# The state of early childhood education and care in Canada 2010: Trends and analysis

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## About this document...

*The state of early childhood education and care in Canada 2010: Trends and analysis* uses data from successive editions of *Early childhood education and care in Canada* (1992, 1995, 1998, 2001, 2004, 2006 and 2008), developed and published by the Childcare Resource and Research Unit (CRRU) and data available in *Public investments in early childhood education and care in Canada 2010*, published by the Government of Canada (HRSDC), which is consistent with CRRU's publications in format, content and research methodology. Together these data form a body of longitudinal information that makes it possible to identify trends and developments over time — information useful for research, advocacy and policy-making.

This document considers the 'state of' early childhood education and child care in Canada during the period 2008 – 2010, using cross-Canada and longitudinal data. The topics and specific data included in this short document are selected from the more substantial information that can be found in the 1992-2008 editions of *ECEC in Canada*, the federal government's *Public investments in ECEC 2010* report, and other identified sources of information available online (which include data sources).

design by Billie Carroll

# TRENDS

## The rate of child care space expansion has steadily decreased.

While there continues to be a modest increase in the number of regulated spaces Canada-wide, the *rate* of increase has been steadily decreasing since 2004 (Table 3) with growth in the number of regulated spaces between 2008 and 2010 the lowest since 2001. The percent of children for whom a regulated space is available has increased somewhat over the years but child care in Canada is far from covering all children, with spaces available for 21.8% of 0-5 year olds, and 19.9% of 0-12 year olds in 2010 (Tables 3 and 4). At the same time, 2011 Census data shows the 0-4 age group growing at the highest rate in 50 years (11% since 2006)*.

## Federal funding for Aboriginal early childhood programs has been static.

Federal funding for Aboriginal ECEC programs has been virtually static since 2006, and dropped in 2008/2009 (Table 14); however, the number of child care centres on-reserve has increased considerably in some jurisdictions (Table 16).

## There has been some improvement in child care human resource issues.

Available data shows improvements in early childhood educators' wages in some provinces/territories and there are now initial training requirements for regulated family child care providers in nine jurisdictions (Tables 19 and 21).

## Public funding for child care has continued to increase, but slowly.

OECD data show that in 2006, Canada's public ECEC spending (regulated child care and kindergarten) was lowest among 14 wealthy countries yet increases in public funding have continued to be modest. This may offer an explanation for Canada's low child care coverage and high fees. Increases in public child care funding have been inconsistent; even Canada's 'best' funding growth has been too limited and not sustained enough to create significant improvements in accessibility (Tables 6, 7 and 8).

## Parent fees are often higher than university tuition.

Quebec's fees are by far the lowest in Canada ($154/month for all age groups). The second lowest fees were in Manitoba (which sets maximum provincial fees) – $414/month for a two year old, with other jurisdictions' median fees up to $850/month. In a number of jurisdictions, subsidy programs fail to make child care financially accessible to eligible low income parents; in some parts of Canada, the number of children subsidized has grown little or has dropped, so the number of families assisted by fee subsidies has been generally static (Tables 17 and 18).

## For-profit child care is expanding at a greater rate than non-profit child care.

"Auspice' or ownership of child care has historically been a key concern in early childhood education and care in Canada. The data show that in Canada as a whole, for-profit expansion in child care continues to outpace expansion of not-for-profit services. This trend, first noted in 2004, accelerated between 2008 and 2010. The percent of spaces operated on a for-profit basis reached 28% in 2010, a substantial increase since the 20% level in 2004. For-profit services again dominated expansion between 2008 and 2010, accounting for more than 2/3 of growth in six provinces/territories (Table 11 and Fig 1).

## Modest steps have been taken towards integration of child care and early childhood education.

In six provinces/ territories, child care and kindergarten are now in the same ministry and six now provide full-school day kindergarten (Table 9) while seven provinces/territories have adopted curriculum frameworks for child care centres (Table 10).

* Statistics Canada. (2012). *The Canadian population in 2011: Age and sex.*

# SUMMARY

- There were 921,841 regulated child care spaces (full and part-day centres, school-age programs and regulated family child care) for 0-12 year olds in 2010.
- This represents an average increase of 27,324 spaces in each of 2009 and 2010, the smallest increase since 2001 (slightly smaller than the annual increase 2006-2008).
- The labour force participation rate of mothers with young children was 69% with a youngest child 0-2 years, 75% with a youngest child 3-5 years and 84% with those whose youngest child was 6-15 years.
- The percent of children for whom a regulated space was available went up slightly in Canada as a whole, from 20.3% in 2008 to 21.8% in 2010 for 0-5 year olds and from 18.6% in 2008 to 19.9% in 2010 for 0-12 year olds.
- In 2010, 50% of regulated spaces were centre-based (full and part-day) for children under school-age (generally up to age six); 15% were in regulated family child care, and 35% were for school-age children. There is considerable variation by province/territory in this regard.
- Growth in public funding (increase in total provincial/territorial budget allocations for regulated child care) was at a low point in the 2006 – 2008 period ($73.6 million/yr). In the 2008-2010 period, however, total provincial/territorial spending allocation increases again rose ($204.5 million/yr), though the increases were still considerably below annual increases in 1998 – 2001.
- Of the 796,336 spaces for 0-12 year olds in child care centres across Canada, 219,560 were operated on a for-profit basis in 2010. For-profit child care receives public funding in almost every province/territory, although some provinces/territories do not provide it public funding equivalent to non-profit and public services.
- Aboriginal early childhood care services continue to be fragmented, with seven different Aboriginal ECEC programs under the aegis of four different federal government departments. Federal funding for Aboriginal ECEC had a small uptick in 2005-2006 but has been static since then and showed a decrease in actual dollars between the 2007/2008 and 2008/2009 fiscal years.
- Child care and kindergarten are now in the same ministry in six provinces/territories and six now offer full day kindergarten. Only Ontario offers kindergarten to all four year olds, although there are public kindergarten programs for some four, and even three year olds, in some other jurisdictions.
- Seven jurisdictions now have a curriculum framework for child care centres, which are mandatory in three (in publicly-funded services). None of the provinces/territories uses a common curriculum framework for child care and kindergarten.
- In nine provinces/territories, regulated family child care providers are now required to have at least an introductory early childhood course.

