

Overview of Child Care Wages 2000-2010

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January 2013**



**Child Care
Human Resources
Sector Council**

Introduction

The wages and benefits of early childhood educators have long been important factors in workforce recruitment and retention, particularly in regulated child care programs. This paper, *Overview of Child Care Wages 2000-2010*, provides an overview of the changes that have taken place in child care wages since the Child Care Human Resources Sector Council's (CCHRSC) previous paper, *Child Care Wages and a Quality Child Care System* (2005). The data included in this paper come from standard census tables and custom tabulations of 2001 and 2006 census data, and from provincial/territorial (PT) administrative data collected by the Childcare Resource and Research Unit for *Early childhood education and care in Canada 2006 and 2008* and for *Public investments in early childhood education and care in Canada 2010*.¹ The paper examines changes in incomes and educational attainment of the child care workforce, changes in provincial/territorial funding allocations and types, and availability of regulated child care spaces.

Overall, the data show that wages and public funding have increased; however, many challenges remain. The main findings of this paper include the following:

- In 2006, there were more early childhood educators and assistants (ECE/As) working in the sector, as well as more centre-based ECE/As than there were in 2001.
- Wages were still well below the national average, but overall the gap between centre-based ECE/As and all occupations shrank between 2000 and 2005.
- ECE/As working as family child care providers earned much less than centre-based ECE/As (2005).
- The wage gains for ECE/As between 2000 and 2005 were considerably greater than those made for all occupations (6.6% versus 1.1%).
- A lower percentage of centre-based ECE/As worked full-time, full-year in 2005 than the average of all occupations, but it is not known whether this was by choice or lack of availability of full-time work.
- ECE/As with a post-secondary credential earned more than those without one.
- Except in Quebec, parent fees or fee subsidies continued to make up the majority of child care centre funding. To keep fees as affordable as possible, many centres pay lower wages than the wages for other occupations requiring a similar level of education.
- In most provinces and territories, income ceilings for fee subsidies increased.
- In 2010, all provinces and territories provided some form of operating funding to at least some child care centres.
- Between 2004 and 2010 a number of provinces and territories increased their funding allocation.² This appears to have had a positive impact on wages, with the greatest percentage increases occurring in New Brunswick, Saskatchewan and Alberta.
- The number of regulated child care spaces in Canada increased by 24% (2010) since 2004 and the percentage of child care spaces relative to the child population also steadily increased except in Nunavut, where there was a slight decrease.

¹ Details of the data sources are provided at the end of this report.

² For the purpose of this paper, the funding allocation represents the amount approved for child care spending as part of the provincial/territorial budget process. It may be broken into sub-categories, such as operating grants, fee subsidies and capital expenditures. The actual expenditures in any category may vary from the allocation.

- There was an increase in funding allocations per space in all jurisdictions except the Northwest Territories.

Background

Low wages in the child care sector have long been an issue in Canada and the subject of numerous studies.

The first pan-Canadian study on wages and working conditions in regulated child care was undertaken for the Task Force on Child Care in 1984. The study found that compared to the average industrial wage child care workers fared poorly and earned considerably less than workers with similar jobs.³

Several subsequent pan-Canadian studies—including *Caring for a Living* (1992),⁴ the 1996 child care sector study,⁵ the 1998 *You Bet I Care!* (YBIC) study,⁶ and the 2004 *Working For Change: Canada's Child Care Workforce Labour Market Update Study*⁷—identified low wages in child care relative to other occupations, including those that required similar levels of education.

You Bet I Care! (YBIC) concluded that the low wages in the sector adversely affected the recruitment and retention of qualified staff in regulated child care centres and the quality of the care provided:

- The YBIC study of wages and working conditions found that higher turnover rates were associated with lower salaries. The average turnover rate for “teachers” earning less than \$10.50 per hour was 40% compared to 19.9% for those earning \$14.00 per hour or more.⁸
- The YBIC study of quality in child care centres found that staff members’ wage levels were the most significant predictor of quality in both preschool and infant/toddler rooms.⁹

The CCHRSC paper, *Child Care Wages and a Quality Child Care System (2005)*, examined the earnings of the child care workforce, the impact of education on income and the possible impact of trends in child care expansion and funding on wages. The paper found that centre-based early childhood educators and assistants (ECE/As)¹⁰ earned about half the national average of all occupations. The data also showed an

³ Cooke, K., London, J., Edwards, R., & Rose-Lizée, R. (1986). *Report of the Task Force on Child Care*. Ottawa, ON: Status of Women Canada. pp114-115

⁴ Canadian Day Care Advocacy Association & Canadian Child Day Care Federation (1992). *Caring for a Living: A study on wages and working conditions in Canadian child care*. Ottawa, ON: Authors

⁵ Beach, J., Bertrand, J., & Cleveland, G. (1998) *Our child care workforce: From recognition to remuneration – More than a labour of love*. Ottawa, ON: Child Care Human Resources Steering Committee

⁶ Doherty, G., Lero, D.S., Goelman, H., LaGrange, A., & Tougas, J. (2000). *You Bet I Care! A Canada-wide study on: Wages, working conditions, and practices in child care centres*. Guelph, ON: Centre for Families, Work and Well-Being, University of Guelph.

⁷ Beach, J., Bertrand, J., Forer, B., Michal, D., & Tougas, J. (2004). *Working for Change: Canada's Child Care Workforce. Labour Market Update Study*. Ottawa, ON: Child Care Human Resources Sector Council.

⁸ Doherty et al. p.104

⁹ Goelman, H., Doherty, G., Lero, D.S., LaGrange, A., & Tougas, J. (2000). *You Bet I Care! Caring and Learning Environments: Quality in child care centres across Canada*. Guelph, ON: Centre for Families, Work and Well-Being, University of Guelph. p. 66, p. 68

¹⁰ Statistics Canada classifies workforce occupations using the National Occupational Classification for Statistics (NOC-S). The NOC-S category for early childhood educators and assistants (ECE/As), E-217, is described by Statistics Canada as follows: *Early Childhood Educators and Assistants: Early childhood educators plan and organize activities for preschool and school-age children. Early childhood educator assistants provide care and guidance to preschool children under the supervision of early*

association between higher education and higher income for centre-based staff in most provinces and territories, and a greater likelihood of working full-time compared to those without a post-secondary credential. The findings were based on custom tabulations of the 2001 census data¹¹ and PT administrative data, collected for *Early Childhood Education and Care in Canada 2004*.¹²

The paper also examined changes in PT child care spaces and funding allocations between 2001 and 2004. It found that:

- The percentage of children 0-12 for whom there was a regulated space rose from an average of 12.1% to 15.5% between 2001 and 2004.
- There was an overall increase of 27.1% in funding allocations across the country, ranging from an increase of 53.3% in Nova Scotia to a decrease of 14.5% in British Columbia.
- The allocation in actual dollars for each regulated space increased by 1.2% across the country, with significant variations among provinces and territories, including increases in seven jurisdictions and decreases in five.

