



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).

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)

P/T	Number of children				Number of children w/ mother in labour force			
	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 care¹ space and children 0-12 for whom there was a regulated child care space (all types) 2001 – 2010

P/T	Children 0-5 for whom there was a regulated centre-based space (%)					Children 0-12 for whom there was a regulated space (%)				
	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

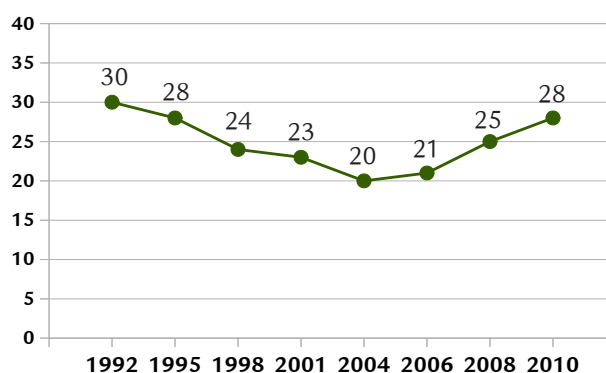


TABLE 11

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 - wage supplement - annual equipment grant - quality and inclusion enhancement Non-profit - family child care agencies Public - infant centres in high schools Public, non-profit - Capacity Initiative	Public, non-profit, for-profit	Non-profit - 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 -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 - operating grant - wage supplement - family child care operating grant Non-profit - child development centre operating grant	Non-profit, for-profit	Non-profit, for-profit - capital loans (75% forgivable loan non-profits, 25% for-profit) - repair/renovation loans - start-up
NB	Non-profit, for-profit	Non-profit, for-profit - wage supplement (quality improvement)	Non-profit, for-profit	Non-profit, for-profit - start-up
QC	No fee subsidies	Public, non-profit, for-profit ¹⁴ - 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) - allowance to compensate for parent fees for fee-exempt parents - additional funds for facilities in disadvantaged areas - funds for staff benefit and pension plans	Non-profit, for-profit	Non-profit (CPEs) - development grants - major and minor capital
ON	Public, non-profit, for-profit ¹⁵	Public, non-profit, for-profit - 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 - operating funds in a “unit funding” ¹⁶ model. For-profit - centres licensed before 1991 may be paid a flat rate for up to 25% of their spaces	Non-profit	Non-profit - 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 -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 - capital, enrichment and start-up grants
AB	Public, non-profit, for-profit	Public, non-profit, for-profit -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 -Capital (Space Creation Fund, Modular Initiatives, ended March 2011)
BC	Non-profit, for-profit, un-regulated	Non-profit, for-profit -operating funding	Non-profit, for-profit	Non-profit, for-profit -minor capital
NT	Non-profit, un-regulated	Non-profit -operating funding	Non-profit	Non-profit -start-up funding
NU	Non-profit, un-regulated	Non-profit -operating funding	Non-profit	Non-profit -start-up funding
YT	Non-profit, for-profit	Non-profit, for-profit -unit funding	Non-profit, for-profit	Non-profit, for-profit -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 OECD²³ 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.

TABLE 17 Average full-time monthly fees for a two year old 2010²⁴

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.

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 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 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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January 2013