## Demographic information

TABLE 1 Number of children and number of children with mothers in the labour force 0-15 years by age group 2009 (rounded estimates)

| | Number of children | | | | Number of children w/ mother in labour force | | | |
|---|---|---|---|---|---|---|---|---|
| **P/T** | **0-2** | **3-5** | **6-15** | **ALL** | **0-2** | **3-5** | **6-15** | **ALL** |
| **NL** | 13,000 | 14,400 | 36,000 | 64,400 | 7,300 | 7,800 | 23,200 | 38,100 |
| **PE** | 4,000 | 4,100 | 11,300 | 19,600 | 2,800 | 2,800 | 7,900 | 13,600 |
| **NS** | 26,600 | 25,900 | 65,100 | 117,500 | 15,400 | 16,300 | 44,100 | 75,700 |
| **NB** | 22,400 | 21,500 | 51,900 | 95,900 | 15,000 | 14,800 | 36,500 | 66,300 |
| **QC** | 233,200 | 222,200 | 559,800 | 1,015,300 | 156,900 | 147,700 | 388,800 | 693,300 |
| **ON** | 410,500 | 417,800 | 1,031,500 | 1,859,700 | 245,900 | 254,400 | 688,400 | 1,188,800 |
| **MB** | 39,600 | 37,800 | 97,900 | 175,200 | 20,800 | 21,000 | 62,700 | 104,500 |
| **SK** | 37,600 | 33,100 | 80,100 | 150,900 | 23,300 | 21,200 | 58,300 | 103,100 |
| **AB** | 137,500 | 122,700 | 299,100 | 559,400 | 72,300 | 68,200 | 197,800 | 338,200 |
| **BC** | 127,900 | 129,100 | 314,000 | 570,900 | 72,200 | 78,700 | 199,500 | 350,400 |
| **NT** | 2,052 | 1,996 | 4,172 | 8,220 | 1,100 | 1,000 | 2,500 | 4,600 |
| **NU** | 2,235 | 2,047 | 4,707 | 8,989 | Not available | Not available | Not available | Not available |
| **YT** | 1,136 | 1,120 | 2,591 | 4,847 | 700 | 600 | 1,600 | 3,000 |
| **Canada** | 1,058,923 | 1,033,763 | 2,558,170 | 4,650,856 | 633,700 | 634,500 | 1,711,300 | 2,979,600 |

TABLE 2 Mothers' labour force participation rate by age of youngest child 2009 (rounded estimates)

| P/T | Youngest child 0-2 years (%) | Youngest child 3–5 years (%) | Youngest child 6-15 years (%) |
|---|---|---|---|
| **NL** | 68 | 73 | 83 |
| **PE** | 76 | 83 | 88 |
| **NS** | 68 | 83 | 84 |
| **NB** | 76 | 81 | 84 |
| **QC** | 63 | 78 | 86 |
| **ON** | 69 | 75 | 83 |
| **MB** | 62 | 71 | 86 |
| **SK** | 70 | 77 | 89 |
| **AB** | 63 | 70 | 86 |
| **BC** | 66 | 75 | 80 |
| **NT** | Not available | Not available | Not available |
| **NU** | Not available | Not available | Not available |
| **YT** | Not available | Not available | Not available |
| **Canada** | 69 | 75 | 84 |

## Spaces in regulated child care

Table 3 shows that while Canada's supply of child care has continued to increase year by year, expansion has been slow, slowing even more beginning in 2006. Thus, while the percent of children for whom a regulated space is available Canada-wide has increased over the years (Table 4), Canada is still far from covering all children, or even all children with mothers in the paid labour force anywhere in Canada. Table 4 also shows that there is wide regional variation in coverage, with provinces/ territories ranging from a low of 7.2% to a high of 37.4% for 0-12 year olds. Table 5 shows that the composition of child care supply by program type (full and part-day centre-based, family child care and school-aged) varies considerably among the various provinces/ territories.

TABLE 3 Growth in regulated child care spaces per year

| Period | Space expansion per year (averaged over period) |
|---|---|
| **2008-2010** | 27,324 |
| **2006-2008** | 27,966 |
| **2004-2006** | 32,669 |
| **2001-2004** | 50,832 |

TABLE 4 Children 0-5 for whom there was a regulated centre-based child care[1] space and children 0-12 for whom there was a regulated child care space (all types) 2001 – 2010

