

A stylized face graphic composed of geometric shapes. The left side of the face is a large yellow shape. The right side is a green shape with a white rectangular box containing the text 'I CARE' in yellow. The mouth is a yellow circle. The background is a green shape with a white rectangular box containing the text 'you bet' in white. The overall design is bold and graphic.

you bet

I CARE

!

A Canada-Wide Study on:
**Wages, Working Conditions,
and Practices in Child Care
Centres**



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**Wages, Working Conditions,
and Practices in Child Care Centres**

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Summary of Findings

Introduction

You Bet I Care! was a replication of the 1991 *Caring for a Living* survey on wages and working conditions in child care centres, augmented by the collection of some additional data on centre practices. Readers should note that it was not a longitudinal study of the same centres over time. As a result, comparisons between 1991 and 1998 reflect both real changes in the field and some differences due to different samples and methodologies. As in 1991, eligibility to participate in the study was restricted to centres that provided full-time services (at least six consecutive hours a day) for children in the age range of zero to six.

Information for *You Bet I Care!* was collected between June and August 1998 through three mail-out questionnaires. The first questionnaire sought information on centres — for example, on services provided and sources of revenue. The other two sought personal information and opinion from directors and teaching staff respectively. The three questionnaires are presented in Appendices A, B, and C.

A Centre Questionnaire, a Director Questionnaire and sufficient Staff Questionnaires for all teaching staff were mailed to a random sample of 1,798 centres. We obtained 848 usable Centre Questionnaires, 848 usable Director Questionnaires, and 4,154 Staff Questionnaires.¹ Responses were received from centres in all 10 provinces, the Northwest Territories and the Yukon (note that Nunuvut was part of the Northwest Territories at the time of data collection).

This report presents information for Canada as a whole and, where appropriate, by province/territory or by respondents' position. It also provides comparisons between the 1998 data and that obtained in the 1991 *Caring for a Living* survey, and between non-profit and commercial centres. Since all the municipally operated centres in our sample were from Ontario, three-way auspice comparisons (municipal, non-profit, and commercial) are restricted to Ontario and presented as a stand-alone section in Appendix D.

Main Comparative Findings, 1991 and 1998

- The proportion of teaching staff (assistant teachers, teachers and supervisors combined) without any ECCE education dropped from 42.0% in 1991 to 11.4% in 1998. Teaching staff with a two- or three-year ECCE course or post-diploma credential increased from 31.0% in 1991 to 60.4% in 1998. However, the proportion of teaching staff who had *not* participated in any professional development within the previous 12 months increased from 13.0% in 1991 to 23.8% in 1998.
- Between 1991 and 1998 government funding, other than fee subsidy, was reduced or eliminated in five provinces (Alberta, New Brunswick, Newfoundland/Labrador, Ontario, and Prince Edward Island) and in the Yukon. Wage enhancement grants were implemented in British Columbia and Saskatchewan.
- The purchasing power of the salary received by a single assistant teacher with no dependents *decreased* between 1991 and 1998 in Manitoba, New Brunswick, and Québec, and remained almost the same in every other province except British Columbia and Saskatchewan. The purchasing power of teachers' salaries also *decreased* in Manitoba as well as in Newfoundland/Labrador and Prince Edward Island. It remained basically the same for teachers in all other provinces, again except British Columbia and Saskatchewan.
- As in 1991, salary levels for some teaching staff positions in some provinces were at or below the Statistics Canada's low-income cut-off (also known as the poverty line). The proportion of *full-time* teaching staff engaging in other paid work increased slightly from 15.0% in 1991 to 17.8% in 1998. Over 80.0% of full-time teaching staff who reported engaging in other paid work stated that they did so in order to earn additional money.
- Between 1991 and 1998 there was only minimal improvement in some benefits — for example, the availability of paid preparation time and benefits that assist staff with their professional development. There was little change in benefits that provide a measure of longer-term security, such as disability insurance, life insurance, or a pension plan.
- The proportion of staff saying that they believed professionals in other fields respect their work dropped sharply from 42.0% in 1991 to 19.9% in 1998. The proportion believing that the public at large respects child care providers dropped from 16.0% in 1991 to 8.2%.
- The proportion of teaching staff who said they would not choose child care as a career again almost doubled from 16.2% in 1991 to 35.1% in 1998. However, there was a slight decrease in the turnover rate for teaching staff between 1991 and 1998, from 26.0% to 21.7%.

- In both 1991 and 1998, teaching staff and directors cited “providing a better salary” as the most important thing needed to make child care a more satisfying work environment. The second most frequently cited item was “promoting more respect for people working in child care.”
- A higher proportion of centres provided full-time infant care in 1998 than in 1991 (40.0% and 34% respectively). This was also true for full-time care for 5-year-olds, which was provided by 29.0% of centres in 1991 but by 57.0% in 1998. A higher proportion of centres in 1998 provided part-time care for each age group (infants, toddlers, preschoolers, and school-aged) than in 1991.
- Between 1991 and 1998, substantial fee increases above the national average increase occurred in Alberta for infants (an average increase of 60.2%), toddlers (an increase of 42.7%), and preschoolers (an increase of 39.9%). The increase in fees for infants was also substantially above the national average of 12.5% in Manitoba (an increase of 36.1%) and Québec (31.4%). In other jurisdictions, the fee increases between 1991 and 1998 were below, or close to, the national averages for all three age groups.

Subsections and/or tables throughout the text provide additional comparisons of the 1991 and 1998 findings.

The Job

- Over 80.0% of teaching staff (assistant teachers, teachers and supervisors combined) reported that they worked exclusively with one group of children as opposed to splitting their time among different groups.
- A substantial number of teaching staff are providing care and education for children who have a disability, health problem, and/or severe emotional/behavioural problem. Nearly three-quarters of centres reported that they included at least one child who has special needs and almost one in eight centres reported having five or more such children.
- Teaching staff are also helping children who speak another language at home to learn English or French, an important part of school-readiness. Based on survey information, we estimate that approximately 20,000 children age 0 to 6 enrolled in child care centres have neither English nor French as their mother tongue.
- Teaching staff engage in considerable amounts of multi-tasking, that is, caring for children while also interacting with parents, or supervising students, or doing a task such as activity preparation (see Table 3.8, Chapter 3).
- Nearly half of all teaching staff (46.0%) reported that they were responsible for supervising ECCE students who are on practicum placement.
- More than half of the centre directors (57.4%) had direct responsibility for the care and education of a group of children.

- On average, directors reported spending 18.0% of their time interacting with parents — for example, in face-to-face conversations and telephone calls.
- Nearly half of the directors (46.9%) reported being involved in a community committee related to services for children and/or families. The directors reported spending, on average, 3.8 hours a month in collaborative work with other community agencies.

Staff Characteristics

- 98.3% of the teaching staff (assistant teachers, teachers, and supervisors) and 96.4% of the directors in our sample were women.
- 42.4% of teaching staff were between 25 and 34 years of age, only 0.8% were younger than age 20, 6.6% were age 50 or older.
- 42.6% of directors were between 35 and 44 years of age, only 1.7% were between 20 and 24 years of age, 13.9% were age 50 or older.
- 29.8% of teaching staff and 38.9% of directors had a child or children 12 years of age or younger living with them.
- 77.6% of teaching staff and 86.3% of directors had lived in their present community for more than five years.
- Nationally, nearly a third of teaching staff who responded to the survey (31.8%) had worked in the child care field for over 10 years. The second largest proportion, 27.8%, had worked in the field for between 5 and 10 years. Only 5.7% of teaching staff reported having worked in child care for less than one year.
- 64.0% of child care directors had been in the field for 11 or more years. Only 6.6% had been working in child care for less than four years.
- Of the teaching staff who had been in the field for over five years, 62.1% had worked in only one centre while an additional 21.7% had worked in two centres.
- Among directors who had been in the field for more than six years, 69.4% had worked in only one centre, while an additional 20.6% had worked in two centres.

Staff Education

- Taken altogether, 70.8% of all teaching staff in 1998 were holders of a one-, two- or three-year ECCE credential or post-diploma credential, an increase over the 58.0% reported in the 1991 *Caring for a Living* survey.
- An ECCE-related B.A. or higher degree was reported by 10.9% of teaching staff (assistant teachers, teachers, and supervisors combined) in 1998, compared to 7.0% in 1991.

- A course lasting less than a year was reported as their highest level of ECCE training by 26.2% of teaching staff in Alberta, 23.1% in the Yukon, and 22.6% in Saskatchewan.
- 11.4% of all teaching staff lacked any specific training related to early childhood care and education (ECCE). Those jurisdictions that were substantially higher than the national average in this respect were New Brunswick (36.0%), Manitoba (21.9%), and Saskatchewan (17.4%).
- Approximately one in seven teaching staff (14.3%) reported their highest overall educational level as a high-school diploma or less. Those jurisdictions that were substantially higher than the national average in this respect were New Brunswick (30.8%), Manitoba (28.8%), Alberta (28.5%), and Saskatchewan (28.0%).
- Overall, 74.3% of directors reported having a two-year or higher ECCE credential. Nearly a quarter of all directors (19.9%) reported an ECCE-related B.A. or higher degree. However, nearly half of Québec directors (47.8%) and over a third of New Brunswick directors (39.2%) lacked any ECCE training.
- Only 27.7% of directors had any training or education in business administration or the management of a child care centre. Yet 68.0% of directors indicated that specific course work in administration should be a prerequisite for the position.
- In the non-profit sector, 10.0% of teaching staff lacked any ECCE education, 14.5% had an ECCE course lasting one year or less, and 58.8% reported a two- or three-year ECCE credential. Among staff working in commercial centres, 16.1% lacked any ECCE education, 26.5% reported a course lasting a year or less, and 42.7% had a two- or three year ECCE credential. Province and auspice are co-related, with provinces that have a high proportion of commercial centres tending to have low regulatory standards for staff education in ECCE.
- Among directors, 16.9% in the non-profit sector and 20.1% in the commercial sector lacked any ECCE education.

Participation in Professional Development

- On a Canada-wide basis, 76.2% of teaching staff had participated in some form of professional development in the previous 12 months. The extent of participation varied from 49.9% of teaching staff in New Brunswick to 92.4% in Prince Edward Island. Most often the professional development activities were “one shot” workshops or conferences; only 6.3% of teaching staff reported having been involved in a credit course that would lead to a higher credential.
- The proportion of teaching staff reporting that they had not participated in professional development during the previous year rose from 13.0% in 1991 to 23.8% in 1998. The most frequently cited barriers to professional development were: the cost of participation (47.7% of responses), lack of information about professional development opportunities (41.1%), and inability to obtain release time (30.5%).
- 88.5% of directors had participated in some professional development activity in the previous 12 months and 10.1% reported taking credit courses that would lead to a more advanced credential.

Working Conditions and Benefits

- In our sample, 90.6% of teaching staff (assistant teachers, teachers, and supervisors) reported that they worked full-time, that is, 30 or more hours per week.
- On a Canada-wide basis, 13.4% of centres reported having some unionized staff.
- Nationally, the mean number of scheduled hours of work reported by full-time teaching staff was 37.6 hours per week. For directors it was 38.1 hours per week.
- Many teachers and directors in specific jurisdictions basically “donate” a day of job-related unpaid work per week. For example, the mean number of unpaid hours of work per week reported by full-time teachers was 7.3 hours in Prince Edward Island and 6.5 hours in Nova Scotia. On a Canada-wide basis, directors reported an average of 9.8 hours of unpaid centre-related work per week.
- In 1998, approximately one in seven teaching staff (14.4%) was employed on a time-limited contract. According to directors, the use of time-limited contracts for teaching staff had increased in the past three years in 20.4% of centres, while decreasing in only 1.3%. The most frequently cited reason for this increased use was to cover maternity and other leaves of absence (cited by 50.1% of directors).
- A high percentage of teaching staff reported having been sent home from work within the previous 12 months on one or more occasions because of low child attendance. Nationally, this had happened to 19.2% of assistant teachers, 15.3% of teachers and 16.1% of supervisors. Notes attached to some questionnaires indicated that the person had not been paid, or was paid for only part of the day, when sent home.
- Two-thirds of teachers (66.0%) had a paid coffee break, but only 37.0% had a paid lunch break.
- Approximately half of teaching staff reported that they had paid preparation time (39.0% of assistant teachers and 54.0% of teachers).
- Nearly two-thirds of teaching staff reported having access to a room set aside for staff use only (62.0% of assistant teachers and 60.0% of teachers).
- The majority of teaching staff are women in their child-bearing years. Approximately two-thirds of centres provide their staff with unpaid job-protected maternity/parental leave (59.0% of assistant teachers and 64.0% of teachers). Centres reported providing a top-up of E.I. maternity/parental leave for 6.0% of assistant teachers and 16.0% of teachers.
- To some extent, low wages can be augmented by benefits that provide some measure of longer-term security. Among full-time teachers, 74.0% have paid sick days with a national average of 7.6 days per year, 58.0% work in a centre that provides extended health care, 39.0% had short-term disability insurance, and 48.0% had long-term disability insurance. Only 25.0% of full-time teachers had jobs where contributions were made by the centre to a retirement fund or pension plan.

Wages

All findings related to wages should be interpreted within the context of the external environment. For example, child care salary levels tend to be lowest in provinces where the average provincial salary level is low across all occupations. Some provinces provide certain types of financial assistance to non-profit centres but not to commercial centres. This practice has a direct impact on centre revenue, budgets, and expenditures.

- Nationally, the annual salary for a full-time teacher in a child care centre was \$22,717. **Note:** this salary level pertains to teachers, defined on the questionnaire as a person who has primary responsibility for a group of children and may also have supervisory responsibility for assistant teachers. In comparison, on a Canada-wide basis, parking lot attendants had an annual salary of \$21,038. in 1996 (the latest year for which information is available).
- As illustrated by Table 6.3, Chapter 6, the purchasing power of an assistant teacher's salary decreased between 1991 and 1998 in Manitoba (–12.6%), New Brunswick (–2.1%), and Québec (–8.7%), and remained virtually static in Newfoundland/Labrador. The purchasing power of a teacher's salary also decreased in this seven-year period in Manitoba (–9.3%) and Prince Edward Island (–3.1%) and remained virtually static in Newfoundland/Labrador, Nova Scotia, and Québec. Real gains in purchasing power were made by assistant teachers and teachers in British Columbia (+14.4% and +15.1% respectively) and Saskatchewan (+ 9.7% and + 20.5% respectively). British Columbia and Saskatchewan implemented wage enhancement grants between 1991 and 1998.
- Salary levels were below the poverty line in 1998 for assistant teachers in New Brunswick, Newfoundland/Labrador, and Nova Scotia, and for teachers in New Brunswick and Newfoundland/Labrador.
- Nearly one-fifth of full-time teaching staff (17.8%) reported that they engage in other paid work. The majority of these people, 81.1%, said they did this other paid work in order to supplement their income. Staff engaging in other paid work did so for an average of 6.7 hours per week on a year-round basis.
- Full-time teaching staff (assistant teachers, teachers, and supervisors combined) in unionized centres earned an average of \$3.32 an hour more than their colleagues in non-unionized programs (the mean hourly wages were \$14.24 and \$10.92 respectively).
- The mean hourly wage for full-time teaching staff was \$12.21 an hour in non-profit programs and \$8.64 an hour in commercial centres.

Feelings about Their Work

- 95.0% of teaching staff reported feeling that they make a positive difference in children's lives. Most teaching staff also stated that their job made good use of their skills (84.4%), was stimulating and

challenging (84.0%), and gave them a sense of accomplishment (82.8%). However, a substantial proportion of teaching staff indicated feeling often that there was insufficient time to do what must be done (54.8%), and/or that by the end of the work day they were physically exhausted (47.9%), and/or emotionally drained (28.4%).

- 94.0% of directors reported feeling that their job made an important difference in the lives of children. Most directors also said that it made good use of their skills and abilities (91.7%), was stimulating and challenging (89.9%), and gave them a sense of accomplishment (86.8%). About nine tenths of directors felt they had reasonable control over important decisions that affect the program or staff (91.7%). However, a substantial proportion of directors indicated feeling often that there was insufficient time to do everything that must be done (76.6%), and/or that by the end of the work day they were physically exhausted (47.6%) and/or emotionally drained (36.6%).

Child Care as a Career

- 94.6% of teaching staff and 93.7% of directors identified the “nature of the work” as among the three most positive aspects of child care as a career. Responses grouped into this category included love from children, a varied and stimulating job, and a people-oriented job.
- Poor pay and promotion opportunities were identified as among the most negative aspects of the job by 75.5% of teaching staff and 73.5% of directors. Lack of respect was the second most frequently cited negative aspect of child care as a career. 19.9% of staff and 27.6% of directors felt that their work was respected by professionals in other fields but only 8.2% of staff and 9.7% of directors felt that it was respected by the public at large.
- In both the 1991 and the 1998 surveys staff were asked “If you were choosing a career now, would you choose child care?” In 1991, 62.4% of teaching staff said “yes.” In 1998, the proportion saying “yes” dropped to 44.4%. The proportion of teaching staff saying “no” nearly doubled from 16.2% in 1991 to 35.1% in 1998. Only 47.3% of directors in 1998 said they would choose a career in child care again while 26.5% said they would not choose it (the 1991 survey did not report director responses separately from teaching staff responses).
- Over a fifth of teaching staff (22.2%) said they did not expect to be in the field in three years’ time. The most commonly cited reason for expecting to leave child care was “low wages.”
- When asked what might make the child care field a more attractive working environment, over 85.0% of teaching staff and directors chose “providing a better salary” and almost as many chose “promoting more respect for people working in child care.” Other frequently cited suggestions included providing more support services to children with special needs, providing paid preparation time, and improving benefits (see Table 7.4, Chapter 7).

Staff Turnover and Vacancy Rates

- On a Canada-wide basis, 21.7% of teaching staff had left their jobs in the previous 12 months (28.2% of assistant teachers, 21.9% of teachers, and 15.5% of supervisors). Of the teaching staff who left, 38.1% quit voluntarily, 13.3% were fired for poor performance, 11.5% were laid off for reasons such as decreased enrollment or their time-limited contract expired, and 11.0% took a leave of absence (usually maternity or parental leave). The remaining 26.1% left for unstated reasons.
- Nationally, almost two-thirds of centres (64.7%) had at least one teacher and/or assistant teacher leave the centre in the 12 months prior to data collection.
- Teaching staff turnover rates were substantially above the Canada-wide rate of 21.7% in Alberta (44.8%) and Saskatchewan (32.2%).
- On a Canada-wide basis, 38.1% of directors identified one or more staff who left to take another position as having accepted a job outside the child care field. Staff having left to take a position outside the field was reported by the highest proportion of directors in Newfoundland/Labrador (73.2%), Saskatchewan (54.2%), and New Brunswick (53.9%).
- In five provinces, the highest proportion of teaching staff leaving the child care field was at the supervisor level. In three of these provinces (Newfoundland/Labrador, Nova Scotia, and Saskatchewan), all the supervisors who left to accept another job took one outside the child care field. In New Brunswick the proportion was 75.0% of supervisors who left and in Québec it was 50.0%.
- Staff vacancy rates Canada-wide were 4.6% for assistant teachers, 3.0% for teachers, and 4.3% for supervisors. At the time of data collection, 14.9% of centres had at least one teaching staff vacancy.
- There was considerable variation across the provinces in both staff turnover and staff vacancy rates (see Table 8.1 and Section 8.6a, Chapter 8).

Centre Characteristics

- The sample included 531 (62.6%) non-profit centres, 293 (34.6%) commercial centres and 24 (2.8%) centres operated by municipalities. Eligibility to participate in the study was restricted to centres that provide full-time services (at least six consecutive hours a day) for children in the age range of 0 to 6 (and may also serve older children).
- 41.4% of centres provided full- and/or part-time care for children age 0 to 17 months. The provision of infant care varied across provinces with a higher than the national average number of centres serving infants in Alberta (71.2%) and Québec (57.5%), and substantially fewer doing so in British Columbia (20.8%).

- 87.1% of centres provided full- and/or part-time care for toddlers, 97.4% provided full- and/or part-time care for children between 3.0 years and 4.11 years, and 84.0% operated full- and/or part-time care for 5-year-old and school-age children.
- Almost a third of centres (32.3%) provided care across the whole age range from infants to children age 5.0 years and older.
- 80.4% of centres provided both full- and part-time care.
- 93.5% of centres had at least one child whose fee was subsidized by the government. Programs in which three-quarters or more of the children were subsidized were most prevalent in Saskatchewan (57.2% of centres), Manitoba (39.0%) and Ontario (31.0%).
- 12.3% of centres, one in eight, provided at least one service for children at risk or for a special population (early intervention, services for teen parents, ESL/FSL programming, or specialized consultation for children with special needs).
- 40.1% of centres included at least one child whose first language was neither English nor French. In 18.9% of centres, one-tenth or more of the children spoke another language at home. Centres with more than 10.0% of the children speaking a language other than English or French at home were most frequently reported by directors in Ontario (28.0%), British Columbia (17.8%), Manitoba (14.8%), and Québec (14.5%).
- 70.1% of centres included at least one child who had a physical and/or intellectual disability diagnosed by a professional, or was medically fragile and/or who had significant behavioural or emotional difficulties. Almost one in eight centres (12.2%) included five or more children with special needs. The proportion of centres with three or more children who had special needs was highest in Manitoba (45.2%), Ontario (45.9%), and Saskatchewan (49.5%).
- The most frequently identified reason for having been unable to accept a child/children with special needs who had applied to the program was “insufficient funds to provide for the required additional staffing” (55.1% of directors). The second most frequently cited reason was “the building would have required structural modifications” (33.2%).
- 74.8% of centre directors reported having had ECCE students on placement or practicum within the previous 12 months.
- 20.0% of centres reported that they involved parents or other volunteers on a regular basis to work directly with the children. This was reported by a range of centres from 7.4% of centres in Newfoundland/Labrador to 24.7% in Québec. The median number of hours per month of such assistance in centres reporting it was 14.0 hours.
- 13.4% of centres reported having unionized staff. Having unionized staff was most frequently reported by centres in Québec (19.2%), Ontario (18.0%), Saskatchewan (15.5%), and Manitoba (10.3%). Three-quarters of municipally operated centres reported having unionized staff, compared to 16.9% of non-profit centres and 1.0% of commercial centres.

Centre Resources

- While there were substantial differences among centres, both across jurisdictions and between non-profit and commercial auspice, on average centres obtained 49.2% of their cash revenue from parent fees, 30.5% from government fee subsidization, and 17.5% from government grants such as operating or wage enhancement grants. Taken together, these categories accounted for 97.2% of the average centre's revenue.
- Centres in some provinces had a much heavier reliance on parents who pay the full fee than had centres in general — for example, Newfoundland/Labrador (where full-fee parents accounted for 82.1% of the average centre's revenue), Nova Scotia (72.7%) and New Brunswick (68.7%). Parent fees accounted for less than 40.0% of revenue for the average centre in Manitoba (33.9% of revenue) and Saskatchewan (38.3%).
- Fee subsidization provided over a third of the average centre's revenue in Manitoba (40.3%), British Columbia (38.5%), Alberta (36.2%), Saskatchewan (35.0%), and Ontario (34.1%). At the other end of the spectrum, fee subsidies accounted for less than 20.0% of centre revenue in Québec (18.9%) and Newfoundland/Labrador (14.4%).
- Nationally, recurring operating/equipment grants accounted for 9.6% of centres' revenue. Such grants were higher than the national average in Saskatchewan (14.4%), Manitoba (19.9%), and Québec (25.9%). In 1998, they were not available in New Brunswick or in Newfoundland/Labrador and accounted for less than 2.0% of centre revenue in British Columbia (0.9%), Nova Scotia (0.8%), and Prince Edward Island (1.2%).
- Salary enhancement grants were received by 43.5% of centres on a national basis. However, such grants accounted for only 5.9% of the average centre's revenue except in Saskatchewan (6.4%), British Columbia (7.3%), and Ontario (12.7%). Such grants accounted for no or less than 1.0% of centre revenue in Alberta, Manitoba, New Brunswick, Newfoundland/Labrador, and Québec and less than 5.0% in Nova Scotia (4.2%) and Prince Edward Island (2.7%).
- Receipt of specific government grants to assist in the integration of children with special needs was only reported by centres in British Columbia, Saskatchewan, Manitoba, and Québec. These grants did not exceed 0.4% of centre revenues in any jurisdiction.
- Nationally, 51.3% of centres reported that they received some type of in-kind donation. The largest proportions of centres reporting receipt of in-kind donations were in Manitoba (63.9% of centres) and Saskatchewan (60.0%). In-kind donations were reported by less than a third of centres in Newfoundland/Labrador and Prince Edward Island.
- 23.9% of centres reported subsidized rent or rent-free space, 21.0% reported donated toys or equipment, 17.2% reported free or subsidized utilities, and 14.2% reported free or subsidized janitorial/maintenance services.
- 14.1% of centres received both subsidized or fee space and utilities. The majority of these centres were in Saskatchewan (38.2%) and Manitoba (20.4%). The smallest proportions of centres reporting this combination of in-kind donations were in Alberta (6.5%) and New Brunswick (8.0%).

- On a national basis, 38.3% of revenue in commercial centres came from government sources in contrast to 52.1% in the non-profit sector; 27.4% of commercial centres and 65.5% of non-profit centres reported receiving some sort of in-kind donation. Only 3.4% of commercial centres reported subsidized or free rent, compared to 35.4% of non-profit programs.

Parent Fees

- On a national basis, the median monthly fee charged for full-time care in 1998 was \$531.00 for infants, \$477.00 for toddlers and \$455.00 for preschoolers. There was considerable variation across jurisdictions (see Table 10.6, Chapter 10).
- Between 1991 and 1998, substantial fee increases above the national average increase occurred in Alberta for infants (an average increase of 60.2%), toddlers (an increase of 42.7%), and preschoolers (an increase of 39.9%). The increase in fees for infants was also substantially above the national average of 12.5% in Manitoba (an increase of 36.1%) and Québec (31.4%). In other jurisdictions, the fee increases between 1991 and 1998 were below or close to the national averages for each of the three age groups.

Centre Expenditures

- While there were substantial differences among centres, on average centres used 75.3% of their budget for wages, 8.9% for benefits, 10.0% for rent or mortgage, and 5.6% for utilities. Once these fixed costs were covered, 3.0% or less of the average centre's budget remained for food, supplies, toys and equipment, in-service training for staff, repairs or unexpected emergencies, and consultation services. See Table 10.10, Chapter 10.
- The greatest proportion of the budget was spent on wages in Manitoba (82.4%) and Saskatchewan (80.4%). Centres in New Brunswick and Newfoundland/Labrador allocated the lowest proportion of their budget for this expenditure (66.3% and 66.6% respectively).
- The smallest proportion of centres providing staff benefits were in Newfoundland/Labrador and New Brunswick (39.2% and 39.5% of centres respectively). Centres in these two provinces also allocated the lowest proportion of their budgets for staff benefits (3.5% and 2.5%).
- The highest average proportion of budget was allocated for rent or mortgage by centres in New Brunswick (19.8%) and Newfoundland/Labrador (17.2%).
- On a Canada-wide basis, non-profit and commercial centres allocated different proportions of their budget to different expenditures — wages (80.0% and 66.4% respectively), benefits (10.4% and 5.6% respectively), rent/mortgage (6.0% and 18.1% respectively) and utilities (3.6% and 9.7% respectively). Commercial centres were much less likely to receive in-kind donations, especially free or subsidized space or utilities, than centres in the non-profit sector.

Changes in Centres over the Previous Three Years

Directors were asked to identify whether certain changes had occurred in their centre over the three-year period from approximately mid-1995 to mid-1998 and, if so, what had prompted the change.

- Nationally, the majority of centres (69.0%) reported no significant change in revenues from provincial/territorial grants between mid-1995 and mid-1998. The exceptions were a considerable proportion of centres that experienced an increase in Saskatchewan (41.4%) and Québec (25.0%) or a decrease in New Brunswick (35.5%) and Alberta (64.7%). The increase in Québec may reflect the beginning of the implementation of the government's \$5.00 a day fee for parents which involved the government topping up the cost for each eligible child through a grant to the centre.
- Fee subsidies as a source of revenue remained generally unchanged for most centres (71.0%). The exceptions were a considerable proportion of centres in Alberta and Saskatchewan which reported an increase in the percentage of revenue from fee subsidization (52.2% and 28.5% respectively). Decreases in fee subsidies were most evident in Québec (reported by 21.9% of centres), which may reflect the implementation of the government's \$5.00 a day fee for parents, and in Ontario (18.2%).
- Parent fees remained unchanged between mid-1995 and mid-1998 in 59.3% of centres. In 29.7% of centres parent fees had increased while 11.0% of centres reported a decrease in parent fees. A decrease in parent fees as a proportion of revenue was most notable in Québec (17.0% of centres), which may reflect the implementation of the province's \$5.00 a day fee for parents. Decreased fees were also reported by 12.4% of centres in Newfoundland/Labrador.
- 20.2% of centres reported a change between mid-1995 and mid-1998 in the age of the children served. Nearly three-quarters of the changes involved adding to the centre's capacity, most often by adding care for infants and toddlers or adding a school-age program. However, dropping infant and/or toddler care was most common among the one-quarter of centres that stopped providing care for a specific age. When centres that added and those that dropped infant/toddler care are considered together, the net change was an increase of about 2.4% of centres starting to provide infant/toddler care across the whole country. Financial reasons were cited by 46.7% of directors as the main reason for discontinuing infant care.
- 27.4% of directors reported an increased use of part-time teaching staff between mid-1995 and mid-1998. The most frequently cited reason for this change (provided by 43.0% of directors) was program enrollment. Unfortunately, directors did not specify whether they were referring to enrollment increases or decreases, or to a larger proportion of children enrolled on a part-time basis. Financial considerations was the main reason for the greater use of part-time staff in 12.3% of centres.
- 20.4% of directors nation-wide reported an increase over the three-year period in the use of teaching staff on time-limited contracts. The most frequently cited reason for the increased use of time-limited contracts was to cover maternity or other types of leave (cited by 50.1% of directors), followed by changes in enrollment (19.8%). Financial considerations was the main reason for the change in 10.4% of centres.