Other recent key studies providing information on child care wages in Canada include:

- *Portrait of Canada's ECEC Workforce* (Child Care Human Resources Sector Council, 2009)
- *Early Childhood Education and Care in Canada: 1998, 2001, 2004, 2006, 2008* (Childcare Resource and Research Unit) and *Public Investment in Early Childhood Education and Care in Canada 2010* (HRSDC, 2012)

Size and educational attainment of the early childhood education workforce

A comparison between the 2006 census and 2001 census shows increases in the number of ECE/As in Canada as well as in the relative percentage of centre-based ECE/As:

- In 2006 163,620 individuals classified as early childhood educators and assistants (ECE/As), an increase of 19.6% from the 136,800 reported in the 2001 census.
- In 2006 72% were centre-based ECE/As and 28% family child care providers, compared to 68% and 32% respectively in 2001.

Chart 1 shows the relative proportion of centre-based and family child care providers by province and territory in 2006.

childhood educators. Early childhood educators and assistants lead children in activities to stimulate and develop their intellectual, physical and emotional growth. They are employed in child-care centres, kindergartens, nursery schools, agencies for exceptional children, and other environments where early childhood education services are provided, or they may be self-employed. Early childhood educators who are supervisors are included in this group.

¹¹ Data can be examined by those who work at home and those who work "elsewhere." For the purposes of this paper and other studies undertaken by the CCHRSC, the assumption has been made that those working "elsewhere" work in centre-based programs and those who work at home are family child care providers. The family child care category includes both providers who are regulated and those who are not.

¹² Friendly, M. and J. Beach (2005) *Early Childhood Education and Care in Canada 2004*. Toronto, ON: University of Toronto, Childcare Resource and Research Unit.

Chart 1: Centre-based Early Childhood Educators and Assistants and family child care providers, as a percentage of all ECE/As, 2006

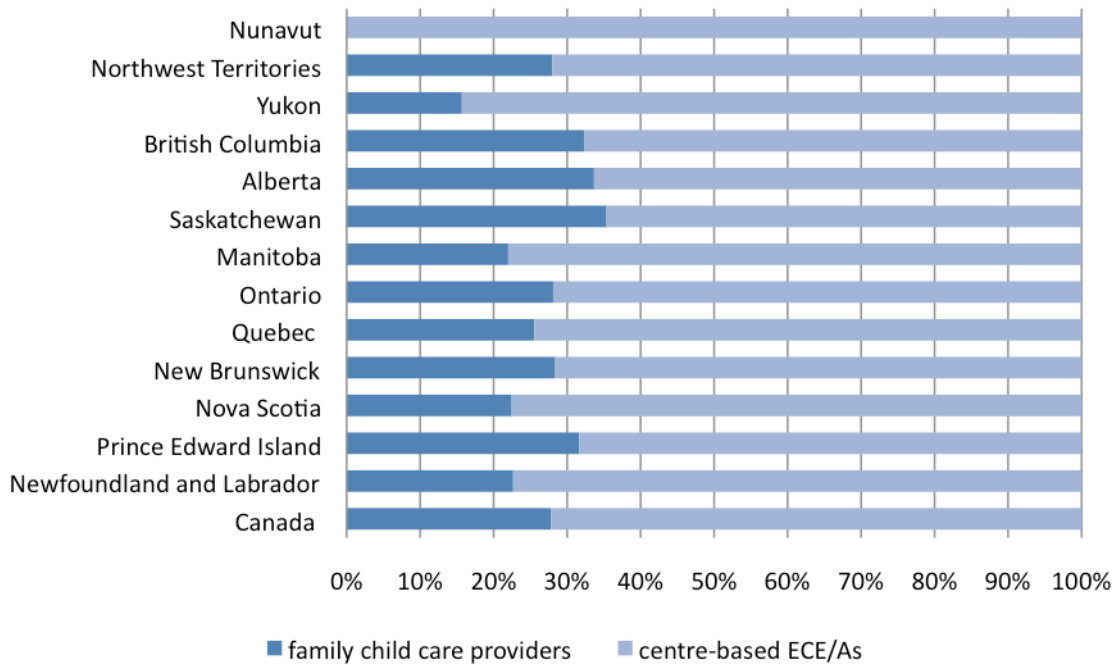


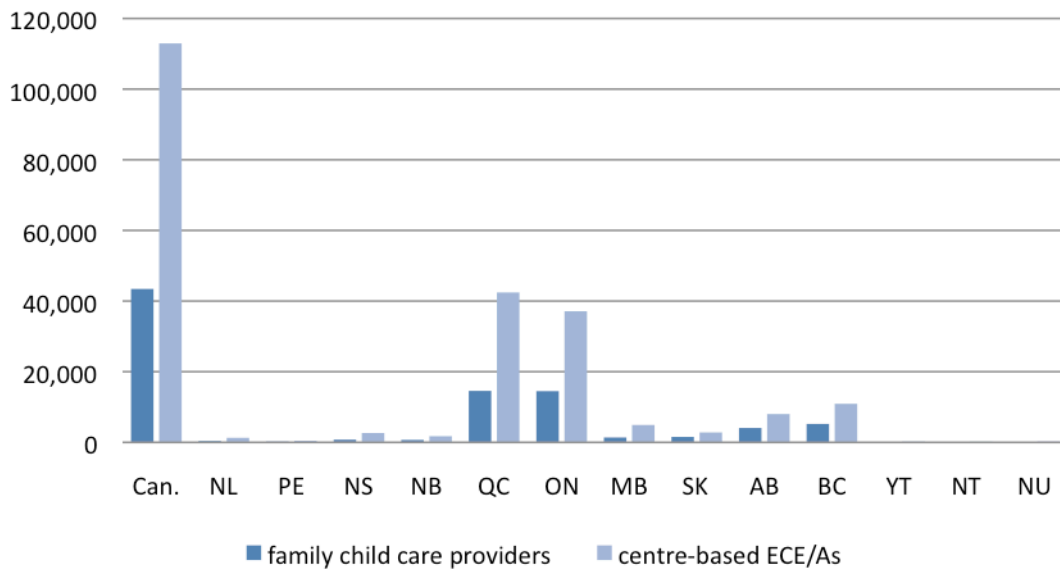
Table 1 shows the actual numbers of family child care providers (ECE/As who work at home) and centre-based ECE/As in each province and territory.

Table 1: numbers of ECE/As in 2006, by province and territory

	family child care providers	centre-based ECE/As	Total ECE/As
CANADA	43,435	112,950	156,385
Newfoundland and Labrador	375	1,280	1,655
Prince Edward Island	215	465	680
Nova Scotia	765	2,640	3,405
New Brunswick	690	1,740	2,430
Quebec	14,570	42,425	56,995
Ontario	14,505	37,115	51,620
Manitoba	1,385	4,915	6,300
Saskatchewan	1,535	2,805	4,340
Alberta	4,070	8,020	12,090
British Columbia	5,210	10,920	16,130
Yukon	40	215	255
Northwest Territories	70	180	250
Nunavut	0	230	230

Chart 2 shows the distribution of centre-based ECE/As and family child care providers in 2006 by province and territory. Of the total number of ECE/As in Canada, 69.5% were in Quebec and Ontario.

