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PEI WORKFORCE STRATEGY PROJECT

FINAL REPORT

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PEI WORKFORCE STRATEGY PROJECT

INTRODUCTION

The PEI Workforce Strategy Project was undertaken in response to a recommendation to the Department of Education, Early Learning and Culture in *Moving Forward: The Early Years in PEI - Feasibility Study on the PEI Early Childhood Education and Care System*. The project's purpose was to prepare analysis, advice, and recommendations on the following:

1. An analysis of the roles, responsibilities, degree of decision making, and impact of decisions taken for the certification levels and propose a scope of practice for each
2. An analysis of unique challenges faced in the Francophone community, including the Francophone educators, and of the unique challenges faced in different geographic regions of the province (i.e., urban/rural)
3. Current supply and demand data about the ECEC workforce - ages, credentials, years of experience, levels of job satisfaction, and future plans
4. Development of a research tool (i.e., survey) for Government to obtain an analysis of current turnover and description as to the type of turnover occurring and reasons for the turnover (e.g., job, position, occupation, compensation) in the ECEC workforce with attention spent on those individuals who remain certified but who are not employed in the sector
5. Development of a research tool (i.e., survey) for Government to obtain an analysis of the number of Early Childhood Educators ("ECEs") who leave their jobs temporarily for maternity/parental leave, so as to inform strategies to support employers
6. A data strategy to maintain the basic information as noted and a plan to create a comprehensive data base on ECEs in PEI, including, but not limited to, those who became certified as ECEs and left the sector
7. Analysis of ECEC Provincial program expansion plans, targets for increased access, and determine future forecast of labour supply of qualified staff – provide a recommendation on moving forward which considers sector growth patterns over a timeframe with incremental increases in spaces and the staffing needs as a result; consider, too, the potential transitioning of non-designated early childhood programs to Early Years Center Designations – what is the impact to staffing for the move to EYCs, including consideration of continuing the staffing and pay levels in non-designated centers
8. Based on results of the data analysis identify the needed staffing requirements and increases to spaces at Holland College and Collège de l'île
9. Identify specific professional development needs for the current workforce, including mentorship
10. Current and forecasted data regarding students entering and exiting the ECE programs at Holland College and Collège de l'île, with an emphasis on those entering the ECE workforce
11. Survey data for graduates of ECE post-secondary programs and their employment plans
12. Based on advice on a competitive wage scale and potential benefit considerations for Early Years Centres for Directors, Program Staff, and Inclusion Support Staff - Provide short, medium, and long-term recommendations for recruitment and retention strategies.

METHODOLOGY

Methodology undertaken for the project included:

- Review of administrative data from Department of Education, Early Learning and Culture
- Survey data: (all conducted in English and French)
 - Directors in Early Years Centres (EYC), including all Francophone centres (online)
 - Directors in Private licensed ECEC centres (online)
 - Staff in all licensed centres, including Early Years Centres, Francophone, and Private centres (online)
 - Students at Collège de l'Île (online)
 - Second year students at Holland College (paper-based survey)
- Key Informant Interviews with provincial organizations, post-secondary ECE faculty, officials in provincial and/or territorial governments, national ECEC organizations
- Focus Group - 19 Directors (EYC, Private, Francophone)
- Literature Review
- Document Review

Surveys were conducted during the last two weeks of February 2019, resulting in the following response rates:

- Student surveys: 100%
- Directors in Early Years Centres, including all Francophone centres: 100%
- Directors in Private licensed ECEC centres: 70%
- Staff in all licensed centres: 60%

The student survey at Holland College was reviewed and approved by the Holland College Research Ethics Board.

It should be noted that the very high response rates were in large part facilitated by:

- Support from ECE instructors at both Holland College and Collège de l'Île who allowed students to complete the surveys during class time
- EYC criteria that mandates participation in departmental approved research studies

Analysis of Data

In this report, data have been analyzed for all licensed centres, as well as by doing cross tabulations on survey data to highlight any significant differences in urban/rural settings, type of designation (EYC or Private), qualifications of Early Childhood Educators, English or French centres, or size of centre.

Comparative wage data has been analyzed against other Atlantic provinces. Where appropriate, information from other provinces and territories has been included for informational purposes.

Data from student surveys has been analyzed according to whether students are enrolled in the English or Francophone programs, given that the conditions for each program are different. In the Francophone program, tuition is subsidized in return for a two-year commitment to employment in a licensed Francophone EYC centre.

SUMMARY OF ECEC HUMAN RESOURCES RESEARCH

Canadian Research

In Canada, the 1998 Child Care Sector Study brought national attention to the increasing challenges related to a variety of human resource issues facing the ECEC sector. The Child Care Sector Study was funded by Human Resources Development Canada (now Employment and Social Development Canada) as part of a series of studies examining the human resource challenges facing sectors of the Canadian economy. It was undertaken by a team of researchers on behalf of a Steering Committee made up of representatives from the Canadian child care sector. The Child Care Sector Study emphasized the lack of recognition of the value of work done by early childhood educators, the integral links between human resources and quality, accessibility and affordability of child care, and the role of public policy in meeting these challenges. The Child Care Sector Study also noted the lack of data about child care in general.

Since the 1998 Sector Study, there has been a considerable body of research conducted in Canada focused on human resource issues in the ECEC sector. Such research has included Survey Data, Literature Reviews, development of Occupational Standards, and other sectoral based consultation and research.

Survey Data

Pan-Canadian surveys of child care wages and working conditions include:

- ***The Bottom Line: Wages and Working Conditions of Workers in the Formal Day Care Market (1985)***

The first study was conducted in 1984, as part of the Task Force on Child Care led by Katie Cooke. The study was done by Patti Schom Moffatt of Karyo Communications and examined wages and working conditions of individuals working in both centre-based and family child care. The study did not survey staff on a provincial territorial basis, but by region. The study contained a single questionnaire, based on the Child Care Worker Salary and Working Conditions survey from *Salary Surveys: How? Why? Who? When? Where? How to Conduct One in Your Community*¹

- ***Caring for a Living***

In 1991, the Canadian Day Care Advocacy Association (subsequently formed as the Canadian Child Care Advocacy Association – CCCAC, and in 2017 re-branded as Child Care Now) and the Canadian

¹ Whitebook, M., & Pettygrove, W. (1980). *Salary Surveys: How? Why? Who? When? Where? How to Conduct One in Your Community*. Child Care Employee Project. Berkeley, CA.

Child Day Care Federation (now the Canadian Child Care Federation CCCF) contracted with Karyo Communications to conduct a follow up, national survey of child care employees.

Caring for a Living (CFL) was limited to staff in full-day licensed group centres, and not family child care or school age staff as had the initial study. The goals of the CFL study were to collect baseline information in a provincial and national basis on the wages, working conditions and experiences of caregivers in licensed child care centres, and develop a database of information that lays a foundation upon which future research can be built

▪ ***You Bet I Care!***

Conducted in 1998, *You Bet I Care! A Canada-wide Study on Wages, Working Conditions, and Practices in Child Care Centres* (YBIC)² was a replication of *Caring for a Living* (CFL), with the addition of some additional data collected on centre practices. Like CFL, YBIC included only staff in full-day licensed group centres, but only included full-time staff.

The YBIC study collected information through three surveys: one on child care centre characteristics, and two on personal information and views from child care directors and staff. The project's goals were to collect information on wages, working conditions, practices and staff perceptions of child care as a career and analyze changes in wages, working conditions, centre practices, and staff perceptions between 1991-1998. The study also explored the impact of variations in provincial and territorial regulations and funding and the impact of auspice.

▪ ***You Bet We Still Care!***

The most recent Canada wide survey was conducted in 2012. *You Bet We Still Care!* was the first pan-Canadian on-line survey to focus on human resource issues. As with previous surveys, the on-line survey built on previous survey data to explore trends related to wages, working conditions, recruitment and retention, job satisfaction, characteristics of the workforce, and future plans. The survey included employers and employees in full day licensed child care centres.

Highlights of the study's findings³ include:

- Staff and Directors have more education and experience than those in the 1998 *You Bet I Care* survey (YBIC)
- Average age of directors and staff is considerably older than in 1998 and retirements can be expected
- Approximately 40% of all centres who responded are operated by organizations holding more than one license; number of licenses held ranged from 2-91
- Wages are increasing but not benefits
- Job satisfaction is high

² In addition to the study on wages, working conditions and practices in child care centres, *You Bet I Care!* included additional studies of quality in child care centres and regulated family child care homes.

³ Flanagan, K., Beach, J. & Varmuza, P. (2012). *You Bet We Still Care! A Survey of Centre-Based Early Childhood Education and Care in Canada: Highlights Report*. Child Care Human Resources Sector Council: Ottawa, ON.

- Education makes a difference
- Recruitment and retention of qualified staff remains a challenge for employers
- Approximately 23% of all staff said they were looking for another job, primarily to seek higher wages
- Staff in unionized centres had better wages and benefits than those in non-unionized centres
- Majority of staff who did not intend to be working in child care in three years plan to be working in school system
- Competition from the school system was more of a challenge in Ontario than in other places, with 76% of employers (as compared to 40% in the rest of the country) noting a significant challenge for retention of staff
- Centre directors identified applicant lack of skills (65%) and/or related experience (60%), few or no applicants (65%), and dissatisfaction with salary (43%) as relevant or very relevant to recruitment challenges
- About 63% of centre directors reported recruitment challenges
- When directors could not find a qualified staff:
 - 63% hired a less qualified applicant
 - 50% re-advertised
 - 40% shared the extra responsibilities among existing staff
 - 33% transferred internally
 - 12% reduced the number of spaces in the centre

Research Studies

Shedding New Light on Staff Recruitment and Retention Challenges

Following Canada's Child Care Sector Study, the Child Care Human Resources Council began its program of research which continued until 2013. In 2004, researchers Dr. Gillian Docherty and Dr. Barry Forer undertook a study of recruitment and retention issues through a more in-depth analysis of survey data collected for You Bet I Care research. They reported (p.5) that "the strongest finding was that indicators of burnout predict an individual's intent to leave the centre, the proportion of staff in a centre intending to leave, and an individual who intends to leave the field altogether. Indicators of burnout in the director strongly predict a centre with staff retention problems, actual turnover rate, and difficulties recruiting new staff."⁴

Doherty and Forer also found that the strongest other predictors that staff would leave their jobs included low wages and poor compensation related benefits, including⁵:

- Lack of benefits that improve daily working conditions, e.g. a coffee break or paid preparation time.
- Staff dissatisfaction with wages, benefits and promotion opportunities.
- Staff perception that their occupation is not respected by others.

⁴ Doherty, G. & Forer, B. (2004). *Shedding New Light on Staff Recruitment and Retention Challenges*. Child Care Human Resources Sector Council: Ottawa, ON.

⁵ Doherty, G. & Forer, B. (2004). *Shedding New Light on Staff Recruitment and Retention Challenges*. Child Care Human Resources Sector Council: Ottawa, ON.

- The average level of ECCE training of centre staff.
- Staff overall have worked at the centre for a relatively short time.
- Staff believe they have to leave the field in order to earn more or attain a higher status position.

The report concluded that the recruitment and retention challenges faced by child care centres result from a complex and dynamic interaction of several contributing factors. The authors note that “Solving recruitment and retention problems in child care requires a comprehensive, multi-pronged approach that must take into account and simultaneously address: (1) the need to moderate the stress in the job; (2) compensation (wages, benefits and working conditions); (3) the accessibility of ECCE training; and (4) the current low level of public respect for the job.”⁶

Understanding and Addressing Workforce Shortages

One of the most comprehensive recent studies of human resource issues in the ECE sector was led by Dr. Robert Fairholm (Centre for Spatial Economics, Toronto) for the Child Care Human Resources Sector Council. This two-year research study (2007-2009) included four specific phases of work:

- Defining current workforce shortages in the ECEC sector
- Documenting the impact of current shortages on the sector, labour market engagement, and on the economy
- Identifying innovative strategies to address staff shortages
- Exploring the feasibility of developing a tool to predict future shortages.

Using economic data, theory, and forecasting models, in the *Estimating Workforce Shortages* report, Fairholm⁷ (p.31) determined that:

- In order to determine if workforce shortages exist in the ECEC sector, publicly available data were used in combination with an approach used by the BLS (U.S. Bureau of Labour Statistics) and the COPS (Canadian Occupational Projection System). In the case of early childhood education and care, it was determined that salaried (qualified) ECEC workers are experiencing a workforce shortage, while hourly paid ECEC (lower qualified) workers are not experiencing a shortage.
- The analysis shows that workforce shortages first started to bite in 2001. After 2001, workforce shortages worsened, and reached 4,800 workers by 2007. Converting this figure into hourly terms yields a shortage of 6.3 million ECEC hours by 2007. From 2001 to 2007, there was a cumulative shortage of 24,776 ECEC workers. This shortage represents 19,100 lost full-time work years for mothers.
- Fairholm estimated the national and provincial yearly economic costs of workforce shortages by applying the hourly net benefits of ECEC from our report, *Literature Review of Socioeconomic Effects*

⁶ Ibid., p.5.

⁷ Fairholm, R. (Centre for Spatial Economics). (2009). *Estimates of Workforce Shortages: Understanding and Addressing Workforce Shortages*. Child Care Human Resources Sector Council: Ottawa, ON.

and Net Benefits, to the shortfall in hours. The estimated national economic cost of workforce shortages in the ECEC sector in the period 2001-2007 was \$141 million.

- It is estimated that an additional 1.4 jobs were lost for every job in the ECEC sector that was not filled. This means that since 2001 when workforce shortages first emerged in Canada, the lack of ECEC workers caused an estimated loss of 34,686 person years of employment in other sectors.
- These estimates illustrate that ECEC workers not only provide benefits to society via early childhood development and long-term benefits to the economy, but also that the ECEC sector provides significant short-term economic stimulus and removes a potentially debilitating roadblock for parents in general and mothers in particular to participate in the work- force and add to Canada's economic potential.

In his report *Recruitment and Retention Challenges and Strategies*⁸, Fairholm notes:

- Research on worker retention in the general labour force indicates that as wages rise, the quit rate falls and non-wage factors such as job satisfaction become less important. However, quit rates seem to be related to job satisfaction particularly at low-wage levels. This is an important consideration for the ECEC sector, where wages are often low and focusing on increasing job satisfaction may be key to retaining staff (Executive Summary, p.1).
- Recruitment and retention are also influenced by general labour mobility factors. In general, the evidence suggests that occupational mobility (moving from one occupation to another or from work to non-work) is influenced by financial and non-financial factors. Financial factors include wage and non-wage benefits. Non-financial factors try to reflect different preferences and include age, formal education, training, gender and perhaps ethnicity (p.8).
- Other studies find that workers reporting dissatisfaction with their jobs are statistically more likely to quit than those with higher levels of job satisfaction (p.8).
- Perceived lack of respect for early childhood education and care, job insecurity, health concerns, rigid work hours and strained work relations all negatively affect recruitment and retention efforts. Lack of recognition/respect for the ECEC field poses challenges for recruitment and retention, as the perceived low status of the job encourages qualified workers to leave the sector and discourages qualified graduates from entering the sector⁹ (p.20).
- The employment level for ECEC workers is rising more quickly than for other occupations in general, which means that expansion demand is larger than for other occupations. Furthermore, the turnover rate of ECEC workers is much higher than for most other occupations, which means that replacement demand is much higher than other occupations. The combination of these two factors means that recruitment demand in the ECEC sector is much larger than for other occupations (p.35).
- Provincial regulations regarding staff-to-child ratios mean that there is a relatively fixed number of workers required relative to the services provided. This direct linkage between demand for services and workers means that employers cannot adapt to workforce shortages via labour productivity

⁸ Fairholm, R. (2009). *Recruitment and Retention Challenges and Strategies: Understanding and Addressing Workforce Shortages*. Child Care Human Resources Sector Council: Ottawa, ON.

⁹ Beach et al. (2004), Malatest et al. (2009), Doherty and Forer (2004)

changes. The implication of this effect is that workforce shortages facing the ECEC sector are likely to occur more often than in other sectors and are likely to persist longer (p.35).

- ECEC workers tend to have higher levels of education than workers in general and more highly educated workers have much lower unemployment rates than the workforce as a whole. Furthermore, the unemployment rate for ECEC workers is generally lower than for workers in other occupations at similar levels of schooling. This means that workforce shortage rates tend to be relatively larger than for other sectors (p.35).
- Since ECE related occupations require a college diploma, it takes longer for workers needed to emerge from the education system than for occupations that require lower levels of education. This means that workforce shortages for ECE trained workers will persist longer than for sectors that employ less qualified workers (p.35).

Fairholm states that the primary challenge facing the ECEC sector is retention (p.35). The problem of recruitment is directly related to the retention challenge. Based on his analysis of data, nine out of every ten new recruits to the ECEC sector is to replace people who have left. These recruitment efforts allow employers to maintain their current levels of service, but do not allow for growth and expansion – two priorities of most jurisdictions across Canada, as evidenced in their 2018 Action Plans for ELCC.

Fairholm also notes that the “ECEC sector is remarkably good at recruiting people.” (p.36). In the Child Care Human Resources Sector Council’s “Supporting Employers Project¹⁰”, researchers found that ECE employers are using many of the recruitment approaches suggested in the literature. Fairholm also notes that an analysis of census data shows that net inflow to the ECEC sector is well above average for all occupations. However, the question remains as to whether the right people are being recruited.

Fairholm concludes that the primary retention and recruitment challenge is for people with ECE specific qualifications/credentials (p.36).

Literature Reviews

Recent literature reviews focused on human resource issues include:

- Working for Change: Canada’s Child Care Workforce (2004): Literature Review¹¹
- People, Programs and Practices: A Training Strategy for the Early Childhood Education and Care Sector in Canada (2007): Literature Review and Environmental Scan¹²
- Literature Review Report: Supporting Employers in Canada’s ECEC Sector (2008)¹³
- Literature Review of ECEC Labour Market (2009): Understanding and Addressing Workforce Shortages in Early Childhood Education and Care (ECEC) Project¹⁴

¹⁰ Malatest. (2009). Supporting Employers Project. Child Care Human Resources Sector Council: Ottawa, ON. http://www.ccsc-cssge.ca/sites/default/files/uploads/Projects-Pubs-Docs/2.12-SE_Main_Eng.pdf

¹¹ http://www.ccsc-cssge.ca/sites/default/files/uploads/Projects-Pubs-Docs/2.27-WFChange_LitRev_Eng.pdf

¹² http://www.ccsc-cssge.ca/sites/default/files/uploads/Projects-Pubs-Docs/2.22-Training_LitRev_Eng.pdf

¹³ http://www.ccsc-cssge.ca/sites/default/files/uploads/Projects-Pubs-Docs/2.15-SE_LitRev_Eng.pdf

¹⁴ http://www.ccsc-cssge.ca/sites/default/files/uploads/Projects-Pubs-Docs/2.10-WFS_LitLabourMain_Eng.pdf

- Literature Review of Socioeconomic Effects and Net Benefits (2009): Understanding and Addressing Workforce Shortages in Early Childhood Education and Care (ECEC) Project¹⁵
- Canada's Childcare Workforce: Moving Childcare Forward (2014)¹⁶

Occupational Standards

Occupational Standards are written descriptions of the knowledge, skills, and abilities required to do a specific job in a competent fashion. Occupational standards may be used to develop job descriptions, identify topics for professional development, inform performance appraisals, and identify criteria for certification, classification, or registration of employees.