| | Children 0-5 for whom there was a regulated centre-based space (%) | | | | | Children 0-12 for whom there was a regulated space (%) | | | | |
|---|---|---|---|---|---|---|---|---|---|---|
| **P/T** | **2001** | **2004** | **2006** | **2008** | **2010** | **2001** | **2004** | **2006** | **2008** | **2010** |
| **NL** | 11.9 | 13.1 | 16.5 | 17.3 | 17.9 | 5.5 | 6.8 | 8.3 | 9.2 | 9.6 |
| **PE** | 38.1 | 38.2 | 42.2 | 41.0 | 41.6 | 14.0 | 18.9 | 20.0 | 22.2 | 25.9 |
| **NS** | Not available | Not available | 25.2 | 22.1 | 22.6 | 8.1 | 9.6 | 10.3 | 11.6 | 13.0 |
| **NB** | 11.9 | Not available | 18.1 | 19.9 | 21.1 | 9.9 | 11.0 | 12.9 | 16.2 | 19.6 |
| **QC** | 16.8 | 22.0 | 25.6 | 25.0 | 28.5 | 21.1 | 29.9 | 34.8 | 36.1 | 37.4 |
| **ON** | 14.0 (est) | 14.9 | 16.9 | 19.6 | 19.7 | 8.9 | 10.7 | 12.0 | 13.6 | 14.9 |
| **MB** | 17.9 | 20.2 | 20.0 | 20.6 | 22.8 | 12.4 | 14.3 | 14.5 | 15.5 | 16.8 |
| **SK** | 5.4 | 6.7 | 8.1 | 9.1 | 10.5 | 4.2 | 4.9 | 5.9 | 6.3 | 7.2 |
| **AB** | 17.6 | 18.9 | 17.9 | 17.4 | 19.8 | 9.1 | 12.3 | 12.9 | 13.7 | 14.7 |
| **BC** | 14.6 | 15.6 | 17.1 | 18.3 | 19.8 | 12.1 | 13.7 | 13.8 | 15.4 | 17.0 |
| **NT** | Not available | 18.7 | 21.0 | 23.3 | 22.9 | Not available | 13.1 | 17.5 | 20.5 | 21.7 |
| **NU** | Not available | 22.8 | 20.5 | 20.2 | 20.5 | Not available | 11.6 | 10.9 | 11.2 | 11.3 |
| **YT** | Not available | 35.9 | 26.4 | 28.3 | 27.8 | Not available | 29.2 | 28.4 | 27.9 | 29.5 |
| **Canada** | **14.9** | **17.1** | **19.1** | **20.3** | **21.8** | **12.1** | **15.5** | **17.2** | **18.6** | **19.9** |

1 The number of children by age in family child care is not available in some provinces/territories, so for 0-5 year olds, this refers to centre-based full- and part-day child care.

TABLE 5 Number of regulated spaces for 0-12 year olds; percent represented by part and full day centre-based, family child care and school-aged child care 2010 (rounded)

| P/T | Total regulated spaces for 0-12 year olds | % of total centre spaces that were in part/full day centres[2] for 0-5 year olds | % of total spaces that were for school-aged children | % of total spaces that were in family child care |
|---|---|---|---|---|
| NL | 6,200 | 82 | 12 | 7 |
| PE | 4,394 | 79 | 20 | .6 |
| NS | 15,295 | 77 | 20 | 3 |
| NB | 18,785 | 49 | 48 | 3 |
| QC | 379,386 | 34[3] | 43 | 23 |
| ON | 276,410 | 61 | 33 | 7 |
| MB | 29,382 | 60 | 29 | 11 |
| SK | 10,848 | 67 | 11 | 21 |
| AB | 82,050 | 63 | 23 | 14 |
| BC | 97,170 | 52 | 31 | 17 |
| NT | 1,785 | 52 | 26 | 22 |
| NU | 1,015 | 86 | 13 | 0 |
| YT | 1,114 | 56 | 18 | 25 |
| Canada | 921,841 | 50 | 35 | 15 |

2 Note that part- and full-day spaces cannot be disaggregated in some provinces/territories.

3 In Quebec, this figure refers to 0-4 year olds, not 0-5 year olds, due to the program design.

## Public funding

Comparative studies show that Canada's public funding for early childhood education and child care is very low relative to other wealthy countries and to international benchmarks. As such, and as Canada's regulated child care services cover only 21% of 0-5 year olds, there has generally been an expectation that public spending will (or should) steadily increase over time to become substantial enough to provide high quality affordable coverage for more children. The data in Table 6, however, show that this has not been the case.

Over the past 15 years, there has been little regularity or predictability in increases in public funding, from a high increase of $280 million/yr in 1998-2001, to a low increase of less than $75 million/yr in the 2006-2008 period (total Canada-wide). In the most recent period – 2008-2010, total provincial/territorial public spending allocations again increased to $205 million/yr but the increase is still lower than it was some years earlier.

Overall, public funding for regulated child care has remained too low and increases have been too limited and inconsistent to allow an adequate supply of affordable, high quality services to be built.

Table 7 shows this in more detail. Figures for actual dollars over a twelve year period (1998, 2001, 2008, 2010) show that spending patterns were generally unpredictable, with rapid increases, modest increases, and even funding reductions creating barriers to building a child care system or sustaining improvements.

Table 7 also shows that in the 2009-2010 fiscal year, Quebec's public funding for regulated child care represented 57% of the Canada-wide total. Since 2001, Quebec has dominated Canada's public spending; prior to 2001, Quebec's share of Canada-wide funding for child care was only at 29% of the Canada-wide total (1998 figures). Since 2004, however, Quebec's increases in public funding have slowed, becoming more consistent with the slow rate of growth in the rest of Canada.

When public spending figures are adjusted to inflation (Table 8 - 2001 and 2010 figures), a similar pattern emerges—inconsistent, relatively limited growth, and Quebec accounting for the lion's share of public funding. When adjusted for inflation, increases over this 12 year period are considerably lower than they are in unadjusted dollars, with increased public spending in Canada outside Quebec of about $500 million ($547,901,306) over the 12 year period.

TABLE 6 Increase in public spending allocations for regulated child care (actual dollars) Canada - total all provinces/territories 1998 - 2001 to 2008 -2010

| Period | Total increase over period | Average increase per year[4] |
|---|---|---|
| 2008 -2010[5] | $409,085,000 | $204,542,500 |
| 2006-2008 | 147,303,000 | 73,651,500 |
| 2004-2006 | 538,261,000 | 269,130,500 |
| 2001 -2004 | 512,075,000 | 170,691,666 |
| 1998 -2001 | 841,225,000 | 280,408,333 |

4 Note that earlier data collection periods covered three years, while later periods covered two years.

5 Each period represents fiscal years, so 2008 – 2010 represents the 2007/2008 fiscal year to the 2009/2010 fiscal year, etc.

