 additional centres (82 existing non-profit programs and 18 new non-profit programs).
2019	After a change of government, the province announced that the ELCC pilot project would end in two phases, with funding for the first 22 centres ending in 2020, and the 100 funded by the federal government ending March 31 2021.
2020	The Accreditation program was cancelled, and with it ended much of the operational funding available to both non-profit and for-profit licensed centres, out-of-school care programs, and approved family day home agencies; wage enhancement continued however.

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# British Columbia

Licensed child care in British Columbia (BC) includes a number of types of full and part day for-profit and non-profit centres with a small number of publicly operated programs. Family child care homes are individually licensed by the provincial government. Child care services in First Nations communities (on reserve) are licensed and funded by the province.

Kindergarten in BC is a non-compulsory, full school day program for all five year olds provided by public and private schools, which receive some public funding.

## Who provides child care?

In 2019, for-profit services accounted for 53% of centre spaces in British Columbia. The for-profit share has steadily increased in the province from 1998, growing most rapidly in the 2016 – 2019 period, from 49% to 53% of all centre spaces for 0 – 12 year olds. The total net increase in centre spaces between 2016 and 2019 was almost all for-profit (more than 90% of total increase).

Full day programs are disproportionately for-profit (64%) while only 45% of part day preschools and 42% of school-age programs were for-profit. For-profit child care operators are made up of a mix of small individual owners, small or medium provincial chains, and locations of large Canada-wide corporate chains. For example, Core Education and Fine Arts (CEFA) is a B.C. franchising chain of “private early learning schools”. Established in 1998 with one centre, in 2021 it has 24 centres in British Columbia and has recently expanded into Alberta. Wind and Tide Preschools Ltd. was founded in 1987 as a preschool in White Rock, B.C., opening its first full day

centre in 2010. In 2021, it had 32 locations in the Lower Mainland. Calgary-based BrightPath Kids operates in British Columbia, Alberta and Ontario with more than 90 centres across Canada, seven of which were in B.C. in 2021. Kids & Company, Canada's largest for-profit chain, operates 120+ centres across Canada and the U.S. including 15 centres in ten regions across British Columbia.

Publicly operated program providers include school boards, municipalities and community centres. Publicly operated child care is new to British Columbia and growing.

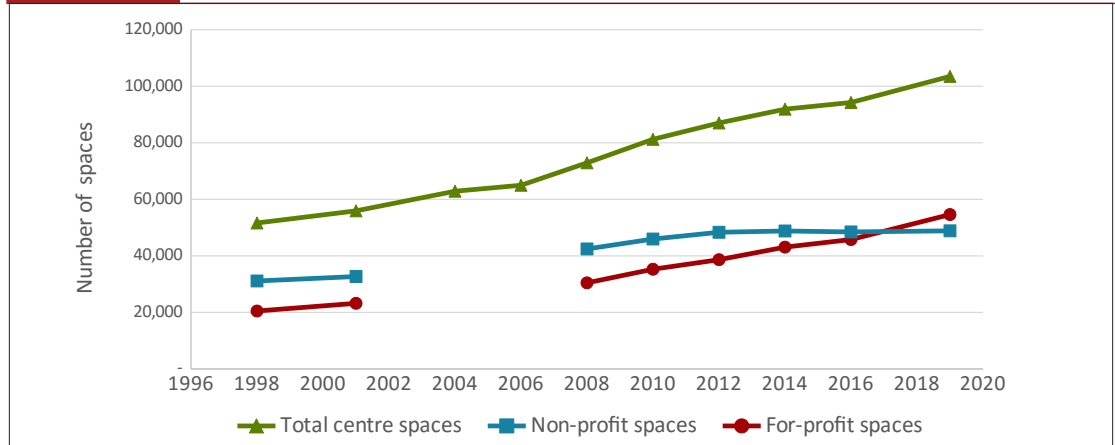
The Coalition of Child Care Advocates advocates for non-profit child care in British Columbia. The Child Care Professional Association of BC is a group that advocates for no distinctions between for-profit and non-profit sectors.