Occupational Standards for Early Childhood Educators

The first edition of Occupational Standards built directly on previous work starting with the identification of the need for such standards in the joint Canadian Child Care Federation / Association of Canadian Community Colleges project entitled *Program of Research on Training for Quality Early Childhood Care and Education Programs* (1997 – 1999). In the same time period, the Partners in Quality project (1997 – 2000) sponsored by the Canadian Child Care Federation and its affiliates were involved in the development of *Standards of Practice for Practitioners in Child Care Settings* in 1998. This document identified the commonalities in descriptions of best practice in ten previous documents produced by organizations such as the Canadian Child Care Federation, the Certification Council of Early Childhood Educators of Nova Scotia, the Coordinators of Early Childhood Education programs in Ontario's Colleges of Applied Arts and Technology, and the Western Canada Family Child Care Association of BC. In 1999, a Think Tank on Training Issues jointly sponsored by the Canadian Child Care Federation and the Association of Canadian Community Colleges identified the need for occupational standards and suggested that the 1998 Standards of Practice could be used as the starting point.

This work resulted in the 2006 *Occupational Standards for Child Care Practitioners*, a project managed by the Canadian Child Care Federation. Since that time, the Child Care Human Resources Sector Council undertook a revision of those standards, resulting in the 2010 *Occupational Standards for Early Childhood Educators*.

Based on the *Occupational Standards for Early Childhood Educators*, the Child Care Human Resources Sector Council subsequently developed specific profiles for early childhood educators working with infants (*Infant Profile: An Addendum to the Occupational Standards for Early Childhood Educators – 2012*) and for educators working with school age children (*School Age Profile – An Addendum to the Occupational Standards for Early Childhood Educators – 2012*).

¹⁵ http://www.ccsc-cssge.ca/sites/default/files/uploads/Projects-Pubs-Docs/2.8-WFS_LitSocioMain_Eng.pdf

¹⁶ Halfon, S. (2014). Canada's childcare workforce. Moving Childcare Forward Project (a joint initiative of the Childcare 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: http://movingchildcareforward.ca/images/policybriefs/MCCF_canadas_childcare_workforce.pdf

Occupational Standards for Child Care Administrators

The 2013 Occupational Standards for Child Care Administrators occupational standards are intended for directors, supervisors, administrators, managers, and lead or head educators working in an early childhood education and care environment. They apply to any child care administrator who is responsible for the operation of an early childhood education and care program for children aged 0-12, in any type of child care setting (centre or home based) or family resource program.

The Occupational Standards for Child Care Administrators' document acknowledges that there is a range of types of job profiles for individuals who may be employed as administrators. Administrators may or may not also work directly with children as an educator, may be supervised by another person, and may or may not have all administrative responsibilities. In larger organizations, administrative responsibility for the child care program may be divided among different organizational divisions or may be divided among different volunteers with a Board of Directors. Alternatively, in family home child care programs, providers are responsible for both administration and for regular involvement with all children.

International Research

USA: Center for the Study of Child Care Employment

In the United States, the Center for the Study of Child Care Employment at the University of California (Berkeley) has been conducting research and proposing policy solutions intended to improve approaches to preparing, supporting, and rewarding the ECEC workforce for the past twenty years. The Center provides research and expert analysis on topics that include compensation and economic insecurity among early educators; early childhood teacher preparation, access to educational opportunities, and work environments; and early childhood workforce data sources and systems.

The Center reports¹⁷ that in 2018, progress toward better compensation for early childhood educators is limited, and uneven across states – and uneven across different classifications of early childhood educators. Across the country, educators with the same qualifications often have different wages depending on the ages of the children they work with – with those who work with infants and toddlers having lower wages than those who work with three and four-year-old children (p.29).

The Center's 2018 Early Childhood Workforce Index reports:

- In *all* states in 2017 child care workers earned less than two-thirds of the median wage (p.5) for all occupations in the state — a common threshold for classifying work as “low wage.”¹⁸
- States that raised their minimum wage between 2015 and 2017 were more likely to show wage increases for child care workers than those that had not (p.5).

¹⁷ Whitebook, M., McLean, C., Austin, L.J.E., & Edwards, B. (2018). Early Childhood Workforce Index – 2018. Berkeley, CA: Center for the Study of Child Care Employment, University of California, Berkeley. Retrieved from <http://csce.berkeley.edu/topic/early-childhood-work-force-index/2018/>.

¹⁸ Organization of Economic Cooperation and Development (OECD) (2015). “Wage levels” (indicator). Retrieved from: http://www.oecd-ilibrary.org/employment/wage-levels/indicator/english_0a1c27bc-en.

- In 2017, more than half of states saw a *decrease* in preschool teacher and center director median wages when adjusted for inflation (p.5)
- Participation of child care worker families and preschool/kindergarten teacher families in public income support programs is more than double the rate for workers across all occupations. Between 2014 and 2016, more than one-half (53 percent) of child care workers, compared to 21 percent of the U.S. workforce as a whole, were part of families enrolled in at least one of four public support and health care programs (p.41).

Organisation for Economic Cooperation and Development - OECD

The OECD's Thematic Review of Early Childhood Education and Care (2002-2003) identified eight policy levers to support and enhance quality in ECEC systems and programs, which include:

1. A systemic and integrated approach to ECEC policy
2. A strong and equal partnership with the education system
3. A universal approach to access, with particular attention to children in need of special support
4. Substantial public investment in services and the infrastructure
5. A participatory approach to quality improvement and assurance
6. Appropriate training and working conditions for staff in all forms of provision
7. Systematic attention to data collection and monitoring
8. A stable framework and long-term agenda for research and evaluation.

Following the review with 23 countries, the OECD produced a series of reports that provide valid, timely and comparable international information on early childhood education and care. The series includes thematic reports on key policy areas, reviews of individual country policies and practices, as well as key indicators on early childhood education and care, and includes:

- Starting Strong 1 (2001): Early Childhood Education and Care
- Starting Strong 2 (2006): Early Childhood Education and Care
- Starting Strong 3 (2011): A Quality Toolbox for Early Childhood Education and Care
- Starting Strong 4 (2015): Monitoring Quality in Early Childhood Education and Care
- Starting Strong (2017): Key OECD Indicators on Early Childhood Education and Care
- Starting Strong 5 (2017): Transitions from Early Childhood Education and Care to Primary Education
- Engaging Young Children (2018): Lessons from Research about Quality in Early Childhood Education and Care

With regard to Policy Lever #6: *Appropriate training and working conditions for staff in all forms of provision*, the OECD noted:

Appropriate training and working conditions for staff in all forms of provision: Quality ECEC depends on strong staff training and fair working conditions across the sector. Initial and in-service training might

be broadened to take into account the growing educational and social responsibilities of the profession. There is a critical need to develop strategies to recruit and retain a qualified and diverse, mixed-gender workforce and to ensure that a career in ECEC is satisfying, respected and financially viable.¹⁹

Following the OECD review of ECEC provision across Canada, the Expert Team developed the “Canada Country Note”^{20,21}. Specific comments to Canada (p.81) included:

- OECD societies are today moving away from traditional notions of “child care” toward more developmental ambitions for young children. They expect early childhood centres to be the foundation stage of lifelong learning, to deal sensitively with immigrant and cultural issues, to respond appropriately to special needs children, and to provide individualised support to every child in moments of vulnerability or stress. ECEC professionals ...will be trained to perceive the centre as a learning organisation requiring intensive collective participation in strategic planning, self-evaluation and professional development planning. In sum, a new ECEC professional profile is emerging.
- Research shows strong links between training/staff support and the quality of ECEC services (Bowman et al, 2000)²², and the long-term wisdom of retaining qualified staff (CQCO Study Team, 1995)²³. Experienced staff have a major impact on children’s well-being and learning achievement. In well-run centres, they will have an individual plan and portfolio for every child and provide to parents regular feedback on their child’s progress. Regular discussion, team-planning, auto-evaluation and in-service training are features of staff life in a quality centre.
- ...adequate remuneration and status for child care staff remains a significant challenge in Canada. In the kindergarten sector, the recruitment and remuneration situation is healthier, but initial training is not appropriate in all cases. A significant portion of initial training should be specific to the early childhood field and to the understanding and delivery of the early childhood curriculum. The OECD team recommends particular attention to this issue, as quality in services depends to a great extent on the profiling, knowledge and motivation of staff.

USA: Transforming the Workforce for Children Birth Through Age 8: A Unifying Foundation

Led by the Institute of Medicine and the National Research Council of the National Academies, the Committee on the Science of Children Birth to Age 8: Deepening and Broadening the Foundation for Success / Board on Children, Youth, and Families was commissioned to study the implications of the science of development and early learning for care and education on the professionals who work with children from birth through age 8.

¹⁹ OECD, 2001

²⁰ Country notes were developed following the on-site reviews conducted in all 23 countries who participated in the Thematic Review.

²¹ <http://www.oecd.org/canada/33850725.pdf>

²² Bowman, B., Donovan, M. and Burns, M. (eds.) (2000), *Eager to Learn: Educating our Preschoolers*, National Academy Press, Washington, DC.

²³ CQCO – Cost, Quality, and Outcomes Study Team (1995), *Cost, Quality and Child Outcomes in Child Care Centers*, University of Colorado at Denver, Colorado.

The committee's research, analysis and recommendations are based on what the science of child development and early learning suggests are the necessary competencies and responsibilities of educators in meeting the needs of young children. The report outlines the professional learning and supports needed for all educators to acquire, sustain, and update those competencies. The committee's focus includes all who are working in direct contact with children, including family home child care, child care centre settings, preschool and kindergarten settings.

Provincial Studies

Recent provincial studies include:

- ***Unappreciated and underpaid – Early Childhood Educators in Nova Scotia***²⁴

Conducted in Fall, 2018 this study sought to explore and understand which factors contribute to employers' ability to recruit and retain highly-educated ECEs, noting that this is critical to the provision of care that families depend on across Nova Scotia. The authors emphasize that this is critical as the province faces a shortage of ECEs. 82% of the employers who responded to the survey indicated that they had trouble recruiting and retaining qualified staff in the past year.

- ***Hidden fragility: Closure among licensed child-care services in British Columbia***²⁵

The authors note that research shows that stability is one component of quality child care. This study investigated the understudied phenomenon of the stability of child-care facilities over time, focusing on the province of British Columbia. Although net figures show growth in the number of providers between 1997 and 2001, they obfuscate a dramatic level of closure among centers and family child caregivers. The study analyzes closure rates in the light of caregiver and facility characteristics for more than 2500 licensed services, plus the community contexts in which the services operate. Results underscore the importance of public policy for center stability, re-confirm the benefits of paying higher wages to staff, and shed light on the influence of socioeconomic trends over the sector.

- ***Perceived Stress and Canadian Early Childcare Educators***²⁶

Occupational stress for early childcare educators is an area of apparent understudy in the literature. This study attempted to provide some updated data regarding the experiences of this occupational group. Early childhood workers across a variety of early childhood education settings (N = 69) responded to questionnaires regarding perceived stress, individual/educational background, and work setting (Perceived Stress Scale, You Bet I Care!, and Ways of Coping Questionnaires). Findings suggest that early childhood educators who were married, had a stable community, and had no children of their own felt less perceived stress. Further, workers who utilized problem-solving coping, felt job security, and experienced higher job satisfaction and control, reported less perceived stress. In contrast, individuals who employed avoidant coping, worked full-time, and expressed feelings of

²⁴ Saulnier, C. & Frank, L. (2019). Unappreciated and underpaid – Early Childhood Educators in Nova Scotia. Canadian Centre for Policy Alternatives Nova Scotia Office: Halifax, NS.

²⁵ Kershaw, P.; Forer, B.; & Goelman, H. (2005). Hidden fragility: Closure among licensed child-care services in British Columbia. *Early Childhood Research Quarterly* 20(4):417-432.

²⁶ Wagner, S.; Forer, B., Leal, I.L.C. (2012). Perceived Stress and Canadian Early Childcare Educators. *Child and Youth Care Forum* 42(1)

exhaustion and/or frustration, felt greater amounts of stress. The study reviewed findings in the context of workplace interventions that may be considered useful toward increasing recruitment and retention of quality early childhood educators through decreased perceived stress.

ACROSS CANADA

Certification

- Across Canada, eight jurisdictions have practices in place to award that recognition of credentials with certification/classification/license to practice (NL, PE, NS, MB, SK, AB, BC, YK). Ontario is the only jurisdiction with legislation to establish a College of ECEs, which sets standards of practice, has legal protection for the name ECE, and registers qualified ECEs.
- All jurisdictions – with the exception of NWT and Nunavut – require at least some of the adults in a regulated early childhood program to hold a recognized credential in Early Childhood Education. NWT requires some type of post-secondary credential, although the regulation does not specify what that would be, and leaves discretion/approval to the Director.
- Even so, there are variations among jurisdictions as to how many people need to hold a credential, or what type of credential that would be. Some credentials recognized in one jurisdiction may not be recognized in another, particularly with respect to private colleges. Some jurisdictions have standards in place for post-secondary ECE programs, others do not.

The labour mobility provisions of the Canada Free Trade Agreement (formerly the Agreement on Internal Trade) are relevant to the ECE classification / certification / registration / or license to practice systems across the country. Simply put, if an individual is awarded classification, certification, etc. at a level that allows the person to either be employed in a regulated ECEC program, or to be a supervisor/director of a regulated program, then all other jurisdictions who issue classification, certification, etc. must recognize that person at a level that allows the person to continue to be employed with the same scope of practice. This provision holds even if the applicant's qualifications would not (by regulation) be considered sufficient to be recognized in the second jurisdiction.

Parent Fees

- In PEI, Quebec, and Manitoba parent fees are established by government policy; in all other jurisdictions fees are set by each individual licensed centre or home.
- All jurisdictions – with the exception of Quebec – provide for some type of child care subsidy. In Ontario, subsidy is managed and delivered at the municipal level.

Wages

- PEI is the only jurisdiction to implement a provincially mandated wage grid for educators and directors in the province's Early Years Centres (EYCs - designated centres), with an operational funding model to enable the EYCs to pay those wages.
- Other jurisdictions provide various type of funding and/or policy initiatives to enhance wages for those working in regulated early childhood centres. Aside from PEI, these include:
 - NL: Educational supplement paid directly to the educator

- NS: a percentage of Quality Enhancement Grants (80%) is designated to wages
- NB: Wage Enhancement Grants provide \$5.00 per hour for qualified staff (one-year ECE certificate) and \$3.15 for staff with no ECE qualifications
- All jurisdictions regulate the provision of child care in private family homes. However, some license each individual home (PE, NB, MB, SK, BC, YK, NT, NU) and some use an “agency model”; the agency is licensed by the province, and is then responsible to “approve” homes, and provide support with home visitors. Newfoundland and Labrador is currently the only jurisdiction to allow for both types of governance for family child care.

Human Resource Challenges Across Canada

Across Canada, provinces and territorial officials responsible for early childhood education and care (ECEC) report (2019) widespread concerns regarding human resources in this sector:

- 10 jurisdictions report that concerns regarding **Recruitment of Qualified Staff** are serious (6) or very serious (4)
- 11 jurisdictions report that concerns regarding **Turnover in Centres** are very serious (1), serious (8) or somewhat serious (2)
- 11 jurisdictions report that concerns regarding **Qualified staff leaving for other jobs** are very serious (4), serious (6) or somewhat serious (1).
- 8 jurisdictions report that concerns regarding **Qualified staff leaving for jobs in the school system** are very serious (3), serious (4) or somewhat serious (1).

PT Workforce Strategies

Provinces and territories are at different stages in terms of implementing workforce strategies in order to address human resource challenges:

- Nova Scotia: The province has received recommendations regarding a workforce strategy and is now reviewing implications for the province. Numerous recruitment initiatives have been launched. The Department of Education and Early Childhood Development projects a need to recruit 700 new ECEs within the next two years.
- Quebec: The Ministry of the Family has indicated their intention to carry out an action plan for workforce planning for educational child care. Strategies to attract, recruit, and retain staff will be proposed. The Ministry has developed a National Model for Child Care Planners (Model) to inventory the supply and demand of qualified staff in order to diagnose situations regarding the availability of qualified care staff. The model aims to paint a picture of the current and projected demand. To feed into this Model, data collection took place in the fall of 2018 in collaboration with national employers’ associations of educational childcare services. An interdepartmental committee was also set up to discuss qualifying training and recognized equivalences within the context of labor shortages.

- Ontario: Received recommendations on a Workforce Strategy prior to the last provincial election; new government has not yet made any comments regarding implementation of such a strategy
- Manitoba: Efforts aimed at building ELCC sector capacity are focused on the following:
 - Web-based education and information tool (providing an online living textbook to facilitate independent study, professional development workshops and formal education and training programs)
 - Core professional development training to support inclusive programming (implementing a train-the-trainer model supported by a community of practice and subject matter experts throughout the province)
 - Online board governance training (piloting online board governance training to strengthen the governance and administration of non-profit ELCC centres throughout the province)
 - Mentorship program for home-based child care providers (pilot project to pair experienced home-based providers with newly-established providers or those who need support to strengthen the delivery of quality child care services.)
 - Rural and Northern competency-based assessment (CBA) program (re-designing the current CBA program to meet the training needs of rural and Northern communities)
 - New model of family group child care (piloting a facility by combining features of a group child care home and a centre to meet the needs of small communities)
 - New block funding grant for rural non-profit centres (providing additional operating funding support to help rural and northern facilities hire and retain qualified staff).
- Alberta: In process of developing a workforce strategy
- British Columbia: Has launched a Recruitment and Retention Strategy for ECEs; key elements of the Strategy include wage enhancement, education and training, professional development, and updated competencies and standards.

ATLANTIC REGION HR INITIATIVES

Wages

Newfoundland and Labrador

Newfoundland and Labrador has established an “educational supplement” program that provides annual supplements to ECEs depending on their level of provincial certification, as well as their job responsibilities in licensed child care centres. Supplements are considered taxable income and are issued directly to educators/directors. As of April 2018, NL provided the following educational supplements²⁷:

ECE:

- Level 1: \$11,600
- Level 2: \$13,100
- Level 3: \$13,600

²⁷ In NL, Level 3 is equivalent to PEI Level 3 certification.

- Level 4: \$14,100

Educational supplements for Directors are also based on their level of certification/classification:

- Level 1: Not applicable (Level 1 staff are not eligible to hold Director position)
- Level 2: \$14,600
- Level 3: \$15,100
- Level 4: \$15,600

Nova Scotia

Nova Scotia has implemented the concept of a “wage floor” with a policy directive that staff at each level of certification are to be compensated – at a minimum – at the “wage floor” level. Funding is provided to ensure that these specific wages are paid for each level of certification/classification as a minimum level.

In Nova Scotia, Level 2 is comparable to PEI’s Level 3 (2-year diploma for each). Wage floor for NS Level 2 is \$17/hr. Average wage is \$18.23/hr (2019) for Level 2 staff.

New Brunswick

Under the Quality Improvement Funding Support Program, qualified educators (1-year certificate in NB) are eligible for \$5/hour for up to 44 hours/week and staff with no ECE qualifications are eligible for \$3.15/hour for up to 44 hours. Administrators who also work directly with children are eligible depending on their ECE qualifications. At the very least, minimum wage (\$11.25 as of April 1) is the responsibility of the employer.