## TABLE 7 Total allocations in actual dollars for regulated child care – selected years 1998, 2001, 2008, 2010 (actual $ millions)

| P/T | 1998 | 2001 | 2008 | 2010 |
|---|---|---|---|---|
| NL | 3,300,000 | 7,753,000 | 19,844,000 | 20,523,000 |
| PE | 2,578,000 | 4,230,000 | 6,227,000 | 6,432,000 |
| NS | 15,685,000 | 12,892,000 | 37,150,000 | 39,033,000 |
| NB | 5,523,000 | 11,823,000 | 26,236,000 | 28,936,000 |
| QC | 299,860,000 | 1,092,428,000 | 1,730,574,000 | 1,998,720,000[6] |
| ON | 470,500,000 | 451,500,000 | 780,400,000[5] | 801,800,000[5] |
| MB | 45,189,000 | 62,876,400 | 105,983,000 | 116,551,000 |
| SK | 15,746,000 | 16,388,000 | 47,134,000 | 53,716,000 |
| AB | 54,297,000 | 57,500,000 | 105,733,000 | 190,627,000 |
| BC | 128,865,000 | 164,563,000 | 216,740,000 | 227,514,000 |
| NT | 2,271,000 | 1,602,000 | 2,542,000 | 2,542,000 |
| NU | Not available | 1,865,000 | 2,470,000 | 2,775,000 |
| YT | 4,764,000 | 4,440,000 | 6,409,000 | 7,359,000 |
| Canada | 1,048,579,000 | 1,889,804,000 | 3,087,443,000 | 3,496,528,000 |

5 Each period represents a fiscal year, so 2008 represents the 2007/2008 fiscal year, etc.

6 This figure includes spending on school-age child care from 2008; more recent information not available.

## TABLE 8 Total allocations for regulated child care in adjusted dollars 2001 and 2010 ($ millions)

| P/T | 2001 $ unadjusted | 2001$ adjusted to 2010 | 2010 actual $ | Adjusted $ (real) spending growth 2001 – 2010 |
|---|---|---|---|---|
| NL | 7,753,000 | 9,235,424 | 20,523,000 | 11,287,576 |
| PE | 4,230,000 | 5,038,804 | 6,432,000 | 1,393,196 |
| NS | 12,892,000 | 15,357,035 | 39,033,000 | 23,675,965 |
| NB | 11,823,000 | 14,083,635 | 28,936,000 | 14,852,365 |
| QC | 1,092,428,000 | 1,301,307,382 | 1,998,720,000 | 697,412,618 |
| ON | 451,500,000 | 537,829,755 | 801,800,000 | 263,970,245 |
| MB | 62,876,400 | 74.898,779 | 116,551,000 | 41,652,221 |
| SK | 16,388,000 | 19,521,493 | 53,716,000 | 34,194,507 |
| AB | 57,500,000 | 68,494,376 | 190,627,000 | 122,132,624 |
| BC | 164,563,000 | 196,028,522 | 227,514,000 | 31,485,478 |
| NT | 1,602,000 | 1,908,313 | 2,542,000 | 633,687 |
| NU | 1,865,000 | 2,221,600 | 2,775,000 | 553,400 |
| YT | 4,440,000 | 5,228,957 | 7,359,000 | 2,070,043 |
| Canada | 1,889,804,000 | 2,251,214,076 | 3,496,528,000 | 1,245,313,924 |

## Programming

One of the key developments in early childhood education and care in Canada in the last decade has been the increasing interest in greater integration of 'care' and 'early education' ( kindergarten and regulated child care)—a direction that has become the international norm. Although Canadian integration efforts are still in an early stage of development, in six provinces/territories, child care and kindergarten are now in the same ministry and six jurisdictions now provide full-school day kindergarten for all five year olds (including Ontario, which will also have phased in full-school day programs for all four year olds by 2014) (Table 9).

Another trend in Canada has been the adoption of curriculum frameworks for child care centres (seven provinces/territories). These, as Table 10 shows, are usually optional rather than mandatory. None of the provinces/territories extend the same curriculum to both kindergarten and child care.

TABLE 9 Kindergarten and child care departmental aegis and kindergarten availability for four and five year olds 2010

| P/T | Full/part-day | Available to 4 yr olds | Ministry/department responsible for kindergarten | Is same ministry/department responsible for child care? |
|---|---|---|---|---|
| **NL** | Part day | No | Education | No. Child care is in Child, Youth and Family Services |
| **PE** | Full day | No | Education and Early Childhood Development | Yes |
| **NS** | Full day | No | Education | No. Child care in Community Services |
| **NB** | Full day | No | Education and Early Childhood Development | Yes |
| **QC** | Full day | Limited number | Ministère de l'éducation, du loisir et du sport | No. Child care is in Ministère de la Famille et des Aînés |
| **ON** | Full day[7] | All | Education | Yes |
| **MB** | Part day | Limited number | Education | No. Child care is in Family Services and Consumer Affairs |
| **SK** | Part day | Limited number of 3 and 4 year olds | Education | Yes |
| **AB** | Part day | Limited number | Education | No. Child care is in Children and Youth Services |
| **BC** | Full day | No | Education | No. Child care is in Children and Family Development |
| **NT** | Full and part day | No | Education, Culture and Employment | Yes |
| **NU** | Part day | No | Education | Yes |
| **YT** | Full and part day | Limited number | Education | No. Child care is in Health and Social Services |

7 Will be fully implemented by 2014

## TABLE 10 Provincial child care curriculum frameworks 2010

| P/T | Is there a curriculum framework? | Optional or mandatory? |
|---|---|---|
| NL | No | |
| PE | Yes | Mandatory in Early Years Centres |
| NS | No | |
| NB | Yes | Mandatory |
| QC | Yes | Optional |
| ON | Yes | Optional |
| MB[8] | Yes | Mandatory in funded centres |
| SK | Yes | Optional |
| AB | No | |
| BC | Yes | Optional |
| NT | No | |
| NU | No | |
| YT | No | |

8 Introduced 2011.

## Auspice

The auspice, or ownership, of child care services has historically been a key issue in Canada, with accumulation of a body of research that documents how and why ownership of child care centres is associated with quality and access. As Table 11 shows, there is considerable variation - from 0% to 72% - among provinces/territories regarding the proportion of child care centre spaces that are operated for-profit.