Chart 2: Number of centre-based ECE/As and family child care providers, 2006



How much the workforce earns

According to the 2001 census,¹³ ECE/As earned about half of the national average for all occupations:

- In 2000, ECE/As working full-time as family child care providers earned an average of \$15,000 and centre-based providers earned just over \$21,000.

The 2006 census showed that, in 2005, earnings for ECE/As were still well below the national average for all occupations:

- The median full-time income for all occupations, regardless of educational qualifications, was \$41,401 compared to the median for ECE/As, which was \$20,285.¹⁴

There was considerable variation between ECE/As who worked at home (family child care providers) and those who worked elsewhere (centre-based staff):

- The median income of all family child care providers, regardless of educational qualifications, was \$10,925 (approximately 25% of all occupations).
- The median income for centre-based ECE/As was \$25,100, or 61% of the national average.¹⁵

Between 2000 and 2005, the gap between the median income of centre-based ECE/As and all occupations had narrowed for those with a college certificate or diploma, but there was considerable variation across provinces and territories:

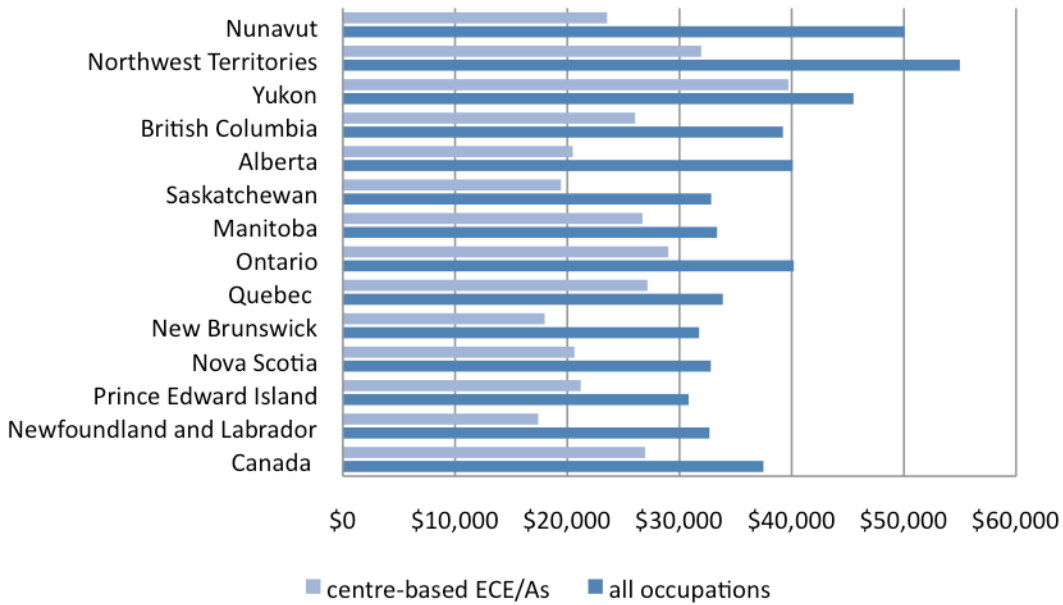
¹³ Income data and work activity reported in census data are from the previous year. For example, the 2001 census reports employment income and full-time/part-time weeks worked from 2000, and the 2006 census reports similar data for 2005. Information about education, age, language, ethnic origin, and family status is from the census year.

¹⁴ The median is the middle number in a set of numbers ordered from lowest to highest. When applied to wages, 50% of individuals would earn less than the median and 50% would earn more.

¹⁵ The reported incomes of family child care providers cannot be directly compared to centre-based ECE/As, as the incomes are reported as net income and gross income respectively. Since the majority of family child care providers fall outside of regulation and of government policy, the more detailed examination of education and wages in this paper is limited to those of centre-based ECE/As.

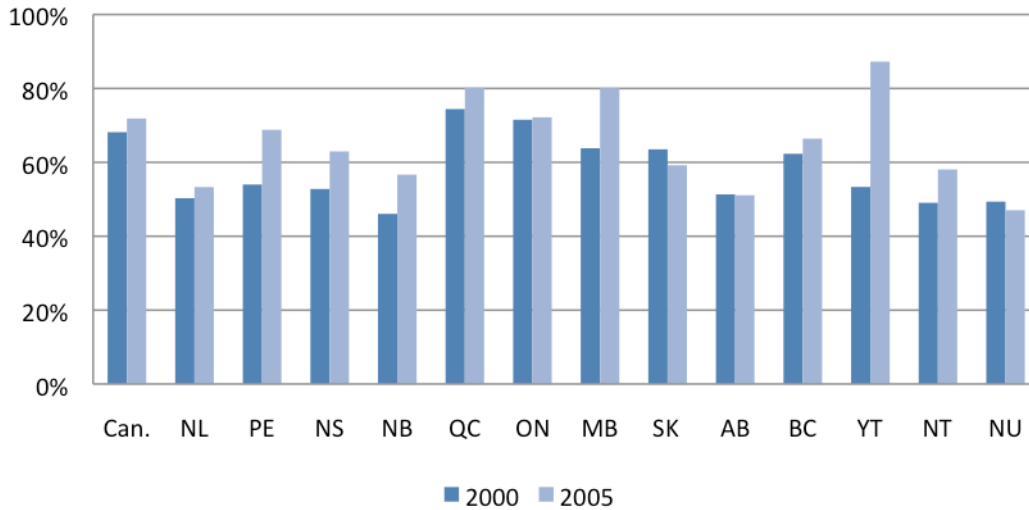
- In 2005, the median full-time income for centre-based ECE/As with a college certificate or diploma was 72% of the overall median income for individuals with a college certificate or diploma in all occupations.
- Variations ranged from 47% of the overall income for individuals with a college certificate or diploma in all occupations in Nunavut and 53% in Newfoundland and Labrador, to 87% in Yukon and 80% in both Quebec and Manitoba (Chart 3).

Chart 3: Median full-time income for those with college certificates or diplomas, all occupations vs. centre-based Early Childhood Educators and Assistants, 2005



Centre-based ECE/As with a college certificate or diploma made income gains relative to all occupations between 2000 and 2005. In 2000, centre-based ECE/As with a certificate or diploma earned an average of about 68% of all occupations. By 2005, this had risen to an average of 72% (Chart 4).