According to Table 1, current wages as per the EYC wage scale show that wages in PEI are the lowest among the 4 Atlantic provinces. In contrast to the 2018 data noted below, the Atkinson Centre’s Early Childhood Education Report (2014) noted that PEI wages for ECEs was the highest in the region. Since that time, however, other provincial initiatives in the Atlantic region have improved wages.

TABLE 1: AVERAGE WAGES IN ATLANTIC REGION (2018) FOR ECEs (2 YEAR DIPLOMA)			
	QUALIFICATION LEVEL	HOURLY WAGE	NOTES
NL	2-year diploma	\$20.30	Based on median wage paid by employer and annual education supplement
PE	2-year diploma	\$15.66 (starting wage)	Starting wage on EYC grid – up to \$17.56 after 5 years
NS	2-year diploma	\$18.23	Wage floor is \$17.00
NB	1-year certificate	\$16.25 (minimum)	Based on minimum wage plus \$5/hour wage enhancement

Wages for Inclusion Staff

In New Brunswick, the Enhanced Support Worker Program provides the wage funding for individuals employed and supporting children who are eligible for this program. The current wage rate is \$13.75/hour plus 10% administration fee on the full amount.

Nova Scotia child care centres are able to use their discretion in setting wages for inclusion staff who are not required to be in ratios. Centres are encouraged to provide the wage floor for this type of employee - currently set at \$17/hour.

In Prince Edward Island, the current wage level set for inclusion support staff (according to funding policy) is \$11.71/hour plus MERCS (mandatory employment related costs).

Newfoundland and Labrador does not maintain data on inclusion support staff.

Recruitment Efforts

Nova Scotia has recently introduced a series of initiatives designed to recruit people to the early childhood sector, including:

- Bursaries for students to enter post-secondary ECE programs
- Development and implementation of Recognition of Prior Learning
- Introduction of workplace training model
- Review and revision of post-secondary standards for ECE programs
- International recruitment
- Increased funding to post-secondary institutions
- Additional recruitment efforts to reach under-represented populations, including Mi'kmaq students

The single most critical factor affecting the quality of early learning and care programs is the knowledge, skills and stability of the early childhood workforce. Best Start Expert Panel, Ontario (2007) p.7

Qualified Early Childhood Educators in Programs

It is well documented that the number of educators with ECE qualifications contributes to the overall level of quality of the early childhood program. However, Prince Edward Island – like many other jurisdictions in Canada – is facing some serious challenges to both the workforce itself and the long-term viability of the province's ECEC system. Largely driven by low wages and lack of benefits, the rate of turnover of qualified educators is alarming. At the same time, there is a growing number of qualified and experienced educators and directors who are getting close to retirement. These issues challenge the potential for expansion and increased access for children and families.

PEI MODEL: PUBLICLY MANAGED, COMMUNITY BASED

PEI has been ranked first in Canada on the Atkinson Centre’s ELCC Quality Index²⁸, and for good reason. PEI was the first (other than some aspects of the Quebec model) to consider Early Childhood Education and Care as a “system”, and to recognize that in order to treat ECEC as a “system”, there needed to be some element of public management – rather than expecting to continue to cope with a market driven system with 100+ different employers each doing their own version of ECEC.

PEI continues to be the only jurisdiction to:

- Plan for Availability – in two ways:
 - There is a systematic approach to determining where spaces are needed and age groups to be covered. With new recommendations from Moving Forward report, PEI is encouraged to develop overall targets for availability by age group.
 - EYCs are required to provide for infant child care
- Plan for Affordability – in that fees for parents are mandated in policy criteria for EYCs, and the maximum subsidy is matched to the fee per age group (even though, as noted in Moving Forward, these fees are still exorbitantly high for most parents, and significantly higher than full time fees at UPEI)
- Plan for Quality – beyond regulatory requirements – in that the EYC model requires additional numbers of qualified staff (even though PEI regulations are among lowest in the country); requires implementation of the PEI Early Learning Curriculum Framework
- Plan for Parental Engagement – another indicator of quality – by requiring that EYCs establish and work with Parent Advisory Committees
- Plan for Inclusion – in that EYCs must provide services for children with special needs – a “zero reject” policy
- Plan for ongoing research and data collection – by requiring that EYCs participate in approved research and data collection (a policy that has contributed to the wealth of data recently provided in the 2019 survey and used to inform this report).

Other jurisdictions have now introduced similar features of the PEI model:

- NL: has introduced a new operating grant that is only available to those centres that keep their fees matched to the maximum subsidy rate; centres do so voluntarily, but those who do not lower their fees to match this do not receive operating funds
- NS: has established a wage floor and has limited the rate of fee increases for all centres; NS is now examining the feasibility of introducing a full funding model for all centres who choose to comply with quality criteria. Even now, NS will not fund centres who do not participate in the Quality Matters initiative that requires a continuous quality improvement process.
- NB: is offering “designation” to centres based on the PEI model

²⁸ Atkinson Centre. (2018). *Early Childhood Education Report*. OISE, Toronto, ON.

- AB: has introduced a wage floor and a \$25/day model for centres who applied and were selected following a screening process
- BC: has introduced a \$10/day model for centres who applied and were selected following a screening process; BC also offers other incentives to centres who voluntarily apply based on specific criteria.

PEI Preschool Excellence Initiative

Background

Prior to 2010, Kindergarten programs in PEI were delivered in regulated early childhood centres. Historically, since the late 1970s, approximately 87-88% of five-year-old children attended local community-based kindergarten programs. In 2000, the provincial government announced that the program would be delivered in a half day format, at no cost to parents, and through the regulated early childhood centres across PEI. Participation rates increased to mid 90% levels during the years 2000 – 2010.

By 2010, government decided to move the kindergarten programs to the public school system, increase to a full day format, with participation mandatory for five year old children. Date of entry moved between September 1 and December 31 for several years before finally settling on requiring children to turn five years old by December 31st in the year prior to Kindergarten entry.

At the same time, it was determined that since qualified early childhood educators had been implementing the PEI Kindergarten Curriculum for many years, these educators should be given first consideration to be employed as Kindergarten teachers in the public system. This offer was made on condition that the early childhood educators pursue a degree in Education from UPEI – with prior standing based on a two year diploma from a recognized post-secondary institution. ECEs who already had earned a Bachelor of Education degree were not required to complete further study.

THE EARLY YEARS REPORT- Early Learning in PEI: An Investment in the Island’s Future

The resulting changes created upheaval in the early childhood sector. Through a competitive process, Government contracted with a consultant to analyze the situation, and to make recommendations regarding the future sustainability of the early childhood sector. *THE EARLY YEARS REPORT- Early Learning in PEI: An Investment in the Island’s Future*²⁹ outlined the benefits of early investments and focused on governance and a planned approach to creating an early childhood system. Recommendations not only dealt with governance but also with quality, access (affordability and availability) and a sustained approach.

Recommendations addressed the ongoing challenge (at the time) of an excess of licensed spaces which often created vacancy rates in centres – a situation that generally meant that some centres were not economically viable. It was recommended that government needed to manage the growth and sustainability of the system by moving toward a planned approach to growth across the province, and to ensure that the model would support the sustainability of centres. And finally, it was recommended that while licensing provided the

²⁹ Flanagan, K. (2010). THE EARLY YEARS REPORT- Early Learning in PEI: An Investment in the Island’s Future. Prepared for the Government of PEI: Charlottetown.

“floor” of quality expectations below which children would not be deemed to be safe, there needed to be an emphasis on elements of quality that were supported by research and examples of promising practice.

Plans were established based on the distribution of the population of children from birth to 4 years old across the province, and a plan for a specific number of Early Years Centres was confirmed. Invitations were extended to existing licensed centres to apply for designation as an Early Years Centre. During spring and summer 2010, there were two calls for proposals to licensed centres for applications for Early Years Centre designation.

Since 2010, there have been additional calls for proposals for EYC designation in specific areas of the province, based on an analysis of demand for spaces as confirmed through the PEI Early Years Registry – where parents indicate their need for a licensed space. Prior to the Registry, it was impossible to accurately determine the demand for additional spaces as many parents were listed on multiple centre wait lists.

It should be noted that as recently as 2018, such calls for proposals for EYC designation did not elicit applications from the majority of private centres.

Early Years Centres and Private Centres: Are There Any Differences?

All licensed centres in PEI are required to adhere to the regulations outlined in accordance with the PEI Early Learning and Child Care Act. Regulations outline child:staff ratios, indoor and outdoor space requirements, environmental health, nutrition, fire safety, and staff qualifications. However, Early Years Centres are required – by criteria outlined by their designation – to comply with additional elements of quality expectations such as:

- Implementation of PEI’s Early Learning Curriculum Framework
- Additional numbers of staff with levels of ECE certification
- Provision of infant child care
- Adherence to established parent fees
- Wages paid according to a provincial ECE wage grid
- Registration of children with special needs
- Expectation to establish and work with a parent advisory committee
- Full day and full year operations
- Provision of children’s snacks and meals
- Participation in approved research
- Consultation with Department of Education, Early Learning and Culture’s Early Childhood Coaches
- Financial and administrative accountability (including monthly reports on attendance and revenue and quarterly reports on staff (certification, hours, rates of pay).

In exchange for adhering to the above criteria, Early Years Centres are funded according to a different funding formula than private centres. The EYC funding model considers both the specified parent fees and

the provincial wage grid and is generally based on 90% occupancy rates. Wages are considered to be 78% of the cost of operating the centre. Depending on the size of the centre, the director may or may not be included in the child:staff ratio, and there may or may not be funding allowed for support staff.

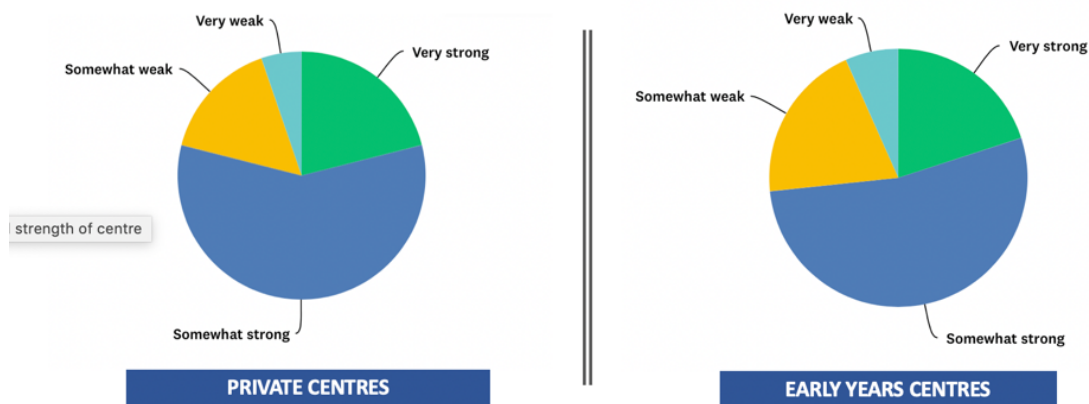
Private centres are eligible for a *Quality Enhancement Grant*. These grants are based on an allocation of a specific amount per licensed space (\$1.20/day/space) with a higher daily allocation (\$3.12/day/space) for infants. Centres are required to allocate funding to one of the four quality principles (quality, universality, access, developmental) although most centres report that they allocate the bulk of the funding to improve wages.

Early Years Centres are required to comply with the specified parent fees. Private centres are allowed to charge parents fees as they wish. Table 2 outlines fees in each type of centre:

	Early Years Centres	Private Centres
Infants	\$34	\$36.42 (average) Range: \$32 - \$40
2-year olds	\$28	\$28 Range: \$20 - \$34
3- and 4 year olds	\$27	\$27.54 (average) Range: \$20 - \$34

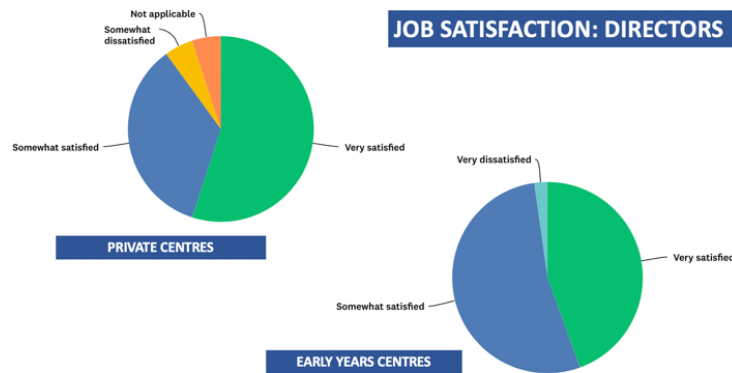
However, there are some distinct differences in the two types of centres:

1. Figure 1 shows that Private Centres report strong financial situations, slightly more than EYCs.

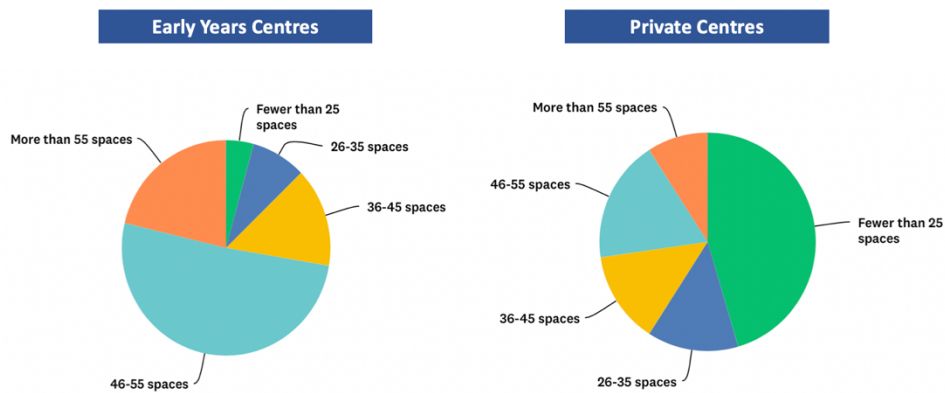


³⁰ Fees at private centres are as self-reported in the 2019 ECEC Director Survey

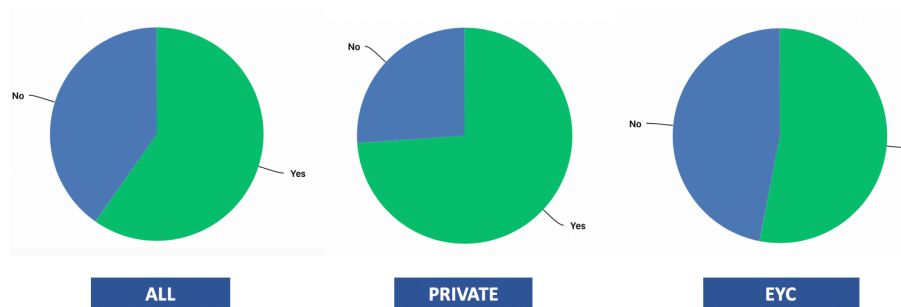
- Figure 2 indicates that job satisfaction for directors is high, but slightly higher in Private Centres than in EYCs:



- Figure 3 shows that on the whole, EYCs tend to be larger centres, and therefore should be more economically viable

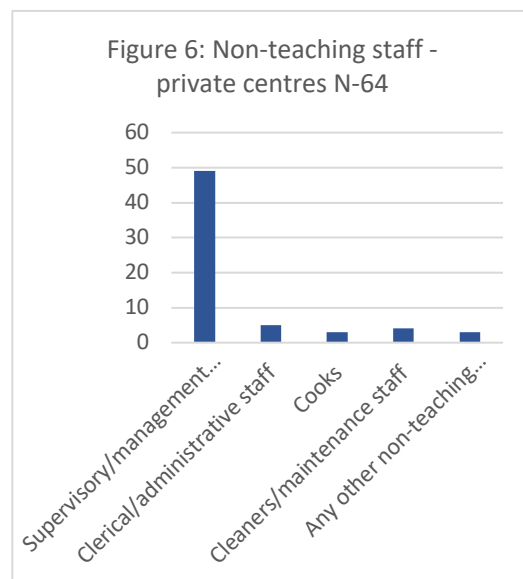
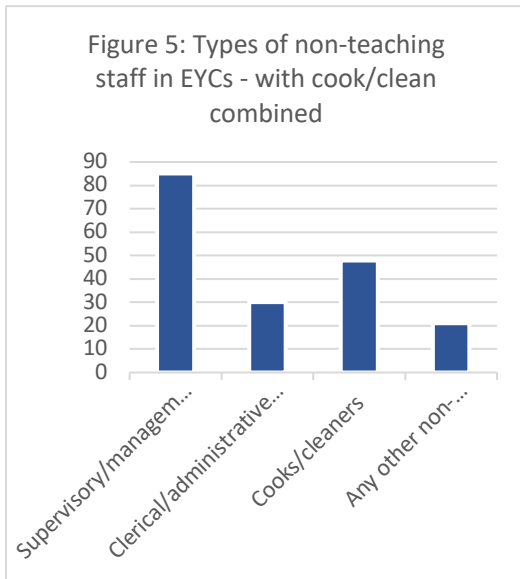


- Figure 4 shows that EYCs are more likely to be located in rural areas (rural is blue); 75% of Private Centres are in Charlottetown, Stratford, Cornwall or Summerside



- In general, EYCs open earlier and close later, although some private centres do as well.
- 100% of EYCs are open year-round; 70% of private centres who responded are open year round.

7. EYCs have been open longer: 40% have been open more than 20 years; 15% more than 30 years; 10% more than 40 years; 42% of private centres have been open 10 years or less.
8. EYCs are more likely to be funded for inclusion supports.
9. EYCs are significantly more likely to have students complete practicum placements in their centres. Involvement with post-secondary ECE programs via practicum students is considered to be an effective strategy for quality improvement, as the involvement with the post-secondary program allows for exchange of ideas and introduction to new evidence and approaches. Almost 25% of Private Centres are involved with practicum students, while 62% of EYCs support ECE practicum placements.
10. EYCs are more likely to employ non-teaching staff. This stands to reason, as the EYC funding formula (for larger centres) allows for a specified number of hours for support staff. Most EYCs are large centres. Figures 5 and 6 show the number of non-teaching staff employed in EYCs and Private Centres, including the director responding to the survey:



Both EYCs and Private Centres note the challenges in recruiting qualified staff. Figure 7 shows responses from EYCS; Figure 8 shows responses from Private Centres. Both types of centres report that it takes anywhere up to 6 months to recruit for a staff position. It is interesting to note that 40% of Early Years Centres – who tend to have more children in inclusive programs with funding for inclusion support – report that they have not been able to recruit staff with ECE qualifications to inclusion support positions. This would be due in large part to the fact that the current Special Needs funding program only allows for slightly more than minimum wage (\$11.71) for salary for inclusion support staff.