Figure 1 shows that between 1992 and 2004, for-profit child care had been diminishing relative to child care spaces overall but beginning in 2004, the for-profit sector (then at 20% of total centre spaces) again began to grow. This trend continues, with the most recent data showing that it is accelerating, with the for-profit sector comprising 28% of total centre-based spaces in 2010. The details of this Canada-wide growth can be seen in Table 11, which shows how much the for-profit sector increased in a number of provinces/territories between 2008 and 2010. The data show that much of the expansion was in the for-profit sector, reaching more than 2/3 of expansion in six provinces/territories. This tendency —a rapidly growing for-profit sector with very substantial increases in some provinces—was observed in the 2006 – 2008 data and 2004- 2006 data as well, indicating a clear trend.

Table 12 shows the eligibility for the main categories of public child care funds by auspice for each province/territory. All provinces/territories allow for-profit child care to be licensed but some provide less or different funding to for-profits and not-for-profits. (Saskatchewan is the sole province to provide no funding or fee subsidies to for-profits).

FIGURE 1 Percent of child care spaces that were for-profit Canada-wide 1992 – 2010

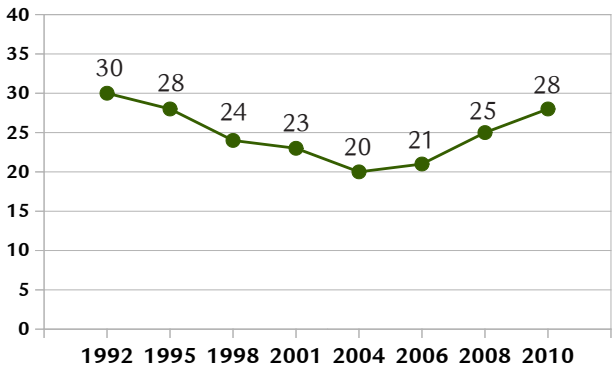


TABLE 11 Percent of expansion that was for-profit 2008-2010

| P/T | Centre-based child care 0-12 operated for-profit 2010 (%) | Centre-based growth that was for-profit 2008-2010 (%) |
|---|---|---|
| NL | 72 | 100 (non-profit spaces were also reduced) |
| PE | 58 | 69 |
| NS | **52** | **75** |
| NB[9] | 62 | 33 |
| QC | 17 | 81 |
| ON | 25 | 36 |
| MB | 5 | 4 |
| SK | 0 | 0 |
| AB[10] | 50 | 38 |
| BC | 43 | 59 |
| NT | 0 | 0 |
| NU | 0 | 0 |
| YT | 44 | 100 (non-profit spaces were also reduced) |

9 Estimates by provincial officials

10 Note that the Alberta auspice figures in 2010 included family child care (see Sponsorship table in *Public investments in ECEC 2010*). For this table family child care spaces were separated from centre-based, apportioning half the FDC spaces (11,588) to non-profit and half to for-profit, reflecting the respective auspices of Alberta's FDC agencies

## TABLE 12 Eligibility for types of public funding by auspice 2010

| P/T | Fee subsidies | Recurring funding | Special needs | One-time funds |
|---|---|---|---|---|
| NL | Public, non-profit, for-profit[11] | Public, non-profit, for-profit<br>- wage supplement<br>- annual equipment grant<br>-quality and inclusion enhancement<br>Non-profit<br>-family child care agencies<br>Public<br>- infant centres in high schools<br>Public, non-profit<br>- Capacity Initiative | Public, non-profit, for-profit | Non-profit<br>- family child care start-up |
| PE[12] | Non-profit, for-profit -post 2010, centres that are not EYCs continue receiving subsidies. | Non-profit, for-profit<br>-post 2010, there has been a transition to more publicly-managed child care in "Early Years Centres" which receive "unit funding[13]"; previous operating funding continues for other centres. As of June 2011, there were 41 EYCs and 64 other centres. | Non-profit, for-profit | |
| NS | Non-profit, for-profit | Non-profit, for-profit<br>-operating grant<br>-wage supplement<br>- family child care operating grant<br>Non-profit<br>-child development centre operating grant | Non-profit, for-profit | Non-profit, for-profit<br>-capital loans (75% forgivable loan non-profits, 25% for-profit)<br>-repair/renovation loans<br>-start-up |
| NB | Non-profit, for-profit | Non-profit, for-profit<br>-wage supplement (quality improvement) | Non-profit, for-profit | Non-profit, for-profit<br>-start-up |
| QC | No fee subsidies | Public, non-profit, for-profit[14]<br>-Basic allowance - for each annualized space (garderies (for-profit) and family child care receive a somewhat lesser basic allowance per space than CPEs - non-profit)<br>-allowance to compensate for parent fees for fee-exempt parents<br>-additional funds for facilities in disadvantaged areas<br>-funds for staff benefit and pension plans | Non-profit, for-profit | Non-profit (CPEs)<br>-development grants<br>-major and minor capital |
| ON | Public, non-profit, for-profit[15] | Public, non-profit, for-profit<br>-wage enhancement | Public, non-profit, for-profit | Note: Provincial capital and "transition" funds have been flowed through municipalities; eligibility guidelines for these are not available |
| MB | Non-profit, for-profit | Non-profit<br>-operating funds in a "unit funding"[16] model.<br>For-profit<br>–centres licensed before 1991 may be paid a flat rate for up to 25% of their spaces | Non-profit | Non-profit<br>-capital |

11 This table treats individually licensed family child care providers as non-profit. There are, however, for-profit agencies in several provinces that use a family child care agency model.

12 In 2010, PEI began to make significant changes to child care. This table includes both 2010 information and information referring to the new program post-2010.

