



Feasibility Study on the PEI Early Childhood Education and Care System

**Prepared for Department of Education,
Early Learning and Culture
Prince Edward Island**

**Kathleen Flanagan
November 2018**

**MOVING FORWARD:
THE EARLY YEARS IN PEI**

MOVING FORWARD – THE EARLY YEARS IN PEI
A Feasibility Study on the PEI Early Childhood Education and Care System

BACKGROUND AND CONTEXT	1
APPROACH TO THE WORK	1
METHODOLOGY	2
UNDERSTANDING THE EARLY CHILDHOOD EDUCATION AND CARE SYSTEM	3
ECONOMIC IMPACTS	4
SOCIAL AND ECONOMIC STABILITY	5
POPULATION GROWTH	6
CHILD DEVELOPMENT AND SUCCESS IN SCHOOL	8
DEFINING EARLY CHILDHOOD DEVELOPMENT	12
THE PEI CONTEXT: WHAT DO WE KNOW?	14
TYPES OF REGULATED ECEC ARRANGEMENTS	15
WHO IS USING CHILD CARE?	17
UNLICENSED CHILD CARE ARRANGEMENTS	18
LICENSED FAMILY HOME CHILD CARE	22
AGENCY MODEL	24
A POLICY FRAMEWORK FOR EARLY CHILDHOOD EDUCATION AND CARE	26
PROPOSED EARLY CHILDHOOD EDUCATION AND CARE POLICY FRAMEWORK FOR PRINCE EDWARD ISLAND	27
PROPOSED GUIDING PRINCIPLES FOR THE ECEC POLICY FRAMEWORK	28
GOVERNANCE	29
PARENT ADVISORY COMMITTEES	31
ISSUES AND RECOMMENDATIONS ON GOVERNANCE	31
QUALITY	33
CURRICULUM	36
HUMAN RESOURCES	38
CONTINUOUS QUALITY IMPROVEMENT	43
ISSUES AND RECOMMENDATIONS ON QUALITY	45
ACCESS	51

AVAILABILITY	51
AFFORDABILITY	56
ISSUES AND RECOMMENDATIONS ON ACCESS	63
SUSTAINABILITY	66
FINANCIAL ANALYSIS OF THE ECEC SYSTEM	66
HUMAN RESOURCES	68
ECEC DATA FOR EVALUATION AND PLANNING	69
UNDERSTANDING CHILD OUTCOMES – INTEGRATION OF DATA SYSTEMS	70
RECOMMENDATIONS FOR A SUSTAINABLE ECEC SYSTEM	72
RECOMMENDATIONS AND POLICY FRAMEWORK	73
CONCLUSION	75
REFERENCES	76
APPENDIX 1	83
APPENDIX 2	84
APPENDIX 3	85
APPENDIX 4	106

LIST OF FIGURES

Figure 1	Number of lone-parent families receiving social assistance January 1990-2015 (thousands)	6
Figure 2	Completed lifetime fertility of successive cohorts of Quebec women born between 1951 and 1979 (number of children to 1,000 women)	6
Figure 3	Impact of Preschool Quality on Children's Self-Regulation at Age 11	9
Figure 4	Quality Ratings in Abbott Preschool Programs (Public and Private)	10
Figure 5	Effects by Years of Participation	11
Figure 6	Effects on Retention and Special Education	11
Figure 7	PT Allocations per regulated child care space - 2016 data	15
Figure 8	Proposed Early Childhood Education and Care Policy Framework	28
Figure 9	Licensed ECEC Programs in PEI – all types	52
Figure 10	Percentage of 0-5 Year Olds With Access to Regulated Full or Part Time Space (March 2016 Data)	53
Figure 11	Availability of Spaces 0-5 and Labour Force Participation for Women with Children 0-5 Based on Above or Below Canadian Average	54
Figure 12	Children registered for child care on central registry - province wide, as of March 2018	55
Figure 13	Wait list by age group and region - March 2018	55
Figure 14	Comparison of full time fees over 4 years at an Early Years Centre, UPEI (non-resident), and UPEI (PEI resident)	58
Figure 15	Projected Use of Licensed Child Care by Household Income	61
Figure 16	Projected Use of Licensed Child Care by Parents' Education	61
Figure 17	Abbreviated Summary of Recommendations According to Elements of the Recommended Policy Framework	74

LIST OF TABLES

Table 1	Maximum Number of Children Allowed in Unlicensed/Unregulated and Licensed/Regulated Home Child Care	19
---------	---	----

Kathleen Flanagan and Associates, Inc.

Susan Willis, Deputy Minister
PEI Department of Education, Early Learning and Culture
November 9, 2018

Dear Ms. Willis,

Moving Forward – The Early Years in PEI examines the current state of PEI’s Early Years System within the context of evidence about what is required to create optimal learning environments for young children, the long-term impacts of children’s access to those learning experiences on their success in school and future employment, and the broader social and economic impacts on female labour force participation, population growth, and economic growth of the province.

As a result of innovative policies introduced in PEI’s ***Preschool Excellence Initiative*** (2010), Prince Edward Island received national recognition for its “publicly managed, community based” system approach to provision of early childhood education and care (Globe and Mail 2013). The new policies were evident in national ECEC research findings where PEI stood out in study results; examples include findings on ECE job satisfaction (Flanagan, Beach, & Varmuza, 2013) and parent fees (MacDonald & Friendly, 2017).

In 2016, The Atkinson Centre (Toronto) ranked PEI and Quebec as tied for leaders in Canada on an index of policy indicators; in 2018, the Atkinson Centre’s index ranked PEI as highest in Canada. PEI’s leadership in ECEC policy is evident in new initiatives in other provinces which are modelled on PEI’s system of Early Years Centres.

This report acknowledges these significant accomplishments, and summarizes recent ECEC research to explore how PEI can continue to move forward with insight and innovation. Recommendations are framed within the strong and consistent evidence regarding how a well-developed ECEC system can contribute to children’s success in school, and the social and economic outlook for PEI.

The recommendations in this report have been developed within the context of the recommended policy framework, and with consideration to systemic impacts. For example, the evidence is clear that the length of time that a child is involved in a high quality ECEC program (duration) is one of the key factors to determine a child’s future success in school. Although some Canadian jurisdictions have introduced universal preK programs in the public school system as a means of increasing access and program duration, this is not recommended for PEI given the negative impact such an initiative would have on the current ECEC system. PEI can achieve the same goal within its ECEC system through measures to address affordability and availability of high quality ECEC programs, along with simultaneous quality improvement and data monitoring measures.

And finally, this report emphasizes the complexity of the ECEC system. Therefore, the recommendations outlined in the policy framework represent an integrated approach to moving forward with early childhood education and care in PEI. The recommendations are intended to close the gap between “what we know” and “what we do”.

Respectfully submitted,

Kathleen Flanagan

MOVING FORWARD – THE EARLY YEARS IN PEI

A Feasibility Study on the PEI Early Childhood Education and Care System

This research is compelling. Early experiences shape our development as humans. Positive and negative experiences become ‘embedded’ in the biology of our brains and bodies, persisting far into adult life and influencing our health and well-being. Genes and environments interact to determine how early experiences affect our development. Healthy, thriving children are essential to a prosperous and sustainable society. There are profound social and economic benefits associated with an enhanced investment in the early years. Later health and education programs would be more effective and less costly if we could strengthen the foundations of social development, health, and learning in early childhood.

Human Early Learning Partnership / University of British Columbia

BACKGROUND AND CONTEXT

In 2010, Prince Edward Island launched its *Preschool Excellence Initiative*. The strategic direction for the initiative was informed by the analysis of the current early childhood system and recommendations in *The Early Years Report – Early Learning in PEI: An Investment in the Island’s Future* (Flanagan, 2010). The Initiative was launched subsequent to the province’s policy direction to introduce a full day 5-year old kindergarten program in the public school system. The Initiative introduced a new funding model for the early childhood sector, designation of Early Years Centres, a new early learning curriculum framework, regulated parent fees, and a provincial wage grid for qualified early childhood educators. The new system was widely recognized across Canada as innovative, earning recognition from the Atkinson Centre, Globe and Mail, and national organizations.

In 2017, Prince Edward Island entered into a bilateral agreement with the Government of Canada to support ongoing investments in the early years. In moving forward with this agreement, the Department of Education, Early Learning and Culture recognized the need to assess and analyze ongoing evidence regarding the importance of the early years in human development, as well as the current social, economic, and demographic factors needed to inform public policy directions for supporting the early years.

APPROACH TO THE WORK

In undertaking this work, it was agreed that:

- The project would build on the work already carried out in 2010 for *The Early Years Report – Early Learning in PEI: An Investment in the Island’s Future*
- The work was consistent with PEI’s Action Plan as defined within the context of the Canada-Prince Edward Island Early Learning and Child Care Agreement¹
- Recommendations for moving forward would align with current provincial priorities.

¹ See <https://www.canada.ca/en/early-learning-child-care-agreement/agreements-provinces-territories/prince-edward-island.html>

Specific questions to explore included:

1. What do we know about optimal early learning and development experiences for young children?
2. What does the evidence suggest is the best path forward for PEI's Early Learning System in order to provide children with high quality early learning experiences?
3. What is the nature of the relationship between PEI's early childhood education programs and the PEI kindergarten program? What is the level of consistency in curriculum and learning experiences, transitions, assessment approaches, inclusionary practices, human resources, and parent involvement?
4. What is required for PEI to enhance the provision of early learning experiences for Island children?
5. How do these options consider the unique needs of Island families and children with respect to developmental abilities, culture and language?
6. How should the province define indicators of success?
7. What data is required?
8. What type of evaluation strategy should be initiated in order to monitor success?

METHODOLOGY

The project involved a number of activities including:

- Literature Review
- Document Review
- Review and analysis of administrative data provided by the Department of Education, Early Learning and Culture
- Review and analysis of administrative data provided by the Department of Finance
- Key Informant Interviews
- Focus Groups with early childhood educators and kindergarten teachers
- Meetings with senior departmental officials

UNDERSTANDING THE EARLY CHILDHOOD EDUCATION AND CARE SYSTEM

The Early Childhood Education and Care (ECEC) system in PEI, as well as in jurisdictions around the world, is complex - with multiple, simultaneous, and inter-dependent purposes and impacts on children, families and society.

The complexity of the system is inherent in its nature. The provision of ECEC is considered, in 2018, to be an essential public service – families depend on access to child care for high quality early learning experiences for their children and for support in balancing work/family responsibilities. Some families depend on access to child care for early intervention for their children, including developmental and/or global delays, speech development, behavioural interventions, or intensive interventions for children with autism. Parents may depend on access to child care in times of family medical emergencies, death, separations, or other critical situations. Newcomers to Canada and to PEI depend on access to early childhood programs for language development for their children, and cultural awareness in their new country as they meet other young parents, participate in activities at the centre, learn about community resources, and through their children, become more aware of their community and Canadian traditions. Professionals depend on access to high quality programs as key features of case plans in times of family dysfunction, including child protection, incarceration, etc. And Island businesses – including government offices, hospitals, schools – depend on access to child care for their employees.

However, this essential public service is delivered through the private sector, including both non-profit and owner/operator managed centres. Government is responsible for public management – and determines where and how many Early Years Centres are established based on assessed need and demand, establishes regulatory and funding frameworks, provides curriculum, regulates staff qualifications, mandates parent engagement, and for Early Years Centres establishes parent fees and staff wages.

Early Childhood Education and Care is a complex phenomenon with multiple, simultaneous, and inter-dependent purposes and impacts on children, families, society.

Government can support the creation of new spaces but does not open or operate them. Government establishes regulatory requirements for numbers of staff and staff qualifications – but does not recruit new staff nor employ them. Government can manage the system of Early Years Centres and spaces available for children, but the sector itself is responsible to “open” them. Government may close a centre for regulatory violations but is not able to prevent a centre from closing if the owner or board so chooses. The relationship between government and the ECEC sector in PEI – as well as in all jurisdictions across North America - is a unique, collaborative, and interdependent partnership.

The 2010 Early Years Study reported that there needed to be a fundamental shift in how ECEC programs are perceived. The report noted:

Given the compelling research about the potential gains for children, families, and our province, participation in ECEC programs can no longer be thought of as something for children to do

while their parents are at work. If the primary purpose of ECEC provision is to give all children access to early years learning opportunities, then the discussion must become focused on the curriculum/early learning approaches and how the system is organized. At the same time, the reality for the vast majority of parents in this province is that they are employed outside of the home, and so these programs need to be organized in such a way as to support children and families to cope with hours of work, and the need for children to be safe and secure during those hours. (Flanagan, 2010:92)

Since 2010, there continues to be compelling evidence regarding the importance of high quality early learning experiences for young children and the impacts on future success in school, higher rates of adult employment, lower rates of incarceration, reduced reliance on social assistance, etc. The current literature also describes the broad economic impacts of ECEC on female labour force participation, issues related to social and economic stability for families, reduction in social assistance usage, population growth, and the impacts on child development and success in school.

ECONOMIC IMPACTS

In 1996, Quebec introduced a “subsidized child care” plan that significantly reduced the cost of child care for parents. Costs were reduced to a single fee (\$5.00/day) for all families and children of all age groups². Subsequent studies by economists reported that the labour force participation rate of single mothers with children of preschool age rose by about 22 percentage points from 1996-2008 while the number of these families on social assistance was cut in half, poverty rates fell from 36% to 22%, and their median after-tax income rose by 81% (Fortin, Godbout, & St-Cerny, 2013:6).

In 2017, Craig Alexander and other researchers for the Conference Board of Canada undertook a cost benefit analysis examining the impacts of expanded access to ECEC for young children. The Conference Board reported:

Evaluating the gains of higher maternal labour force participation and higher future wage earnings for children who receive ECE against the costs of funding the new spaces shows that the gains from an expansion of ECE outweigh the costs. Our cost-benefit analysis included four scenarios, with two different time frames and two different improvements in enrolment studied. While the results from the cost-benefit analyses differed, all showed that the benefits from expanding ECE outweighed the cost of the ECE expansion. (Alexander, C. et al., 2017:iii)

In 2018, Stephen Poloz, Governor of the Bank of Canada, suggested that increased access to affordable child care could unlock some of the considerable untapped potential of the labour force. Speaking at Queen’s University, he noted “Helping more women, young people, Indigenous peoples, recent immigrants and

² In recent years, the “subsidized fee” rate has increased incrementally to its current (2018) fee of \$8.05 per day paid directly to the child care centre. Additional fees are levied via income tax when annual family income exceeds \$51,340 but less than \$77,005 so that daily rate rises to \$8.35. For incomes higher than \$77,005 but less than \$165,005 the daily fee is between \$8.35 and \$21.95 for the first child, 50% of that for the second child, and no fee for the third or subsequent children. For families with annual income greater than \$165,005 the daily fee is \$21.95 for the first child, 50% less for the second child, and no additional fees for third or subsequent children.

Canadians living with disabilities enter the job market could help the labour force expand by half a million people. That kind of workforce injection could raise the country's output by \$30 billion per year or 1.5 per cent. That's equal to a permanent increase in output of almost \$1,000 per Canadian every year, even before you factor in the possible investment and productivity gains that would come with such an increase in labour supply." (Andy Blatchford, *The Canadian Press*: Mar 13, 2018).

Poloz also suggested that encouraging more people into the workforce would also enable Canada to permanently raise its growth capacity without generating higher inflation. He highlighted Quebec's child care program as one model to encourage increased female labour force participation, which he noted represents the largest source of economic potential. He credited the province's child-care program for raising prime-age female workforce participation from 74 per cent 20 years ago to about 87 per cent today, higher than the Canadian average of 83 per cent.

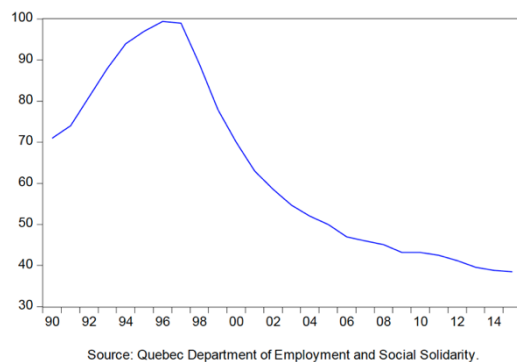
SOCIAL AND ECONOMIC STABILITY

The Conference Board of Canada (2017) also reported the positive impacts of participating in ECEC programs on the social and economic stability of young families.

Our analysis also showed that investments in ECE that bring mothers into the workforce would result in a more equitable distribution of family incomes. Income inequality for families with young children (as measured by the Gini coefficient) would drop 2.3 per cent—an impressive result given that the benefit affects only 0.5 per cent of census families (family units of more than one person). The numerical change may seem small, but it would have a meaningful impact on reducing income inequality for those affected positively. More importantly, about 23,000 families—many of them single-parent families—would be lifted out of poverty after the introduction of an expanded ECE program (Alexander, et al., 2017:iii).

The Conference Board of Canada study also reported that ECE can help reduce income and social inequalities because many of the benefits of ECE are realized by disadvantaged children and their families. In their analysis, they found that “maternal employment makes a significant difference in the income distribution of families with young children. In 2015, 43 % of Canadian families with young children where the mother didn’t work had family incomes below \$36,000—the low-income cut-off for a family with two children—compared with just 12% of families with young children where the mother worked.” (Alexander. et al., 2017:iv) Economist Pierre Fortin (Fortin, 2015:6) has studied the impacts of increased access to child care (i.e., both availability and affordability) and reports that the number of lone parents in Quebec receiving social assistance declined significantly between January 1996 and January 2015, following the introduction of Quebec’s child care policy:

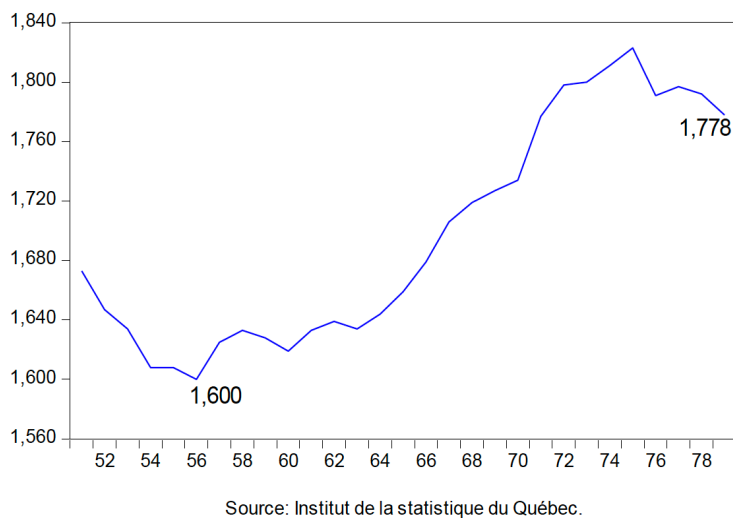
Figure 1: Number of lone-parent families receiving social assistance January 1990-2015 (thousands)



POPULATION GROWTH

Economist Pierre Fortin raises the possibility that Quebec’s new family policy may have had a modest, but significant impact on fertility. Figure 2 shows that women who were born in 1956 and had reached the age of 44 before full implementation of the new child care program in 2000 had only 1.6 children over their lifetime. But those who were born 20 years later in 1976 and were 24 years old in 2000 are now expected to have 1.78 children. (Fortin, 2015:6)

Figure 2: Completed lifetime fertility of successive cohorts of Quebec women born between 1951 and 1979 (number of children to 1,000 women)



Subsequent reports, however, have indicated that overall the provincial birth rate has declined slightly in recent years, but varies across the province. CBC (2016) reported that the birth rate was highest in Northern Quebec, where the rate was 2.3 children per woman of child-bearing age. The Chaudière-Appalaches and Abitibi-Témiscamigue regions were also noticeably higher than the rest of the province at 1.8 children per fertile woman. The birth rate was lowest in Montreal, at 1.5 children per woman of child-bearing age.

Cross country comparisons show that birth rates are higher in OECD countries with high female labor force participation and wide access to child care (D’Addio & d’Ercole, 2005). Swedish researchers have analyzed impacts of previous cost reductions in the cost of child care and have reported that the 2001 reductions of approximately 50% in child care costs resulted in a 4-6% increase in the birthrate (Mörk, Sjögren & Svaleryd, 2009).

Although low birth rates have been a serious concern in Germany for a number of years, in 2016 the country reported its highest birth rate in 43 years – an increase of 7% from 2015 alone. While immigration has contributed to the increase, German women are also having more children. Although still not at replacement levels, Sebastian Klüsener, the deputy head of the Laboratory of Fertility and Well-Being at Germany's *Max Planck Institute for Demographic Research* cites the influence of both parental leave policies and significant expansion and reduced costs for child care as contributing factors to the increases (David Martin at *Deutsche Welle*, 2016, dw.com). Martin Bujard of the *Federal Institute for Population Research* also reports that the most important driver in the recent trend reversal has been a series of child care reforms, which have tripled the number of child care spaces over recent years (Philip Oltermann, *The Guardian*, 2016).

A recent study in the United States involved a representative sample of young adults between the ages of 25 and 40, and examined young American adults’ reasons for having fewer or no children. The survey, conducted by Morning Consult for the *New York Times*, found that the expense of child care was the number one reason for delaying having children, cited by 64 percent of respondents (Biz Journal, 2018).

In July 2018, Statistics Canada reported on a comparison of birth rates and female labour force participation rates in Ontario and Quebec. The study (Moyser and Milan, 2018) used data from the Canadian Vital Statistics Birth Database and from the Labour Force Survey (LFS) to examine the relationship between fertility rates and labour force participation among women aged 15 to 44 in Ontario and in Quebec between 1996 and 2016. The study notes that each province followed different policies with respect to parental leave benefits and affordable child care over this period of time. Findings include:

- After four decades of similarity, fertility rates have been slightly higher in Quebec than in Ontario since 2005. In 2016, Quebec’s total fertility rate was 1.59 children per woman, while Ontario’s was 1.46.
- The difference was mostly driven by women in their twenties, who tend to have more children in Quebec than in Ontario. This is partly because the proportion of women in their twenties who are in a couple is higher in Quebec (39%, versus 28% in Ontario in 2016).
- As fertility rates increased in Quebec, the labour force participation of women aged 15 to 44 also increased, exceeding that of women in Ontario after 2003. In 2016, the participation rate of women was 81% in Quebec, compared with 75% in Ontario.
- Most of the relative increase in female labour force participation in Quebec occurred among women with young children. Between 1996 and 2016, the labour force participation rate of women whose youngest child was under the age of 3 increased by nearly 20 percentage points in Quebec, compared with a 4 percentage point increase in Ontario. The Quebec–Ontario difference was smaller among women without children under the age of 13.

- Changes in the composition of the population of women aged 15 to 44 and differences in real wage growth for this population do not explain the divergent trends observed in female labour force participation in Quebec and Ontario after 1996. At the same time, the costs associated with child care and housekeeping services grew less in Quebec than in Ontario over the time period.

Statistics Canada reports that the fertility rate for women in Prince Edward Island (1.58) is slightly higher than the Canadian average of 1.54. Average age of the mother at the first birth (28.1) and for all births (30) is slightly lower than the Canadian averages of 29.1 and 30.8. See Appendix 1 for information regarding total fertility rate, number of births, and average age of the mother at first and for all births for all provinces and territories.

During parent focus groups conducted in 2010 in preparation for the Early Years Report (Flanagan, 2010), parents discussed the cost of child care (often higher than the family's mortgage payments) and were asked to share how reduced child care fees would impact their lives. More than 95% of parents responded that they would have more children. Parents spoke about how they always wished to have larger families, how they grew up in larger families, but that the cost of child care was prohibitive, and limited their initial plans for family size.

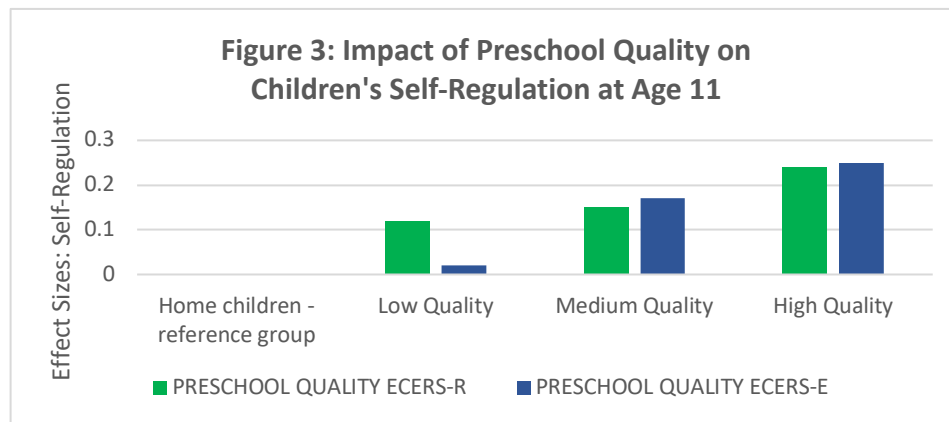
CHILD DEVELOPMENT AND SUCCESS IN SCHOOL

There are challenges inherent in being able to accurately assess the impact of experience in an early childhood education program on future school performance. One of the primary challenges involves lack of longitudinal data to explore the impacts of various types of early childhood education participation (i.e., quality of the program, duration/intensity of the child's participation) as well as the resources to follow those children into their school years. Even so, there are some excellent longitudinal studies that have documented the performance of children with ECEC experience as measured against children without such experiences.

The *Effective Pre-school, Primary and Secondary Education* (EPPSE 3-16+) project is a longitudinal study, funded by the Department for Education (DfE), that has tracked the academic progress and social-behavioural development of approximately 3,000 children in England from their early years (age 3/5) to their age 16. Analysis of results examining the effects of participating in preschool programs showed that having attended any preschool program at all showed positive effects, but duration of preschool attendance was most significant. The duration of preschool (in months) showed strong and significant effects on the type of studies pursued by age 16. Students who had attended a preschool for more than 3 years had the highest probability of following a higher academic route. Moreover, students who had attended between 2 and 3 years were three times more likely to take a higher academic route than students who had not attended a preschool. Attending a preschool for longer time also reduced the likelihood of following a lower academic or vocational route by half. (Taggart et al., 2014:85)

Ireland's *The Economics of Children's Early Years - Early Care and Education in Ireland: Costs and Benefits* reports findings from the EPPSE. Measures of quality in preschool programs in the EPPSE found that higher

measures of quality (as measured by ECERS-R and ECERS-E) predicted higher levels of self-regulation in children at age 11 years:



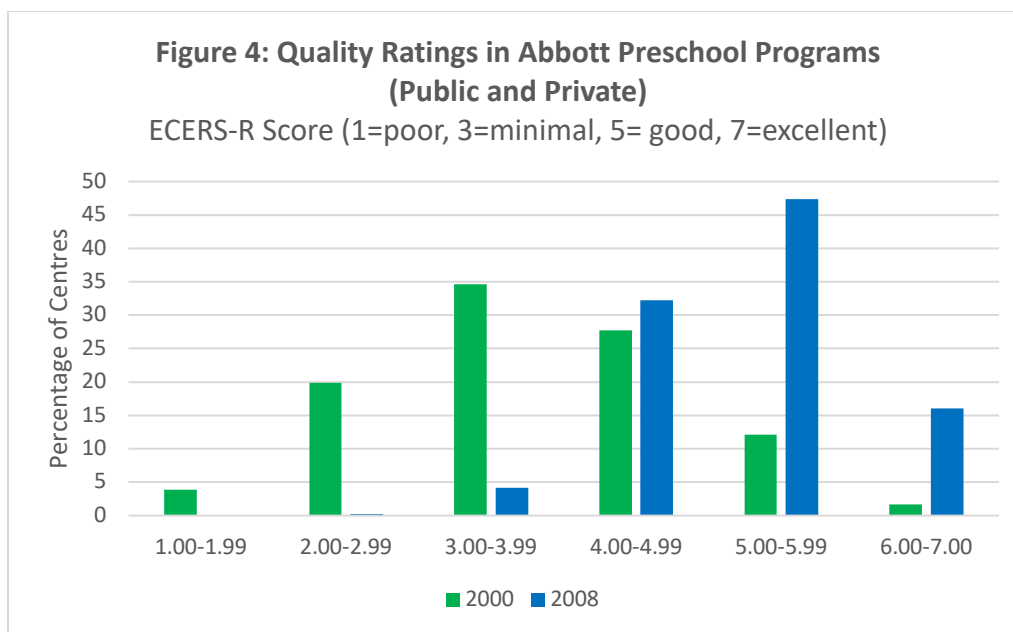
In the United States, there are several ongoing studies underway measuring child outcomes following participation in early childhood education programs. One of the most noted is The Abbott Preschool Program Longitudinal Effects Study (APPLES) being conducted by researchers at the National Institute for Early Education Research (NIEER) based at Rutgers University in New Jersey. The Abbott preschools³ were established as a result of a New Jersey Supreme Court decision (*Abbott v. Burke*) which mandated that the state establish a high quality preschool education system in the 31 highest poverty school districts in the state. Implementation began in 1999-2000 and since then a continuous quality improvement process has transformed a patchwork of private and public programs into a high quality mixed delivery system. Such efforts were required based on previous evidence that quality of the program is a key factor contributing to stronger learning outcomes for children. Many of the Abbott programs have the same staff they had when programs began, although staff have gone back to school to gain higher educational credentials (for better wages)⁴. Subsequently, wages were increased to close the gap between preschool and teacher salaries so as to be more competitive with the public school system.

Figure 4 shows the changes in quality measurement scores (using ECERS-R⁵) at these centres between 2000 and 2008. In 2000 there were a total of 232 centres; by 2008 there were a total of 407 centres participating in the quality measures.

³ The program operates for a full school day, employs licensed teachers paid on the same scale as public school teachers, has a maximum class size of 15 with an assistant teacher assigned to each classroom, provides in-class supports to classroom staff on curriculum and differentiating instruction and has dedicated staff to work with parents and the community (Frede, 2005).

⁴ At the time of the NJ Supreme Court decision that established the Abbott Preschool Program, the court mandated that all Abbott Preschool teachers must have a Bachelor Degree with specialization in Preschool by 2004. Ryan and Ackerman (2004) report that by 2004, approximately 20% of teachers were not expected to meet that deadline. Moreover, they reported that of those that were able to meet the deadline, 30% intended to move on to teaching positions in public schools, citing better wages, benefits, and working conditions. Abbott Preschools continue to require a Bachelor Degree in ECE. Current information is not publicly available regarding teacher turnover. Wages are comparable to public school teachers.

⁵ ECERS-R refers to the *Early Childhood Environmental Rating Scale – Revised*. The quality measurement tool is validated, used internationally, and assesses elements associated with high quality early learning programs.



Beginning in the 2005-2006 school year, NIEER began a longitudinal study to measure learning gains for children participating in Abbott preschool programs. Initial results found strong gains in language, literacy, and math at kindergarten entry. Gains were found again at 2nd grade follow-up. Most recently NIEER worked with the state to assess the effects on statewide measures of achievement, grade retention, and special education at 4th and 5th grade.