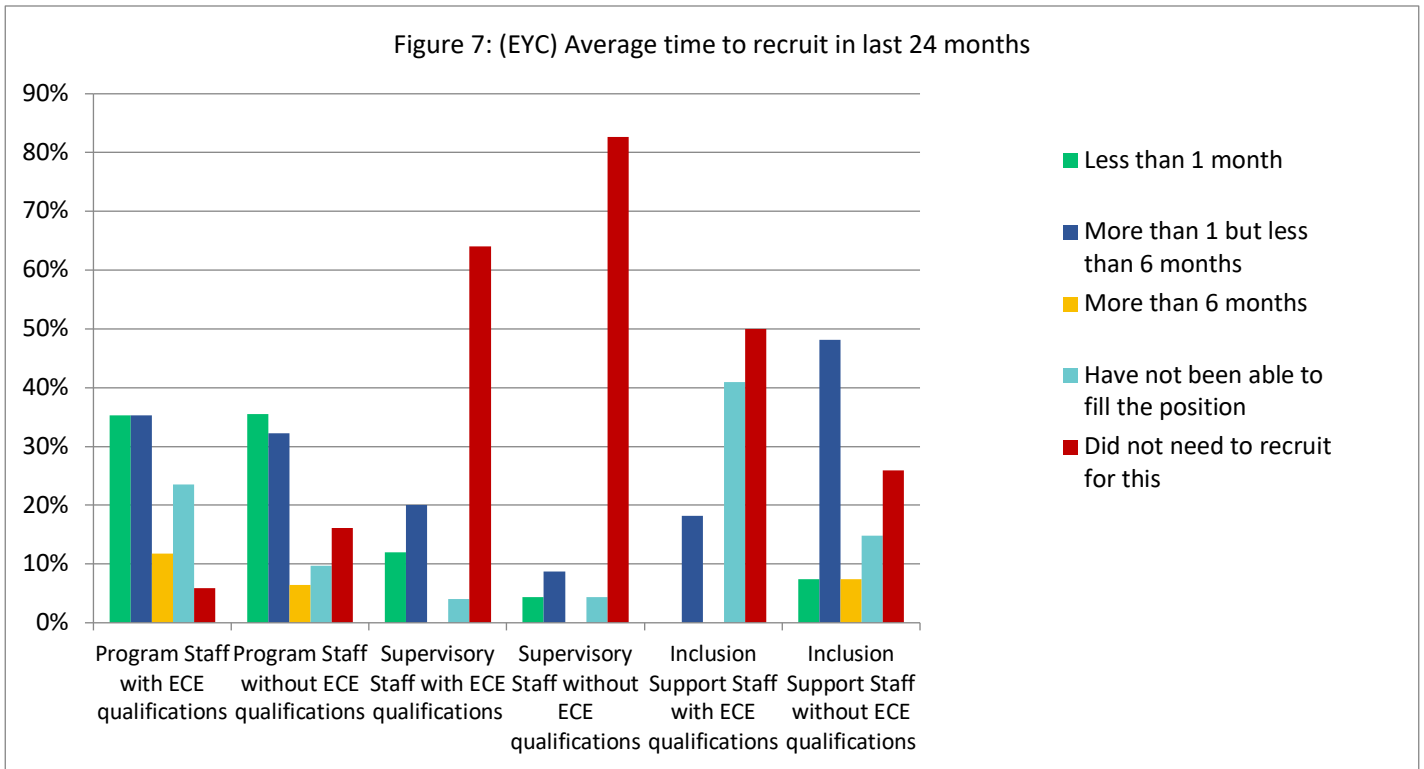


Figure 7: (EYC) Average time to recruit in last 24 months

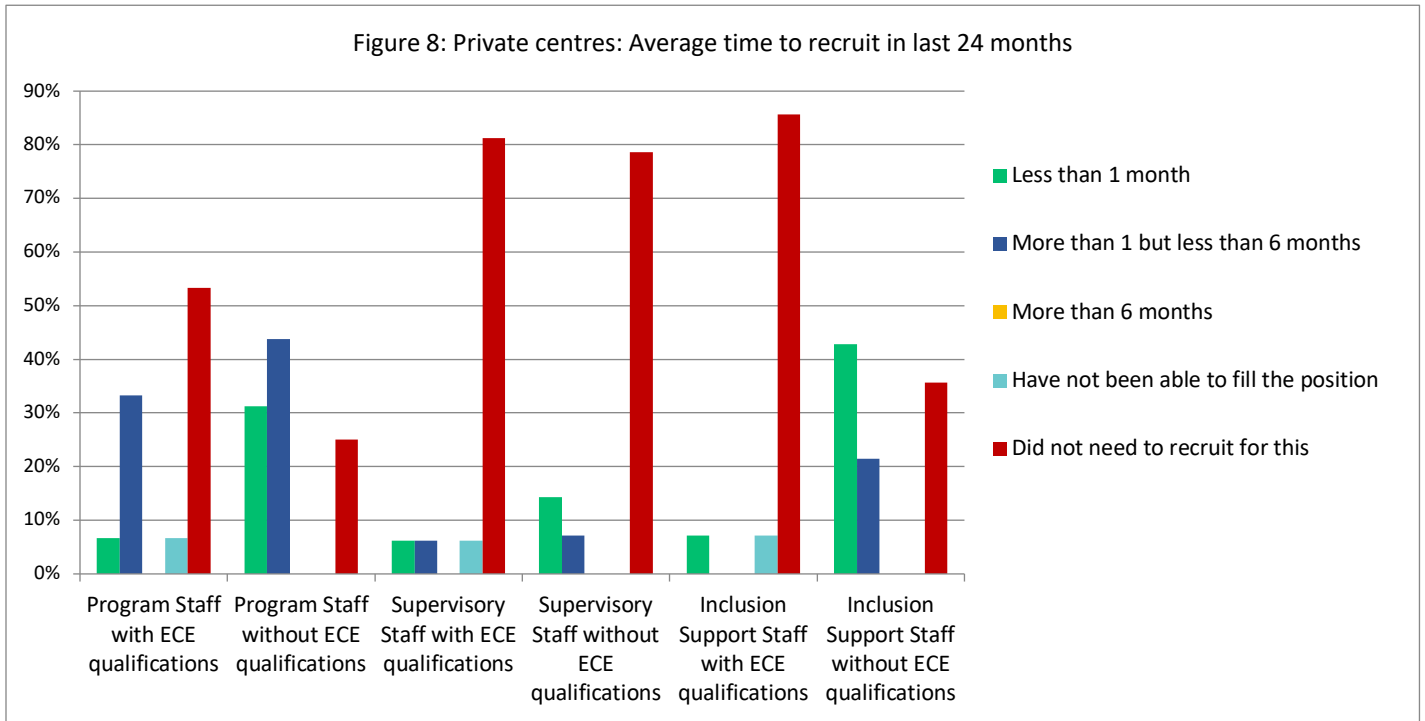
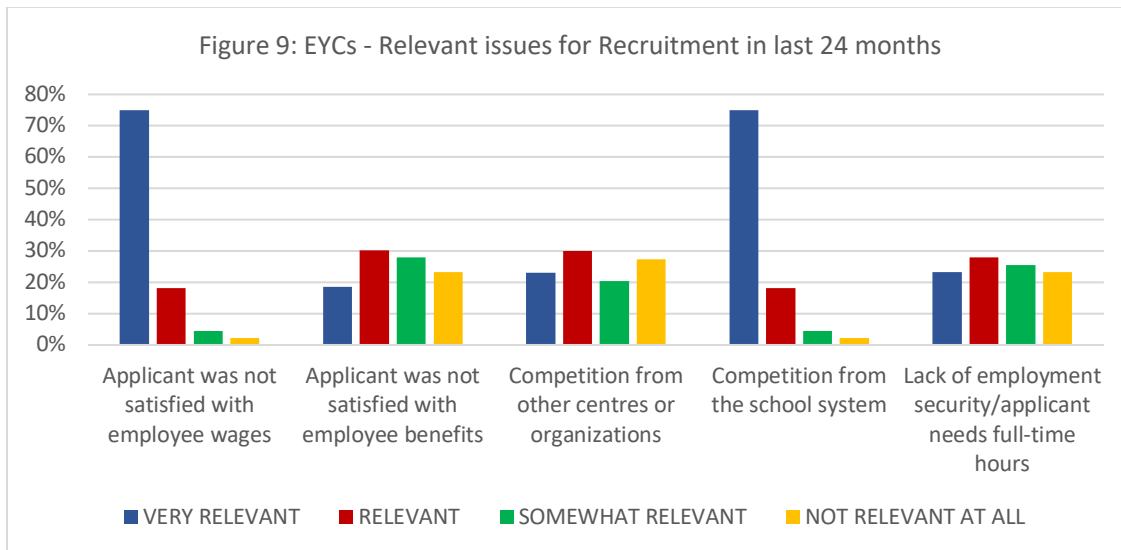
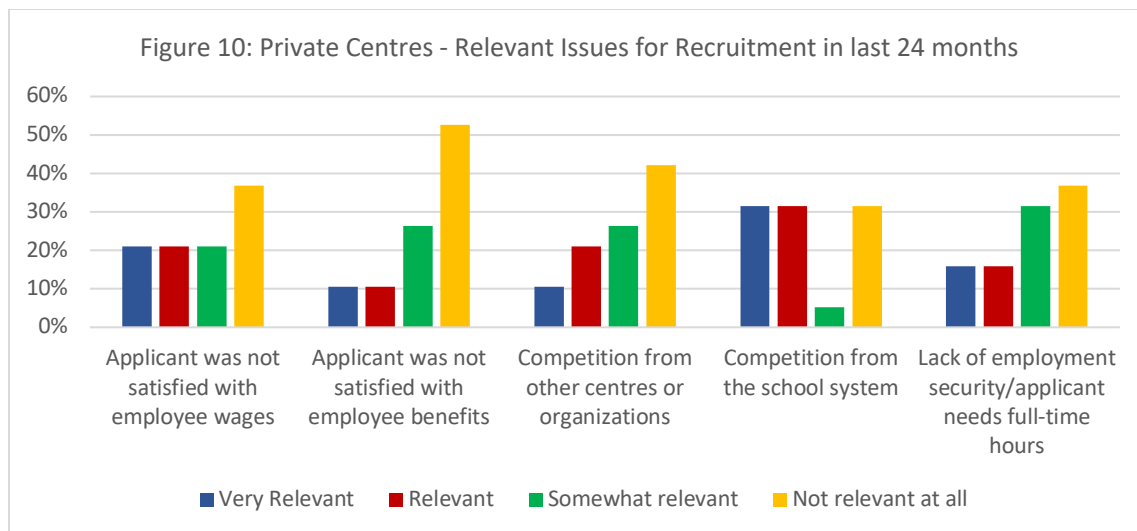


Figure 2 Figure 8: Private centres: Average time to recruit in last 24 months

There are also differences between EYCs and Private Centres with regard to perceived challenges to recruiting qualified staff. Figures 9 and 10 show responses from directors of each type of centres with regard to challenges faced with recruitment efforts.





Competition from the school system is significantly more relevant to Early Years Centres.

In the Last 24 Months

EYCs:

- Hired 137 staff who would be counted in child:staff ratio
- Of these, 77 individuals held a certificate, diploma, or degree in ECE
- Therefore, 56.2% of new recruits had ECE certificate, diploma, or degree
- However, the 77 people hired with ECE credentials are not all necessarily people who are entirely new to the ECEC sector. Directors reported that 38% of staff who left their centre did so to take a job at another centre. Once one centre loses a staff person it sets off a domino effect in that they recruit someone from another centre, who then must recruit, etc. etc.

Private Centres:

- Hired 56 staff who would be counted in ratio
- Of these, 23 had either ECE certificate, diploma, or degree
- Approximately 40% of new hires had ECE credential
- As noted above, the 56 people hired are not necessarily people who are entirely new to the ECEC sector.

PROFILES

Profile: ECE Staff: (based on over 300 survey responses – 60% response rate)

- 80% have some level of certification – most of those (56%) have Level 3 or ECE Supervisor
- 67% of staff are working with the first employer they started with

- Prior to working in the licensed early childhood system, 57% were employed in jobs that were not ECE related
- 17% are in school to further their ECE studies
- 87% are employed as permanent employees
- 19% have other administrative duties besides their work with children; these duties range from scheduling staff, ordering supplies, dealing with billing, completing forms, helping with performance reviews, or hiring staff
- 18% are looking for another job; the main reason cited is for better wages
- 26% have a second job – why? – majority reported that they needed the additional income (this number drops slightly for those with a 2-year diploma: 22%)
- When asked “Will you be in ECE in 3 years?” - 49% said yes; 14% said no; 38% don’t know
- 44% of ECE staff are over 35 years old; 10% over 45; 8% over 55

Staff Job Satisfaction

ECE staff reported that overall, 83% were very (39%) or somewhat (42%) satisfied with their jobs. Only 9% reported that they were either somewhat dissatisfied (7%) or very dissatisfied (2%). In addition to questions about overall levels of job satisfaction, staff were asked about specific aspects of their jobs and were asked to provide responses on their levels of satisfaction for each. Figures 11, 12, 13, and 14 outline their responses:

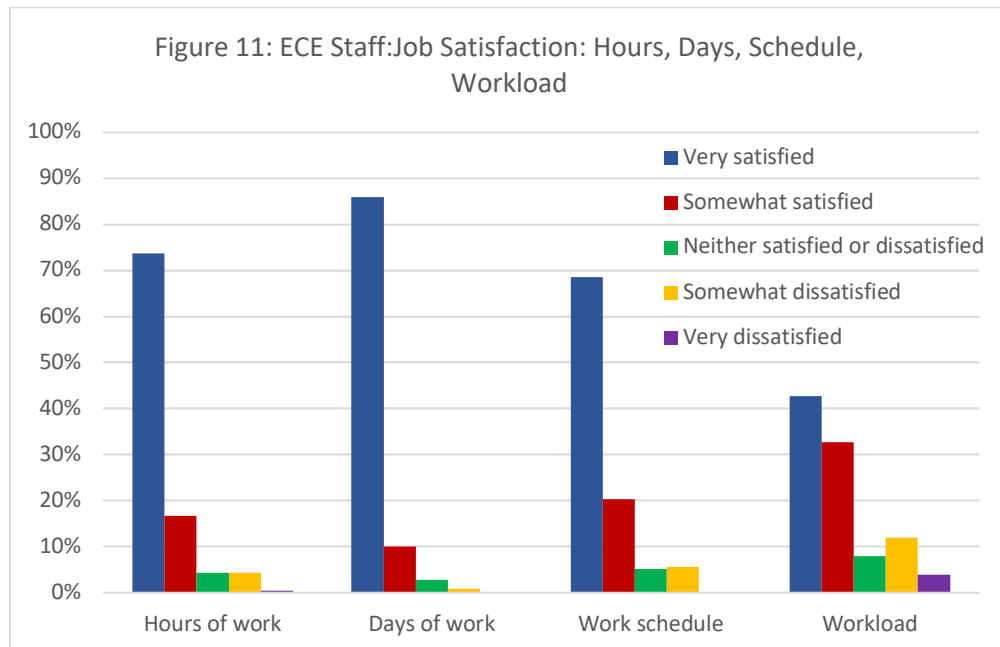


Figure 12: ECE Staff: Job Satisfaction: Relationships and Centre Leadership

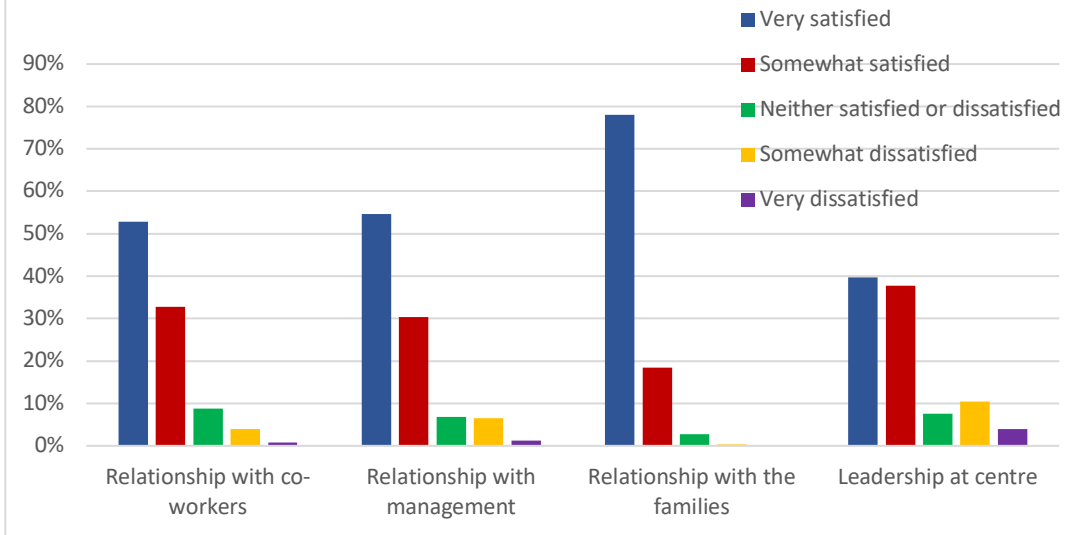
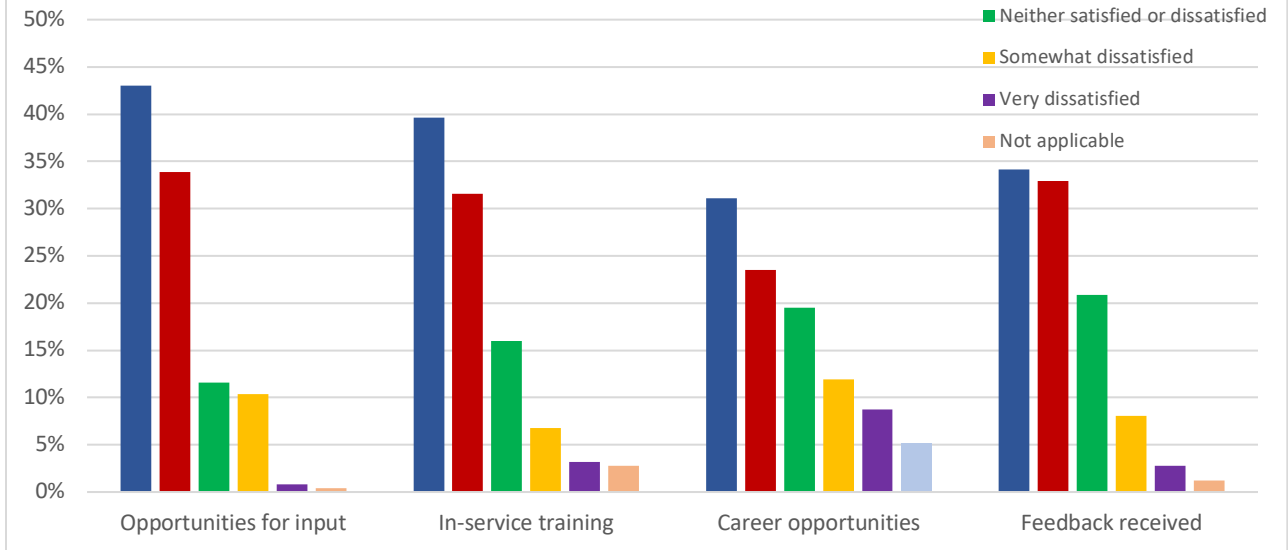
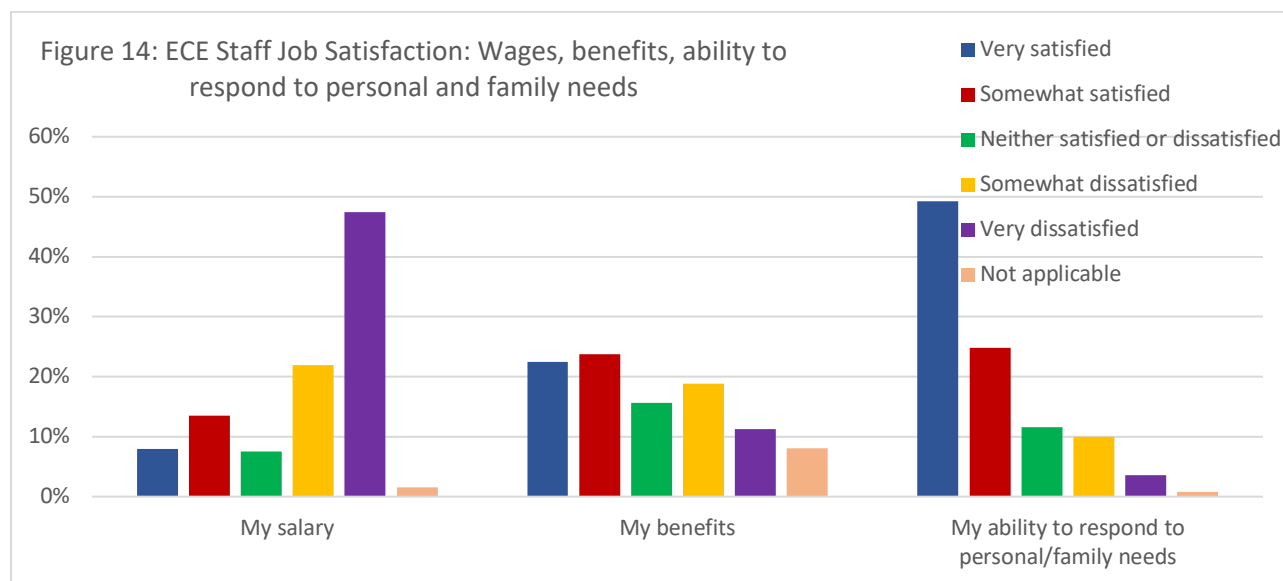