13 See FN 12, above.

| P/T | Fee subsidies | Recurring funding | Special needs | One-time funds |
|---|---|---|---|---|
| SK[17] | Public, non-profit | Public, non-profit<br>-all types of recurring/operating funds in Saskatchewan are available only for public and non-profit centres and family child care homes | Public, non-profit | Public, non-profit<br>- capital, enrichment and start-up grants |
| AB | Public, non-profit, for-profit | Public, non-profit, for-profit<br>-all recurring funds (accreditation/ wage enhancement, infant incentive, family child care agency grant) are available to all auspice types | Public, non-profit, for-profit | Public, non-profit, for-profit<br>-Capital (Space Creation Fund, Modular Initiatives, ended March 2011) |
| BC | Non-profit, for-profit, un-regulated | Non-profit, for-profit<br>-operating funding | Non-profit, for-profit | Non-profit,for-profit<br>-minor capital |
| NT | Non-profit, un-regulated | Non-profit<br>-operating funding | Non-profit | Non-profit<br>-start-up funding |
| NU | Non-profit, un-regulated | Non-profit<br>-operating funding | Non-profit | Non-profit<br>-start-up funding |
| YT | Non-profit, for-profit | Non-profit, for-profit<br>-unit funding | Non-profit, for-profit | Non-profit, for-profit<br>-capital, start-up |

14 All CPEs are publicly funded to provide "reduced contribution" ($7/day) spaces. Garderies (for-profit) are either funded through the Basic Allowance or are unfunded. Since 2008, parents using unfunded garderies (for-profit) receive a substantial provincial rebate which may be paid three times a year. Note also that all school-age centres in QC are operated by schools under the Ministry of Education.

15 Some municipal governments have established their own guidelines determining service eligibility for provincial funds.

16 Unit funding is based on set parent fees and a province-wide wage scale, substantial base funding, and subsidies to offset fees.

17 Saskatchewan allows for-profits to be licensed but provides no public funding or subsidies.

## Aboriginal child care

Aboriginal early childhood education and care is one area in which the federal government has a primary responsibility under Canadian constitutional conventions. As Table 13 shows, multiple programs for various Aboriginal communities are administered by multiple federal departments. Since the 2005/2006 fiscal year, when total federal funding for Aboriginal ECEC programs increased, funding has been static, decreasing in the last fiscal year period (Table 14). The number of child care centres on-reserve, which are provincially regulated in some jurisdictions, has grown considerably (Table 16). Further data regarding coverage, access, parent fees, programming or quality are not available.

TABLE 13 Federal Aboriginal ECEC programs 2010

| Program name | Federal department |
|---|---|
| First Nations and Inuit Child Care Initiative (FNICCI) | Human Resources and Skills Development Canada |
| Child/Day Care Program Alberta | Aboriginal Affairs and Northern Development Canada |
| Child/Day Care Program Ontario | Aboriginal Affairs and Northern Development Canada |
| First Nations Child and Family Service Head Start – New Brunswick | Aboriginal Affairs and Northern Development Canada |
| Aboriginal Head Start in Urban and Northern Communities | Public Health Agency Canada |
| Aboriginal Head Start On Reserve | Health Canada |
| First Nations Elementary/Secondary Education (Kindergarten) | Aboriginal Affairs and Northern Development Canada |

TABLE 14 Federal funding for Aboriginal ECEC programs 2001-2010

| Fiscal year | Total funding $ (millions) |
|---|---|
| 2000/2001 | 104.3 |
| 2001/2002 | 103.7 |
| 2002/2003 | 129.0 |
| 2003/2004 | 135.7 |
| 2004/2005 | 127.9 |
| 2005/2006 | 161.5 |
| 2006/2007 | 163.9 |
| 2007/2008 | 167.5 |
| 2008/2009 | 164.7 |

TABLE 15 Children 0-9 years identifying with an Aboriginal group 2006

| Age group | Number of children (all groups) |
|---|---|
| 0-4 | 108,885 |
| 5-9 | 114,755 |

## TABLE 16 Number of child care centres on-reserve and self-government regions1 2001 – 2010 [18] [19]

| P/T | 2001 | 2004 | 2006 | 2008[20] | 2010 |
|---|---|---|---|---|---|
| NL | 2 | 2 | 2 | 8 | 8 |
| PE | 1 | 1 | 1 | 2 | 2 |
| NS | 11 | 13 | 13 | 13 | 13 |
| NB | 3 | 6 | 7 | 7 | 8 |
| QC | 25 | 41 | 43 | 43 | 49 |
| ON | 67 | 64 | 64 | 64 | 74 |
| MB | 60 | 62 | 62 | 62 | 64 |
| SK | 45 | 45 | 76 | 76 | 76 |
| AB | 22 | 24 | 31 | 35 | 35 |
| BC | 65 | 65 | 92(est) | 98(est) | 122(est) |
| NT | 49 | 49 | 51 | 67 | 59 |
| NU | 42 | 46 | 45 | 45 | 47 |
| YT[21] | 9 | 7 | 7 | 7 | 9 |
| Canada | 401 | 425 | 494 | 527 | 566 |

18 This table is reproduced from HRSDC (2012). *Public investments in early childhood education and care in Canada 2010*. Table 18.

19 Note that NT and NU are primarily made up of Dene and Inuit communities, so all centres in these two territories are included.

20 This includes six centres in Nunatsiavut self-government region that were not previously counted, so figures are not comparable across years,

21 In YT there are no reserves, so the data refer to centres operated by Aboriginal communities.

## Parent fees and fee subsidies

Child care in Canada is primarily a user-pay service. In all provinces/territories except Quebec, parent fees, or subsidies paid in lieu of fees on behalf of eligible low income parents make up the bulk of child care centre funding. Three provinces have set maximum parent fees – Quebec, where all parents pay a flat fee of $7/day for all varieties of funded regulated child care, Manitoba and Prince Edward Island. As Table 17 shows, Quebec's parent fees were by far the lowest in Canada ($154/month); in Manitoba, the next lowest, monthly fees for a two year old were $414 a /month. Two things should be noted, however, about these parent fee data collected by most of the provinces/territories: first, comparably-collected national fee data were not available for 2010, so these fee data should be used with some caution. Second, the fee data included here represent averages and may not reflect the range of fees in any given jurisdiction, which may be considerable.