Estimated effects on achievement for 1 and 2 years of participation (beginning at age 3) are shown in Figure 5. Estimated effects are substantial, persistent, and larger for two years of program duration than for one year. In addition, researchers estimate the participation in the Abbott preschool programs reduced grade repetition from 19% to 12% and special education from 17% to 12% through 5th grade. The follow up study for children at 4th and 5th grades found that Abbott preschool programs increased achievement in Language Arts and Literacy, Math, and Science, as shown in Figure 5 below. The researchers estimate that two-years of preschool beginning at age 3 had larger persistent effects on achievement than did one year of preschool.

The magnitude of the test score gains from one year are equivalent to roughly 10 to 20 percent of the achievement gap between minority and white students. The gains from two years are equivalent to 20 to 40 percent of the achievement gap. These gains are an even larger portion of the typical learning gain that occurs in a year. Figure 5 shows the effects of one or two years of participating in Abbott preschool programs on Language Arts and Literacy (LAL), Math, and Science at either Grade 4 or 5. Data presented in Figure 5 shows Abbott preschool effect sizes⁶ by years of participation and demonstrates the impact of program duration on child outcomes.

⁶ Effect size is a simple way of quantifying the difference between two groups. Effect size emphasises the size of the difference. An effect size of 0.2 may be considered a 'small' effect size, 0.5 represents a 'medium' effect size and 0.8 a 'large' effect size.

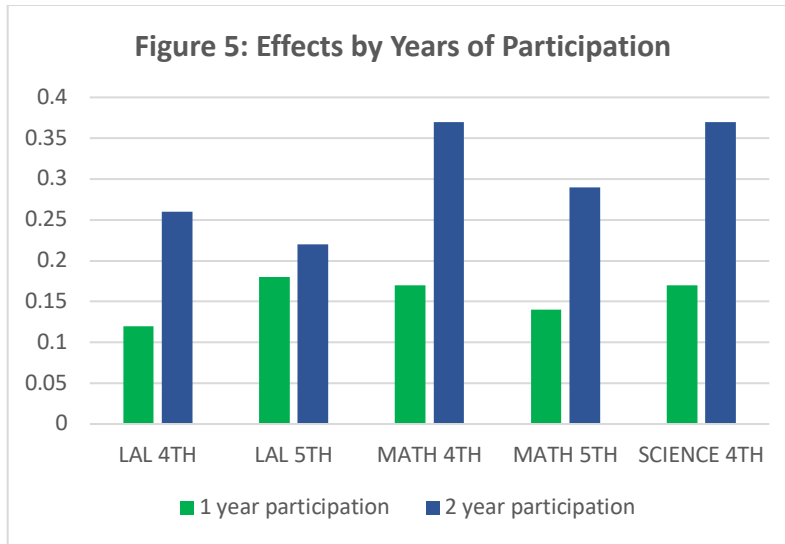
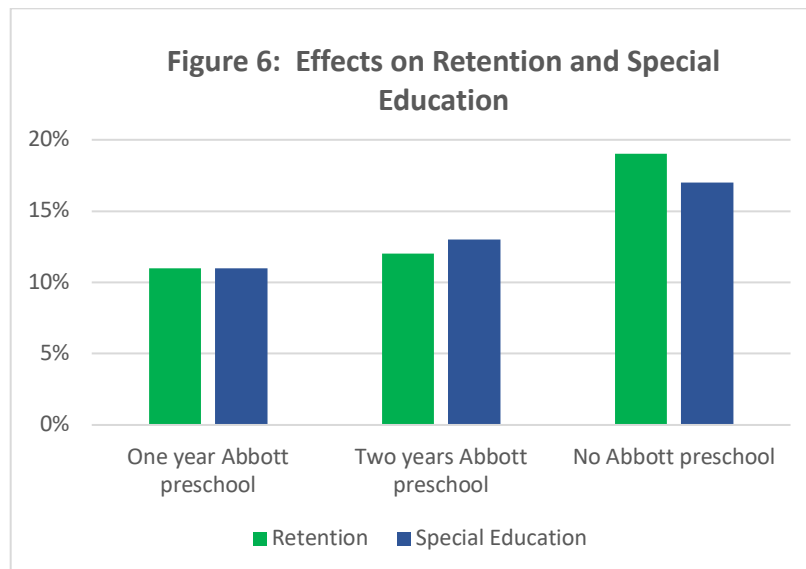


Figure 6 shows the effects of no Abbott preschool, one-year participation, and two years of participation in the Abbott preschool program on retention (being held back in a school year) and (referral to) special education. The Abbott Preschool program is found to decrease grade retention and special education placement rates. However, researchers do not find that duration is significant enough to lead to larger gains in two years of the program as opposed to one year.



In a smaller scale study in the United States, Bakken, Brown & Downing (2017) report on their research designed to substantiate the positive, long-term outcomes demonstrated by children from economically disadvantaged homes who received a high-quality, early education. Children who attended The Opportunity Project (TOP) Early Learning Centers in Wichita, Kansas were matched with a control sample from a local school system and followed from kindergarten through 4th grade. In 3rd and 4th grades, standardized state

assessment outcomes for math and reading were collected on the two groups; data also were collected on discipline referrals, attendance rates, and special education placements for all grades. In the 4th grade, the TOP group scored significantly higher on math and reading tests. TOP children had significantly higher attendance rates than the control group; by the 4th grade, TOP students had significantly fewer discipline referrals. TOP students were identified for special education earlier and moved to mainstream classes sooner than the control group. Each year, teachers of TOP graduates completed questionnaires comparing TOP students to the remaining students in their classes on three social variables: appropriate behaviors, social interactions, and emotional maturity. Results indicated TOP children used significantly more appropriate behaviors, were significantly better at social interactions, and were significantly more emotionally mature than their non-TOP peers.

DEFINING EARLY CHILDHOOD DEVELOPMENT

Adding to the complexity of the ECEC system is the lack of clarity as to how jurisdictions have defined early childhood development. From a developmental perspective, the period of “early childhood” is generally described as including children from birth to eight years of age (UNESCO, 2012; World Health Organization, ND; World Bank, 2010; Tout et al., 2013). Within that time period, there are distinct sub-stages including birth to three years, three to six years, and six to eight years where a child’s physical, language, social and emotional development progresses through distinct and observable changes.

In most of North America however, children’s developmental periods have come to be defined by the types of programs available for different age groups – and particularly in relation to the public education system. Terms such as “preschool” and “school age” have come to actually define stages of childhood development, with children being sorted and defined by the type of program they are assigned to rather than by their developmental capacities.

In recent years, there has been a shift in emphasis to define “early learning” as focused on children from birth to eight years of age:

- The State of Victoria (Australia) has introduced the Victoria Early Learning Framework for children from birth to eight years of age, outlining learning and development outcomes for children as well as practice principles for professionals involved in children’s early learning programs.
- The Council of Ministers of Education Canada (CMEC) defines early learning as applicable to programs for children from birth to eight years old.

What is Early Childhood Development?

Early Childhood Development (ECD) refers to the physical, cognitive, linguistic, and socio-emotional development of a child from the prenatal stage up to age eight. This development happens in a variety of settings (homes, schools, health facilities, community-based centers); and involves a wide range of activities from child care to nutrition to parent education. Providers of services can include public, private, and non-governmental agencies.

World Bank, 2010

- In Canada, several provinces have developed their early learning curriculum frameworks with an emphasis on children from birth to eight years of age, including Newfoundland and Labrador, Nova Scotia, Ontario, and Saskatchewan.

Both nationally and internationally the literature supports the notion that the early childhood years cover the age range from birth to 8 years. Children within this age range are characteristically different from children at older ages.

Victorian Curriculum and Assessment Authority,
2008:1

Considerations regarding the definition of the early childhood years are relevant to the research question posed for this project: What is the nature of the relationship between PEI's early childhood education programs and the PEI kindergarten program? What is the level of consistency in curriculum and learning experiences, transitions, assessment approaches, inclusionary practices, human resources, and parent involvement? These questions will be further explored in this report.

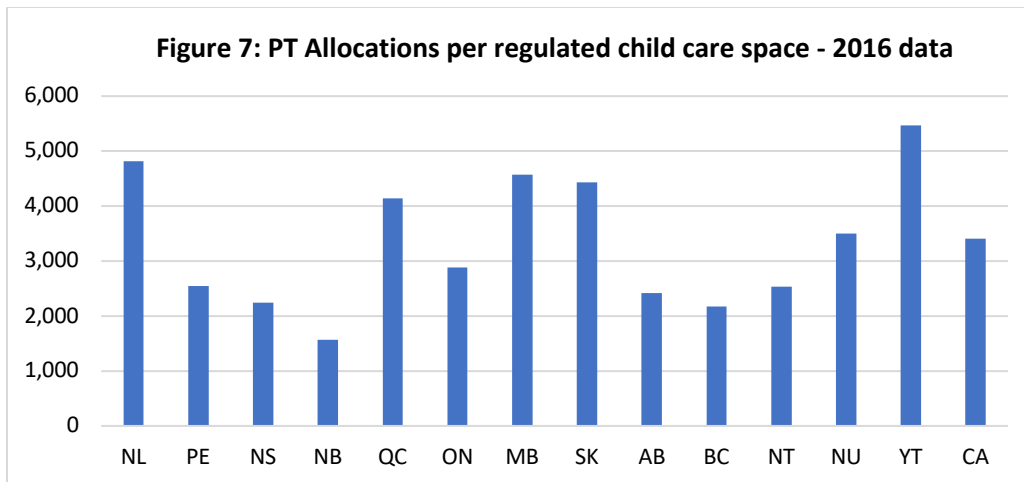
THE PEI CONTEXT: WHAT DO WE KNOW?

Drawing on administrative data managed by the Department of Education, Early Learning and Culture, we know that:

- There are 47 Early Years Centre licenses, with early childhood education programs offered in 48 sites (one licensee operates from two sites).
- There are approximately 2200 licensed spaces in the province's Early Years Centres; of these, approximately 300 spaces are for infants. This includes 257 spaces for children from infants to school entry in Francophone Early Years Centres.
- There are 6 francophone Early Years Centres.
- There are an additional 27 private centres, with almost 1000 spaces available. Of these, 50 are available for infants.
- There are 56 centres licensed solely as school age centres, providing just over 2000 spaces for families needing before and after school child care, as well as summer programs.
- There are two licensed family child care homes in PEI with a total of 14 spaces.
- There are 2 licensed centres located in First Nations communities – one of these is an Early Years Centre.
- As of April 2018, there were a total of 811 individuals with some level of ECE certification in the province. Of these, the majority had some type of ECE specific credential, including 307 with ECE Supervisor certification.
- During FY 2017/2018 there were a total of 133 children with special needs who were supported with additional funding for program support in Early Years Centres, 24 children in private centres, and 39 children in school age centres.
- Approximately \$2.9M was spent on child care subsidies in FY 2016/2017.

National reports suggest that over the past number of years, PEI has consistently had the highest rate of availability of licensed spaces for children from birth to five years of age (Friendly, 2018). The same bi-annual report *ECEC in Canada 2018* reporting on 2016 data⁷ shows that PEI (See Figure 7) is somewhere in lower half of provinces and territories regarding provincial investment per regulated space:

⁷ Authors of *ECEC in Canada 2018* note that figures used are based on total provincial allocations and total number of regulated spaces and should be considered an approximation.



TYPES OF REGULATED ECEC ARRANGEMENTS

All provinces and territories administer regulatory frameworks for licensing various types of ECEC arrangements. Regulatory frameworks are intended to protect children and to ensure basic health and safety while they participate in different types of programs and settings. The National Association for Regulatory Administration (NARA) reports:

Effective, robust licensing prevents harm to children. It mitigates the risk of injury or death from fire, building hazards, disease, and inadequate staff oversight, and helps to prevent the developmental delays that can result from the lack of healthy relationships with adults or developmentally inappropriate activities. Licensing is a process that establishes the minimum requirements necessary to protect the health and safety of children in out-of-home-care; it is illegal for facilities that do not meet or exceed these minimum standards to operate (NARA, 2018).

Across the country, there are different types of available programs:

Centre Based ECEC Programs may be full or part day, operating in a licensed facility with larger groups of children. Licensing/monitoring is carried out by provincial or territorial governments. The centre must adhere to regulations for such things as staff qualifications, staff:child ratios, numbers of children, curriculum, health and safety, nutrition, criteria for indoor and outdoor play spaces, and may be required to adhere to a maximum number of hours of operation in one day. Centre based programs may involve infants, toddlers, preschoolers, and/or school age children. The administrator of the centre determines the scope of services and age ranges of the children. Centre based programs may be called early childhood education centres, early years centres, child care, day care, preschool, or nursery school.

Family Home Child Care is a home-based program carried out in the provider's own home; the provider's own children may or may not be present. The allowable number of children is determined according to regulation and varies from one jurisdiction to another. No province or territory requires an ECE credential for the provider, but many require a specified number of hours of some type of course/program in early

childhood development, along with first aid certification. Some jurisdictions require references and criminal record checks. Homes may be individually licensed (NL, PE, NB, MB, SK, YT, NT, NU) or may be affiliated with a family child care agency which is licensed; the agency is then responsible to approve homes affiliated with the agency (NL⁸, NS, QC, ON, AB). Ages of children may range from infants to school age.

Group Family Child Care is a program regulated in some jurisdictions (QC, MB, SK, AB, YK) that operates as a family home child care program (see above) but with two adults present and more children than allowed in family home child care. Some jurisdictions require additional ECE training for Group Family Child Care. Maximum numbers of children allowed vary from 10 – 12, including the children of the two adults, with additional restrictions based on number of infants present.

Kindergarten is an early childhood education program offered for all five-year-old children in all provinces and territories, either as a part-day or full-school day. Kindergarten is not provided on teachers' professional development days or summer or other holidays. Some jurisdictions offer pre-kindergarten or junior kindergarten for four-year-old children. Ontario and NWT⁹ offer full day junior kindergarten; Nova Scotia is phasing in a pre-primary program that will be delivered by early childhood educators either in school settings or in licensed ECEC centres. Although not a province wide program, Saskatchewan offers pre-kindergarten for children living in conditions of risk. Some cities / school boards offer pre-kindergarten for four-year old children (for example, Winnipeg, Montreal, rural communities in Yukon).

School Age Child Care is a program licensed solely to care for school age children before, at lunch time, and after school. Many programs also provide child care during school holidays and over summer months. Qualifications for school age child care staff vary from one jurisdiction to another and are often more lenient than those for Early Childhood Education and Care programs.

Workplace Child Care is typically a centre-based program owned and operated by an employer in order to support the child care needs of employees. Programs are generally operated by employers with large numbers of younger employees, e.g., a hospital, large retail or group of retail stores, processing plants, etc. The cost of operating the centre is usually subsidized by the employer so that child care fees are lower than in community-based programs. Some workplace programs will open spaces to the community if demand is low. Some employers will subsidize the cost of child care for employees rather than operate a child care centre. For example, the Canadian Union of Postal Workers will subsidize a portion of the cost of child care for postal workers using licensed non-profit child care in the community.

Unlicensed Child Care is typically provided in a person's home; most family child care in Canada is not regulated, monitored or approved. No province/territory requires all family child care homes to be regulated, as long as the provider does not exceed the maximum number of children as defined in the province's regulatory framework. Unlicensed child care is not inspected or monitored by the provincial or territorial government. Quality is not assessed or monitored - parents are responsible to monitor quality and select providers on their own.

⁸ Newfoundland and Labrador is the only jurisdiction that has both an individually licensed and an agency model.

⁹ NWT's four-year-old program is effective September 2018

Illegal Child Care refers to the provision of child care to children from infants to 12 years old that violates the maximum limits defined in provincial or territorial legislation with regard to the number of children involved. Illegal child care is considered to be unsafe for children; all jurisdictions have schedules of fines in place to address illegal child care. Ontario has recently increased those fines to \$250,000.

WHO IS USING CHILD CARE?

Clearly, based on the number of people who are registered with the provincial child care registry as well as feedback from focus groups conducted by Women’s Network during 2017-2018, there are many children in PEI who do not have access to a licensed child care space either due to lack of available spaces or because the family is not able to afford the cost of licensed child care.

Data provided by the Department of Finance also support the analysis that there are many children in non-parental child care that is not provided by the licensed sector. Administrative data shows that in 2017, child care expense deductions were claimed for 4,767 children younger than seven years old in PEI. These expenses were claimed by 3,309 individuals – who, by Canada Revenue Agency requirements, were the lower earning parents/guardians in a family or in a single parent family.

In PEI, 70% of all child care expense claims were made on behalf of children under seven years old. This amounted to just under \$15M¹⁰ for 2017 with approximately \$21.5M claimed for all children. Median income of the individual claiming the child care expense deduction was \$36,881. It is important to note that this is not family income, but rather the income of the person claiming the child care expense. From the data available for this study it was not possible to determine the range of family incomes.

Presumably, the child care expenses for the 4767 children were made because parents have official receipts for their child care expenses. In PEI, another approximately 1000 children per year receive some type of child care subsidy through the province’s Child Care Subsidy Program (with no receipts issued), raising the potential total of known children participating in some form of a non-parental child care arrangement where fees are paid to 5767 children, with a conservative estimate of an annual expenditure of \$17.5M¹¹.

There are numerous caveats to interpreting these data:

- It is unknown as to how many individuals did not bother to complete the child care expense deduction because their income was low enough to generate a full refund even without the expense deduction.

¹⁰ Actual total: \$14,988,783

¹¹ Estimate is based on parental child care expense claims of \$15M and expenditure (2017) for Child Care Subsidy Program of \$2.9M.

- It is unknown how many children were in unlicensed child care arrangements where no receipts were issued, and therefore parents were unable to claim the deduction. Key informants and focus group participants felt this was a sizeable portion of the unlicensed child care sector.
- It is unknown how many individuals may have made a claim even without a receipt.

It is clear that based on the amount of money claimed for the deduction and the number of children involved that many children were in part time child care arrangements, or in child care for a portion of the year only as the cost for full time child care per year (in Early Years Centres where parent fees are mandated) is considerably higher.

UNLICENSED CHILD CARE ARRANGEMENTS

Given the number of children on the provincial registry without a licensed child care space, as well as numbers of families claiming the child care expense deduction during 2017, many children are being cared for in unlicensed child care arrangements. Most (if not all) of these arrangements are located in private homes. Preliminary analysis of data held with Statistics Canada suggests that a conservative estimate is that 200 unlicensed child care homes are operating across Prince Edward Island **and** claiming income from that service. This is approximately double the number of licensed centres/homes. The estimated number of children attending these 200 unlicensed home-based programs is approximately 1000 (based on estimate of 5 children per home). The number of unlicensed homes providing child care but **not** claiming any income from child care expenses is unknown, as would be the estimated number of children involved in those arrangements.

The topic of unlicensed child care is timely in Canada, as provinces and territories explore their legal responsibilities to monitor these types of arrangements. In Ontario, there were six infant or toddler child deaths in unlicensed homes between 2010 and 2014, along with a 2017 toddler's death in a British Columbia unlicensed home. In the case of the toddler in BC and the 2014 death in Ontario, these homes were operating illegally – in that the providers exceeded provincial regulations regarding the number of children allowed to be present. Other jurisdictions have reported a range of issues, including incidences of poisoning (ON), strangulation (BC), or children left alone in a home (MB). The most recent child death in Ontario prompted the provincial government to revise legislation, limit the number of children younger than two years old who may be cared for in an unlicensed home, require that the unlicensed provider give written statements to parents advising them that the home is unlicensed and not monitored by licensing inspectors, and introduce steep penalties (up to \$250,000) for violations.

It should be clarified that unlicensed homes, for the most part, operate legally in provinces and territories across Canada. In many situations, the provider has an early childhood education credential – although in other cases, the provider has no training at all. For many newcomer families, providing child care in the family home outside of the scope of the regulated sector allows women to earn an income when they come to Canada. In many cultures, families prefer that their children are cared for either by family members or by a person in the community from the same cultural / linguistic background.

Provincial and territorial child care legislation allows for unlicensed child care homes and stipulates the maximum number of children to be cared for before licensing is required. The operation of unlicensed home-based child care becomes illegal when the provider exceeds the number of children allowed by legislation. These numbers vary by jurisdiction; in some cases, the provider’s own children must be counted in the mix of numbers of children and in other cases the provider’s children are exempt. Some jurisdictions require that the ages of the children be considered when determining the maximum numbers of children – others do not. Table 1 outlines the differences among provinces and territories with respect to unlicensed child care:

TABLE 1: MAXIMUM NUMBERS OF CHILDREN ALLOWED IN UNLICENSED/UNREGULATED AND LICENSED/ REGULATED HOME CHILDCARE		
PT	Maximum number of children in unregulated home-based care	Maximum number of children in regulated home-based care
NL	<p>3 or fewer children and all of the children are in the infant age range, or</p> <p>4 or fewer children participating and 2 or fewer of the children are in the infant age range.</p> <p>The child care service provider's own children shall be counted toward the number of children present</p>	<p>Not more than</p> <ul style="list-style-type: none"> • 5 children at one time where 2 are infants and 3 are toddlers ▪ 6 children at one time where 2 are infants and 2 are toddlers ▪ 7 children at one time where none are infants or toddlers ▪ The provider's own children who are infants, toddlers, and preschoolers shall be counted ▪ Where the provider's own children include more than 2 children who are in the younger school age range or the older school age range, 2 of those children shall not be counted toward the number of children participating in the child care service
PE	<p>5 children, including the provider’s, where the group includes an infant or infants, provided that the group does not contain more than two infants; OR</p> <p>6 children, including the provider’s, if group consists solely of preschool children or a combination of preschool and school-age children; OR</p> <p>7 children, including provider’s children, if the group is all school-age children.</p>	<p>NOTE: Under revision in August 2018 – new version will read “not more than a total of 8 children” including children of provider</p>

TABLE 1: MAXIMUM NUMBERS OF CHILDREN ALLOWED IN UNLICENSED/UNREGULATED AND LICENSED/ REGULATED HOME CHILDCARE

PT	Maximum number of children in unregulated home-based care	Maximum number of children in regulated home-based care
NS	<p>6 or fewer children of any age on a regular basis, including any children of the person providing the care; OR</p> <p>8 or fewer school-age children on a regular basis, including any children of the person providing the care;</p>	<p>7 including caregiver’s own preschoolers</p> <p>If a care provider is caring for 4 to 7 children, no more than 3 children may be under 3 years of age and of those 3 children no more than 2 children may be infants.</p>
NB	<p>No more than</p> <p>2 infants, including the children of the operator; OR</p> <p>4 preschool children, including the children of the operator; OR</p> <p>8 school-age children, including the children of the operator; OR</p> <p>5 children, including those of the operator, if the children are from more than one of the groups described above</p>	<p><i>Only one of the following groups of children shall receive services at an early learning and child care home:</i></p> <ul style="list-style-type: none"> ▪ 3 infants, including the children of the operator; ▪ 5 preschool children, including the children of the operator; ▪ 9 school-age children, including the children of the operator; or ▪ 6 children, including the children of the operator; if the children are from more than one of the groups described in bullets above, the group shall include at least one school-age child and shall not include more than two infants.
QC	<p>5 children under 13 years with no more than two children under two, including the caregiver’s children under six. Providers may exclude their own four- and five-year old children from the numbers if the children are attending full-day kindergarten in a publicly funded school, between the hours of 6am – 7pm, during the school year only, and the provider is not caring for more than one child under the age of two.</p>	<p>Up to six children, who may be up to nine-years-old, including the provider’s own children. No more than two children may be under 18 months. If another adult assists the provider, nine children up to the age of nine are permitted, with no more than four children less than 18 months, including their own children.</p>
ON	<p>5 children under age 13, including caregiver’s own children under 6 years</p>	<p>Maximum of 6 children under age 13, including caregiver’s own children under 6 years old; No more than 2 children under 2 years old</p>

TABLE 1: MAXIMUM NUMBERS OF CHILDREN ALLOWED IN UNLICENSED/UNREGULATED AND LICENSED/ REGULATED HOME CHILDCARE

PT	Maximum number of children in unregulated home-based care	Maximum number of children in regulated home-based care
	old; No more than 2 children under 2 years old ¹²	
MB	4 children may be present at any time in the home of the person providing the care, including the caregiver's own children under 12 years of age, and of whom not more than two children may be under two years of age.	8 children under 12 years (including the provider's own children under 12 years). No more than five children may be under six years, of whom no more than three children may be under two years. In Group child care homes (two providers): Twelve children under 12 years (including the provider's own children under 12 years). No more than three children may be under two years.
SK	8 including the caregiver's own children under 13 years; five may be younger than six years, of whom two may be younger than 30 months	8 children (including the provider's own children under 13 years old), of whom 5 may be younger than six years; of these 5, two may be younger than 30 months. For group family child care homes (2 adults), up to 12 children (including the providers' children under 13 years old), of whom 10 may be younger than six years; of these ten, five may be younger than 30 months and three may be younger than 18 months
AB	6 under age 13, not including caregiver's own children	Up to six children 12 years of age and under (including the provider's own children 12 years of age and under) with a maximum of three children under three years old and no more than two children under two years old. In Group Family Child Care (2 adults): maximum of 10 children, including the provider's children. Of the 10 children, not more than three may be under the three years, and not more than two may be infants.
BC	2 children or a sibling group, other than the care provider's own children up to age 12	If any child younger than 12 months old is present, a responsible adult caring for seven or fewer children in a personal residence can have no more than three children younger than 48 months old and, of those three, no more than one child younger than 12 months. If no child younger than 12 months old is present, a responsible adult caring for seven or fewer children in a personal residence can have no more than four children younger than 48 months old, and of those four, no more than two children younger than 24 months old.

¹² Unlicensed providers in Ontario must also provide receipts upon request and free of charge, inform parents in writing that they are not licensed by the Government of Ontario, and allow the parent access to their child and the premises (specific exceptions are allowed).

TABLE 1: MAXIMUM NUMBERS OF CHILDREN ALLOWED IN UNLICENSED/UNREGULATED AND LICENSED/ REGULATED HOME CHILDCARE

PT	Maximum number of children in unregulated home-based care	Maximum number of children in regulated home-based care
YT	3 under age 6, excluding caregiver's own	Up to eight children (including the provider's own preschool but not school-aged children). No more than three infants if there are also three children who are preschoolers or school-age already enrolled. If there is an additional caregiver, there may be four additional school-age children.
NT	4 under age 12, including caregiver's own children up to age 12	8 under 12 years (including the provider's children). No more than six of the eight children may be five years or under, no more than three children may be under three years, and no more than two children may be under two years
NU	4 under age 12, including caregiver's own children up to age 12	8 under 12 years (including the provider's children). No more than six of the eight children may be five years or under, no more than three children may be under three years, and no more than two children may be under two years

LICENSED FAMILY HOME CHILD CARE

The provision of non-parental child care in a private home is regulated by all provinces and territories across Canada. Such arrangements may be:

- Licensed** – in that each home holds a license issued by the province or territory and is monitored by licensing inspector. Licenses are issued to individual family child care homes in Newfoundland and Labrador, Prince Edward Island, New Brunswick, Manitoba, Saskatchewan, British Columbia, Yukon, Northwest Territories and Nunavut. Licensed family home child care providers often participate in professional development activities sponsored by early childhood professional associations, hold first aid certification, and meet required health and safety standards. Each licensed home operates independently, and the provider is typically considered to be self-employed.
- Approved** – in that the family home child care providers are approved by a licensed agency. The agency model operates in Newfoundland and Labrador¹³, Nova Scotia, Quebec, Ontario, and Alberta. Home visitors from the agency (NL, NS, ON, AB) or the family child care coordinating office (QC) regularly monitor each home, provide in-service training and on-site support, and ensure that the

¹³ Newfoundland and Labrador is the only jurisdiction in Canada that has both agency model and individually licensed family home child care providers.

agency's standards are being met. Agencies are licensed by the province, although unlicensed/private agencies may operate in Alberta.

- **Unregulated** – in that the number of children registered in the family home child care does not exceed the maximum number of children as specified in provincial or territorial legislation, which defines the maximum number of children who may be cared for in a private home of someone other than the parents. This number varies by province or territory¹⁴; the law sets out the maximum number of children that can legally be cared for in a home - and most jurisdictions have further restrictions on the permitted age mix of those children.
- **Illegal** – in that the numbers of children being cared for in the home exceed the threshold for the maximum number of children allowed to be cared for without a license or approved status. Illegal child care homes operate in violation of relevant provincial or territorial laws.

While all jurisdictions provide for some type of regulation of family child care, definitions and requirements vary with respect to types of family child care; ages and numbers of children that either define whether a license is required (See Table 1) or define the maximum number of children allowed to be present with one caregiver; and whether the numbers of children may be greater if a second adult is present. Regulations also generally address health and safety considerations, outdoor play spaces, nutrition and meals provided, and qualifications of the family child care provider. Regulations may also address the need for ongoing professional development, program expectations, and in some jurisdictions may address criminal record checks for providers as well as adult family members.

There are, however, differences among provinces and territories with regard to these requirements – and the differences often mean that distinctions between unregulated and regulated family child care are not always clear. For example, in BC, unlicensed caregivers who are required to register with a local Child Care Resource and Referral must meet certain conditions and standards, which include completion of a 20-hour course in family child care within one year of registration, attendance at two professional development workshops annually, possession of a valid first aid certificate and completion of a standardized self-evaluation. This compares to or exceeds the requirements of a licensed/regulated provider in some other jurisdictions.

Family child care homes generally have a mix of ages of children and provide a home like atmosphere for children. In Canada, qualifications for family child care providers are generally less stringent than required qualifications for early childhood educators working in centre-based programs. However, family child care providers are often some of the most highly qualified educators and include those with post-secondary credentials in early childhood education.

In the past number of years, the percentage of all regulated child care spaces in Canada that were provided in regulated family child care settings has decreased. The decrease in measuring family child care as a percentage of all care may be misleading, as growth in the availability of centre-based care has a strong influence on the rate of family child care as a percentage of all care. When measuring the actual growth in numbers of family child care homes and spaces to determine growth or reduction in availability, the number of regulated family child care spaces increased across Canada between 2008 and 2014. However, when Quebec is excluded from these calculations, the number of regulated family child care spaces has dropped,

¹⁴ See Table 2

while showing growth in the province of Quebec. Approximately 65% of all regulated family child care spaces in Canada are in Quebec.

Research literature suggests that opinions regarding family child care vary considerably. Research conducted in 2010 for the Child Care Human Resources Sector Council included a specific focus on family child care. Key informants noted the following observations:

- There is a lack of clarity as to if and how family child care fits into an “early childhood education” framework; there was a perception that the care is often custodial.
- There is a lack of formal training required; what is offered is typically a course with a set number of hours that is not part of a course of study leading to a credential (certificate/diploma/degree).
- The lack of monitoring of individually licensed providers (in some PTs monitoring/licensing visits are annual or less frequent), the lack of peer support and oversight, and providers working in isolation for 10-11 hours per day is not always in the best interests of children.
- Family child care providers are isolated from each other as well as the rest of the child care profession. Recruitment and retention are ongoing issues, with very high provider turnover in some communities; access to benefits (or lack thereof) remains an issue and contributes to high turnover (Beach & Flanagan, 2010:19-20).