Chart 4: Median full-time incomes in 2000 and 2005, for those with college certificates or diplomas: centre-based ECE/As as a percentage of all occupations

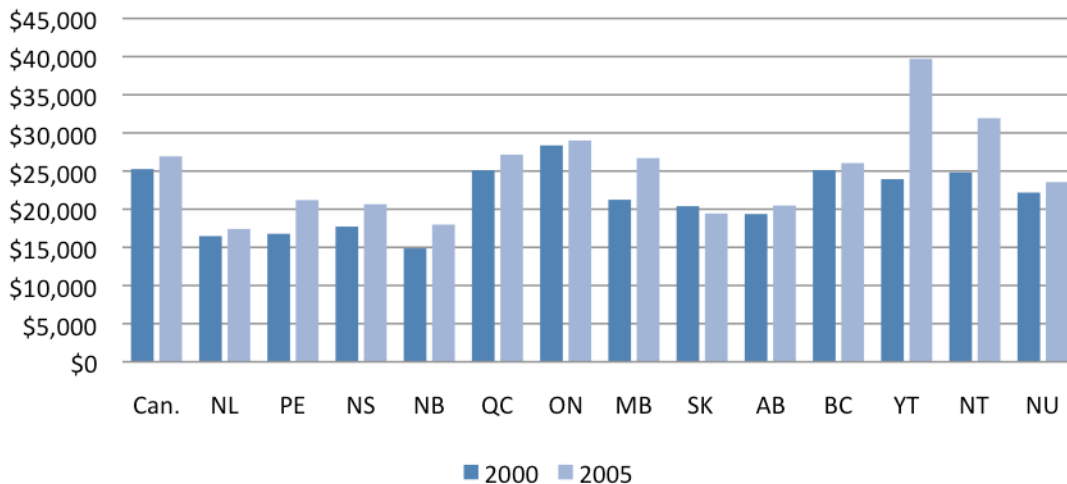


In most jurisdictions between 2000 and 2005, there were income gains for full-time, full-year ECE/As relative to all occupations. The exceptions were Saskatchewan, Alberta and Nunavut, where there were slight decreases in the incomes of centre-based ECE/As relative to those of all occupations.

Adjusting for inflation, full-time, full-year incomes of centre-based ECE/As increased by an average of 6.6% between 2000 and 2005 (Chart 5). Income gains were made in all provinces and territories except Saskatchewan.

While incomes for centre-based ECE/As continued to be lower than the national average, the gains made in most provinces and territories were considerably greater than those made for all occupations. In constant 2005 dollars, the real gain for all occupations across Canada was 1.1%, with adjusted incomes lower in a number of provinces and territories.

Chart 5: Full-time, full-year incomes, 2000 and 2005 for centre-based ECE/As with a college diploma or certificate, in 2005 dollars



Full- and part-time employment

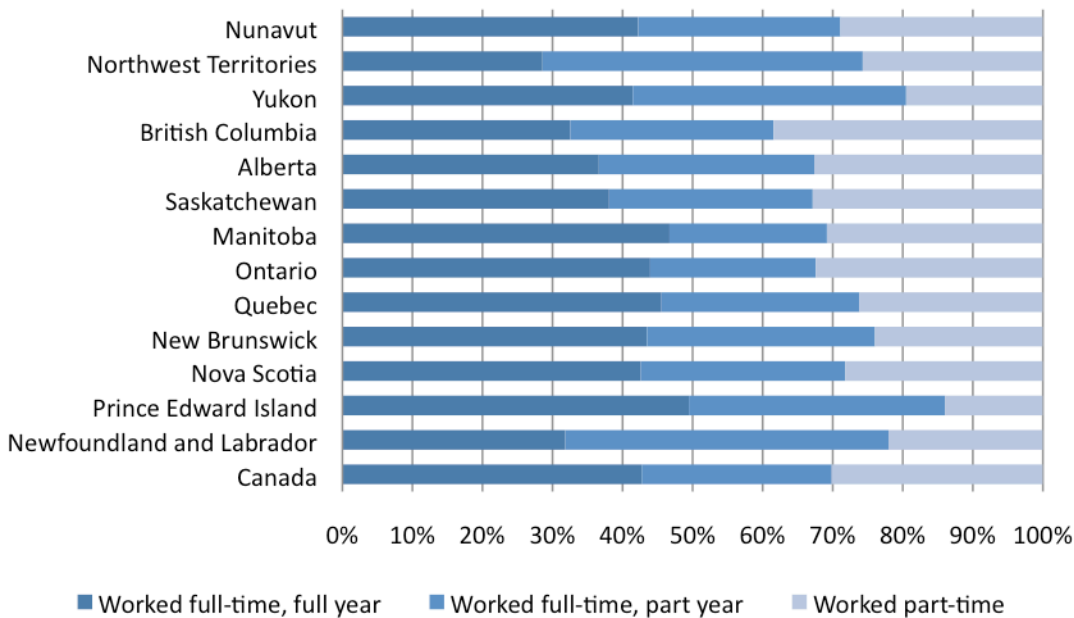
The full- and part-time employment patterns of centre-based ECE/As changed little between 2000 and 2005. As well, in 2005 a lower percentage of centre-based ECE/As worked full-time, full-year than the average of all occupations.¹⁶ Table 2 shows the full- and part-time work patterns of ECE/As in 2000 and 2005.

Table 2. Employment patterns of ECE/As 2000 and 2005¹⁷

Year	Worked full-time, full-year	Worked full-time, part-year	Worked part-time
2000	40%	26%	31%
2005	43%	27%	30%

Chart 6 shows full- and part-time employment by province and territory. ECE/As in British Columbia had the highest rate of part-time employment and Prince Edward Island had the lowest. A considerable percentage of centre-based ECE/As worked full-time, but for only part of the year. It is not known how many centre-based ECE/As worked part-time or part-year by choice, or because full-time, full-year work was not available.

Chart 6: Percentage of centre-based ECE/As working full- and part-time in 2005



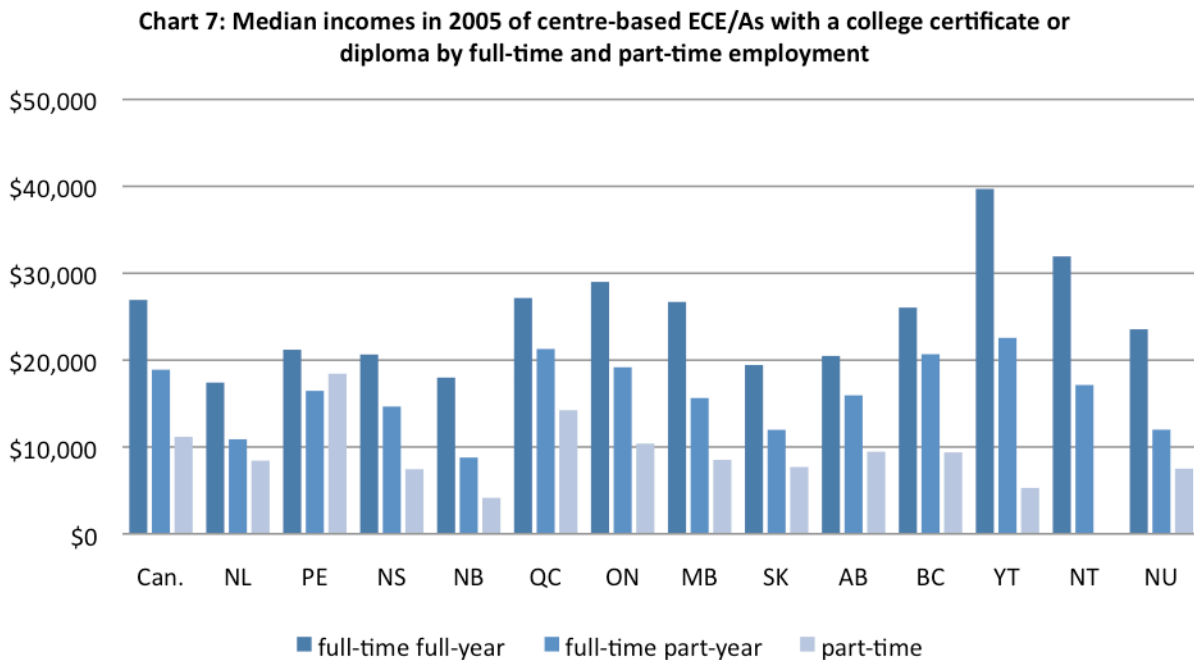
¹⁶ Statistics Canada defines full-time, full-year workers as those who worked 49 to 52 weeks (mostly full-time) in 2005 for pay or in self-employment. Full-time is considered 30 hours or more per week, and part time 1 to 29 hours per week. For further definitions, see: <http://www12.statcan.ca/census-recensement/2006/dp-pd/tbt/Rp-eng.cfm?TABID=6&LANG=E&APATH=3&DETAIL=0&DIM=1&FL=A&FREE=0&GC=01&GID=855643&GK=1&GRP=1&PID=90652&PRID=0&PTYPE=88971,97154&S=0&SHOWALL=0&SUB=0&Temporal=2006&THEME=76&VID=15900&VNAMEE=&VNAMEF=&D1=0&D2=0&D3=0&D4=0&D5=0&D6=0>