Figure 13: ECE Staff Job Satisfaction: Opportunities for input, in-service, career opportunities, feedback received





Profile: ECE Directors

(100% response rate from EYCs; 70% response rate from private centres)

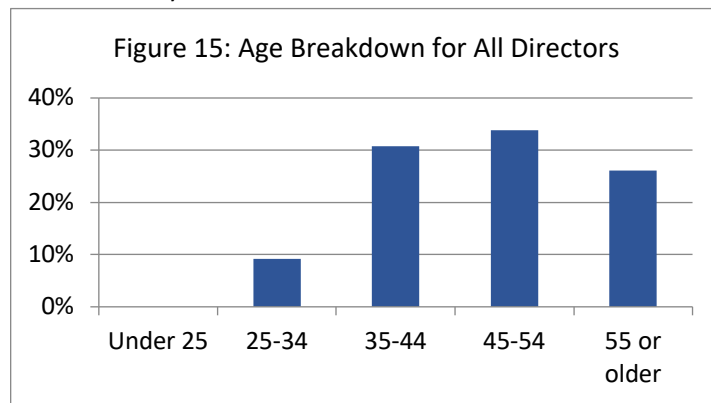
Highlights

- 11% are directors of more than one centre
- 68% of all directors in survey are working in EYCs; 32% work in Private Centres
- 63% of directors report that they work more than 40 hours per week; this jumps to 73% who work more than 40 hours per week when only considering directors that have a 2-year ECE diploma
- 93% report that they are responsible for hiring substitute staff; of these, 85% report that it is very difficult (68%) or somewhat difficult (17%)
- Approximately 72% report that they are required to personally fill in for staff because they are not able to hire substitutes; this happens once a week or more for 37% of directors, and once or twice a month for 35% of directors
- 90% of directors work year round; this jumps to 98% of directors with two year diplomas who work year round
- 15.4% of all directors have a second job; 56% of those say it's because they need the additional income
- 64% of all directors who responded to the survey hold an ECE diploma;
- 94% of all directors are members of the ECDA
- 95.5% of all directors participated in professional development in the last 12 months; for those with a two year diploma, this was slightly higher (98%) 95.2% are satisfied or very satisfied with their jobs
- When considering directors with 2 year ECE diploma:
 - 27% have been working in ECE for more than 20 years

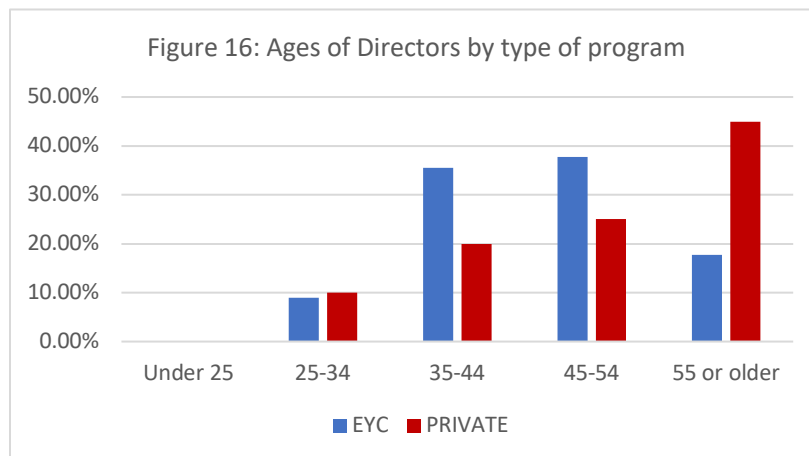
- 10% have been working in ECE for more than 30 years
- When asked “Will you be working in ECE in 3 years?” - 69% said yes; 7% said no; 24% don’t know. Those who reported “I don’t know” said their options included retirement, work as EA in school, or go back to school themselves.
- 28% of Directors have been in their current position for 3 years or less; 26% have been in their current position for more than 20 years; 6% have been in their current position for more than 30 years
- 20% are in ratio all of the time; 30% are not in ratio at all

Ages

Considering all Directors, 60% are 45 years old or older:



Age breakdown is an important consideration with respect to planning for retirements. Figure 16 shows that there are some significant differences in the age breakdown between Directors in EYCs and Directors in Private Centres, with 45% of directors in private centres 55 years of age or older as compared to less than 20% of directors in EYCs in the same age group.



Experience

Directors with a 2-year ECE diploma (ECE3) have considerable experience³¹; most were employed in the sector before responsibility for Kindergarten was moved to the public-school system:

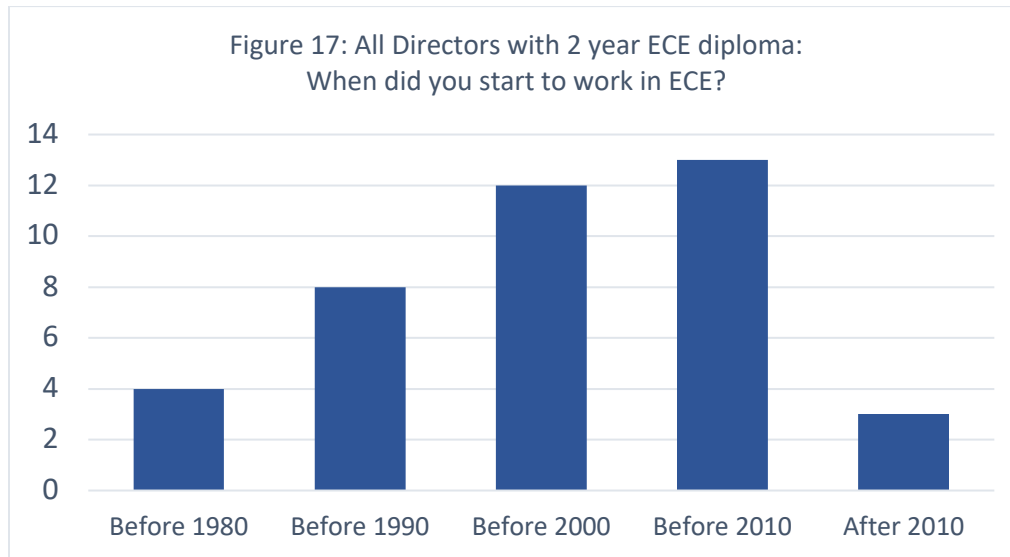
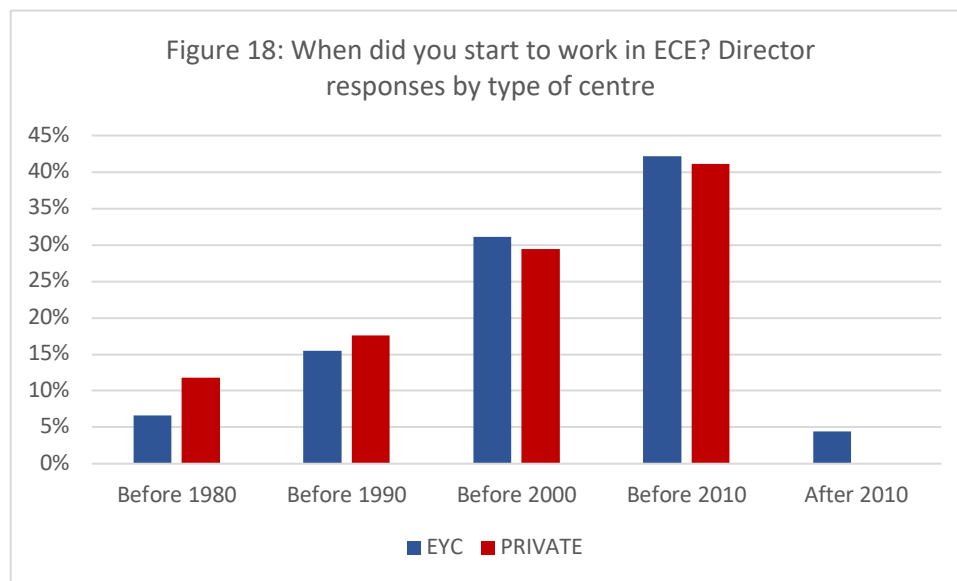


Figure 18 shows the length of time that directors have been working in the early childhood sector by type of centre that directors work in now. It appears that directors in both types of centres have been employed in almost the same distribution of years of experience in ECE.



Among EYC directors, 18% have either a Bachelor's degree, university certificate or diploma, or degree beyond Bachelor's degree related to early childhood education.

³¹ This question did not ask how long the individual had worked as the director of a centre, but rather focused on when the person was first employed as an early childhood educator.

Profile: Francophone Centres

- Almost half of francophone centre directors are looking for another job due to wages and benefits.
- When asked about 3 years out—almost half say they will still be in ECE. Other options included retirement, or any job that has some benefits.
- Francophone centres are more likely to have conditions on their license re qualifications of either director or staff. One centre said they exceed provincial regulations.
- Directors in Francophone centres have a dual mandate – to implement the PEI Early Years Curriculum Framework while at the same time ensuring that children – who may not have any French language at the time they enter the program but based on “rights” criteria are able to participate and be educated in a French program – learn a second language.
- In the past 24 months, Francophone centres hired over 20 individuals; of these, 4 had ECE credential
- Of the new hires, more than 14 were to replace people who left, 2 were for staff on extended leave, and 4 were for expansion.
- In the same period, more than 12 people with ECE certification left. Reasons were wages, retirement, medical, and personnel issues. They went to school system (EAs), non-ECE jobs, or government.
- In the same period, 16 non-certified people left. Reasons for all were wages. They went to non-ECE job or school system as EAs.

Profile: Indigenous Centre

There is only one off-reserve Indigenous (licensed) early childhood centre in PEI, located in Charlottetown. An interview with the director of the centre explained that the centre is very small, with only 12 licensed spaces, and in her opinion was not eligible to apply for designation as an Early Years Centre. Currently, the centre enrolls 3- and 4-year old children. The centre would like to expand spaces and provide an infant and toddler program as well but lacks sufficient capital funds to do so.

There is a demand for an Indigenous centre and there is interest in expanding the centre. Currently, the centre receives some funding from Health Canada through the Aboriginal Head Start Program (off reserve) and a quality enhancement grant from the Department of Education, Early Learning and Culture.

Profile: Post-Secondary ECE Programs

There are two post-secondary institutions in PEI that offer two-year diplomas in Early Childhood Education - Collège de l'Île and Holland College. Both colleges offer a two-year, full time, classroom based option. Holland College also offers a part-time option, although in the past has offered both accelerated and blended programs. Collège de l'Île offers some of its courses through video-conferencing, as students live and work in communities across PEI. In the past, Collège de l'Île has utilized this technology for access to instructors – e.g., at one point, Collège de l'Île offered a course from an instructor who was in Ontario, and who connected

with students using video conferencing technology. There is interest at Holland College³² in pursuing different delivery methods, but there would need to be additional resources in order for this to move forward.

Profile: ECE Students

Full time students at both Collège de l'Île and Holland College participated in an ECE student survey. The original intention of this project was to also survey students at Holland College who are enrolled in evening courses – many of whom are working on requirements for either Level 1 or Level 2 certification. Unfortunately, due to a series of storm closures, it was not possible to survey these students as the format was completion of a paper survey.

For purposes of analysis, some of the information from students has been analyzed according to the two different colleges, as the circumstances of the students in each program are different. At Collège de l'Île, students are participating in the program with their tuition costs subsidized, in return for a two-year commitment to employment in a Francophone centre in PEI. If a student does not honour that commitment, then the student is responsible for the full cost of tuition for the two-year full-time program. Therefore, questions about financing their education and plans for employment after graduation were slightly different for each group of students.

Highlights for the two groups include:

- Many students are employed while enrolled in the full-time programs; 80% of students at Holland College and 43% of students at Collège de l'Île reported they are employed while studying. Among those employed and studying, more than half (53%) were working in an early childhood related field, and 32% were working in both early childhood related and in non-early childhood related work.
- When asked how difficult it might be to find a job in early childhood once they graduated, students were almost unanimous in responding that it would either very easy or easy. Obviously, students are aware of the extreme shortages of qualified early childhood educators.
- More than half of all students are younger than 25 years old; the large majority are under 30 years old.
- At Holland College, 30% of students reported that they were not born in Canada, and came from India, South Africa, Kuwait, Nigeria, and Thailand. Two students have been in Canada for more than 10 years; others came to Canada anywhere from 2-4 years ago.

Previous education

Approximately 43% of students at Collège de l'Île already had another post-secondary credential; 50% had taken previous credit courses in ECE. Others had already taken university level education courses, or non-credit ECE courses prior to enrolling in the diploma course. Students reported a mix of success in having previous credits recognized, ranging from all to none.

³² Discussions re other delivery methods were held at the Instructor level but not with senior management at Holland College.

At Holland College, a total of 15% of students had taken either non-credit ECE courses, some university courses in Education, or some post-secondary courses in a related field, e.g., human resources. For the majority of students (85%) this was their first experience in post-secondary studies.

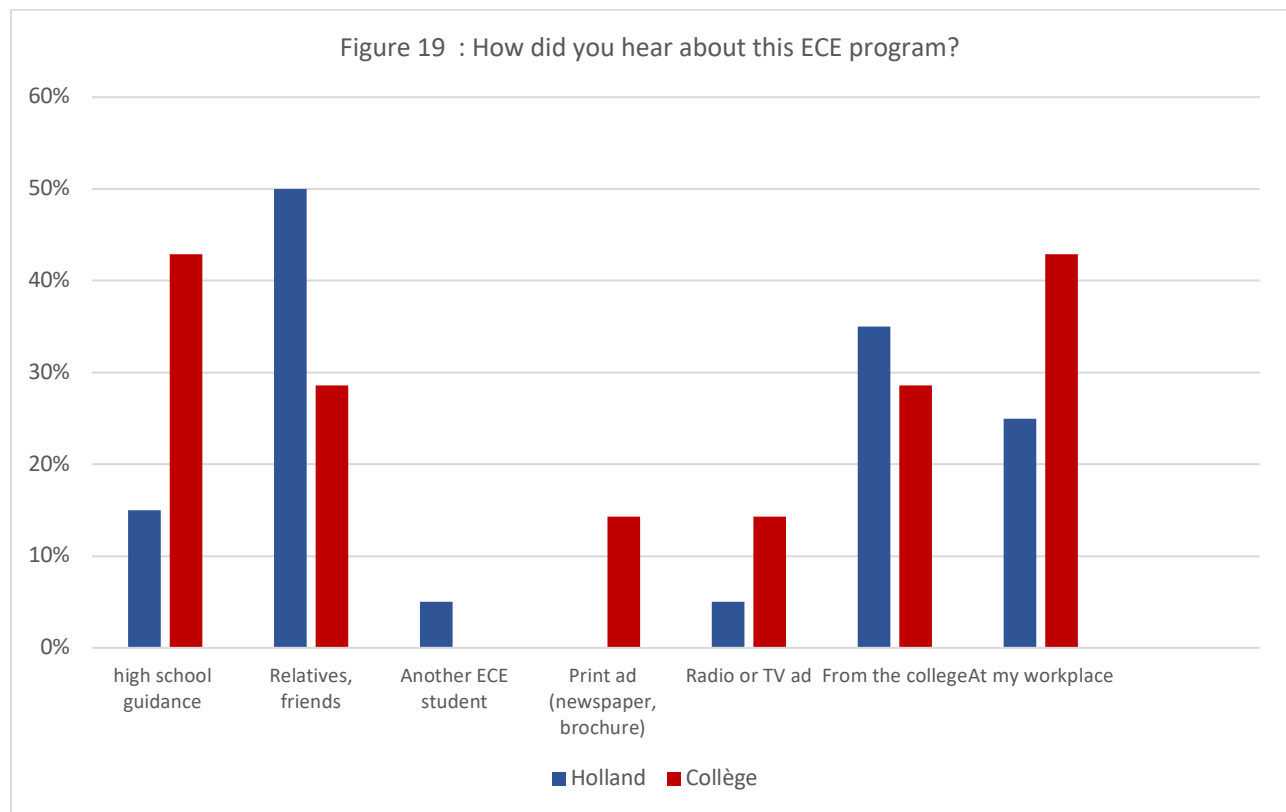
Previous volunteer and/or work experience in early childhood

At Collège de l'Île, 57% of students had previous volunteer experience with young children in licensed child care centres prior to entering the diploma program. Over 71% had paid experience in working in licensed child care centres.

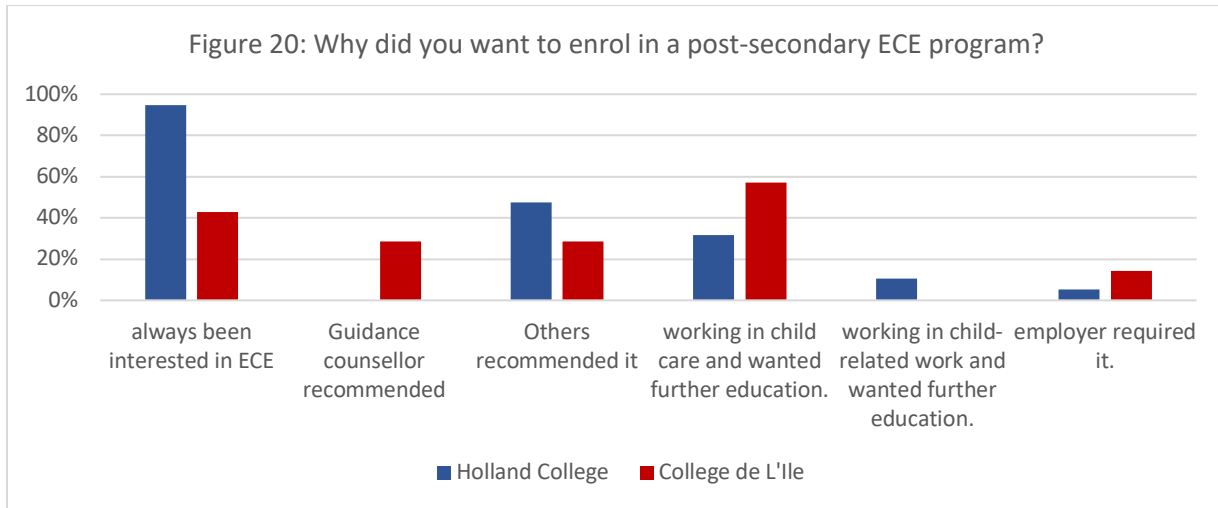
At Holland College, over 70% of students reported some volunteer experience in licensed early childhood programs. About 40% of students had paid experience in either licensed early childhood (30%) or school age programs (10%).