Family child care is often a viable option in small communities with small populations of young children – where there are not necessarily enough children to ensure the viability of a larger centre-based program.

AGENCY MODEL

As noted, there are five provinces that regulate family child care homes through an “agency model” – where the province licenses the agency, which is then responsible to recruit, approve and monitor homes that are affiliated with the agency. When family child care providers have the support and oversight of an agency, there is provision of training and professional development, along with the on-site support from agency home visitors. In several jurisdictions, professional organizations are involved in the provision of both pre-service training and professional development. In some cases, these organizations are specifically focused on family child care (NS, QC, ON, SK, AB, BC) while in other jurisdictions there may be family child care networks within a larger provincial child care association.

One of the advantages of an agency model for family child care is that agencies employ home visitors, who are able to provide regular support to family child care providers. In a study conducted by the Institute for Women’s Policy Research (2005), it was noted that “As a training opportunity, home visits allow a mentor to demonstrate how broad concepts might be applied in the provider’s own child care setting. Home visits also provide adult interaction to combat job isolation, opportunities to ask questions or deal with challenging behavior, and mentors to serve as a gateway to other community resources” (IWPR, 2005:15).

Across Canada, family child care home visitors are responsible to screen, assess, support, monitor, and provide ongoing professional development for the family child care providers affiliated with their particular agency. Home visitors/consultants are required to either hold a particular level of certification (NL, AB, NS)

or, in Ontario, be Registered Early Childhood Educators. Both Newfoundland and Labrador (NL) and Nova Scotia require at least two years of experience, although NL specifies that this experience must be in a family child care setting. Alberta also stipulates a level of language proficiency if the home visitor's post-secondary education was done in any language other than English or French and requires a Level 7 using the Canadian Language Benchmarks.

While there are commonalities across provinces with an agency model, there are also differences:

- In Newfoundland and Labrador and in Nova Scotia, agencies must be non-profit.
- In Alberta, an agency is not required to be licensed; however, only licensed agencies are eligible to participate in child care subsidy program.
- In Ontario and Alberta, agencies may be either non-profit or for-profit entities. In Alberta, approximately 50% are non-profit and 50% for-profit.
- Some agencies set the fees for parents; others leave that decision to the family child care provider.
- Some jurisdictions require agencies to provide training and professional development (Alberta, NL) and some do not (ON). Even so, agencies typically provide training and professional development.
- Ontario used to cap the number of homes per home visitor, but with new legislation, leaves this decision to agencies. Other jurisdictions do not cap number of homes per home visitor, but provincial regulations may determine a minimum number of visits per home. In NS, the number of homes determines the level of funding to the agency for home visitors.
- Generally, agencies collect an administrative fee. This fee is established by the agency and may vary even within one province. Ontario has recently eliminated this fee for providers and has introduced funding to agencies to compensate for this loss of revenue.
- Generally, family child care providers affiliated with agencies are considered to be "self-employed" or "independent contractors". However, at least one Ontario agency's providers are considered to be employees, and they are unionized. Family child care providers won the right to unionize in Quebec in 2009.

In 2010, the PEI government adopted a Vision for Children and a broad Framework for Early Childhood that included ECEC programs, as well as specialized family and community supports including (but not limited to) such programs as home visiting, prenatal care, public health services, library programs, autism intervention, child protection, and foster care.¹⁵

The purpose of an ECEC *policy framework* is to provide a structure to guide policy development for the design and management of early childhood education and care programs, and to articulate the values and principles that support public policy. An ECEC policy framework ensures that policies are developed, applied, and reviewed consistently and provides a single point of reference for

information relating to the provision of ECEC programs across the Island. A policy framework provides high level direction, and is different than program policies, which describe how specific program features are delivered, e.g., how to apply for subsidy. A policy framework provides the basis for ongoing evaluation and should reflect current knowledge and evidence about high quality early childhood education and care. And finally, a policy framework should allow government the flexibility to adjust its priorities based on concrete evidence about what is needed to support the provision of early childhood education and care for children and families in Prince Edward Island.

PEI's policy decisions regarding ECEC are well regarded and have been recognized by the Atkinson Centre, Globe and Mail, and have been adopted by other jurisdictions (e.g., New Brunswick's new designation initiative). Features of the PEI ECEC system are innovative, and include public management and community delivery, designated Early Years Centres, mandated parental fees in Early Years Centres (ensuring that all EYCs charge parents the same fee and that maximum child care subsidy is matched to the mandated fee), a provincial wage grid for Early Childhood Educators working in Early Years Centres, required Parent Advisory Committees, a non-exclusion policy for children with special needs, required provision of infant spaces, mandatory implementation of the PEI Early Learning Curriculum Framework, required participation in professional development for all early childhood educators, financial accountability for Early Years Centres, and a commitment to participate in ECEC related research and evaluation activities.

An ECEC Policy Framework for PEI would inform the research to address the questions posed for this feasibility project. Such a policy framework would also allow PEI to establish targets for improvement, as the province moves forward with its early childhood education and care system.

PEI Vision for Children (2010)

Children in PEI are healthy and happy, curious and creative, playful and joyous. They are loved and respected, and are safe and secure in their families, homes and communities. Children are our collective responsibility. They are valued for who they are today, and as the future parents and leaders of tomorrow.

¹⁵ See Appendix 2

In 2016, the Provincial Territorial Directors of Early Childhood Education and Care reached consensus on *Key Elements of a Policy Framework for a Quality ECEC System*. This document representing provincial and territorial consensus was then used as a guiding resource during the negotiations with the Government of Canada for the 2018 Multilateral Framework Agreement on Early Learning and Child Care.

In developing an ECEC policy framework for PEI, it is useful to be informed by the work completed in developing the Key Elements, each of which is supported by adequate and appropriate funding; research, knowledge dissemination, and data collection; and partnerships and linkages at government and community levels. The Key Elements identified by PT Directors of ECEC include Governance, Parent Involvement and Support, Inclusion, Human Resources, and Early Learning Frameworks.

PROPOSED EARLY CHILDHOOD EDUCATION AND CARE POLICY FRAMEWORK FOR PRINCE EDWARD ISLAND

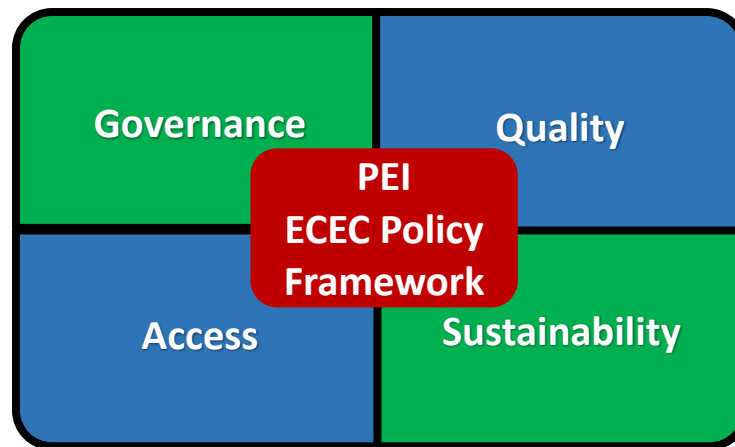
In developing an Early Childhood Education and Care Policy Framework for PEI, consideration has been given to the current ECEC System as put forward in the province’s Preschool Excellence Initiative, evidence to support and/or enhance that system, current challenges facing the province with regard to the provision of early childhood education and care, and the ability to plan for the future.

In doing so, the first recommendation of this report is that Prince Edward Island adopt an ECEC Policy Framework that focuses on:

- **Governance** – including legislation, regulation, monitoring, and consistent messaging regarding PEI’s vision for children, image of the child, and the purpose and intent of ECEC programs
- **Quality** – including pedagogical direction, human resources, and approaches to continuous quality improvement
- **Access** – including both availability of programs and spaces, and affordability for parents and families, with attention to linguistic and cultural needs, and the needs of under-served populations
- **Sustainability** – including ongoing quality measurement, data collection, evaluation in order to accurately inform ongoing policy decisions and directions.

Given the complexity of the ECEC system, proposed approaches are themselves not intended to be singular in their design. Proposed approaches are complex and inter-related. For example, some issues and solutions related to “access” have implications for PEI’s governance model. Considerations regarding “quality” have implications for sustainability and planning for the future. Taken together, the elements of the proposed policy framework comprise a comprehensive, evidence-based approach to PEI’s early childhood education and care system as shown in Figure 8:

Figure 8: Proposed Early Childhood Education and Care Policy Framework



PROPOSED GUIDING PRINCIPLES FOR THE ECEC POLICY FRAMEWORK

Guiding principles are statements that reflect the province’s vision for children. They reflect and are consistent with PEI’s image of the child as described in previous provincial documents such as *The Early Years Report (2010)*, the *Preschool Excellence Initiative (2010)*, and the *Early Years Curriculum Framework (2012)*. They guide the work of developing ECEC policy according to the elements of the PEI Policy Framework.

The proposed ECEC Policy Framework for PEI is built on the principles of:

- **Focus on the child** – recognizing that the primary purpose of ECEC programs is to provide high quality early learning experiences for children
- **Equity** – for all children, regardless of income, family status, culture, language, ability, or where they live
- **Emphasis on Quality** – with an emphasis on consistency in pedagogical approaches, learning environments and experiences, qualifications and remuneration of Early Childhood Educators
- **Accountability** – to all Islanders and especially to children and families through ongoing data collection and analysis, research and evaluation, program monitoring, and public reporting.

Governance is the “glue” that holds the early childhood system together. (Neuman, 2007:1) As noted in the 2010 Early Years Report, a governance model for early childhood education and care includes the legislated provisions for licensing, monitoring, and overall policy responsibility for the operation of such programs. As well, a governance model includes the community infrastructure that supports those who operate, administer, and are employed in the provincial early childhood sector (Flanagan, 2010:26).

Good governance also requires that the model is consistent from one part of the system to another, both in its intent and its messaging. If early childhood development is to be understood as the period of human development from birth to age eight, then it can be argued that in Prince Edward Island – as in many jurisdictions world wide – ECEC is managed and delivered in what is known as a “split system” or “divided system”. Peter Moss (2017) describes the background of this phenomenon as:

Early childhood education and care services (henceforth abbreviated to ‘early childhood services’) embody two different traditions and streams of development: care and education, both of which have their origins in the 19th century. The former services were often developed as a welfare measure for children from working-class families who needed care, especially while their parents were at work; the latter services as kindergarten or pre-primary educational provision preceding formal schooling, often used mainly by children from middle-class families. ‘Care’ thus has come to be associated with meeting the needs of working parents, ‘child care for working parents’ being today a common expression, and with being provided for some children only, on the basis of parental need. ‘Education’, by contrast, has come to be seen as a universal entitlement, (albeit often only for children from 3 years of age), focused more on the needs of children (Moss, 2017:4).

Although responsibility for most¹⁶ of ECEC services lies with the PEI Department of Education, Early Learning and Culture, the system is somewhat fragmented:

- Education, Early Learning and Culture is responsible for policy development, intergovernmental agreements, legislation, licensing, monitoring, curriculum, pedagogical support, and funding for both Early Years Centres and private centres, while School Boards are responsible for Kindergarten in both English and French schools
 - *These two types of early years programs are separated spatially (different buildings, types of physical environments), pedagogically (different curricula and program guidelines) and administratively (different staff, wages, benefits, working conditions, funding, required qualifications).*

¹⁶ While the Department of Education, Early Learning and Culture is responsible for licensing, monitoring, funding, curriculum and pedagogical support to the ECEC system, the Department of Family and Human Services is responsible for the Child Care Subsidy Program which provides financial support to eligible families to assist with the cost of regulated (and in some cases unregulated) child care fees.

- The Department of Family and Human Services is responsible for the Child Care Subsidy Program, which focuses on low income families where parents are either working or in training programs, have emergency family needs, or have a child with special needs.
 - *These two departments promote different messaging about the purpose of ECEC programs – with Education, Early Learning and Culture promoting the idea of high quality early learning experiences, while the policies of the Child Care Subsidy Program (Family and Human Services) prioritize ECEC as a support for working parents.*

- Since parents are, for the most part, required to pay for their child or children to enroll in licensed centres, the costs involved are prohibitive¹⁷ when one or more parents are unemployed. These usage patterns continue to give the perception that the primary purpose of the licensed ECEC sector is to provide child care for working parents.

- Although the public education system is publicly funded, for working parents it too provides a form of child care for working parents during the school hours of the day, supplemented by before and after school child care.

- In PEI, a sizeable number of young families are not able to afford/find a suitable space for their children in the licensed ECEC sector, and therefore rely on unlicensed arrangements or family members. The quality of unlicensed child care arrangements is virtually unknown.

The term “early learning” encompasses all of the activities, experiences, and interactions that young children are involved in that expand their physical, creative, emotional, social, language, and intellectual areas of development. During the early years, children’s tremendous capacity to learn is enhanced when they experience nurturing environments and are able to actively explore their worlds through play. Children expand their learning with every experience, every interaction, and every observation they make. In Early Years Centres, the learning environment is carefully and thoughtfully designed to encourage opportunities for creative investigation and exploration. In Early Years Centres, children are encouraged to make new discoveries, actively pursue their interests, ask questions, solve problems, and develop a lifelong love and excitement for learning.

PEI Early Learning Curriculum Framework

Governance also includes the legislation and regulatory frameworks to monitor minimum standards of quality, health and safety. In PEI, the ECEC governance model also sets criteria for designation for Early Years Centres, which exceed licensing standards. Responsibility for funding, program and pedagogical support, and collaboration with community and professional organizations is integral to the ECEC governance model.

¹⁷ See further discussion in “Affordability” on the cost of child care for parents.

PARENT ADVISORY COMMITTEES

In Early Years Centres, Parent Advisory Committees are part of the governance structure. Their formation is mandated by the criteria established for designation as an Early Years Centre. The rationale for such

The purpose of the Parent Advisory Committee (PAC) is to create, inspire, and lead mutually supportive relationships between clients (families), educators, and community that enhance quality early childhood experiences and community connectedness.

PEI Department of Education, Early Learning and Culture

committees is grounded in evidence that parental engagement in early childhood programs is beneficial to children, parents, and early childhood educators. The Council of Ministers of Education of Canada reports that “Welcoming participation of families in all areas connects them to their child’s early development and enhances the child’s learning. By working in partnership, families and educators can learn together and gain a deeper understanding of each child and ways to promote his/her learning and development” (CMEC, 2014:9).

It is not clear that the establishment of Parent Advisory Committees has been carried out in a consistent manner across the province. Although the Department

of Education, Early Learning and Culture has provided direction to Early Years Centres as to their expectations regarding Parent Advisory Committees, key informant interviews would suggest that in some cases the committees are quite active and serve as a clearinghouse for information to and from all parents at the centre, while at other centres this is not so.

According to the terms of reference for all Parent Advisory Committees (PAC), expectations are that the committee’s role is to:

1. Actively seek the views of the Centre’s community (parents and families)
2. Actively represent the views of the Centre’s community and become as influential as possible
3. Inform the Centre’s community about PAC
4. Encourage all forms of parental involvement and support
5. Provide advice to parents on their roles and responsibilities in the education of their children
6. Facilitate linking the centre with the community at large
7. Maintain high ethical standards

ISSUES AND RECOMMENDATIONS ON GOVERNANCE

ISSUES

1. Although children in licensed early childhood education and care programs and children in Kindergarten programs are considered to be developmentally in the early childhood period of human development, these two programs have, in the past number of years, become very separated not only administratively

and spatially but – more importantly – pedagogically in terms of child expectations and teacher practice. This will be further discussed in “Quality” and recommendations will be further explored at that time.

2. The Department of Education, Early Learning and Culture and the Department of Family and Human Services give very different messages about the purpose of early childhood education and care. Whereas one department promotes the value and life-long benefits of high quality early learning experiences for young children, the other, by its policies and criteria, focuses on parental employment and reasons for non-parental care needs that minimally consider the developmental needs of all children.
3. In the public education system, parents have a collective voice through the PEI Home and School Association. Parents with children in Early Years Centres have a voice through their PAC, but these committees do not have any type of established protocol or even options to meet with each other, and for parents to share ideas, observations, or to more deeply understand ECEC policy, the Early Learning Curriculum Framework, or other issues related to their children’s participation and involvement. Although there are two parent representatives on the Department’s ELCC Advisory Committee, there is a missed opportunity for Government in being able to seek the opinions of parents of children involved in Early Years Centres in matters related to policy.

RECOMMENDATIONS

1. Transfer responsibility and budget for the Child Care Subsidy Program to the Department of Education, Early Learning and Culture.
2. Revise the criteria for eligibility to reflect the focus on the child, rather than the focus on parental employment or training involvement.
3. Review and revise the income test so as to move toward consideration of a percentage of family income to be spent on ECE.
4. In partnership with the Early Childhood Development Association of PEI, provide resources to allow Parent Advisory Committees to meet as a collective group, and to participate in information sessions specifically designed for parents either during ECDA conferences or at other appropriate times and delivery formats.

QUALITY

It is widely accepted that the level of quality in an early childhood program is, along with duration of program involvement, one of the key elements that determines whether a child's experience in that program will have a positive or negative influence on long term human development. Defining "quality" however, is a different matter. A definition of quality depends on who is making that definition – and there are often different interests and views of all who are involved in using, developing and managing programs, including parents, children, ECEs, and policy makers. Understanding quality – and how it is to be measured – depends on what we believe and understand about childhood itself, and our societal and cultural values as to what is important for children. Perceptions of quality – and therefore approaches to measuring quality – are dependent on the view of the child, and of childhood itself:

An understanding of child development which views the child as an active participant in learning means that the child's program would be developed to build on the child's strengths and interests, and the role of the adult is one of facilitator. On the other hand, an understanding and belief that the child is a person who must be filled with knowledge would be interpreted in an early learning and child care program to mean that the adult must determine what it is that the child will learn – and will focus on meeting specific learning objectives. Each interpretation of childhood has an impact on how quality would be measured (Flanagan, 2010, p.46).

Researchers and early childhood education experts have conceptualized quality as comprising **structural factors** that help to produce or support quality, the ongoing or dynamic **process** of achieving quality, and the equating of quality with those factors that appear to produce successful **outcomes** for children. These three categories – structure, process, and outcomes – appear in much of the literature on quality (Flanagan, 2006):

- **Structural elements of quality** typically include regulatory provisions that can be counted or easily measured/monitored. Examples of structural factors include required staff qualifications; group size; staff:child ratios; program or curriculum requirements; space and physical facilities; and working conditions for staff.
- **Process** elements of quality relate to what happens in the early childhood program, such as the types of activities that are available for children, both indoor and outdoor; the interactions between children; and the interactions between children and adults.
- **Outcomes** for children may include such measures as cognitive and school readiness skills, self-regulation, or indicators of social and emotional development. Measuring such outcomes requires carefully designed longitudinal studies.

While structural factors may be easier to measure, assessment of process elements of quality are more challenging to quantify. It has generally been accepted that structural elements of quality predict process elements:

- Individuals with early childhood education credentials are more likely to engage in meaningful and respectful interactions with young children and be more responsive to children's needs.
- Adults who are responsible for smaller numbers of children are better able to develop meaningful relationships, have time for meaningful conversations, and are not stressed by an overload of responsibilities.

- ECEC programs with better human resource practices have lower staff turnover, which in turn improves the relationships with children, with parents, and with other staff.
- ECEC programs in jurisdictions with early learning curriculum frameworks have consistent language to reflect on and explain children’s learning to others, support educators to document the learning experiences, and through educators’ own reflective practice are intentional in their teaching.
- ECEC programs with structures to allow parents to engage with the program have meaningful relationships with parents, staff and directors, thereby enhancing the child’s experience.

Quality encompasses all the features of children’s environments and experiences that are presumed to be beneficial to their well-being. This includes the use of a curriculum, staff characteristics, teacher or caregiver behaviours and practices, and staff-child interactions which form the core of children’s ECEC experiences, often referred to as process quality. In addition, quality involves structural features of the setting such as space, group size, and safety standards (NCES, 1997; OECD, 2006; OECD, 2012a). However, quality is not a static concept. Definitions of quality may differ between countries since this is a value- and cultural-based concept and any definition of quality is subject to change over time (Kamerman, 2001).

In recent years, with increasing investments in ECEC programs, there has been a growing effort to more closely measure and monitor levels of quality in ECEC programs:

- Brunsek et al, (in press, p.28) report that “research on what drives educator quality has been elusive, with common indicators, such as level of education and years of experience, showing weak associations with child outcomes (Dunn, 1993; Falenchuk et al., 2017). Further, typical ECEC educator preparation programs do not seem to necessarily produce educators who engage in effective educator-child interactions and effective implementation of educational and developmental curricula (Pianta et al., 2009). This has led to interest in other potential variables that may influence an educator’s ability to interact with the children in their care in ways that support children’s development” (p.3).
- In the United States, measures of quality are linked to funding for early childhood centres – with centres who perform well receiving greater amounts of funding than those who are not. Such Quality Rating and Improvement Systems have been implemented, piloted, or planned in 49 of 50 states, thanks in part to federal incentives.
- Australia has introduced a National Quality Framework along with a National Quality Standard. All centres must develop Quality Improvement Plans as part of their compliance with the National Quality Standard.
- In 2018, Nova Scotia introduced *Quality Matters* – a province-wide initiative to improve and assess quality in licensed child care centres. It is based on international evidence regarding the importance of quality in early childhood education and care. It is also based on the concept of Continuous Quality Improvement (CQI), whereby quality improvements are made over time through a reflective and meaningful engagement process. This process involves licensees, centre directors, early

childhood educators, families, and other key stakeholders, as appropriate. Eligibility for provincial funding for licensed child care centres is linked to both quality improvement and participation in the initiative. Participation in Quality Matters is mandatory for all centres receiving provincial funding.

- In 2018, New Brunswick announced plans for province wide implementation of Quality Improvement Plans. Quality scores will be measured by quality measurement tools such as the Early Childhood Environmental Rating Scale – Revised (ECERS-R). New Brunswick has committed to a target of 90% of all early learning centres improving their quality ratings by 25% in three years.
- Other countries have taken steps to move toward measurement of process quality indicators – see text box below.

Self-evaluation tools for staff in ECEC

A major purpose of this type of evaluation is to raise the awareness of staff concerning different aspects of quality. Various participatory evaluation instruments of this nature have been developed in OECD countries for this purpose, such as the United Kingdom's EEL (Effective Early Learning) instrument which encourages discussion and reflection by staff on their programme, their attitudes and practice towards children and parents, as well as on the more technical aspects of administration, finance and planning. The Flemish Community of Belgium has a process-oriented self-evaluation instrument for care settings. The instrument was developed by the Research Centre for Experiential Education (Leuven University – Belgium), and takes the child and his or her experience of the care environment as the main criterion of quality. At the centre of this framework stand the process variables, well-being and involvement. Well-being and involvement are regarded as critical indicators for quality. The first is seen as a condition to secure mental health, the second as the condition for deep level learning and development. The procedure for self-evaluation starts with an assessment of the actual levels of well-being and involvement of the children by staff. Analysis is guided by a framework in which five dimensions of the pedagogical approach are distinguished: the infrastructure and offer of activities, group climate, child initiative, adult style and organization. The analysis of the pedagogical approach is a shared activity in which the practitioners as a group work towards setting priorities for action. These serve as a guide to define possible interventions or practices they should adapt, to implement them and to reflect on their impact. This whole cycle of observation, analysis and action can be repeated several times in a year.

(Sources: Bertram and Pascal, 1997; OECD, 2006; 2012a as reported in OECD,2013:13).

In the proposed ECEC Policy Framework, the concept of Quality is considered from the perspectives of:

- Curriculum
- Human Resources
- Continuous Quality Improvement
- Outcomes for Children

CURRICULUM

PEI's *Early Learning Curriculum Framework: Relationships, Environments, Experiences* guides the pedagogical practice of ECEs in Early Years Centres. The Framework is specifically designed to provide consistency in methodological approaches and structure to the scope of learning in Early Years Centres. The

Framework is also designed to allow and encourage Early Childhood Educators to design learning environments for children that are relevant to their communities, respectful of PEI's different cultures and languages, and that are appropriate for children with a wide range of abilities.

The Framework is a social-pedagogical approach to early childhood education, based on the understanding that learning in the early years is influenced by the quality of the child's interactions and relationships with adults and other children, and by the experiences that children have through their active play - rather than direct teaching of discrete skills. This approach takes the view that children are co-constructors of their own learning, and that children learn by making meaning of their everyday experiences.

The Early Learning Framework promotes pedagogical practice that is grounded in the beliefs that children must be actively engaged in their own learning, that learning is viewed as an active and social process, and that educators take on the role of facilitator rather than adopting a didactic approach to teaching. The Framework identifies learning goals for children with specific objectives, and outlines learning principles to support pedagogical practice. Authentic assessment of children's developmental progress is carried out through a variety of approaches to documentation.

Vision:

The Kindergarten program of Prince Edward Island fosters children's growth and learning: socially, emotionally, intellectually, physically, and creatively, to become lifelong learners in an environment that is nurturing, play-based, and developmentally appropriate.

PEI Kindergarten Integrated Curriculum

PEI's *Kindergarten Integrated Curriculum*

Document (2008) sets out a vision for children's learning in Kindergarten programs and adopts a stated philosophy that Kindergarten is a child-centred, developmentally appropriate, early childhood program whose purpose is to nurture the continuing growth of children's knowledge and understanding of themselves and their world by providing a safe, caring, and stimulating environment where learning flourishes. The curriculum document identifies that PEI's Kindergarten program values the development of the whole child by recognizing:

- the individual and social nature of learning
- that children learn through active involvement and meaningful play
- the importance of developmentally appropriate practices that enhance children's learning
- the significance of all areas of development
- the early years as the strong foundation for lifelong learning.

The Kindergarten curriculum is also guided by the *Specific Curriculum Outcomes Framework* (2013).

Focus groups and key informant interviews were held with kindergarten teachers in order to determine the level of consistency between early childhood education programs in Early Years Centres and in Kindergarten classes as well as opportunities for collaboration. Previous review and analysis of the two curriculum documents showed a high level of consistency between the two. However, kindergarten teachers reported that in practice, there is very little if any consistency or relationship between the two types of early childhood education programs. There is a complete absence of any communication with those in the early childhood education sector, lack of awareness (formally, although many teachers had managed to find a copy) on the part of kindergarten teachers as to the nature of the PEI Early Learning Curriculum Framework, and no shared opportunities for professional development. Kindergarten teachers also shared their concerns that while the Kindergarten Integrated Curriculum Document in itself was consistent with early education pedagogy, in actual practice kindergarten teachers were expected to adhere to very different standards and practices, and that expectations for children were not consistent with expectations outlined in provincial curriculum.

Teachers recounted how their classrooms were initially established with a selection of carefully chosen early childhood learning materials as recommended by the Early Childhood Environmental Rating Scale, but that in subsequent years these materials have been phased out in many classrooms.

Play is a vehicle for learning and rests at the core of innovation and creativity.

Ontario: The Kindergarten Program
(2016:18)

Teachers shared how they were often told their classes were too noisy and reminded that there would be no “play” once the children were in Grade One. Teachers felt that there was a lack of understanding as to the concept of play based learning and its value in early childhood education. The Ontario Kindergarten program notes “The process through which learning happens in play is complex. Educators continually develop and deepen their understanding of that process through professional learning and classroom observation, interpretation, and analysis” (Ontario Kindergarten Program (2016:1.2).

The benefits of play are recognized by the scientific community. There is now evidence that neural pathways in children's brains are influenced by and advanced in their development through the exploration, thinking skills, problem solving, and language expression that occur during play. Research also demonstrates that play-based learning leads to greater social, emotional, and academic success. Based on such evidence, ministers of education endorse a sustainable pedagogy for the future that does not separate play from learning but brings them together to promote creativity in future generations. In fact, play is considered so essential to healthy development that the United Nations has recognized it as a specific right for all children.

Given the evidence, the CMEC believes in the intrinsic value and importance of play and its relationship to learning. Educators should intentionally plan and create challenging, dynamic, play-based learning opportunities. Intentional teaching is the opposite of teaching by rote or continuing with traditions simply because things have always been done that way. Intentional teaching involves educators' being deliberate and purposeful in creating play-based learning environments – because when children are playing, children are learning (CMEC, 2012).

HUMAN RESOURCES

In recognition of the emerging issues regarding human resources in the child care sector, the Government of Canada's Sector Council program provided resources to establish the Child Care Human Resources Sector Council. The Child Care Human Resources Sector Council (CCHRSC) operated from 2003 – 2013. As the only pan-Canadian organization dedicated to moving forward on human resource (HR) issues in Canada's early childhood education and care sector, the CCHRSC brought together national partners and sector representatives to help develop a knowledgeable, skilled, and respected workforce valued for its contribution to ECEC. The CCHRSC's projects and initiatives focused on:

- Building and sharing knowledge to advance HR and labour market issues
- Creating tools to promote good HR management practices
- Fostering the development of a skilled workforce
- Providing leadership and coordination on HR issues.

The Impact of Human Resources on Quality

In her analysis of Canada's child care workforce, Halfon¹⁸ reports:

One cross-national review of the determinants of quality in child care concluded that, "the most significant factor affecting quality appears to be caregiver education, qualifications and training" (Huntsman 2008: iii). Education and training interact with other variables such as wages, group sizes and child-staff ratios that affect quality as experienced by children. As well, these variables impact working conditions, morale and the recruitment and retention of qualified staff. These factors all have significant implications for the quality of care (Huntsman, 2008; Mathers, Eisenstadt, Sylva, Soukakou & Ereky-Stevens, 2014). Whitebook and Darrah concur, finding that "the interdependence of quality early childhood care and education, quality environments, and appropriate compensation for teachers can no longer be denied or refuted" (2013: 21)

The issues of low compensation and lack of benefits in the ECEC system have been widely documented and have often been the subject of ECEC organizational advocacy in Canada and internationally. Torquati, Raikes, & Huddlestone-Casas (2007) report that low wages in the ECEC sector are detrimental to both early childhood professionals and to the children for whom they care. A number of studies show that low wages are associated with higher staff turnover, which is known to be harmful to the development of children (Torquati, Raikes, & Huddlestone-Casas, 2007; Whitebook & Sakai, 2003). Conversely, higher wages are associated with increased staff retention, and higher levels of quality in the program itself (Drouin et al., 2004; Ghazvini & Mullis, 2002; Goelman, Doherty, Lero, LaGrange, & Tougas, 2000; Tougas, 2002; Whitebook & Sakai, 2003).

The only national study of human resource issues in the ECEC sector in relation to quality was conducted in 1998 by researchers from University of Guelph and University of British Columbia – You Bet I Care (YBIC). YBIC studied issues related to wages, benefits and working conditions in all jurisdictions – but also studied quality measures in centre-based programs in six provinces and one territory (PEI was not included in the

¹⁸ p. 2

quality measurement segment of the research). Researchers collected similar information from a 1991 study (Caring for a Living) with a different sample of centres and included on-site observations to identify factors most important for predicting and maintaining high-quality child care. YBIC found that direct predictors of quality (in order of strength) were wages, use of centre as practicum site for post-secondary ECE and related training programs, job satisfaction, and child:adult ratios (Goelman et al., 2000).