**TABLE 18** Number of centre spaces for 0-12 year olds by auspice and percent of centre spaces that were for-profit. British Columbia (1998-2019).

Year	Total non-profit centre spaces	Total for-profit centre spaces	Total centre spaces	% of centre spaces that were for-profit
1998	31,126	20,495	51,621	40
2001	32,699	23,217	55,916	42
2008	42,447	30,456	72,903	42
2010	45,956	35,267	81,223	43
2012	48,346	38,647	86,993	44
2014	48,799	43,090	91,889	47
2016	48,470	45,767	94,237	49
2019	48,843	54,620	103,463	53

*Note. Figures for centre-based spaces by auspice were not available for 2004 and 2006.*

**FIGURE 15** Number of centre spaces for 0-12 year olds by auspice. British Columbia (1998-2019).

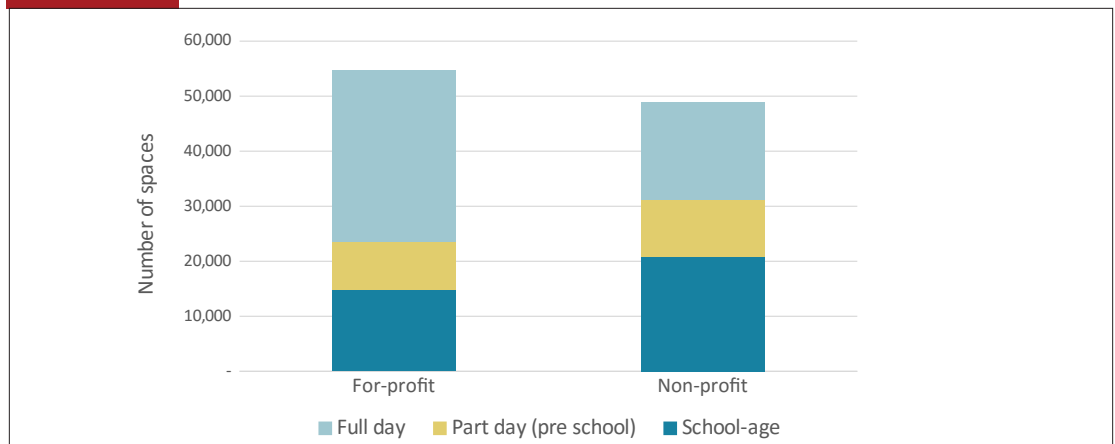


Note: Data on auspice were unavailable for 2004 and 2006.

**TABLE 19** Number of full day, part day, and school-age centre spaces by auspice and percent of centre spaces that were for-profit. British Columbia (2019).

Type of space	Non-profit centre spaces	For-profit centre spaces	Total centre spaces	% of centre spaces that were for-profit
Full day	17,675	31,117	48,792	64
Part day				
Preschool	10,369	8,619	18,988	45
School-age	20,799	14,884	35,563	42
All part day	31,168	23,503	54,551	43
Total	48,843	54,620	103,463	53

**FIGURE 16** Number of full day, part day, and school-age centre spaces by auspice. British Columbia (2019).



# Provincial policy and funding

All for-profit and non-profit child care is eligible for all provincial funding including fee subsidies (Affordable Child Care Benefit), operational funding, and capital funding. The prototype \$10/a day operationally funded sites can be non-profit or for-profit. Fee subsidies can be used in unlicensed child care.

Non-profit and for-profit child care are both eligible for the same operational funding including base funding, wage enhancement, inclusion and the Child Care Fee Reduction Initiative intended to reduce parent fees and operational funding to the \$10/a day sites.

Capital funding programs began to give priority to non-profit and public services in 2020-2021.

- The Child Care BC Maintenance Fund and Child Care BC New Spaces Fund are available to non-profit, public, and Indigenous programs at a higher rate.
- The Community Child Care Space Creation Program launched in 2019 provides funds to local governments to create new non-profit child care spaces.