- 26.6% of centres reported adding or increasing benefits in the three-year period, 18.5% reported a cut or a decrease, and 12.1% reported the introduction of restrictions in the benefits provided — for example, benefits that were previously provided to all staff now only provided to full-time staff. One in 10 centres increased some benefits while decreasing or restricting others.
- 9.5% of directors reported enriching their program between mid-1995 and mid-1998, while 17.4% reported having cut back on field trips or some other aspect of programming. Among directors reporting cutbacks, 75.1% cited financial pressure as the reason for the cut. Program cutbacks were reported by almost one in five centres in eight provinces, ranging from 18.9% in Prince Edward Island to 24.4% in New Brunswick. Québec and Saskatchewan were the only provinces where program cutbacks were rarely reported.
- Almost one-sixth of centre directors (16.3%) reported that they now required or requested parents to provide things that had previously been provided by the centre. Most commonly these items were diapers and infant formulae.

The Most Pressing Issues Facing Centres

Directors were asked to identify the three most pressing problems faced by their centre in the previous 12 months.

- Directors' most pressing issues fell into three main categories: financial issues, child enrollment issues, and staffing issues (see Table 12.1, Chapter 12).
- Over a third of directors (38.0%) expressed concern about the centre's financial viability.
- The child enrollment issue focused on vacant spaces. Nationally, 46.3% of centres were completely full, up from 37.5% of centres in 1991. The average child vacancy rate among all centres was 8.4%. Provinces with large proportions of centres that had a vacancy rate over 20.0% of capacity were Alberta (41.5% of centres), Nova Scotia (32.0%), New Brunswick (31.2%), and Prince Edward Island (23.2%). When the reasons cited by directors for vacant spaces were pooled, the most common categories were: cost to the parent (identified by 48.7% of directors), more part-time children, more parents caring for their children at home (cited by 48.0% of directors), and increased market competition (identified by 25.7% of directors).
- 27.1% of centre directors experienced some turnover among their teaching staff in the previous 12 months. While 36.2% of centres had no staff leave, about the same proportion of centres lost more than a quarter of their staff and 13.8% of centres had staff turnover rates of 50% or more. High staff turnover rates occurred in Alberta (44.8%), Saskatchewan (32.2%), New Brunswick (26.1%), Newfoundland/Labrador, and British Columbia (both 23.7%).
- 85.0% of directors cited finding qualified substitute teaching staff as a problem. The highest proportions of directors identifying this as a *major* problem were in Manitoba (81.3%), Saskatchewan (79.7%), Alberta (72.5%), and Prince Edward Island (62.6%). See Table 12.7, Chapter 12.



- Affording qualified permanent teaching staff had been a problem for 58.0% of directors. The highest proportion of directors identifying this as a *major* problem were in Alberta (67.1%), Manitoba (59.9%), New Brunswick (51.6%), and Nova Scotia (41.9%).
- 51.0% of directors cited finding qualified permanent staff as having been a problem in the previous year. This was identified as a *major* problem most frequently by directors in Alberta (61.7%) and Manitoba (46.3%).

As discussed in Chapter 13, *Key Findings and Their Implications*, centre staff have a strong commitment to the well-being of the children for whom they provide care and education, and to their families. This provides an excellent foundation for building a high-quality child care system. However, to a greater or lesser extent, conditions in every jurisdiction across the country fail to support the provision of high-quality care. There is an urgent need to address:

1. The current method of funding child care.
2. The current low salary levels and poor benefits provided to child care staff.
3. Provincial/territorial regulations pertaining to staff education levels and the current limited accessibility and affordability of pre- and in-service ECCE education.
4. Staff and director perception of lack of respect from the public.
5. The lack of a coordinated policy approach to ensure that high-quality child care is available to all children in Canada, regardless of where they live or their family income.

Notes

- 1 In total, 863 Centre Questionnaires were returned; however, in 15, none or only a very few of the questions were answered, making the questionnaire unusable. To maintain consistency across data sets, we are only reporting information from the 848 directors whose Centre Questionnaires were also used.

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Chapter 1

Introduction

“It is clear that the early years from conception to age six have the most important influence of any time in the life cycle on brain development and subsequent learning, behaviour and health. The effects of early experience, particularly during the first three years, on the wiring and sculpting of the brain’s billions of neurons, last a lifetime.”

— Margaret Norrie McCain and J. Fraser Mustard 1999, p. 7.

1.1 Background

Child care programs serve a variety of purposes that augment and support the family in raising its children. One purpose is the provision of an enriching experience that fosters children’s physical development and the development of their social, language, and cognitive skills. Another purpose is the enabling of parents to participate in the paid workforce and thereby to provide their children with food and shelter. According to census data, in 1996 there were 800,590 families in Canada where the youngest child was under age five and both parents, or the lone parent, were in the paid workforce.¹

The evidence from the neurosciences, from developmental psychology, and from paediatrics is powerful — the early years of development, particularly from conception to age six, form the basis for the competencies and coping skills that will be required throughout life.² The evidence is also clear that “learning in the early years must be based on quality, developmentally-attuned interactions with primary

caregivers and opportunities for play-based problem-solving with other children that stimulates brain development.”³ In 1994/95, an estimated 188,000 children under age six were enrolled in child care centres across Canada.⁴ Given the above realities, it is important that we have information about the people who work in child care centres, and the extent to which their working conditions support them in the provision of care and education for children. It is also important to have information about the centres — their services, their resources, and the challenges they face.

Some information on centre staff was provided in the 1998 Child Care Sector Study report, *Our Child Care Workforce: From Recognition to Remuneration*.⁵ The sector study compiled and synthesized earlier published studies but was not intended to, nor did it, collect original data. It relied instead on earlier work, such as the 1991 Canada-wide wages and working conditions survey reported in *Caring for a Living*.⁶ The need for more current data became very evident during the course of the sector study. In the Fall of 1997, the Child Care Visions program of Human Resources Development Canada provided funds for a replication of the 1991 study. It also provided money for research that would examine the associations between child care quality and care provider characteristics, remuneration, and working conditions in both centre-based and family-based child care settings. These studies became known collectively as the *You Bet I Care!* project.

Of the three studies involved in *You Bet I Care!*, the first, Study 1 — the subject of this report — is a replication of the 1991 *Caring for a Living* study, augmented by the collection of additional information. Study 1 sought data on wages, working conditions and centre practices from staff and centres in all 10 provinces in Canada, the Northwest Territories, and the Yukon. Such information is important for understanding the extent to which conditions in Canadian child care centres support the provision of quality child care. Studies 2 and 3 — the reports for which are forthcoming — involved collecting similar information and conducting on-site observations in centres and in family child care homes respectively in six provinces and the Yukon.

1.2 What is Required for Quality Child Care?

Providing good quality care for a group of unrelated young children requires patience, energy, commitment and knowledge of children’s developmental levels and needs. A wide range of skills and competencies is also necessary. This includes, but is not limited to, being able to ensure children’s safety, planning and providing daily learning experiences that are appropriate for the children’s developmental level, and assisting children to understand and handle their emotions constructively.⁷

Child care that supports children’s well-being and development is associated with the presence of certain conditions. Research has repeatedly demonstrated that warm, responsive, and developmentally stimulating relationships between children and the adults caring for them — the key to quality child care — are more likely when the adults:

- are working in a physical environment that is safe and appropriate for children;⁸
- have post-secondary education related to child development and/or the provision of child care. This level and type of education is associated with centre teaching staff who are supportive and responsive,⁹ and provide children with stimulating activities appropriate to their developmental level;¹⁰

- feel valued and supported. For example, opportunities to provide input into centre decision-making and some degree of autonomy over their daily work reduces teaching staff burnout;¹¹ and
- are satisfied with their work conditions. An association has been found between job dissatisfaction and harsh, restrictive behaviour towards children,¹² as well as failure to provide activities that will support and encourage child development.¹³ Job dissatisfaction is associated with a number of factors, including low salary level,¹⁴ poor communication between centre director and staff,¹⁵ and failure to meet staff needs, such as paid preparation time or storage space for personal belongings.¹⁶

Relationship continuity is also important for quality child care. Research has found that higher levels of adult warmth and responsiveness towards children occur in relationships that are consistent over time.¹⁷ High staff turnover rates are associated with children who have poorer scores on standard measures of language development and lower developmental levels of play.¹⁸

1.3 The Goals of Study 1

The goals of Study 1 of the *You Bet I Care!* project were:

- to collect information on wages, working conditions, practices and staff perceptions of child care as a career from centres in all 10 provinces, the Northwest Territories and the Yukon;¹⁹
- to compare the information collected to that obtained by the *Caring for a Living* survey in 1991;
- to explore and comment on changes, if any, that have occurred in wages, working conditions, centre practices, and staff perceptions between 1991 and 1998;
- to explore the impact of variations in provincial and territorial regulations and funding; and
- to explore the influence of auspice.

1.4 The Purpose of This Report

The present report uses data collected in 1998 as part of Study 1 of the *You Bet I Care!* project. The report describes the people who work in child care centres, their wages and working conditions, their feelings about child care as a career, turnover rates, and staff recommendations for making child care centres more satisfying work environments. The report also provides information about the children enrolled in centres, the services that centres provide, their resources and expenditures, and the challenges that centres currently face.

1.5 Definitions

Study 1 used the same definitions and similar sampling criteria as those used in the 1991 *Caring for a Living* study. Thus, a centre was deemed eligible to participate if it offered care for at least six consecutive hours a day for children between birth and age six. On-reserve centres providing for children in this age range were excluded, as were all centres that had been in operation for less than 12 months. Centres operated by Aboriginal organizations off-reserve were included.

In Canada, centres operate under one of three auspice types, as follows:

- **non-profit:** centres operated by parents, a voluntary board of directors, or a non-profit organization such as a church or the YMCA;
- **commercial:** centres that are private businesses operated by an individual, a partnership or a corporation; and
- **municipal:** centres operated by municipal governments. Ontario and Alberta are the only two jurisdictions that have municipal centres.

Centres from all three auspice types were included in this study.

All directors in eligible centres were admissible as participants in the survey. Eligible staff were permanent staff, whether full- or part-time, who were working with children under age six in eligible centres. Casual and substitute teachers, volunteers, and students were excluded. Since different terminology is used in different jurisdictions, respondents to the questionnaires were asked to use the following definitions when identifying their current position:

- **Assistant Teacher:** a person who works with children under the direction of another teacher;
- **Teacher:** a person who has primary responsibility for a group of children; this person may also have supervisory responsibility for assistant teachers;
- **Supervisor:** a person who has primary responsibility for a group of children and also has supervisory responsibility for teachers;
- **Head Supervisor:** the senior person at a given site in an organization where there are several centres under a single administrator or director;
- **Teacher-Director:** a person with both teaching and administration duties; and
- **Administrative-Director:** a person who has administrative duties only.

The categories are mutually exclusive.

1.6 Issues in Presenting the Survey Findings

This report presents information for Canada as a whole and, when appropriate, by province and territory or by respondent's position (using the definitions given above). It also provides comparisons between the 1998 data collected for Study 1 of *You Bet I Care!* and that obtained in the 1991 *Caring for a Living* survey. In addition, it includes some Canada-wide comparisons of data from non-profit and commercial centres.

1.6a Reporting Data from the Two Territories

Responses were received from all 10 provinces, the Northwest Territories and the Yukon. The provincial samples included a sufficient proportion of respondents to represent the general population of centres and

teaching staff in each of these jurisdictions. However, only five centres in the Northwest Territories, out of a possible 31, returned their questionnaires. This return rate of 16.1% provides too small a sample to represent all centres in that territory. Therefore, while information from the Northwest Territories is included in Canada-wide statistics, it is not reported on an individual territorial basis.

In the Yukon, for reasons described in the next chapter, questionnaires were sent to only six centres as part of Study 1. Only one centre returned its questionnaires, again resulting in a sample too small to represent the territory. However, the Yukon participated in Study 2, which used the same data-collection questionnaires as Study 1; in this way, we obtained Study 1 questionnaire data from 13 Yukon centres. Given that only 20 centres in the Yukon met the criteria for inclusion in the *You Bet I Care!* study, this sample of 13 can be considered sufficiently large for data reporting. We are thus able to present some Yukon data in jurisdictional comparisons in this report. Since Study 2 data are unweighted, however, unlike those from Study 1, they are inappropriate for inclusion in Canada-wide statistics.

1.6b Comparisons Across Auspice

Centres operated by municipal governments, as well as non-profit and commercial centres, responded to the questionnaires. However, all the municipal centres that responded were from Ontario and, furthermore, they represented only a small percentage of the national sample — 3.1% of the centres and 3.9% of the teaching staff. Given the small and unrepresentative nature of these centres in the national picture, it is not appropriate to present them in a national three-way auspice comparison. Auspice comparisons in the body of this report are therefore restricted to comparisons between non-profit and commercial centres, although data from municipal centres are included in national statistics. A brief three-way auspice comparison for Ontario only is presented in Appendix D.

1.7 The Broader Context in which Centres Operate

The self-administered data-collection questionnaires for Study 1 were mailed out in May 1998. Most respondents returned their completed questionnaires in June and July. Data entry was closed at the end of August. We recognized that response rates and individual responses would be influenced by the broader context in which centres operate. In the fall of 1998, therefore, we conducted an across-Canada scan of this broader context. (A summary of the information obtained through the scan is contained in Appendix E.)

The scan indicated that, at the time of data collection, centres in Alberta, British Columbia, Ontario, and Québec were dealing with actual or announced system-wide restructuring that was causing widespread uncertainty and concern. Centres in some jurisdictions were trying to cope with decreased government funding and/or a shortage of qualified staff as a result of people leaving for better-paying jobs outside the field. Generally speaking, the broader contexts in which centres were operating appeared to be generating stress rather than providing support. (Chapter 11 describes some of the changes that centres have faced in the past three years, and how directors have coped with these.) The fact that so many directors and staff took the time to respond to the questionnaires is a testament to the dedication of people working in the child care field.



Notes

- 1 Statistics Canada 1999a, Table N127.
- 2 Carnegie Corporation of New York 1994; Doherty 1997; Guy 1997; McCain and Mustard 1999; Shore 1997.
- 3 McCain and Mustard 1999, p. 7.
- 4 Beach, Bertrand, and Cleveland 1998, Table 1, p. 3.
- 5 Beach, Bertrand, and Cleveland, 1998.
- 6 CCDCF/CDCAA (Canadian Child Day Care Federation/Canadian Day Care Advocacy Association) 1992.
- 7 Canadian Child Care Federation, in press.
- 8 Howes 1983; Moore 1986; Phyfe-Perkins 1980.
- 9 Arnett 1989; Berk 1985; Dunn 1993; Friesen 1992; Howes 1983; Howes, Smith, and Galinsky 1995; Ruopp et al. 1979; Whitebook, Howes and Phillips 1990.
- 10 Goelman and Pence 1987; Howes 1983; Howes and Whitebook 1991; Lyon and Canning 1995; Ruopp et al. 1979; Whitebook, Howes, and Phillips 1990.
- 11 Neugebauer 1975; Whitebook et al. 1982.
- 12 Berk 1985.
- 13 Berk 1985; Phillips, Howes, and Whitebook 1991.
- 14 Berk 1985; Jorde Bloom 1988; Whitebook et al. 1982; Whitebook, Howes, and Phillips 1990.
- 15 Stremmel, Benson, and Powell 1993.
- 16 Whitebook, Howes, and Phillips 1990.
- 17 Kontos and Fiene 1987; Rubenstein and Howes 1979.
- 18 Whitebook, Howes, and Phillips 1990.
- 19 At the time of data collection, Nunuvut was part of the Northwest Territories.

Chapter 2

Methodology

Gillian Doherty, Hillel Goelman, Donna S. Lero, Annette LaGrange, and Jocelyne Tougas

2.1 Introduction

This chapter provides information about the sample frame and sampling, the development and content of the data collection questionnaires, the method used for data collection, the return rates, sample weighting, and data analyses for Study 1 of the *You Bet I Care!* project.

2.2 The Sampling Frame

Provincial/territorial child care authorities provided the most current list of their child care centres. The information had been compiled between September and December 1997. These lists included the name, address, and telephone number for each centre, its auspice (non-profit, commercial or municipal), the age of the children served, whether the centre provided a full-day program (at least six consecutive hours), and its total licenced capacity. All but two jurisdictions provided the name of the licence holder and/or director. This enabled us to identify some centres with multiple sites but a single operator or director.

The sampling frame was developed by first deleting all centres on the provincial/territorial lists that did not serve children between birth and age six, and those centres that did not operate for at least six

consecutive hours. Then, in jurisdictions where it was possible to identify multiple-site centres, all but one site was removed from the list; this was done on the assumption that different sites under the same director, or operated by the same organization, would have the same salary scales, benefits, and personnel policies. The third amendment to the lists involved removing the 15 centres that had been used to pre-test the data-collection instruments. A fourth adjustment was necessary to reserve some centres for Study 2; this meant ensuring that they did not receive questionnaires in Study 1. Fifty centres in each of six provinces, and 14 centres in the Yukon, were thus excluded from the Study 1 sampling frame. The provinces in question were: Alberta, British Columbia, New Brunswick, Ontario, Québec and Saskatchewan. Twenty-five commercial and 25 non-profit centres were reserved in each province (except Saskatchewan, where there were only two commercial centres, neither of which was reserved). In the Yukon, all the centres in Whitehorse were reserved for Study 2. After these adjustments, 4,699 centres remained for potential inclusion in the study.

Table 2.1				
Number of Centres in the Final Sampling Frame, by Jurisdiction and Auspice				
Jurisdiction	Total centres	Non-profit	Commercial	Municipal
British Columbia	625	318	307	0
Alberta	473	130	342	1
Saskatchewan	74	72	2	0
Manitoba	265	241	24	0
Ontario	1,698	1,110	427	161
Québec	1,085	662	423	0
New Brunswick	123	36	87	0
Nova Scotia	177	78	99	0
Prince Edward Island	53	13	40	0
Newfoundland/Labrador	88	19	69	0
Yukon	6	6	0	0
Northwest Territories	32	30	2	0
TOTALS	4,699	2,715	1,822	162

2.3 Sample Selection

The selection of centres to be asked to participate was governed by the desire to:

- develop a profile of centres across Canada (a national picture);
- determine whether there were differences between provinces and territories that might be related to variations in provincial/territorial regulations and funding; and
- explore the influence of auspice.

These three different objectives presented a sample selection challenge. Selecting the *same percentage* of centres from every province and territory, that is the *same percentage* of the total number in each jurisdiction, would have been the most appropriate design for examining the national picture. On the other hand, the likelihood of identifying differences between jurisdictions would have been maximized by selecting an *equal number* of centres in each province and territory, regardless of the differences in the number of centres across jurisdictions. It was also necessary to take into account the actual return rates in the 1991 *Caring for a Living* study.¹ At that time, the return rate for commercial centres (43%) was considerably lower than for non-profit centres (60%). This indicated a need to over-sample commercial centres to increase the likelihood of receiving a sufficient number of responses from them for the data analyses.

Available funding permitted the mailing out of about 1,860 questionnaire packages (these are discussed below). We decided to compromise between maximizing our ability to examine the national picture, and maximizing our ability to compare across provinces and territories. Our goal, therefore, became to send packages to all centres in the sampling frame in those jurisdictions with fewer than 100 such centres, and to a third or slightly more of the sample-frame centres in the other jurisdictions. Over-sampling of commercial centres was done by using a national sampling fraction of 0.396 for commercial centres, in comparison with a national sampling fraction of 0.230 for non-profit centres (the actual sampling fractions varied across jurisdictions from 1.000 to 0.255).

Table 2.2				
Desired Centre Sample, by Jurisdiction and Auspice				
Jurisdiction	Total centres	Non-profit	Commercial	Municipal
British Columbia	200	83	117	0
Alberta	173	39	134	0
Saskatchewan	74	72	2	0
Manitoba	125	109	16	0
Ontario	529	296	192	41
Québec	337	169	168	0
New Brunswick	119	32	87	0
Nova Scotia	125	44	81	0
Prince Edward Island	53	13	40	0
Newfoundland/Labrador	88	19	69	0
Yukon	6	6	0	0
Northwest Territories	32	30	2	0
TOTALS	1,861	912	908	41
Note: All centres in Newfoundland/Labrador, the Northwest Territories, Prince Edward Island, Saskatchewan, and the Yukon were included in the desired centre sample.				

2.4 Development and Content of the Survey Instruments

As the major goals of this study were to replicate the 1991 *Caring for a Living* study and to identify the changes, if any, between 1991 and 1998, the survey instruments had to collect the same information as collected in 1991. Questions were added to explore issues such as changes in centre policies and practices within the past three years, and the centre's ability to serve children with special needs.

In 1991, there was a standard telephone screening interview with the centre director, a Director's Questionnaire which asked for general information about the centre and its practices, and a Staff Questionnaire; the latter questionnaire sought personal information, and was completed by both directors and teachers. In 1998, we used a similar telephone screening interview. Questions pertaining to the centre's policies and practices were combined into a Centre Questionnaire. We developed two versions of what in 1991 had been the Staff Questionnaire, one for directors and the other for teachers. This enabled us to ask some parallel questions in a slightly different way for these two positions, and to add some specific questions for directors. The 1998 questionnaires are presented in this volume as Appendices A (Staff), B (Director), and C (Centre).

The 1998 Centre Questionnaire covered a range of topics in eight major sections: (1) the children enrolled; (2) the centre's financial organization; (3) the centre's staff complement; (4) changes in centre policies and practices over the past three years; (5) the highest and lowest wages paid to staff in various positions; (6) the benefits available to staff; (7) turnover patterns and current staff vacancies; and (8) the most pressing problems experienced in the year preceding data collection.

The 1998 Staff Questionnaire covered a range of topics in nine major sections: (1) child care experience; (2) wages, benefits and working conditions; (3) formal education; (4) participation in professional development activities in the previous 12 months; (5) involvement in other paid work; (6) feelings about the centre; (7) feelings about the child care field; (8) personal demographic information; and (9) views about what would make child care a more satisfying work environment.

The 1988 Director Questionnaire had the same major sections as the Staff Questionnaire, except for the section related to wages, benefits, and working conditions. In addition, the Director Questionnaire included some specific exploration of the respondent's perception of opportunities for lateral moves to a new job with equal status in the child care field. Both open- and closed-ended questions were used in all three questionnaires. Closed-ended questions included the options "don't know" or "not applicable," where appropriate.

After the creation of English and French versions, the draft Centre, Director, and Staff Questionnaires were circulated for pre-testing in Alberta, British Columbia, Manitoba, Ontario, New Brunswick, and Québec. Directors and staff from a total of 15 centres, three of which were francophone, were involved. Prior to the mailing of the draft material, each centre director was telephoned by an anglophone or francophone Principal Investigator, who explained the purpose of the pre-test and the need to be as specific as possible when responding with written comments. Follow-up telephone calls were conducted with 11 centre directors to explore further their and/or their teachers' written comments. In addition, written comments supplemented by telephone discussion were obtained from four people who had been involved in the 1991 study and/or in the original discussions on its replication.² Many of the suggestions made by the people involved in the pre-test were incorporated into the final versions of the questionnaires.

2.5 Data Collection

2.5a Pre-Contact Letter³

We began data collection after our proposed experimental procedures and data collection instruments had received approval from the Behavioural Research Ethics Board of the University of British Columbia, and after this approval had been accepted by the other two sponsoring universities. The first step was to send all centres in the sampling frame a letter providing a general outline of the study. This was done in April 1998.

2.5b Telephone Screening

As explained above, a list of centres was developed from the sampling frame for each of the three auspice types. Simple random sampling was used to select potential participants from each auspice list. Each centre's director was contacted by telephone to confirm that the centre met the selection criteria. If it did, the director was asked to participate in the study. For centres that agreed to participate, the telephone interview also enabled verification of the centre's mailing address, the number of permanent teachers, the preferred language for the questionnaires (English or French) and the person to whom the questionnaires should be sent. Equally important, the interview provided an opportunity to assure the director that all information would be treated confidentially, and to answer questions that the director might have about the study.

Table 2.3				
Actual Centre Sample, by Jurisdiction and Auspice				
Jurisdiction	Total centres	Non-profit	Commercial	Municipal
British Columbia	194	88	106	0
Alberta	171	42	129	0
Saskatchewan	73	71	2	0
Manitoba	122	109	13	0
Ontario	488	334	114	40
Québec	332	173	159	0
New Brunswick	118	34	84	0
Nova Scotia	122	45	77	0
Prince Edward Island	53	13	40	0
Newfoundland/Labrador	88	19	69	0
Yukon	6	6	0	0
Northwest Territories	31	29	2	0
TOTALS	1,798	963	795	40
<p>Note: Two discoveries were made during data cleaning that impacted on the sample size. First, we found a discrepancy in 467 cases between auspice as provided by the provinces and territories, and auspice as identified on the completed Centre Questionnaire. A telephone call was made to each director to check and discuss auspice. This resulted in the designated auspice being changed for 61 centres. The actual auspice, as verified when there was a discrepancy, is reported in Table 2.3 to facilitate comparison with the table detailing centre returns (Table 2.4). The auspice as given by the provinces and territories is used in Tables 2.1 and 2.2. The second discovery was that seven centres that had returned questionnaires did not operate for six consecutive hours a day, therefore not meeting the basic selection criteria. They were dropped from the sample, and this decreased the actual sample number from 1,805 to 1,798 centres.</p>				

If a centre did not meet the inclusion criteria, or the director declined to participate, a replacement of the same auspice was selected from the same jurisdiction. An attempt was made to use a centre of a similar size to that being replaced, though this was not always possible. If a replacement centre within the same jurisdiction and auspice could not be found, the site became “unreplaceable,” thereby reducing the sample by one. At the end of the telephone screening, a total of 1,805 centres had agreed to participate. This was fewer than the desired number of 1,861, but with only minor reductions in the number of centres desired within each province and territory. As explained in the notes to Table 2.3, a further reduction resulted in a final sample size of 1,798.

During the telephone interview, a total of 870 directors from centres that met the criteria declined to participate. Of these, 504 (57.8%) were from commercial centres, 350 (40.2%) were from non-profit centres, and 16 (2.0%) were from centres operated by municipalities.

2.5c Questionnaire Mail-Out

The questionnaire packages were sent out during the final two weeks of May 1998. Each package contained a letter of explanation for the director, a Centre Questionnaire, a Director Questionnaire, and a sufficient number of Staff Questionnaires for all permanent teachers, whether full-time or part-time. The Staff Questionnaire specified that it was only to be completed by teachers working with children under age six. The packages contained self-addressed, stamped return envelopes for every individual questionnaire. Each questionnaire listed a toll-free telephone number, and a francophone or anglophone Principal Investigator as a contact person. As a small gesture of appreciation, a flavoured tea-bag was attached to each Staff Questionnaire with a note, “Have a nice cup of tea on us.”

2.6 Attempts to Maximize the Return Rate

Several things were done to increase the likelihood of a high response rate. First, we tried to ensure that a centre director would have heard about the study at least twice before being approached by telephone and asked to participate. As previously noted, each director was sent an individual letter in April 1998. Between November 1997 and April 1998, the provincial/territorial child care director or equivalent and the executive director of each main provincial/territorial child care organization was informed about the study and asked to circulate the information. A summary of the purposes and proposed methodology was printed in the March 1998 issue of *Interaction*, the bilingual journal of the Canadian Child Care Federation. Between January and the end of March 1998, write-ups were inserted in provincial child care association newsletters in seven provinces, and pamphlets about the study were distributed at a child care conference in an eighth province.

Second, measures were taken to ensure confidentiality for respondents. Participants were not asked to provide their name on the questionnaire. The instructions directed the respondent to return the questionnaire directly to Applied Research Evaluation Services, University of British Columbia, in the self-addressed, stamped envelope provided.