¹⁷ Percentages for 2001 do not add up to 100%, as the “did not work” category has been omitted.

Chart 7 shows the 2005 incomes of centre-based ECE/As by full- and part-time employment with a college certificate or diploma:

- Full-time, full-year ECE/As earned \$26,927.
- Full-time, part-year ECE/As earned \$18,902.
- Part-time ECE/As earned \$11,165.

This means that in most provinces and territories a majority of centre-based ECE/As earned well below \$20,000 per year. Quebec, British Columbia and Yukon were the only jurisdictions where the median income of centre-based ECE/As working full-time, part-year was higher than \$20,000.



Educational attainment and its impact on wages and hours of work

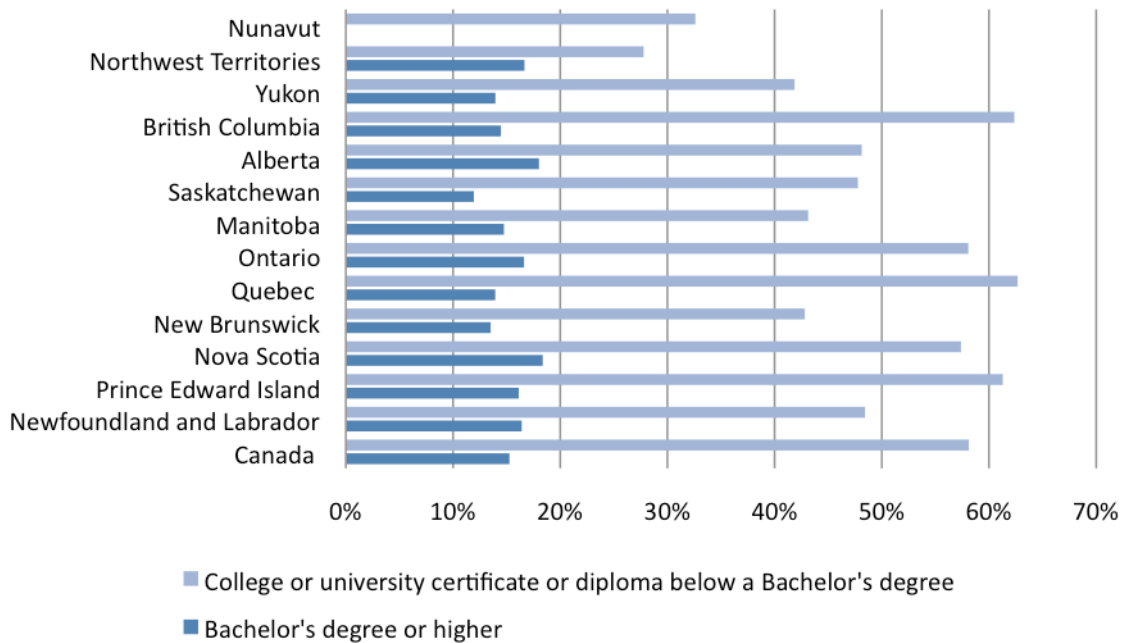
Between 2001 and 2005 the overall percentage of ECEA/s with a post-secondary education increased. In 2005, 73.4% of all centre-based ECE/As had a post-secondary credential, compared to 66.8% in 2000 (Table 3).

Table 3: Educational attainment of early childhood educators and assistants 2000 and 2005

Highest credential	Centre-based ECE/As		Family child care providers	
	2001	2005	2001	2005
Certificate or diploma below a Bachelor’s degree	52.9%	58.1%	37.5%	44.7%
Bachelor’s degree or higher	13.9%	15.3%	8.3%	9.5%
Total with post-secondary credential	66.8%	73.4%	45.8%	54.2%

Chart 8 shows the percentage of centre-based ECE/As with post-secondary credentials in 2005 by province and territory.

Chart 8 : Educational attainment of centre-based ECE/As in 2005



There was an association between higher education and higher incomes in all provinces and territories except Nunavut (Table 4):¹⁸

- Overall, the full-time incomes of those with certificates or diplomas were approximately 43% higher than those with only high school completion.
- Centre-based ECE/As in Manitoba and Ontario had the highest income differences for those with certificates or diplomas compared to those with high school completion—58% and 45% respectively.
- Educational attainment appears to make an even greater difference to the median income in 2005, when the full-time incomes of centre-based ECE/As with certificates or diplomas were 32% higher than those with only high school completion.

Table 4: Median full-time incomes of centre-based ECE/As in 2005, by educational attainment (\$)

	High school graduation	College certificate or diploma	Bachelor's degree or higher
Newfoundland and Labrador	14,738	17,411	24,000
Prince Edward Island	15,281	21,198	24,089
Nova Scotia	14,307	20,644	23,936
New Brunswick	15,059	17,989	21,906
Quebec	20,921	27,153	30,311
Ontario	19,982	29,001	30,270
Manitoba	16,910	26,702	28,209
Saskatchewan	15,576	19,439	24,257
Alberta	16,028	20,479	22,833

¹⁸ Nunavut and the Northwest Territories do not require an early childhood credential for any staff working in regulated child care programs.