Québec's *Grandir en qualité* (2004) found linkages between quality and relationships between staff and directors, and specific relationship between quality and some types of staff benefits. For example, researchers found the quality of an infant (0-18 months) care program to be higher when, among other factors, educators are allowed time off for family obligations, noting that data does not specifically show whether this is because staff are more satisfied in their jobs, or because infants sense tension between staff and directors when this time off is not allowed (Drouin, Bigras, Fournier, Desrosiers, & Bernard, 2004, p. 147).

Recruitment and Retention

A follow up study to YBIC in 2013 – *You Bet We Still Care* – did not have the resources to study quality in relation to wages, benefits, working conditions and levels of job satisfaction. However, the study did include licensed full day child care centres in all provinces and territories in order to document changes to wages, benefits, job satisfaction, and recruitment issues as compared to the 1998 human resource data for Canada. The 2013 study concentrated on employers, directors, and program staff in full time (i.e., six consecutive hours or more per day, five days per week) child care centres across Canada that were licensed by provincial or territorial governments, and that provided full time spaces for infants, toddlers, and/or preschool age children. Research findings in 2013 showed wages had increased across the country but benefits decreased; the majority of program staff have ECE credentials; workforce is aging; and job satisfaction is high. Highlights included indicated some progress, as well as continued challenges:

- Respondents were predominantly female (98%)
- The workforce is aging, and retirements can be expected:
 - In 1991 (Caring for a Living), 58% of program staff were younger than 30 years old; this decreased to 45% in YBIC in 1998, and to 25% in 2013
 - In 1991 (Caring for a Living), 9% of directors were 45 years of age or older; this increased to 15% in YBIC in 1998, and to 30% in 2013
- The majority of respondents to the employee survey (59%) had completed a two-year ECE diploma. This was an increase to the 48% who had done so in 1998.
- Almost 88% of program staff had participated in professional development activities in the past 12 months
- 25% of all program staff reported that they worked at a second job; of these, 42% said it was because they needed extra income
- Employees represented by a union are more than twice as likely to have more than three benefits (70.4% vs. 33%)
- 78.5% of program staff had a wage increase in the past three years
- Job satisfaction is high among directors and program staff

- 63% of centre director respondents have been working in the ECEC sector for more than 15 years. This is significantly higher than data reported in 1998, when 37% of directors had been working in the ECEC sector for more than 15 years. Of these, 66% have a college credential and 20% have a university degree.

Other research conducted for the Child Care Human Resources Sector Council by economist Robert Fairholm, Director of the Centre for Spatial Economics (Fairholm, 2009) suggested that across Canada, recruitment is not the issue – but retention is. After studying provincial data, Fairholm reported that 8 to 9 of each ten people recruited were recruited as replacement staff, with only 1 or 2% of new staff recruited for expansion. This statement was supported by data from You Bet We Still Care which reported that 72% of employers hired at least one program or supervisory staff in the past 12 months. Of all new staff hired, the vast majority was to replace someone who left. Of those who left, employers reported that up to 75% of those were qualified ECEs (Flanagan, Beach, & Varmuza, 2013).

Wages

For the past twenty years, in recognition of the influence of wages on the recruitment and retention of qualified ECES, jurisdictions across Canada have attempted to address these issues by providing some type of operating funding that incorporated wage enhancement to support those employed in the ECEC sector. In some jurisdictions, key informants suggest that wage enhancement may have been a disincentive for employers to maintain competitive wages, as the top-up allowed them to keep their wages at just above minimum wage level.

In 2010 Prince Edward Island eliminated wage enhancement through operating grants in favour of a provincially mandated wage grid for ECEs in Early Years Centres. While the wage scale provided significant increases to many early childhood educators in 2010 (the You Bet We Still Care survey data showed a 43% increase in wages for educators in PEI between 1998 and 2013 – Flanagan, Beach & Varmuza, 2013), the scale has been stagnant and needs to be revised.

The current PEI wage grid is not competitive. While the grid does provide for modest incremental/step increases for years of seniority, it does not do so at the Director level. In recent years, government has revised the wage grid with percentage increases (e.g., 2% for 2017/2018).

For many years, the education sector has been a significant draw on qualified early childhood educators, particularly for positions as education assistants. Current wage scales according to the collective agreement for education assistants are significantly higher than the wages outlined in the wage scale for early childhood educators. Key informants and focus group participants agreed that incentives introduced in the early years sector (especially for access to post-secondary education) appear to be more beneficial for the education sector than for the ECEC sector. As individuals increase their own human capital with post-secondary credentials, they have more options for better paying and more attractive work environments.

Staff Qualifications and Access to Post -Secondary ECE Education

As noted previously, a cross-national review of the determinants of quality in child care concluded that “the most significant factor affecting quality appears to be caregiver education, qualifications and training” (Huntsman 2008: iii). Required qualifications for staff in regulated Early Years Centre and private centres are generally on par with requirements in other jurisdictions across Canada¹⁹. In some cases, PEI requirements are stronger than those in other jurisdictions with regard to the type of credential required, but weaker in terms of the number of qualified staff to be employed. For example:

- Revised regulations to the Early Learning and Child Care Act refer to the requirement for a bachelor’s degree for directors. The only other jurisdiction that requires a degree for directors is Manitoba, but in that province the requirement for director level certification is either a degree in early childhood certification or a post-diploma certificate with specified topics related to roles and responsibilities of centre directors.
- Revised regulations in PEI also define qualifications required for certification as Inclusion Support Staff. However, there is no current requirement for individuals working as Inclusion Support Staff to hold this type of certification.
- Revised regulations in PEI refer to new ECE certification levels of “director” and “inclusion support staff”. These levels are inconsistent with existing levels as they confuse job titles with levels of post-secondary credentials.
- PEI regulations require 45 hours of professional development in every three-year period. This is the highest number of hours required in Canada.
- PEI regulations require specific ECE qualifications for the Director in each centre, and for at least one additional staff person.
 - In Early Years Centres, all staff – as well as the Director – are required to hold some level of certification. These levels may be as low as entry level (consisting of specified coursework), Level 1 (one year certificate) or Level 2 (two year diploma).
 - As centres expand the number of spaces available, this may result in situations where a minority of staff in a centre hold ECE credentials, as only two persons per centre are required by regulation to hold ECE specific credentials with relevant certification. In EYCs, all staff are required to have some level of certification, although provisions for designation do not specify the proportion of staff who must hold a recognized ECE credential.

Many other jurisdictions have moved toward requiring a percentage of staff hold ECE credentials and related/certification/qualifications. For example:

- NL: All staff must hold some level of certification (minimum trainee level) and classification for specific age groups
- NS: requires 2/3 of all staff hold ECE credentials

¹⁹ See Appendix 3 for PT requirements for director and staff qualifications

- NB: On and after July 1, 2020:
 - At least 50% of educators must hold a one- year Early Childhood Education Certificate or training that is equivalent in the opinion of the Minister, and
 - An administrator must hold a one-year Early Childhood Education Certificate or training that is equivalent in the opinion of the Minister.
- QC: In Centres de la petite enfance (CPEs) and in garderies, two-thirds of staff working directly with children will require a three-year *Diplôme d'études collégiales* (DEC) or a one-year *Attestation* and three years' experience.
- ON: One staff person per group of children is required to have a two-year diploma in Early Childhood Education from an approved Ontario College of Applied Arts and Technology (OCAAT) or the equivalent. Centre supervisors must have the same education and have at least two years of experience in ECE. There are no educational requirements for other staff to work in a child care centre in Ontario.
- MB: Two-thirds of the staff working with infant and preschool children must be classified at an ECE II or ECE III level; Half of the staff working with school-age or nursery school children must be classified at an ECE II or ECE III level.
- SK: Centre directors must meet the requirements for an ECE III. All child care staff working 65 hours or more in a child care centre must meet the requirements for an ECE I, 30% of staff must meet the requirements for an ECE II, and in addition, a further 20% of staff must meet the requirements for an ECE III.
- AB: At least one in every four staff working directly with children between the hours of 8:30 a.m. and 4:30 p.m. must hold at least a Child Development Worker certificate. All other staff must hold at least a Child Development Assistant certificate.
- YK: In centre based programs, 20% of staff must meet or exceed the Child Care Worker III qualifications, an additional 30% must meet or exceed the Child Care Worker II qualifications and the rest must meet or exceed Child Care Worker I qualifications.

While revised regulations provide for a certification level for “Inclusion Support Staff”, current regulations do not specify that those individuals who are working with children with an identified need for additional support must hold any type of credential or certification in order to effectively carry out the responsibilities associated with that position. For this reason, those individuals employed in that capacity in EYCs – regardless of their qualifications – are not paid according to the PEI ECE wage scale.

Key informants in other jurisdictions noted that this practice often means that the least qualified ECEs are assigned to work with children who have the highest needs. Key informants reported that in other jurisdictions, many centres have found that it is effective to assign a highly qualified ECE as responsible for oversight for children requiring additional supports, and to assign the additional staff person hired with additional inclusion support funds to a group of typically developing children. There are multiple reasons for this approach:

- The opportunity to work with a child with additional support needs allows the qualified and experience ECE to broaden their skills, and build capacity within the centre’s staffing complement

- Having a qualified ECE work with a child with additional needs ensures that the child has an optimal experience at the centre
- Assigning a contracted educator to a group of typically developing children allows the contracted person to gain experience working as part of team and the opportunity to build their ECE skills.

Ongoing Need for Qualified Early Childhood Educators

Key informants have suggested that in many ways, PEI is still recovering from the exodus of qualified early childhood educators in 2010 to the public school system for the full day kindergarten program. Sectoral initiatives to support those working in early years centres to earn ECE credentials at both Holland College and Collège de l'Île since 2010 have helped the sector, but ongoing recruitment and retention challenges have taken their toll. In the past few months, there have been some centres who have responded to the province's offer to support space expansion – only to find that they are unable to follow through as they have not been able to recruit qualified staff for the new spaces.

Manitoba has continued to report success with their *Workplace Training Program* – an initiative modelled after PEI's *Accelerated Training Program* in the 1990s. Building on research to suggest that those who have been employed in the child care sector for many years are more likely to stay in those positions (Doherty and Forer, 2005), the Manitoba program offers a post-secondary ECE credential to those who have been employed in a regulated ECEC program for a minimum of two years (in order to allow for a Recognition of Prior Learning), who participate in accelerated classes at recognized post-secondary institutions, and successfully complete requirements for the credential. Tuition must be paid by the student. However, classes are held during the work week so that the student continues to earn their weekly wage, and funding is provided to the centre to pay for the cost of substitute staff while the person is in class. Manitoba key informants report that both graduation and retention rates are high for graduates of the program. Such an option was recommended in *The Early Years Report* (Flanagan, 2010). Currently, Nova Scotia is exploring this option with various sites with the Nova Scotia Community College system.

HR Implications

While recommendations in this report focus on access to early childhood education programs for young children as important to realizing objectives such as school success and parental employment supports, expansion of regulated spaces depends on a qualified workforce to allow for growth of the sector. Issues related to human resources demonstrate the complexity and inter-relatedness of issues facing the ECEC sector and underscore the importance of a comprehensive approach. Both Canadian and American research shows the link between quality and human resources, including training, wages, benefits, and working conditions (Goelman, et al, 2000; Whitebook & Sakai, 2003).

CONTINUOUS QUALITY IMPROVEMENT

The Department of Education, Early Learning and Culture's Early Childhood Resource team provides support to licensed centres by working with supervisors/directors and staff to develop action plans for positive curriculum results. The resource team includes early childhood coaches and early childhood resource support. The team supports supervisors, staff, administrators and owners of early childhood development

centres to enhance learning environments by providing both mentoring and training. The team encourages increased quality, facilitates enhanced inclusion, and encourages a “community of learning” within the early childhood sector. The onsite support provided by the team is consistent with evidence regarding the importance of coaching, mentoring, and onsite support and involvement.

As noted in the preamble to this section on Quality, practices focused on quality measurement and quality improvement are in place around the world, including across Australia, in almost all jurisdictions in the USA, and in several Canadian provinces. There is international consensus that the level of quality in early childhood education and care settings for young children is a strong predictor of the type of outcomes to be experienced by children who participate in those programs (Yoshikawa et al, 2013; McCain, Mustard & McCuaig, 2011; Flanagan, 2010; Litjens & Taguma, 2010; Myers, 2004; Barnett, 2004). In US research, the level of quality has consistently been associated with positive cognitive and language skills (NICHD, 2002) and a somewhat consistent predictor of social skills (NICHD, 2002).

In recent years, some jurisdictions have begun to shift their focus from the use of standardized quality measurement tools that give a “score” to either:

- With the help of research experts, developing a hybrid quality measurement tool that incorporates features of several different tools, combined in such a way so as to support the administration of the tool, while allowing the assessment to focus on carefully selected items, or
- Introducing a process of continuous quality improvement, based on guided and comprehensive self-assessment.

Continuous Quality Improvement is a process to ensure programs are systematically and intentionally improving services and increasing positive outcomes for the children and the families they serve. CQI is a cyclical, data-driven process. It is proactive, not reactive. A CQI environment is one in which data is collected and used to make positive changes – even when things are going well – rather than waiting for something to go wrong and then fixing it.

Smith, 2013:1

A continuous quality improvement process that involves staff, parents, centre management, children, and community partners allows the centre to continually focus on priorities, understand when things are going well, and create a culture of reflection and learning. All CQI approaches are founded on processes that include planning, acting, reflecting, and revising. While centres may use observational quality measurement tools as part of their own self-assessment process, they are not tied to those scores – rather, the assessment is a starting point for conversations about key aspects of quality, and a valuable piece of information to add to the opinions of staff, parents, etc.

Key informant interviews conducted in the USA found that interviewees agreed that continuous quality improvement is grounded in human relationships, focused on enduring change (which may feel significant and scary for early learning professionals), labor- and time-intensive, and likely to result in a process of incremental improvements in teacher practice and program quality over a long trajectory of time versus immediately (Wiggins & Mathias, 2013:2).

ISSUES AND RECOMMENDATIONS ON QUALITY

CURRICULUM

Issues

1. Given the importance of professional development as a contributor to quality learning environments, it will be important to ensure that such activities focus on elements of the curriculum framework. Professional development activities may include face to face sessions either for the sector or at the centre level, video conferencing, or guides for educators on implementation of the curriculum framework.
2. The Framework is respectful of different cultures and languages, although the Framework in itself does not provide guidance to educators on cultural considerations. In recent years, a growing awareness of the issues inherent in Indigenous communities has identified a need for greater awareness of Indigenous issues. As well, the growing number of young children in PEI who are newcomers to Canada suggests that the Framework needs to give greater consideration to working with children and their families with different cultural and linguistic backgrounds, as well as working with children who may be refugees.
3. It is worrisome that current practice in PEI schools is not consistent with the provincial Kindergarten curriculum. Children enter kindergarten between the ages of 4 years 8 months and 5 years 8 months, which is a significant range in the period of early childhood development. Even so, 4 and 5 year old children are considered to be in the early childhood phase of human development, and in the second stage of the period of early childhood (3-5 years). Pedagogical practice and developmental expectations need to be consistent with the evidence regarding children's development and learning during this period of development.

Recommendations

1. Further explore the linkages between curriculum and pedagogical practices in the period of human development known as early childhood development with representatives responsible for curriculum and professional practice for both Early Years Centres and Kindergarten Programs. Based on these discussions, explore the feasibility of designating the Department of Education, Early Learning and Culture's Early Childhood Division as the body responsible for curriculum implementation for both Early Years Centres and Kindergarten programs, including professional development / in-service training and child assessment.
2. Professional Development:
 - a. Engage with the Early Childhood Development Association (ECDA) of PEI and the PEI Teachers' Federation (PEITF) to organize and deliver a multi-session program of professional development on a mutually agreed upon topic related to design and delivery of early learning experiences for children in both indoor and outdoor environments.
 - b. In collaboration with the ECDA of PEI and the PEITF, organize joint sessions for Early Childhood Educators and Kindergarten teachers regarding curriculum expectations for both programs.

- c. Organize mandatory professional development for school principals, vice principals, resource and specialty teachers regarding play based learning.
3. Develop an “Educators’ Guide” to the PEI’s *Early Learning Framework: Relationships, Environments and Experiences*, in order that all educators have immediate access to interpretations of the framework, ideas and resources.
4. Explore, with other Atlantic provinces, the potential to develop on-line training videos and resources on topics that are common to all early learning curriculum frameworks in the Atlantic region, e.g., reflective practice, documentation, inquiry based learning, intentional teaching, co-constructed curriculum.

HUMAN RESOURCES

Issues

1. Both recruitment and retention of qualified staff are significant challenges for both designated Early Years Centres and non-designated private centres in PEI. Retention is an ongoing challenge, with much of the recruitment effort directed at replacing qualified staff who then leave for other employment.
2. The wage grid for Early Years Centres, while well received in 2010, is outdated and is not competitive. The 2018/2019 wage grid provides for starting wage for an individual with a two year ECE diploma at \$15.66/hour; for those with five years’ experience or more, wage is listed at \$17.56. The same individual, with the same credential, could seek employment with the school board as an education assistant at starting wage of \$22.74 and be earning \$27.07 after five years. Directors of Early Years Centres, with required qualifications of either a degree or post-diploma certificate in ECE, have a starting wage that is less than that of an individual just graduating with an ECE diploma and working as an education assistant.
3. Funding in Early Years Centres allows for some benefits (vacation, sick days) but does not provide for pension benefits. In a sector where an estimated 98% of employees are women, pension benefits are key for recruitment and retention. Manitoba is the only province with a pension benefit for ECEC centres and family home child care providers.
4. Revised regulations to the Early Learning and Child Care Act outline requirements for successful completion of a bachelor’s degree in Early Childhood Education or equivalent²⁰ for certification as an ECE

²⁰ For certification as an ECE Director, required qualifications include options of successful completion of a degree program in early childhood care and education; a degree program in child and family studies, which includes credit for a two-year diploma program in early childhood care and education, or a one-year certificate program in early childhood care and education, and a degree program that, in the opinion of the Board, is related to early childhood care and education; and successful completion of a degree program in early childhood care and education, a degree program in child and family studies, which includes credit for a two-year diploma program in early childhood care and education, or a one-year certificate program in early childhood care and education, approved by the Board, and a degree program that, in the opinion of the Board, is related to early childhood care and education; and five years of full time experience in a regulated ECE program.

Director. However, as of 2018, an individual carrying out the job responsibilities of a director of a licensed centre (EYC or non-designated) is required to be certified as an EC Supervisor, requiring an ECE credential of at least two years duration, and two years of experience working in a licensed ECE program.

- a. PEI's new levels of certification assign a job title rather than a "level". This leads to a scenario where an individual is certified as a "director" but does not actually hold the position of "director". The Department may wish to introduce Level 4 for someone with advanced studies, and at some point, require that a Director hold Level 4 certification.
- b. Although there is not a current requirement for those individuals carrying out the job responsibilities of a director of a licensed centre (EYC or non-designated) to hold a degree, the Department may wish to consider the impact of such a requirement given the extreme difficulty in recruiting qualified ECEs with a diploma credential. It may not be advisable at this time to introduce additional requirements for Directors.
- c. Economists who have researched the labour shortages and challenges with recruitment and retention in the ECEC sector have advised that introducing additional requirements for qualifications of staff increases the human capital of those individuals and increases the number of options for other types of employment that may provide better wages, benefits, and working conditions -thereby increasing difficulties with retention (Fairholm, 2009).
- d. A number of studies undertaken by the Child Care Human Resources Sector Council (CCHRSC) identified the need for additional ECEC education and training for directors/administrators:
 - i. *Our Child Care Workforce: From Recognition to Remuneration, More than a Labour of Love* (Beach, Bertrand & Cleveland, 1998) found that the child care director is the "gatekeeper" to program quality, by establishing standards of practice and expectations; and that directors / administrators benefit from ECEC-specific post-certificate/diploma training in child care management and administration.
 - ii. *Working for Change: Canada's Child Care Workforce* (Beach, Bertrand, Forer, Michal, & Tougas, 2004), the update to the 1998 sector study cited above, identified quality gaps related to a lack of pedagogical leadership and the ability of child care directors to successfully support and nurture new ECE entrants to the sector. One of the themes that emerged from the study was the weak culture of human resources management and leadership within the sector.
 - iii. *People, Programs and Practices: A Training Strategy for the Early Childhood Education and Care Sector in Canada* (Beach & Flanagan, 2007) noted wide support for increased training for directors. **In a survey of ECE faculty conducted with 17 post-secondary institutions (Forer, Flanagan, & Beach, 2007) only 31% of respondents thought the amount of training required for directors was adequate. Of those who did not think the training was adequate, about 32% thought directors should have a degree, and 68% thought they should have a post-diploma certificate.** Directors themselves noted that the type of training they needed was not necessarily offered in the post-secondary ECE system. The report recommended that an early childhood director be an early

childhood educator with additional specialization in leadership and management. The most commonly suggested training areas included:

1. Human resources leadership
2. Human resources management
3. Financial Management
4. Early childhood pedagogy
5. Administration

iv. In a survey of approximately 1,000 employers for the CCHRSC Supporting Employers in Canada's ECEC Sector project, many indicated that they lacked any formal human resources or management training and had to learn the necessary skills on their own. About three-quarters of respondents indicated that they would benefit from additional training or professional development.

5. While focus groups and key informants cite retention as a serious issue in PEI, there is no data to document the types of turnover that are occurring. There are three types of turnover:
 - a. **Job turnover** – when an individual may move from Centre A to Centre B; job turnover may also be considered to be relevant to someone who leaves the child care sector and becomes employed as a family resource centre director, kindergarten teacher, etc.
 - b. **Position turnover** – when an individual may have been a program staff, but has been promoted to supervisory level or director
 - c. **Occupation turnover** – when an individual leaves the early childhood sector and becomes a rocket scientist, sailing instructor, radio host, a chef, etc.
6. Brunsek et.al., (in press) have studied the impact of professional development on positive outcomes for children and suggest that there is a positive correlation between the two, although results suggest that “Programs that included a coaching component and were longer in duration (one to two years) showed more associations than programs without coaching or that were shorter (e.g. single-day programs).” (Brunsek,A. ; Perlman, M.; Falenchuk, O.; McMullen, E.; Fletcher, B. Kamkar, N.; Nocita, G.; & Shah P., in press, p.28)
7. Brunsek et. al. also report on a recent review of in-service training for K-12 educators that concluded that “one-day programs, in most cases, are not worthwhile (Loeb, Rouse, & Shorris, 2007, p. 8). In keeping with this finding, Tout, Zaslow and Berry (2006) suggested that programs that are more intensive and are of a longer duration are likely to be more effective than brief training programs”.

Recommendations

1. Immediately, launch the development of an ECEC Workforce Strategy to address issues related to workforce in the ECEC Sector. At a minimum, the Workforce Strategy should explore:
 - a. An analysis of the roles, responsibilities, degree of decision making, and impact of decisions taken for the job positions of ECEC Centre Director²¹ and ECEC Program Staff
 - b. Desired content for a post-diploma certificate for Director of EYCs and private centres
 - c. Based on (a), the development of a competitive wage scale for Early Years Centres for Directors Program Staff, and Inclusion Support Staff
 - d. A framework for data about the current ECEC workforce – ages, credentials, years of experience, levels of job satisfaction, and future plans
 - e. Analysis of program expansion plans, targets for increased access, and determine the resulting requirements for numbers of qualified staff, increases to spaces at Holland College and Collège de l'Île
 - f. Analysis of the needs of the francophone sector and recommendations for recruitment and retention strategies
 - g. A data strategy to maintain the basic information as noted in (c) and a plan to create a comprehensive data base on ECEs in PEI, including those who became certified as ECEs and left the sector
 - h. Planning for exit surveys for qualified ECEs who leave the sector (occupation turnover)
 - i. An analysis of current turnover and description as to the type of turnover occurring (e.g., job, position, occupation)
 - j. Analysis of the number of ECEs who leave their jobs for maternity/parental leave, so as to inform strategies to support employers
 - k. Survey data for graduates of ECE post-secondary programs and their employment plans
 - l. Feasibility of a pension plan for early childhood educators, with consultation with Manitoba regarding their pension plan initiative
 - m. Enhancements to professional development opportunities, so as to maximize the time and effort spent by educators in PD sessions
 - n. Further exploration of a workplace training program (where program staff attend class during their regular work week).
2. Immediately, eliminate certification level “ECE Director”; introduce Level 4 ECE with expanded options to include: two year diploma in Early Childhood Education, combined with successful completion of a post-diploma program in Child Care Administration, and eight years of experience in a regulated ECEC setting.

²¹ It should be noted that at this time, the person carrying out the job responsibilities of a centre director may be certified as either an ECEC Director or an ECEC Supervisor.

3. Immediately, introduce mandatory qualifications for inclusion support staff to hold Level 2 or 3 certification, and eliminate the certification title of “inclusion support staff”; these staff should then be paid according to the wage grid for ECEs.
4. Introduce bursaries for newcomers to PEI to earn ECE post-secondary credentials.
5. Introduce required professional development for all ECEs for topics including Truth and Reconciliation / Indigenous matters, working with newcomer and multi-lingual children, and working with refugee children.
6. Work with the ECDA to develop an in-depth Professional Development Series that would include multiple sessions and resources on a single topic over a period of time, along with opportunity for check-in and discussion.

CONTINUOUS QUALITY IMPROVEMENT

Issues

1. Early Childhood Resource team coaches work diligently with Early Years Centres. Coaches visit on a regular basis, observe in different parts of the program, talk with key supervisory staff and directors, and support centres as they work toward goals (action plan) to improve quality. All Early Years Centres are required, according to the conditions of their designation, to work with the Early Childhood coaches.
2. A continuous quality improvement process could enhance the work of the Early Childhood Resource team coaches by formalizing the development of the current Action Plans.
3. Although there is qualitative evidence of quality improvement in Early Years Centres, there is no quantitative measure to indicate level of quality or progress made. There is no quantifiable measure of quality undertaken in Early Years Centres.

Recommendations

1. Create a small working group comprised of Early Childhood coaches and EYC Directors to develop a Continuous Quality Improvement Process for Early Years Centres. The CQI process should include:
 - a. A process for a formalized self-assessment, so that centres are supported to measure and assess their own practices in identified areas, e.g., governance, curriculum, learning environments, human resources, parent and community engagement
 - b. A formalized Quality Improvement Plan that selects one goal from one of the identified areas, and outlines indicators of success, who is responsible, time frames, resources needed
 - c. Early Childhood Coaches would be responsible to support centres through the self-assessment process as well as the implementation of their Quality Improvement Plans.
2. Contract for expertise in ECEC quality measurement tools to develop a hybrid quality measurement tool that draws from existing standardized tools, is able to be used in Early Years Centres in an efficient manner, and that addresses priority areas for measurement of both structural and process elements of quality.
3. Report regularly on composite scores for Early Years Centres demonstrating levels of quality measurement and progress over time in improving quality measures.

ACCESS

Access to early childhood education and care involves considerations of:

- *Availability:* Are there sufficient numbers/types of child care spaces that parents are able to choose from?
- *Affordability:* Can parents afford the cost?

Availability and Affordability go hand in hand – if a parent has all the money in the world, but there are no spaces, that parent does not have “access” to licensed early childhood education and care. On the other hand, if there are many spaces and programs available, but the parent is not able to afford the fees²² then the parent does not have “access” to licensed early childhood education and care.

Access is not only a consideration for parents who are employed outside of the home and require non-parental child care for their children. Access is also a consideration for parents who wish their children to participate in high quality early learning programs before they enter the public-school system. As noted earlier, reasons for children to participate in ECEC programs are multiple and varied, and do not always pertain to parental employment.

Questions of access become further complicated when parents require support with child care at non-traditional hours due to their particular type of employment. Non-traditional hours may involve overnight care, weekend care, or some similar type of variation on the traditional program operations. Key informants consulted in preparing this report questioned whether such types of non-parental child care arrangements are within the scope of the regulated ECEC sector which focuses on early learning opportunities for children delivered in group settings with qualified early childhood educators following a provincial curriculum framework – or whether such arrangements should be considered as another form of “home care”.

A scan of PT Early Learning and Child Care Action Plans developed in accordance with Canada’s Multilateral Framework Agreement on Early Learning and Child Care along with each jurisdiction’s bilateral agreement with the Government of Canada shows that a majority of jurisdictions have developed very specific plans to improve access to families – addressing both the availability of regulated child care spaces and affordability for families. Several jurisdictions have specifically announced intentions to move toward “universal access” although this has not always been clearly defined.

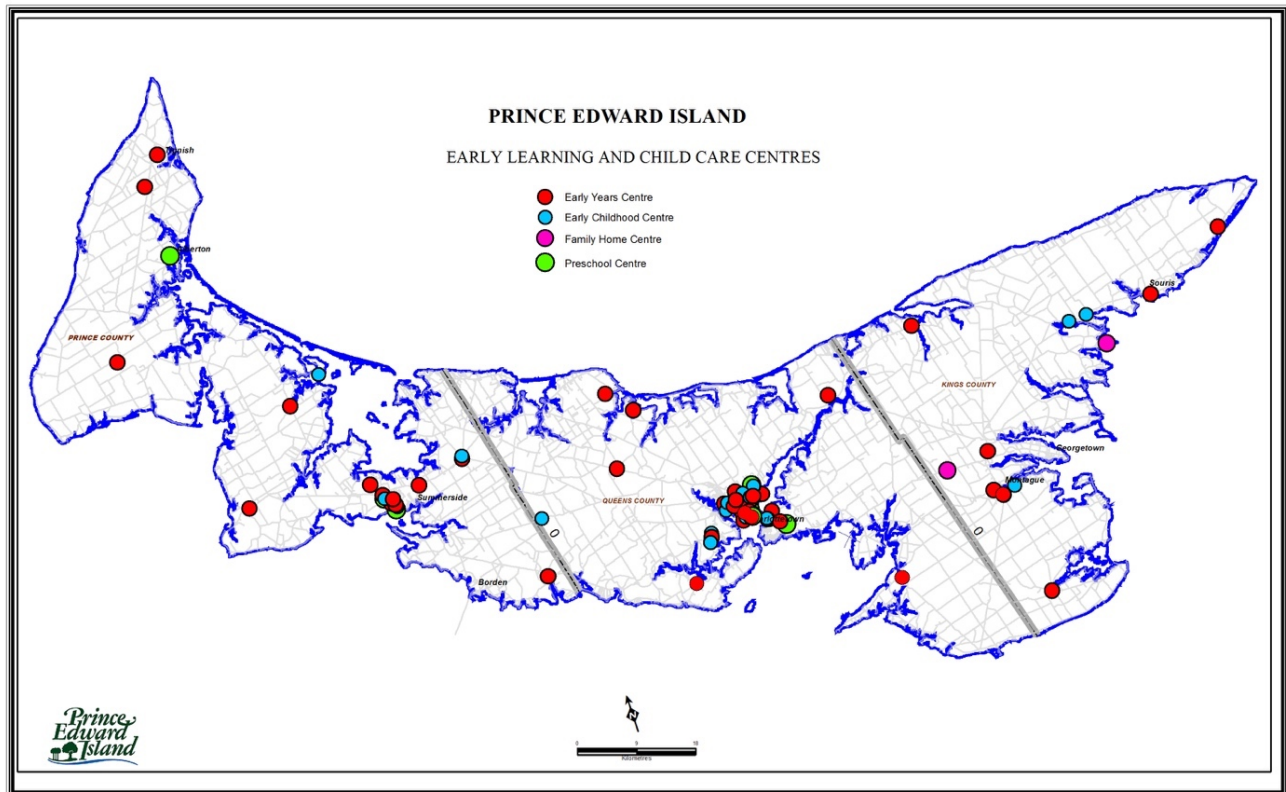
AVAILABILITY

For many years, PEI was concerned about the oversupply of licensed child care spaces. Without any coherent plan as to where centres should or could be located, many centres were competing to serve a limited number of children in a particular area, resulting in challenges to their viability. In 2010, one of the concerns raised about managing the ECEC system had to do with developing a plan for coverage and developing a mechanism

²² In PEI, the Child Care Subsidy Program administered by the Department of Family and Human Services provides financial support to eligible families for the cost of regulated (and sometimes unregulated) care. However, in addition to income eligibility, parents must be employed in order to qualify for subsidy. Therefore, unemployed parents (or if even one parent is at home) who wish to have their children participate in early learning opportunities are not eligible for subsidy.

to track demand. For the latter, the Early Childhood Development Association of PEI received funding to develop a provincial on-line child care registry. The intent was that parents would consult the registry when looking for a child care space, would be able to see where spaces were available, and if none were, the parent could register their need for a space by the age of the child and the preferred location.