To acknowledge the value of respondents’ time and to stimulate interest in the project, we established a lottery, and information about it was sent to directors and teachers along with the questionnaires. The lottery provided three opportunities for a centre, and three for a director, to win \$100; and three

opportunities for a teacher to win \$50. To maintain confidentiality, respondents were instructed to enter by submitting their name and address on a separate sheet that would be removed from the questionnaire when it was received. Directors were also informed that each participating centre would receive a short summary of the grouped key findings and a certificate of participation.

All centres that were sent a questionnaire package were sent a reminder follow-up letter three weeks later. Two weeks after this letter, a telephone call was made to each centre that had not yet responded. Four weeks after this, a second telephone call was made to each centre where at least one questionnaire had been returned, but where either the Director and/or the Centre Questionnaire was still missing. The reminder letters and telephone calls were in French or English to match the questionnaire language requested by the centre.

2.7 Return Rates

Data input was closed at the end of August 1998. As noted earlier, our sample was 1,798 centres, from which we received 863 Centre Questionnaires. Of these, 848 were usable (in the other 15 all, or the majority, of the questions were not answered). Two hundred and eighty-four centres only returned Staff Questionnaires, and 651 centres failed to return any questionnaire. In total, we obtained 4,154 Staff Questionnaires and 861 Director Questionnaires. To maintain consistency across data sets, we are reporting only the data from the 848 Director Questionnaires that match the 848 centres from which we received usable Centre Questionnaires.

Table 2.4						
Centre Questionnaire Returns, by Jurisdiction and Auspice						
Jurisdiction	Total centre returns	Non-profit	Commercial	Municipal	Percent of total returns	Return rate
British Columbia	115	63	52	0	13.6%	59.3%
Alberta	93	37	56	0	11.0	54.4
Saskatchewan	40	39	1	0	4.7	54.8
Manitoba	76	74	2	0	9.0	62.3
Ontario	247	169	54	24	29.1	50.6
Québec	131	89	42	0	15.4	39.5
New Brunswick	42	16	26	0	5.0	35.6
Nova Scotia	60	24	36	0	7.1	49.2
Prince Edward Island	18	6	12	0	2.1	34.0
Newfoundland/Labrador	20	8	12	0	2.4	22.7
Yukon	1	1	0	0	0.1	16.7
Northwest Territories	5	5	0	0	0.6	16.1
TOTALS	848	531	293	24		
Canada-wide percentages		62.6%	34.6%	2.8%	100.0%	

2.7a The Centre Questionnaire

The Canada-wide return rate for usable Centre Questionnaires was 47.2%, compared to the return rate of 52.0% in the 1991 *Caring for a Living* survey.⁴ However, the actual number of usable questionnaires, 848, is an increase of 346 over the 502 obtained in the previous survey. At the provincial/territorial level, the return rate ranged from a low of 16.1% in the Northwest Territories to a high of 62.3% in Manitoba. Fifty-five percent of non-profit centres returned their Centre Questionnaire, compared to 60.0% for municipal and 36.9% for commercial centres.

Of the 848 Centre Questionnaires, 134 (15.8%) were from francophone centres, 111 of which were located in Québec, 17 in New Brunswick, four in Ontario, and one each in Nova Scotia and Alberta.

2.7b The Director Questionnaire

The Canada-wide return rate for the Director Questionnaire was 47.9%. It is not possible to compare this with the national return rate in 1991. In that study, directors and teaching staff completed the same Staff Questionnaire, and the response rate is not reported by position. More directors responded in 1998 (861) than in 1991 (502),⁵ an increase of 239. At the provincial and territorial level, the return rate ranged from a low of 16.7% in the Yukon to a high of 63.1% in Manitoba. Seventy percent of the directors of municipally operated centres returned their Director Questionnaire, compared to 55.8% for non-profit, and 37.2% for commercial centre directors.

Table 2.5						
Director Questionnaire Returns, by Jurisdiction and Auspice						
Jurisdiction	Total centre returns	Non-profit	Commercial	Municipal	Percent of total returns	Return rate
British Columbia	116	65	51	0	13.5%	59.8%
Alberta	94	36	58	0	10.9	55.0
Saskatchewan	41	40	1	0	4.8	56.2
Manitoba	77	75	2	0	8.9	63.1
Ontario	252	171	53	28	29.3	51.6
Québec	131	88	43	0	15.2	39.5
New Brunswick	43	17	26	0	5.0	36.4
Nova Scotia	63	25	38	0	7.3	51.6
Prince Edward Island	19	6	13	0	2.2	35.8
Newfoundland/Labrador	18	7	11	0	2.1	20.5
Yukon	1	1	0	0	0.1	16.7
Northwest Territories	6	6	0	0	0.7	19.4
TOTALS	861	537	296	28		
Canada-wide percentages		62.4%	34.4%	3.2%	100.0%	

As noted above, although we received 861 completed Director Questionnaires, we are reporting only the data from the 848 Director Questionnaires that match the 848 centres from which we received usable Centre Questionnaires.

2.7c The Staff Questionnaire

We received a total of 4,154 usable Staff Questionnaires, compared to the 2,383 returned by directors and teaching staff in the 1991 survey.⁶ Of these, 649 (15.6%) were French.

It is not possible to determine the return rate for the Staff Questionnaire for the following reasons. First, the number of Staff Questionnaires distributed was based on director responses during the telephone screening call to a question asking for the total number of permanent teaching staff working at the centre. If the centre operated a school-aged program in addition to its services for children under age six, these staff would have been included in the director's response even though they were not eligible to participate in the study. Second, we relied on the instructions on the Staff Questionnaire explaining that it was only to be completed by people working directly with children under age six, and on a question asking the age range of the children for whom the respondent was responsible, to screen out teachers working with children outside the target age group. Third, we had no way to verify the number of teaching staff in a centre who were actually given a Staff Questionnaire by their director.

Table 2.6					
Staff Questionnaire Returns, by Jurisdiction and Auspice					
Jurisdiction	Total staff returns	Non-profit	Commercial	Municipal	Percent of returns
British Columbia	401	295	106	0	9.6%
Alberta	498	206	292	0	12.0
Saskatchewan	204	202	2	0	4.9
Manitoba	432	418	14	0	10.4
Ontario	1,492	995	322	175	35.9
Québec	650	498	152	0	15.7
New Brunswick	126	77	49	0	3.0
Nova Scotia	202	145	57	0	4.9
Prince Edward Island	55	19	36	0	1.3
Newfoundland/Labrador	67	26	41	0	1.6
Yukon	3	3	0	0	0.1
Northwest Territories	24	24	0	0	0.6
TOTALS	4,154	2,908	1,071	175	
Canada-wide percentages		70.0%	25.8%	4.2%	100.0

2.8 Data Coding and Cleaning

For the most part, the three questionnaires required the respondent to fill in a circle beside the appropriate response(s). Coders checked for extraneous marks and for circles that were not adequately filled in, and took corrective action as required. Open-ended questions were coded according to the same codes used in 1991. The researchers developed new codes for the new questions. The codes for the open-ended questions were transposed into “for office use only” circles on the questionnaires, for later computer scanning. Inter-coder consistency was periodically checked by having two coders code the same questionnaire.

The majority of the responses were scanned into data files. The remaining responses were entered manually. The actual questionnaires were manually checked for cases of logical inconsistencies and unusual responses. When such were found, the data were checked against the range and/or average for that question in the jurisdiction concerned, and/or the actual questionnaire was examined to determine if answers to other questions could be used to ensure consistency across related questions.

2.9 Missing Data

Questions were sometimes left blank. On occasion, it was possible to estimate or impute a value to such a question, based on replies to another question in the same questionnaire. This was done, for example, in analyses of the number of teaching staff where reports of the number of male and female teaching staff could substitute for a missing response to the question about total number of staff. However, in most cases, non-responses were simply coded as missing. The results reported in this document reflect valid responses.

2.10 Sample Weighting

Sample weights had to be computed for respondents to each of the three questionnaires in order to make inferences about the characteristics of the total population of centres, directors, and teaching staff by auspice, by province/territory, and Canada-wide. Directors and centres had the same base weight since there was a one-to-one correspondence of centres to directors. This base weight was calculated to enable each centre/director to reflect characteristics of the relevant group (auspice, province/territory) to which they belonged. If, for example, there were 1,000 non-profit centres in a given province, and 200 were selected for the sample, each selected centre would represent five of the 1,000 centres. The base weight was then adjusted to account for non-responses.

Weighting of Staff Questionnaires required starting with the base weight for their centre. Additional adjustments were made to account for the number of staff in each centre, and patterns of response within that centre. Thus, the weight assigned to an individual Staff Questionnaire takes into account centre auspice and jurisdiction, and the proportion of staff in the centre who responded, relative to the total number of staff reported by the director in the screening telephone call. The final weight assigned to each staff member in a responding centre was the same.

Table 2.7				
Number of Centres, Directors, and Teaching Staff Considered to be Represented by the Respondents				
Questionnaire	Non-profit	Commercial	Municipal	Total
Centre	2,925	1,567	144	4,636
Director	2,973	1,577	156	4,706
Staff	25,869	10,683	1,469	38,021

The result of the assignment of weights was to consider each questionnaire as representing a number of centres, directors, or teaching staff. The final weighted sample totals in all analyses are presented in Table 2.7. Except for some specific situations where unweighted Yukon data are provided on a territorial basis, all findings in this report refer to weighted data.

2.11 The Unique Situation of Municipal Centres

Centres are operated by municipalities only in Alberta and Ontario. The municipal centres from which we obtained data were solely from Ontario. In addition to being solely from one province, these centres represent only 3.6% of the total obtained sample. Given their small and unrepresentative nature in the national picture, it is not appropriate to present data from them in a national three-way auspice comparison. All auspice comparisons in the text, therefore, are between non-profit and commercial centres only. A brief three-way auspice comparison for Ontario only is presented in Appendix D.

2.12 Data Analyses

Data analyses were performed using the Statistical Package for the Social Sciences (SPSS) version 8.

2.13 Response Bias

Every survey project is subject to potential response bias as a result of non-response and selective participation. In this study, every effort was made to assure potential respondents of the importance of the research, the fact that it was being done by reputable and experienced researchers, and that responses would be kept entirely confidential. Nevertheless, a number of potential biases exist in this sample.

First of all, teaching staff could only participate if their centre director had agreed to participate, and had then actually given them the Staff Questionnaire. As we had expected from the experience of the 1991 study, the participation rate was lower for commercial centres, and this introduces a bias towards teachers working in non-profit centres. Second, since the questionnaires were self-administered, there is a bias towards participants with fluency in English or French.

2.14 Representativeness of the Sample Respondent Centres

Three questions on the telephone screening interview with the directors provided a basis for comparing those centres that participated in the study with those that were approached but did not participate. Chi-square analysis and t-tests were used to determine if any significant differences existed on any of these three variables. As illustrated by Table 2.8, no significant differences were found. Since auspice information had been provided on the provincial and territorial government lists, we did not ask for it again in the interview. We subsequently discovered some anomalies in the government auspice identifications (see note to Table 2.3), so we could not use this variable to examine the representativeness of our sample.

Table 2.8				
Representativeness of the Sample Respondent Centres				
Variable	Respondents	Non-respondents	Chi-square or t-test	Significance (two-sided)
Centre cares for children aged:				
under 18 months	41.1%	41.3%	.009	.924
18 months-3 years	92.4%	91.8%	.209	.648
3-6 years	97.3%	98.4%	2.589	.108
over 6 years	58.1%	57.0%	.254	.614
Years centre has operated	14.4	13.5	.090	
Mean number of paid teaching staff	7.72	7.70	.950	

2.15 Sub-Samples and Confidence Intervals

The sample was designed so that the researchers could be confident about data reported at the Canada-wide and provincial/territorial levels, and by auspice (non-profit and commercial). However, in some cases the sub-sample size is very small. In other cases the sample from a particular auspice type in a given jurisdiction is small. There is always the possibility with small samples that the findings will be distorted by one or two atypical subjects, and this imposes a real limitation on generalizing from small numbers. Data from very small samples will therefore be treated as “not reportable.”

Province/territory, or jurisdiction, and auspice are related variables in our sample, especially in jurisdictions where one auspice type predominates. On a weighted basis, a substantial number of the centres in our sample are non-profit in Manitoba, Ontario, Québec, and Saskatchewan (ranging from 62.8% of centres in Québec to 98.3% in Saskatchewan). The opposite pattern is observed in Alberta, New Brunswick, Newfoundland/Labrador, and Prince Edward Island, where 68.9% to 80.2% of the centres are

in the commercial sector. The 24 municipal centres accounted for 3.1% of the total weighted sample, and all are located in Ontario. Because of small numbers and the co-relationship between variables, finer distinctions, such as differences in auspice by province, are not reliable except in certain situations. As a result — except for one instance in Chapter 10 — we are only reporting auspice data at the national level.

2.16 Differences in Samples, 1991 and 1998⁷

Centre information was obtained from 502 directors (51.8% of those sent questionnaires) in 1991, and from 848 directors (a return rate of 47.2%) in 1998. While the *You Bet I Care!* study was a replication and expansion of the 1991 *Caring for a Living* survey, it was not a longitudinal study of the same sample. Comparison of the 1991 and 1998 samples indicates differences in the response rate at the provincial/territorial level, the distribution of returns across provinces, the proportion of centres by auspice, and the proportion of unionized staff. There were also differences between the two years in the sources of information.

2.16a Differences in Response Rate across Jurisdictions, 1991 and 1998

In 1998, the response rate from Alberta centres was 15.2% higher than it had been in 1991. However, the response rates in 1998 were 15% lower than in 1991 for Saskatchewan, Newfoundland/Labrador, the Northwest Territories, and the Yukon; 12% lower for New Brunswick; and nearly 10% lower for Québec. Response rates for the other provinces were similar in both years.

2.16b Differences in the Distribution of Return Rates, 1991 and 1998

As illustrated by Table 2.9, the distribution of returns relative to the total returns was significantly different in 1998 than it had been in 1991 in five provinces. In the other jurisdictions, the proportion of returns relative to total returns was similar in each of the two years.

2.16c Differences in the Proportion of Centres by Auspice, 1991 and 1998

In 1998, municipal centres accounted for 2.8% of respondents, non-profit centres for 62.6% and commercial centres for 34.6%, compared to 1.8%, 66.3% and 31.9%, respectively, in 1991.

Table 2.9		
Significant Changes in Return Distributions, 1991 and 1998		
Jurisdiction	1991	1998
Saskatchewan	12.0%	4.7%
Manitoba	15.4	9.0
Ontario	12.4	29.1
Québec	8.2	15.4
New Brunswick	9.6	5.0

2.16d Differences in the Proportion of Unionized Staff, 1991 and 1998

In 1998, 15.6% of staff reported that they belonged to a union, compared to 20.0% in 1991.

2.16e Differences in the Sources of Information, 1991 and 1998

There were also some differences between 1991 and 1998 in the sources of information. For example, in 1998 we relied on the Centre Questionnaire for information about working conditions, such as paid coffee breaks and paid lunch breaks. In 1991 this information was collected by the Staff Questionnaire. However, the type of information sought was comparable.

Notes

- 1 CCDCF/CDCAA 1992.
- 2 Karen Chandler, Jamie Kass, Martha Friendly and Laurel Rothman.
- 3 The mailing of the pre-contact letter and the telephone screening were carried out by the Applied Research Evaluation Services, University of British Columbia, under the direction of Dr. Michael Marshall and Dr. Robert Taylor.
- 4 CCDCF/CDCAA 1992, p. 13.
- 5 CCDCF/CDCAA 1992, p. 13.
- 6 CCDCF/CDCAA 1992, p. 13.
- 7 Information on the 1991 sample from *Caring for a Living* (CCDCF/CDCAA 1992, p. 13).

Chapter 3

Centre Teaching Staff

Who They Are, What They Do, How They Feel about Their Work

Hillel Goelman, Gillian Doherty, Jocelyne Tougas, Annette LaGrange, and Donna S. Lero

3.1 Introduction

This chapter is based on the Staff Questionnaire circulated to centres in May 1998; the questionnaire is reproduced as Appendix A. The chapter looks at the personal and experiential backgrounds of teaching staff (excluding directors), what they do, and how they feel about their work. Information on their levels of education and professional development activities is provided in the next chapter. Chapter 5 provides information on centre directors — their demographic characteristics, educational and experiential background, and their feelings about their job. Chapter 6 examines working conditions, wages, and benefits for both centre directors and teaching staff, while Chapter 7 discusses child care as a career from the perspective of both these groups. Chapter 8 provides specific information about teaching staff turnover, the reasons why staff left their centre, and the types of new job they accepted.

3.2 The Respondents

A total of 4,154 usable questionnaires were returned. Using standard statistical procedures, this sample represents an estimated 38,021 teaching staff. Since different terminology is used in different jurisdictions, respondents to the Staff Questionnaire were asked to use common definitions — as set out in Chapter 1, Section 1.5 — when identifying their current position. On the basis of those definitions, 14.8% of the respondents identified themselves as assistant teachers, 72.9% as teachers, and 12.4% as supervisors.¹

Across Canada as a whole, 90.6% of the respondents reported that they work full-time — that is, 30 or more hours a week. However, there was considerable provincial/territorial variation. The largest proportions of full-time staff were in Prince Edward Island (97.8%), Ontario (92.5%), Alberta (92.4%), and Nova Scotia (90.5%). Nearly a fifth of respondents from British Columbia (19.6%) reported that they worked part-time, as did 17.8% of staff from New Brunswick, and 13.3% from Newfoundland/Labrador. The Staff Questionnaire specifically stated that it was intended for staff members who work directly with children under age six. Therefore, it is unlikely that the prevalence of part-time work in some jurisdictions simply reflected the provision of part-day care for children attending kindergarten or elementary school. Nationally, part-time status was reported by a higher proportion of assistant teachers (23.6%) than teachers (7.5%) or supervisors (2.9%). There was little difference in the prevalence of part-time work between respondents from commercial centres (9.3%) and respondents from non-profit centres (9.6%).

3.3 Different Provinces Had Different Staff Profiles

Variations in factors such as the average length of time that teaching staff had been in the field, and the average time they had worked at their current centre, have important implications for quality. As

Table 3.1							
Teaching Staff Profile, by Jurisdiction, 1998							
Jurisdiction	Staff under age 25	Staff over age 45	Staff in field less than 1 year	Staff in field over 10 years	Staff in current centre less than 1 year	Staff in current centre over 5 years	Staff, previous job outside field
British Columbia	23.1%	13.6%	6.6%	28.8%	24.0%	25.5%	10.1%
Alberta	30.1	20.8	11.4	24.0	31.2	21.7	15.5
Saskatchewan	28.8	11.6	11.0	27.5	23.1	34.8	16.5
Manitoba	19.1	17.7	5.0	32.4	16.1	42.4	13.5
Ontario	16.4	13.9	3.2	36.1	15.6	43.1	8.4
Québec	16.1	13.6	5.5	33.2	13.6	53.7	13.1
New Brunswick	29.1	10.4	11.3	13.2	25.2	30.5	17.2
Nova Scotia	24.0	11.2	6.9	26.4	20.1	34.2	12.2
Prince Edward Island	26.6	4.0	12.5	8.9	20.4	28.8	4.8
Nfld/Labrador	30.3	9.2	12.4	15.8	26.5	17.6	4.6
CANADA	19.5%	14.6%	5.7%	31.9%	18.4%	40.6%	11.1%

illustrated in Table 3.1, different provinces had different staff profiles. The profile in Alberta, New Brunswick, and Newfoundland/Labrador was one of high proportions of young staff, of people whose job prior to joining their centre was in a field outside child care, and of people who have been in their current centre for under a year. In contrast, the profile in Manitoba, Ontario, and Québec is one of low proportions of staff under age 25 and high proportions of staff who have been in their centre for over five years.

The jurisdictional differences in staff profile shown in Table 3.1 may reflect the influence of one or a combination of provincial regulations, wage levels (which are influenced by the availability and amount of recurring government operating grants, and by centre auspice), and the availability of other jobs. For example, there are no training requirements for staff in New Brunswick, and those in Alberta and Newfoundland/Labrador are minimal (see Appendix F). At the time of data collection, government operating grants were not available in New Brunswick and Newfoundland/Labrador, and their value had been steadily decreasing in Alberta. Wages were also low in all three provinces (see Chapter 6). In contrast, Ontario and Québec had relatively high staff training requirements and wages.

3.4 Demographic Profile

The majority — 98.3% — of respondents to the Staff Questionnaire were female. According to responses to the Centre Questionnaire, 79.9% of centres did not have any male teachers. Of those centres with male staff, only 2.6% had more than one male teacher.

As illustrated in Table 3.2, teaching staff in 1998 were slightly older than those in the 1991 sample.² In 1998, 44.5% of teaching staff were under age 30, compared to 58.1% in 1991. Newfoundland/Labrador and Prince Edward Island, with 65.6% and 62.2% respectively, had the highest proportion of staff under age 30. Québec (39.4%) and Ontario (44.7%) had the lowest proportions of staff in this age range. Commercial centres had a larger proportion of staff under age 30 than non-profit centres (55.7% and 41.0% respectively). There was also a slight increase in the proportion of teachers over age 45 from 9.1% in 1991, to 14.6% in 1998. The proportions of teachers in this age range were similar in non-profit and commercial centres.

Between 1998 and 1991, the proportion of staff who had lived in their community for more than five years increased from 70.8% to 77.6%. On a Canada-wide basis, a slightly higher proportion of teaching staff in 1998, 62.1%, were married or living with a partner, compared to 57.1 % in 1991. Fewer assistant teachers were married or living with a partner (57.8%) than were teachers (61.5%) or supervisors (69.6%).

Children 12 years of age or younger were present in the homes of 29.8% of staff in 1998, in comparison with 24.9% in 1991. Of those staff with children under age 12 in 1998, 51.2% had their children in a paid child care arrangement. Nearly 13% of staff with children in child care (12.7%) were receiving a child care fee subsidy. Receipt of fee subsidy was highest in Prince Edward Island (25.5%), Alberta (25.3%), and Manitoba (25.0%).

Responses to the Staff Questionnaire indicated that many teachers are either the sole earner or their salary contributes substantially to the family budget. Over a quarter of staff (28.5%) reported that 80% to 100% of the total cost of maintaining their household was covered by their salary; and, for another 27.4% of staff, their salaries covered 50% to 79% of their household costs.

Table 3.2		
Demographic Profile of Child Care Centre Teaching Staff, Canada, 1991 and 1998		
Characteristic	1991[a]	1998
Female	98.0%	98.3%
Age:		
Under 20	3.7%	0.8
20-24	28.3	18.8
25-29	26.1	24.9
30-34	14.4	17.5
35-39	11.2	13.1
40-44	7.1	10.4
45-49	5.0	8.0
50 or over	4.1	6.6
Length of time living in present community:		
Less than 1 year	4.7%	4.2%
1-2 years	9.9	7.3
3-5 years	14.7	10.8
over 5 years	70.8	77.6
Married or living with a partner	57.1%	62.1%
Child or children aged 12 or younger living in respondent's home	24.9%	29.8%
Notes: Data in the table do not include directors; for information on this group, see Chapter 5. The <i>Caring for a Living</i> study did not have a separate questionnaire for directors; it reported its demographic data on the basis of staff and directors combined. [a] 1991 data from <i>Caring for a Living</i> (CCDCF/CDCAA 1992), pp. 19-21.		

3.5 Work History

3.5a Length of Time in the Child Care Field

In 1998, nearly a third of teaching staff in Canada (31.8%) had worked in the child care field for over 10 years. The second largest proportion, 28.0%, had worked in the field for between 5 and 10 years, while 22.5% had been in child care for 3 years or less. Only 5.7% had been in the field for less than a year.

Table 3.3 shows considerable provincial variation. Provinces with a substantially lower proportion of staff who had been in the field for 10 years or more, compared to the national average, were Prince Edward Island (8.9%), New Brunswick (13.2%), Newfoundland/Labrador (15.8%), and Alberta (24.0%). These four provinces also had the highest proportions of staff who had been in the field for less than one year — Prince Edward Island (12.5%), Newfoundland/Labrador (12.4%), New Brunswick (11.3%), and Alberta (11.4%).

Figure 3.1

Length of Time in the Child Care Field, Teaching Staff, Canada, 1998

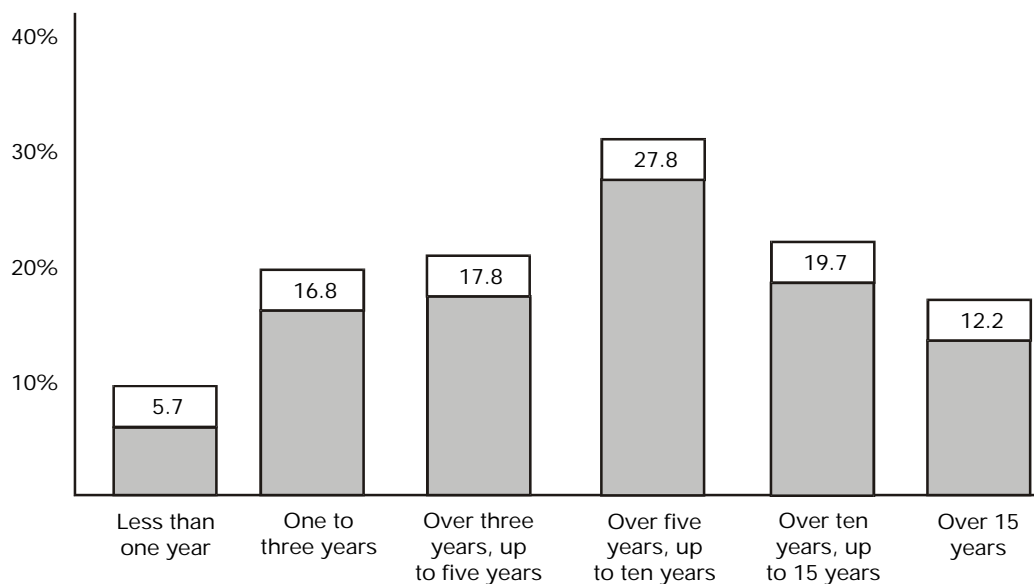


Table 3.3

Length of Time in the Child Care Field, Teaching Staff, by Jurisdiction, 1998

Jurisdiction[a]	Less than 1 year	1-3 years	Over 3 years, up to 5 years	Over 5 years, up to 10 years	Over 10 years, up to 15 years	Over 15 years
British Columbia	6.6%	20.8%	15.2%	28.6%	20.3%	8.5%
Alberta ¹	11.4	21.4	19.9	23.2	16.0	8.0
Saskatchewan	11.0	27.7	13.1	20.6	14.9	12.6
Manitoba	5.0	14.2	14.0	34.3	21.8	10.6
Ontario	3.2	15.5	17.7	27.5	20.4	15.7
Québec	5.5	13.5	19.3	28.6	22.2	11.0
New Brunswick	11.3	30.4	20.1	25.0	10.8	2.4
Nova Scotia	6.9	19.9	16.3	30.5	13.3	13.1
Prince Edward Island	12.5	12.5	26.8	39.3	8.9	0
Newfoundland/Labrador	12.4	27.4	13.1	31.3	9.0	6.8
CANADA	5.7%	16.8%	17.8%	27.8%	19.7%	12.2%

Notes: Totals may not add to 100.0% due to rounding.

[a] Data for the Northwest Territories and the Yukon are not reportable due to small sample sizes.

As illustrated in Table 3.4, a higher proportion of assistant teachers than teachers or supervisors had been in the field for less than a year. Conversely, a higher proportion of people who had been in the field for over 10 years are supervisors.

Table 3.4						
Length of Time in the Child Care Field, Teaching Staff, by Position, 1998						
Current position	Less than 1 year	1-3 years	Over 3 years, up to 5 years	Over 5 years, up to 10 years	Over 10 years, up to 15 years	Over 15 years
Assistant teacher	11.3%	23.5%	17.9%	26.1%	12.8%	8.4%
Teacher	5.5	16.8	18.4	28.3	19.7	11.3
Supervisor	0.4	9.6	12.8	28.2	27.6	21.4
ALL TEACHING STAFF	5.7%	16.8%	17.8%	27.8%	19.7%	12.2%

On a Canada-wide basis, as shown in Table 3.5, teaching staff in non-profit centres tended to have been in the field longer than those employed in the commercial sector. Thirty-six percent of staff in non-profit centres had been in the field for over 10 years, in contrast to 18.2% of those working in commercial centres. Similarly, 18.7% of teaching staff in non-profit centres had only been in the field for three years or less, compared to a third of staff in commercial programs (34.1%).

Table 3.5						
Length of Time in the Child Care Field, Teaching Staff, by Auspice, 1998						
Auspice	Less than 1 year	1-3 years	Over 3 years, up to 5 years	Over 5 years, up to 10 years	Over 10 years, up to 15 years	Over 15 years
Non-profit	4.1%	14.6%	16.0%	29.4%	22.1%	13.9%
Commercial	10.3%	23.8%	23.4%	24.2%	12.7%	5.5%
Notes: Data from municipal centres are not included in this table. Totals may not add to 100.0% due to rounding.						