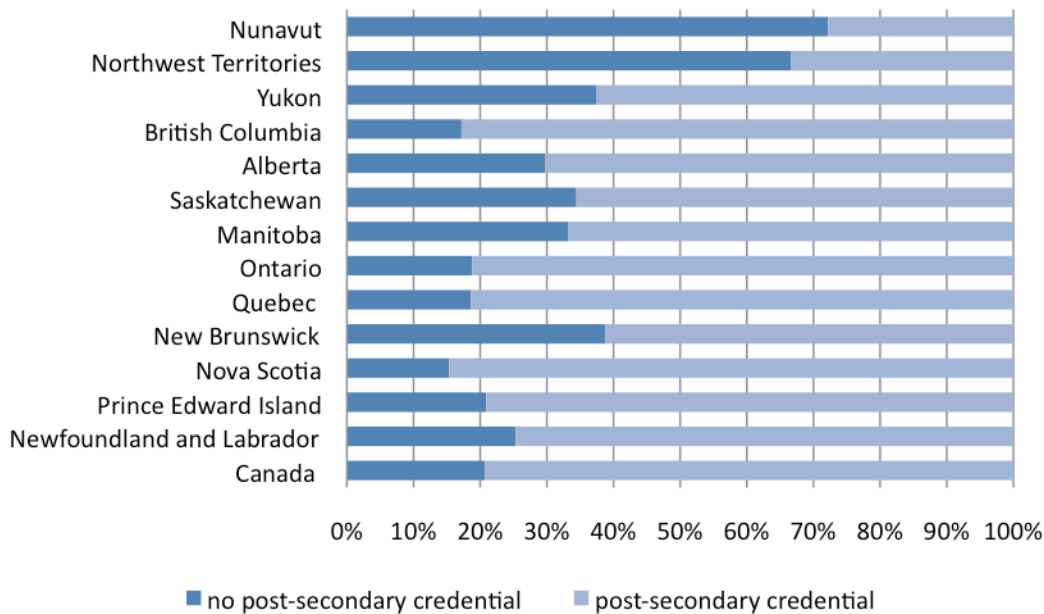
British Columbia	18,031	26,046	28,021
Yukon	28,863	39,707	54,362
Northwest Territories	27,968	31,936	n/a
Nunavut	25,003	23,552	n/a
Canada	18,777	26,927	29,534

More education also corresponded to higher rates of full-time time employment (Chart 9). Of all the centre-based ECE/As who worked full-time, full-year:

- 79% had a post-secondary certificate, diploma or degree
- 65.7% had a certificate or diploma below a Bachelor’s degree
- 13.5% had a Bachelor’s degree or higher

Only in the Northwest Territories and Nunavut—the two jurisdictions that currently have no training requirements—did a majority of those working full-time not have a post-secondary credential.

Chart 9: Percentage of centre-based ECE/As who worked full-time, full-year in 2005 by educational attainment



The impact of financing on wages

Staff wages and benefits usually account for more than 75% of a child care budget. Revenue comes from three main sources:

- Parent fees
- Fee subsidies paid by government on behalf of eligible parents
- Government operating and wage-specific grants (not available to all centres in all provinces and territories)

Some child care centres may also receive in-kind support, including free or low-cost rent; others may receive financial support from their sponsoring organization to offset an operating deficit.

In all provinces and territories (except Quebec) parent fees, or fee subsidies paid on parents' behalf, account for a majority of child care centre funding. As a result, there is a relationship between the fees parents pay and the wages paid to staff. To keep fees as affordable as possible, many centres pay lower wages than the wages paid to people working in other occupations requiring a similar level of education.

In several provinces and territories, fees have been unaffordable for modest and middle income families for a number of years. Fees have also become increasingly unaffordable for some subsidized parents. Most provinces and territories set maximum fee subsidies payable according to the age of the child, while child care centres can charge what the market will bear, or what they need to charge to pay higher wages to staff.

Administrative data collected from provinces and territories in 2010¹⁹ showed that fees continued to be the lowest in funded centres in Quebec, at \$7 per day (or \$154 per month), as they were in 2004. In other provinces and territories monthly fees for a two-year-old ranged from a low of \$414 in Manitoba to a high of \$850 in British Columbia (Table 5).²⁰

Table 5: Average full-time monthly fees for a two-year-old, 2010

Newfoundland and Labrador	\$599
Prince Edward Island	\$599
Nova Scotia	\$616
New Brunswick	\$462
Quebec	\$154
Ontario	Information not available
Manitoba	\$414
Saskatchewan	\$514
Alberta	\$726
British Columbia	\$850
Yukon	\$630
Northwest Territories	\$600
Nunavut	\$599

Targeted wage and other operating grants

In 2010, all provinces and territories provided some form of operating funding to at least some child care centres. In some provinces and territories the amounts for operating funds were based on the educational level of staff; in others, a percentage of operating grant funding had to be applied to staff wages and benefits. In some cases operating funds were based on the hours of a centre's operation and the ages of children served, and were not specifically tied to wages.

Between 2004 and 2010, funding changes and increases occurred in a number of provinces and territories. These changes included:

¹⁹ Human Resources and Skills Development Canada (2012) *Public Investments in Early Childhood Education and Care in Canada 2010*. Available at: <http://www.ecd-elcc.ca/eng/ecd/ececc/page00.shtml>. This report is similar in format and information to *Early Childhood Education and Care in Canada* (1992, 1995, 1998, 2001, 2004, 2006, 2008) developed and published by the Childcare Resource and Research Unit.

²⁰ Where provinces and territories provided daily rates, monthly fees were calculated at 22 days/month. Fee information was not available from Ontario.

- An increase in 2008 in **Newfoundland and Labrador**'s educational supplements for staff with a one-year ECE credential (Level I certification) to \$3,330 annually from \$2,080. The supplements for those with at least a two-year diploma (Levels II-IV) increased to \$6,660 per year from \$4,160. Quarterly payments are made directly to staff.
- The introduction of Early Years Centres in **Prince Edward Island**, which include province-wide wage scales, increased training requirements for staff and regulated maximum parent fees. The centres were a key reform to the governance and delivery of early childhood programs stemming from proposed changes in the government's 2010 *The Early Years Report – Early Learning in PEI: An Investment in the Island's Future*. The Early Years Centres were approved by government through an application process. Funding is based on the total wages and benefits for all program staff according to the provincial wage scale, divided by 0.78, less 90% of parent fee revenue, according to the provincial fee schedule. In 2010 there were 41 Early Years Centres.
- The introduction of an Early Childhood Enhancement Grant (ECEG) in **Nova Scotia** in 2010. The ECEG is available to all licensed full-day and part-day child care facilities and is intended to help promote increased salary and benefits. It is a formula-based grant that takes into account the average number of enrolled children, their ages, the required child:staff ratios for different age groups and the educational level of staff. As of May 2012, per diems were \$42 for Level 3 staff (an ECE degree), \$40 for Level 2 staff (an ECE diploma) and \$32 for a Level 1 staff (equivalent status). Eighty percent of the grant must be used for salaries and benefits; 15% may be used for operating expenses and 5% for professional development.

The ECEG replaced the Child Care Stabilization Grant (CCSG) and the Child Care Operating Grant (CCOG). The CCSG was intended to improve wages; it provided \$4,500 per year per trained staff and \$1,200 per year per untrained staff according to regulated staff:child ratios. At least 80% had to be spent on salaries. The CCOG provided \$8 per day per full-day occupied space for infants; \$3 for toddler and preschool children; and \$2 for school-age children.

- The creation of an Early Learning and Child Care Trust Fund in 2005/06 in **New Brunswick**. Created with funds received through the federal government Early Learning and Child Care Agreement, the funding was carried forward to fund future New Brunswick government investments in early learning and child care. The fund allowed for increases to the Quality Improvement Funding Support Program (QIFS) to provide further increases to the wages of child care staff. Effective 2008, all eligible staff working at a facility that receives QIFS received a minimum hourly wage of \$10.31/hour (without ECE) and \$11.86/hour (with ECE or recognized training).
- Steady increases in **Manitoba**'s operating grants to funded, non-profit centres. In 2010, annual operating grants were \$9,620 per infant space, \$3,562 per preschool-age space and \$1,340 per school age space. These are up from \$6,760, \$2,132 and \$606, respectively, in 2004.