With funding from the first phase of the Canada-BC Early Learning and Child Care Agreement, B.C. is piloting Universal Child Care Prototype Sites that provide low cost child care with a maximum fee of \$10/a day, or \$200/month. Public, non-profit and for-profit centres, along with family child care homes, are eligible to apply to become prototype sites. In March 2021, there were 51 prototype programs with 2,504 spaces. About 25% of the prototype programs and 13% of the prototype spaces were operated by for-profit operators.

## Provincial benchmarks or policy changes relevant to auspice

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1943	Crèches, playschools, and kindergartens were first licensed under the <i>Welfare Institutions Licensing Act</i> .
1960	The child care subsidy program was introduced.
1994	A wage supplement was introduced for non-profit child care programs.
1995	For-profit centres became eligible for the wage supplement.
2001	A multi-phased, four year plan described as a comprehensive, publicly funded child care system was promised. The <i>British Columbia Child Care Act</i> was passed as a foundation document to build a system. Following a provincial election, the planned implementation was rescinded.
2003	A number of existing grants were consolidated into the Child Care Operating Funding (CCOF), which was available to all types of licensed child care and to both non-profit and for-profit programs.
2007	For-profit child care programs became eligible for capital funding.
2011	British Columbia introduced full day kindergarten for all five year olds.
2014	The Child Care Major Capital Funding Program, available to both non-profit and for-profit programs, began distributing funding to create new licensed spaces.  Child Care Minor Capital Funding to assist with repairs, replacements and relocations was available only to non-profit, public, and Indigenous programs.

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2015	Additional capital funding became available for non-profit and for-profit providers.
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2018	<p>Following a provincial election, the new minority NDP government revised fee subsidies and launched the Child Care Fee Reduction Initiative (CCFRI). It is available both to non-profit and for-profit programs if they agree to maintain parent fees by identified amounts.</p> <p>More investment was made to the new BC Child Care New Spaces Fund that replaced the Child Care Major Capital Funding Program.</p> <p>More than 50 sites (non-profit and for-profit centres, and family child care homes) were converted to designated Universal Child Care Prototype Sites (\$10/a day).</p>
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2019	The provincial government increased funding to municipalities and regional districts to buy land for child care centres and to create new non-profit child care in their communities.
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2020	Amendments to the <i>School Act</i> made it possible for school boards to operate before and after school care.
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2021	Eligibility for Child Care Fee Reduction funding for new centres would now be limited to those not exceeding the 70% percentile for fees in the region.
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# Yukon

Licensed child care in the Yukon includes for-profit and non-profit full day and school-age child care services. Part day preschools are not required to be licensed.

Regulated family child care homes are termed family day homes and are individually licensed.

Part day and full day kindergarten for all five year olds is part of the public school system and attendance is not compulsory. Kindergarten is full day in urban areas and half day or full day programs in rural areas.

## Who provides child care?

The majority of child care centres are small for-profits. Before 2012, child care was predominantly non-profit in Yukon. Since then, for-profit provision has steadily increased while non-profit spaces have declined numerically as well as proportionately. In 2019, 70% of licensed child care centre spaces were for-profit. There are no publicly operated child care programs in the Yukon.

The Yukon Child Care Association membership includes non-profit and for-profit centres and regulated family child providers.