3.5b Number of Centres Worked at in the Past Five Years

Teaching staff were asked how many centres they had worked in during the past five years, excluding practicum settings but including the centre where they currently worked. Of the staff who had been in the field for over five years, 62.1% had only worked in one centre, 21.7% had worked in two, and 8.8% had worked in three. Nearly 64% of teachers had only worked in one centre, in comparison with 55.8% of assistant teachers and 58.3% of supervisors.

3.5c What Staff Were Doing Prior to Joining their Current Centre

Canada-wide, 37.8% of teaching staff had worked at another centre immediately prior to starting work at their current centre. Another 6.8% had been providing child care in their own home. A larger proportion of teachers and supervisors reported that they had come from another centre (39.1% and 44.7% respectively), than did assistant teachers (25.8%). New Brunswick had the highest proportion of staff who had been providing family child care (12.9%), followed by Saskatchewan (11.1%) and Nova Scotia (10.7%).

Nearly a quarter of staff (24.9%) had been attending college or university, 11.2% had been working in another field *not* related to children, and 7.2% were working in another field related to children. The remainder had been involved in a variety of other work situations or were not in the paid workforce.

Having come directly to their centre from working in a field not related to children was reported by a larger proportion of assistant teachers (17.1%) than teachers (10.7%) or supervisors (7.1%). The proportion of staff coming from an unrelated field was highest in New Brunswick (17.2%), Saskatchewan (16.5%), and Alberta (15.5%). Coming to the centre from another field unrelated to children is significant because it implies both probable lack of early childhood care and education (ECCE) training, and lack of experience with children.

3.5d Length of Time Working at their Current Centre

As illustrated in Table 3.6, 18.4% of the sample Canada-wide had worked in their current centre for under one year. However, there was considerable variation across provinces, auspice categories, and staff positions.

Table 3.6					
Length of Time Worked in Current Centre, Teaching Staff, by Jurisdiction, 1998					
Jurisdiction[a]	Under 1 year	1-3 years	3-5 years	5-10 years	Overs 10 years
British Columbia	24.0%	33.4%	17.1%	21.5%	4.0%
Alberta	31.2	31.0	16.2	16.5	5.2
Saskatchewan	23.1	27.3	14.9	24.4	10.4
Manitoba	16.1	28.8	12.7	29.1	13.3
Ontario	15.6	23.4	17.8	31.1	12.0
Québec	13.6	18.0	14.7	32.7	21.0
New Brunswick	25.2	27.1	17.2	24.1	6.4
Nova Scotia	20.1	25.7	20.0	18.4	15.8
Prince Edward Island	20.4	36.3	14.6	28.8	0
Newfoundland/Labrador	26.5	36.8	19.1	11.5	6.1
CANADA	18.4%	24.6%	16.4%	28.0%	12.6%
Notes: Totals may not add to 100.0% due to rounding. [a] Data for the Northwest Territories and the Yukon are not reportable due to small sample sizes.					

The percentage of staff who had worked for under one year in their current centre was higher than the national average in Alberta (31.2%), Newfoundland/Labrador (26.5%), New Brunswick (25.2%), and British Columbia (24.0%). A lower percentage than the national average had worked in their centre for only one year in Québec (13.6%), Ontario (15.6%), and Manitoba (16.1%).

At the other end of the continuum, higher proportions of staff in Québec (21.0%) and Nova Scotia (15.8%) had worked in their current centre for over 10 years, compared to the national average of 12.6%. Fewer staff had worked for 10 years or more in their centre in Prince Edward Island (none), British Columbia (4.0%), Alberta (5.2%), Newfoundland/Labrador (6.1%), and New Brunswick (6.4%).

The average length of time teaching staff had worked in their current centre also varied by respondents' positions and whether they worked in a non-profit or a commercial centre. Nearly a third of assistant teachers (29.7%) had worked in their current centre for less than a year, compared to 17.7% of teachers and 9.0% of supervisors. The average length of time working at their current centre was three years and five months for assistant teachers, five years and one month for teachers, and six years for supervisors. A higher proportion of staff in the commercial sector than in the non-profit sector reported that they had been in their current centre for under one year, or between one and three years (see Table 3.7). Having worked at the same centre for five to ten years was reported by a higher percentage of staff in non-profit centres.

Table 3.7					
Length of Time Worked in Current Centre, Teaching Staff, by Auspice, 1998					
Auspice	Under 1 year	1-3 years	3-5 years	5-10 years	Over 10 years
Non-profit	14.7%	22.3%	16.0%	32.4%	14.7%
Commercial	27.3%	31.3%	17.7%	17.9%	5.8%
Note: Data from municipal centres are not included in this table.					

3.5e Length of Time in Their Current Position

Canada-wide, 53.6% of staff had worked in their current position at their current centre for under three years; 27.2% of staff had worked in their current position for under one year. The highest proportions of staff who had been in their current position for less than a year were in Alberta (40.2%), Newfoundland/Labrador (37.5%), New Brunswick (32.7%), and Saskatchewan (32.8%). The lowest proportions were in Ontario (23.0%) and Manitoba (23.4%).

Only 9.2% of staff had been in their current position for over 10 years. This situation was most common in Québec (16.4%) and Nova Scotia (10.8%). No staff in Newfoundland/Labrador or Prince Edward Island had been in their current position at their current centre for over 10 years. In Newfoundland/Labrador, only 9.1% had been so for five years.

Proportionately more teachers and supervisors than assistant teachers were in the three higher length-of-time categories. Higher proportions of assistant teachers were in the under one year (34.8%) and one-to-three years (29.8%) categories.

3.5f Advancement within Their Current Centre

On a Canada-wide basis, 24.1% of all teaching staff had advanced to a position higher than their starting position in their current centre, while 1.2% were now in a more junior position. A greater proportion of supervisors (67.3%) had advanced to a higher position than had teachers (21.6%).

Staff most often reported that they had advanced in their current centre in British Columbia (38.6%), Prince Edward Island (36.9%), and Manitoba (36.1%). Québec had the smallest percentage of staff who had advanced in their centre (14.1%) and the highest percentage who had remained in the same position (85.5%). This may reflect the high prevalence of team teaching in Québec, as opposed to the more hierarchical mode used in most jurisdictions (that is, a teacher supervising an assistant teacher who works in the same room). A slightly higher proportion of staff in commercial centres than in non-profit centres reported that they had advanced from their starting position (26.6% and 23.4% respectively).

3.6 Roles and Responsibilities of ECCE Staff

Most staff reported that they worked exclusively with one group of children, as opposed to splitting their time among different groups. This was the case for 81.2% of assistant teachers, 91.2% of teachers, and 79.0% of supervisors. The largest proportion of staff in all three positions in our sample (59.9%) worked with children ages 3 to 5.

Many teaching staff worked in programs that target specific groups of children, and/or integrated children who have special needs. One in four staff (24.4%) worked in one of the following: a kindergarten program, a program for children with special needs, a Head Start or early intervention program, an English/French as a second language (ESL/FSL) program, or a program specifically for the children of teenaged mothers. With the exception of kindergarten, programs that target specific groups of children have a social service function in addition to the provision of care and education. For example, programs serving teen mothers usually provide parenting-skill education, in addition to looking after the children so that the mothers can complete their secondary school education.

As indicated in Chapter 9, 70.1% of the centres reported including at least one child who has special needs, and almost one in eight centres (12.2%) reported having five or more children with special needs.³ Therefore, a substantial number of teachers are providing care and education for children who have a disability, a health problem or a severe emotional/behavioural problem. The provision of appropriate care for children with special needs requires the knowledge and ability to adapt programs and equipment in a way that enables each child to participate to the fullest extent possible. The teacher may also have to learn specific healthcare skills and how to work as a partner with other professionals in implementing a special intervention plan for the child.

Table 3.8				
Time Spent on Other Tasks <i>While also Caring for Children</i>, Full-Time Staff, by Position, 1998				
	Percent of time in a typical week			
Task	Assistant teacher	Teacher	Supervisor	All staff as a group
Activity planning and preparation	22.4%	26.5%	22.0%	25.4%
Interaction with parents	18.5	19.8	21.5	19.8
Meal/snack preparation and clean-up	24.1	17.6	14.2	18.0
Maintenance (cleaning, repairing)	17.6	14.1	13.4	14.4
Supervising practicum students	5.2	11.0	9.9	10.1
Staff supervision	5.8	4.9	17.0	6.6
Meetings with people other than parents	4.4	4.7	7.6	5.1
Administration	2.6	3.2	11.3	4.2
Other	5.7	5.8	5.3	5.7

Overall, 46.0% of respondents reported that they supervised ECCE students on practicum placements. However, the likelihood of being responsible for supervising students depended on the individual's position. Only 18.5% of assistant teachers reported this responsibility, compared to 49.4% of teachers and 58.7% of supervisors. There were also differences across auspice. The proportion of staff who reported supervising practicum students was 51.5% in non-profit centres and 28.3% in commercial centres. Staff who supervised students did so for roughly the same number of hours a week in non-profit centres (18.6 hours) as in commercial (16.4 hours) centres.

We were interested in exploring how teaching staff spend their days, and the extent to which their work involves multi-tasking (doing a second task while also caring for children). So staff were given a list of activities and were asked, "In addition to caring for children, approximately what percentage of your time is spent in each of the following activities in a typical week?" As shown in Table 3.8, staff at all levels reported engaging in considerable multi-tasking. However, there was some difference in the nature of the second task, depending on the individual's position. Typically, assistant teachers spent more time in second tasks such as meal/snack preparation and general maintenance than did teachers or supervisors. Conversely, supervisors reported spending more time in supervisory and administrative tasks than did assistant teachers or teachers. It should be noted that Table 3.8 reflects tasks done while also caring for/supervising children, and therefore does not indicate the total proportion of the work day spent on these activities.

The amount of time involved in multi-tasking over the course of a typical week was similar whether staff worked in commercial or non-profit centres. However, there were some differences in the proportion of

time spent in certain types of task while also caring for children. Staff in non-profit centres tended to spend more time supervising practicum students (8.6%) than did staff in commercial centres (3.9%). Conversely, staff in non-profit centres reported spending less time (17.3%) than their colleagues in commercial programs (20.0%) on meal/snack preparation and cleanup, and less time on maintenance (12.1% and 16.4% respectively).

3.7 Feelings About Their Work

Staff were given a list of nine descriptions of how teachers might feel about their work and were asked to indicate on a five-point scale the extent to which the description characterized their feelings most of the time. The possible choices were “never or not at all,” “rarely or to a minor degree,” “occasionally,” “a good part of the time,” and “usually/feel strongly.” In Tables 3.9 and 3.10, we use the percentages from the two choices reflecting the strongest feeling, “a good part of the time” and “usually/feel strongly,” to indicate the extent to which teaching staff expressed positive or negative feelings about their work.

Almost all staff (94.7%) indicated that they believed they made a positive difference in the lives of the children. To a considerable degree, they felt their work to be stimulating and challenging, and to make good use of their skills and abilities. Most reported that their work gave them a sense of accomplishment.

The high level of positive feeling about their work expressed by teaching staff is in sharp contrast to the level of dissatisfaction with child care as a career noted in Chapter 7, and to the high proportion of people leaving the field (see Chapter 8). As discussed in Chapters 7 and 8, low wages and poor prospects for career advancement appear to be major reasons for people leaving the field, in spite of enjoying the work.

Table 3.9			
Teaching Staff Feeling Positively About Their Work, 1998			
Description	“A good part of the time” (1)	“Usually/feel strongly” (2)	Total generally feeling positively (3)
I make a positive difference in the children's lives	44.1%	50.6%	94.7%
I feel my job makes good use of my skills and abilities	47.9	36.5	84.4
The work I do is stimulating and challenging	51.8	32.2	84.0
My work gives me a sense of accomplishment	45.7	37.1	82.8
I have reasonable control over most things that affect my satisfaction with my job	55.3	13.3	68.6
Note: Column 3 is the sum of columns 1 and 2.			

Table 3.10			
Teaching Staff Feeling Negatively About Their Work, 1998			
Description	"A good part of the time" (1)	"Usually/feel strongly" (2)	Total generally feeling positively (3)
There is too little time to do all that needs to be done	28.2%	26.6%	54.8%
I feel physically exhausted at the end of the work day	30.1	17.8	47.9
I feel emotionally drained at the end of the day	17.2	11.2	28.4
I feel frustrated by this job	8.0	4.5	12.5
Note: Column 3 is the sum of columns 1 and 2.			

As Table 3.10 illustrates, teaching staff also expressed negative feelings about their work. More than half felt pressured by insufficient time to get everything done that should be done. Nearly as many reported feeling physically exhausted at the end of the work day. A fifth reported often feeling emotionally drained by the time they left work. However, only a small proportion reported feeling frustrated by the job.

The degree of stress suggested in Table 3.10 is of concern. Stress interferes with the quality of interaction between teacher and child; it has also been implicated as a major factor in high turnover rates in a variety of human service occupations, including child care.⁴

Staff were asked if they expected to be working in their current centre in a year's time. Seventy-nine percent responded "yes." The expectation, however, varied by position. Twenty-nine percent of assistant teachers did not expect to be there, compared to 19.6% of teachers and 20.4% of supervisors. The most frequently cited reasons for not expecting to be at their current centre in a year's time were "want a career change" (16.9%) and "low wages" (16.8%). "Want a career change" may either reflect burnout or, as discussed in Chapter 7, a feeling that it is necessary to leave the field in order to get a higher wage.

3.8 Sources of Support

Researchers studying child care centre staff have observed that staff meetings appear to serve a variety of important functions. They enable staff to socialize informally, to give each other support, to confer about problems, and to exert some influence on decision-making in the centre.⁵ We asked teaching staff how often their centre held scheduled meetings of all the staff. The vast majority (95.3%) reported that their centre has regularly scheduled staff meetings. For 50.1% of the respondents these are monthly, 34.4% reported meetings less than once a month, while 6.7% attend twice-monthly meetings. Just under half of all staff (45.2%) reported that the meetings occurred during unpaid overtime. As noted by one director on the Centre Questionnaire, "*Lack of support makes it impossible to have parent meetings, staff meetings, or training during paid work time.*"

Support and opportunities to network with other child care staff can also come through membership in a child care organization. This source of support appears to be under-utilized: on a Canada-wide basis, only 33.3% of staff reported belonging to a child care organization. A fifth of staff (20.7%) belonged to one organization, and 12.6% belonged to two or more. Most frequently, teaching staff belonged to a provincial or territorial organization (21.4% of all staff). Other memberships identified by staff included the Canadian Child Care Federation (9.1% of all teaching staff), the (U.S.) National Association for the Education of Young Children (2.5%) and the Child Care Advocacy Association of Canada (1.3%). A higher proportion of supervisors reported belonging to at least one organization (41.4%), than did teachers (34.4%) or assistant teachers (21.8%).

3.9 Summary

A number of themes have emerged in this chapter. One is the differing staff profiles across jurisdictions, and between the non-profit and for-profit sectors. A second theme involves the complexity of the job. All staff engage in considerable multi-tasking. Many staff provide care and education for children whose mother tongue is neither English nor French, or who are considered at risk, or who have a special need. A substantial number of staff supervise ECCE students. A third theme is the degree of positive feeling about the daily work expressed by teaching staff, accompanied, however, by indications of fairly widespread stress.

Notes

- 1 In the Centre Questionnaire, directors reported a slightly different proportion of assistant teachers (22.3%) and teachers (65.7%) in their centres, although the reported percentage of supervisors (12.0%) was basically the same. The slight variation in degree (but not direction) for assistant teachers and teachers in the two questionnaires suggests that the sample responding to the Staff Questionnaire may have had a lower proportion of assistant teachers than occurs in the teaching staff population as a whole.
- 2 Demographic statistics for 1991 from *Caring for a Living* (CCDCF/CDCAA 1992), pp. 19-21.
- 3 The Centre Survey provided the following specific definition: *Special needs refers to children with a physical or intellectual disability identified by a professional such as a physician or speech therapist. Include children diagnosed as medically fragile as well as children with significant emotional difficulties.*
- 4 Manlove and Guzeli 1997, p. 148.
- 5 Maslach and Pines 1977, pp. 108-109.

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Chapter 4

Centre Teaching Staff

Education and Professional Development

Hillel Goelman, Gillian Doherty, Annette LaGrange, Donna S. Lero, and Jocelyne Tougas

“Research shows that the most important ingredient of high-quality early education and care is the relationship between the teacher and the child.”

— Carollee Howes, Ellen Smith, and Ellen Galinsky 1995, p. 50

4.1 Introduction

A robust body of research shows that: (a) quality child care programs support children’s well-being and development;¹ and (b) levels of staff training and education are linked to the quality of child care programs (see Section 4.2). We also know that both the opportunities to study ECCE and the regulatory requirements pertaining to staff training vary across the provinces and territories.² How is this diversity reflected in the educational backgrounds of centre teaching staff? This chapter examines the educational backgrounds and professional development activities of some of the estimated 42,000 centre staff members³ who provide care and education for approximately 300,000 children across Canada.⁴ Information on the educational backgrounds of directors is provided in Chapter 5. Section 1.5 in Chapter 1 provides definitions for the three teaching staff positions (assistant teachers, teachers, and supervisors), and Section 3.2 in Chapter 3 gives information about the proportions of teaching staff in each position who responded to our survey.

4.2 The Importance of Staff Educational Levels

The research literature in both Canada⁵ and the United States⁶ consistently reports a relationship between the type and level of staff education and program quality in centre-based care. Adults who have post-secondary education tend to be more responsive with children and to provide them with stimulating activities that are appropriate to their developmental level. Research also demonstrates that these desirable teacher behaviours occur more frequently when the individual's post-secondary education includes course work related to child development and early childhood education.⁷ People with this type and level of educational background know how to plan appropriate educational and caring environments for young children. They use the kinds of questioning, listening, and reflecting strategies that facilitate children's expressive and receptive language development. They understand children's social, emotional, and cognitive development, and are able to recognize and exploit "teachable moments."

That specialized ECCE training is important for child care quality is not surprising. Several Canadian child care task forces have noted that a substantial body of knowledge and skills is required to provide good care and education for an unrelated group of children.⁸ This knowledge and skill base has to be systematically learned. Alan Pence and Sandra Griffin, two Canadian experts, have suggested that the development of entry-level competence to work in child care requires at least two years of post-secondary ECCE training.⁹

4.3 Highest Level of Overall Educational Attainment

4.3a The National Picture

Table 4.1 reports the highest levels of overall educational attainment completed for all staff on a provincial and territorial basis. It also illustrates the tremendous variability in the general education levels of teaching staff across jurisdictions.

On a Canada-wide basis, 3.3% of all teaching staff (assistant teachers, teachers, and supervisors combined) had "some high school" as their highest level of general education. An additional 11.0% reported their highest level of attainment as "a high school diploma." This means that, Canada-wide, 14.3% of teaching staff (approximately one in seven) had only a high school diploma or lower level of education. The proportion of staff with "some high school" as their highest level of attainment was much higher than the national average in Manitoba (9.7%) and Alberta (9.6%). Twenty-five percent or more of the teaching staff lacked any post-secondary school credential in Alberta, Manitoba, New Brunswick, and Saskatchewan.

At the other end of the continuum, 18.0% of teaching staff reported having a B.A. or higher level of general education. On a Canada-wide basis, the largest group of teaching staff (48.2%) had completed a one- or two-year community college credential.¹⁰ The completion of a three-year college credential was reported by an additional 13.2% of the national sample, most of them being staff from Québec. This reflects the three-year CEGEP post-secondary system in Québec, which students enter after Grade 11. A post-diploma credential was reported by 6.4% of all teaching staff.

Table 4.1							
Highest Level of Overall Education, Teaching Staff, by Jurisdiction, 1998							
Jurisdiction[a]	Some high school	High school diploma	One-year college credential	Two-year college credential	Three-year college credential	Post-diploma credential	B.A. or higher degree
British Columbia	1.3%	6.2%	32.5%	34.4%	4.7%	5.1%	15.8%
Alberta	9.6	18.9	20.1	28.8	3.4	2.2	17.0
Saskatchewan	7.6	20.4	26.9	20.1	1.6	3.0	20.4
Manitoba	5.7	19.1	8.7	27.9	3.8	7.1	27.7
Ontario	0.7	7.7	3.5	60.6	5.8	5.8	15.8
Québec	4.0	10.1	5.9	9.3	39.4	10.5	20.8
New Brunswick	7.3	23.5	43.3	13.5	NR	4.5	8.0
Nova Scotia	1.8	16.0	12.6	34.2	5.4	6.2	23.7
Prince Edward Island	2.3	7.2	4.5	64.9	NR	0.9	20.3
Newfoundland/Labrador	1.0	6.0	21.9	59.5	0.7	2.9	8.0
Yukon[b]	9.3	16.7	24.1	25.9	NR	NR	14.8
CANADA	3.3%	11.0%	10.4%	37.8%	13.2%	6.4%	18.0%
<p>Notes: The data in Table 4.1 are for teaching staff only; comparable data for directors are provided in Chapter 5.</p> <p>Totals may not add to 100.0% due to rounding.</p> <p>NR: results fall below reportable levels.</p> <p>[a] Data for the Northwest Territories are not reportable due to small sample sizes.</p> <p>[b] Data for the Yukon are from Study 2 of the <i>You Bet I Care!</i> project; unlike all other data in this table, they are not weighted.</p>							

4.3b Comparison with 1991

A comparison with the findings from the 1991 *Caring for a Living* survey reflects some improvement in general education levels.¹¹ Between 1991 and 1998 the aggregate of two-year or three-year credential or post-diploma holders rose from 45.5% to 57.4% and the percentage of staff with a B.A. or higher level rose from 13.1% to 18.0%. During the same period, the percentage of staff with only “some high school” education dropped from 6.1% to 3.3%. The percentages of staff with a one-year post-secondary school credential were virtually the same in 1991 (10.0%) as in 1998 (10.4%).

4.3c Highest General Educational Attainment by Position

As illustrated in Table 4.2, higher proportions of assistant teachers were represented in the three lowest educational categories, while higher proportions of supervisors had a two-year credential, a B.A. or a higher level of general education.

4.3d Variations between Commercial and Non-Profit Centres

Overall, a greater proportion of teaching staff in commercial centres reported their highest general educational attainment as high school or less (20.7%) than did respondents from non-profit centres (12.3%). Conversely, a higher proportion of staff in non-profit centres than in commercial centres reported

Table 4.2			
Highest Level of General Education, Assistant Teachers, Teachers, and Supervisors, Canada, 1998			
Highest attained level of general education	Assistant teacher	Teacher	Supervisor
Some high school	5.7%	2.8%	2.7%
High school diploma	27.6	8.6	4.4
One-year college credential	14.6	9.5	11.9
Two-year college credential	29.5	38.2	47.5
Three-year college credential	3.8	15.8	8.7
Post-diploma credential	3.2	7.2	4.6
B.A. or higher degree	15.7	17.9	20.8
Note: Totals may not add to 100.0% due to rounding.			

a two-year or three-year college credential (53.2% compared to 42.3%). Equal proportions of staff working in commercial and in non-profit centres had completed a B.A. or higher credential. (Note that data from respondents working in municipal centres are not included in the non-profit category.)

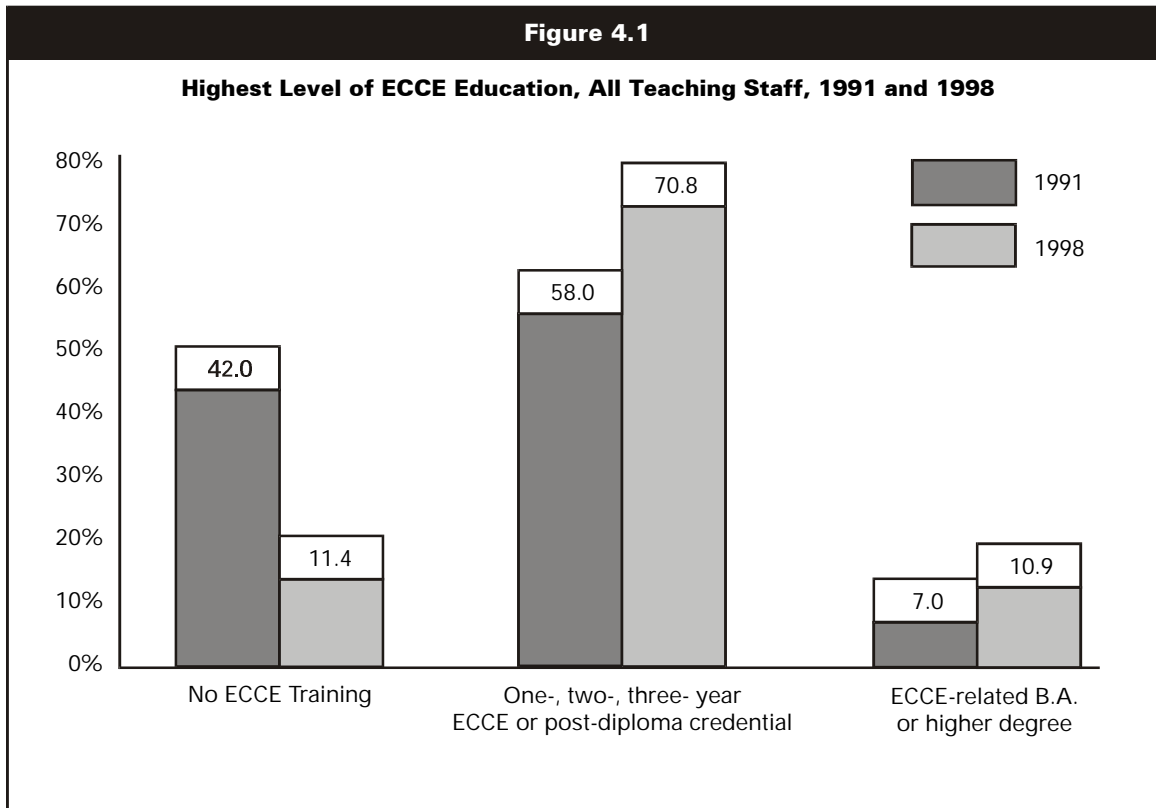
4.4 Highest Levels of ECCE Education and Training

4.4a The National Picture

In 1998, 11.4% of all child care teaching staff in Canada lacked any specific training in early childhood care and education (see Table 4.3). Those jurisdictions that were substantially higher than the national average in this respect were New Brunswick (36.0%), Manitoba (21.9%), and Saskatchewan (17.4%). At the next level of ECCE-specific training, 6.8% of all teaching staff had completed a “short course” in ECCE which lasted less than one calendar year. The highest percentages at this level were reported in Alberta (26.2%) and Saskatchewan (22.6%). In both these provinces such courses are required by government regulation for all teaching staff who do not have a one-year or higher ECCE credential. Alberta requires a 50-hour orientation course, and Saskatchewan requires one lasting for 130 hours.¹²

The 42.1% of all respondents who held a two-year credential made up the largest single category in ECCE-specific training, followed by the 13.3% who had completed a three-year credential, and the 10.4% with a one-year course. A post-diploma ECCE certificate was reported by 5.0% of teaching staff while 10.9% had an ECCE-related B.A. or higher degree. In all, 71.3% of teaching staff had a two-year or higher ECCE credential.

There are clear variations in pattern across jurisdictions, and these variations may reflect differences in jurisdictional training requirements and opportunities. Several provinces have major clusters at a specific



educational level. This clustering occurred at the one-year or less training level in New Brunswick (80.7%) and Saskatchewan (64.8%). There was a clustering at the two-year ECCE credential level in Ontario (69.0%), Newfoundland (60.5%), and Prince Edward Island (66.2%). In Québec, 64.4% of teaching staff reported having a three-year ECCE course, a post-diploma ECCE credential, or an ECCE-related B.A. or higher degree. Manitoba had a cluster of teaching staff at each end of the continuum and also one in the middle. In that province, 21.9% of respondents to the Staff Questionnaire reported having no ECCE training, 29.5% had a two-year credential, and 20.5% reported an ECCE-related B.A. or higher ECCE qualification.

4.4b Comparison with 1991

Taken together, 70.8% of all teaching staff in 1998 were holders of one-year, two-year, three-year or post-diploma credentials, an increase from the 58.0% reported in the 1991 *Caring for a Living* study. The proportion of teaching staff without any ECCE training decreased substantially from 42.0% in 1991 to 11.4% in 1998. In 1998, the proportion of respondents with an ECCE-related B.A. or higher ECCE qualification rose to 10.9% from the 7.0% reported in 1991.¹³

The decrease in completely untrained teaching staff and the raising of the training floor for many staff is encouraging. There has also been modest growth in the percentage of teaching staff with the two-year college credential considered to be required for entry-level competence to work as an ECCE professional in a child care centre.¹⁴ However, continuing to have more than a quarter of teaching staff (28.6%) with less than a two-year credential is unacceptable.