Fee subsidies, used by all jurisdictions but Quebec, are income tested (or needs tested in NT and NU), with varying income-eligibility levels and some additional eligibility criteria. In all provinces except Ontario, eligibility guarantees a subsidy. However, provincial subsidy rates may be set lower—sometimes much lower—than the fees, so a subsidy may only partially cover fees even for fully-subsidized parents. In British Columbia, for example, the monthly toddler subsidy rate is $635 but a non-profit centre in Vancouver may charge more than $1500 a month. Effectively, this means that many low income parents cannot afford to use regulated child care. Ontario uses a different approach: eligibility for a subsidy guarantees not a subsidy but a place on a municipal subsidy waiting list.[22] However, the subsidy—once secured—may cover the full fee.

Canada's fee subsidy approach—intended to help eligible low income families access child care—was termed 'inefficient' by the OECD[23] in its 2004 analysis of Canada's ECEC situation. The subsidy approach may help explain the figures in Table 18 that suggest that not only is the number of subsidized children static or shrinking in some provinces/territories but that subsidized child care as a proportion of regulated spaces has shrunk over the years.

It should be noted that between 2001 and 2010, Manitoba's 'unit funding' model, which incorporates set parent fees, fee subsidies and operational funding had become well established. This may account for the considerable drop in the percent of subsidized children in Manitoba (Table 18), as the unit funding approach reduces parent fees, making them more affordable to a broader spectrum of parents. Since 2010, PEI and Yukon have also adopted unit funding approaches. These have some characteristics that are different from Manitoba's approach but the overall idea is similar.

22 For example, the City of Toronto's subsidy waiting list reached almost 22,000 in October 2012

23 The OECD recommended base (operational) funding to services rather than subsidizing individual children as fee subsidies do.

TABLE 17 Average full-time monthly fees for a two year old 2010[24]

| P/T[25] | Average monthly fee ($) |
|---|---|
| NL | 599 |
| PE | 599 |
| NS | 616 |
| NB | 462 |
| QC | 154 |
| ON | Not available |
| MB | 414 |
| SK | 514 |
| AB | 726 |
| BC | 850 |
| NT | 630 |
| NU | 600 |
| YT | 599 |

24 Note that this fee information, collected by each provincial/territory, may not be comparable Canada-wide as it may have not been collected using comparable methods. The most recent comparable data available is 1998 data. Where provinces/ territories provided daily rates, monthly fees were calculated at 22 days/month.25 The OECD recommended base (operational) funding to services rather than subsidizing individual children as fee subsidies do.

25 In Quebec, Manitoba and PEI, province-wide parent fees are now set by the provincial government.

## TABLE 18 Number of children 0-12 subsidized 2001 and 2010, and subsidized children as a percent of all regulated spaces 2001 and 2010

| P/T | Children 0-12 subsidized 2001 | Children 0-12 subsidized 2010 | Subsidized children as a percent of all regulated spaces 2001 (%) | Subsidized children as a percent of all regulated spaces 2010 (%) |
|---|---|---|---|---|
| NL | 1,015 | 1,912 | 24 | 31 |
| PE | 1,072 | 958 | 25 | 19 |
| NS | 2,655 | 3,977 | 23 | 26 |
| NB | 2,545 | 4,666 | 23 | 25 |
| QC[26] | Not applicable | Not applicable | Not applicable | Not applicable |
| ON[27] | 73,400 (est) | 63,048 (calculated) | 42 | Not available |
| MB[28] | 10,964 | 9,064 | 48 | 31 |
| SK | 3,864 | 3,159 | 54 | 29 |
| AB | 11,598 | 18,647 | 24 | 23 |
| BC | 18,500 (est) | 21,302 | 25 | 22 |
| NT | Not available | Not available | Not available | Not available |
| NU | Not available | Not available | Not available | Not available |
| YT | 790 | 541 | 59 | 38 |

26 Quebec does not use fee subsidies.

27 Ontario's information in this table should be treated with caution for two reasons: first, through 2001, ON provided only estimates re: number of subsidized children on a given 'snapshot' date (March 31). Second, although ON began to provide actual data in 2004, it has provided cumulative data in each edition of *ECEC in Canada*, not 'snapshot' data. Therefore, ON data post-2001 has not been comparable with other jurisdictions. For the purposes of this table, in an attempt to approximate comparable data, we have taken ½ the cumulative number of children subsidized over the year provided by ON for 2010. Given these two circumstances, we urge extreme caution when considering these numbers.

## Human resources

There is no doubt, based on research and common sense, that human resources (staff/teachers) are at the heart of early childhood education and care programs. Research shows clear associations between quality and human resource factors including staff: child ratios, post-secondary early childhood training, turnover, working conditions and wages, and unionization, while factors such as recruitment and retention are practical issues with which policy-makers and service providers struggle.

Wages in regulated child care have been a persistent issue in Canada. Table 19 shows available 2010 wage data compiled by most provinces/territories, together with the most recent Census data available (2005 data). The Census data included here were derived from a Statistics Canada special tabulation based on the Long-Form Census that was originally used in the 2006 version of *ECEC in Canada*. While the 2010 provincial/territorial information collected as administrative data is not directly comparable to income data reported through the Census (as the methods used by the provinces/territories to collect wage data are different from those used for the Census and also different among jurisdictions), a study for the Child Care Human Resources Sector Council (CCHRSC) ascertained that the 2006 Census data was within $1,000-$2,000 of P/T wage data in that year. Therefore, Table 19 presents the 2006 Census data together with the 2010 provincial/territorial wage data to permit consideration of changes over time. The table shows that there is no regular pattern; in jurisdictions where 2010 data were available, there were some increases, some decreases and some static wage figures. Again, it should be noted that these comparisons are rough, as data collected using a common cross-Canada method were not available for 2010.