The Manitoba Child Care Association also developed a market competitive wage scale in 2007. The wage scale is voluntary and based on an analysis of the skills, abilities and knowledge required in all positions in child care that would help child care programs compete with other sectors with comparable jobs. The scale replaced the Salary Guideline Scales that MCCA

previously used. In 2010 the proposed hourly wage range for an early childhood educator with at least a two-year ECE diploma was \$16.44-\$20.54, or \$34,186-\$42,733 per year for a full-time position.²¹

- An increase in **Saskatchewan's** early childhood services grant effective April 2009 to the equivalent of \$1,830 per month per staff required by child:staff ratios, up from \$775 in 2004.
- Significant increases to accreditation and pre-accreditation funding in **Alberta**. In 2010, pre-accredited centres received Staff Support Funding of \$2.70 per hour per Child Development Worker (with a one-year ECE certificate or equivalent), and \$4.42 per hour per Child Development Supervisor (with a two-year diploma or equivalent); accredited centres received \$4.05 per hour and \$6.62 per hour, respectively. Centres also receive a benefit contribution grant of 16% of the Staff Support Funding.
- In **Yukon** there was a 30% increase to funding for child care wages in 2008, and an additional 35% increase in 2009.
- In 2007, **Northwest Territories** increased its operating funding to centres by 30%. Rates vary from \$3.00 -\$29.80 per occupied space per day, depending on the age of the child and the location of the program.
- In 2010 **Nunavut** increased its operating funding to centres by 10%.

The increases in funding allocation appear to have had a positive impact on wages in most provinces and territories, with the greatest percentage increases taking place in New Brunswick, Saskatchewan and Alberta. As noted in the 2005 CCHRSC paper, wage information that is reported as part of PT administrative data is not directly comparable to income data reported through the census because the methods of collecting administrative data are different from the census, as well as across jurisdictions. However, since previous administrative wage information was within \$1,000-\$2,000 of the corresponding census data, the 2005 census data and the 2010 administrative wage information (where available) are presented together in Table 6, to look at general trends over time.

Table 6: Median full-time incomes/wages in 2005 and 2010 for qualified program staff with a post-secondary qualification

	Median income 2005	Annual full-time equivalent 2010 ²²
Newfoundland and Labrador	\$17,411	Information not available
Prince Edward Island	\$21,198	\$22,819 - \$25,578
Nova Scotia	\$20,644	\$20,548 ²³
New Brunswick	\$17,989	\$27,040
Quebec	\$27,153	\$29,342 - \$38,878

²¹ In 2012 the Minister of Family Services and Labour announced an increase in operating funding and maximum parent fees to help increase staff wages. The first fee increase in 12 years took effect July 2012, of \$1/day, and will be raised by an additional \$1/day in 2013. Rates for school age care will increase by \$0.35/day.

²² With the exception of Nova Scotia, all provinces and territories that collect wage information report hourly rates. Full-time annual equivalents have been calculated using a 35-hour paid workweek, or 1,827 hours/year.

²³ The amount reported for Nova Scotia is prior to disbursement of Child Care Operating and/or Stabilization Grant funding, so actual wages were higher.

Ontario	\$29,001	Information not available
Manitoba	\$26,702	\$29,670 - \$32,210
Saskatchewan	\$19,439	\$24,281 - \$31,260
Alberta	\$20,479	\$29,305 - \$31,772
British Columbia	\$26,046	\$27,405 - \$31,059
Yukon	\$39,707	\$34,348 - \$37,600
Northwest Territories	\$31,936	Information not available
Nunavut	\$23,552	\$34,932
Canada	\$26,927	Information not available

Increased government funding

Government funding allocations for regulated child care increased substantially between 2004 and 2010 in all provinces and territories, except for the Northwest Territories, where the allocations remained unchanged (Table 7).²⁴ In four provinces and territories the allocations more than doubled; the greatest increases were in Alberta and Saskatchewan at 256% and 174% respectively. The overall increase in allocations during that six-year period was 45.6%. The overall increase between 2001 and 2004 was 27.1%.

Table 7: Government Allocations for Regulated Child Care in 2004 and 2010 in actual dollars

	2004/05	2009/10	%change
Newfoundland and Labrador	9,636,000	20,523,000	113.0
Prince Edward Island	4,682,000	6,432,000	37.4
Nova Scotia	19,768,000	39,033,000	97.5
New Brunswick	13,900,000	28,936,000	108.2
Quebec	1,560,000,000	1,998,720,000	28.1
Ontario	497,400,000	801,800,000	61.2
Manitoba	73,004,000	116,551,000	59.7
Saskatchewan	19,639,000	53,716,000	173.5
Alberta	53,600,000	190,627,000	255.6
British Columbia	140,725,000	227,514,000	61.7
Yukon	5,197,000	7,359,000	41.6
Northwest Territories	2,542,000	2,542,000	0.0
Nunavut	1,786,000	2,775,000	55.4
Canada	2,401,879,000	3,496,528,000	45.6

Child care expansion

In 2010 there were 921,841 regulated child care spaces in Canada, an increase of 24% since 2004. The coverage (the percentage of child care spaces relative to the child population) increased steadily between 2004 and 2010 in all provinces and territories except Nunavut, where there was a slight

²⁴ Historically, spending was less than the allocation for child care. Actual spending in the Northwest Territories increased between 2004 and 2010.

decrease. In 2010, there was a wide variation in coverage across provinces and territories, ranging from a low of 7.2% in Saskatchewan to a high of 37.4% in Quebec (Table 8).

Table 8 Percentage of children 0-12 for whom there was a regulated child care space 2004, 2006, 2008 and 2010²⁵

	2004	2006	2008	2010
Newfoundland and Labrador	6.8	8.3	9.2	9.6
Prince Edward Island	18.9	20.0	22.2	25.9
Nova Scotia	9.6	10.3	11.6	13.0
New Brunswick	11.0	12.9	16.2	19.6
Quebec	29.9	34.8	36.1	37.4
Ontario	10.7	12.0	13.6	14.9
Manitoba	14.3	14.5	15.5	16.8
Saskatchewan	4.9	5.9	6.3	7.2
Alberta	12.3	12.9	13.7	14.7
British Columbia	13.7	13.8	15.4	17
Yukon	29.2	28.4	27.9	29.5
Northwest Territories	13.1	17.5	20.5	21.7
Nunavut	11.6	10.9	11.2	11.3
Canada	15.5	17.2	18.6	19.9
Total number of regulated child care spaces in Canada				921,841

Table 9 shows the variations across provinces and territories in the provincial/territorial funding allocation per regulated space in 2010 and the changes since 2004:

- There was an increase in allocations per space in all jurisdictions except the Northwest Territories.
- Between 2004 and 2010, Alberta increased its funding allocations per space by 174.6%—the highest increase in allocations of all provinces and territories.
- In 2010, the provinces and territories with the highest allocations per space were Quebec and Yukon at \$5,268 and \$5,143, respectively, and the lowest were in the Northwest Territories and New Brunswick at \$1,424 and \$1,540.