Table 4.3

Highest Level of ECCE Education, Teaching Staff, by Jurisdiction, 1998

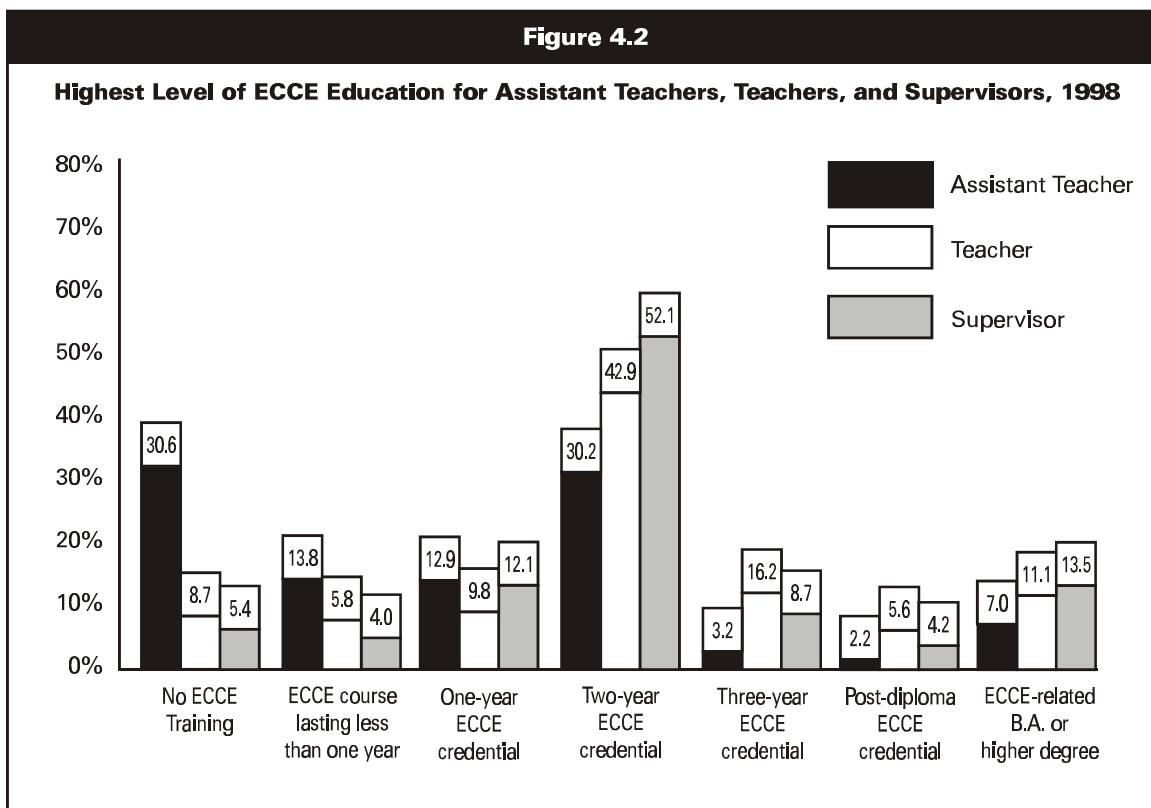
Jurisdiction[a]	No ECCE training	ECCE course of less than one year	One-year ECCE credential	Two-year ECCE credential	Three-year ECCE credential	Post-diploma ECCE credential	ECCE-related B.A. or higher degree
British Columbia	7.5%	1.9%	37.1%	35.4%	5.1%	3.6%	9.4%
Alberta	9.2	26.2	20.2	30.9	2.0	1.6	9.8
Saskatchewan	17.4	22.6	24.8	16.8	0.9	1.9	15.6
Manitoba	21.9	11.0	6.3	29.5	4.2	6.5	20.5
Ontario	8.7	2.4	2.8	69.0	5.3	4.5	7.3
Québec	12.9	4.6	6.9	11.5	40.8	8.1	15.5
New Brunswick	36.0	8.7	36.0	12.9	NR	0.4	6.0
Nova Scotia	9.8	6.2	14.4	38.3	6.1	7.6	17.6
Prince Edward Island	8.2	7.8	2.3	66.2	NR	0.9	14.6
Newfoundland/Labrador	14.9	4.3	12.3	60.5	NR	2.9	5.1
Yukon[b]	11.5	23.1	26.9	30.8	NR	NR	NR
CANADA	11.4%	6.8%	10.4%	42.1%	13.3%	5.0%	10.9%

Notes: The data in this table are for teaching staff only; comparable data for directors are provided in Chapter 5.
 In some cases the percentage in a given cell in this table is greater than the comparable cell in Table 4.1 (for example, for the proportion of staff in British Columbia with a one-year college credential). Such discrepancies reflect the fact that not all respondents answered both the question pertaining to their highest level of overall education and the question pertaining to their highest level of ECCE education.
 Totals may not add to 100.0% due to rounding.
 NR: Results fall below reportable levels.
 [a] Data for the Northwest Territories are not reportable due to small sample sizes.
 [b] Data for the Yukon are from Study 2 of the *You Bet I Care!* project and, unlike all other data in the table, are not weighted.

Table 4.4

Highest Level of ECCE Education, Teaching Staff, by Position, 1998

Highest level of ECCE education	Assistant teacher	Teacher	Supervisor
None	30.6%	8.7%	5.4%
ECCE course lasting less than one year	13.8	5.8	4.0
One-year ECCE credential	12.9	9.8	12.1
Two-year ECCE credential	30.2	42.9	52.1
Three-year ECCE credential	3.2	16.2	8.7
Post-diploma ECCE credential	2.2	5.6	4.2
ECCE-related B.A. or higher degree	7.0	11.1	13.5



4.4c Highest ECCE Educational Attainment, by Position

As shown in Table 4.4, there were differences in the education levels attained by assistant teachers, teachers, and supervisors. In all, 42.6% of assistant teachers had a two-year ECCE or higher credential, compared to 75.8% of teachers and 78.5% of supervisors. While roughly one in three assistant teachers (30.2%) had completed a two-year ECCE training program, an almost exactly equal percentage (30.6%) of all assistant teachers had no ECCE training at all.

4.4d A Note of Caution About the ECCE Education Data

Some caution must be used in interpreting the data reported in this chapter, as the results may reflect a slightly inflated level of training for ECCE staff. While 71.3% of all teaching staff who responded to the Staff Questionnaire reported having completed at least two years of post-secondary training in ECCE, directors reported on the Centre Questionnaire that only 61.5% of their teaching staff had attained this level of training. This may reflect a difference in the samples and/or a tendency for a higher proportion of the teaching staff with higher levels of ECCE training to respond to the Staff Questionnaire.

4.4e Factors that May Influence ECCE Educational Levels in a Centre

Factors that may influence ECCE educational levels within a centre include: (a) provincial and territorial regulatory requirements; (b) the accessibility and affordability of ECCE training in the area; and (c) whether the centre is non-profit or commercial.

(i) Government Regulations

In many cases, the jurisdictions with higher proportions of better educated staff were those whose regulations contained the more stringent training requirements. For example, in 1998 Ontario required at least one staff person with each group of children to have a two-year ECCE credential or equivalent.¹⁵ Sixty-nine percent of Ontario teaching staff reported a two-year credential, and an additional 17.1% had a three-year course, a post-diploma ECCE or an ECCE-related B.A. or higher degree. At the time of data collection, Québec regulations stipulated that one-third of all staff in a centre must have a college diploma or university degree in ECCE, or three years experience plus a college attestation degree (the equivalent of one year of college) or a certificate in ECCE.¹⁶ In Québec, 52.3% of teaching staff reported having completed a two- or three-year ECCE college course. An additional 23.6% had a post-diploma ECCE or higher qualification. The lack of any ECCE training requirements in New Brunswick¹⁷ was reflected in 36.0% of teaching staff in that province reporting no ECCE training.

The changes in Alberta between 1991 and 1998 are particularly interesting. When the 1991 data were collected, Alberta had no requirements for ECCE education for either centre directors or teaching staff.¹⁸ In 1998, the regulations required at least one in four teaching staff to have the equivalent of a one-year college ECCE certificate. In addition, all other staff without this level of ECCE training were required to take a 50-hour ECCE orientation course.¹⁹ Seventy-two percent of Alberta teaching staff in 1991 reported having no ECCE training; this proportion dropped to 9.2% in 1998. Between 1991 and 1998 the proportion of teaching staff with a one-year ECCE course rose from 16.0% to 20.2%, and the proportion with a two-year credential increased from 13.0% to 30.9%.²⁰

(ii) The Accessibility and Affordability of ECCE Training

Regulations stipulate the minimal ECCE education levels required. As Table 4.3 illustrates, a large proportion of teaching staff in a few provinces have educational levels higher than required by their provincial/territorial regulations.

When the data were collected, Newfoundland/Labrador only required supervisors to have ECCE training, yet 60.5% of teaching staff in that province reported having completed a two-year ECCE course. What might explain this discrepancy? First of all, there are three training institutions in the province offering both full-time and part-time two-year ECCE courses. One, the College of the North Atlantic, provides some ECCE courses through distance education. Thus, students in all areas of the province have reasonable access to training programs. Second, federal programs have assisted in making college education affordable. Until 1994, students could obtain a stipend to attend college through the federal Unemployment Insurance program. Payments under The Atlantic Groundfish Strategy (TAGS) Program, which was terminated in 1998, required recipients to be in a training program. Many women who had been working in fish-processing plants entered ECCE programs. Third, the provincial government added an impetus to obtaining a two-year credential by announcing in 1994 that it intended to implement a provincial ECCE certification program. In New Brunswick, in contrast, only 19.3% of teaching staff reported a two-year or higher ECCE credential. This may reflect the absence of a two-year college ECCE program in that province.²¹

(iii) Centre Auspice

As illustrated in Table 4.5, higher proportions of staff from commercial centres were in the “no training,” “course lasting less than one year,” and “one-year credential” categories. At the assistant teacher position,

Table 4.5						
Highest Level of ECCE Education, Teaching Staff in Non-Profit and Commercial Centres, by Position, 1998						
Highest level of ECCE education	Assistant teacher		Teacher		Supervisor	
	Non-profit centre	Commercial centre	Non-profit centre	Commercial centre	Non-profit centre	Commercial centre
No ECCE training	28.9%	35.7%	6.9%	14.0%	4.6%	7.4%
Course less than one year	12.2	17.2	4.1	11.1	2.4	7.7
One-year credential	12.9	13.7	8.7	13.7	9.5	18.8
Two-year credential	33.8	19.9	46.0	29.2	52.1	48.4
Three-year credential	4.0	1.8	16.6	17.4	11.3	3.9
Post-diploma credential	2.3	2.1	6.6	3.5	5.2	2.0
ECCE-related B.A. or higher	5.8	9.7	11.2	11.2	14.8	11.9
Note: Data from municipal centres are not included in this table.						

45.9% of respondents from non-profit centres reported having a two-year ECCE or higher credential, compared to 33.5% of assistant teachers in the commercial sector. Among teachers, 80.4% from non-profit centres and 61.3% from commercial centres reported having this level of ECCE education. At the supervisor level, 83.4% of those working in non-profit centres reported a two-year ECCE or higher credential, compared to 66.2% of those working in the commercial sector.

A note of caution: jurisdictions with a high proportion of commercial centres tend also to have low regulatory standards for staff training. As a result, some of the apparent influence of auspice noted in Table 4.5 may reflect the increased likelihood that a commercial centre is located in a province or territory with no, or few, training requirements for teaching staff. For example, there are no training requirements for teaching staff in child care programs in New Brunswick, where 70.7% of the centres in our sampling frame were commercial. In Prince Edward Island, which only requires the director and one full-time person in a centre — regardless of its size — to have a one-year ECCE credential, 75.5% of the centres in the sampling frame were commercial operations. A similar pattern of low requirements for training holds true in Alberta and Newfoundland/Labrador, where the proportion of commercial centres is 72.3% and 78.4% respectively. Conversely, in 1998 the highest requirements for staff with ECCE education were in Manitoba and Ontario. The proportion of commercial centres in the sampling frame for these two provinces was 9.1% and 25.2% respectively.

4.5 Professional Development

Most college ECCE training programs are intended to ensure at least a minimal level of competency in entry-level staff. The nature of child care work, however, demands that professionals continue to develop skills and knowledge beyond what is taught in these introductory programs. Life-long participation in professional development is necessary to expand skills and knowledge, to develop fresh ideas, and to refine practice.

Table 4.6						
Participation in Professional Development Activities in the Last 12 Months, Teaching Staff, by Jurisdiction, 1998						
Jurisdiction[a]	None	Conference	Workshop	Credit course	Non-credit course	Other in-service
British Columbia	13.4%	42.9%	73.3%	13.2%	6.4%	19.5%
Alberta	36.0	23.4	39.8	11.0	4.3	16.1
Saskatchewan	28.4	43.3	53.6	4.3	3.8	19.9
Manitoba	27.8	40.4	48.5	4.9	2.4	10.8
Ontario	20.2	26.2	68.6	4.5	2.2	24.5
Québec	27.4	13.1	47.3	5.7	1.6	18.0
New Brunswick	50.1	11.7	35.8	1.9	1.3	11.3
Nova Scotia	19.2	34.8	66.7	4.9	2.5	18.7
Prince Edward Island	7.6	66.2	84.5	10.1	3.2	23.0
Newfoundland/Labrador	22.8	41.3	66.5	8.8	11.1	12.1
Yukon[b]	24.7	9.6	34.2	15.1	0	5.5
CANADA	23.8%	25.8%	58.6%	6.3%	2.8%	20.0%
Notes: The data in this table are for teaching staff only; comparable data for directors are provided in Chapter 5. Column and row percentages may exceed 100.0% because each respondent could provide more than one response. [a] Data for the Northwest Territories are not reportable due to small sample sizes. [b] Data for the Yukon are from Study 2 of the <i>You Bet I Care!</i> project and, unlike all other data in the table, are not weighted.						

4.5a The National Picture

On a Canada-wide basis, 76.2% of teaching staff had participated in some form of professional development in the preceding 12 months. However, there was considerable provincial variation, from a low of 49.9% in New Brunswick to 92.4% in Prince Edward Island and 86.6% in British Columbia. The most frequently cited types of professional development were workshops (58.6%) and conferences (25.8%). Few teaching staff reported having participated in a credit course (6.3%) or non-credit course (2.8%). Table 4.6 provides information on professional development activities by province and territory.

What did Canadian child care staff learn about in these professional development activities? Forty-eight percent reported having attended a workshop or course on “interventions with challenging behaviours.” The next most frequently mentioned topics were “anti-bias curriculum or cultural diversity” (42.5%) and “interventions for speech and language problems” (25.6%). Other topics included “child abuse prevention/identification” (24.1%) and “early identification of learning disabilities” (21.9%). (Note that these were the five topics identified on the questionnaire; 17% of teaching staff indicated having participated in workshops or courses on topics other than these.)

4.5b Comparison with 1991

The proportion of staff reporting that they had *not* participated in any professional development activities within the previous 12 months rose from 13.0% in 1991²² to 23.8% in 1998. Among participants, the proportion attending the various types of activity was very similar in each of the two years, except for participation in a credit course. In 1991, 20.0% of teaching staff had been involved in a credit course,²³ compared to only 6.3% in 1998. Differences in participation in professional development across provinces are discussed below.

4.5c Participation in Professional Development Activities, by Position

As shown in Table 4.7, supervisors had higher rates of participation in professional development activities than teachers who, in turn, had higher participation rates than assistant teachers. This pattern held true for each type of professional development activity.

4.5d Barriers to Participation in Professional Development Activities

We asked people who had not participated in any professional development within the past 12 months to rank nine possible factors as “not at all important,” “somewhat important,” or “very important” reasons for their non-participation. The most frequently cited “very important” reason was “everything is too costly” (47.7% of teaching staff). This was followed by “did not have information on any relevant courses or workshops” (41.1%), “could not get release time” (30.5%), and “no workshops, conferences or courses within a reasonable distance of my home” (26.8%).

4.5e Factors that May Influence Participation in Professional Development

Participation in professional development is determined, in part, by the availability of such opportunities, the staff member’s ability to take time off to participate, centre encouragement of such activity, and the level of support the centre can extend. (See Chapter 6 for additional information on the extent to which centres assist staff to participate in professional development.) Government regulations may also influence participation.

Table 4.7				
Participation in Professional Development Activities in the Last 12 Months, Teaching Staff, by Position, 1998				
Type of professional development	Assistant teacher	Teacher	Supervisor	Positions combined
None	32.9%	24.3%	14.9%	23.8%
Workshop	49.6	58.8	67.7	58.6
Conference	18.5	24.7	40.3	25.8
Credit course	7.9	6.0	6.9	6.3
Non-credit course	2.4	2.8	3.0	2.8
Other in-service	15.3	19.7	27.4	20.0
Note: Column and row percentages may exceed 100.0% because each respondent could provide more than one response.				

(i) Government Regulations

Prince Edward Island regulations require that teaching staff participate in 30 hours of in-service training in every three-year period.²⁴ British Columbia grants a licence to practice to individual teaching staff. Renewal of this licence requires the person to have participated in at least 12 hours of professional development within the previous five years.²⁵ These regulatory requirements may help to explain why the participation rates in these two provinces, 92.4% and 86.5% respectively, were far higher than in any other jurisdiction.

(ii) The Availability of Support from the Centre

Over half of all teaching staff who attended professional development activities (61.3%) reported that their centres had paid their attendance fees, 37.5% received paid release time from teaching to attend, 5.3% received unpaid release time, and 25.2% reported “none of the above.” The provinces where the highest proportion of staff who had participated in professional development reported receiving none of the above types of assistance were: Newfoundland/Labrador (51.1%), Alberta (49.5%), and New Brunswick (45.6%). Newfoundland/Labrador suspended its recurring operating grants to centres in 1993, New Brunswick eliminated its operating grants in 1995, and Alberta introduced a phase-out of recurring operating grants starting in 1993, with elimination as of April 1, 1999. Lack of, or minimal, operating grants may reduce a centre’s capability to support professional development activities for its staff.

(iii) Centre Auspice

On a Canada-wide basis, 58.5% of teaching staff in commercial centres and 82.3% of staff in non-profit centres reported having been involved in at least one professional development activity in the previous 12 months. (Note that participation by staff in municipal centres is not included in the non-profit centre statistic.) Among staff who had participated in some type of professional development, 66.7% from non-profit centres had their fees paid by the centre, in contrast to 46.1% of respondents from commercial centres. Paid release time to participate in professional development was reported by 44.9% of staff from non-profit centres but only 10.9% of teachers from commercial centres. When considering these data it is important to recognize also that in some provinces, such as Manitoba and Nova Scotia, commercial centres are not eligible to receive government operating grants that are available to non-profit centres. As noted above, the absence of operating grants, or their availability at a minimal level, may reduce a centre’s ability to support professional development activities for its staff.

4.5f Keeping Informed through Reading

Nearly two-thirds of teaching staff reported that they neither subscribe to, nor regularly read, any child care journals or newsletters. This applied to 78.3% of assistant teachers, 61.7% of teachers, and 55.4% of supervisors. However, 84.6% of staff reported having read at least one professional or child care book during the previous 12 months. A larger proportion of assistant teachers (21.9%) had not read any professional or child care books in the previous year than either teachers (14.3%) or supervisors (14.6%).

4.5g Reflections on Staff Development

The data on participation in professional development raise several areas of concern. First of all, the percentage of teaching staff Canada-wide who did not participate in any professional development activities rose from 13.0% in 1991 to 23.8% in 1998. Second, participation in professional development varied considerably from one jurisdiction to another. Third, while a majority of teaching staff had participated in some kind of in-service professional development, most of this was “one-shot” workshops

or conference presentations. Only 6.3% were enrolled in a credit course that could lead to a more advanced credential. As a result, it appears that lack of pre-service training among ECCE staff is not being remedied by substantive in-service training.

4.6 Staff with Additional and/or Special Responsibilities

Many ECCE staff have supervisory and/or teaching responsibilities which require additional and more specific training than that provided for basic entry-level competence. In this section we examine the education and training levels of staff who supervise ECCE students, and those who work with infants/toddlers or children who have special needs.

4.6a Supervision of ECCE Students

Many instructors in ECCE training programs consider the student practicum experiences to be the most valuable part of a student's ECCE education. These experiences allow students to observe professional staff at work, and to see the practical applications of the information and material they learned in the classroom. Working in a centre also provides an opportunity for students to apply some of their ECCE knowledge and skills in real-life situations. Students are usually supervised by both an instructor from their ECCE institution and one of the teaching staff in the centre. The guidance and support given by the centre staff are critically important to the student's learning process. By observing teachers at work, and being under their supervision, students learn to reflect on their practice, to examine the decision-making processes that contribute to establishing a learning environment, and to monitor their own professional growth.

Almost half of all respondents (46.0%) reported that they had responsibility for supervising ECCE practicum students. The proportions by position were: 58.7% of all supervisors, 49.4% of all teachers, and 18.5% of all assistant teachers. The ECCE training levels of staff members who were responsible for practicum supervision were compared to those of staff members who did not have this responsibility. Nearly 59% of those with supervisory responsibility for practicum students had a two-year or three-year ECCE credential, compared to 37.6% of teaching staff who do not supervise students. Among people with a higher ECCE credential, these proportions were almost equal: 15.9% for those who do not supervise practicum students and 15.4% for those who do. Additional information on the role of centres as practicum placements is provided in Chapter 9.

4.6b Working with Infants and Toddlers

Information from the Centre Questionnaire shows that 41.4% of centres across Canada provided care for infants (age 0 to 17 months) in 1998. Eighty-seven percent of centres reported providing care for toddlers (age 18 months to 2 years, 11 months). Forty-one percent of respondents to the Staff Questionnaire reported working primarily with infants and toddlers.

One of the findings of a 1998 survey of ECCE training institutions was that, "The emphasis in many training programs is on preschool children."²⁶ This is of concern. The researchers involved with the 1989 United States National Staffing Study concluded that their findings relating to associations between staff training and the quality of programming highlighted *"the importance of high level specialized training for infant and toddler teachers. It runs counter to the popular notion that any 'grandmotherly' type can teach*

*babies because all one needs to know is how to rock them and change diapers. We suspect that college-level specialized training for infant and toddler teachers provides them with basic child development knowledge essential for understanding and responding to the unique, rapid course of development during this early period of a child's life."*²⁷

In Canada, however, only British Columbia requires any staff to have special training to work with infants; its regulations state that there must be one person with specialized infant/toddler training in addition to basic ECCE training, with every group of children under age 30 months.²⁸

We compared the educational levels of staff who reported spending most of their day with children under age three with those of all staff, and found few differences. Only about 5% more of the teachers working with infants or toddlers had completed a two-year college ECCE program. Attainment levels for people working with children under age three and for all staff were basically the same at the other ECCE education levels.

4.6c Working with Children Who Have Special Needs

On the basis of responses to the Centre Questionnaire, 70.1% of centres in Canada included at least one child with special needs²⁹ in their program in 1998. Almost one in eight programs (12.2%) included five or more children with special needs. Working with these children and their families requires a more extensive knowledge base and a larger repertoire of professional practices than is provided in basic ECCE training courses, in the areas of normative and atypical child development, communicating with parents, and liaison with other health care and social service professionals. However, most current government regulations fail to recognize this. Only British Columbia and Ontario have training requirements for staff working with children who have special needs.

There is, however, evidence that some staff and centres recognize the need for specialized training. Nearly 26% of all the respondents to the Staff Questionnaire indicated having participated in a professional development activity pertaining to speech and language problems in the previous 12 months. Forty-eight percent of the respondents had taken training related to intervention with challenging behaviours. Nearly 20% of centres reported having, within the previous three years, either provided in-service training or paid a teacher to take a course related to caring for children with physical disabilities or those who are medically fragile. Just over 14% of centres had provided similar assistance to teachers in relation to the use of alternative communication such as signing. Note that some of the centres may have provided or paid for training in both of these areas. Additional information on the integration of children with special needs is provided in Chapter 9.

4.7 Summary

The information reported in this chapter provides both good news and bad. The good news is that education and training levels among teaching staff appear to be rising. The proportion of staff without any ECCE training decreased substantially from 42.0% in 1991 to 11.4% in 1998. Canada-wide, 60.4% of all staff in 1998 had a two- or three-year ECCE course or a post-diploma credential, an increase from the 31.0% reported in 1991.³⁰ As noted earlier, a two-year post-secondary ECCE course is considered to be the minimal entry-level training required to work in child care centres. The percentage of teaching staff

with an ECCE-related B.A. or higher degree also increased slightly between 1991 and 1998 (from 7.0% to 10.9%). However, these figures are not cause for either celebration or satisfaction. The national averages mask large provincial and territorial variations, with some jurisdictions having training levels well below the national averages. The argument that there are fewer poorly trained staff is hardly a ringing endorsement of the present situation.

In the bad news department, the proportion of teaching staff with only a high-school diploma or lower level of education has remained basically the same. In 1991, 14.9%³¹ of teaching staff reported this level, compared to 14.3% in 1998. A second piece of bad news relates to professional development. The proportion of staff reporting not having participated in any professional development activities within the past 12 months rose from 13.0% in 1991³² to 23.8% in 1998. It is through continuing professional development that ECCE staff keep up-to-date with new information and expand their skills and practice.

Research has shown that both overall levels of education and ECCE-specific training are among the most important variables — if not *the* most important variables — in the provision of quality child care. However, as noted in a recent national survey, in the past few years post-secondary institutions offering ECCE training have experienced overall cuts in program financing, and are expecting further cuts. This has resulted in increased student fees, a factor that reduces access to training.³³ Government investment in, and expansion of, ECCE education opportunities are both essential to ensure that child care centres will have a pool of professional and well-trained individuals to work with children during the most important and formative years of their lives.

Notes

- 1 Doherty 1996, Chapter 6.
- 2 Beach, Bertrand, and Cleveland 1998, pp. 102-106.
- 3 Beach, Bertrand, and Cleveland 1998, Table 4, p. 10.
- 4 Beach, Bertrand, and Cleveland 1998, Table 1, p. 3.
- 5 Doherty and Stuart 1997; Friesen 1992; Goelman and Pence 1987.
- 6 Arnett 1989; Berk 1985; Helburn 1995; Howes, Smith, and Galinsky 1995; Ruopp et al. 1979; Whitebook, Howes, and Phillips 1990.
- 7 Arnett 1989; Berk 1985; Dunn 1993; Howes 1983; Howes, Smith, and Galinsky 1995; Kontos, Hsu, and Dunn 1994; Ruopp et al. 1979; Whitebook, Howes, and Phillips 1990.
- 8 The deliberations of these groups have been consolidated into a statement of occupational standards for practitioners in early childhood settings, to be published by the Canadian Child Care Federation in late 1999.
- 9 Pence and Griffin 1991, p. 29.
- 10 Since the terms "certificate" and "diploma" are used differently within and across jurisdictions, the term "one-year credential" includes both.
- 11 The 1991 statistics in this section are from *Caring for a Living* (CCDC/CDCAA 1992), Table A9, p. 40.
- 12 Childcare Resource and Research Unit, in press.
- 13 The 1991 statistics in this section are from *Caring for a Living* (CCDC/CDCAA 1992), Table A10. It should be noted that the 1991 statistics included directors, who tend to have higher levels of ECCE education than teachers. Therefore, the increased training levels for teachers are probably higher than indicated by the statistics.
- 14 Goelman, in press; Pence and Griffin 1991, p. 29.
- 15 Childcare Resource and Research Unit, in press.
- 16 The Québec government subsequently changed its regulations, and now requires that two out of three staff have a college diploma or university degree in ECCE or a related field, and that the remaining staff have an attestation in ECCE (equivalent of one year of college).
- 17 Childcare Resource and Research Unit, in press.

- 18 Childcare Resource and Research Unit 1991, p. 3.
- 19 Childcare Resource and Research Unit, in press.
- 20 1991 data from *Caring for a Living* (CCDCF/CDCAA 1992), Table A10, p. 40.
- 21 Information on community college ECCE programs from Bertrand and Beach 1998, p. 106.
- 22 CCDCF/CDCAA 1992, Table A 13, p. 42.
- 23 CCDCF/CDCAA 1992, p. 38.
- 24 Childcare Resource and Research Unit, in press.
- 25 Bertrand and Beach 1998, p. 56.
- 26 Beach, Bertrand, and Cleveland 1998, p. 103.
- 27 Whitebook, Howes, and Phillips 1990, p. 46.
- 28 Childcare Resource and Research Unit, in press.
- 29 The definition of a child with special needs provided on the questionnaire was a child "with a physical or intellectual disability identified by a professional such as a physician or speech therapist. Include children diagnosed as medically fragile as well as children with significant emotional difficulties."
- 30 CCDCF/CDCAA 1992, Table A10, p. 40.
- 31 CCDCF/CDCAA 1992, Table A9, p. 40.
- 32 CCDCF/CDCAA 1992, Table A13.
- 33 Beach, Bertrand, and Cleveland 1998, p. 67.

Chapter 5

Centre Directors

Gillian Doherty, Donna S. Lero, Hillel Goelman, Annette LaGrange, and Jocelyne Tougas

“In a number of powerful ways the director influences the climate of a center both as a workplace for teaching staff and as an educational and nurturing environment for children. As budget analyst, building and grounds manager, staff supervisor, record keeper, receptionist, community liaison, public relations coordinator, curriculum developer, fundraiser, nurse, nutritionist and child advocate, the director wears many hats and needs a repertoire of competencies to effectively carry out these diverse roles.”