## Territorial policy and funding

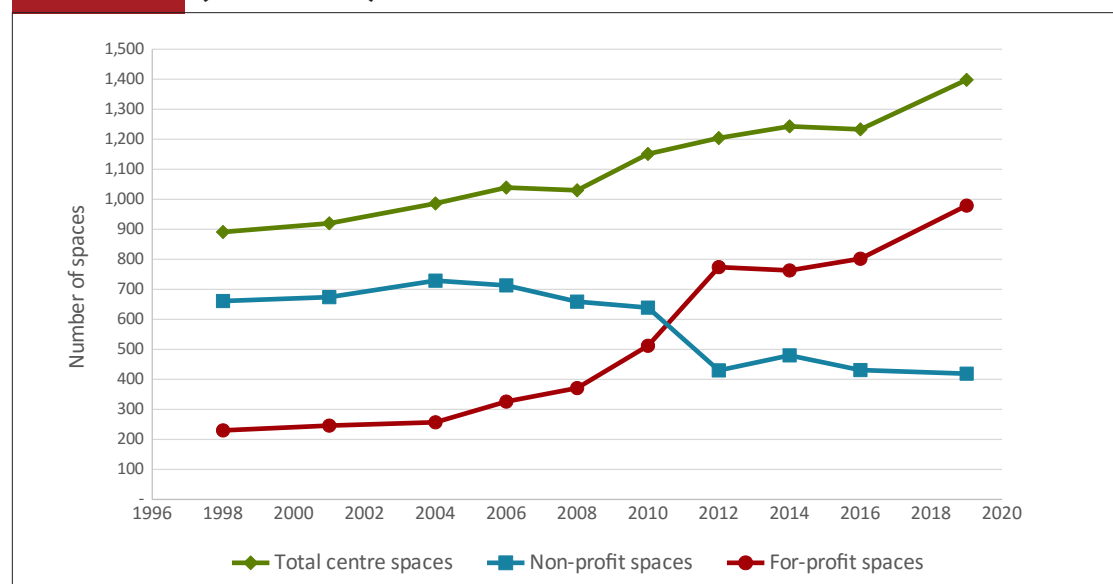
All regulated licensed for-profit and non-profit child care centres are eligible for all public funding including fee subsidies, enhancement grants, operational funding and wage enhancement funding. Family day homes are eligible for enhancement funding, some

operating grants and fee subsidies. First Nations communities receive the same start up and operating grants from the Yukon government as others operating licensed child care centres and family day homes.

**TABLE 20** Number of centre spaces for 0-12 year olds by auspice and percent of centre spaces that were for-profit. Yukon (1998-2019).

Year	Non-profit centre spaces	For-profit centre spaces	Total centre spaces	% of centre spaces that were for-profit
1998	661	230	891	26
2001	674	246	920	27
2004	729	257	986	26
2006	713	326	1,039	31
2008	659	371	1,030	36
2010	639	512	1,151	44
2012	430	774	1,204	64
2014	480	763	1,243	61
2016	431	802	1,233	65
2019	419	979	1,398	70

**FIGURE 17** Number of centre spaces for 0-12 year olds by auspice. Yukon (1998-2019).



## Territorial benchmarks or policy changes relevant to auspice

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1979	Child care licensing for child care began under <i>The Day Care Ordinance</i> .
1981	The Day Care Subsidy program was introduced for all programs.
1986	Operating grants and a capital grant became available for all for-profit and non-profit centres.
1988	The government released <i>We Care: Yukoners Talk about Child Care</i> , which identified auspice issues. It noted that “many people” suggested that government funding should continue to existing child care centres but not new for-profit centres.
1990	<i>The Child Care Act</i> was enacted and acknowledged there should be substantial government role in the provision, delivery and regulation of child care. For-profit centres were to be “grandfathered” and treated as non-profits but the growth of for-profits using public funds was to be discouraged.
1992	Following a territorial election, child care was no longer a priority. A moratorium was placed on the operational funding.
1999	The moratorium placed on operational funding was lifted. All licensed child care programs in the Yukon received direct operating grants.
2018	The Canada-Yukon Early Learning and Child Care Agreement increased funding to the direct operating grant for licensed child care programs. All non-profit and for-profit centres are eligible.

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2021 The territorial government announced new child care funding, described as universal. Non-profit and for-profit providers are eligible to enrol in the program. It will provide substantial additional operational funding for operations and wages and will require funded service providers to use set parent fees.