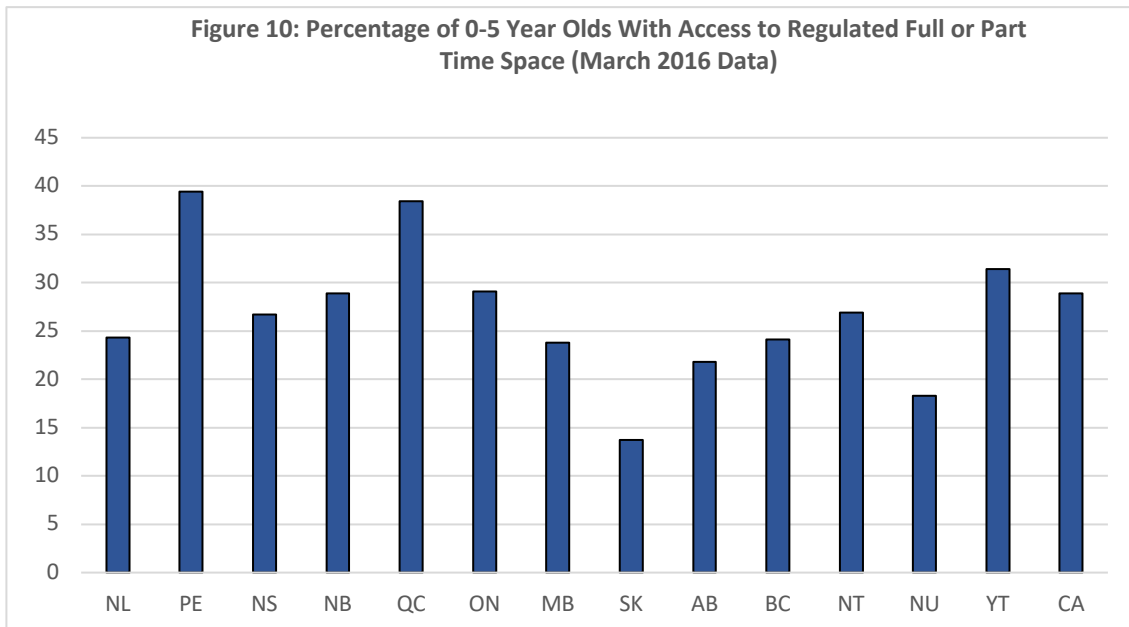
Figure 9 shows the locations of licensed early childhood centre and homes. The map ²³ includes Early Years Centres, Early Childhood Centres (non-designated), Family Home Centres, and Preschool Centres:



Prince Edward Island has consistently led the country in terms of availability of licensed spaces for children from birth to five years old. Prior to 2010, these spaces also included part day kindergarten programs. In 2010 when kindergarten spaces were moved to the public school system and the Preschool Excellence Initiative was launched, Government provided compensation to some previously licensed centres to “retire” a license.

²³ Due to clusters of centres, it is not possible to see all of the types of centres in one area; Summerside, Charlottetown, Montague and Souris have more centres than are able to be portrayed on this map.

At the same time, government supported some smaller centres to merge thereby creating a more operationally viable centre-based program. Even after those spaces were removed, Canadian data shown in Figure 10 indicates that based on 2017 data, PEI continues to have the highest coverage in Canada for children from birth to five-year-olds, with a licensed space available for 39.4% of children from birth to five years old. Figure 10 shows the availability of licensed ECEC spaces for children from birth to age 5 years old across Canada:



c

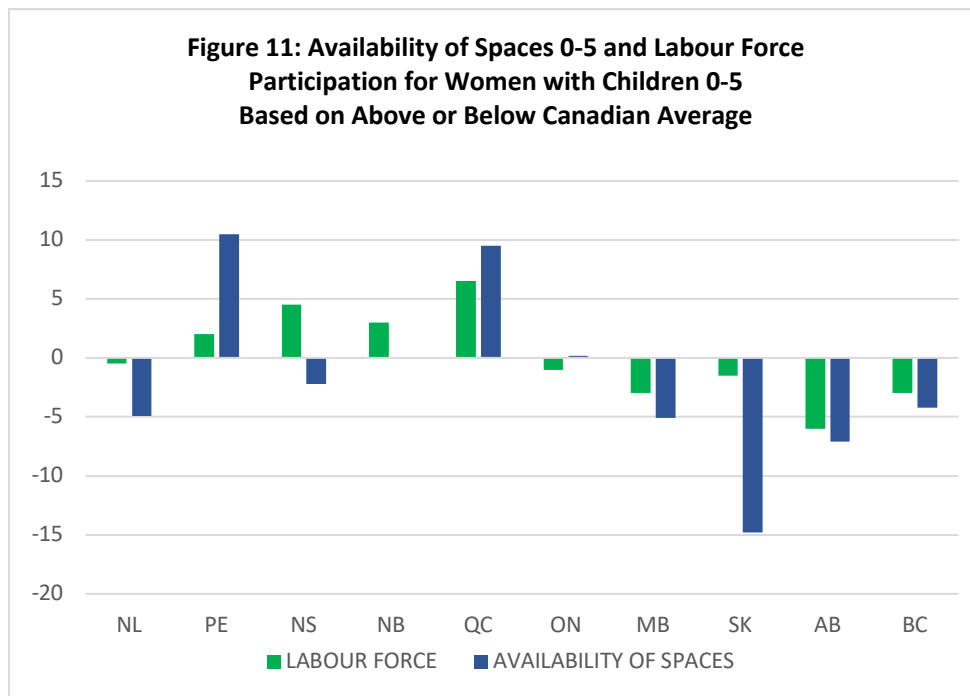
(Source: Chart developed using 2016 data from Friendly et al., *ECEC in Canada 2018*)

Consideration of the availability of infant spaces is another matter. As of August 2018, there are just under 300 infant spaces available in Early Years Centres, with approximately another 50 infant spaces available in private centres. According to data from PEI 44th Statistical Review, there are approximately 2800 children between birth and two years of age. Given that many people are eligible for maternity/parental benefits during the first 12 month of a child’s life, an estimate of the *potential* demand for infant care (considering that some people may not take full advantage of parental leave benefits for a variety of reasons) could be based on an estimated 50% of parents with an infant younger than 12 months, and 100% of parents with children between 12 and 24 months. Using these figures, one can roughly estimate that if 2100 children made up the population of *potential* demand for infant child care, then PEI has an estimated availability of 16.5%. Without firm data to support this estimate, these numbers must be treated with extreme caution.

However, if infant spaces are deleted from the total number of licensed spaces, and the number of children aged birth to 24 months is deleted from the estimated 0-4 year old population, then the calculation for availability of spaces for children 2-4 years old is higher than the figure used nationally when all ages of children are factored in. These types of calculations are significant when determining targets for availability of spaces so as to improve access for children living in PEI. A recalculation of the availability of spaces according to infant (0-2 year olds) and 2-4 year old children based on number of births in relevant years,

using number of spaces as per 2018 data, shows that current availability of infant spaces in PEI is approximately 16.5%, and availability of spaces for 2-4 year old children (estimating that up to 25% of spaces in centres is taken up with school age children) is approximately 50%, and potentially higher.

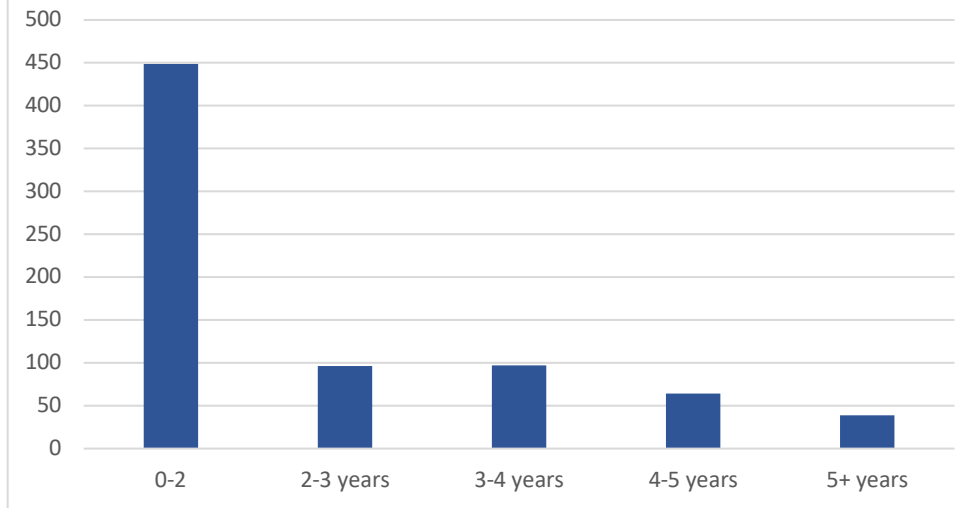
Analysis of the numbers of women in the labour force with children from birth to five years old as compared to the availability of licensed spaces for children in that age group shows a correlation between availability of spaces and female labour force participation. Figure 11 uses 2016 data for all provinces and territories and considers the rate of both availability and female labour force participation for women with children from birth to five years old in relation to the Canadian average.



(Source: Chart developed using 2016 data from Friendly et al., *ECEC in Canada 2018*)

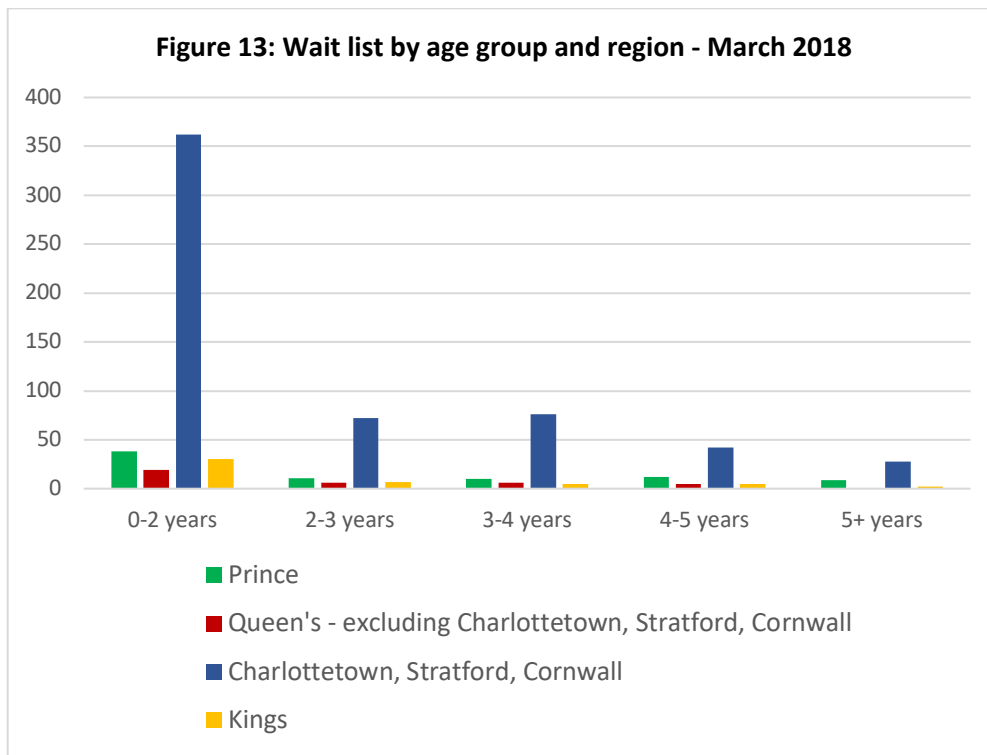
Despite leading other provinces and territories in availability of licensed spaces for children from birth to five years old, there is a growing demand for additional child care spaces in PEI, and especially for infant spaces. As of March 2018, the PEI provincial child care registry indicates that across the province, 745 children were registered and waiting/looking for a child care space. Figure 12 shows that by far, the largest group (449) of children waiting for a space were infants (birth – 24 months):

**Figure 12: Children registered for child care on central registry
- province wide, as of March 2018**



Approximately 78% of the children needing a child care space either immediately, within 6 months, or within one year were in the Charlottetown, Stratford, Cornwall area. Figure 13 shows the distribution of children on the central wait list across the province and by age group:

Figure 13: Wait list by age group and region - March 2018



AFFORDABILITY

Regulated early childhood education and care programs rely primarily on parent fees. Internationally, as well as in Canada, fees for parents have increased substantially in recent years. In England, the Trades Union Congress (TUC) reports that child care fees for working parents have risen three times faster than wages in the past decade. Costs have gone up by 52% per week since 2008 for families with a full-time and a part-time working parent, despite government initiatives. The earnings of these parents have increased by 17%. In Australia, the Centre for Independent Studies reports a 48% increase in child care expenses for parents over the past five years.

In 2013, Canadian researchers studying human resource issues in full day licensed child care centres also studied changes in child care fees for parents. Researchers found that fees varied considerably across jurisdictions and age groups. Fees for preschool age children were generally higher in centres that also provided care for infant and toddlers. After adjusting for inflation, fees in 2012 were higher than they were in 1998 in all provinces except Quebec and Manitoba, where they decreased for all age groups. Fees in Quebec were approximately 75% lower in 2012 than in 1998 and in Manitoba between 12%-18% lower, depending on the age group. Both jurisdictions introduced regulated fees since 1998. The greatest fee increases between 1998 and 2012 for toddlers and preschool age care were in Newfoundland and Labrador (58.2% increase) and Alberta (39.5% increase) in adjusted dollars (Flanagan, Beach, & Varmuza, 2013:11).

In 2018, there are only three provinces in Canada that attempted to manage costs for parents: Prince Edward Island, Quebec, and Manitoba. In each of those jurisdictions parent fees are “regulated” for parents for the fee that is paid to the centre. In Quebec additional costs are applied through the provincial income tax system. In almost all provinces, ELCC Action Plans indicate investments and changes to subsidy programs in order to better support low income families with the cost of child care.

Additionally, some provinces have introduced specific initiatives intended to influence the fees charged to parents without actually mandating the parent fees. For example:

- Newfoundland and Labrador has introduced a new grant for centres that keep their fees for parents equal to the maximum subsidy rate. If centres use the maximum subsidy rate as their fee, they receive a grant that is intended to make up the difference.
- Nova Scotia has included guidelines for parent fee increases as part of the eligibility criteria for funding. Centres must give parents two months’ notice for any fee increase, may only increase fees once per year, and must adhere to specific percentage increases based on average fees for the region.
- Alberta has introduced funding to create new child care centres with flat fees for all children (regardless of age) at \$25 per day.
- British Columbia has introduced the *Child Care Fee Reduction Initiative* to significantly reduce fees for parents in all age groups. As well, as of September 2018, the *Affordable Child Care Benefit* will provide families with pre-tax incomes of \$45,000 or less the full benefit, up to the cost of care, while those who make up to \$111,000 will receive a reduced amount, scaled according to income.

In all other provinces and territories (and in states across USA), fees are determined by the “market” and are set based on a determination as to what parents are able to or willing to pay.

In Canada, each jurisdiction (with the exception of Quebec) provides financial subsidy for eligible parents based on financial criteria (some type of income test which is administered differently in each jurisdiction) and possibly social criteria (which depends on the parents’ employment/training status or emergency needs of the family). In some jurisdictions, special needs of the child are considered for eligibility. These eligibility criteria date back to the Canada Assistance Plan (CAP) which provided cost sharing to provinces and territories based on expenditures incurred for eligible services, including child care. The Canada Assistance Plan was launched in the 1960s and was ended in the early 1990s, at which time the Government of Canada moved to a block funding arrangement with provinces and territories, now known as the Canada Health Transfer or the Canada Social Transfer.

Mandated fees in Early Childhood Centres in PEI include:

- Infants (up to 22 months): \$34 per day
- Toddlers (22-36 months): \$28 per day
- Preschoolers (3-5 year-olds): \$27 per day

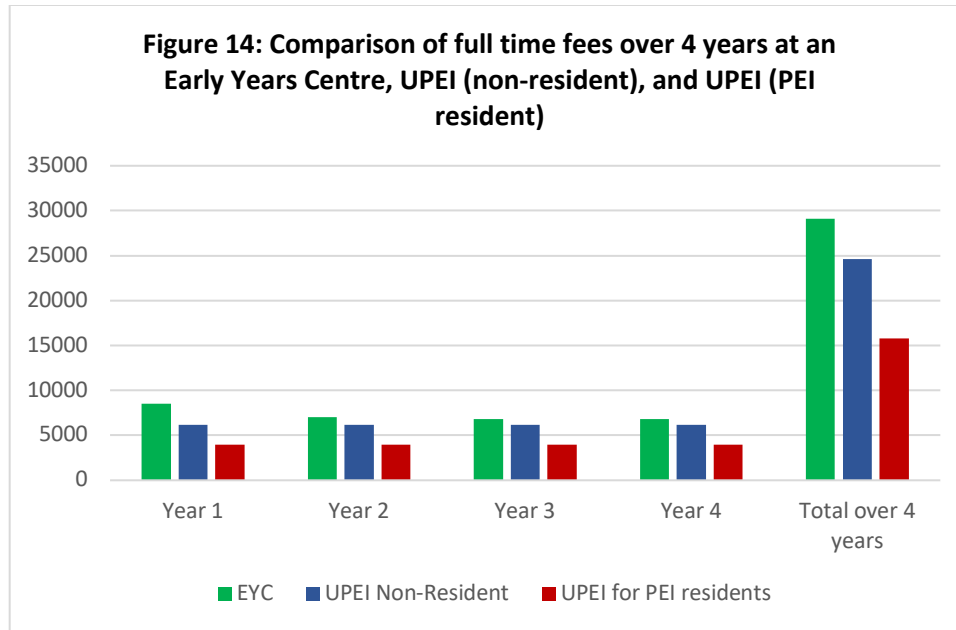
Parent fees in PEI are lower than fees in many other jurisdictions. The Canadian Centre for Policy Alternatives examined child care fees in cities across Canada in 2017 and reported on median monthly fees for infants, toddlers and preschoolers in major cities across Canada. The study demonstrated the impact of mandated fees for parents rather than leaving parent fees to the market, as fees were lowest in the three jurisdictions that mandate fees. Median monthly fees for infants ranged from lowest in Quebec, second lowest in Manitoba, and third lowest in PEI to high fees in Alberta, British Columbia, and Ontario, with highest fees in Canada in Toronto. The same pattern held for median monthly fees for toddlers and preschool children. (See Appendix 4 for data on monthly fees in cities across Canada.)

Even so, child care fees represent a significant cost to young families, and many families simply are not able to afford it. A comparison of child care fees for a family with one child where both parents are employed and tuition cost for full time study at University of Prince Edward Island shows that **parents paying for child care over a four-year period²⁴ would pay \$4500 more for child care than they would for full time university tuition for a son/daughter, and \$13,300 more than university tuition for a child if a PEI resident.** This calculation does not even factor in the new Low to Middle Income Bursary Program or the Debt Reduction Program for students with student loans -both of which would increase the gap between child care costs and university tuition.

Figure 14 shows the breakdown of costs, considering full time child care, full time tuition at UPEI (Arts), and full-time tuition at UPEI for PEI residents for first degree²⁵:

²⁴ Calculations assume 12 months of maternity/parental benefits following the birth of the child, and full-time child care when the child is one, two, three, and four years old

²⁵ As of April 2018, the George Coles Bursary provides \$2200 per year for four years of study for PEI residents doing first degree.



The above comparison of costs underscores parents' comments in focus groups in PEI and in USA research that the high cost of child care prevents them from having more children.

Analysis was undertaken with staff at the Department of Finance's Economics, Statistics and Federal Fiscal Relations Division to examine the impact on both cost and revenue implications of various scenarios that would reduce child care fees for all parents. Calculations examined the impact of reduced claims for child care expense deductions on provincial tax revenues and found:

If the fees for four years of child care and four years of university tuition were the same for PEI residents, the daily rate for child care fees – giving the same rate for all ages of children – would be \$15.80.

- Any reduction to the mandated parent fees would also reduce the cost to the Child Care Subsidy Program by the same amount (as maximum subsidy rates and mandated parent fees are matched).
- Analysis on tax revenue showed that for each scenario, the cost of the fee reduction to the province would be roughly offset by 10% in higher income taxes.
- Analysis was not undertaken to examine the impact on the PEI economy when young parents had additional funds each month, but general economic theory would suggest that young parents tend to spend whatever cash they have on basic costs of living.
- The analysis undertaken did not quantify the economic impact of expected benefits from greater participation in high quality ECEC programs, including higher rates of educational achievement, greater employability, increased female labour force attachment, population growth, or decreased use of social assistance.

Child Care Subsidy

PEI's 1969 Comprehensive Development Plan (CDP) was a federal-provincial agreement that provided for federal and provincial investment for a variety of initiatives over a 15-year period, including the establishment of a fully funded network of six full day child care centres across the province²⁶. There were no fees for parents, enrollment was open to all families on a first-come first-served basis.

By 1976/1977, it was clear that although the child care programs were popular, government was not able to address the needs of low income parents who did not live in close proximity to one of the fully funded centres. Government announced its intention to phase out funding for the fully funded centres and shifted the funds to the new Child Care Subsidy Program (CCSP). Expenses for the CCSP were cost-shared with the federal government through the Canada Assistance Plan (CAP). CAP provided 50% cost sharing to provinces and territories for costs incurred in providing support not only to persons in need but also to persons likely to be in need if the service was not provided. Under this provision a wider range of services could be cost-shared including operating costs for licensed child care programs. Typically, CAP guidelines required that either the agencies providing services had to be non-profit in order to qualify for full cost sharing, or that operating costs for privately operated child care centres could be cost shared based on the percentage of parents receiving a child care subsidy.

For cost sharing eligibility, CAP required an income test where the income cut off for full subsidy ("turning point") was not higher than the combination of the Old Age Supplement (OAS) and the Guaranteed Income Supplement (GIS). In PEI -as in every other province and territory – the income cut off for full subsidy never reached that maximum limit. CAP also required measures of "social criteria" – including the requirement that parents needed to be employed or in training. CAP also required the income test to include a "tax back rate" so that half of every dollar in family income above the "turning point" was to be subtracted from the full subsidy.

Since CAP ended in the early 1990s, Quebec is the only jurisdiction in Canada that no longer uses any form of fee subsidy to assist with affordability. Since the implementation of its child care reform over a four-year period beginning in 1997, Quebec replaced its full fees and fee subsidies with a flat rate for all families regardless of family income, parental employment status, or the child's age. The government sets maximum fees for all children in centres de la petite enfance (CPEs), family child care, school-age care and funded garderies (reduced contribution centres).

Ontario retains a subsidy system, but significant changes were made in 2006. Fees are assessed on a sliding scale according to income. In general, parents need to be employed, seeking employment, or in training or education to be eligible for child care subsidy, although there are exceptions according to child or family need.

- Families pay nothing on the first \$20,000 of income, 10% of income between \$20,000-\$40,000, and 30% of any income above \$40,000 up to the actual cost of care.
- Fees are assessed once a year, based on net income from line 236 of the previous year's income tax return.

²⁶ These centres were located in Souris, Morell, Charlottetown (2), Summerside and Inverness.

- The assessed fee is the same regardless of the number of children in the family in child care. For example:
 - Family A has two children and is assessed at \$15/day. The full fee for both children is \$100/day; the family pays a total of \$15/day.
 - Family B has one child and is assessed at \$60/day. The full fee for the child is \$40/day; the family pays \$40. When they have a second child, their fees rise to \$100/day; they would then pay the \$60 assessed fee.
- Parents can request a reassessment if their income drops by 25% or more in the current year and are required to be reassessed if their income increases by more than 20%.

As of September 2018, British Columbia has replaced the former Child Care Subsidy with the Affordable Child Care Benefit. The new funding is intended to help families with the cost of child care, depending on factors like family size, type of care and household income. Eligibility is based on reason for child care (e.g., employment, self-employment, medical conditions, education/training, special needs of child, etc.) and income. In general, families that earn up to \$111,000 annually may qualify for funding. Families that earn more than \$111,000 but have considerable deductions for family size or children who have special needs, can also apply.

While there is no agreement on what constitutes affordability, some jurisdictions consider it as a percentage of family income.

- In Sweden, parents pay 3 percent of their income for their first child, to a maximum fee of \$195/month, 2 percent of their income for a second child, to a maximum fee of \$130 and 1 percent of their income for a third child, to a maximum of \$65. There is no charge for a fourth or any additional children. The maximum a family with three children would pay is 6% of their income to a maximum of \$390/month (Korpi, 2007).
- A recent commission on child care reform in Scotland recommended that:

The net cost to parents should be on a sliding scale that takes account of income to ensure affordability for all families. In the long term, no family should spend more than 10% of their net household income on the costs of their 50 hours of child care entitlement. Depending on their circumstances, some families may need support to reduce costs below 10% of their net household income (The Commission for Child Care Reform: 2015:71).
- The United States Department of Health and Human Services considers 10 percent of a family's income on child care to be the benchmark of what is affordable (U.S. Government Printing Office, 2013).
- A recent study in Ontario (Cleveland, 2018) estimated that when using the Caregiving Parent Affordability Measure²⁷, licensed child care is “affordable” if a family can access it for their 0-6 year-old children for less than 30% of the after-tax, after-benefit earnings contribution that the main

²⁷ The Caregiving Parent Affordability Measure is an economic measure developed for the City of Toronto. It uses the formula that calculates the result of the net cost of child care to parents divided by the increase in net family income when caregiving parent is employed rather than not employed.

caregiving parent would make to family income if employed (i.e., less than 30% of her net contribution). If licensed child care costs 30% to 59.99% of her net contribution, it is considered to be “unaffordable”. If purchasing licensed child care costs 60% or more of her earnings contribution after taxes and benefits, licensed child care is “completely unaffordable” for that family. The affordability of licensed child care is closely related to child care and employment behaviour (Cleveland, 2018:6).

- In related work conducted for the City of Toronto, Dr. Cleveland developed projections for use of child care in simulated situations. Figures 15 and 16 show these projections using the options of child care subsidy, a percentage of family income, or a flat fee of \$20/day on parents’ decisions regarding child care based on family income and parents’ education.

Figure 15: Projected Use of Licensed Child Care by Household Income

3. To predict the distributional effects of policy

Projected Use of Licensed Child Care by Household Income

Expected Household Annual Income (Before Tax)	Probability of using licensed child care			
	Base Case	Simulation 1: Targeted subsidies for all eligible families	Simulation 2: Cap of 10% of family income	Simulation 3: Operating Grant to reduce fees to \$20/day per child
Less than \$50,000	38%	62%	56%	54%
\$50,000 - \$99,999	29%	41%	45%	50%
\$100,000 or more	33%	34%	44%	59%

Figure 16: Projected Use of Licensed Child Care by Parents’ Education

Distribution by Parent’s Education

Education Level of Main Caregiving Parent	Probability of using licensed child care			
	Base Case	Simulation 1: Targeted subsidies for all eligible families	Simulation 2: Cap of 10% of family income	Simulation 3: Operating Grant to reduce fees to \$20/day per child
High School	28%	45%	43%	44%
College	35%	48%	51%	57%
University	36%	45%	51%	61%
	33%	47%	49%	54%

Source: Cleveland, 2016

The Organisation for Economic Cooperation and Development (OECD) reported in 2016 that among its 30 member countries, parents paid an average of approximately 15% of their family income on out of pocket expenses for child care. Percentages varied widely however. In Canada (which only used data from Ontario), parents paid 22% of family income on child care. Canadian parents have the 6th highest percentage of family income paid for child care, exceeded by Switzerland, United States, Ireland, New Zealand, and the United Kingdom (OECD, 2016).

ISSUES AND RECOMMENDATIONS ON ACCESS

Issues

1. Prince Edward Island does not have an agreed upon target for level of availability for licensed ECEC spaces, and so it is impossible to know if the province is falling behind, has made progress, or even has surpassed the identified needs.
2. Identification of a targeted level of availability would give direction to other policy decisions and targets, such as identification of number of additional qualified educators needed to meet the identified targets of available spaces; plans for increased investment for operational costs and for parent subsidy; estimation of the number of staff needed for licensing, monitoring, and pedagogical support – not only in the Department of Education, Early Learning and Culture but also in public health and fire safety for relevant inspections and monitoring.
3. Even without identified targets, it is obvious that there is a very high demand for spaces for infants province-wide, and for spaces for all age groups in the Charlottetown/Stratford/Cornwall area.
4. Any expansion of the current system to meet the level of demand based on the centralized wait list registry could not happen overnight. Capital construction and/or space renovation must be planned and carried out. Recruitment and training for new staff must take place before new children come to a program.
5. Research is clear that duration of involvement and quality of the program are key factors that contribute to a child's success in school. Any plans for space expansion should allow for enhanced levels of participation for three and four-year-old children. Prior to 2010, half day programs for five year old children were licensed in all areas of the province. These programs provided additional options for families who may not need or wish to enroll their children in full day programs. Such an option may serve to increase access to early childhood education for three and four year old children.
6. The current network of Early Years Centres is geographically dispersed. They have administrative processes in place, have parent advisory committee structures in place, have experience in implementation of the early years curriculum framework, policies and procedures, and have developed community partnerships and local profiles. It makes sense to primarily build on this network for planned expansion.
7. Currently there are private (non-designated) full day licensed child care centres across PEI. In its effort to expand access to high quality early childhood education and care as offered in Early Years Centre, the province may consider inviting currently licensed private centres who meet quality criteria and who wish to become Early Years Centres to apply for EYC designation.
8. In some areas of the province, the current population of young children is not large enough to allow a centre-based program to be viable. In some of these communities, a family home child care model may be more suitable to provide access to child care.
9. Although mandated fees in Early Years Centres have kept parent fees relatively low as compared to fees in other jurisdictions, the cost of child care is very high. It is not logical that parents of young children should be required to pay significantly more than those paying for full time university. **If the fees paid**

over four years of child care and four years of university tuition were the same for PEI residents, the daily rates for child care – giving the same rate for all ages of children – would be \$15.80.