— Paula Jorde Bloom 1992, p. 139

5.1 Introduction

What assists directors to carry out their multiple roles effectively and to succeed in their endeavours to create a quality program and a supportive, collegial working environment? Research indicates that the director’s educational and experiential background is extremely important. The report of a multi-state U.S. study involving 398 centres notes that, “The administrator’s [general] education level was highest among good-quality centers, lower among mediocre-quality centers, and lowest among poor-quality centers.”¹ Another study reports that the director’s level of general education was the strongest predictor of overall program quality. The same study found that ECCE-specific education and training in program administration also showed significant associations with quality.²

The U.S. National Association for the Education of Young Children (NAEYC) notes on the basis of its experience in centre accreditation that, “The most salient predictor of overall program quality is a director with a strong educational background in early childhood education/development and at least one degree.”³ Centres with more experienced directors tend to provide higher quality care⁴ and the children in these centres do better on measures of language and sociability.⁵ Teaching staff in centres where directors have received specific training in staff development and supervision and in general administration express more positive attitudes about their centre as a workplace environment.⁶ The teaching staff in such centres are also more positive and supportive when interacting with children, and a higher proportion of them provide developmentally appropriate programming.⁷

This chapter presents a profile of centre directors from across Canada using information from the Director Questionnaire (see Appendix B). It looks at their personal backgrounds, their formal education and current professional development activities, their work experience and their feelings about their job. Parallel profile and education information for teaching staff is presented in Chapters 3 and 4 of this report. Chapter 6 examines wages and working conditions for both teaching staff and directors, and Chapter 7 discusses child care as a career from the perspective of both groups.

5.2 The Respondents

The information in this chapter is based on the responses to the Director Questionnaire from 848 directors.⁸ Using standard statistical weighting procedures, these 848 directors represent an estimated 4,636 directors of centres that provide full-time care for children under age six (and may provide other services as well). The respondents came from all 10 provinces, the Northwest Territories and the Yukon.

The Director Questionnaire stated that it was to be completed by the centre director, the owner-operator, or the senior person in the role of director in a centre that is part of an organization with several centres in different physical sites. Since different terminology is used in different jurisdictions, respondents were asked to use the following definitions when identifying their current position:

- **Head Supervisor:** the senior person at a given site in an organization where there are several centres under a single administrator or director;
- **Teacher-Director:** a person with both teaching and administration duties;
- **Administrative Director:** a person who has administrative duties only.

These are mutually exclusive categories. Based on these definitions, 13.9% of the respondents identified themselves as head supervisors, 43.6% as teacher-directors, and 42.5% as administrative directors. Sixty-three percent of the respondents worked in non-profit centres, 33.6% worked in commercial centres, and the remainder worked in centres operated by a municipality.

5.3 Demographic Profile

Most centre directors were female (96.4%). This is not surprising in view of our finding that 98.3% of teaching staff were female. A larger proportion of administrative directors were male (5.8%) than of head supervisors (1.7%) or teacher-directors (2.0%).

On a Canada-wide basis, 71.8% of directors were age 35 or older, and 51.7% were over age 40. Only 11.7% of them were under age 30. However, in Newfoundland/Labrador, a far larger proportion of directors, 41.2%, were under age 30. Twenty percent of directors in both New Brunswick and Prince Edward Island were also under age 30. More teacher-directors were over age 50 (15.1%) than either head supervisors (10.4%) or administrative directors (13.8%).

The majority of directors (86.3%) had lived in their present community for over five years; only 1.2% had moved into the community within the past year. Nearly three-quarters (73.7%) were married or living with a partner. Children 12 years of age or younger were present in the homes of 38.9% of the directors.

Table 5.1				
Demographic Profile of Child Care Centre Directors, Canada, 1998				
Characteristic	Head supervisor	Teacher-director	Administrative director	All three positions
Female	98.3%	98.0%	94.2%	96.4%
Age:				
20-24	0.5%	3.0%	0.9%	1.7%
25-29	14.3	13.9	4.5	10.0
30-34	22.8	17.2	13.9	16.6
35-39	13.7	18.7	23.5	20.1
40-44	24.8	19.5	24.8	22.5
45-49	13.7	12.6	18.6	15.3
50 or older	10.4	15.1	13.8	13.9
Length of time in present community:				
less than 1 year	0.8%	1.9%	0.7%	1.2%
1-2 years	5.2	4.8	4.2	4.6
3-5 years	9.6	9.0	6.1	7.9
over 5 years	84.5	84.2	89.0	86.3
Married or living with a partner	70.6%	70.2%	78.3%	73.7%
Child or children aged 12 or younger living in the person's home	39.3%	36.4%	41.3%	38.9%

5.4 Highest Level of Overall Educational Achievement

5.4a The National Picture

Table 5.2 illustrates the highest level of overall educational achievement for head supervisors, teacher-directors, and administrative directors, and for all directors as a group. Educational levels clustered at the two-year college credential⁹ and at the B.A. or higher degree levels for both head supervisors and administrative directors. Teacher-directors tended to cluster at the two-year college credential level.

On a provincial basis, the largest proportions of directors with a B.A. or higher qualification were in Manitoba (48.2%), Nova Scotia (38.3%), and Québec (38.2%). The lowest proportions with this level of education lived in Prince Edward Island (16.3%) and British Columbia (19.1%). New Brunswick had the largest proportion of directors with only a high school diploma (13.9%). The highest educational attainment for more than half of the directors in New Brunswick (58.2%) was one year of college or less.

Table 5.2				
Highest Level of Overall Education of Directors, by Position, 1998				
Overall educational level	Head supervisor	Teacher-director	Administrative director	All three positions
High school diploma	2.1%	2.5%	5.0%	3.5%
One-year college credential	7.9	12.8	3.5	8.1
Two-year college credential	34.5	42.0	33.1	37.2
Three-year college credential	10.3	10.9	9.0	10.0
Post-diploma certificate	13.3	7.4	12.6	10.4
B.A. or higher degree	31.9	24.3	36.8	30.7
Note: Totals may not add to 100.0% due to rounding.				

Table 5.3				
Comparison of Overall Education Levels, Teacher-Directors and Administrative Directors, 1991 and 1998				
Highest level of overall education	Teacher-director		Administrative director	
	1991	1998	1991	1998
Less than one year of college	13.9%	2.5%	15.1%	5.0%
B.A. or higher degree	12.2%	24.3%	30.8%	36.8%
Source: 1991 data from <i>Caring for a Living</i> (CCDCF/CDCAA 1992), Table 7, p. 25.				

Table 5.4						
Highest Level of Overall Education of Directors, by Auspice, 1998						
Auspice	High school diploma	One-year college credential	Two-year college credential	Three-year college credential	Post-diploma credential	B.A. or higher degree
Non-profit	2.9%	5.8%	38.0%	9.6%	12.8%	30.9%
Commercial	4.5%	13.2%	32.7%	11.9%	6.8%	30.9%
Note: Data from municipal centres are not included in this table.						

5.4b Comparison with 1991

In 1998, there were fewer teacher-directors and administrative directors with less than one year of college, and more with a B.A. or higher degree, than in 1991. The comparison cannot be made for head supervisors, since the 1991 survey report does not provide overall education levels for this position.

5.4c Variations between Commercial and Non-Profit Centres

As illustrated in Table 5.4, a slightly higher proportion of directors in commercial centres (4.5%) than directors in non-profit centres (2.9%) had only a high school diploma. There was no difference in the proportion of directors in commercial and non-profit programs with a B.A. or higher degree.

5.5 Highest Levels of ECCE Education and Training

5.5a The National Picture

The provision of guidance to others in the development and implementation of stimulating and appropriate programming for children is an important part of the director role. The provision of such guidance requires a thorough understanding of children's developmental patterns and their implications in a group setting. Overall, 74.3% of directors reported that they had a two-year ECCE or higher credential. However, as Table 5.5 indicates, a quarter of administrative directors lacked any ECCE-related education (25.5%), in comparison with 11.7% of head supervisors and 12.4% of teacher-directors.

As Table 5.6 shows, the highest proportions of directors without any ECCE-related education were in Québec and New Brunswick (47.8% and 39.2% respectively). However, a quarter of directors in Québec (25.7%) had an ECCE-related B.A. or higher degree. Relatively high proportions of directors with an ECCE-related B.A. or higher degree were also present in Manitoba (41.2%) and Nova Scotia (30.8%). Higher than the national average clustering at the two-year college credential level occurred in Prince Edward Island (78.3%), Ontario (63.5%), and Alberta (60.8%).

5.5b Comparison with 1991

A comparison with the findings of the 1991 *Caring for a Living* survey is not possible since the earlier study did not report ECCE-related educational levels specifically for head supervisors, teacher-directors, or administrative directors.

Table 5.5				
Highest Level of ECCE Education of Directors, by Position, 1998				
Overall educational level	Head supervisor	Teacher-director	Administrative director	All three positions
None	11.7%	12.4%	25.5%	17.7%
Course lasting less than one year	0	0	0.2	0.1
One-year college credential	5.5	13.1	3.4	7.9
Two-year college credential	49.5	46.2	37.9	43.1
Three-year college credential	5.7	8.2	6.0	7.4
Post-diploma certificate	6.9	3.6	3.1	3.9
ECCE-related B.A. or higher degree	20.6	16.5	23.9	19.9

Notes: Totals may not add to 100.0% due to rounding.
 In some cases, the percentage in a given cell (for example, the proportion of head supervisors with a two-year credential) is greater in this table than in Table 5.2. Such discrepancies reflect the fact that not all respondents answered both the question on their highest overall educational level and the question on their highest level of ECCE education.

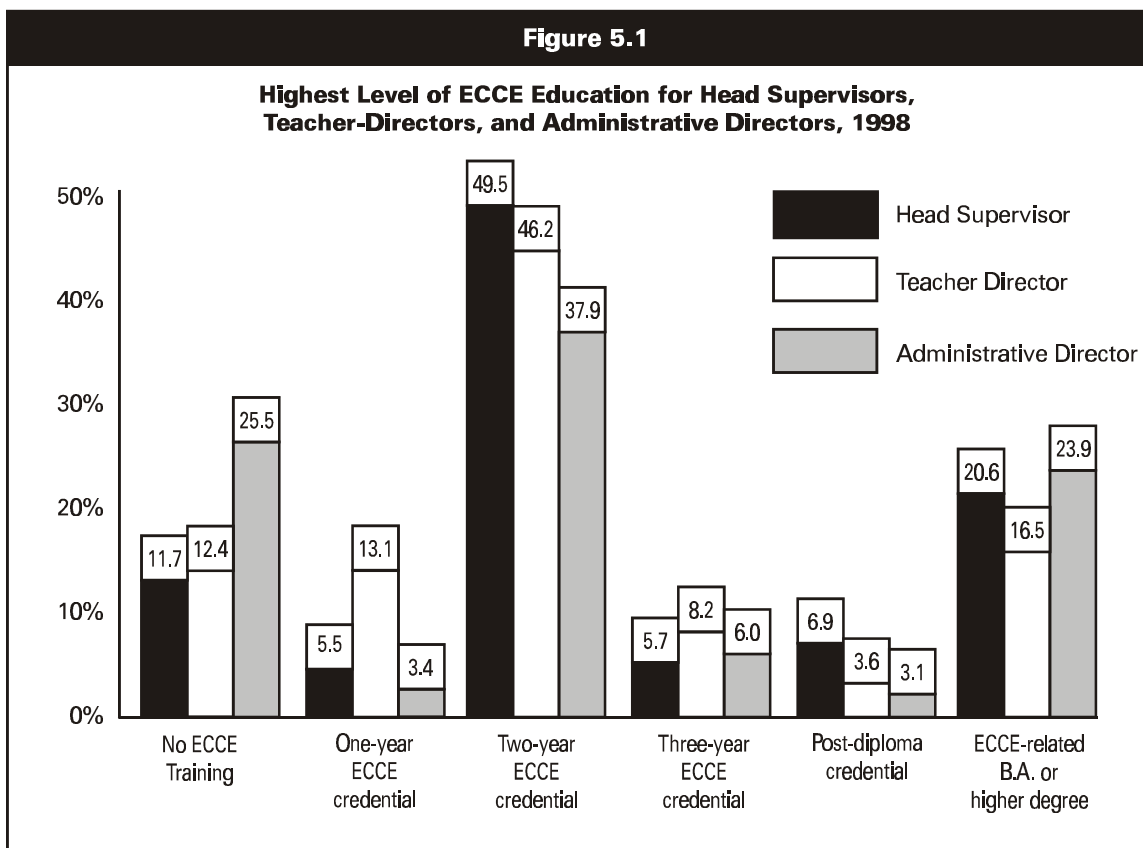


Table 5.6						
Highest Level of ECCE Education of Directors, by Jurisdiction, 1998						
Jurisdiction[a]	No ECCE training	One-year ECCE credential	Two-year ECCE credential	Three-year ECCE credential	Post-diploma ECCE credential	ECCE-related B.A. or higher degree
British Columbia	5.3%	26.9%	37.8%	8.6%	8.6%	12.9%
Alberta	11.1	7.3	60.8	2.9	0	17.9
Saskatchewan	17.8	19.8	41.6	8.9	3.0	8.9
Manitoba	7.4	6.0	30.6	7.4	6.0	41.2
Ontario	10.4	0.5	63.5	5.6	3.2	16.8
Québec	47.8	4.5	5.0	15.8	1.2	25.7
New Brunswick	39.2	32.4	9.8	0	0	18.6
Nova Scotia	4.1	7.5	41.8	6.2	9.6	30.8
Prince Edward Island	6.5	4.3	78.3	0	4.3	6.5
Newfoundland/Labrador	16.0	16.0	44.4	0	0	23.5
CANADA	17.7%	7.9%	43.1%	7.4%	3.9%	19.9%
Notes: Totals may not add to 100.0% due to rounding. Only three directors reported their highest ECCE education level as a course lasting less than one year. [a] Data for the Northwest Territories and the Yukon are not reportable due to small sample sizes.						

5.5c Variations between Commercial and Non-Profit Centres

As Table 5.7 illustrates, a higher proportion of directors in non-profit centres than their colleagues in the commercial sector had an ECCE credential; the proportion is reversed in the case of an ECCE-related B.A. or higher degree.

Table 5.7							
Highest Level of ECCE Education of Directors, by Auspice, 1998							
Auspice	No ECCE training	Course lasting less than one year	One-year college credential	Two-year college credential	Three-year college credential	Post-diploma certificate	ECCE-related B.A. or higher degree
Non-profit	16.9%	0.1%	6.9%	44.1%	7.6%	4.9%	19.4%
Commercial	20.1%	0%	10.7%	38.6%	6.8%	2.0%	21.7%
Notes: Data from municipal centres are not included in this table. Totals do not add to 100.0% due to rounding.							

5.6 Professional Development

The complex nature of the director's role requires professionals to continue to develop their knowledge so that they are aware of new advances in the field and new understandings of best practice. Involvement in courses, workshops, and conferences can also be valuable as a means of developing fresh ideas and new skills.

5.6a The National Picture

In 1998, a number of directors (10.1%) were taking credit courses that would lead to a more advanced credential. Of this group, 34.7% were working towards a certificate, 23.4% towards a diploma, 26.3% towards a degree, and the remainder towards a licence or other credential. The most common area of specialization was infant/toddler care (45.1%). Current involvement in a formal education course was more common among teacher-directors (46.0% of those taking credit courses) than among head supervisors (14.6%) or administrative directors (39.4%). The most common reason for participating in a formal education program was personal development (46.4%) followed by "requirement for my current job" (19.5%).

On a Canada-wide basis, 88.5% of directors had participated in some form of professional development in the preceding 12 months (91.8% of head supervisors, 86.3% of teacher-directors, and 90.0% of administrative directors). The highest proportions of directors who had participated in professional development were in Manitoba (94.9%), Prince Edward Island (94.3%), and British Columbia (90.1%). Over a third of directors in Newfoundland (39.5%), and a quarter of directors in New Brunswick (27.5%) and Alberta (26.2%) had not participated in any professional development in the previous year. As illustrated in Table 5.8, professional development activities were most often workshops (74.0%), conferences (48.2%) or in-service training (32.7%).

Table 5.8				
Directors' Participation in Professional Development Activities in the Previous 12 Months, by Position, 1998				
Types of professional development	Head supervisor	Teacher-director	Administrative director	All three positions
None	8.5%	13.9%	10.0%	11.5%
Conference	48.3	44.1	52.2	48.2
Workshop	76.9	71.7	75.4	74.0
Credit course	7.6	12.7	8.3	10.1
Non-credit course	6.0	7.7	8.8	7.9
In-service	33.7	25.1	40.0	32.7
Other	12.4	8.9	13.9	11.5
Note: Columns may add to more than 100% as a single respondent could have participated in more than one type of professional development activity.				

What did directors learn about in these professional development activities? Sixty-one percent of the activities involved “interventions with challenging behaviours.” The next most frequently mentioned topics were: “inclusion of children with special needs” (38.4%), “child abuse prevention/identification” (38.2%), “intervention for speech or language problems” (32.2%), and “anti-bias curriculum or cultural diversity in child care settings” (29.7%). Other topics included “early identification of learning or developmental disabilities” (29.8%). (Note: these were the five topics identified on the questionnaire; 21% of directors indicated that they had participated in workshops or courses on topics other than these.)

5.6b Variations between Commercial and Non-Profit Centres

A greater proportion of directors in non-profit centres had participated in professional development activities in the previous 12 months than had their colleagues in commercial centres (93.8% and 77.5% respectively). They also reported more often having received some type of assistance from the centre for their participation (91.0%) than did directors in the commercial sector (66.8%). The most frequently identified type of assistance provided by both types of centre was payment of registration fees (74.4%). Again, this was more common in non-profit (81.2%) than commercial centres (59.7%). Sixty-nine percent of non-profit centres provided paid release time, but this was only available in 25.6% of commercial centres.

5.6c Barriers to Participation in Professional Development Activities

We asked directors who had not participated in any professional development within the past 12 months to rank nine possible factors as “not at all important,” “somewhat important,” or “very important” reasons for their non-participation. The most frequently cited “very important” reason was “everything is too costly” (49.4%). This was followed by “I was just too busy” (42.4%), “no information on relevant workshops, conferences or courses” (38.8%) and “could not get release time” (35.7%). Inability to get release time was more frequently reported by directors of commercial centres (42.2%) than by directors of non-profit centres (22.7%). It should be noted that the director of a commercial centre may be the owner-operator of a very small program, and this may affect their ability to take release time.

5.7 Work History

5.7a Length of Time in the Field

Child care centre directors in Canada in 1998 had substantial experience in the field. Sixty-four percent (63.9%) had been working in child care for 11 or more years; 37.1% had been in the field for more than 15 years. An additional 21.8% had worked in the field for between six and ten years. Only 6.6% had worked in child care for less than four years.

There was some provincial variation, as illustrated in Table 5.9. New Brunswick had the highest proportion of directors who had been in the field for less than four years (20.2%) and the lowest proportion who had been in child care for 10 years or more (30.2%). The situation was similar in Newfoundland/Labrador, where 14.6% of directors had been in the field for less than four years and less than a third (32.5%) for 10 years or more. In contrast, 74.1% of directors in Ontario had been in the field for over 10 years, while only 3.3% had worked in child care for less than four years. Manitoba and Nova Scotia had similar patterns.

Figure 5.2

Length of Time in the Child Care Field, All Directors, 1998

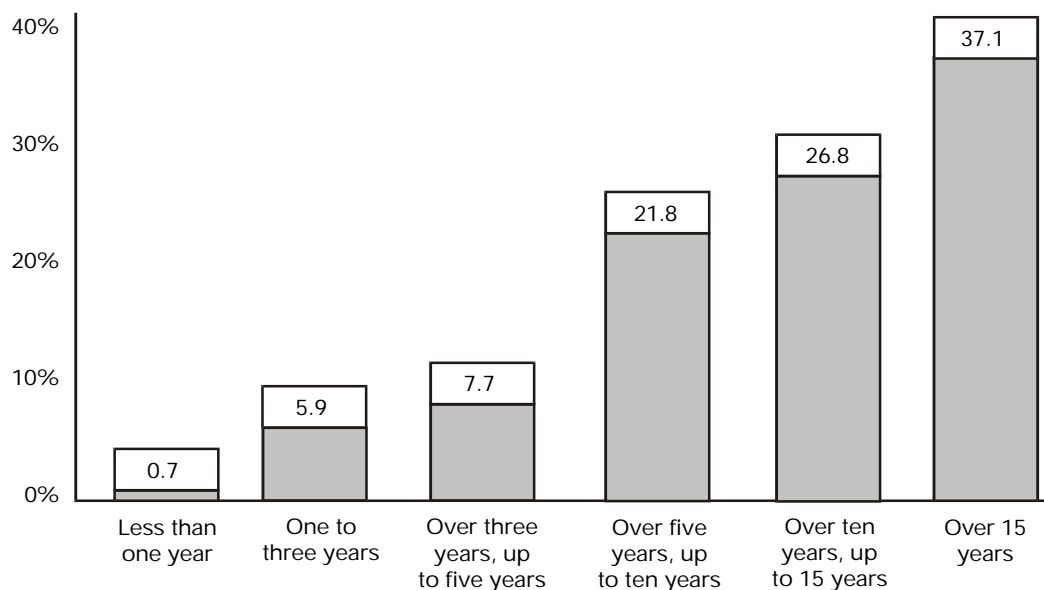


Table 5.9

Average Length of Time in the Child Care Field, All Directors, by Jurisdiction, 1998

Jurisdiction[a]	Less than 1 year	1-3 years	Over 3 years, up to 5 years	Over 5 years, up to 10 years	Over 10 years, up to 15 years	Over 15 years
British Columbia	0%	8.0%	4.4%	28.8%	30.3%	28.5%
Alberta	1.8	8.9	10.9	28.2	27.1	23.3
Saskatchewan	0	2.5	10.1	24.4	22.7	40.3
Manitoba	0	3.8	8.0	22.8	19.8	45.6
Ontario	0.9	2.4	3.5	19.1	25.7	48.4
Québec	0.8	6.6	12.6	17.5	29.8	32.7
New Brunswick	0	20.2	13.4	36.1	13.4	16.8
Nova Scotia	0	8.6	2.9	20.0	24.0	44.6
Prince Edward Island	0	0	5.8	26.9	40.0	26.9
Newfoundland/Labrador	0	14.6	23.6	29.2	11.2	21.3
CANADA	0.7%	5.9%	7.7%	21.8%	26.8%	37.1%

Notes: Totals may not add to 100.0% due to rounding.

[a] Data for the Northwest Territories and the Yukon are not reportable due to small sample sizes.

A smaller proportion of directors in the commercial sector (53.7%) than directors in the non-profit sector (68.4%) had been in the field for over 10 years. Conversely, a slightly larger proportion of directors in commercial centres than those in non-profit centres had been in the field for less than four years (9.5% and 4.3% respectively).

5.7b Number of Centres Worked at in the Past Five Years

Directors were asked how many centres they had worked in over the past five years, excluding practicum settings but including the centre where they currently worked. Among directors who had been in the field for over six years, 69.4% had worked at only one centre and 20.6% had worked at two.

There was some provincial variation. Mobility was particularly noticeable in Prince Edward Island and Alberta where 31.0% and 15.8% of directors respectively reported having worked in three centres in the past five years. In contrast, 75% or more of directors reported having only worked in one centre — the centre where they were currently employed — in Manitoba, Newfoundland/Labrador, Nova Scotia, and Québec.

5.7c Length of Time Working at Their Current Centre

Many directors had been at their current centre for several years. The national average length of time was eight years and six months. There was, however, considerable provincial variation. The average length of time at their current centre for directors in Alberta was six years and five months, and in New Brunswick six years and seven months. In Alberta, 27.8% of directors had been at their centre for less than four years. This was true for 26.5% of New Brunswick directors and 28.6% of directors from Prince Edward Island. On the other hand, directors in Manitoba had been in their current centre for an average of ten years and six months. This province had the lowest proportion of directors who had been at their centre for less than four years (8.9%).

There was also a difference between auspices. Canada-wide, directors in the non-profit sector had worked in their current centre for an average of eight years and nine months, while those in the commercial sector had been at their centre for seven years and eight months. Over a quarter of directors from commercial centres (26.6%) had been at their centre for less than four years, in contrast to 15.5% of directors working in non-profit centres.

5.7d Advancement within Their Current Centre

On a Canada-wide basis, 42.0% of directors had advanced in their current centre from a more junior position. This was reported by 47.5% of head supervisors, 36.2% of teacher-directors, and 46.0% of administrative directors.

5.8 Roles and Responsibilities of Centre Directors

More than half of the directors had direct responsibility for the care and education of a group of children (57.4%). Not surprisingly, when we asked directors to tell us the percentage of time they spend in a typical month on each of a list of 10 possible activities, the greatest amount of time was spent caring for children (see Table 5.10).

Table 5.10	
Directors' Time Spent on Various Activities in a Typical Month, 1998	
Activity	Approximate percent of time
Directly caring for children	24.8%
Administration (e.g. ordering supplies, bookkeeping)	24.5
Interaction with parents (e.g. conversation, telephone call)	18.0
Staff supervision (e.g. staff allocation, performance appraisals)	14.4
Strategic planning and goal setting for the program as a whole	10.9
Meeting with staff individually or in groups to assist in program development or for problem-solving	10.1
Meetings with people other than parents or staff	6.8
Activity planning and preparation (e.g. assembling materials)	6.0
Maintenance (e.g. cleaning, repairing)	6.0
Supervising practicum students (students on placement)	3.2
Other	2.7

Administrative directors spent much less time directly caring for children (4.7%) than did head supervisors (27.1%) or teacher-directors (42.7%). Teacher-directors spent less time on administration (19.3%) than did either head supervisors (21.8%) or administrative directors (31.0%). They also spent less time in interaction with parents (14.8%) than did head supervisors or administrative directors (21.5% and 19.7% respectively).

One of the director's many roles is liaison with the community. We therefore asked directors whether they had given workshops for professional groups other than their own staff in the past 12 months; and we also asked about their involvement in community committees related to children's and/or family services. Nearly a fifth of directors (18.6%) had given a workshop or presentation to a professional group outside their centre within the past year. A larger proportion of head supervisors had engaged in this activity (27.5%) than had teacher-directors (12.5%) or administrative directors (21.9%).

Nearly half of the directors were involved in a community committee related to services for children and/or families (46.9%). Directors reported that, on average, they attend 4.7 meetings of such groups in a 12-month period. They spend approximately 3.8 hours a month attending meetings or being involved in other tasks related to the community committee, or in collaborative work with other community agencies.

5.9 Sources of Support

5.9a Community Sources

Nationally, 70.1% of centres reported having at least one child with special needs. Twelve percent reported including five or more children who had a physical or intellectual disability, were medically fragile or had significant emotional difficulties. A number of centres provided a social service function. Nearly 5% of

centres reported that they provided a Head Start or early intervention program, 3.6% offered a specific ESL/FSL program, and 3.2% offered counselling for teenaged parents whose children were enrolled at the centre. Chapter 9 provides additional information on the children served, and on services provided by centres.

Just as staff need their director's support and consultation, directors periodically face challenging situations where support and/or advice from others would be very helpful. We explored the extent to which directors feel that they have adequate supports by asking them to indicate, on a four-point scale, the degree to which they had access to support from 11 possible community sources. The choices for indicating the level of support were "adequate," "somewhat adequate," "not adequate at all," and "not available/never had contact with."

As indicated by Table 5.11, directors appear to obtain the greatest amount of support and advice from the public health unit or nurse, directors of other centres in their community, resource teachers (also known as special needs workers or as supported care workers), and speech/language therapists.

Views on the adequacy of support from the various sources were remarkably similar for head supervisors, teacher-directors, and administrative directors, except for two situations. A higher proportion of administrative directors were satisfied with the support available from other directors (61.5%) than were

Table 5.11				
Directors' Indications of Availability of Support from Community Sources, 1998				
Source of support or advice	Adequate	Somewhat adequate	Not adequate at all	Not available or never had contact with
Public health nurse or unit	56.1%	32.5%	9.1%	2.3%
Director of another centre in my community	53.5	24.3	10.9	11.2
Resource teacher, special needs worker or supported care worker	41.2	28.9	18.4	11.5
Speech or language therapist	31.8	30.2	17.2	20.7
Local child welfare office	26.2	35.0	17.6	21.2
Local children's mental health professional or child guidance clinic	24.7	32.7	21.8	20.7
University or college faculty	27.0	28.8	16.8	27.4
Physician or pediatrician	26.6	28.2	16.0	29.2
Physical therapist	21.4	23.5	14.4	40.7
Occupational therapist	20.8	22.0	15.5	41.7
School psychologist	7.2	12.7	18.5	61.7
Note: Totals may not add to 100.0% due to rounding.				

head supervisors (52.3%) or teacher-directors (46.5%). Teacher-directors reported less contact with the local child welfare office (15.2%) than did either head supervisors (27.7%) or administrative directors (24.8%).