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# Nunavut

Licensed child care in Nunavut<sup>8</sup> includes child care centres, Aboriginal Head Start, school-age programs, and individually licensed family day homes. To receive start-up and annual operations funding, centres in Nunavut must be non-profit organizations in good legal standing. Family day homes are considered to be non-profit.

Kindergarten is a part day program for five year olds delivered in public schools through the Department of Education. Attendance is not compulsory.

## Who provides child care?

Child care is provided by non-profit organizations and family day homes licensed by the division of Early Childhood Education under the Department of Education. There is no for-profit or public child care.

## Territorial policy and funding

One time start up funding and annual operational funding are available to non-profit centres and family day care homes including part time, infant, after school, and special needs spaces.

There are two forms of fee subsidies available in Nunavut. Non-profit licensed child care providers, family day homes and unregulated providers are eligible to access both types of subsidies.

<sup>8</sup> Nunavut was created in 1999 following a settlement of Inuit land claims in the Northwest Territories. The land claim is the largest in Canadian history.

- Daycare User Subsidy Fee; and
- Young Parents Stay Learning.

If the Daycare User Subsidy is being used in unregulated care, the provider may be a relative but not a parent of the child being subsidized. For the Young Parents Stay Learning subsidy, if a licensed space is not available, this subsidy may be used in unlicensed care with approval from the Department of Education.

**TABLE 21** Number of centre spaces for 0-12 year olds by auspice and percent of centre spaces that were for-profit. Nunavut (1998-2019).

Year	Non-profit centre spaces	For-profit centre spaces	Total centre spaces	% of centre spaces that were for-profit
2001	932	0	932	0
2004	1,014	0	1,014	0
2006	987	0	987	0
2008	1,013	0	1,013	0
2010	1,015	0	1,015	0
2012	1,096	0	1,104	0
2014	1,135	0	1,143	0
2016	1,036	0	1,044	0
2019	1,128	0	1,144	0

## Territorial benchmarks or policy changes relevant to auspice

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Before April 1, 1999      Nunavut was part of the Northwest Territories.

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April 1999      New territory of Nunavut adopts *Northwest Territories' Child Care Act*, legislation and regulations.

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2002	Responsibility for child care programs moved to the Adult Education, Career and Early Childhood Services Division of the Department of Education. Allocation for child care operating and start-up grants increased by 25%.
2005	Effective April 1, 2005, the Young Parents Stay Learning Program subsidy program came into effect for parents under 18 attending school and using regulated child care (centre or family day home).
2005/06 and 2006/07 fiscal years	The federal early learning and child care funding was distributed as a supplementary grant to be used for operating expenses in eligible non-profit centres and family day homes.
2009	The Young Parents Stay Learning Program was expanded to parents over 18 and to unlicensed child care.
2020	The Bilateral Canada-Nunavut Early Learning and Child Care Agreement was renewed for the period of 2020-2021. The funds are only available to non-profit organizations and family day homes.

# Northwest Territories

Licensed child care in the Northwest Territories includes regulated day care centres, nursery schools (preschools), after-school care programs, Aboriginal Head Start, and family day homes.

Junior kindergarten is provided for all four year olds and kindergarten for all five year olds. Neither kindergarten program is compulsory.

## Who provides child care?

Child care is provided by non-profit child care services, Indigenous governments and family child care providers who are considered to be non-profit. There are no for-profit or public child care programs.

## Territorial policy and funding

Public funding (operational, start-up and one time) is only available to non-profit early childhood centres and family child care providers. Operational, start-up and one time only funding is available.