10. The current fee structure mandated for Early Years Centres is not equitable for parents of children who are infants and/or toddlers. It is true that staffing costs for infant and toddler programs are higher due to the legislated child:staff ratios for younger aged children. However, the higher cost for younger children is a deterrent for women to rejoin the labour force, a deterrent to families considering more children, and is often an insurmountable barrier for families that have been living on reduced family income during one year of maternity/parental leave.
11. While there have been significant changes to some of the policies of the Child Care Subsidy Program in recent months, the messaging regarding the purpose of the subsidy is different than the messaging to parents regarding the importance of the early years and the life-long benefits of having their children participate in high quality early learning experiences.

Recommendations:

1. Establish a five-year plan with incremental targets for levels of availability for each year and by age group. The suggested plan should be developed and announced by June 2019 with phased in implementation to begin by September 2019. The plan may wish to build on the following suggested targets for 2023, with yearly targets developed for each year leading to 2023
 - a. Licensed spaces for infants available for 35% of children from birth to 22 months of age. This would require development of 450 new infant spaces over the next five years.
 - b. Licensed spaces for two-year-olds available for 55% of children from 22 to 36 months of age.
 - c. Licensed full and part time spaces for three and four-year-olds for 80% of children from 36 months to school entry.
2. Plan for expansion with priority to the current network of Early Years Centres:
 - a. Introduce an interest-free loan program for existing Early Years Centres who wish to expand their current programs for capital costs required to accommodate the plans for expansion.
 - b. Introduce start-up funding to allow for purchase of new furniture, pedagogical materials, outdoor play materials, and other non-capital costs.
 - c. Revise the current limit on the size of a licensed centre to 100 spaces.
3. Invite currently licensed private (non-designated) child care centres who meet quality criteria and who wish to become Early Years Centres to apply for EYC designation. This broad-based option is for currently licensed centres only.
4. Develop criteria for designation and support establishment of ten half day (3 hour) early childhood programs with capacity for 20 three and four year old children.
 - a. Programs may be either attached to an existing Early Years Centres or stand alone.
 - b. Programs may operate two sessions (morning and afternoon).

- c. Half day early childhood programs should employ two qualified early childhood educators.
 - d. By 2020, (if enrollment demand warrants expansion), establish another ten programs in selected communities.
5. Introduce a five-year pilot project for a family home child care agency in West Prince, with Kids West as the administrative agency.
 - a. Revise current legislation to allow for licensing of a non-profit agency as a family home child care agency
 - b. Determine funding required for Kids West to employ (2) home visitors, along with policy expectations regarding funding, case load size for home visitors, policies regarding home approvals, etc.
 - c. Determine policies required to allow for successful administration of the pilot agency. Particular attention needs to be paid to caseload size for home visitors, agency policies, and adequate funding so that homes do not pay fees to the agency.²⁸
 - d. Establish targets for number of family home programs with priority given to programs providing infant and toddler spaces.
 6. Starting immediately, develop a plan to significantly reduce fees for parents for children in all age groups by 2023. A plan for reduced fees over the five year period should be finalized and announced by end of June 2019, with implementation for the phased in changes to begin by September 2019. The new fee structure will need to be developed with consideration to simultaneous plans for space expansion as well as any recommendations from this study's recommended ECE Workforce Strategy regarding wages and benefits.
 7. In addition to reduced fees for parents, the new fee structure should work toward levelling the cost of child care across all age groups, so that parents of infants and toddlers will pay the same amount for the same full day program as parents of older children. This is an important step to levelling the field for what is one of the most expensive costs in raising children.
 8. Establish a fee schedule for designated half day early childhood programs.
 9. As the reduced fee plan for parents is implemented, the Child Care Subsidy Program will need to ensure that families eligible for full subsidy receive a maximum subsidy amount that avoids the parent from paying a surcharge. Similar consideration needs to be given to parents eligible for partial subsidy.
 10. Shift responsibility for child care subsidy to the Department of Education, Early Learning and Culture. (See Recommendations in Governance.)
 11. Review and if necessary revise current formula for determining full and/or partial subsidy, so that parents are not paying more than 15% of net income on the cost of child care.
 12. For three and four-year old children, eliminate the requirement that parents be employed as a condition of eligibility for subsidy. Research is clear that both duration of program involvement and quality of the

²⁸ Ontario recently eliminated home child care provider fees to agencies in favour of base funding to the agency. The fee requirement was determined to be a significant contributor to the high rate of turnover among home child care providers.

program are key factors in determining the impact of early years learning opportunities on school success, and therefore increased and longer participation in early childhood education and care programs prior to school entry are expected to have positive impacts on child outcomes.

SUSTAINABILITY

In 2010, Prince Edward Island government adopted recommendations made in the 2010 Early Years Report to redesign its ECEC system, introducing Early Years Centres, provincial wage grids, mandated parent fees, and an Early Learning Curriculum Framework. At the time, some of these decisions were considered to bring significant change and were unique in Canada. In 2016, PEI was ranked as tied with Quebec for its ECEC policies, and in 2018 was ranked first in the country. By 2018, other provinces have begun to shape some of their ELCC Action Plan features on the PEI Model.

With a new model now firmly established, current analysis has identified some issues that may escalate into serious challenges that will only increase over time. Some of these issues are specific to ECEC – and include curriculum and pedagogical practices, availability and affordability of Early Years Centres as well as private centres, and the need for continuous quality improvement. This report makes recommendations to address those issues, and to allow PEI to continue to lead the country in innovative policy decisions and directions. However, decisions taken to support the ECEC sector in PEI will be ineffective if not supported by substantial funding investments and robust data to support program and policy evaluation and future planning efforts.

Other issues are impacted by broader social and economic challenges – including pending staffing shortages (CBC PEI: Canadian Federation of Independent Business: McGrath-Gaudet interview, August 2018; CBC PEI: Construction Association of PEI: Sam Sanderson interview, August 2018), services for rural communities, appropriate programs for children who are new to Canada, and PEI’s current fragmented approach to data collection and analysis.

There are four key inter-related policy areas that will affect the sustainability of the current ECEC system:

- Financial Analysis of the ECEC System
- Human Resources
- ECEC Data for Evaluation and Planning
- Understanding Child Outcomes - Integration of Child Data

FINANCIAL ANALYSIS OF THE ECEC SYSTEM

As noted previously, decisions to support future directions and sustainability of the ECEC sector will require substantial investment. Although provincial spending has increased since 2010, PEI still ranks in the bottom half of all provinces and territories with respect to provincial funding allocation per regulated space.

Even so, as everyone’s mother always said, money doesn’t grow on trees. The complexity of the ECEC system, however, and the broad economic impacts of

The cost for increased investment in ECEC cannot be measured only in terms of the current dollar cost – any investment must be analyzed in the context of economic benefits to the future of Prince Edward Island.

adequate access and high quality programs need to be considered when calculating the true cost of investments. There needs to be a long-term view of the costs and benefits of investments to the ECEC system. Economists have consistently reported that over time, there is a significant return on investment to the ECEC system.

Preliminary analysis on the impact of provincial tax revenues should the cost of child care be lowered for parents showed that the province could expect to collect roughly 10% of the investment. For example, if the total cost of lowering fees for parents means that EYCs collect \$400,000 less in fees – that \$400,000 would need to be reinvested to EYCs (since the funding formula is based on the difference between a formula for operating costs and parent revenues). The province could expect to collect 10% of that (\$40,000) in increased income taxes.

In PEI, the analysis has not been done on a number of other factors that would be impacted by heightened access (availability and affordability) to understand the economic impacts to offset the investment:

- One of the expected outcomes for increased access is an increase to female labour force participation. Simply stated, if a parent does not have child care that is affordable, they don't go to work. Parents in focus groups conducted by Women's Network across PEI in 2017 reported over and over that they weren't able to afford child care because it cost more than what they might earn. (Key Informant Interview, 2018)
- ECEC is a labour-intensive program. Costs for wages and benefits in PEI are calculated to be 78% of the operating cost of a centre. Some jurisdictions claim 80%. Increased access means that there would be an increased number of people employed in EYCs (and most likely in private centres as well) – each of whom would contribute to provincial income tax revenues.
- Over 40% of the cost for early childhood programs in Quebec is paid for by the tax revenues obtained from mothers who could not work if affordable child care was not offered (Lefebvre, P. and Merrigan, P., 2008).
- In 2012, Fortin, God-Bout & St-Cerny estimate that in 2008, universal access to low-fee child care in Quebec induced nearly 70,000 more mothers to hold jobs than if no such program had existed, resulting in an increase of 3.8% in women employment; Quebec's domestic income (GDP) was higher by about 1.7% (\$5 billion) as a result; and that the tax-transfer return the federal and Quebec governments get from the program significantly exceeds its cost (Fortin et al., 2012).
- Economists from the University of Toronto estimated a \$2 return for every government dollar invested in high quality child care, reflecting reductions in costs for remedial education and provision of social services, and increased taxes paid by working parents (Cleveland & Krashinsky, 1998).
- Expanding early childhood education and care (ECEC) in Canada would provide sizable benefits, such as improving children's academic outcomes and future wages, reducing income inequality and bringing many families out of poverty. Researchers in 2017 found that for every \$1 spent on expanding ECE enrolment of children under 5 years of age to the Organisation for Economic Co-operation and Development (OECD) average would yield close to \$6 in economic benefits (Conference Board of Canada, 2017).

- The Conference Board of Canada (2017) found that in each scenario examined in their research and analysis, the economic benefit from expanding early childhood education programming would exceed the cost.
- Attending high quality ECEC programs can improve children’s language and literacy skills, readiness for school, and early school performance. Research shows that this is especially true for children from disadvantaged backgrounds who, following their attendance in quality ECEC programs, had higher educational and occupational outcomes, such as staying in school longer and earning higher salaries later in life (Karoly and Bigelow, 2005).
- Based on data regarding birth rates in Quebec, research in the USA, and focus groups with parents in PEI, it is expected that more affordable child care would encourage parents to have more children.

HUMAN RESOURCES

One of the most pressing issues facing the ECEC sector in Prince Edward Island – and across North America – is the high rate of turnover among qualified early childhood educators due to low wages, lack of benefits, lack of flexibility and difficult working conditions. Any plans for expansion of access to ECEC spaces are dependent on the ability of the sector to recruit qualified ECEs for those spaces. Already, some centres with plans for expansion as a result of recent initiatives from the Department of Education, Early Learning and Culture as per the 2018 ELCC Action Plan have had to be put on hold because employers have not been able to recruit qualified staff. This challenge is even more acute in rural areas and in Francophone communities.

This is one of the key challenges to the ECEC sector. Given that the province (and other jurisdictions) is currently facing shortages in a number of occupations, competition for skilled workers is becoming more acute. Employers in other jurisdictions are offering signing bonuses and other benefits in order to recruit staff who either possess necessary qualifications, or who are willing to work toward required credentials. With ECE wages in PEI below those generally offered for similar occupations requiring similar or fewer credentials, it will become more and more difficult for the ECEC sector to compete.

One of the ongoing issues articulated by qualified early childhood educators is that there is little respect in the field of education, or in society in general, for the value of the work that is undertaken by educators in regulated ECEC programs. Ontario has attempted to address this by establishing a College of Early Childhood Educators. The College of Early Childhood Educators (College) regulates and governs Ontario's Registered Early Childhood Educators (RECEs) in the public interest. The College is one of the largest professional self-regulatory bodies in Ontario and is the only professional self-regulatory body for early childhood education in Canada. The College regulates the profession of early childhood education by reviewing credentials and issuing registration status, establishing ethical and professional standards for Registered ECEs; establishing and monitoring adherence to requirements for continuous professional learning; and managing a complaints and discipline process for professional misconduct, incompetence and incapacity. Key informants consistently referenced the work of the Ontario College of ECEs in raising and professionalizing the profile of the work of early childhood educators in that province, with ripple effects to other jurisdictions.

Recommendations for a Workforce Strategy to be developed have been outlined in previous section of this report. Additional HR recommendations are to be found below.

ECEC DATA FOR EVALUATION AND PLANNING

Although administrative data is held by the Department of Education, Early Learning and Culture, it is not collected or analyzed in such a way as to be predictive in nature or to identify trends in such a way as to be informative for policy development. For example (not considered to be a comprehensive list):

- Number of ECE graduates from Holland College and/or Collège de l'Île who graduate and do not seek employment in the regulated ECEC sector – and why. Where do graduates go?
- Rate of turnover and type of turnover experienced in EYCs and private centres across PEI
- Age of qualified ECEs and plans for retirement
- Number of ECEs who do not renew their certification, and why
- Number of ECEs per year who take leave for medical reasons, or for maternity/parental leave
- Current rate of sick leave among ECEs
- Age, experience, and qualifications of Directors of EYCs
- Types of professional development taken by ECEs for renewal of staff certification
- Number of ECEs who have a second job
- Level of job satisfaction
- Reasons for job dissatisfaction

At the current time, there are no targets established as to levels of access, nor are there indicators identified as to how to incrementally reach those planned targets for access, or to measure progress in reaching those targets. Such information is also required if post-secondary institutions are to plan for larger class sizes in order to supply the sector with enough qualified ECEs. Such information is required to understand the financial impacts on funding for EYCs or for child care subsidy.

Information is not collected or analyzed regarding quantifiable levels of quality as measured in a consistent manner across the province. Information is not available regarding nature of quality improvements made.

Although information is recorded regarding frequency of meetings of Parent Advisory Committees, there is no analysis conducted on this information, nor on their agendas, their work or level of impact.

Information is not available for levels of satisfaction among parents of children in EYCs.

There is no follow up analysis conducted regarding the impact of involvement in professional development activities regarding such things as impact on pedagogical practice, changes made as a result of professional development lessons, or the need for follow up topics.

While the central registry has been effective in documenting the level of demand for child care by age group and by region, there is no information as to the number of parents who do not register with the central registry, and who may have given their names to local centres. There is also no information as to what do parents do who are on the registry, but do not get access to a space – what do people do in order to go back to work? Do they give up their employment or status in a training program? Do they recruit friends or family?

UNDERSTANDING CHILD OUTCOMES – INTEGRATION OF DATA SYSTEMS

Unfortunately, very little is truly known about child outcomes in Prince Edward Island. Although there are various assessments conducted – generally through public health – during infancy and the early years, these measures are not part of any type of longitudinal research strategy. They are not linked, and while they may give “point in time” results regarding key information, they do not – when taken as a whole – provide policy makers or researchers with a comprehensive picture.

For example, PEI’s *Children’s Report 2017 – Investing in Our Future* noted that “Almost half of Island children are living in areas of the province that fall within two of the highest material and social deprivation quintiles and almost 1 in 4 Islanders living with low income are under the age of 18”, and that “Approximately 1 in 4 children at 18 months did not meet the *Ages and Stages Questionnaire*® expectations or were in the monitoring zone in at least one domain. Of the kindergarten-aged children who completed the *Early Years Evaluation*, 2 out of 5 did not meet the developmental milestones in at least one of the five skill areas” – but we do not know if the children living in deprivation or low income are the same children who are not meeting developmental milestones, or whether the children who did not meet developmental expectations at 18 months were the same children who were not meeting developmental milestones at kindergarten age. The lack of data leads people to make assumptions - but doing so may lead to false conclusions and ineffective policy decisions.

For example, Canada’s National Longitudinal Survey of Children and Youth (NLSCY) followed a sample of children and their families across Canada between 1994/1995 and 2008/2009. Eight cycles of data were collected. The NLSCY studied vulnerability, explored factors impacting vulnerability, and employed specific

While the poor are more statistically likely to be vulnerable, the majority of vulnerable children in BC reside in the more populous middle-class. Early vulnerability is a middle-class problem.

Dr. Paul Kershaw, et al, 2009

developmental assessments whose results could be correlated with family size, parenting styles, family income, and other types of potentially influencing factors. One of the key lessons from the NLSCY highlighted the pattern of *gradually rising vulnerability with declining family income* – a finding that could have been predicted based

upon longitudinal studies from other countries. However, the gradient nature of the findings was not anticipated (and at times, not well understood) by policy makers. The prevalent assumption at the time was that children living in low income families were more at risk, and therefore programs to alleviate or mediate that risk needed to be targeted / directed to low income families.

But the NLSCY demonstrated that although those at the bottom of the family income spectrum are '*most at risk*,' nevertheless '*most of the children at risk*'²⁹ were spread more thinly across the more numerous middle-income groups. Gradients were also seen for many other preschool developmental outcomes assessed in the NLSCY. The prior assumptions (of a narrowly circumscribed 'at risk' subgroup in the population) implied – at least from a policy perspective – that children's initiatives should focus on a series of targeted problem-oriented strategies. In contrast, the implication of the gradient was that, if there is an effort to make a meaningful impact on child outcomes, interventions must be made in such a way so as to create universal access.

PEI ECEC Context

Although there are examples of high quality research demonstrating the impacts of high quality ECEC experiences on later school performance, PEI does not have the type of integrated data needed to be able to make this link. High quality research also demonstrates the importance of program duration (how long the child participated in the ECEC program) and program quality as key predictors of future school success. In PEI, program duration and program quality are not measured. For example:

- Although the current EYE assessment prior to kindergarten asks parents if the child attended an early childhood centre, it is unknown as to whether the child actually attended a licensed program, an Early Years Centre, or if the child attended for two weeks, two months, or two years. As well, even if the name of the centre and the duration of participation was known, currently there is no information regarding the level of quality in that centre.
- The links between results of Ages and Stages questionnaire and kindergarten assessment are unknown.
- There is virtually no data to indicate whether a child participated in Early Years Centre programming, library programs, family resource centre programming, organized sports, or other types of early childhood settings – and how that may correlate to school performance.
- There is no data to link low birth weight, family composition, family income, participation in home visiting, or other indications of early experiences with either kindergarten assessments, or with outcomes measured in Early Years Centres.
- There is no data to link parenting style, parental employment, parental literacy levels, infant/toddler or preschool child care arrangements, etc. to any type of other assessment for children.

²⁹ This can also be explained as a simple math equation. Given that there are more children living in families with middle class incomes, a percentage of that population identifies a higher actual number of individual children than the same percentage of the population (with a smaller number of people) of children living in low income families. In other words, (choosing random numbers) 10% of the population living in low income families results in a lower actual number of children than 10% of children living in middle income families. Even if one considers that the children living in low income families are at greater risk, 10% of that number is likely to be lower than even 5% of a much larger population.

RECOMMENDATIONS FOR A SUSTAINABLE ECEC SYSTEM

1. Engage with Department of Finance to develop projections of costs and both financial and long term economic impact of investment in ECEC. Specifically, calculate expected returns from income tax, economic impact of increased female labour force participation, returns from reduced use of social assistance, and economic impact of student success in school, including higher graduation rates.
2. As noted previously, there is an urgent need to address human resource challenges in the ECEC sector. A PEI Workforce Strategy is needed. (See page 49.)
3. Develop a Data Strategy for the ECEC sector to determine the types of data to be collected and analyzed in order to address key research questions to support the ongoing sustainability of the ECEC Sector.
4. In partnership with relevant government departments and the University of PEI, develop and launch a PEI Children’s Longitudinal Survey in order to understand the impacts of various interventions and life experiences on outcomes for children. Without longitudinal data, it is impossible to understand why children do well or do not do well in school; why many children graduate from high school, but others do not; why literacy rates improve in some regions of the province and not in others; or why some Islanders go on to post-secondary education and become employed and others do not. It is impossible to fully understand mental health, addictions, levels of family poverty if there is not a comprehensive understanding of the multitude of factors and influences that contribute to life outcomes.

It is also impossible to fully evaluate the impact of significant investments in ECEC without data to measure those impacts, and to control for the known variables of program duration (how long the child attended the ECEC program) and the quality of the program (See Quality Recommendations re program quality measurement).

This recommendation builds on the recommendation in the PEI Children’s Report 2018 – Investing in Our Future which noted that: *“The health, social services, education and justice systems that serve Island children and their families and communities provide many opportunities to ensure a responsive environment and optimal child health and well-being. However, from a population monitoring perspective, these systems are fragmented due to a lack of integration and ability to share information across sectors.”* (p.72)

5. Provide leadership in collaboration with other Atlantic provinces to establish an Atlantic College of Early Childhood Educators that respects the provincial legislation in each of the four Atlantic provinces, is able to review credentials and issue certificates, sets ethical standards of practice and reviews complaints.

RECOMMENDATIONS AND POLICY FRAMEWORK

The recommendations contained in this report provide an integrated approach to early childhood education and care policy and are consistent with the recommended policy framework to guide further research and investments.

Many of the recommendations in this report are not singular in nature and must be considered within the contexts of each other. For example, the number of regulated early childhood spaces cannot be expanded overnight. Physical facilities need to be identified and staff need to be employed. Qualified staff (with early childhood credentials) must be recruited, and those beginning a career in the early childhood sector need time to earn those credentials. Post-secondary institutions need to plan for expanded classes, and manage the increased expectations regarding faculty time, practicum placements, and access to resources.

The recommendations imply sizeable financial investment. There needs to be analysis from the Department of Finance regarding the scope of return on those investments, as has been experienced in other jurisdictions (and described in this report). Expansion in the number of spaces has implications for demand on child care subsidy and operating grants for new Early Years Centres – offset by benefits of greater labour force participation, population growth, and more children benefiting from having access to quality early learning experiences.

The discrepancy between the cost of full time child care (as mandated in Early Years Centres) and the cost of full time tuition at UPEI (heavily subsidized by government) makes no sense from a policy perspective. Young families are not able to afford almost \$700 per month for infant child care – especially when they have just spent a year with reduced wages while on maternity/parental leave. Parents are forced to give up employment or study, opt for unregulated and often illegal arrangements that may be less expensive³⁰ but may not be safe for their children.

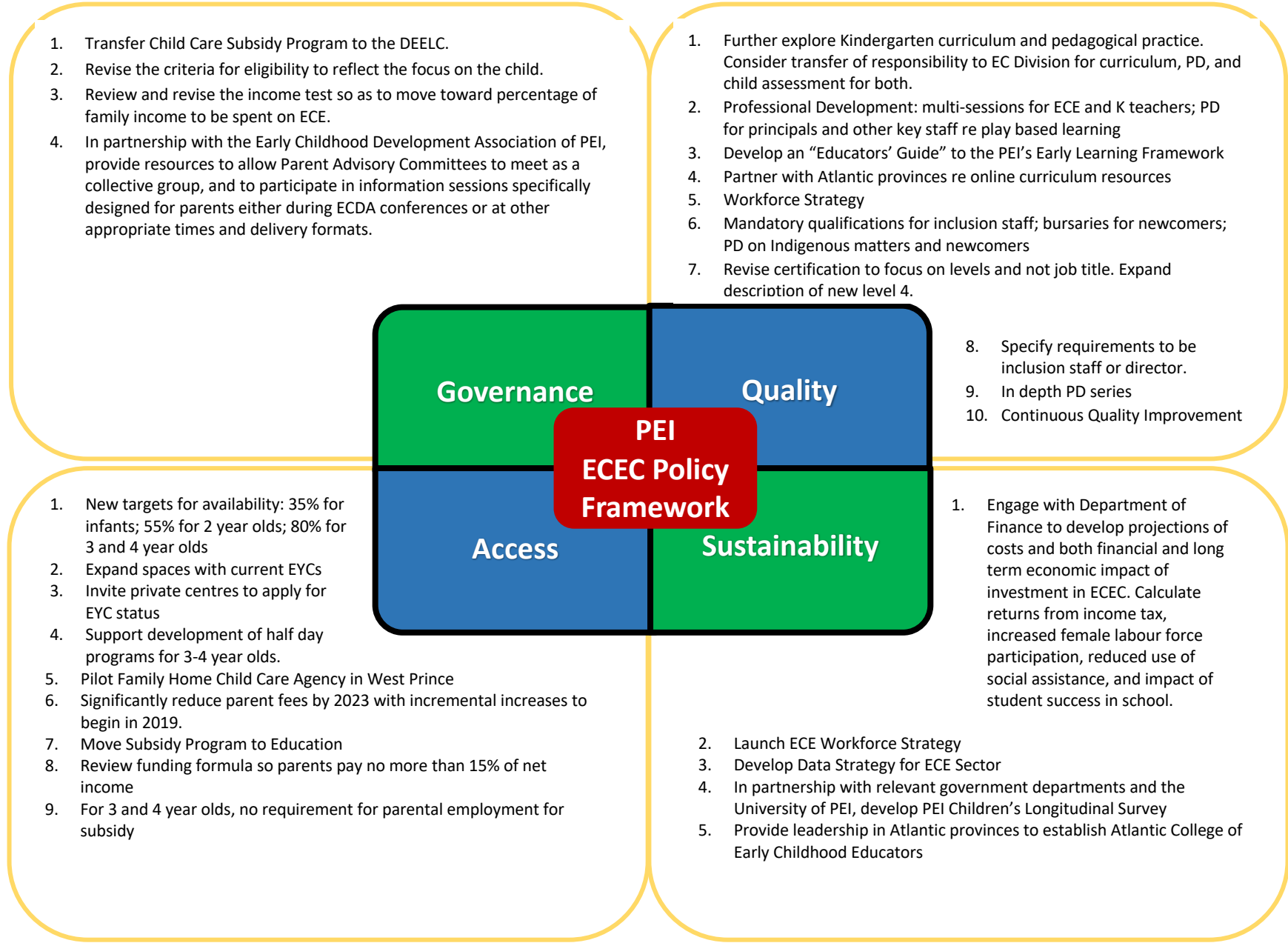
Recommendations have been organized within the proposed ECEC policy framework. However, there are two overarching recommendations that apply to all:

- 1) Many of the recommendations are inter-related and will require establishing broad targets (e.g., levels of access) and annual targets for phased-in approaches. It is recommended that these targets and plans for phased-in targets be established by June 2019.
- 2) It is further recommended that the phased-in changes be undertaken over a five year period, with initial implementation beginning in September 2019, and with final targets reached by 2023.

Figure 17 (following page) summarizes all recommendations previously discussed in this report and presents them within the context of the proposed ECEC Policy Framework.

³⁰ Anecdotal evidence from parents and ECEs indicates that the cost of child care in unregulated arrangements is often the same or higher than the cost in regulated programs.

Figure 17: Abbreviated Summary of Recommendations According to Elements of the Recommended Policy Framework



CONCLUSION

It has been eight years since Prince Edward Island seriously examined its policy environment concerning early childhood education and care. Since that time, the province has been profiled as leading the country on matters related to policy and program directions. The province's current review is timely and is further indication of a forward thinking approach to an evidence based high quality policy framework intended to guide PEI's early childhood education and care system into the next eight to ten years.

The goal must always be to ensure that our people have the best possible opportunities to live, work, and thrive in Prince Edward Island.

PEI Speech from the Throne, 2017

The PEI Speech from the Throne in November 2017 confirmed that long-term population

growth is a priority for the province and that "success, as is so often the case, will depend upon our collective commitment to developing the most valuable resource in Prince Edward Island: our people". (PEI Speech from the Throne, 2017:5)

The evidence to demonstrate the influence of high quality early childhood learning experiences on children's later success in school and in life-long learning, as well as the related outcomes of higher birth rates, reduced usage of social assistance, and increased numbers of women participating in the labour force is compelling. It is also clear that investments in the early childhood sector that encourage such outcomes are relevant not only to the early childhood and education sectors, but also strategically relevant to the broader social and economic priorities of the province.

The recommendations presented in this report outline an integrated response to the current challenges facing the early childhood sector in this province, and a comprehensive strategic approach to maximize the potential of early childhood investments to contribute to broad provincial priorities. The recommended policy framework with related investments and policy directions will maintain Prince Edward Island's leadership in Canada in matters related to early childhood education and care.