Table 21 is concerned with family child care, a component of regulated child care provision in all provinces/territories. It shows the two main administrative models used, individual licensing of care providers and a model in which an agency (usually licensed) is responsible for supervising and monitoring providers according to the regulations. Table 21 also shows that a number of provinces/territories now have minimum training requirements for regulated family child care providers.

TABLE 19 Median full-time incomes/wages for qualified program staff with a post-secondary qualification 2005 and 2010 (actual dollars)[29]

| P/T | Median income[30] – 2006 Census data ($) | Annual full-time equivalent 2010[31] ($) |
|---|---|---|
| NL | 17,411 | Not available |
| PE | 21,198 | 22,819 - 25,578 |
| NS | 20,644 | 20,548[32] |
| NB | 17,989 | 27,040 |
| QC | 27,153 | 29,342 - 38,878 |
| ON | 29,001 | Not available |
| MB | 26,702 | 29,670 - 32,210 |
| SK | 19,439 | 24,281 - 31,260 |
| AB | 20,479 | 29,305 - 31,772 |
| BC | 26,046 | 27,405 - 31,059 |
| NT | 31,936 | Not available |
| NU | 23,552 | 34,932 |
| YT | 39,707 | 34,348 - 37,600 |
| **Canada** | **26,927** | Not available |

29 This table is reproduced from a working version of a paper by Jane Beach for the Child Care Human Resources Sector Council (In press 2013). It uses data from *ECEC in Canada 2006* and *HRSDC, 2010*.

30 The source for these figures is Statistics Canada (2006). National occupational classification for statistics (NOC-S), Catalogue No. 12-583-XIE. Special tabulation conducted by Statistics Canada.

31 With the exception of NS, all provinces/territories that collect wage information report hourly rates. Full time annual equivalents have been calculated using a 35 hour paid work week, or 1,827 hours/year.

32 The amount reported for Nova Scotia is prior to disbursement of Child Care Operating and/or Stabilization Grant funding, so actual wages were higher.

TABLE 20 Minimum post-secondary early childhood training requirements for staff in full-time child care centres 2010

| P/T | Centre directors | Other full-time staff |
|---|---|---|
| NL | Two year ECE diploma | One year ECE certificate/ one staff member per group. All - 30-60 hour course/others. In infant care/one-year certificate in ECE required - all staff. |
| PE | One year ECE diploma | One staff per centre - one year ECE diploma |
| NS | Training program in ECE or equivalent | Training program in ECE or equivalent – 2/3 of staff |
| NB | Director or designate or ¼ of staff – one year ECE certificate or equivalent[33] | See centre directors |
| QC | Not specified | 2/3 of staff in centres – college/university ECE. The college diploma may be a three-year Diplôme d'études collégiales (DEC) or a one-year Attestation d'études collégiales combined with three years experience. |
| ON | Two year ECE diploma/approved College of Arts and Technology (CAAT) or equivalent | One staff/ group - two year ECE diploma from approved CAAT or equivalent. |
| MB | Post-diploma continuing education certificate or degree program from an approved MB post-secondary institution | ECE diploma from recognized MB community college or Manitoba Child Care Program's Competency Based Assessment (CBA) program – 2/3 of staff for 0-6 year olds and ½ of staff for school-age and nursery school. All - 40 hours of approved training within first year of work. |
| SK | Two year ECE diploma[34] | 50% of staff – one year ECE All - 120 hour child care orientation course |
| AB | Two year ECE diploma | 25% of staff – one year ECE certificate. All - orientation course or equivalent ECE-related course work - 45 hours. |
| BC | Not specified. | With infant/toddler groups up to 36 months –basic ECE training at approved training institution/one staff plus infant/toddler educator with specialized post-basic training/one staff<br>With groups 30 months to school-age – basic ECE training for one staff. |
| NT | No training required. | No training required. |
| NU | No training required. | No training required. |
| YT | Not specified. | 20% of staff - two year ECD training or degree/Health and Social Services or Education plus 60 hour course. Additional 30% of staff - one year ECD training. 60 hour course - all others. |

33 All facilities not meeting staff qualification requirements by April 2006 were required to submit an action plan detailing how they would meet it; many are still working to achieve this.

34 Directors appointed to a centre director position prior to July 2001 require a one-year certificate or equivalent but must upgrade to a two-year diploma if they accept employment with another centre.

TABLE 21 Regulated family child care: Required ECE training and administrative model 2010

| P/T | Required ECE training | Agency model or individually licensed providers |
|---|---|---|
| NL | Minimum course ( 30 hours every 3 years) | Both agencies and individual licenses |
| PE | Minimum course (30 hours) | Individual licenses |
| NS | Minimum course - Level 1/Canadian Child Care Federation family day care training | Agency model |
| NB | None | Individual licenses |
| QC | Minimum course ( 45 hours + 6 hours each year) | Agency model |
| ON | None | Agency model and regulated group family child care |
| MB | Minimum course (40 hours/community college) | Individual licenses and licensed group family child care |
| SK | Minimum course (40 hours ) | Individual licenses |
| AB | Minimum course | Agency model (contracted and approved, not licensed) and licensed group family child care homes |
| BC | Minimum course ( 20 hours) | Individual licenses |
| NT | None | Individual licenses |
| NU | None | Individual licenses |
| YT | Minimum course (60 hours, family day home course or equivalent) | Individual licenses |

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## About the Childcare Resource and Research Unit

The Childcare Resource and Research Unit (CRRU) is a policy research institute that focuses on early childhood education and care (ECEC) and family policy. CRRU has a commitment to a universal, high quality, publicly-funded, public and non-profit, inclusive ECEC system and works with researchers, NGOs, advocacy groups and policy makers.

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