Reasons for Enrolling

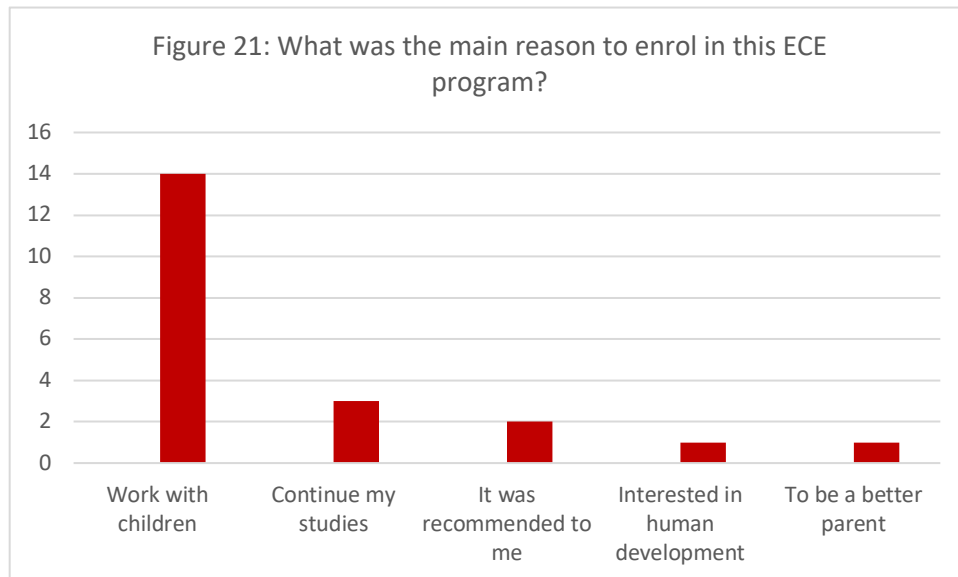
Students were asked how they heard about the program, which is useful information for those marketing post-secondary early childhood education programs. Students were asked to select all of the ways that they heard about the program. Figure 19 shows that most students heard about the program from trusted sources (high school guidance, family, friends) or from their workplace, or the college itself. With respect to high school guidance, this source of information was significantly higher for students in the French program at Collège de l'Île than for students in the English program. Very few students reported that they heard about the program through paid advertising, whether print, radio, or TV.



Students were also asked to identify all the reasons why they wanted to enroll in a post-secondary ECE course? Figure 20 shows the most common reasons given, although students were also given options such as first step toward Education degree, to be more prepared to be a parent, or I don't know.



However, students were then asked to select only one response to the above question, their primary reason for enrolling in the course. Figure 21 shows their responses:



Practicum Placements

Key informant interviews with post-secondary ECE faculty and ECE organizations in both PEI and Nova Scotia identified that the practicum place (on the job training) was critically important in shaping a student's future employment plans. Specifically, key informants spoke about the importance of the first practicum placement. They shared stories of students who returned from the placement either excited for future work in licensed early childhood centres or convinced that they would never work in such an environment. Interviews with directors of centres identified that for the centre, it is often a challenge to host a practicum student as there

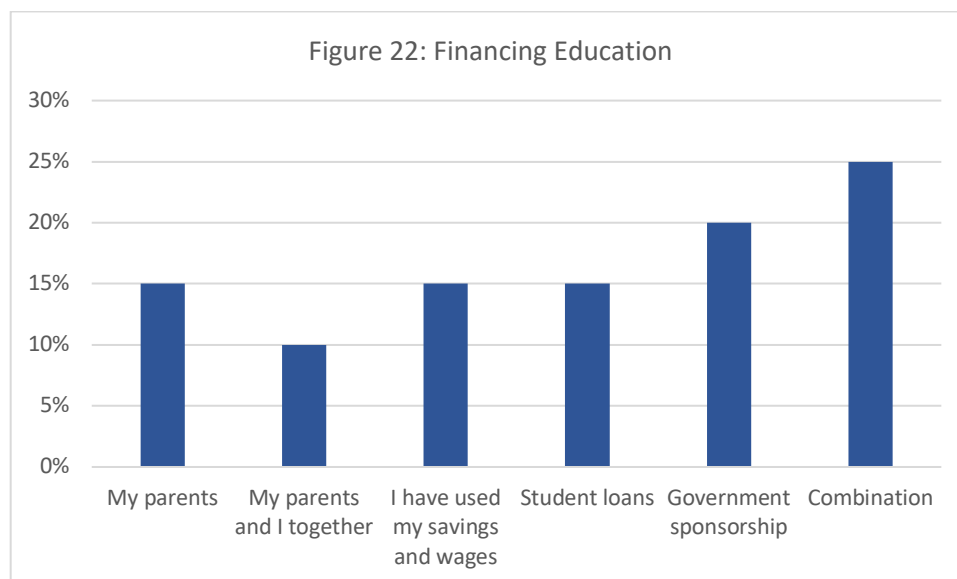
is very little “discretionary” time in the course of the day for staff to interact with a student, or to sit down and reflect on the student’s performance. Some directors shared that they needed to pay for overtime for staff in order to provide a good experience for the practicum student.

Students themselves were asked about their practicum placements and provided thoughtful open ended comments about their experiences. A number of students reported that they were already familiar with at least one of their placement centres, and some had already worked in that centre. Overwhelmingly, students were happy with their practicum experiences. Several spoke about one placement being wonderful, and the second one horrible. Several students explained how the practicum placement helped them to determine the age group of children that they were most interested in and/or best suited for.

Financing Education

As mentioned previously, tuition costs for students at Collège de l’Île were fully subsidized. Students were asked, however, if they would have been able to pursue post-secondary studies in ECE if they had to pay for the tuition costs. Only one student indicated they would have been able to do so. Half of the students were unsure, and the rest said no.

Students at Holland College were asked how they were able to finance their post-secondary education. Figure 22 shows their responses:



In Figure 22, those who reported a “combination” identified various mixes of Skills PEI, Line of Credit, student loans, common law partner and/or former spouses as sources of funding.

Plans for Employment After Graduation

Although students at Collège de l’Île are required (as a condition of tuition funding) to be employed at Francophone centres in PEI for two years after graduation, they were asked what they might do once those two years were finished. All but one student reported that they would continue to work either in the same centre or a different centre in PEI. One student explained that it depended on wages and benefits, and that if

these conditions of employment had not improved in that two-year period, the student would pursue a different line of work with better wages.

Students at Holland College, who are all only a few months away from graduation, were asked their plans for employment. A total of 65% of students reported that they planned to work in a PEI Early Years Centre; 15% planned to work in a private early childhood centre. The remaining 20% of students (4 students) indicated working as an education assistant in the school system, working in an ECE related job, continuing studies to be able to work as a Kindergarten teacher, or working in a non-ECE related job due to low wages and high stress related to working as an ECE in the licensed child care sector.

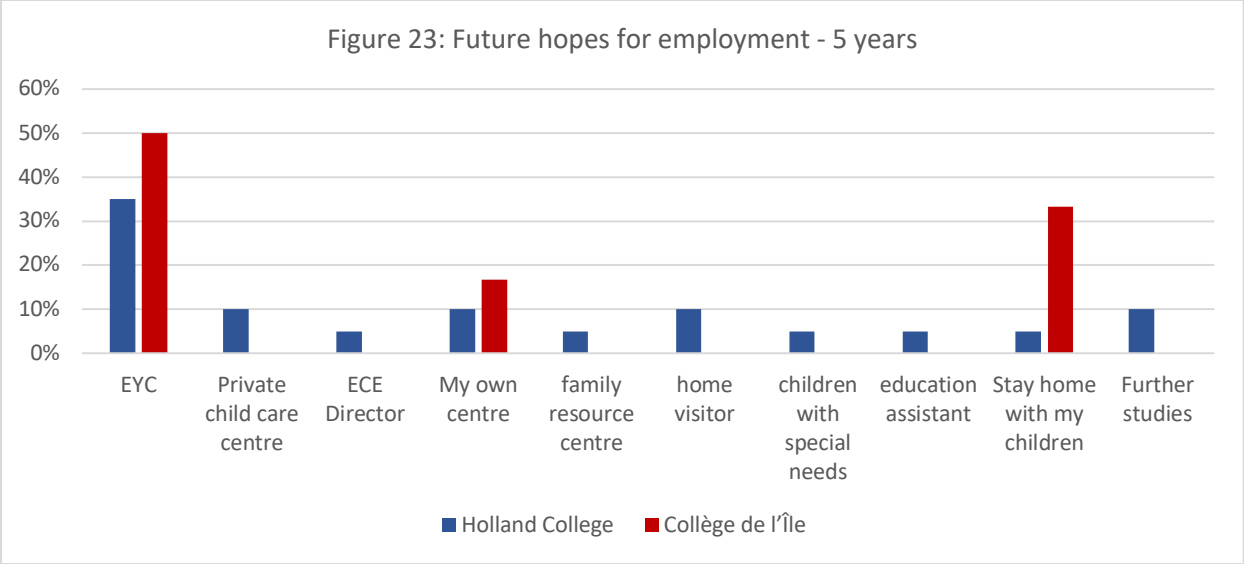
Expectations for Wages

Students were asked about their expectations for wages following graduation with a two-year diploma and PEI certification as an ECE3 level. None of the students expect to earn less than \$15/hour. Almost 42% of students expect to earn more than \$16/hour, with 13% expecting to earn more than \$18. About 25% of students reported that they plan to work in EYCS and therefore would expect to be paid according to the provincial wage scale. Another 17% indicated they expected to be paid between \$15 and \$16/hour. It is unclear as to whether these student were already aware that the EYC wage scale entry wage for new ECE3 level staff is currently \$15.65/hour.

I would expect to be paid \$ 17.50 upon finishing my studies and having an annual salary increase on a pay scale. I know that unfortunately [in this province] our salaries are very low. In my previous jobs, I earned \$19 an hour. I always told myself that I would never accept a salary below \$16 an hour because my skills and knowledge are too high for such a low salary. And yet, it's ironic because I went down the ladder at minimum wage (\$ 11.55). I asked for an increase that I got (\$12.50). As a small business owner, I pay my employees, 16-17 year old students, between \$13 and \$14 per hour, to make sure I have reliable and loyal employees.

Future Plans – 5 Years

All students were asked what they hoped to be doing five years. Although the responses are speculative, this type of question is a reasonable gauge of students' career interests and preferences for long time employment. Students were given a range of options to choose from. Some options that were not selected at all include working in school age child care, working in a preschool or nursery school, working as a family child care provider in either a licensed or unlicensed home child care arrangement, teaching in the public school system, teaching in a post-secondary ECE program, or working in a field unrelated to early childhood education. Figure 23 shows a breakdown of where students in each of the post-secondary ECE programs hoped to be in five years:



Profile: Rural Centres

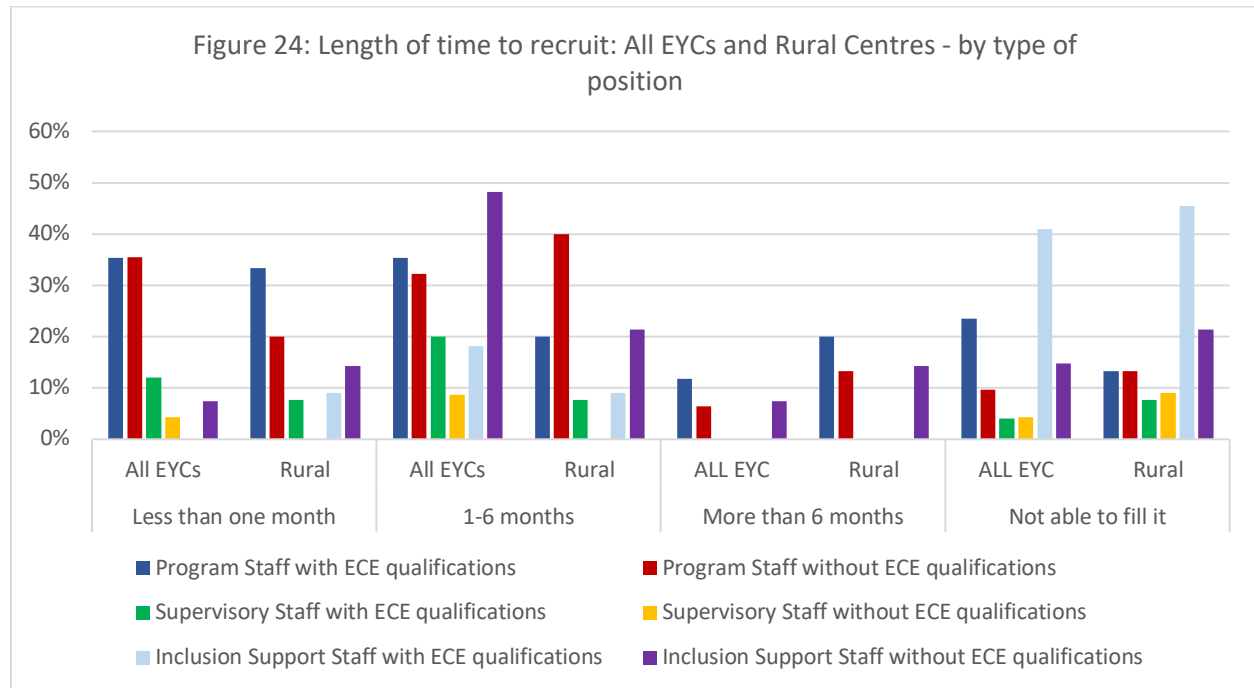
Rural centres are considered to be those outside of Charlottetown, Stratford, Cornwall, or Summerside. A large majority (79%) of rural centres are designated as Early Years Centres. Highlights of the profile of rural centres include:

- 70% provide school age child care spaces
- 52% are operated as businesses, either as a sole proprietor or an incorporated business
- 58% reported that their enrollment increased in the last year
- 44% of directors of rural centres have been in their current position for more than 10 years, with 32% in their current position for more than 20 years
- 24% of directors of rural centres hold a second job; main reason is that they need the additional income
- 12% of directors of rural centres are currently looking for another job
- Slightly more than half (52%) of directors of rural centers are 45 years of age or older; 36% are 55 years of age or older
- 76% of directors of rural centres have a two-year diploma in early childhood education
- 92% of directors of rural centres report that they are somewhat or very satisfied with their jobs

Over the past 24 months, the majority of people newly hired in rural early childhood programs were hired because centres had to replace staff who left. During this time period, 46 individuals were hired. Of these, 28 or 61% of all new hires were to replace staff who left their jobs permanently. Another 7 people were hired to replace those on maternity leave and 11 people were hired to staff new spaces. In that time period, 21 people with ECE certification left their jobs. Of these, approximately 40% did so due to the low wages. Slightly more than half (54%) of those ECEs took jobs in the public school system; 38% went to another centre (although it was not specified if those individuals went to other rural centres or to centres in urban areas).

Given that almost 80% of all rural programs are EYCS, a comparison was made between rural centres and all EYCS with regard to length of time to recruit. Figure 24 shows a comparison of the length of time spent by all

EYCs and by Rural Centres in recruiting for various types of positions. In some situations, it is not any more difficult or any easier to recruit – for example, when compared to all EYCs, it is just as difficult to recruit inclusion staff with ECE qualifications. In other instances, it may take longer or shorter amounts of time to recruit depending on rural locations as compared to all EYCs.



Profile: Francophone Centres

Francophone centres across the Island have a particularly difficult time in recruiting staff who both have ECE credentials and are able to speak French, either as a first or additional language. Characteristics related to human resources in francophone centres include:

- Francophone centres hired over 20 individuals; of these, 4 had ECE credential
- Of the new hires, more than 14 were to replace people who left, 2 were for staff on extended leave, and 4 were for expansion. With only 20% of new hires for expansion, attempts to recruit francophone ECEs will be more difficult than for ECEs in English centres. ***For every 100 new francophone ECEs hired, 80 will be for replacement purposes and 20 for expansion, unless retention strategies are introduced to improve the rate of staff retention.***
- In the same 24 month period, more than 12 people ***with ECE certification*** left. Reasons were wages, retirement, medical, and personnel issues. They went to school system (EAs), non-ECE jobs, or government.
- In the same period, 16 ***non-certified people*** left. The primary reason for all who left was inadequate wages. Those who left went to non-ECE job or school system as EAs.
- Almost half of francophone centre directors are looking for another job due to wages and benefits.

- When asked about 3 years out—almost half say they will still be in ECE. Other options included retirement, or any job that has some benefits.
- Francophone centres are more likely to have conditions on their license re qualifications of either director or staff. One centre said they exceed provincial regulations.

HR MANAGEMENT AND PEDAGOGICAL LEADERSHIP

Working for Change: Canada's Child Care Workforce, the update to the sector study, 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.

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.