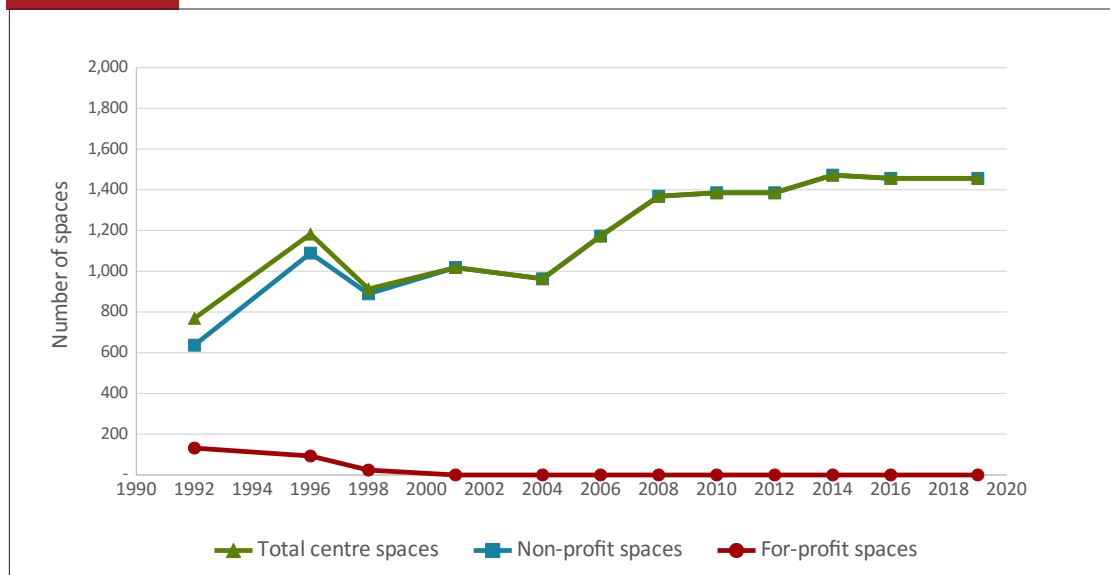
The territory does not provide stand-alone child care subsidies; child care subsidies are part of the Income Assistance Program. These can be used for non-profit centres, family child care and unregulated child care.



**TABLE 22** Number of centre spaces for 0-12 year olds by auspice and percent of centre spaces that were for-profit. Northwest Territories (1992-2019).

Year	Non-profit centre spaces	For-profit centre spaces	Total centre spaces	% of centre spaces that were for-profit
1992	637	132	769	17
1996	1,089	93	1,182	8
1998	889	24	913	3
2001	1,018	0	1,018	0
2004	963	0	963	0
2006	1,173	0	1,173	0
2008	1,368	0	1,368	0
2010	1,385	0	1,385	0
2012	1,385	0	1,385	0
2014	1,472	0	1,472	0
2016	1,456	0	1,456	0
2019	1,456	0	1,456	0

**FIGURE 18** Number of centre spaces for 0-12 year olds by auspice. Northwest Territories (1998-2019).



## Territorial benchmarks or policy changes relevant to auspice

1971	The Northwest Territory's first territorially funded licensed child care opened in Iqaluit.
1976	Fee subsidy policy for child care centres, family child care, and school-age child care was introduced.
1988	First child care legislation was enacted, the <i>Northwest Territories Child Day Care Act</i> .
1993	Child care responsibilities were moved from the Department of Social Services to the Department of Education, Culture and Employment.
2002	Operational funding was increased. Non-profit centres and family child care providers were eligible to access increased funding.
2005	The Child Care Subsidy Program was moved to the Income Assistance Program.
2006	In November, the first-come, first-serve provision (wait list) for grants were removed.
	There was a 30% increase in operational and start-up funding for all non-profit and family child care programs.
2014	<i>A framework and action plan for early childhood development in the Northwest Territories</i> was released, committing to enhanced access to high quality and affordable child care.
2017	Beginning Fall 2017, public, no-fee Junior Kindergarten was extended to all public schools in the territory.

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2019      *Supporting Access to Child Care in the NWT 2019-2020: Supplementary Action Plan* was released, outlining goals of supporting the expansion of the non-profit child care sector.

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2020      The government established a new funding program to provide non-profit organizations and Indigenous governments with funding for infrastructure repairs and retrofits to support the creation of new licensed, centre-based child care spaces in communities.

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