REFERENCES

- Alexander, Craig, Kip Beckman, Alicia Macdonald, Cory Renner, and Matthew Stewart. *Ready for Life: A Socio-Economic Analysis of Early Childhood Education and Care*. Ottawa: The Conference Board of Canada, 2017.
- Bakken, L., Brown, N. & Downing, B. (2017). Early Childhood Education: The Long-Term Benefits. *Journal of Research in Childhood Education*, 31:2, 255-269, DOI: 10.1080/02568543.2016.1273285
<https://doi.org/10.1080/02568543.2016.1273285>
- Barnett, W. (2004). *Better Teachers Better Preschools: Student Achievement Linked to Teacher Qualifications*. Rutgers University. New Brunswick, New Jersey: National Institute for Early Education Research.
- Barnett, W.S. & Ackerman, D.J. (2006) Costs, Benefits, and Long-Term Effects of Early Care and Education Programs: Recommendations and Cautions for Community Developers, *Community Development*, 37:2, 86-00, DOI: [10.1080/15575330609490209](https://doi.org/10.1080/15575330609490209)
- Beach, J. & Flanagan, K. (2010). *Examining the Human Resource Implications of Emerging Issues in Early Childhood Education and Care (ECEC) /Communications Strategy: Family Child Care – A Snapshot Report*. Ottawa: Child Care Human Resources Sector Council.
- Beach, J. and Flanagan, K. (2007). *People, Programs and Practices: A Training Strategy for the Early Childhood Education and Care Sector in Canada*. Ottawa, ON: Child Care Human Resources Sector Council.
- Beach, J., Bertrand, J., and Cleveland, G. (1998). *Our child care workforce: From recognition to remuneration: More than a labour of love*. Ottawa: Child Care Human Resources Steering Committee, c/o Canadian Child Care Federation
- Beach, J.; Bertrand, J.; Forer, B.; Michal, D.; Tougas, J. (2004). *Working for Change: Canada's Child Care Workforce*. Ottawa: Child Care Human Resources Sector Council
- Bertram, A.D. & Pascal, C. (1997). A Conceptual Framework for Evaluating Effectiveness in Early Childhood Education. In M. Karlsson Lohmander (ed.), *Researching Early Childhood*, Vol. 3, Göteborg, Suécia, Universidade de Göteborg, 125-150.
- Blatchford, A. (2018). *Bank of Canada head underlines potential of Quebec child care for entire country*. The Canadian Press: Posted: Mar 13, 2018 12:38 PM ET Last Updated: Mar 13, 2018
- Brunsek, A., Perlman, M., Falenchuk, O., McMullen, E., Fletcher, B., Kamkar, N., Nocita, G., & Shah, P. (2018). *Meta-Analysis and Systematic Review of the Association Between Professional Development of Early Childhood Educators and Children's Outcomes*. In Press.
- Cannon, J. S., Zellman, G., Karoly, L. & Schwartz, H.L. (2017). *Quality Rating and Improvement Systems for Early Care and Education Programs: Making the Second Generation Better*. Santa Monica, CA: RAND Corporation. <https://www.rand.org/pubs/perspectives/PE235.html>.
- CBC Quebec. (April 2016). *Quebec birth rate drops for 6th straight year*. Available at:
<https://www.cbc.ca/news/canada/montreal/quebec-birth-rate-2015-1.3555115>

- CBC PEI. (September 2018). *Labour trend shortage will continue on P.E.I.: business organization*. Interview with Erin McGrath-Gaudet, Director of PEI and Intergovernmental Policy for the Canadian Federation of Independent Business. Available at: <https://www.cbc.ca/news/canada/prince-edward-island/pei-labour-shortage-continue-independent-business-1.4810396>
- CBC PEI. (August 2018). *P.E.I. construction industry in need of 300 to 400 new workers*. Interview with Sam Sanderson, General Manager of the Construction Association of P.E.I.. Available at: <https://www.cbc.ca/news/canada/prince-edward-island/pei-construction-industry-labour-shortage-skilled-tradespeople-1.4776350>
- Cleveland, G. (2018). *Affordable for All: Making Licensed Child Care Affordable In Ontario - Final Report*. Toronto: Government of Ontario.
- Cleveland, G. (2016). *Growing Toronto's Licensed Child Care System*. Presentation to the City of Toronto's Community Development and Recreation Committee October 20, 2016.
- Cleveland, G., & Krashinsky, M. (1998). *The benefits and costs of good child care: The economic rationale for public investment in young children*. Toronto, ON: Child Care Resource and Research Unit, Centre for Urban and Community Studies, University of Toronto
- Committee for Economic Development (2006). *The Economic Promise of Investing in High-Quality Preschool: Using Early Education to Improve Economic Growth and the Fiscal Sustainability of States and the Nation*. Washington, DC: Author.
- Council of Ministers of Education Canada. (2014). *CMEC Early Learning and Development Framework*. Toronto: Author.
- Council of Ministers of Education Canada. (2012). *CMEC Statement on Play Based Learning*. Toronto: Author.
- D'Addio and M. d'Ercole (2005). *Trends and determinants of fertility rates in OECD countries: The role of policies*. DELSA OECD.
- Doherty, G., Lero, D., Goelman, H., LaGrange, A., & Tougas, J. (2000). *You Bet I Care! A Canada-Wide Study on Wages, Working Conditions, and Practices in Child Care Centres*. Centre for Families, Work, and Well-Being. ON: University of Guelph.
- Drouin, C., Bigras, N., Fournier, H., Desrosiers, H. & Bernard. S. (2004). *Grandir en qualité 2003: Enquête Québécoise sur la qualité des services de garde éducatifs*. Québec: Institut de la Statistique du Québec.
- Dunn, L. (1993). Proximal and distal features of day care quality and children's development. *Early Childhood Research Quarterly*, 8(2), 167-192. doi:[10.1016/S0885-2006\(05\)80089-4](https://doi.org/10.1016/S0885-2006(05)80089-4) As quoted in Brunsek, A., Perlman, M., Falenchuk, O., McMullen, E. Fletcher, B., Kamkar, N. Nocita, G., & Shah, P. (2018). *Meta-Analysis and Systematic Review of the Association Between Professional Development of Early Childhood Educators and Children's Outcomes*. Under Review.
- Eugenie, J. (2018). Why child care is not affordable. *The Centre for Independent Studies*. .Research Report 37 <https://www.cis.org.au/app/uploads/2018/08/rr37-snapshot.pdf?>
- Fairholm, R., Centre for Spatial Economics (2009). *Literature Review of Socioeconomic Effects and Net Benefits - Understanding and Addressing Workforce Shortages in Early Childhood Education and Care*

- (ECEC) Project. Ottawa, ON: Child Care Human Resource Sector Council.
- Fairholm, R. Centre for Spatial Economics (2009). *Understanding and addressing workforce shortages in ECEC*. Ottawa, ON: Child Care Human Resources Sector Council.
- Falenchuk, O., Perlman, M., McMullen, E., Fletcher, B., & Shah, P. S. (2017). Education of staff in preschool aged classrooms in child care centers and child outcomes: A meta-analysis and systematic review. *PLOS ONE*, 12(8), e0183673. doi:10.1371/journal.pone.0183673. As quoted in Brunsek, A., Perlman, M., Falenchuk, O., McMullen, E., Fletcher, B., Kamkar, N., Nocita, G., & Shah, P. (2018). Meta-Analysis and Systematic Review of the Association Between Professional Development of Early Childhood Educators and Children's Outcomes. Under Review.
- Flanagan, K., Beach, J., & Varmuza, P. (2013). *You Bet We Still Care! A Survey of Centre Based Early Childhood Education and Care in Canada*. Ottawa, On: Child Care Human Resource Sector Council
- Flanagan, K. (2010). *The Early Years Report: Early Learning in PEI: An Investment in the Island's Future*. Charlottetown, PEI: Government of Prince Edward Island.
- Flanagan, K. (2005) *Developing A Quality Framework For Early Learning and Child Care For British Columbia*. Victoria, BC: Ministry of Children and Family Development.
- Forer, B., Flanagan, K., & Beach, J. (2007). *Faculty Survey Report for the Training Strategy Project*. Ottawa, ON: Child Care Human Resources Sector Council.
- Fortin, P. (2017). *Quebec daycare: A success that must now focus on equity*. Globe and Mail, April 27, 2017.
- Fortin, P. (2015). *Quebec's Child Care Win-Win*. Presented at the Conference: The Millennials' Challenge, Queen's International Institute on Social Policy. Kingston, Ontario. August 24-26, 2015.
- Fortin, P., Godbout, L., & St-Cerny, S. (2012). *Impact of Quebec's Universal Low-Fee Child Care Program on Female Labour Force Participation, Domestic Income, and Government Budgets*. Toronto: OISE. https://www.oise.utoronto.ca/atkinson/UserFiles/File/News/Fortin-Godbout-St_Cerny_eng.pdf
- Frede, E. (2005). *Assessment in a continuous improvement cycle: New Jersey's Abbott preschool program*. Invited paper for the National Early Childhood Accountability Task Force with support from the Pew Charitable Trusts, the Foundation for Child Development and the Joyce Foundation. <http://nieer.org/docs/?DocID=192>
- Frede, E., Jung, K., Barnett, W.S., & Figueras, A. (2009). *The Apples Blossom: Abbott Preschool Program Longitudinal Effects Study (APPLES) Preliminary Results Through 2nd Grade*. New Jersey: National Institute for Early Education Research, Rutgers University.
- Friendly, M., Larsen, E., Feltham, L.E., Grady, B., Forer, B., & Jones, M. (2018). *Early childhood education and care in Canada 2016*. Toronto: Child Care Resource and Research Unit.
- Gahlberg, G. & Moss, P. (2007). *Beyond Quality in Early Childhood Education and Care – Languages of Evaluation*. CESifo DICE Report
- Ghazvini, A. & Mullis, R. (2002). Center-based care for young children: examining predictors of quality. *Journal of Genetic Psychology* 163 (1), 112-25.

- Goelman, H., Doherty, G., Lero, D., LaGrange, A., & Tougas, J. (2000). *You Bet I Care! Caring and learning environments: Quality in child care centres across Canada*. Guelph, ON: Centre for Families, Work and Well Being, University of Guelph.
- Government of Ontario. (2016). *The Kindergarten Program 2016*. Toronto: Ministry of Education
- Government of Prince Edward Island. (2018). *44th Annual Statistical Review*. Charlottetown: Department of Finance.
- Government of Prince Edward Island. (2017). *People, Prosperity, Progress: Working Together for All Islanders*. Speech from The Throne: At the opening of the Third Session of the Sixty-fifth General Assembly of the Prince Edward Island Legislature. Charlottetown: Author.
- Government of Prince Edward Island. (2017). *Children's Report: Investing in Our Future*. Charlottetown: Chief Public Health Office.
- Government of Prince Edward Island. (2008). *Kindergarten Integrated Curriculum Document*. Charlottetown PEI: Department of Education and Early Childhood Development
- Halfon, S. (2014). *Canada's child care workforce. Moving Child Care Forward Project* (a joint initiative of the Child Care Resource and Research Unit, Centre for Work, Families and Well-Being at the University of Guelph, and the Department of Sociology at the University of Manitoba). Toronto: Institute for the Study of Labor.
- Heckman, J. (2006). *The Economics of Investing in Children*. Policy Briefing No. 1. UCD Geary Institute, Dublin, Ireland.
- Human Early Learning Partnership. (ND). *Why Is This Research Important?* British Columbia: HELP at UBC. <http://earlylearning.ubc.ca/about/>
- Huntsman, L. (2008). *Determinants of quality in child care: A review of the research evidence*. Ashfield, NSW, Australia: NSW Department of Community Services. Retrieved online at: http://www.community.nsw.gov.au/docswr/assets/main/documents/research_qualitychild_care.pdf As quoted in Halfon, S. (2014). *Canada's child care workforce. Moving Child Care Forward Project* (a joint initiative of the Child Care Resource and Research Unit, Centre for Work, Families and Well-Being at the University of Guelph, and the Department of Sociology at the University of Manitoba). Toronto: Institute for the Study of Labor.
- Institute for Women's Policy Research. (2005). *Strategies to Improve Family Child Care Quality*. Quarterly Newsletter. Available at www.iwpr.org
- Kamerman, S. B. (Ed.). (2001). *Early childhood education and care: International perspectives*, Columbia University, ICFP, New York.
- Karoly, L., & Bigelow, J. (2005). *The economics of investing in universal preschool in California*. Santa Monica, CA: RAND.
- Kershaw, P., Anderson, L., Warburton, B., and Hertzman, C. (2009) *15 by15: A Comprehensive Policy Framework for Early Human Capital Investment in BC*. Vancouver: Human Early Learning Partnership, University of British Columbia

- Korpi, B., M. (2007). *The Politics of Pre-School – intentions and decisions underlying the emergence and growth of the Swedish pre-school*. Sweden: The Ministry of Education and Research.
- Lefebvre, P., & Merrigan, P. (2008). Child Care policy and the labor support of mothers: A natural experiment for Canada. *Journal of Labor Economics*, 26(3), 519-548.
- Litjens, I. and M. Taguma (2010). *Revised Literature Overview for the 7th Meeting of the Network on Early Childhood Education and Care*. Paris: OECD.
- Loeb, S., Rouse, C., & Shorris, A. (Eds.). (2007). *The future of children: Spring 2007*. Washington, DC: The Brookings Institute. As quoted in: Brunsek, A., Perlman, M., Falenchuk, O., McMullen, E. Fletcher, B., Kamkar, N. Nocita, G., & Shah, P. (2018). Meta-Analysis and Systematic Review of the Association Between Professional Development of Early Childhood Educators and Children’s Outcomes. Under review.
- MacDonald, D. & Friendly, M. (2017). *Time Out: Child care fees in Canada 2017*. Ottawa: Canadian Centre for Policy Alternatives.
- Mathers, S., Eisenstadt, N., Sylva, K., Soukakou, E. & Ereky-Stevens, K. (2014). *Sound foundations: A review of the research evidence on quality of early childhood education and care for children under three - Implications for policy and practice*. Sutton Trust and Oxford University. As quoted in Halfon, S. (2014). *Canada’s child care workforce*. Moving Child Care Forward Project (a joint initiative of the Child Care Resource and Research Unit, Centre for Work, Families and Well-Being at the University of Guelph, and the Department of Sociology at the University of Manitoba). Toronto: Institute for the Study of Labor.
- McCain, M., Mustard, J., & McCuaig, K. (2011). *Early Years Study 3: Making Decisions, Taking Action*. Toronto, ON: Margaret and Wallace McCain Family Foundation.
- Mörk, E., Sjögren, A. Svaleryd, H. (2009). *Cheaper Child Care, More Children*. Discussion Paper No. 3942. Institute for the Study of Labour, Germany.
- Moss, P. (2017). *What place for “care” in early childhood policy?*. In L. Miller, C. Cameron, C. Dalli and N. Barbour (Eds.) *The SAGE Handbook of Early Childhood Policy* (pp.256-267), London: Sage.
- Moyser, M. & Milan, A. (2018). *Fertility Rates and Labour Force Participation Among Women in Quebec and Ontario*. Ottawa: Statistics Canada.
- Myers, R. (2004). *In search of quality in programmes of early childhood care and education (ECCE)*. Background paper prepared for the Education for All Global Monitoring Report 2005 The Quality Imperative. UNESCO.
- National Association of Regulatory Agencies. (2018). *Child Care Licensing Studies*. NARA: <https://www.naralicensing.org/child-care-licensing-study>
- National Institutes for Child and Human Development (NICHD) Early Child Care Research Network (2002). “Study of Early Child Care.” *American Educational Research Journal*, 39 (1): 133-164
- Neuman, M. (2007) *Good Governance of Early Childhood Care and Education: Lessons from the 2007 EFA Global Monitoring Report*. *UNESCO Policy Briefs on Early Childhood*, No. 40

- NICHD Early Child Care Research Network. (2002). Child care structure --> process --> outcome: direct and indirect effects of child care quality on young children's development. *Psychological Science*, 13(3), 199–206. <https://doi.org/10.1111/1467-9280.00438>
- Olterman, P. (2016). *Fertility rate in Germany rises to 33-year high*. The Guardian, International Edition. Available at: <https://www.theguardian.com/world/2016/oct/17/fertility-rate-germany-rises-33-year-high-births-children-population>
- Organisation for Economic Co-operation and Development. (2016). "Child Care costs are around 15% of net family income across the OECD", in *Society at a Glance 2016: OECD Social Indicators*. OECD Publishing, Paris, https://doi.org/10.1787/soc_glance-2016-graph14-en
- Organisation for Economic Co-operation and Development (OECD) Network on Early Childhood Education and Care (2012). *Draft Position Paper of the Thematic Working Group on Monitoring Quality*, Background document for the 12th ECEC Network Meeting, OECD, Paris.
- Organisation for Economic Co-operation and Development. (2006) *Starting Strong II: Early Childhood Education and Care*. Paris, France: OECD.
- Pianta, R. C., Barnett, W. S., Burchinal, M., & Thornburg, K. R. (2009). The effects of preschool education: What we know, how public policy is or is not aligned with the evidence base, and what we need to know. *Psychological Science in the Public Interest*, 10(2), 59-88. As quoted in Brunsek, A., Perlman, M., Falenchuk, O., McMullen, E. Fletcher, B., Kamkar, N. Nocita, G., & Shah, P. (2018). Meta-Analysis and Systematic Review of the Association Between Professional Development of Early Childhood Educators and Children's Outcomes. Under Review.
- Ryan, S. & Ackerman, D.J. (2004). *Creating a Qualified Preschool Teaching Workforce Part I Getting Qualified: A Report on the Efforts of Preschool Teachers in New Jersey's Abbott Districts to Improve their Qualifications*. NIEER, New Brunswick, NJ.
- Smith, L.K. (2013). *Continuous Quality Improvement: QRIS Is a Tool*. Building Strong Foundations: www.buildinitiative.org
- Start Strong. (2012). *The Economics of Children's Early Years Early Care and Education in Ireland: Costs and Benefits*. Available at www.startstrong.ie
- Stych, A. (2018). Why the U.S. birth rate is declining. New York Times: July 6, 2018. <https://www.bizjournals.com/bizwomen/news/latest-news/2018/07/why-the-birth-rate-is-declining.html>
- Taggart, B., Sylva, K., Melhuish, E., Sammons, P. & Siraj, I. (2015). *Effective Pre-school, Primary and Secondary Education (EPPSE 3 – 16+)*. England: Department for Education. Available at: www.gov.uk/government/publications
- The Commission for Childcare Reform. (2015). *Meeting Scotland's Childcare Challenge: The Report of the Commission for Child Care Reform* June 2015. Retrieved from: <https://childrenscotland.org.uk/wp-content/uploads/2017/09/FinalChildcareCommissionReportJune2015.pdf>
- Torii, K, Fox, S. & Cloney, D. (2017). Quality is key in Early Childhood Education in Australia. *Mitchell Institute Policy Paper No. 01/2017*. Mitchell Institute, Melbourne. Available from: www.mitchellinstitute.org.au

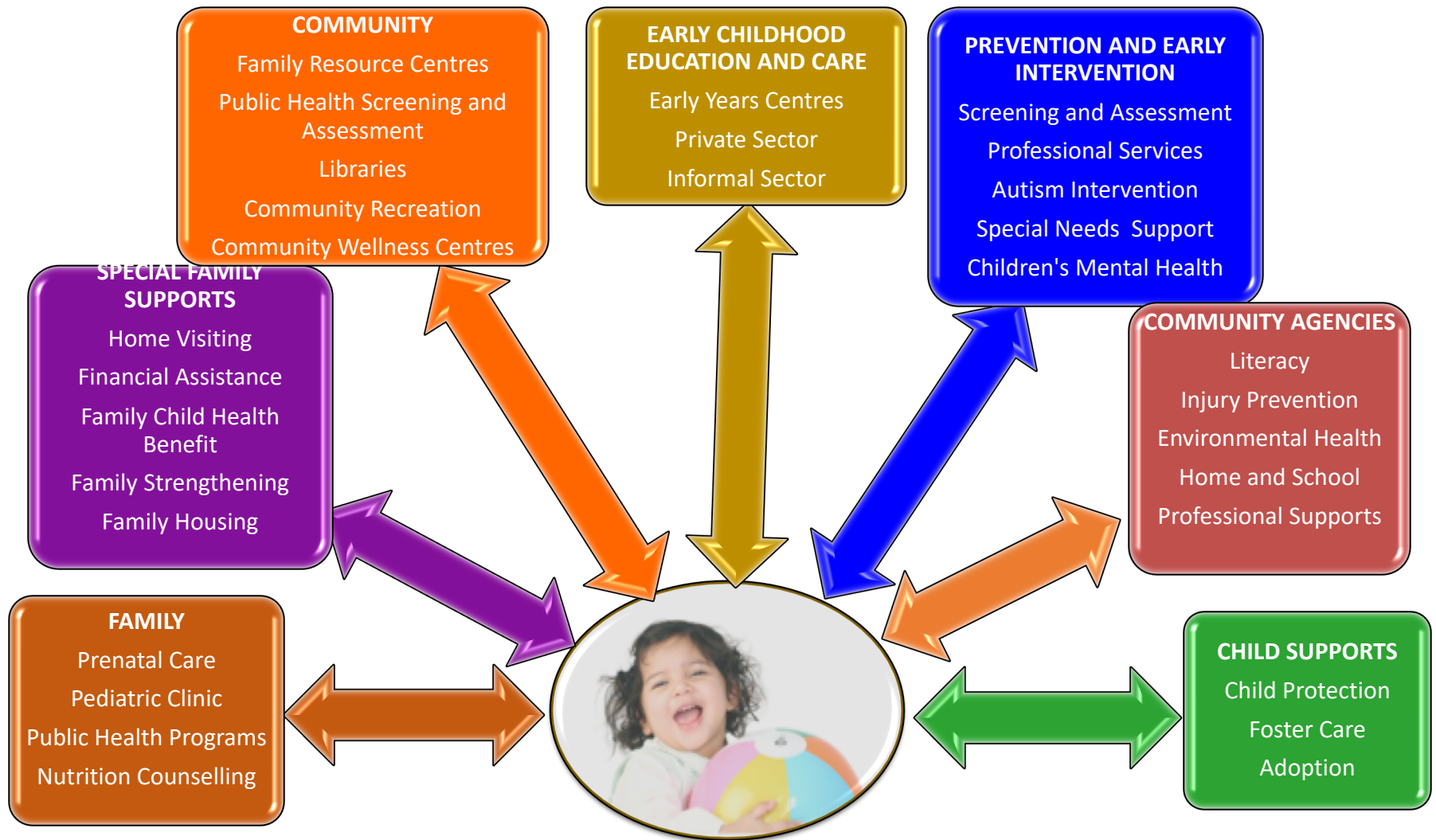
- Torquati, J. C., Raikes, H., & Huddlestone-Casas, C. A. (2007). Teacher education, motivation, compensation, workplace support, and links to quality of center-based child care and teachers' intention to stay in the early childhood profession. *Early Childhood Research Quarterly*, 22(2), 261-275.
DOI: 10.1016/j.ecresq.2007.03.004
- Tougas, J. (2002). *La restructuration des services éducatifs et de garde l'enfance au Québec: Les cinq premières années*. Child Care Resource and Research Unit, Centre for Urban and Community Studies. Toronto: University of Toronto .
- Tout, K., Epstein, D., Soli, M. & Lowe, C. (2015). *A Blueprint for Early Care and Education Quality Improvement Initiatives: Final Report*. USA: Child Trends Inc.
- Tout, K., Halle, T., Daily, S., Albertson-Junkans, L., Moodle, S. (2013). *The Research Base for a Birth through Age Eight State Policy Framework*. Child Trends: The Alliance for Early Success. Publication #2013-42.
- Tout, K., Zaslow, M., & Berry, D. (2006). *Quality and qualifications: Links between professional development and quality in early care and education settings*. In M. Zaslow & I. Martinez-Beck (Eds.), *Critical issues in early childhood professional development* (pp. 77–110). Baltimore: Brookes.
- UNESCO. (2012). *Early Childhood Care and Education. Asia Pacific End of Decade Notes on Education for All*. Available at: www.unesco.org/bangkok, www.unicef.org/eapro, www.unicef.org/rosa and www.unicef.org/southasia
- U.S. Government Printing Office. (2013). *Child Care and Development Fund Program; Proposed Rules*. Federal Register 78(97), in *Child Care Aware of America. Parents and the High Cost of Child Care 2014 Report*. Retrieved from:
https://www.ncsl.org/documents/cyf/2014_Parents_and_the_High_Cost_of_Child_Care.pdf
- Victorian Curriculum and Assessment Authority. (2008). *Analysis of Curriculum/Learning Frameworks for the Early Years (Birth to Age 8)*. East Melbourne, Victoria: Author.
- Whitebook, M. & Darrah, R. (2013). Rights, raises and respect for early childhood teachers: A four decade perspective. *Exchange* July/August 2013, pp. 16 – 22. As quoted in Halfon, S. (2014). *Canada's child care workforce*. Moving Child Care Forward Project (a joint initiative of the Child Care Resource and Research Unit, Centre for Work, Families and Well-Being at the University of Guelph, and the Department of Sociology at the University of Manitoba). Toronto: Institute for the Study of Labor.
- Whitebook, M., & Sakai, L. (2003). Turnover begets turnover: an examination of job and occupational instability among child care center staff. *Early Childhood Research Quarterly*, 18, 273-293.
- Wiggins, K. & Mathias, D. (2013). *Continuous Quality Improvement: An Overview Report for State QRIS Leaders*. Build Initiative: www.buildinitiative.org and www.qrisnetwork.org
- World Bank. (2010). *FAQs: Early Childhood Development*. Africa Region Human Development: Author.
- World Health Organization. (ND). *Early Childhood Development*. Available at:
http://www.who.int/maternal_child_adolescent/topics/child/development/en/
- Yoshikawa, H., Weiland C., Brooks-Gunn, J., Burchinal, M., Espinosa, L., Gormley, W., Zaslow, M. (2013). *Investing in our Future: The Evidence Base on Preschool Education*. Society for Research in Child Development and the Foundation for Child Development.

APPENDIX 1

TABLE 1: Total Fertility Rate, Number of Births, and Average Age of the Mother at First and for All Births for all Provinces and Territories Based on 2016 Data				
Region of residence	Total fertility rate	Number of births	Average age of mother	
			At first birth	All births
	Children per woman	Thousands	Year	
Canada	1.54	383.1	29.2	30.8
Newfoundland and Labrador	1.42	4.4	27.9	29.5
Prince Edward Island	1.58	1.4	28.1	30.0
Nova Scotia	1.42	8.3	28.2	29.8
New Brunswick	1.55	6.6	27.5	29.1
Quebec	1.59	86.3	29.0	30.6
Ontario	1.46	140.4	29.8	31.3
Manitoba	1.85	16.9	27.6	29.6
Saskatchewan	1.93	15.6	27.2	29.1
Alberta	1.69	55.9	28.7	30.4
British Columbia	1.40	45.3	30.3	31.6
Yukon	1.62	0.4	29.2	30.9
Northwest Territories	1.79	0.6	27.8	29.5
Nunavut	2.99	0.9	22.4	26.4

Note: Births to mothers whose age is unknown were prorated.
Sources: Statistics Canada, Canadian Vital Statistics (Birth Database) and Demography Division, Demographic Estimates Program.

APPENDIX 2



APPENDIX 3

APPENDIX 3: CERTIFICATION LEVELS AND STAFFING REQUIREMENTS FOR CENTRE BASED PROGRAMS		
PT	DESCRIPTION OF CERTIFICATION LEVELS	STAFFING REQUIREMENTS ³¹ FOR REGULATED GROUP (CENTRE BASED) PROGRAMS
NL	<p>There are five levels of certification. The first four levels (Trainee, Level 1, 2, and 3) of certification are also classified depending on either the delivery method or the ages of the children in the program; Level 4 is the same for all age groups.</p> <p>Trainee certification may be granted to be a caregiver:</p> <ul style="list-style-type: none"> ▪ in a child care centre where the applicant has successfully completed an orientation course and provides proof of registration at a post-secondary institution in early childhood education approved by the Minister OR ▪ in a family child care service where the applicant has successfully completed the associated orientation course <p>Trainee level certification may be renewed up to a maximum of four times or a maximum of six times where two of those times included renewals where courses required for the early childhood education program were not available.</p> <p><i>Note: Entry level certification (previously) issued under the Child Care Services Act will now be considered to be trainee certification.</i></p>	<p>All staff working with children in a regulated child care centre and who are considered in the child:staff ratio must be certified.</p> <p>Centre based programs:</p> <p>An operator or administrator/head of a centre is required to have at least Level 2 certification, hold the classifications for the age groups of children the centre is licensed for, and have at least two years of experience in a licensed child care centre.</p> <p>The lead staff in a room is required to have at least Level 1 certification in the classification that covers the age group of the children in the room. All other staff are required to have at least Trainee Level certification.</p> <p>Other: ECE instructors and program consultants are required to have Level Four certification. Program consultants must also have at least three years of experience in a child care setting.</p> <p>Preschool: To work in a regulated child care centre with preschool children 2-6 years, who are not attending school</p> <ul style="list-style-type: none"> ▪ Trainee level: Preschool Orientation Course ▪ Level 1: Completion of provincially approved one-year ECE Certificate program

³¹ In addition, criminal records checks, first aid certificates and medical examinations may be required.

APPENDIX 3: CERTIFICATION LEVELS AND STAFFING REQUIREMENTS FOR CENTRE BASED PROGRAMS

PT	DESCRIPTION OF CERTIFICATION LEVELS	STAFFING REQUIREMENTS ³¹ FOR REGULATED GROUP (CENTRE BASED) PROGRAMS
	<p>Level I certification may be granted where an applicant holds a diploma from a post- secondary institution in a one-year program in early childhood education approved by the Minister and, where assessed to be required, successfully completed the applicable orientation course(s).</p> <p>Level II certification may be granted where an applicant holds a diploma from a post- secondary institution in a two-year program in early childhood education approved by the Minister and, where assessed to be required, successfully completed the applicable orientation course(s).</p> <p>Level III certification may be granted where an applicant:</p> <ul style="list-style-type: none"> ▪ holds a diploma from a post- secondary institution in a three-year program in early childhood education approved by the Minister and, where assessed to be required, successfully completed an orientation course OR ▪ holds a diploma from a post-secondary institution in a two-year program in early childhood education approved by the Minister and a one-year post-diploma specialization. The applicant may also be required to complete an orientation course where assessed to be required OR ▪ holds a degree from a university approved by the Minister and a diploma from a post-secondary institution in a one-year program in early childhood education approved by the Minister. The applicant may 	<ul style="list-style-type: none"> ▪ Level 2: Completion of a provincially approved two-year ECE Diploma program ▪ Level 3: <ul style="list-style-type: none"> ▪ Level 2 certification, plus a post-diploma ECE certificate or specialization or ▪ a university degree plus a provincially-recognized certificate in ECE (or equivalent) ▪ Level 4: <ul style="list-style-type: none"> ○ a university degree in early childhood education or ○ a university degree plus a provincially recognized ECE diploma <p>School Age: To work in a regulated child care centre with children 4-12 years who also attend school</p> <ul style="list-style-type: none"> ▪ Trainee level: School Age Orientation Course ▪ Level 1: <ul style="list-style-type: none"> ○ ECE certificate plus School Age Orientation Course or ○ related post-secondary certificate plus School Age Orientation Course ▪ Level 2: <ul style="list-style-type: none"> ○ ECE diploma plus School Age Orientation Course or ○ related post-secondary diploma plus School Age Orientation Course ▪ Level 3: <ul style="list-style-type: none"> ○ preschool or school age Level 2 plus post-diploma school age child care specialization or

APPENDIX 3: CERTIFICATION LEVELS AND STAFFING REQUIREMENTS FOR CENTRE BASED PROGRAMS

PT	DESCRIPTION OF CERTIFICATION LEVELS	STAFFING REQUIREMENTS ³¹ FOR REGULATED GROUP (CENTRE BASED) PROGRAMS
	<p>also be required to complete an orientation course where assessed to be required OR</p> <ul style="list-style-type: none"> ▪ holds a degree in Education from a university approved by the Minister and has successfully completed the applicable orientation course(s). This level will be limited to the school age range classification only. <p>Level IV certification may be granted where an applicant:</p> <ul style="list-style-type: none"> ▪ holds a degree in early childhood education from a university approved by the Minister OR ▪ holds a degree from a university approved by the Minister and a diploma from a post-secondary institution in a two-year program in early childhood education approved by the Minister. <p>In addition to certification, staff working with specific age groups of children (infants, preschool, school age) must have completed the required orientation course for the specific age group.</p> <p>In addition, at least one Administrator must be designated for every child care centre and an Administrator must be designated for every five homerooms. Qualifications for an Administrator include both of the two following requirements:</p> <ul style="list-style-type: none"> ▪ The person holds at least level II certification in child care provided in a centre which is in the age ranges of the children registered in the child care service; AND 	<ul style="list-style-type: none"> ○ an Education degree plus school age child care orientation course or ○ related university degree plus School Age Orientation Course <ul style="list-style-type: none"> ▪ Level 4: <ul style="list-style-type: none"> ○ university degree in early childhood education or ○ a university degree plus an ECE diploma <p>Infant: To work in a regulated child care centre with children 0-23 months</p> <ul style="list-style-type: none"> ▪ no trainee level available – all ECEs working with infants must have level 1 Preschool as a minimum qualification ▪ Level 1: ECE certificate plus Infant Child Care Orientation Course ▪ Level 2: ECE diploma plus Infant Child Care Orientation Course ▪ Level 3: <ul style="list-style-type: none"> ○ ECE diploma plus post-diploma infant-toddler specialization or ○ related university degree plus ECE certificate plus Infant Child Care Orientation Course ▪ Level 4: <ul style="list-style-type: none"> ○ a university degree in early childhood education or ○ a university degree plus an ECE diploma