5.9b Professional Organizations

Membership in a professional organization may also be a source of support. Meetings and conferences provide opportunities to talk to other directors. Publications from professional organizations may be a source of practical information related to programming or administration, or a way of learning about new resources. Canada-wide, 68.2% of directors belonged to at least one child care organization. Most frequently this was a provincial or territorial organization (48.8% of all directors). Other memberships identified by directors included the Canadian Child Care Federation (26.5%), the NAEYC (7.9%), and the Child Care Advocacy Association of Canada (7.4%). A larger proportion of administrative directors belonged to a child care organization (78.4%) than did either head supervisors (62.6%) or teacher-directors (59.6%).

There were variations both across provinces and between auspice type. The highest proportions of directors belonging to a professional organization were in Prince Edward Island (91.8%) and Manitoba (87.5%); the lowest such proportions were in New Brunswick (72.2%), Newfoundland/Labrador (58.1%), and Alberta (53.9%). More directors working in non-profit centres reported belonging to a child care organization than did directors in commercial centres (76.4% and 52.7% respectively).

5.10 Formal Education in Business Administration

Being the director of a child care centre is akin to operating a small business. The director's many roles include allocation of resources, budget monitoring, personnel management, and program administration.

We asked directors if they had a certificate, diploma, or degree in business administration or in the management of early childhood programs. Just over a quarter of directors (27.7%) had some formal training in business administration or program management. This background was more prevalent among administrative directors (31.4%) than among head supervisors (27.0%) or teacher-directors (24.3%). The highest proportions of directors with formal education in business administration were in Manitoba (54.4%), Nova Scotia (41.5%), and Newfoundland/Labrador (37.6%). The lowest proportions were in Saskatchewan (13.0%) and New Brunswick (16.8%).

A slightly greater proportion of directors of non-profit centres (29.4%) than directors in the commercial sector (24.7%) had formal education in business administration or program management.

5.11 Feelings About Their Work

Directors were given a list of 11 descriptions of how directors might feel about their daily work, and were asked to indicate the extent to which each description characterizes their feelings most of the time, using a five-point scale. The possible choices were "never or not at all," "rarely or to a minor degree," "occasionally," "a good part of the time," and "usually/feel strongly." In Tables 5.12 and 5.13 we use the

Table 5.12			
Directors Indicating Positive Feelings about Their Work, 1998			
Description	"A good part of the time" (1)	"Usually/feel strongly" (2)	Total generally feeling positive (3)
My staff and I work well together as a team	43.7%	50.8%	94.5%
My job makes an important difference in the lives of the children who attend the centre	35.2	58.5	93.7
I feel my job makes good use of my skills and abilities	49.0	42.7	91.7
I have reasonable control over important decisions that affect my program or staff	39.2	52.5	91.7
The work I do is stimulating and challenging	51.4	38.5	89.9
My work gives me a sense of accomplishment	49.9	36.9	86.8
Note: Column 3 is the sum of columns 1 and 2.			

percentages from the two choices reflecting the strongest feeling, "a good part of the time" and "usually/feel strongly," to indicate the extent to which directors had positive or negative feelings about their work.

To a considerable degree, directors felt positive about the way they and their staff work as a team. They found their work stimulating, felt that it makes an important difference in the lives of the children who attend the centre, and believed that their job makes good use of their skills. The majority were satisfied with the degree of control they have over important decisions that affect the program or their staff, and achieved a sense of accomplishment from their work.

However, as Table 5.13 shows, directors also expressed negative feelings. Over two-thirds felt pressured by insufficient time to get everything done that should be done. A third of directors reported often feeling emotionally drained by the end of the day. Nearly half of all directors said they were physically exhausted by the time they left work. Because of job demands many directors reported finding it difficult to make time for self-rejuvenation. Paula Jorde Bloom and Marilyn Sheerer have suggested that the high level of stress experienced by many centre directors reflects, and is caused by, their lack of formal preparation to assume the director role.¹⁰

The degree of stress indicated in Table 5.13 is of concern. Stress has been implicated as a major factor in high turnover rates in a variety of human service occupations, including child care.¹¹ Almost one in every eight directors (12.9%) did not expect to be at her current centre in one year's time. The most common reasons for expecting to leave the centre within a year were low wages (21.2%), a desire for a career change (20.6%), and burnout (15.4%). The response "desire a career change" may be another way of indicating burnout. Only 6.7% of directors expected to leave because of retirement. A higher proportion of head supervisors (41.4%) cited low wages as a reason for leaving their centre than did teacher-directors

Table 5.13			
Directors Indicating Negative Feelings about Their Work, 1998			
Description	"A good part of the time" (1)	"Usually/feel strongly" (2)	Total indicating stress (3)
There is too little time to do all that needs to be done	30.2%	46.4%	76.6%
Because of job demands, I have difficulty finding time for self-rejuvenation	29.6	22.5	52.1
I feel physically exhausted at the end of the work day	29.4	18.2	47.6
I feel emotionally drained at the end of the day	22.5	14.1	36.6
I feel frustrated by this job	9.7	4.0	13.7
Note: Column 3 is the sum of columns 1 and 2.			

(18.3%) or administrative directors (16.4%).

5.12 Summary

The director sets the standards and expectations for staff to follow, and creates the climate of the centre both as a caring and educational environment for children and as a workplace for teachers. Research indicates that the director's overall level of education, as well as her ECCE-specific education level, her length of experience in the field, and whether or not she has specific training in program administration, all influence program quality.

The information in this chapter provides both good news and bad. The good news is that general educational levels among directors have improved since 1991. The proportion of directors with less than one year of college dropped from 13.9% to 2.5%, while the proportion with a B.A. or higher degree increased from 30.8% to 36.8%. The majority of directors (74.3%) had a two-year college or higher ECCE credential. This level of ECCE-specific education was reported by 82.7% of head supervisors, 74.5% of teacher-directors, and 70.9% of administrative directors. Most directors were involved in continual learning, 10.1% were taking credit courses that will lead to a more advanced credential, and 88.6% had participated in some professional development activity in the previous 12 months. Sixty-eight percent of directors belonged to at least one professional child care organization. Nationally, centre directors had substantial experience in the child care field. Sixty-four percent had been working in child care for 11 or more years; only 6.6% had been in the field for less than four years.

In the bad news department, only a fifth of directors (20.2%) had an ECCE-related B.A. degree, the level of education recommended for directors by the NAEYC.¹² A second piece of bad news is that only 27.7% of directors had any specific training in business administration or the management of early childhood programs. Third, only 50% of directors felt that they have access to adequate levels of support from other directors, the public health unit or resource teachers (also known as special needs workers or supported

care workers). Perceived access to support from other community sources was considerably lower. Fourth, there are indications that a substantial number of directors felt under considerable stress. Three-quarters (76.6%) felt that there is too little time to do all that they must do. Nearly half (47.6%) reported often feeling physically exhausted at the end of the day, and one-third (36.6%) reported frequently feeling emotionally drained by the time they leave work. About one in every eight directors (12.9%) did not expect to be at her current centre in one year's time. In the majority of cases (93.3% of those expecting to leave) this was not because the individual was going to retire.

The director profile is of particular concern in Newfoundland/Labrador and New Brunswick. As Table 5.14 illustrates, large proportions of directors in both provinces are under age 30 and have one year of college or less as their highest level of general education. In both provinces, a third or more of the directors have only a one-year ECCE credential or less.

Current provincial/territorial regulations for child care personnel fail to reflect the importance of the director position. In several jurisdictions the regulations do not differentiate among personnel roles in a centre. Instead they simply include directors in the general training requirements for staff.¹³ Among those jurisdictions that do have specific training requirements for directors, four only require a one-year ECCE certificate.¹⁴ Two other provinces specify a two-year ECCE credential.¹⁵ Manitoba requires an ECCE III — a two-year ECCE credential plus a certificate. This certificate does not have to be related to business administration or administration of a child care program. As noted above, the NAEYC recommends that directors have an ECCE-related B.A. degree. No jurisdiction requires directors to have formal education in administration.

Most regulations are silent regarding the length of experience in the child care field required by a director. The longest period of experience required for *all* directors is the two years stipulated by Ontario¹⁶ and the regulations permit this requirement for experience to be waived.

We asked directors: "On the basis of your experience, do you feel that some minimum level of training or

Table 5.14		
Director Profile, New Brunswick and Newfoundland/Labrador, 1998		
Factor	New Brunswick	Newfoundland/ Labrador
Under age 30	20.4%	42.1%
High school diploma is highest level of overall education	13.6	7.0
Highest level of overall education is one year of college	44.3	25.6
No ECCE education	39.2	16.0
Highest level of ECCE education is a one-year credential	32.4	16.0
In the child care field for less than four years	20.2	14.6
Did not participate in any professional development activity in the previous 12 months	27.6	60.5

background preparation should be required for directors of child care programs as part of the provincial/territorial regulations?” Seventy-one percent of the respondents identified a two-year ECCE credential as a minimal requirement while 23.3% identified an ECCE-related B.A. Sixty-eight percent of directors identified the need to require specific course work in the administration of a child care program. Only 3.2% of directors responded that no minimum requirements are needed. These responses from directors themselves, who cope daily with the multiple demands of the job, emphasize the need to recognize that the role requires specific preparation. However, only 11 community colleges and two universities in Canada offer specialized child care administration certificate programs.¹⁷ Being the director of a centre is akin to operating a business. Governments must recognize that management and administrative skills are different from the skills required to provide care and education to young children. It is essential that there be government investment in, and expansion of, opportunities for child care professionals to obtain administrative knowledge and skills.

Notes

- 1 Helburn 1995, p. 287.
- 2 Jorde Bloom 1992, p. 142.
- 3 Bredekamp 1989, p. 6.
- 4 Helburn 1995, p. 287.
- 5 Kontos and Fiene 1987, p. 76; Phillips, McCartney, and Scarr 1987, p. 541.
- 6 Jorde Bloom and Sheerer 1992, p. 278.
- 7 Jorde Bloom and Sheerer 1992, p. 276.
- 8 Completed Director Questionnaires were actually obtained from 861 people. However, in some cases the person either did not return a completed centre questionnaire or returned one deemed unusable because the majority of questions were unanswered. To maintain consistency across data sets, we are reporting only the data from the 848 centres for which we also have usable Centre Surveys.
- 9 Since the terms “certificate” and “diploma” are used differently within and across jurisdictions we are using the term “credential.” A one-year credential includes both one-year certificates and one-year diplomas.
- 10 Jorde Bloom and Sheerer 1992, p. 264.
- 11 Manlove and Guzeli 1997, p. 148.
- 12 NAEYC 1990.
- 13 Regulation information in this section from the Childcare Resource and Research Unit, in press.
- 14 Newfoundland/Labrador, Nova Scotia, Prince Edward Island, and Saskatchewan.
- 15 Alberta and Ontario.
- 16 In contrast, Prince Edward Island has varying experience requirements depending on the person’s level of ECCE education. Someone with a B.A. related to child care or children’s studies only requires one year of experience to become a director; a person with a two-year ECCE credential is required to have two years’ experience, and someone with only a one-year ECCE credential must have three years’ experience.
- 17 Beach, Bertrand, and Cleveland 1998, p. 107.

Chapter 6

Working Conditions, Wages, and Benefits

Teaching Staff and Directors

Gillian Doherty, Donna S. Lero, Hillel Goelman, Jocelyne Tougas, and Annette LaGrange

“By failing to meet the needs of the adults who work in child care, we are threatening not only their well-being, but that of the children in their care.”

— Marci Whitebook, Carollee Howes, and Deborah Phillips 1990, p. 3.

6.1 Introduction

Providing quality child care is a complex job. It requires a solid understanding of child development, the ability to plan and implement developmentally appropriate programs, good management and decision-making skills, and the establishment of a collaborative working relationship with children’s parents. As noted by several experts in the field, doing the job well requires specific knowledge, skills, and abilities.¹ The requirement for specialized knowledge and skills is shared with other occupations in which the

individual has responsibility for the well-being, health, and/or education of others, such as teaching and nursing. In addition, many child care staff need mentoring skills. Just under 50.0% of teachers and 18.5% of assistant teachers who responded to the Staff Questionnaire reported being responsible for supervising practicum students. (See Section 1.5 in Chapter 1 for a definition of the position titles used here.)

This chapter discusses working conditions, wages, and benefits in child care centres using data from the Staff, Director, and Centre Questionnaires circulated in May 1998. Where appropriate, it provides comparisons with the data obtained in the 1991 wages and working conditions study, *Caring for a Living*,² and with wages in other occupations.

6.2 Daily Working Conditions

6.2a Hours Worked

Canada-wide, the mean scheduled hours of work per week for full-time staff in 1998 was 37.7 hours for assistant teachers, 37.5 hours for teachers, and 38.3 hours for supervisors. There was considerable variation across jurisdictions. Among teachers, who represented 72.9% of all respondents to the Staff Questionnaire, mean scheduled hours of work per week ranged from 36.1 hours in Québec to 40.6 hours in Prince Edward Island. The national mean scheduled hours of work for directors was 38.1 hours. The lowest mean for this position was 36.5 hours in Newfoundland/Labrador and the highest was 43.5 hours in New Brunswick.

We also asked respondents how many hours of unpaid work per week they perform on a regular basis, whether in the centre or at home. The national mean was 3.9 hours for assistant teachers, 5.3 hours for teachers and 6.0 hours for supervisors. Many teachers in specific jurisdictions practically “donate” a day of unpaid work each week. For example, the mean hours of unpaid work per week for full-time teachers was 7.3 hours in Prince Edward Island (where the scheduled hours of work per week averages 40.6), and 6.5 hours in Nova Scotia. The national mean of unpaid work per week for directors was 9.8 hours. Again, the amount of unpaid work by directors varied across jurisdictions from 13.5 hours in New Brunswick and 12.4 hours in Alberta to 8.1 hours in Saskatchewan. Like their staff, it appears that many directors basically “donate” a day or more of work per week.

6.2b Job Unpredictability

“In order to cut costs in our centre the majority of staff is hired on a part-time or casual basis. As casual staff we have no benefits and we remain at the lowest pay bracket with no chance of advancement. Our casual pay does not reflect years of experience or education.”

— Alberta teacher

Directors reported on the Centre Questionnaire that 18.8% of their teaching staff were employed on a substitute or casual basis and 14.4% of teaching staff were employed on time-limited contracts, rather than in permanent positions. Responses to the Centre Questionnaire indicated that the use of time-limited contracts for teaching staff has increased in the past three years in 20.4% of centres while decreasing in only 1.3%. When directors were asked why they used time-limited contracts, 50.1% indicated doing so to

accommodate periods of maternity leave, illness, or personal leave. Almost one-fifth (19.8%) said their reason was related to enrollments, 12.6% cited program expansion, and 10.4% gave financial reasons as the main consideration. The implications of being on a short-term contract are not only lack of job and income security, but also a reduced likelihood of having benefits such as paid sick leave.

A high percentage of staff told us they been sent home from work within the previous 12 months on one or more occasions because of low child attendance. Nationally, this had happened to 19.2% of the assistant teachers, 15.3% of the teachers, and 16.1% of the supervisors. Notes attached to a few Staff Questionnaires indicated that staff often did not get paid, or were only paid for part of a day if they were sent home.

We also asked staff if they had been temporarily laid off and then called back to work at the same centre at any time during the previous 12 months. Nationally, this had happened to 7.4% of assistant teachers, 3.7% of teachers, and 5.0% of supervisors. The frequency of being temporarily laid off varied considerably across jurisdictions. For assistant teachers, getting laid off temporarily was most frequently reported in Prince Edward Island (26.2% of assistant teachers in that province), New Brunswick (21.6%), the Northwest Territories (18.5%), and Newfoundland/Labrador (16.7%). Temporary lay-offs in the Maritime provinces may be associated with seasonal unemployment and a related decrease in the demand for child care.

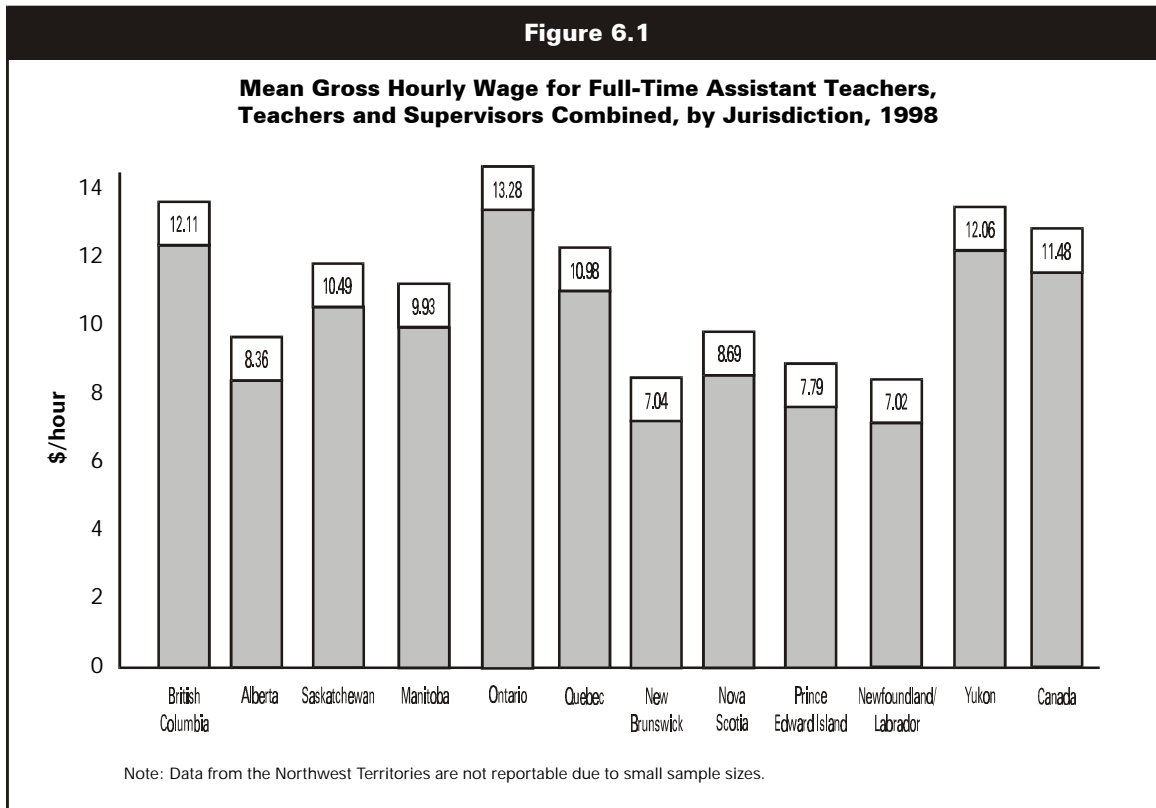
Teaching staff who were already employed in the child care field in April 1997 were asked to indicate their work status for each of the 12 months between April 1, 1997 and March 31, 1998. Those who did not work for one or more months during this 12-month period were asked to indicate whether this had been on a voluntary or involuntary basis. Just over 7.0% of full-time teaching assistants (7.3%) reported that they were off work on an involuntary basis for at least one month. This situation was reported by 4.2% of full-time teachers. Being off work for at least a month on an involuntary basis was most frequently reported by part-time assistant teachers (15.3%).

6.3 Wages

"I am lucky. I have a partner who makes a good wage, who can afford to put money away for retirement, who has a pension that will sustain us. I am not one of our staff who has two children, is a single mom and has to have two other jobs to make ends meet. I am not the staff person who is the single bread winner, near retirement and deserves to retire before she burns out, but she can't. . . . No money saved folks! I am not the staff person who can't afford to leave home and have her own apartment because it's too expensive out there. I am the lucky one."

— Saskatchewan supervisor

This section reports on hourly wages for child care centre staff. It begins with a figure that provides the mean gross hourly wage for full-time teaching staff (assistant teachers, teachers, and supervisors combined) and illustrates the variability in wage rates across jurisdictions. The section then compares the wages of assistant teachers, teachers, teacher-directors, and administrative directors in 1991 and 1998 (see



Tables 6.1 and 6.2). A discussion of the factors that may influence wage levels is followed by an examination of whether 1998 salaries could buy as much as 1991 salaries could. The section ends with a comparison of wages in child care with those in some other occupations.

6.3a Reported Wages by Position

Table 6.1 compares the 1991 and 1998 hourly wages for assistant teachers and teachers. Table 6.2 provides the same comparisons for teacher-directors and administrative directors. In both tables, the hourly wages reported are the actual levels for the year in question (without controlling for inflation).

The Staff Questionnaire asked respondents several questions to explore ways in which salaries may have changed in the previous two years and the reasons for these changes from the respondents' perspective. Fifty-seven percent of teaching staff who had been in the same position in the same centre for the past two years reported that they had received a salary increase during that period. Salary level had remained the same for 39.2% of staff. Nearly four percent (3.8%) of staff reported a decrease in salary in the previous two years. The largest proportions of staff reporting decreases were in Saskatchewan (9.6%), Manitoba (8.9%), and Alberta (8.2%). External sources have confirmed that Saskatchewan introduced a wage enhancement grant in 1996 and that all teaching staff were eligible to receive additional wages as a result. It is not clear why some staff in Saskatchewan would report a salary decrease within the previous two years.

Table 6.1				
Mean Gross Hourly Wage for Assistant Teachers and Teachers, Full- and Part-Time Combined, 1991 and 1998				
Jurisdiction[a]	1991		1998	
	Assistant teacher	Teacher	Assistant teacher	Teacher
British Columbia	\$7.85	\$8.94	\$10.55	\$12.07
Alberta	6.23	6.76	7.90	8.36
Saskatchewan	6.59	7.52	8.45	10.47
Manitoba	8.60	9.29	8.37	9.49
Ontario	8.84	11.51	10.60	13.48
Québec	8.69	10.25	8.12	11.04
New Brunswick	6.03	6.19	6.34	7.12
Nova Scotia	6.22	7.64	7.04	8.51
Prince Edward Island	7.29	7.25	8.18	7.54
Newfoundland/Labrador	5.57	6.03	6.37	6.76
Yukon[b]	8.44	9.58	9.97	11.71
CANADA	\$8.29	\$9.71	\$9.59	\$11.62
<p>Sources: 1991 data from <i>Caring for a Living</i> (CCDCF/CDCAA 1992), Table A5, p. 31; 1998 data from the Staff Questionnaire.</p> <p>Notes: Information for 1998 is based on a series of questions asking respondents how often they get a pay cheque, approximately how many hours they worked in a pay period excluding overtime, and their total pay for each pay period before deductions and taxes. We are assuming that respondents included wage supplement or other similar government grants. Information for 1991 included data from municipally operated centres, so the same approach is used here for 1998 information.</p> <p>[a] Data for the Northwest Territories are not reportable due to small sample sizes.</p> <p>[b] Data for the Yukon are from Study 2 of the <i>You Bet I Care!</i> project and, unlike the other data in this table, are not weighted.</p>				

Those who reported salary increases were then asked the reasons for those increases. The most commonly given reason was a “cost-of-living” increase (60.3%). There was some across-province variation. Cost-of-living increases were reported by 76.9% of Québec staff but only 35.6% of staff from Newfoundland/Labrador. Teaching staff most frequently reported that staff wage increases were determined by the centre board of directors (30.3%) or by the owner/director (21.7%).

6.3b Factors that May Influence Wage Levels

Factors that may influence average wage levels within a jurisdiction include: (i) the relative salary level for all occupations in the province or territory; (ii) the availability of recurring grants from the provincial/territorial government; and (iii) the extent of unionization. Each of these is briefly discussed in a separate sub-section below.

(i) The Relative Salary Level for All Occupations in a Jurisdiction

The lower wage levels in New Brunswick, Newfoundland/Labrador, and Nova Scotia, and the higher

Table 6.2				
Mean Gross Hourly Wage for Teacher-Directors and Administrative Directors, Full- and Part-Time Combined, 1991 and 1998				
Jurisdiction[a]	1991		1998	
	Teacher- director	Administrative director	Teacher teacher	Administrative director
British Columbia	\$11.48	\$14.29	\$14.41	\$18.73
Alberta	10.00	11.64	9.90	12.73
Saskatchewan	11.35	13.39	11.74	14.58
Manitoba	13.35	15.06	13.83	17.34
Ontario	14.56	18.84	17.48	22.00
Québec	11.55	13.15	14.05	17.41
New Brunswick	7.78	10.80	9.26	10.06
Nova Scotia	9.87	14.08	10.21	14.56
Prince Edward Island	9.47	10.00	11.84	14.37
Newfoundland/Labrador	7.62	11.82	7.89	12.07
CANADA	\$12.42	\$15.87	\$14.52	\$18.45
<p>Sources: 1991 data from <i>Caring for a Living</i> (CCDCF/CDCAA 1992), Table A62, p. 116; 1998 data from the Centre Questionnaire.</p> <p>Notes: In both 1991 and 1998, the question on which this table is based asked for the gross hourly wage received by the highest paid person in the position, and the gross hourly wage received by the lowest paid person in the position. The data in the table are for the highest paid person in each of the two positions for both 1991 and 1998. Information for 1991 included data from municipally operated centres, so the same approach is used here for 1998 information.</p> <p>[a] Data for the Northwest Territories and the Yukon are not reportable due to small sample sizes.</p>				

levels in British Columbia and Ontario parallel differences found in other occupations. In 1998, the average hourly industrial wage for a salaried full-time employee in New Brunswick was \$19.42, in Newfoundland/Labrador it was \$19.19, and in Nova Scotia it was \$18.17. However, in British Columbia the average hourly industrial wage was \$21.38, while in Ontario it was \$22.40.³ To some extent, these jurisdictional differences reflect real differences in living costs. For example, the lowest housing costs in Canada are in New Brunswick and Newfoundland/Labrador, while the highest are in British Columbia and Ontario.⁴ The unemployment rate is also a factor, with salaries tending to be lower in jurisdictions with high unemployment rates, as in the Maritimes.

(ii) The Availability of Recurring Grants from the Provincial Government

An examination of provincial recurring grants over the past few years suggests that there is often an association between their availability and wage levels.⁵ For example, Ontario has had wage enhancement grants since 1991, and such grants were instituted in British Columbia in 1995 and in Saskatchewan in 1996. Salaries in British Columbia and Ontario are the highest among all the provinces. Although salaries in Saskatchewan are not among the three highest, teaching staff in that province made more gains in purchasing power between 1991 and 1998 than did staff in any other jurisdiction (see Section 6.3c).

Government operating grants in Manitoba and Nova Scotia have been basically static since 1993, and salaries in 1998 dollars decreased from their 1991 levels.

Alberta cut its operating grants in each successive year from 1993 (and transferred the funds to the fee subsidy program) while New Brunswick decreased its operating grants by 50.0% in 1994 and eliminated them in 1995. Newfoundland/Labrador suspended its grants in 1993. Prince Edward Island froze its maintenance grants in 1991, with the result that 30.0% of centres are not receiving these,⁶ and reduced its other operating grants by 9.0% in 1993. Teacher salaries in these four provinces are the lowest in the country and the same holds true for assistant teacher salaries, except in Prince Edward Island.

(iii) The Extent of Unionization

Unionization is most prevalent in Québec (19.2% of centres), Ontario (18.0%), Saskatchewan (15.5%), Manitoba (10.3%), and British Columbia (8.9%). No staff were reported on the Centre Questionnaire as being in a union in Newfoundland/Labrador, Prince Edward Island or the two territories. Only 1.6% of the centres in Alberta have unionized staff, while in Nova Scotia only 3.8% of centres have unions. In 1998, teaching staff in unionized centres earned an average of \$3.32 an hour more than their colleagues in non-unionized programs (the mean hourly wages were \$14.24 and \$10.92, respectively). This type of wage gap between unionized and non-unionized workers occurs in many occupations. In 1998, the average hourly wage for full-time unionized employees (males and females combined) was \$19.01, compared to \$15.50 for non-unionized workers.⁷

6.3c Could 1998 Salaries Buy As Much As 1991 Salaries?

The most important thing about a salary is the amount of goods and services it will purchase (its “purchasing power”). Table 6.3 examines what happened to the purchasing power of assistant teacher and teacher salaries between 1991 and 1998. The table assumes that the individual is single and has no dependents.

As Table 6.3 shows, the purchasing power of the salary received by a single assistant teacher without dependents decreased in Manitoba, New Brunswick, and Québec, and remained almost the same in every other province except British Columbia and Saskatchewan. The purchasing power of teachers’ salaries also decreased in Manitoba as well as in Newfoundland/Labrador and Prince Edward Island. Wage purchasing power remained basically the same in the other provinces, except in British Columbia and Saskatchewan, both of which introduced wage enhancement grants between 1991 and 1998. The purchasing power of assistant teacher and teacher salaries for single individuals increased in both those jurisdictions during this time period.

Table 6.3 indicates that 1998 wages for assistant teachers and teachers in Alberta kept pace with inflation and even provided a little more purchasing power than in 1991. This, in spite of the fact that the provincial government cut the amount of its recurring operating grants to centres several times between 1993 and 1998. As discussed in Chapter 10, Alberta centres rely heavily on parent fees for their income. Three-quarters of centre directors in that province (75.6%) reported having raised their fees in the past three years. The increase in parent fees between 1991 and 1998 was substantially higher in Alberta than in any other province.