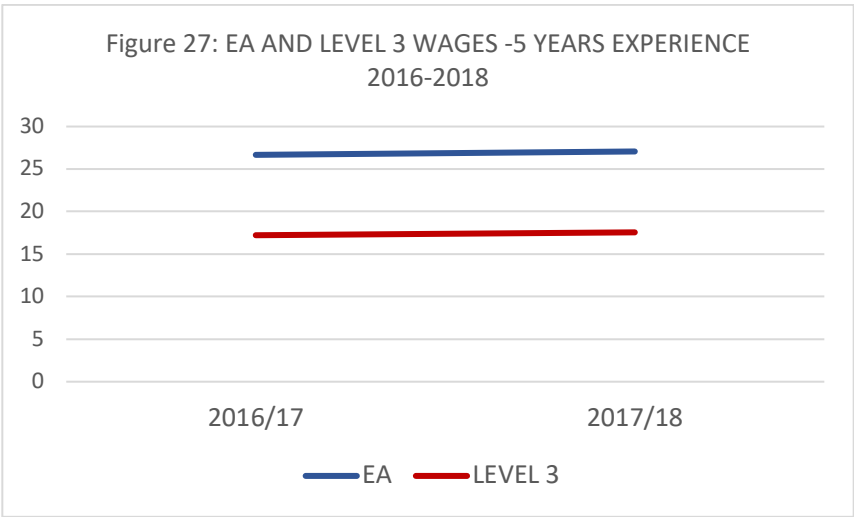
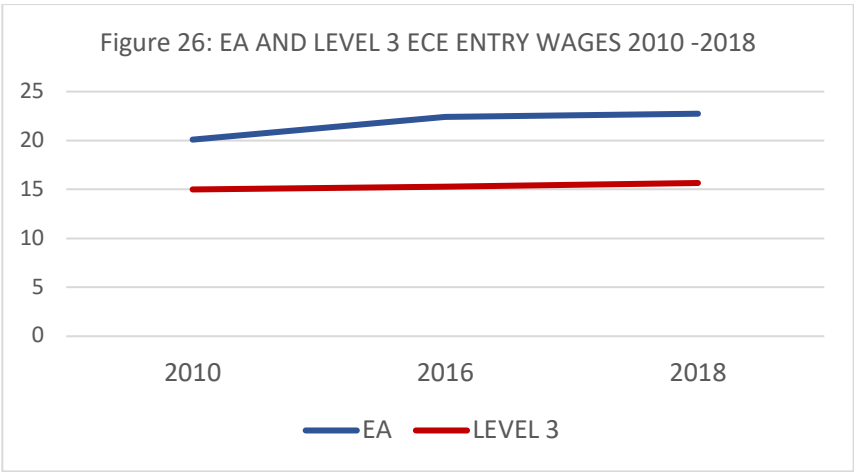
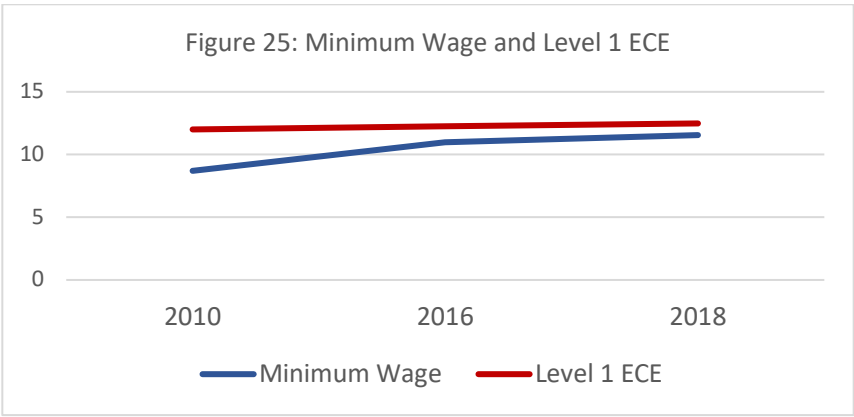
People, Programs and Practices: A Training Strategy for the Early Childhood Education and Care Sector in Canada noted wide support for increased training for directors. In a survey of ECE faculty conducted with 17 post-secondary institutions, only 31% of respondents thought the amount of training required 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.

PEI EYC WAGE SCALE

Although PEI is considered to be progressive in having a wage scale, it is not a competitive wage scale, and as noted previously, wage levels are the lowest in the Atlantic Region. Labour experts agree that when there is difficulty with recruiting suitable persons, and competition from other sectors, wage scales must be competitive.

I love working as an ECE because it's fascinating and challenging and I know I make a difference in children and families' lives. However, I have been overworked due to the lack of funding for early childhood educators and I'm completely exhausted. I am also stressed out with the poor wages and struggle to support my family as a single parent. I am looking at other employment not because I don't like being an ECE but because I feel like I physically cannot support the stress of not having early childhood educators in my center.

In PEI, wages for uncertified staff and support staff are at minimum wage. One of the best areas to recruit for people to gain post-secondary credentials is from those who are already working in centres. The following charts show (1) how any difference between minimum wage and ECE Level 1 wages is disappearing – Figure 25; (2) wages for education assistants (selected as a comparator as qualifications include ECE diploma (level 3) and the occupation identified as the career path of choice for those seeking higher wages) – Figure 26; and ECE3, and (3) wages for ECE3 and EA with five years of experience – Figure 27:



RECRUITMENT: REPLACEMENT OR EXPANSION

Canadian research suggests that most of the staff recruited for licensed early childhood centres is to replace staff who have left, thereby maintaining status quo. Fairholm³³ states that the primary challenge facing the ECEC sector is retention. The problem of recruitment is directly related to the retention challenge. Based on his analysis of data, ***nine out of every ten new recruits to the ECEC sector is to replace people who have left.*** These recruitment efforts allow employers to maintain their current levels of service, but do not allow for growth and expansion.

Fairholm also described unique challenges in the ECEC sector – ten years later, these have direct relevance to recruitment of ECEs in PEI:

- The employment level for ECEC workers is rising more quickly than for other occupations in general, which means that expansion demand is larger than for other occupations. Furthermore, the turnover rate of ECEC workers is much higher than for most other occupations, which means that replacement demand is much higher than other occupations. The combination of these two factors means that recruitment demand in the ECEC sector is much larger than for other occupations (p.35).
- Provincial regulations regarding staff-to-child ratios mean that there is a relatively fixed number of workers required relative to the services provided. This direct linkage between demand for services and workers means that employers cannot adapt to workforce shortages via labour productivity changes. The implication of this effect is that workforce shortages facing the ECEC sector are likely to occur more often than in other sectors and are likely to persist longer (p.35).
- ECEC workers tend to have higher levels of education than workers in general and more highly educated workers have much lower unemployment rates than the workforce as a whole. Furthermore, the unemployment rate for ECEC workers is generally lower than for workers in other occupations at similar levels of schooling. This means that workforce shortage rates tend to be relatively larger than for other sectors (p.35).
- Since ECE related occupations require a college diploma, it takes longer for workers needed to emerge from the education system than for occupations that require lower levels of education. This means that workforce shortages for ECE trained workers will persist longer than for sectors that employ less qualified workers (p.35).

The 2019 ECEC Survey asked directors about staff hired in past 24 months in all centres (EYCs and Private) and if staff were hired for replacement or expansion. Results indicate that more than 50% of staff hired are for replacement purposes, with that number higher in Francophone centres. Francophone centres had the highest number of staff hired and staff who left. Figure 28 shows the number of staff hired for replacement (due to staff leaving), replacement for leave (e.g., maternity leave, parental leave, illness, etc.) or for expansion purposes.

³³ Fairholm, R. (2009). *Recruitment and Retention Challenges and Strategies: Understanding and Addressing Workforce Shortages*. Child Care Human Resources Sector Council: Ottawa, ON.



Types of Turnover

It is important to remember that there are three types of turnover:

- **Job turnover** – a person moves from one ECE job to another ECE job (in another centre)
- **Position turnover** – a person moves from a program staff position to a supervisory position (in the same centre)
- **Occupation turnover** – a person leaves the ECE sector altogether and takes a job as an EA, or flight attendant, or at the liquor store, or in aquaculture, or in retail business (all comments mentioned in 2019 survey).

How Many People Left?

In the last 24 months, all centres reported that:

- 96 individual staff persons **left** who had **ECE certification**
 - Reason: almost 50% left for better wages
- 95 individual staff persons **without ECE certification** left

I love my job and being a part of the Early childcare field has always been a passion of mine. If wages were higher, I feel like retention would be easier and more ECE's would be staying in the field. I know that for anyone who has left the field of ECE work it has not been because they didn't love their jobs - it has always been for a higher paid position in a field of professionals, i.e. the school system.

In my 10 years as an owner I have lost 3 staff to the Education system. Another retired early because of the workload. Another one left because her seasonal job at the liquor store paid more.

ESTIMATES OF ECES NEEDED

How Many People Were Hired?

Over the past 24 months, a total of 193 staff were hired in all centres. Not all of these individuals are new to the sector, as directors reported that 38% of those who left their centres moved to employment at another

centre. Taking into account this type of movement within the ECEC sector itself, it could be reasonably estimated that 120 of the new hires are new people to the sector.

Of the 193 people hired:

- 100 had some type of ECE certification
- 116 were hired to replace someone who left
- 21 were hired to replace a staff person on extended leave (mat leave, parental leave, illness, etc.)
- 56 were hired to staff new spaces
- 38% of new hires (73 individuals) were people who had been working in other centres

Using the above rough estimates based on hiring practices over the past 24 months, it appears that 47% of new hires (56 expansion hires out of 120 total new hires) are for expansion. If those estimates are used for planning purposes, it can then be calculated that if approximately half of the total of new individuals to the sector are to allow for expansion, then ***it can be estimated that for every 100 people required for expansion, it will be necessary to recruit 200 new people – unless the rate of turnover is reduced through new HR incentives, especially wages and benefits.***

Need for Caution in Estimates

There is need for a good deal of caution in using the above estimates:

- The numbers are self-reported by survey data, and it is not possible to confirm these reports.
- The numbers are based on past experiences and do not take into account the potential of increased retirements (due to age breakdown of directors, particularly in private centres).

Summary of staff: Those who left and new hires

TABLE 3: SUMMARY OF STAFF WHO LEFT AND NEW HIRES			
	EYC	Private	All
Number of ECE credential permanent staff who left in last 24 months	84	12	96
Number of uncertified permanent staff who left in last 24 months	68	27	95
Total number of permanent staff who left in last 24 month	152	39	191
Number of people hired to be in ratio in last 24 months			
Number of people hired to be in ratio in last 24 months	137	56	193
Number of people hired to be in ratio in last 24 months who have ECE credential	77	23	100
Percentage of new hires with ECE credential	56.2%	40%	51.2%
Number of people hired in last 24 months to replace people who left	88	28	116

TABLE 3: SUMMARY OF STAFF WHO LEFT AND NEW HIRES

	EYC	Private	All
Number of people hired in last 24 months to replace people who left because of extended leave	17	4	21
Number of people hired in last 24 months for expansion reasons	32	24	56

RECOMMENDATIONS

The impact of human resource factors on the quality of an early childhood program is multi-dimensional – with intersecting implications. In her analysis of Canada’s child care workforce, Halfon³⁴ 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)

Analysis of responses from more than 400 individuals currently working in the licensed early childhood sector in PEI and responses from post-secondary ECE students share a common theme – wages and benefits. Wages and benefits impact the ability to recruit new people to the early childhood profession. Wages impact the students’ decisions as to their employment after graduation. Wages and benefits impact educators’ plans for their continued employment in their chosen profession – or their decision to see other (often related) types of employment. Wages and benefits – or lack of reasonable and fair levels – for educators add to personal and family stress. Wages impact job satisfaction. Job satisfaction, turnover, and relationships with employers and colleagues all impact the quality of an early childhood centre.

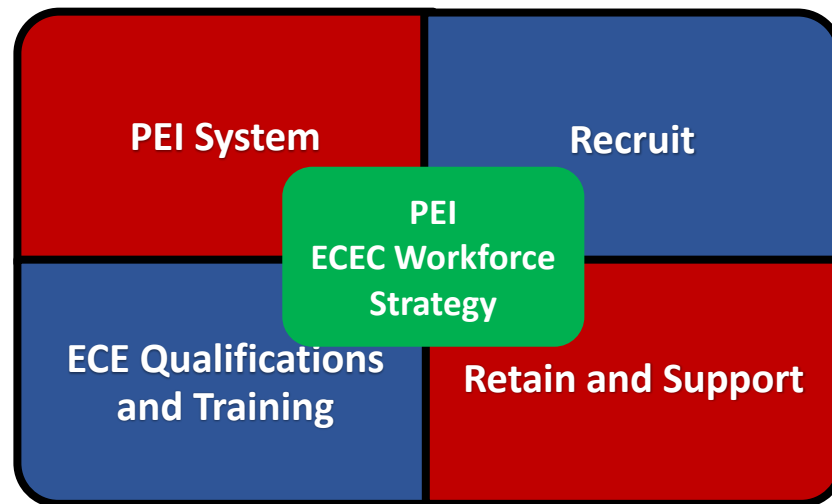
An effective strategy for workforce development for the early childhood sector in PEI must be broad-based and provide a simultaneous and significant impact on multiple issues currently facing the early childhood sector. There is competition for qualified and experienced educators. Centres have reported active and personal recruitment of ECEs from public school personnel.

The survey responses from educators and directors show that on the one hand, a vast majority of educators and directors are very satisfied with the work they are doing and believe in the importance of the value of their work. This is true despite the widespread dissatisfaction with their current working conditions – primarily focused on a lack of fair remuneration for their level of qualification, years of experience, and the lack of recognition and appreciation for the importance of providing high quality early learning experiences for young children.

Recommendations for moving forward with an Early Childhood Workforce Strategy are presented within a model that considers the PEI System of ECEC, and involves strategies to improve recruitment, training, and

³⁴ 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.

retention/support of Early Childhood Educators and Early Childhood Directors. The model builds on research that includes what we know about the impact of human resources on the quality of early learning experiences and builds on PEI's plans for a system-focused approach to the provision of high quality early childhood education.



Recommendations for a PEI ECEC Workforce Strategy are built on the same principles as the recommendations for a renewed PEI EYC and Private Centres:

- **Focus on the child** – recognizing that the primary purpose of ECEC programs, including aspects to human resource management, is to provide high quality early learning experiences for children
- **Equity** – for all staff and types of programs regardless of size, geographic location, culture or language
- **Emphasis on Quality** – with an emphasis qualifications and remuneration of Early Childhood Educators since Early Childhood Educators are the key ingredient for high quality in ECE programs
- **Accountability** – to the system itself, through ongoing data collection and analysis, research and evaluation, program monitoring, and public reporting.

The PEI ECEC System

PEI's system of licensed early childhood education programs is a community based, publicly managed system that is planned, accountable, and focused on elements of quality. The system is nationally recognized, and allows PEI to:

- Plan for Availability
 - through a systemic approach to determining where, what type, and how many spaces are needed
 - established targets for availability by specific age groups
 - requirement for provision of infant child care
- Plan for Affordability, with established fees for parents in Early Years Centres

- Plan for Quality by requiring staff qualifications beyond regulatory requirements and requiring implementation of the PEI Early Learning Curriculum Framework
- Plan for Parental Engagement by requiring that EYCs establish and work with Parent Advisory Committees
- Plan for Inclusion, as EYCs must provide services for children with special needs – a “zero reject” policy
- Plan for ongoing research and data collection by requiring that EYCs participate in approved research and data collection

Recommendations for System Level Changes

Recommendations to support human resources relevant to the **System** include:

1. Invite currently licensed private centres that are 100% in compliance with regulations to Early Learning and Child Care Act to apply for EYC designation

Considerations:

- Given that recent invitations for proposals from Private Centres for EYC designation did not elicit proposals from all private centres, it may be that some private centres have determined that the centre not able to meet criteria. In these situations, it may be necessary to issue temporary/conditional designation and provide mentoring/coaching in order that the centre is able to demonstrate expected levels of quality.
- Since EYCs are required to provide for infants and toddlers, private centres converting to EYCs may need conversion funding to be ready for an infant / toddler program
- Given that the PEI system plans for availability across the province, this Invitation should be considered as a “one time only” and not available for future licensed centres unless the inclusion of those centres is considered to be part of an expansion plan for availability
- It may be necessary to consider a seasonal EYC category for the small number of programs that are not open on a year-round basis

Implications:

- **Caution: There will likely be some private centres that do not want to be EYCs – need to analyze their reasons but if they do not wish to be part of the PEI system then they should be allowed to maintain their current license, but not to receive funding on par with EYC programs who adhere to the required criteria as noted above.**
- Given that many Private Centres have fewer than 25 spaces, funding would involve additional “small centre grants”
- This shift will create a need for access to post-secondary ECE studies, in addition to estimates for post-secondary studies for new centres/spaces/ECEs
- This would alleviate criticism that some centres are not eligible for EYC funding
- This maintains support for the PEI model as additional spaces are needed for expansion
- This has the potential to create an estimated 75-150 new infant spaces

2. Indigenous Early Childhood: Within the scope of Recommendation #1, give special attention to the only off-reserve early childhood program for Indigenous children and provide specific supports to allow the program to expand access for Indigenous children, and to apply for EYC status.

3. Revise provincial regulations regarding required number of qualified staff in all licensed ECEC centres

Considerations:

- PEI currently has the weakest requirements as compared to other provinces and is third lowest in Canada. Only NWT (which does not specify type of ECE qualification needed) and Nunavut (no requirements for qualifications) are lower.
- The problem with PEI's regulations is that only two people per centre (Director and one other), regardless of the size of the centre, are required to hold ECE qualifications required for PEI ECE certification. All other jurisdictions (except for NWT and Nunavut) specify a ratio of qualified/certified/classified staff, e.g., one third of all staff, one staff per group of children, two out of three, or define percentages of staff with specific types of qualifications.

4. Revise certification levels to denote levels of qualification, not job titles.

Considerations:

- Currently, certification levels for "Director" and "Inclusion Support Staff" denote job titles rather than levels of ECE credentials
- Levels of certification should continue past Level 3 to include Level 4, etc.

5. Create Level 4 certification to require an ECE degree AND/OR Level 3 plus a post-diploma certificate in ECEC administration and leadership

Considerations

- It will be necessary to work with both Holland College and Collège de l'île to develop post-diploma certificate course
- There are a number of post-diploma programs across Canada focused on both management and pedagogical leadership skills of Director in early childhood centres
- Canada's Occupational Standards for Child Care Administrators³⁵ provide a well-researched and vetted overview of the knowledge, skills, and abilities required for Child Care Administrators.

6. Introduce regulatory requirements for qualification for inclusion supports, and add them to wage grid

Considerations

³⁵ Child Care Human Resources Sector Council. (2012). Occupational Standards for Child Care Administrators. Child Care Human Resources Sector Council: Ottawa, ON. http://www.ccsc-cssge.ca/sites/default/files/uploads/Projects-Pubs-Docs/EN%20Pub%20Chart/OS_Admin_Web%28final%29.pdf

- The current wage level as per the Special Needs Funding Program is barely above minimum wage for inclusion support workers. In the 2019 survey, approximately 40% of Directors said they were not able to fill a position for an Inclusion Support Worker with ECE qualifications.
- Without a reasonable wage for this position, children with the highest and most complex needs are being matched to staff with the least level of qualifications in early childhood development.
- This recommendation also applies to those who are employed in centres to work with children with autism.

7. Data

7.1 Establish a Data Committee with representatives from government and post-secondary institutions to develop scope of data needed, and to explore partnerships for data sharing, with the types of data to include both administrative data and regular survey data collection

7.2 Work with IT to design a data system that does not rely on manual retrieval of information, would allow for cross tabulation for better analysis, and that includes contact information for all who hold ECE certification, including current place of employment

Considerations:

- It is impossible to plan for expansion without having reliable data to use for such planning purposes.
- Representatives from government should include other departmental representatives who regularly collect and hold data, especially with regard to the number of live births across PEI by postal code, in order to inform planning for future expansion needs
- Data committee should also explore how to monitor for the effectiveness of efforts to expand access and to monitor ongoing demand for licensed child care spaces, with particular regard to the need for non-traditional types of spaces, e.g., for parents who work unconventional hours.
- For this project, access to administrative data would have been impossible except for the efforts made by staff in the Department of Education, Early Learning and Culture who manually sifted through available records to summarize data as best available.

Recommendations for Recruitment

1. Work with the ECDA and marketing experts to launch a multi-faceted campaign to highlight the importance of the work of an early childhood educator.

Considerations

- The ECDA has already begun some of this work and should be supported to broaden their efforts.

2. Remove all references to the work of an ECE in the licensed child care sector as an “entry point” to the field of early childhood education.

Considerations

- Replace such references with language that recognizes the career “landscape” of ECE, and the important role of ECEs and the value of the work they do with children and families regardless of their place of employment. This change in language used would create a shift in perspective as to the relative importance and value of the work of ECEs to the work done by others in the broad ECE sector.

Emphasize that in the ECEC sector, there are different types of employment with different types of focus rather than a hierarchy of roles.

3. Prepare materials for high school guidance counsellors to educate them on the nature of the work of an early childhood educator; use the Occupational Standards for ECEs and Occupational Standards for Child Care Administrators as a basis for the materials.