APPENDIX 3: CERTIFICATION LEVELS AND STAFFING REQUIREMENTS FOR CENTRE BASED PROGRAMS

PT	DESCRIPTION OF CERTIFICATION LEVELS	STAFFING REQUIREMENTS ³¹ FOR REGULATED GROUP (CENTRE BASED) PROGRAMS
	<ul style="list-style-type: none"> The person has at least 2 years' experience in a child care service operated in a centre under a valid child care service Licence that permits at least eight children to participate in the child care service at any one time. Where the experience is in a school aged program, the applicant must have worked for at least four hours or more a day. 	
NS	<p>There are 4 levels of classification:</p> <p>Entry Level may be issued to a person who has completed:</p> <ul style="list-style-type: none"> the orientation training approved by the Minister OR post-secondary courses in early childhood education that are comparable to the orientation training <p>Level 1 may be issued to a person who has completed:</p> <ul style="list-style-type: none"> orientation training and completion of coursework and workplace training as specified in standards set by the Minister; OR a 1-year certificate in early childhood development or early childhood education from a training program recognized by the Director; OR the equivalent of early childhood education referred to in subsection 36(3), granted on or before May 1, 2012, and for which the applicant applies no later than April 30, 2011. <p>Level 2 may be issued to a person who has completed:</p>	<p>At least 2/3 of the staff working directly with children in a full-day program or a part-day program must have a level 1, level 2 or level 3 classification, or be working on completing the Competency Based Assessment Program.</p> <p>In a facility with only 2 staff working directly with children, 1 staff member must have a level 1, level 2 or level 3 classification or school-age training approval.</p> <p>A Facility Director or a person designated as an acting facility director must have the following qualification:</p> <ul style="list-style-type: none"> for a facility that offers programming for all ages, a level 2 or level 3 classification; for a facility that offers only school-age programming, a level 2 or level 3 classification or school-age training approval. <p>A facility director who began working as a facility director before May 1, 2012, must have a level 1 classification. A person who obtained a level 1 classification before May 1, 2012, may be designated as an acting facility director.</p>

APPENDIX 3: CERTIFICATION LEVELS AND STAFFING REQUIREMENTS FOR CENTRE BASED PROGRAMS

PT	DESCRIPTION OF CERTIFICATION LEVELS	STAFFING REQUIREMENTS ³¹ FOR REGULATED GROUP (CENTRE BASED) PROGRAMS
	<ul style="list-style-type: none"> ▪ a diploma from a 2-year diploma program offered by a post-secondary institution approved by the Director in any 1 of the following: <ul style="list-style-type: none"> ○ early childhood education ○ an area of study that qualifies a person to plan and deliver early childhood education programming for children ▪ a 1-year early childhood education certificate obtained before May 31, 2000, on completing a training program in early childhood education, as defined in the former regulations ▪ successful completion of the Competency Based Assessment Program within 1 year of beginning the program, unless another timeline for completion is approved by the Minister. <p>Level 3 may be issued to a person who has completed:</p> <ul style="list-style-type: none"> ▪ a bachelor’s degree from a post-secondary institution approved by the Director in <ul style="list-style-type: none"> ○ early childhood education ○ an area of study that qualifies a person to plan and deliver early childhood education programming for children OR ▪ a 2-year diploma in early childhood education an area of study that qualifies a person to plan and deliver early childhood education programming for children and a 	<p>Each full-day and/or part-day program must be administered by a facility director who supervises and manages the facility.</p> <ul style="list-style-type: none"> ▪ A facility director must designate a qualified staff member to act as the facility director at times when the facility director is absent from the facility. ▪ A facility director or a person designated as the director must be in attendance at the facility at all times during its operating hours. <p>A facility staff person who works directly with children must either</p> <ul style="list-style-type: none"> ▪ have completed the orientation training approved by the Minister and provide proof of completion OR ▪ have completed post-secondary courses in early childhood education that are comparable to the orientation training and provide proof of completion. <p>A facility staff person who, on their date of employment, does not meet the above requirements must complete and provide proof of completion of the orientation training (approved by the Minister) within 1 year of their date of employment.</p>

APPENDIX 3: CERTIFICATION LEVELS AND STAFFING REQUIREMENTS FOR CENTRE BASED PROGRAMS

PT	DESCRIPTION OF CERTIFICATION LEVELS	STAFFING REQUIREMENTS ³¹ FOR REGULATED GROUP (CENTRE BASED) PROGRAMS
	<p>bachelor’s degree in any discipline from a post-secondary institution recognized by the Director.</p> <p>A person is considered to have the equivalent of early childhood education if he or she meets all of the following:</p> <ul style="list-style-type: none"> ▪ successful completion of Grade 12 or the equivalent through the General Education Development program of the Department of Education and Early Childhood Development ▪ at least 2 years’ work experience in a licensed day care facility ▪ successful completion of a full-credit course of 2 semesters in a post-secondary education program in at least 1 of the following areas, and successful completion of 25 hours in training programs, seminars or workshops in the other area not completed by way of post-secondary education: <ul style="list-style-type: none"> ○ human growth and development with an emphasis on the young child ○ curriculum development and implementation of programs for young children in day care facilities 	
PE	<p>There are 8 levels of certification:</p> <ul style="list-style-type: none"> ▪ Family Home Child Care Provider certificate requires successful completion of a 30-hour course related to the 	<p>The operator of a preschool centre or an early childhood centre shall ensure that the licensed centre is staffed with</p> <ul style="list-style-type: none"> ▪ at least one early childhood supervisor or early childhood director; and

APPENDIX 3: CERTIFICATION LEVELS AND STAFFING REQUIREMENTS FOR CENTRE BASED PROGRAMS

PT	DESCRIPTION OF CERTIFICATION LEVELS	STAFFING REQUIREMENTS ³¹ FOR REGULATED GROUP (CENTRE BASED) PROGRAMS
	<p>care and education of infants and preschoolers, approved by the Board.</p> <ul style="list-style-type: none"> ▪ School-Age Child Care Provider certificate requires successful completion of a 30-hour course related to the care and education of school-age children, approved by the Board ▪ Early Childhood Educator I certificate requires successful completion of a 30-hour course, approved by the Board, in each of the following subject areas: <ul style="list-style-type: none"> ○ child growth and development ○ child guidance ○ early childhood pedagogy ▪ Early Childhood Educator II certificate requires successful completion of a one-year certificate program in early childhood care and education, approved by the Board. ▪ Early Childhood Educator III certificate requires successful completion of a two-year diploma program, or a degree program, in early childhood care and education, approved by the Board. ▪ Inclusion Support Assistant certificate requires successful completion of a one-year certificate program or two-year diploma program in early years studies, 	<ul style="list-style-type: none"> ▪ at least one of the following certificate holders, if additional staff members are required to comply with the staff member to child ratios <ul style="list-style-type: none"> ○ an early childhood educator II ○ an early childhood educator III ○ an early childhood supervisor ○ an early childhood director <p>Requirements for staffing in designated Early Years Centres are outlined in policy, not in regulation; however, provincial policy requires the following for Early Years Centres to maintain their designated status:</p> <ul style="list-style-type: none"> ▪ In addition to requirements as outlined in regulation and described above, all Early Years Centres are required to have all staff (other than support staff) to hold certification as ECE 1, 2, or 3.

APPENDIX 3: CERTIFICATION LEVELS AND STAFFING REQUIREMENTS FOR CENTRE BASED PROGRAMS

PT	DESCRIPTION OF CERTIFICATION LEVELS	STAFFING REQUIREMENTS ³¹ FOR REGULATED GROUP (CENTRE BASED) PROGRAMS
	<p>early childhood care and education, or human services, approved by the Board.</p> <ul style="list-style-type: none"> ▪ Early Childhood Supervisor certificate requires successful completion of: <ul style="list-style-type: none"> ○ a two-year diploma program or a degree program in early childhood care and education, approved by the Board, or ○ a degree program in child and family studies, which includes credit for a two-year diploma program in early childhood care and education, approved by the Board; and ▪ verification of at least 3,900 hours of experience (approximately 2 years of full time employment) providing services to children while holding a certificate or an equivalent authorization issued in the jurisdiction where the services were provided. ▪ Early Childhood Director certificate requires successful completion of: <ul style="list-style-type: none"> ○ a degree program in early childhood care and education, approved by the Board ○ a degree program in child and family studies, which includes credit for a two-year diploma program in early childhood care and education, approved by the Board, or ○ a one-year certificate program in early childhood care and education, approved by the 	

APPENDIX 3: CERTIFICATION LEVELS AND STAFFING REQUIREMENTS FOR CENTRE BASED PROGRAMS

PT	DESCRIPTION OF CERTIFICATION LEVELS	STAFFING REQUIREMENTS ³¹ FOR REGULATED GROUP (CENTRE BASED) PROGRAMS
	<p>Board, and a degree program that, in the opinion of the Board, is related to early childhood care and education; and</p> <ul style="list-style-type: none"> ○ verification of at least 9,750 hours of experience (approximately 5 years of full time employment) providing services to children at an early childhood centre or preschool centre, a Type I facility under the former Act or an equivalent type of centre licensed under the laws of another jurisdiction, while holding a certificate or an equivalent authorization issued in the jurisdiction where the services were provided. <p>In addition, an application for a certificate requires:</p> <ul style="list-style-type: none"> ▪ results of a criminal record check and a vulnerable sector search respecting the applicant, conducted in the Canadian Police Information Centre system, dated not earlier than six months prior to the date of the application ▪ official transcripts confirming the applicant meets the educational requirements ▪ where the applicant is applying for an early childhood supervisor certificate or an early childhood director 	

APPENDIX 3: CERTIFICATION LEVELS AND STAFFING REQUIREMENTS FOR CENTRE BASED PROGRAMS

PT	DESCRIPTION OF CERTIFICATION LEVELS	STAFFING REQUIREMENTS ³¹ FOR REGULATED GROUP (CENTRE BASED) PROGRAMS
	<p>certificate, written confirmation that the applicant has the work experience required</p> <ul style="list-style-type: none"> ▪ written confirmation that the applicant is entitled to work in Canada. 	
NB	<p>New Brunswick does not issue certificates or levels of classification. However, requirements for staff qualifications are described and monitored during the licensing process.</p>	<p>In full time or part time early learning and child care centres:</p> <ul style="list-style-type: none"> ▪ An administrator or an educator who does not hold a one-year Early Childhood Education Certificate, or training that is equivalent in the opinion of the Minister, must have successfully completed the Introduction to Early Childhood Education course; and ▪ An Administrator or at least 25% of educators must hold a one-year Early Childhood Education Certificate, or training that is equivalent in the opinion of the Minister, and <p>On and after July 1, 2020:</p> <ul style="list-style-type: none"> ▪ At least 50% of educators must hold a one- year Early Childhood Education Certificate or training that is equivalent in the opinion of the Minister, and ▪ An administrator must hold a one-year Early Childhood Education Certificate or training that is equivalent in the opinion of the Minister.
PQ	<p>Québec does not issue certificates or levels of classification. However, requirements for staff qualifications are described and monitored during the licensing process.</p>	<p>In Centres de la petite enfance (CPEs) and in garderies, two-thirds of staff working directly with children will require a three-year <i>Diplôme d'études collégiales</i> (DEC) or a one-year <i>Attestation</i> and three years' experience. The experience may be gained before, during, or after the period of study.</p>

APPENDIX 3: CERTIFICATION LEVELS AND STAFFING REQUIREMENTS FOR CENTRE BASED PROGRAMS

PT	DESCRIPTION OF CERTIFICATION LEVELS	STAFFING REQUIREMENTS ³¹ FOR REGULATED GROUP (CENTRE BASED) PROGRAMS
		<p>In addition, the holder of a licence of a CPE must have a person employed who is responsible for management of the centre, for planning, for organization of direction, control and evaluation of programs and means of the centre. This person acts under the authority of the board committee which is predominantly composed of parents.</p> <p>There are no educational requirements for other staff to work in a child care centre in Québec.</p> <p>The Ministère de la Famille et des Aînés (MFA) is responsible for regulated child care in Québec.</p>

APPENDIX 3: CERTIFICATION LEVELS AND STAFFING REQUIREMENTS FOR CENTRE BASED PROGRAMS

PT	DESCRIPTION OF CERTIFICATION LEVELS	STAFFING REQUIREMENTS ³¹ FOR REGULATED GROUP (CENTRE BASED) PROGRAMS																																										
ON	<p>The College of Early Childhood Educators, established in Ontario in 2007 is a professional self-regulatory organization for early childhood educators. Mandated by the Early Childhood Educators Act, the College regulates the practice of early childhood education, establishes and maintains qualifications for membership and issues certificates of registration. It also has responsibility to enforce professional and ethical standards, investigate complaints against members and deal with issues of discipline.</p> <p>All individuals using the term “early childhood educator” or “registered early childhood educator,” or who have an ECE diploma or equivalent and are working as a supervisor, staff or resource teacher in a child care centre, within the scope of practice as defined in the Early Childhood Educators Act are required to apply to the College for registration. See https://www.college-ece.ca/en/Become-A-Member/registration-requirements</p> <p>There is one general certificate of registration for the title of:</p>	<p>One staff person per group of children is required to have a two-year diploma in Early Childhood Education from an approved Ontario College of Applied Arts and Technology (OCAAT) or the equivalent. Centre supervisors must have the same education and have at least two years of experience. There are no educational requirements for other staff to work in a child care centre in Ontario.</p> <table border="1" data-bbox="1058 656 1864 1208"> <thead> <tr> <th>Item</th> <th>Column 1 Name of age category</th> <th>Column 2 Age range of age category</th> <th>Column 3 Ratio of employees to children</th> <th>Column 4 Maximum number of children in group</th> <th>Column 5 Proportion of employees that must be qualified employees</th> </tr> </thead> <tbody> <tr> <td>1.</td> <td>Infant</td> <td>Younger than 18 months</td> <td>3 to 10</td> <td>10</td> <td>1/3</td> </tr> <tr> <td>2.</td> <td>Toddler</td> <td>18 months or older but younger than 30 months</td> <td>1 to 5</td> <td>15</td> <td>1/3</td> </tr> <tr> <td>3.</td> <td>Preschool</td> <td>30 months or older but younger than 6 years</td> <td>1 to 8</td> <td>24</td> <td>2/3</td> </tr> <tr> <td>4.</td> <td>Kindergarten</td> <td>44 months or older but younger than 7 years</td> <td>1 to 13</td> <td>26</td> <td>1/2</td> </tr> <tr> <td>5.</td> <td>Primary/junior school age</td> <td>68 months or older but younger than 13 years</td> <td>1 to 15</td> <td>30</td> <td>1/2</td> </tr> <tr> <td>6.</td> <td>Junior school age</td> <td>9 years or older but younger than 13 years</td> <td>1 to 20</td> <td>20</td> <td>1/1</td> </tr> </tbody> </table>	Item	Column 1 Name of age category	Column 2 Age range of age category	Column 3 Ratio of employees to children	Column 4 Maximum number of children in group	Column 5 Proportion of employees that must be qualified employees	1.	Infant	Younger than 18 months	3 to 10	10	1/3	2.	Toddler	18 months or older but younger than 30 months	1 to 5	15	1/3	3.	Preschool	30 months or older but younger than 6 years	1 to 8	24	2/3	4.	Kindergarten	44 months or older but younger than 7 years	1 to 13	26	1/2	5.	Primary/junior school age	68 months or older but younger than 13 years	1 to 15	30	1/2	6.	Junior school age	9 years or older but younger than 13 years	1 to 20	20	1/1
Item	Column 1 Name of age category	Column 2 Age range of age category	Column 3 Ratio of employees to children	Column 4 Maximum number of children in group	Column 5 Proportion of employees that must be qualified employees																																							
1.	Infant	Younger than 18 months	3 to 10	10	1/3																																							
2.	Toddler	18 months or older but younger than 30 months	1 to 5	15	1/3																																							
3.	Preschool	30 months or older but younger than 6 years	1 to 8	24	2/3																																							
4.	Kindergarten	44 months or older but younger than 7 years	1 to 13	26	1/2																																							
5.	Primary/junior school age	68 months or older but younger than 13 years	1 to 15	30	1/2																																							
6.	Junior school age	9 years or older but younger than 13 years	1 to 20	20	1/1																																							

APPENDIX 3: CERTIFICATION LEVELS AND STAFFING REQUIREMENTS FOR CENTRE BASED PROGRAMS

PT	DESCRIPTION OF CERTIFICATION LEVELS	STAFFING REQUIREMENTS ³¹ FOR REGULATED GROUP (CENTRE BASED) PROGRAMS
MB	<p>There are three levels of classification:</p> <ul style="list-style-type: none"> ▪ Child Care Assistant (CCA): no post-secondary credentials are required. The CCA must complete 40 hours of ECE course work (or a related course that in the opinion of the Director of the Manitoba Child Care Program is relevant to ECE) within the first year of employment. ▪ ECE II: requires <ul style="list-style-type: none"> ○ completion of a two-year ECE diploma from a post-secondary institution whose program has been approved by the Child Care Education Program Approval Committee (CCEPAC) of the Manitoba Department of Advanced Education and Literacy or ○ completion of one of five competency-based assessment programs offered by the Manitoba Child Care Program. ▪ ECE III: requires <ul style="list-style-type: none"> ○ completion of an ECE II program, and completion of a post-diploma specialization or degree recognized by CCEPAC, including leadership, administration, infant care, aboriginal child care and special needs child care or ○ a Bachelor of Arts Degree in Developmental Studies: Stream C – Child Development and Child Care. 	<p>All staff working with children in child care centres, nursery schools and school age child care centres must be classified.³² Parent volunteers counted in ratio in nursery schools must also be classified. There are three levels of classification that may be possible:</p> <ul style="list-style-type: none"> ▪ Child Care Assistant (CCA): no post-secondary credentials are required. The CCA must complete 40 hours of ECE course work (or a related course that in the opinion of the Director of Manitoba Child Care Program is relevant to ECE) within the first year of employment. ▪ ECE II: requires <ul style="list-style-type: none"> ○ completion of a two-year ECE diploma from a post-secondary institution whose program has been approved by the Child Care Education Program Approval Committee (CCEPAC) of the Manitoba Department of Advanced Education and Literacy or ○ completion of one of five competency-based assessment programs offered by the Manitoba Child Care Program. ▪ ECE III: requires <ul style="list-style-type: none"> ○ completion of an ECE II program, and completion of a post-diploma specialization or degree recognized by CCEPAC, including leadership, administration, infant care, aboriginal child care and special needs child care or ○ a Bachelor of Arts Degree in Developmental Studies: Stream C – Child Development and Child Care.

³² Manitoba uses the term classification; however, to be consistent with other jurisdictions, the term certification will be used interchangeably

APPENDIX 3: CERTIFICATION LEVELS AND STAFFING REQUIREMENTS FOR CENTRE BASED PROGRAMS

PT	DESCRIPTION OF CERTIFICATION LEVELS	STAFFING REQUIREMENTS ³¹ FOR REGULATED GROUP (CENTRE BASED) PROGRAMS
SK	<p>There are three levels of certification:</p> <p>ECE Level I is awarded after:</p> <ul style="list-style-type: none"> ▪ successful completion of nine credit units (three courses) that are related to early childhood, including one course from each of three areas: Child Development, Programming and Relationships OR ▪ successful completion of an ECE orientation from a recognized post-secondary institution <p>ECE Level II is awarded after:</p> <ul style="list-style-type: none"> ▪ successful completion of one-year ECE certificate program from a recognized post-secondary institution or ▪ successful completion of an equivalent amount of post-secondary coursework <p>ECE Level III is awarded after:</p> <ul style="list-style-type: none"> ▪ successful completion of a two-year ECE diploma program from a recognized post-secondary institution or ▪ successful completion of an equivalent amount of post-secondary coursework 	<p>All staff employed for 65 hours/month or more as a child care worker in a licensed child care centre are required to meet or exceed the qualifications for certification set in the Child Care Regulations (LINK)</p> <p>There are three levels of certification:</p> <ul style="list-style-type: none"> • ECE I: requires 120-hour orientation course or equivalent • ECE II: requires a one-year early ECE certificate or equivalent • ECE III: requires a two-year ECE diploma or equivalent <p>Centre directors hired after 2001 must meet the requirements for an ECE III. All child care staff working 65 hours or more in a child care centre must meet the requirements for an ECE I, 30% of staff must meet the requirements for an ECE II, and in addition, a further 20% of staff must meet the requirements for an ECE III.</p>
AB	<p>There are three levels of certification:</p> <ul style="list-style-type: none"> ▪ Child Development Assistant requires: 	<p>All staff working with children must be certified within six months of employment. There are three levels of certification.</p>

APPENDIX 3: CERTIFICATION LEVELS AND STAFFING REQUIREMENTS FOR CENTRE BASED PROGRAMS

PT	DESCRIPTION OF CERTIFICATION LEVELS	STAFFING REQUIREMENTS ³¹ FOR REGULATED GROUP (CENTRE BASED) PROGRAMS
	<ul style="list-style-type: none"> ○ completion of a 58-hour government sponsored orientation program delivered through classroom, distance or online OR ○ the required Career and Technology Studies credit courses which focus on early learning and child care offered through Alberta high schools OR ○ a 45 hour (3-credit) college-level course in child development OR ○ completion of the Step Ahead Family Day Home Training or Family Child Care Training Program through an approved Alberta Family Day Home Agency registered with the Alberta Family Child Care Association. <ul style="list-style-type: none"> ▪ Child Development Worker requires: <ul style="list-style-type: none"> ○ Completion of a one-year Early Learning and Child Care certificate program offered by an Alberta public college or university, or has completed an equivalent level of training (refer to the Equivalencies Charts at www.humanservices.alberta.ca/certification). ▪ Child Development Supervisor requires: <ul style="list-style-type: none"> ○ Completion of a two-year Early Learning and Child Care diploma program offered by an Alberta public college or has completed an equivalent level of training (see www.humanservices.alberta.ca/certification). 	<p>The Program Supervisor in a licensed day care program must hold a Child Development Supervisor certificate. At least one in every four staff working directly with children between the hours of 8:30 a.m. and 4:30 p.m. must hold at least a Child Development Worker certificate. All other staff must hold at least a Child Development Assistant certificate.</p> <p>All staff working directly with children in a licensed preschool (nursery school) program or out-of-school care program must hold at least a Child Development Assistant certificate.</p> <p>Staff have six months to obtain certification but may not have unsupervised access to the children prior to certification.</p> <p>Note: Prior to November 2008, Alberta certified staff as Level 1, Level 2 or Level 3. The earlier classifications remain valid and are equivalent to certification as a Child Development Assistant, Child Development Worker, and Child Development Supervisor, respectively.</p>

APPENDIX 3: CERTIFICATION LEVELS AND STAFFING REQUIREMENTS FOR CENTRE BASED PROGRAMS

PT	DESCRIPTION OF CERTIFICATION LEVELS	STAFFING REQUIREMENTS ³¹ FOR REGULATED GROUP (CENTRE BASED) PROGRAMS
	<p>For certification as a Child Development Worker and Child Development Supervisor, a CELPIP General or IELTS General assessment at CLB Level 7 is required if the post-secondary training was not in English or French.</p> <p><i>Note: Prior to November 2008, Alberta certified staff as Level 1, Level 2 or Level 3. The earlier classifications remain valid and are equivalent to certification as a Child Development Assistant, Child Development Worker, and Child Development Supervisor, respectively.</i></p>	
BC	<p>ECE Assistant Certificate requires:</p> <ul style="list-style-type: none"> ▪ Official transcript confirming completion of an Early Childhood Education program course in Health, Safety and Nutrition, Child Guidance, or Child Development from a recognized Educational Institution listed in Schedule D of Regulations, taken within the past five years ▪ Character reference letter ▪ Copy of government issued ID <p>To renew an ECE Assistant certificate, the person must provide:</p>	<p>All staff working with children in a child care centre or preschool program must have a Licence to Practice.³³ There are three levels:</p> <ul style="list-style-type: none"> • ECE Assistant: requires one post-secondary course from an approved list and a character reference. • ECE: requires a basic certificate from an approved BC post-secondary ECE program. There is a one-year ECE, which requires a character reference, and a five-year ECE, which requires 500 hours of supervised work in an ECE setting and a competency based reference. • ECE Infant/Toddler and ECE Special Needs: requires post-basic certificate or diploma in one of the specialized areas.

³³ BC uses the term Licence to Practice; however, to be consistent with other jurisdictions, the term certification will be used interchangeably

APPENDIX 3: CERTIFICATION LEVELS AND STAFFING REQUIREMENTS FOR CENTRE BASED PROGRAMS

PT	DESCRIPTION OF CERTIFICATION LEVELS	STAFFING REQUIREMENTS ³¹ FOR REGULATED GROUP (CENTRE BASED) PROGRAMS
	<ul style="list-style-type: none"> ▪ An official transcript sent from the Educational Institution (from Schedule D of Regulations) directly to the Registry confirming completion of a recognized Early Childhood Education program course, other than one submitted previously for Certification ▪ Character reference letter ▪ Verification of 400 hours of work experience <p>Early Childhood Educator One-year Certificate requires:</p> <ul style="list-style-type: none"> ▪ An official transcript (photocopies are not accepted) confirming completion of an Early Childhood Education program through a recognized Educational Institution ▪ Character reference letter ▪ Copy of government issued ID <p>This one-year certificate is only issued to those without 500 hours of work experience and can only be renewed once. If it is being renewed, the applicant must submit a letter explaining what prevented them from completing the 500 hours of work experience and they must submit a new character reference letter.</p> <p>Early Childhood Educator 5-year Certificate:</p> <ul style="list-style-type: none"> ▪ As above, along with proof of 500 hours of relevant work experience, completed after the start of a training program and within the past 5 years <p>Infant Toddler Educator or Special Needs Educator Certificate:</p>	

APPENDIX 3: CERTIFICATION LEVELS AND STAFFING REQUIREMENTS FOR CENTRE BASED PROGRAMS

PT	DESCRIPTION OF CERTIFICATION LEVELS	STAFFING REQUIREMENTS ³¹ FOR REGULATED GROUP (CENTRE BASED) PROGRAMS
	<ul style="list-style-type: none"> ▪ As for 5-year certificate, plus transcript confirming completion of ECE program with I/T and/or SN courses <p>Certificates must be renewed every five years (except for the one-year certificate).</p>	
YK	<p>There are 3 levels of certification outlined in the Yukon Child Care Act, with an additional two levels of certification described in policy. Each level also describes the number of hours of study that must be completed in various “streams”, which include Health, Child Development, Self-Esteem, Methods, Field Placement, and Electives.</p> <ul style="list-style-type: none"> • Child Care Worker I: a person who has successfully completed a 60-hour introduction to early childhood development course or equivalent. If two 30-hour courses are used, they must be from different streams. • Child Care Worker IA (in policy): a person with Child Care Worker I certification who has also completed additional course work in each of the streams described above, but has not yet completed one full year of training • Child Care Worker II: a person who has successfully completed one year of training in early childhood development or equivalent • Child Care Worker IIA (in policy): a person with Child Care Worker II certification who has also completed additional course work in each of the streams described 	<p>All staff who are working in centre based programs and who are included in the child:staff ratio must hold some type of Child Care Worker certification. There are 3 levels of certification outlined in the Yukon Child Care Act, with an additional two levels of certification described in policy. Each level also describes the number of hours of study that must be completed in various “streams”, which include Health, Child Development, Self-Esteem, Methods, Field Placement, and Electives.</p> <ul style="list-style-type: none"> • Child Care Worker I: a person who has successfully completed a 60 hour introduction to early childhood development course or equivalent. If two 30 hour courses are used, they must be from different streams. • Child Care Worker IA (in policy): a person with Child Care Worker I certification who has also completed additional course work in each of the streams described above, but has not yet completed one full year of training • Child Care Worker II: a person who has successfully completed one year of training in early childhood development or equivalent • Child Care Worker IIA (in policy): a person with Child Care Worker II certification who has also completed additional course work in each of the streams described above, but has not yet completed two full years of training

APPENDIX 3: CERTIFICATION LEVELS AND STAFFING REQUIREMENTS FOR CENTRE BASED PROGRAMS

PT	DESCRIPTION OF CERTIFICATION LEVELS	STAFFING REQUIREMENTS³¹ FOR REGULATED GROUP (CENTRE BASED) PROGRAMS
	<p>above, but has not yet completed two full years of training</p> <ul style="list-style-type: none"> • Child Care Worker III: means a person who has successfully completed two or more years of training in early childhood development or equivalent <p>References to levels Child Care Worker 1A (in policy) and Child Care Worker IIA (in policy) are relevant to the formula used to calculate operating grants, and therefore considered to be “in policy” as opposed to the regulatory requirements for staff qualifications.</p>	<ul style="list-style-type: none"> • Child Care Worker III: means a person who has successfully completed two or more years of training in early childhood development or equivalent <p>In centre based programs, 20% of staff must meet or exceed the Child Care Worker III qualifications, an additional 30% must meet or exceed the Child Care Worker II qualifications and the rest must meet or exceed Child Care Worker I qualifications.</p>
NT	<p>The Government of Northwest Territories does not issue certificates or levels of classification. The Regulations to the Child Day Care Act outline expectations of staff in regulated child care centres and homes.</p>	<p>A staff person who works in a child day care facility when children are present must, in respect of children of the age being cared for by the staff person, have the ability to</p> <ul style="list-style-type: none"> (a) interact effectively with the children; and (b) build healthy relationships with the children. <p>An operator of a centre day care facility shall ensure that a primary staff person</p> <ul style="list-style-type: none"> (a) be not less than 19 years of age; (b) has successfully completed a post-secondary program in child development satisfactory to the Director or demonstrate, to the satisfaction of the Director, an understanding of developmentally appropriate practices in respect of children and the ability to apply that understanding to the operator’s child day care program;

APPENDIX 3: CERTIFICATION LEVELS AND STAFFING REQUIREMENTS FOR CENTRE BASED PROGRAMS

PT	DESCRIPTION OF CERTIFICATION LEVELS	STAFFING REQUIREMENTS ³¹ FOR REGULATED GROUP (CENTRE BASED) PROGRAMS
		<p>(c) has an understanding of the role, responsibilities and ethics of a professional child care provider; and</p> <p>(d) fulfills the role, responsibilities and ethics of a professional child care provider in accordance with any guidelines approved by the Director.</p> <p>An operator of a centre day care facility shall ensure that a primary staff person holds</p> <p>(a) certification in infant and child cardiopulmonary resuscitation from a program satisfactory to the Director; and</p> <p>(b) certification in first aid from a program satisfactory to the Director.</p> <p>An operator of a centre day care facility shall ensure that a support staff person is not less than 16 years of age.</p> <p>An operator of a centre day care facility shall ensure that each staff person working at the facility, who participates in the delivery of the daily program, undertakes training in relation to child development and care on an annual basis through appropriate courses, seminars or workshops, and the operator shall retain documentation respecting attendance of staff persons at such training.</p>

APPENDIX 3: CERTIFICATION LEVELS AND STAFFING REQUIREMENTS FOR CENTRE BASED PROGRAMS

PT	DESCRIPTION OF CERTIFICATION LEVELS	STAFFING REQUIREMENTS³¹ FOR REGULATED GROUP (CENTRE BASED) PROGRAMS
NU	The Government of Nunavut does not issue certificates or levels of classification	<ul style="list-style-type: none"> • Must be 19 years old • Criminal record check (with no convictions of an offense involving a child), • Good health • Immunizations up to date • First Aid and CPR • Awareness of early childhood development.

APPENDIX 4