²⁵ Source: for 2004, 2006 and 2008—Beach, J., Friendly, M., Ferns, C., Prabhu, N. & Forer, B. (2009) *Early Childhood Education and Care in Canada 2000*, Toronto, ON: Childcare Resource and Research Unit; for 2010—Human Resources Development Canada (2012) *Public investments in early childhood education and care in Canada*.

Table 9: Allocation in actual dollars for each regulated child care space by province and territory 2004 and 2010

	2004	2010	% change
Newfoundland and Labrador	\$1,958	\$3,310	69.1
Prince Edward Island	\$1,137	\$1,265	11.3
Nova Scotia	\$1,549	\$2,552	64.8
New Brunswick	\$1,168	\$1,540	31.8
Quebec	\$4,849	\$5,268	8.6
Ontario	\$2,406	\$2,901	20.6
Manitoba	\$2,848	\$3,967	39.3
Saskatchewan	\$2,483	\$4,952	99.4
Alberta	\$846	\$2,323	174.6
British Columbia	\$1,754	\$2,341	33.5
Yukon	\$3,796	\$5,143	35.5
Northwest Territories	\$2,085	\$1,424	-31.7
Nunavut	\$1,091	\$2,733	150.5
Canada	\$3,223	\$3,792	17.7

Conclusion: Challenges remain, but public funding and wages have increased

The 2006 census data show that the incomes of centre-based ECE/As have increased since 2001, but still fall considerably below the average incomes of all occupations. There are numerous challenges to further increasing the wages of the child care workforce. Parent fees are still a main driver of staff wages. Fees have increased in some provinces and territories, and in some large cities such as Toronto, Ottawa and Vancouver, fees were considerably higher than the provincial averages. However, programs still must try to keep fees relatively affordable, and this often results in lower wages. As well, even though hourly wages and full-time incomes of centre-based ECE/As increased in recent years, only a minority worked full-time, full-year, although as previously noted it is not known whether this was largely by choice or because of a lack of available work.

Public funding, planning and management are key to a stable system that supports quality for children and the staff needed to provide that quality. In *Starting Strong II*, the final report of the 20-country Thematic Review of Early Childhood Education and Care, the Organisation for Economic Cooperation and Development (OECD) stated:

Significant public funding is necessary to support sustainable and equitable early childhood education...without this..., a shortage of good quality programmes, unequal access and segregation of children according to income follows. When the main burden of costs falls on parents, children from disadvantaged backgrounds become less represented in ECEC provision or the quality of provision is inadequate (OECD, 2006: 112).

The report also noted:

...the review suggests that direct public funding of services brings, in the majority of countries reviewed, more effective control, advantages of scale, better national quality, more effective training for educators and a higher degree of equity and access and participation than consumer subsidy models (OECD, 2006: 114).

As this paper shows, in much of Canada wages for early childhood staff remained considerably lower than those of comparable jobs between 2001 and 2010, and fees were beyond the reach of many parents. However, it also appears that progress was made on several fronts in most provinces and territories:

- Public funding increased.
- The income ceilings at which parents are eligible for a subsidy rose.
- The percentage of children 0-12 for whom there was a regulated child care space increased (due to a combination of declining population in some provinces and territories and an increase in the number of spaces.)
- Wages of centre-based ECE/As increased.

As of 2012, three jurisdictions—Quebec, Manitoba and Prince Edward Island—had province-wide wage scales and maximum parent fees in funded centres, with operating funding sufficient to pay those wages. In another four jurisdictions—Newfoundland and Labrador, Nova Scotia, New Brunswick and Alberta—the educational qualifications of staff are taken into account in the operating or wage funding programs.

Consistent and comparable data on the child care sector continues to be very limited. To date, the census has provided the most consistent data, but the occupational classifications still present some limitations to examining early childhood educators working in regulated child care centres.

PT administrative data is not always comparable across jurisdictions since it is collected and reported in different ways. For example, wage information might be collected through a provincial survey, from grant reporting forms, or not collected at all. Between 1987 and 2009, the Toronto-based Childcare Resource and Research Unit published eight editions of *Early childhood education and care in Canada*. This publication provided a detailed summary of provincial/territorial statistical information, policies, regulations and funding of regulated child care, and included kindergarten since 2001. Funding is no longer available for this publication, so the future compilation of similar information is uncertain.

The last major pan-Canadian survey of the child care sector was in 1998, and the results were reported in *You Bet I Care! A Canada-wide study on: Wages, working condition, and practices in child care centres*. In the summer and fall of 2012, the CCHRSC conducted similar surveys of child care staff and employers (*You Bet We Still Care!*). The results will include information on characteristics of child care staff with respect to their educational qualifications, wages, hours of work, job satisfaction and terms/conditions of employment. The data should provide an up-to-date profile of individuals working in full-day child care centres serving children 0-6, and the centre characteristics and practices that are related to recruitment and retention, as well as the basis for future research on the early childhood workforce.

A note about the data

Since there are no regularly collected pan-Canadian statistics on members of the child care workforce, census data provides the most comparable information on incomes, using custom tabulations on the National Occupational Classification for Statistics (NOC-S) category E217 - early childhood educators and assistants (ECE/As). However, this information is not necessarily comparable to provincial and territorial administrative data on wages in the sector. This is because the census data may include people who work in unregulated preschools and other settings; and those with postsecondary credentials in fields other than early childhood education. Census income figures could include earnings from other jobs ECE/As may have had. As well, since many provinces and territories do not regularly collect this information, it is difficult to examine the specific impact of policy changes on wages.

Data Sources

Data specific to early childhood educators and assistants in Charts 1, 2, 3, 4, 5, 6, 7, 8 and 9, and data in Tables 1, 2, 3, 4 and 6 (2005): Statistics Canada, 2006. National occupational classification for statistics (NOC-S) 2006. Catalogue no. 12-583-XIE. Custom tabulations initially conducted by Statistics Canada for Beach, J.; Friendly, M.; Ferns, C.; Prabhu, N. & Forer, B. (2009). *Early childhood education and care in Canada 2008* Toronto, ON: Childcare Resource and Research Unit.

Data in Charts 3 and 4, on All Occupations: standard census tables: Statistics Canada, 2006 Census of Population, Statistics Canada catalogue no. 97-563-XCB2006060 (Canada, Code 01).

Data in Charts 4 and 5, and in Tables 2 and 3, also includes data from Statistics Canada 2001: National occupational classification for statistics (NOC-S) E217: Early childhood educators and assistants (ECE/As). Catalogue 12-583-XPE. Custom tabulations conducted by Statistics Canada for the Child Care Human Resources Sector Council Labour Market Update.

Unless otherwise noted in the report, data in Tables 5, 6 (2010), 7, 8, 9: Human Resources Development Canada (2012) *Public investments in early childhood education and care in Canada 2010* <http://www.ecd-elcc.ca/eng/ecd/ececc/page00.shtml>