3.1 Organize meeting of all high school guidance counsellors to present and explain the information and listen to questions.

Considerations

- Survey responses from students, particularly those in the francophone sector, indicate that they learned about early childhood education post-secondary programs from trusted individuals, including family, friends, and high school guidance counsellors.
- Anecdotally, there is evidence to suggest that high school guidance counsellors may be guiding stronger students into studies and careers in the public-school system, and weaker students into early childhood. This, however, has not been substantiated with reliable data.
- Create all materials in English and French and consider other relevant languages for the PEI population.

4. Create and circulate a similar package of information as in #2 to all career counsellors across PEI.

Considerations

- A considerable percentage of ECE staff reported that they had worked in non-ECE related jobs prior to entering the ECE workforce.
- Some students reported that Skills Canada was instrumental in funding their post-secondary ECE studies.

5. Work with the ECDA and high school principals to explore opportunities for students to volunteer in early childhood programs.

Considerations

- A very high percentage (57% Francophone; 70% English) of ECE students reported that they had previous experience as volunteers in different types of licensed early childhood programs.
- All EYCs should be listed as “registered organizations” for the PEI Community Service Bursary

6. Support innovative efforts to recruit early childhood educators through both immigration and international trade missions.

Considerations

- The Francophone sector has had some success with international recruitment in France and Belgium. The process is slow, but there are a number of educators now employed in Francophone centres from these countries. Through joint efforts with officials in the Department of Education, Early Learning and Culture, representatives of provincial Francophone organizations (and department officials) have developed expertise with assessment of credentials from these two countries.
- Newfoundland and Labrador has had some success with recruitment missions to Ireland.

- Nova Scotia has introduced the Labour Market Priorities Stream. will allow the province to invite people with federal pre-approval to come to Canada to immigrate immediately to Nova Scotia to fill that industry need.

7. Introduce an ECE Incentive Allowance to attract former ECEs to consider employment in licensed early childhood centres.

Considerations:

- The Francophone sector in PEI has attempted to introduce such an incentive with no success. The major barrier to generating interest in returning to work in the ECEC sector is wages.
- Alberta has had success with their “Staff Attraction Incentive Allowance” with several hundred individuals returning each year to take advantage of the financial incentive.
- If wages in PEI are to be increased, it would be worth trying to introduce a similar incentive.

Recommendations for ECE Qualifications and Post-secondary Training

1. Modernize delivery of post-secondary ECE Programs

Considerations

- The current model of a two-year full-time classroom-based type of post-secondary training program for early childhood educators is outdated. Survey data (PEI: 2019) show that many students are employed while enrolled in the full-time programs. 80% of students at Holland College and 43% of students at Collège de l’Île reported they are employed while studying. Among those employed and studying, more than half (53%) were working in an early childhood related field.
- Collège de l’Île has already moved in this direction by using video-conferencing for a number of courses.
- Other colleges across Canada are utilizing on-line study approaches – there are lessons to be learned from their experiences.
- A modernized approach would allow students from across PEI to participate in post-secondary education as they work toward improving their certification levels.
- Options to consider include:
 - Introduce a Workplace Model that allows students with experience to continue to be employed and to take part in classes 2 days per week. For those 2 days, the centre employs a substitute with funding for the substitute wages provided by government. Colleges report that students who have work experience in licensed child care are more engaged, more successful, and stay in their jobs after they graduate.
 - Manitoba introduced such a model in 1990 and it has been exceptionally successful. The province reports significantly higher than normal rates of staff retention for those who graduate from the program.
 - Nova Scotia is planning to introduce such a model and is now working on / planning for implementation details.

- PEI had a “workplace” model in the mid to late 1980s that was very successful. Many graduates of the PEI program are still employed in the ECEC sector.
- Utilize video conferencing to allow individuals living outside of Charlottetown to participate in ECE post-secondary training
- Explore feasibility of using Holland College facilities in both Kings and Prince Counties to allow students outside Charlottetown to participate in face to face groupings – either with an on-site instructor or with group video conference
- Consult with NS re Recognition of Prior Learning to allow individuals with experience to gain prior standing for ECE courses
- Consider a model that involves a one-year program of full-time study (or equivalent) followed by a second year that allows full employment with mentoring, coaching, and part time courses resulting in a two year diploma.

2. Work with both Holland College and Collège de l’île to develop a post-diploma certificate course for child care administrators that addresses both management and pedagogical leadership.

Considerations

- It is well recognized and documented that the level of skill of the director of an early childhood program is a key predictor of the quality of the program.
- Key informant interviews identified that in PEI, a degree of staff turnover is related to the expertise of the director of the centre, and the relationship between the director and the staff.
- Several key informants, including ECE faculty, reported that ECEs have left their employment due to poor HR practices and/or leadership from centre director / administrator.
- ECE programs do not typically include the types of HR management skills required for centre directors.
- *People, Programs and Practices: A Training Strategy for the Early Childhood Education and Care Sector in Canada*³⁶ noted wide support for increased training for directors. In a survey of ECE faculty conducted with 17 post-secondary institutions, 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:
 - Human resources leadership
 - Human resources management

³⁶ Flanagan, K.; Beach, J. (2007). *People, Programs and Practices: A Training Strategy for the Early Childhood Education and Care Sector in Canada*. Ottawa: Child Care Human Resources Sector Council

- Financial Management
- Early childhood pedagogy
- Administration
- 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.
- Canada’s Occupational Standards for Child Care Administrators provides a well-researched and vetted summary of knowledge, skills and abilities required for Directors to carry out their responsibilities of management and pedagogical leadership.

3. Work with both Holland College, Collège de l’île, and ECDA to develop specific training for centres and students to improve quality of practicum placements.

Considerations

- Although students reported positive experiences with their practicum placements, there is strong consensus from post-secondary faculty in two provinces to suggest that practicum placements often deter students from pursuing employment in licensed child care centres.
- Given that this issue applies to at least two provinces (PEI and Nova Scotia) and likely more, it may be possible for inter-provincial collaboration in developing in-service or professional development opportunities and materials.

Recommendations for Retention and Support

1. Develop a scope of practice for ECEs that differentiates the roles and responsibilities for ECEs at different levels, including ECE 1, 2, and 3

Considerations

- Designate ECE 3 staff as “lead ECE” with responsibilities to include:
 - i. Documentation
 - ii. Program Planning
 - iii. Lead on case conferences for children with special needs
 - iv. Parent consultations
 - v. Administrative duties as assigned
 - vi. Referrals to other professionals (speech, child welfare, etc.) (in consultation with Director)
 - vii. Supervisory (as required)
- Develop a scope of practice for ECE (Level 2)
- Develop a scope of practice for ECE Assistant (Level 1)
- Work with ECDA to develop job descriptions for staff in EYCs that reflect the appropriate scope of practice, with some flexibility for employers to modify as relevant

- 2. Revise the EYC Wage Scale so as to be competitive – within five years - at the Level 3 certification level with the primary competitor for qualified ECEs – the school system (EAs)**
- 3. Immediately increase the wage scale by \$1.00 for uncertified and support staff in order to eliminate minimum wage for these employees**

Considerations

- it is currently almost impossible to recruit even uncertified staff as people can earn minimum wage anywhere else (e.g., Walmart was mentioned – where there are also benefits). Also, people who have some work experience in child care are more likely to get their post-secondary ECE credentials. Colleges report that those who have work experience are better students and more successful overall in their program. Retention is higher among people who work, then study.
- 4. Immediately increase the wage scale by \$2.00 for all steps in the wage scale for ECE 1 and ECE 2 levels**
 - 5. Immediately increase the wage scale by \$3.00 for all steps in the wage scale for ECE 3 and Director levels**

Considerations

- This will put PEI wages second in the Atlantic region for ECE 3
 - This is considered an immediate step while work is done to finalize Scope of Practice, and job descriptions are in place
 - Once Scope of Practice and Job Descriptions are completed, conduct job analysis and ensure that wage scale is competitive, and reflects nature of the work.
- 6. Provide a modest increase to the Quality Enhancement Grant to private centres who choose not to apply for EYC designation and funding on condition that 100% of the increase is allocated equitably to staff wages, with corresponding financial accountability for funds received.**
 - 7. Introduce an ECE shared pension plan, with government financial support to fully fund up to 4% of the employer's cost-shared portion of the pension contribution.**

Considerations

- Pension was the most frequent benefit issue cited by all respondents to the recent survey of directors and staff. The sector is 99% female, many spoke of being single parents, and some spoke of their worries as they got older, without any pension available to them other than CPP. Many spoke about their low wages over many years, lack of pension, and of being afraid of what would happen to them.
 - Manitoba's experience with the introduction of an ECE pension plan has been wildly popular. Government pays the centre portion of the shared pension plan up to 4% and matches RRSPs for licensed home care providers up to \$1000 or \$1500, depending on the provider's qualifications.
- 8. Work with French School Board to improve types of professional supports to Francophone ECEs**
 - 8.1 Support Francophone ECEs by expanding the role of French Language Monitors in schools to allow them to provide support in Francophone Early Years Centres, especially for 3 and 4 year old children**

8.2 Invite Francophone ECEs to participate in PD sessions with teachers in Francophone schools, especially with respect to strategies for teaching a second language for young children while they participate in a fully French program

Considerations

- Francophone ECEs have a dual role to implement the PEI Early Learning Curriculum Framework AND to teach young children a second language.
- It is in the best interest of the French School Board to support ECEs in this role as the children in their centres are the children who are most likely to register for Kindergarten in the French school system.
- Children who are more successful in learning to speak French in their early childhood centre are more likely to continue their education in French.

Time Frames for Recommendations

Immediately:
<ul style="list-style-type: none"> ▪ Invite currently licensed private centres that are 100% in compliance with regulations to Early Learning and Child Care Act to apply for EYC designation ▪ Immediately increase the wage scale by \$1.00 for uncertified and support staff in order to eliminate minimum wage for these employees ▪ Immediately increase the wage scale by \$2.00 for all steps in the wage scale for ECE 1 and ECE 2 levels ▪ Immediately increase the wage scale by \$3.00 for all steps in the wage scale for ECE 3 and Director levels ▪ Work with the ECDA and marketing experts to launch a multi-faceted campaign to highlight the importance of the work of an early childhood educator. ▪ Remove all references to the work of an ECE in the licensed child care sector as an “entry point” to the field of early childhood education.
Short Term: 6 months to 1 year
<p><i>Begin immediately and completed within one year:</i></p> <p>Indigenous Early Childhood: Within the scope of Recommendation #1, give special attention to the only off-reserve early childhood program for Indigenous children and provide specific supports to allow the program to expand access for Indigenous children, and to apply for EYC status</p>
<p><i>By Fall 2019:</i></p> <p>Revise provincial regulations regarding required number of qualified staff in all licensed ECEC centres</p>
<p><i>By September 2019:</i></p> <p>Revise certification levels to denote levels of qualification, not job titles</p>

Short Term: 6 months to 1 year

By September 2019:

Prepare materials for high school guidance counsellors to educate them on the nature of the work of an early childhood educator; use the Occupational Standards for ECEs and Occupational Standards for Child Care Administrators as a basis for the materials.

Organize meeting of all high school guidance counsellors to present and explain the information and listen to questions.

By Fall 2019:

Introduce an ECE Incentive Allowance to attract former ECEs to consider employment in licensed early childhood centres.

By June 2019: (to begin the process)

Consult with NS re Recognition of Prior Learning to allow individuals with experience to gain prior standing for ECE courses

By January 2020:

Work with both Holland College, Collège de l'île, and ECDA to develop specific training for centres and students to improve quality of practicum placements.

By September 2019:

Work with French School Board to improve types of professional supports to Francophone ECEs:

Support Francophone ECEs by expanding the role of French Language Monitors in schools to allow them to provide support in Francophone Early Years Centres, especially for 3 and 4 year old children

Invite Francophone ECEs to participate in PD sessions with teachers in Francophone schools, especially with respect to strategies for teaching a second language for young children while they participate in a fully French program

Medium Term: 1 – 2 years

Within 2 years:

Create Level 4 certification to require an ECE degree AND/OR Level 3 plus a post-diploma certificate in ECEC administration and leadership

By Fall 2019 with a one year workplan timeframe:

Establish a Data Committee with representatives from government and post-secondary institutions to develop scope of data needed, and to explore partnerships for data sharing, with the types of data to include both administrative data and regular survey data collection

By January 2020:

Work with IT to design a data system that does not rely on manual retrieval of information, would allow for cross tabulation for better analysis, and that includes contact information for all who hold ECE certification, including current place of employment

Short Term: 6 months to 1 year

By January 2020:

Create and circulate a similar package of information as in #2 (for high school) to all career counsellors across PEI.

By September 2020 (Modernize Training Recommendations):

Introduce a Workplace Model that allows students with experience to continue to be employed and to take part in classes 2 days per week. For those 2 days, the centre employs a substitute with funding for the substitute wages provided by government. Colleges report that students who have work experience in licensed child care are more engaged, more successful, and stay in their jobs after they graduate.

By September 2020: (Modernize Training Recommendations):

- Utilize video conferencing to allow individuals living outside of Charlottetown to participate in ECE post-secondary training
- Explore feasibility of using Holland College facilities in both Kings and Prince Counties to allow students outside Charlottetown to participate in face to face groupings – either with an on-site instructor or with group video conference

Course to be ready by September 2020:

Work with both Holland College and Collège de l'île to develop a post-diploma certificate course for child care administrators that addresses both management and pedagogical leadership

By April 2021:

Introduce an ECE shared pension plan, with government financial support to fully fund up to 4% of the employer's cost-shared portion of the pension contribution.

Long Term: 2.5 - 5 years

To be ready for September 2021:

Consider a model that involves a one-year program of full-time study (or equivalent) followed by a second year that allows full employment with mentoring, coaching, and part time courses resulting in a two year diploma.

Support innovative efforts to recruit early childhood educators through both immigration and international trade missions.

By March 2021:

Develop a scope of practice for ECEs that differentiates the roles and responsibilities for ECEs at different levels, including ECE 1, 2, and 3

To be in place by September 2024:

Revise the EYC Wage Scale so as to be competitive – within five years - at the Level 3 certification level with the primary competitor for qualified ECEs – the school system (EAs)

CONCLUSION AND FINAL SUMMARY

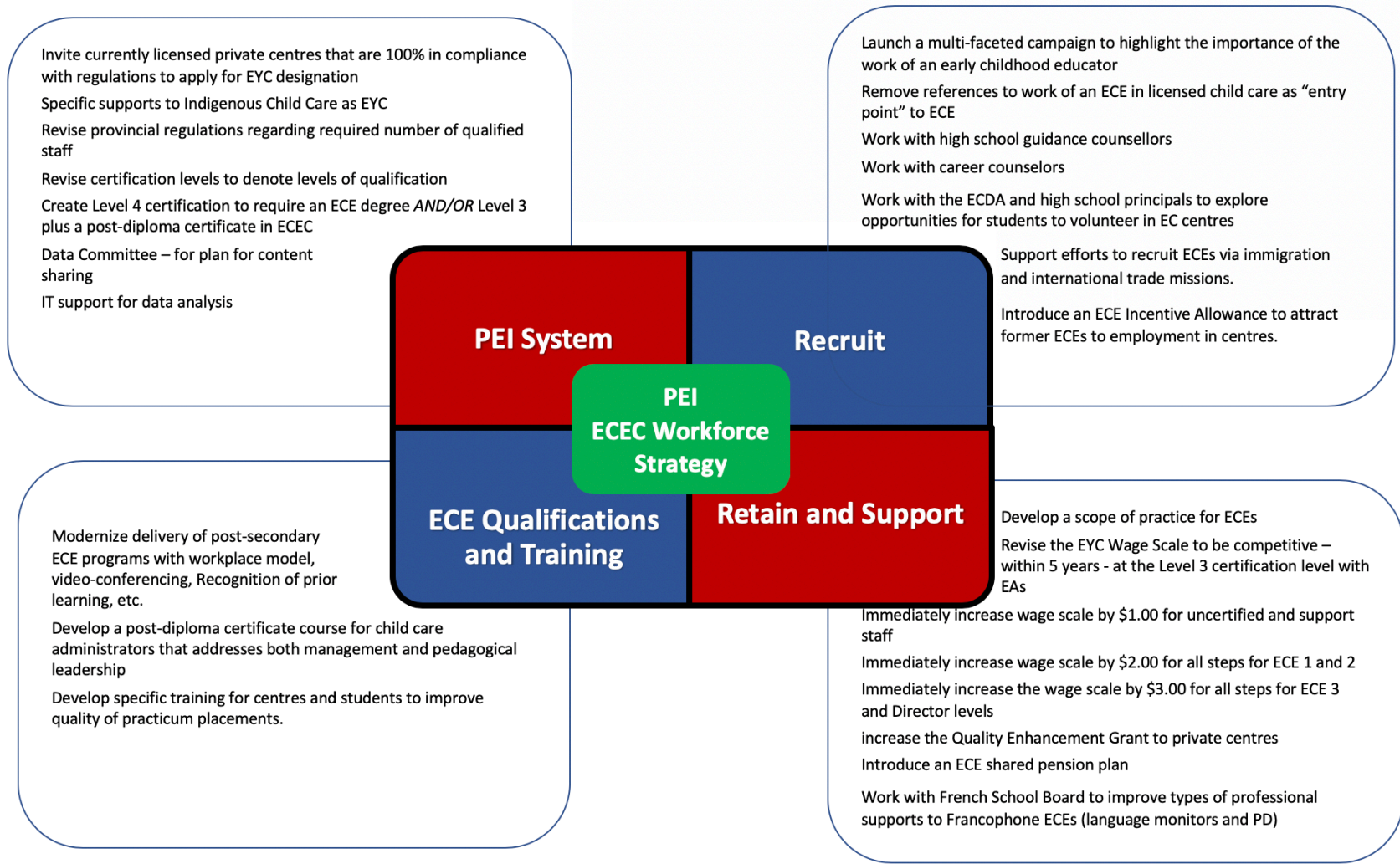
Data presented in this report represents a number of sources, including document and literature reviews, key informant interviews with government, post-secondary faculty, and ECEC experts in PEI and across Canada. However, the data provided by ECEC directors, staff, and students in PEI is rich and comprehensive. The information provided allows for evidence to inform a strategic approach to the introduction of a carefully designed initiative to support workforce development.

Survey data collected for this project – analyzed and presented in this report for review – contains even more information than is included in this report:

- Information regarding professional development experiences includes participation rates, reasons for non-participation, how the professional may have impacted ECEs professional practice, and ECEs' analysis of what aspects of professional development helped to support that change in practice
- Information regarding specific aspects of the work of ECE directors – and the factors that cause frustration and stress in their jobs
- Additional information regarding the delivery of inclusion programs, length of time that centres have been involved with delivering such programs, the consistency of funding, and numbers of staff specifically hired to work as inclusion supports
- Additional information regarding why ECEs left their particular centre and sought employment elsewhere – and why they selected the centre where they are currently working
- Information about specific aspects of the relationship between ECEs and their Directors – and level of satisfaction with those elements of their relationships

All recommendations in this report are substantiated by evidence about what has worked either in PEI or in other jurisdictions. Recommendations are informed by human resource conditions in PEI, and by current trends.

The final diagram in this report (next page) summarizes recommendations as relevant to the model for human resource development for the ECEC sector in PEI.



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