Table 6.3						
Real Annual (After Tax) Income, and Change in Purchasing Power, Single Assistant Teachers and Teachers Without Dependents, Full- and Part-Time Employees Combined, 1991 and 1998 (in 1998 dollars)						
Jurisdiction[a]	Assistant teacher		Percent change in purchasing power	Teacher		Percent change in purchasing power
	1991	1998		1991	1998	
British Columbia	\$14,318	\$16,379	+14.4%	\$16,025	\$18,440	+15.1%
Alberta	12,145	13,373	+9.3	12,946	13,875	+7.2
Saskatchewan	12,151	13,328	+9.7	13,583	16,372	+20.5
Manitoba	15,227	13,315	-12.6	16,251	14,734	-9.3
Ontario	15,762	16,685	+5.9	19,868	20,643	+3.9
Québec	14,255	13,013	-8.7	16,191	16,357	+1.0
New Brunswick	11,434	11,196	-2.1	11,691	12,304	+5.2
Nova Scotia	11,809	12,191	+3.2	13,878	14,127	+1.8
Prince Edward Island	13,522	13,945	+3.1	13,449	13,036	-3.1
Newfoundland/Labrador	10,741	10,829	+0.8	11,446	11,353	-0.8
<p>Sources: 1991 data adapted from <i>Caring for a Living</i> (CCDCF/CDCAA 1992), Table A5, p. 31; 1998 data adapted from data obtained through the Staff Questionnaire.</p> <p>Notes: The 1991 and 1998 salary levels are adjusted to take into account provincial and federal income taxes payable at the reported salary level in the jurisdiction in question, and deductions for CPP/QPP and EI premiums; they thus represent after-tax income.</p> <p>The reported percent changes take into account the impact of inflation between 1991 and 1998 (as calculated in Statistics Canada's <i>Consumer Price Index</i> for each province) to reflect increases or decreases in actual purchasing power.</p> <p>[a] Data for the Northwest Territories and the Yukon are not reportable due to small sample sizes in Study 1. No Canada-wide figures are provided because provincial tax rates vary.</p>						

6.3d Making Ends Meet

"The 1990s have been really tough . . . my salary has stayed the same after a 2% decrease in 1993 but everything else keeps going up! I sell items from catalogs, do craft shows and participate in a farmer's market during the summer to try and stay one step ahead of my expenses."

— Manitoba supervisor

The low wages in child care mean that some child care staff are living close to, or in, poverty. Twenty-six percent of assistant teachers and 28.7% of teachers reported that they rely on their salary to cover 80-100% of their total household costs. People who rely on their salary totally or to a significant degree to cover their daily living costs have a difficult time in making ends meet if their salary is at the poverty line or close to it. According to the 1997 low-income cut-offs (LICOs),⁸ a person living alone in an urban community of fewer than 30,000 people is living in poverty if their before-tax income is less than

\$13,796. The 1998 gross annual salaries for assistant teachers and teachers in Newfoundland/Labrador, \$12,852 and \$13,639 respectively, and the \$13,286 for assistant teachers in New Brunswick, were all below this poverty line (see Table 6.4).

Using the same LICOs, a person living alone in a community with a population between 30,000 and 99,000 needs to earn \$14,827 before tax to be above the poverty line. Assistant teachers in Nova Scotia, who had an annual salary of \$14,387 in 1998, and teachers in New Brunswick, with a salary of \$14,921, were at this poverty line or fell below it. In a community with a population between 100,000 and 499,999, a person living alone needs a before-tax income of \$14,931 to be above the poverty line. As Table 6.4 illustrates, the 1998 gross annual salaries for assistant teachers and teachers in New Brunswick and Newfoundland/Labrador were below this level, as were the salaries for assistant teachers in Nova Scotia.

Some full-time teaching staff engage in other paid work. On a Canada-wide basis, this was reported by 17.5% of full-time assistant teachers, 17.9% of full-time teachers, and 17.7% of full-time supervisors. On average, these people spent 6.7 hours per week in this other paid work; 70.2% reported engaging in it on a year-round basis. The majority of teaching staff who undertook other paid work, 81.1%, reported doing so to make additional money. When the three positions are combined, 17.8% of full-time teaching staff had additional paid work in 1998. This is slightly higher than the 15% of full-time teaching staff found in the 1991 survey.⁹

Table 6.4			
Provinces with Average <i>Before Tax</i> Salaries Below the Poverty Line, for Assistant Teachers or Teachers Living Alone Without Dependents, 1998			
Province	Low-income cut-off, urban community, population less than 30,000: \$13,796	Low-income cut-off, urban community, population between 30,000 and 99,000: \$14,827	Low-income cut-off, urban community population between 100,000 and 499,999: \$14,931
New Brunswick	Assistant teacher: \$13,286	Assistant Teacher: \$13,286 Teacher: \$14,921	Assistant Teacher: \$13,286 Teacher: \$14,921
Newfoundland/Labrador	Assistant teacher: \$12,852 Teacher: \$13,639	Assistant Teacher: \$12,852 Teacher: \$13,639	Assistant Teacher: \$12,852 Teacher: \$13,639
Nova Scotia		Assistant Teacher: \$14,387	Assistant Teacher: \$14,387
Sources: 1998 average salary levels adapted from Staff Questionnaire data. Low income cut-offs prepared by the Centre for International Statistics at the Canadian Council on Social Development using Statistics Canada's <i>Low Income Cut-Offs</i> , Cat. 13-551-XPB, January 1998.			

The highest proportions of full-time teaching staff engaged in other paid work were in New Brunswick (23.9%), Manitoba (23.1%), British Columbia (23.1%), and Alberta (20.5%). New Brunswick, Manitoba, and Alberta all had low salary levels (see Tables 6.1 and 6.2). The lower mainland of British Columbia has among the highest rents and house prices in the country and this may contribute to the need for additional income in that province.¹⁰ The relatively small percentage of staff reporting a second job in Newfoundland/Labrador (12.9%), where salary levels for assistant teachers and teachers are below the low income cut-offs, may reflect the difficulty of obtaining a second job in that province. As was found in 1991, *auspice* appears to be less frequently associated with engaging in other paid work than is the province in which the person works. Just over seventeen percent (17.1%) of teaching staff in commercial centres reported that they were involved in additional paid work, compared to 18.3% in non-profit programs.

Fifteen percent of directors reported having other paid work. Of these, 56.5% cited money as the primary reason for undertaking it. Engaging in additional paid work was most frequently reported by directors in Alberta (25.2%) and New Brunswick (18.0%).

The provision of quality child care is physically and emotionally demanding. Engagement in additional paid work has implications for the individual's stamina and, as a result, for their ability to provide responsive care for children.

6.3e Comparisons with Other Occupations

Seventy-two percent of teaching staff (that is, assistant teachers, teachers, and supervisors combined) identified themselves as teachers. Directors also reported teachers as forming the largest category in their centre staff complement. Since teachers are the largest group in child care, we are comparing their salaries with those in other occupations. When comparing occupations for pay equity purposes, the following three key factors have to be considered:

- the level of *required* education;
- the type of work; and
- the level of responsibility and decision-making.

The type of work done by a teacher is summarized in the definition of a child care teacher used in both the Staff and the Centre Questionnaires. That is: "A person who has primary responsibility for a group of children. This person may also have supervisory responsibility for assistant teachers."

Given the nature of the job, an appropriate comparison would be an occupation that involves responsibility for young children and that may involve supervising assistants. Kindergarten teaching and pediatric nursing are two such jobs. All Canadian jurisdictions require a three- or four-year university degree before a person can work as a kindergarten teacher. In most provinces the individual is also required to have additional specialized training.¹¹ The minimal requirement to become a registered nurse in Canada is a three-year community college course and successful completion of a national credentialing examination.¹² In contrast, the highest requirement for child care teachers in any jurisdiction is Ontario's regulation that at least one person with each group of children must have a

two-year ECCE credential. The other provinces with a regulatory requirement for the educational level of at least one person with each group only require one year or less of ECCE training.¹³ Thus the required educational level for a child care teacher is not comparable to that for a kindergarten teacher or for a nurse.

Licensed practical nurses work on a daily basis with people who are dependent on them for care and safety. From this perspective, the nature of the job has some similarities to that of teaching staff in a child care centre. As is the case with child care teachers (see Chapter 3), the majority of licensed practical nurses, 92.7%, are female.¹⁴ Unlike child care teachers, licensed practical nurses do not supervise other staff. They are required to have specialized training through a 10-12-month community college course in nine jurisdictions, and a two-year community college course in three provinces.¹⁵ Given the overall similarities in required length of specialized education and in the nature of the job (caring for dependent people), we are using licensed practical nurse as a comparison occupation. Nationally, the average annual wage for a practical nurse is \$29,497, while that of a child care centre teacher is \$22,717. As Table 6.5 illustrates, the average salary for a licensed practical nurse is higher than that for a child care teacher in all jurisdictions.

Table 6.5				
Comparison of Average Annual Salaries for Child Care Teacher, Licensed Practical Nurse, Teacher Assistant, and Parking Lot Attendant, Full- and Part-Time Employees Combined				
Jurisdiction	Child care teacher, 1998	Licensed practical nurse, 1996	Elementary/secondary school teacher assistant, 1996	Parking lot attendant, 1996
British Columbia	\$23,537	\$31,590	\$25,231	\$21,652
Alberta	16,954	26,915	18,902	16,788
Saskatchewan	21,166	27,760	17,487	20,245
Manitoba	18,703	30,601	17,833	18,641
Ontario	26,496	31,826	25,965	22,938
Québec	20,667	30,234	28,797	20,016
New Brunswick	14,921	22,941	15,947	18,888
Nova Scotia	17,391	22,852	17,753	19,572
Prince Edward Island	15,958	22,167	Not available	Not available
Newfoundland/Labrador	13,639	25,133	34,229	Not available
Yukon	24,794	27,300	Not available	Not available
CANADA	\$22,717	\$29,497	\$24,018	\$21,038
Sources: Salary information for child care teachers calculated from responses to the Staff Questionnaire. Salary information for licensed practical nurses (except for the Yukon), elementary/secondary school teacher assistants, and parking lot attendants from Statistics Canada, <i>1996 Census: Dimension Series</i> , Cat. 94S-0009XDB, Table 123. Salary information for licensed practical nurses for the Yukon from a 1996 survey conducted by the Canadian Practical Nurses Association.				

Teacher assistant in elementary and secondary schools is another of the occupations used for comparison purposes in Table 6.5. There are no specific provincial/territorial education requirements for elementary and secondary school teacher assistants. In 1996, 19.1% of them had less than a high school diploma, 17.3% had a high school diploma as their highest educational attainment, 36.1% had a post-secondary certificate or diploma, 14.6% had some university courses but no degree, and 12.9% had a university degree.¹⁶ In contrast, 43.9% of the child care teachers in our survey had a two-year ECCE credential, 21.8% had a three-year ECCE college course or a post-diploma certificate, and 10.9% had an ECCE-related B.A. or higher degree. Like child care teachers, a high proportion of teacher assistants, 90.3%, are female.¹⁷ The daily work of a teacher assistant, especially in kindergarten, has similarities to that of teaching staff in a child care centre. However, unlike the child care teacher, the teacher assistant always works with and under the supervision of a teacher and never has supervisory responsibility for others. Child care teachers, therefore, have a much higher degree of autonomy and responsibility; in addition, the

Table 6.6				
Benefits and Daily Working Conditions, Full-Time Assistant Teachers and Teachers, 1991 and 1998				
Benefit or working condition	Percentage of centres or staff reporting the benefit or working condition as available to full-time staff			
	1991		1998	
	Assistant teacher	Teacher	Assistant teacher	Teacher
Paid coffee break	55%	73%	65%	66%
Paid lunch break	30	33	36	37
Paid preparation time	40	34	39	54
Compensation for overtime child care provision	55	45	54	61
Compensation for staff meetings held after hours	42	41	45	56
Compensation for parent meetings after hours	27	25	34	45
Compensation for attending board meetings after hours	11	7	11	17
Written job description*	39	51	64	70
Written job contract*	36	33	37	46
Formal grievance procedure*	16	34	23	32
A room set aside for staff use only*	58	67	62	60
A separate staff washroom*	41	65	65	57
Sources: 1991 data from <i>Caring for a Living</i> (CCDCF/CDCAA 1992), Table 13, p. 57; 1998 data from the Staff and Centre Questionnaires. * For 1998, this information was collected through the Centre Questionnaire. All 1991 information reported in the table was collected through the Staff Questionnaire. The information on the Centre Questionnaire was provided by the director for all staff; the information on the Staff Questionnaire was provided by the individual on her/his own behalf.				

actual formal educational level of child care teachers is higher than that of teacher assistants. Nationally, the average annual salary for a teacher assistant is \$24,018, compared to the average salary for a child care teacher of \$ 22,717.

The final comparison occupation used in Table 6.5 is that of parking lot attendant. This job is not comparable in any way to that of child care teacher. There are no formal education requirements, the job involves passively watching inanimate objects, and virtually no decision-making is required. However, the average annual salary for a parking lot attendant is higher than that of a child care teacher in New Brunswick and Nova Scotia. It is basically the same in Alberta, Manitoba, and Québec, and lower by less than \$2,000 a year in British Columbia and Saskatchewan. Nationally, the average annual salary for a parking lot attendant is \$21,038, compared to \$22,717 for a child care teacher.

6.4 Benefits

6.4a Benefits and Daily Working Conditions

As Table 6.6 illustrates, approximately two-thirds of teaching staff in 1998 received paid coffee breaks but only about a third received paid lunch breaks. Over half the teaching staff did not get paid preparation time. There had been some improvement since 1991 in the percentage of teachers, but not assistant teachers, who received compensation for overtime, for attending parent meetings after hours and for attending staff meetings after hours. The availability of space for staff use only had remained basically the same as in 1991.

Table 6.7				
Benefits that Assist Staff with Their Professional Development, Full-Time Assistant Teachers and Teachers, 1991 and 1998				
Benefit	Percentage of centres or staff reporting the benefit as being available to full-time employees			
	1991		1998	
	Assistant teacher	Teacher	Assistant teacher	Teacher
A collection of child care journals or books available for staff use	Not asked in 1991		46%	53%
Regular written job performance appraisal	Not asked in 1991		37	44
Compensation for on-site training	25%	22%	39	46
Paid release time for off-site training	39	35	56	63
Financial assistance for professional development activities	46	46	70	70
Payment of association membership fee	9	8	13	17
Sources: 1991 data from <i>Caring for a Living</i> (CCDCF/CDCAA 1992), Table 13, p. 57; 1998 data from the Staff and Centre Questionnaires.				

The availability of benefits that contribute to the quality of daily working conditions varied across the provinces and territories. For example, a room set aside solely for staff use was much more frequently reported by teaching staff in Ontario (72.5%) than by teaching staff in New Brunswick (26.8%) or Prince Edward Island (33.5%).

6.4b Benefits that Assist with Professional Development

Centres can do much to encourage their staff to maintain and improve their professional skills. An effective job performance appraisal assists both individual and supervisor to identify areas of knowledge or skill that require attention. The provision of easy access to child care journals and books encourages staff to read such material. Providing on-site training, paying a teacher's salary while she attends off-site training, or paying the fee for a conference all confirm the importance of continual learning.

Table 6.7 indicates that, in spite of financial cut-backs, the extent to which centres support the professional development of their staff increased between 1991 and 1998. This is a very positive finding.

Table 6.8				
Benefits that Provide a Measure of Longer-Term Security, Full-Time Assistant Teachers and Teachers, 1991 and 1998				
Benefit	Percentage of centres or staff reporting the benefit as being available to full-time employees			
	1991		1998	
	Assistant teacher	Teacher	Assistant teacher	Teacher
Reduced child care fee for parent employee	24%	28%	30%	33%
Paid sick days	76	71	69	74
Can carry sick days to following year	Not asked in 1991		20	24
Unpaid, job protected maternity/parental leave	68	61	59	64
Yearly cost of living increase	Not asked in 1991		15	21
Yearly wage increase	Not asked in 1991		30	38
Extended health care	52	49	55	58
Short-term disability insurance (first 17 weeks)	42	35	28	39
Long-term disability insurance	39	36	42	48
Dental coverage	54	50	54	57
Life insurance	45	46	51	56
Retirement or pension plan	17	27	21	25
Sources: 1991 data from <i>Caring for a Living</i> (CCDCF/CDCAA 1992), Table 13, p. 57; 1998 data from the Centre Questionnaire.				

6.4c Benefits that Provide a Measure of Longer-Term Security

Benefits that augment the individual's salary or provide a measure of longer-term security are particularly important in an occupation with low wages. Most teaching staff in child care are female, with the majority under age 40. Thus, job-protected maternity leave and reduced child care fees for employee's children can be valuable benefits. Disability insurance and a retirement or pension plan are important when the wage level makes accumulating savings very difficult. Having paid sick days and being allowed to carry over sick days from one year to another provides some protection should an individual experience a prolonged illness. Nationally, the average number of paid sick days per year for a full-time teacher was 7.6, and ranged from 3.1 days in Alberta to 13.0 days in Saskatchewan.

As Table 6.8 shows, assistant teachers appear to have made some gains in the availability of reduced child care fees, but they also appear to have incurred losses in the availability of paid sick days, job-protected maternity leave, and short-term disability coverage. Teachers appear to have fared slightly better, with small increases in the availability of extended health care, long-term disability coverage, dental coverage, and life insurance. However, fewer than half of teachers reported these benefits as available in 1998.

In response to a question on the Staff Questionnaire asking if the availability of benefits had changed at their centre in the past two years, 52.0% of the respondents said no, 15.5% said benefits had improved, and 11.7% said they had declined. Twenty-one percent of the respondents stated that they did not know if there had been changes. See Chapter 11 for additional information on changes in the benefits provided to staff during the three years preceding data collection.

6.5 Summary

As noted in Chapter 1, child care that supports children's well-being and development is more likely to occur when certain conditions are present. Research has repeatedly demonstrated that teacher salary levels and working conditions influence the way teachers behave with children. Low wages have been found to be associated with high levels of staff turnover.¹⁸ It has also been suggested that the low wages in child care have a significant impact on quality "by preventing competent individuals from considering child care work in the first place, particularly if they are primary breadwinners."¹⁹ The findings reported in this chapter are cause for concern. They indicate that, as in 1991, teachers' needs for a decent salary and supportive working conditions are not being met in Canada. In fact, in some jurisdictions the purchasing power of child care teachers' salaries decreased between 1991 and 1998.

Notes

- 1 Bredekamp 1987; Canadian Child Care Federation, in press; Pence and Griffin 1991; Spodek and Saracho 1988.
- 2 CCDCF/CDCAA 1992.
- 3 Statistics Canada 1999b, Table 7.
- 4 National Council of Welfare 1999, Table 5, p. 19.
- 5 The review is based on the Childcare Resource and Research Unit's *Child Care in Canada: Provinces and Territories* for 1990, 1993, 1995 and 1998, supplemented by telephone interviews with government officials in most provinces and both the Northwest Territories and the Yukon.
- 6 Kathleen Flanagan Rochon, government of Prince Edward Island, personal communication.
- 7 Akyeampong 1998, p. 34.

- 8 Canadian Council on Social Development 1997.
- 9 *Caring for a Living* (CCDCF/CDCAA 1992), p. 46.
- 10 National Council of Welfare 1999a.
- 11 Beach, Bertrand, and Cleveland 1998, Table 17, p. 41.
- 12 Canadian Nurses Association, personal communication.
- 13 Childcare Resource and Research Unit, in press.
- 14 1996 census target group profile, special run for this report prepared by Statistics Canada.
- 15 Survey conducted by Susan Jenkinson for the College of Nurses, Ontario, May 1999.
- 16 As note 14.
- 17 As note 14.
- 18 Phillips, Howes, and Whitebook 1991, p. 63.
- 19 Manlove and Guzell 1997, p. 148.

Chapter 7

Child Care as a Career

The Positives, the Negatives, and What Is Needed to Improve It

Gillian Doherty, Hillel Goelman, Annette LaGrange, Donna S. Lero, and Jocelyne Tougas

7.1 Introduction

Much of the early literature that addressed the issue of child care quality focused on program features such as the physical safety of the setting, the ratio, and the care provider's type and level of education. The underlying assumption, confirmed by research, was that such characteristics are linked to positive outcomes for children. In the past decade there has been a growing recognition that quality considerations can and must be viewed from another perspective — that of the person providing the care and education.¹ How teaching staff feel about child care as a career directly influences both how they respond to children and their likelihood of remaining in the child care field.² Thus staff attitude, morale, and job satisfaction are directly related to quality. We explored these issues by asking staff and directors about the positive and negative aspects of working in the child care field, their perception of how others value their work, their feelings about their decision to go into child care, and their opinions on what might make it a more satisfying work environment.

7.2 Feelings about the Child Care Field

7.2a Positive Aspects of Working in Child Care

Teaching staff and directors were asked to list the three most positive and the three most negative aspects of working in the child care field. The responses to these two open-ended questions were subjected to an item analysis and grouped into categories. As Table 7.1 illustrates, almost all teaching staff (94.6%) and directors (93.7%) viewed “the nature of the work” as one of the three most positive aspects. This category included responses such as “working with children” and “affection from children.” The second most frequently cited positive was “fulfilment” (32.6% of staff and 37.6% of directors). The category “fulfilment” included responses such as “feel I am helping children” and “enjoy the challenge of varied work.” The third most frequently cited positive for teaching staff was “co-workers” (20.1%), while for directors it was “parents” (23.8%).

There was little difference among assistant teachers, teachers, and supervisors regarding the frequency with which they identified “the nature of the work” as a positive. However, only 27.5% of assistant teachers viewed “fulfilment” as a positive aspect, compared to 33.1% of teachers and 36.0% of supervisors. Similarly, fewer assistant teachers identified co-workers as a positive aspect: 15.4%, compared to 20.5% of teachers and 20.4% of supervisors. These variations may reflect differences of perception at different position levels. For example, assistant teachers may feel that they have little control over their daily work, while teachers and supervisors may perceive themselves as having substantive control. Generally, the proportion of directors identifying each aspect as a positive was similar across head supervisors, teacher-directors, and administrative directors.

7.2b Negative Aspects of Working in Child Care

“Pay and promotion opportunities” was the category most frequently identified as among the three most negative aspects of child care by both teaching staff (75.5%) and directors (73.5%). The second most

Table 7.1		
The Four Most Frequently Cited Positive Aspects of Working in the Child Care Field		
Positive aspect of working in child care	Percent of staff identifying this among their top three choices	Percent of directors identifying this among their top three choices
Nature of the work , e.g. a people-oriented job; love from children; freedom to be creative; having my own group of children; a varied, stimulating job	94.6%	93.7%
Fulfilment , e.g. feel I am having an impact/helping; gives me a feeling of competence; enjoy the challenge	32.6	37.6
Co-workers , e.g. teamwork; working with other child care professionals; support from other staff	20.1	22.7
Parents , e.g. helping parents	11.9	23.8
Note: Responses are not mutually exclusive.		

frequently cited negative aspect for both groups was “lack of respect” (45.8% of staff and 43.1% of directors). Both groups also frequently identified “working conditions” as a negative aspect (32.4% of staff and 26.7% of directors). However, their concerns in this area were quite different. Teaching staff focused on issues related to their daily work, such as lack of supplies; directors focused on administrative concerns, such as difficulties in finding qualified substitutes. For staff, the fourth most frequently cited negative aspect was “the nature of the work” (25.0%). For directors, it was “dealings with society and government” (25.2%). This category included responses such as “the attitude of government officials.”

The frequent identification by staff of “the nature of the work” as among the three most negative aspects of working in child care is interesting, given the high proportion of staff who cited it as a positive aspect. As illustrated in Tables 7.1 and 7.2, respondents focused on different aspects of these categories when identifying them as positive or negative aspects of the job. Thus what is a major plus for many staff can be a major drawback as well. Nearly a quarter of directors (23.3%) also identified “the nature of the work” as among the top three negative aspects of the child care field. These directors gave responses such as “collecting parent fees” and “legal liability.”

Table 7.2		
The Most Frequently Cited Negative Aspects of Working in the Child Care Field		
Negative aspect of working in child care	Percent of staff identifying this among their top three choices	Percent of directors identifying this among their top three choices
Pay and promotion opportunities , e.g. low salary; lack of wage increases; lack of benefits; unpaid overtime	75.5%	73.5%
Lack of respect , e.g. public’s perception of the status of child care staff	45.8	43.1
Working conditions , e.g. hours; staffing ratio; lack of supplies; difficulty finding qualified substitutes	32.4	26.7
Nature of the work , e.g. doing cleaning and maintenance; lack of adult contact; insufficient planning time; collecting parent fees	25.0	23.3
Dealings with society and government , e.g. the attitude of government officials	20.7	25.2
Note: Responses are not mutually exclusive.		

Again there were some differences in perception across the three teaching staff positions. Just under 81% of supervisors identified “pay and promotion” as a negative aspect, compared to 71.1% of assistant teachers and 75.2% of teachers. Similarly, more supervisors (51.3%) were concerned about lack of respect from others than were assistant teachers (36.6%) and teachers (47.0%). Fewer supervisors perceived “the nature of the work” as a negative (21.2%) in comparison with assistant teachers (30.1%) and teachers (24.4%). These findings suggest that supervisors find their job more interesting and challenging than

assistant teachers do. However, they are also more aware of, and concerned about, lack of recognition for their work either in the form of pay and promotion opportunities or in respect.

Generally, the proportion of directors identifying each aspect as negative was similar across positions, except for the issues of pay and promotion and of dealing with society and government. A higher proportion of teacher-directors had a negative view of pay and promotion opportunities (77.7%) than either head supervisors (69.4%) or administrative directors (70.5%). Head supervisors have the possibility of a promotion to centre director at either their own centre or another program, with an accompanying increase in salary. As noted in Chapter 6, administrative directors earn more than teacher-directors. A smaller proportion of head supervisors (14.5%) cited dealing with society and the government as a negative aspect than did teacher-directors (25.8%) or administrative directors (28.3%). This may reflect the lower likelihood of people in this position having to deal with government officials or the general public (as opposed to parents using the centre).

7.2c The Issue of Pay and Promotion Opportunities

As discussed in Chapter 6, child care salaries are low both in terms of their purchasing power and as a reflection of the complexity of the job and its associated level of responsibility.

We explored teaching staff and director perceptions of opportunities for promotion and career advancement through a series of questions on both the Staff Questionnaire and the Director Questionnaire. When asked if they thought they would be promoted within their current centre, 71.8% of assistant teachers, 77.0% of teachers, and 70.4% of supervisors responded “no.” Staff were equally pessimistic about the potential for advancement in the child care field as a whole. On a Canada-wide basis, 72.7% of assistant teachers, 74.7% of teachers, and 76.2% of supervisors thought they would have to leave child care in order to earn more money or achieve a higher status position.

Respondents to the Director Questionnaire had a similarly bleak view of their opportunities for advancement. Nearly three-quarters of directors (72.6%) saw no possibility of advancement in the field within the next five years. The proportions with this view were similar for head supervisors (68.9%), teacher-directors (72.6%), and administrative directors (73.7%). Only 37.3% of directors believed that there were any possibilities for a lateral move into a position of equal status but new type of work in the child care field. Two-thirds of directors (66.8%) felt that they would have to leave the field in order to earn more money or achieve a higher-status position.

The need for career ladders and lattices (lateral moves) in child care to retain experienced people has been frequently identified.³ Lateral moves recognize and reward experience and knowledge by providing new and meaningful roles for people who have been in a field for a number of years. A U.S. study found that involvement as a mentor in a formal mentoring program reduced the incidence of leaving the field among experienced child care teachers by almost a third.⁴ We explored the possibility of lateral moves as a career opportunity by asking directors if they were currently, or would like to be, involved in six possible activities. Table 7.3 indicates some areas, such as staff pre-service training, in which a substantial number of directors expressed interest but only a few are currently involved. These represent possible opportunities for broadening career prospects for senior personnel.

Table 7.3			
Involvement and Desired Involvement in Activities Related to, but Different from, Their Current Role, All Director Positions Combined			
Activity	Do now	Don't do now and not interested in doing	Don't do now but would like to do
Mentoring another less experienced director	36.7%	28.4%	34.9%
Acting as a practicum supervisor for early childhood education students	47.2	27.2	25.6
Curriculum design and/or development of teaching resources for ECCE students	14.5	38.1	47.4
College or university teaching in early childhood education	6.6	45.7	47.7
Working in a family support program or a child care support program	10.8	41.1	48.2
Child care/early childhood research or consultation	9.0	37.5	53.6
Note: Totals may not add to 100.0% due to rounding.			

7.2d The Issue of Respect

As indicated earlier, just under half of teaching staff and almost the same proportion of directors felt that lack of respect was a major negative aspect of child care work. The issue of respect was explored in greater detail through another question, which asked respondents to identify the groups of people who respect them as child care professionals.

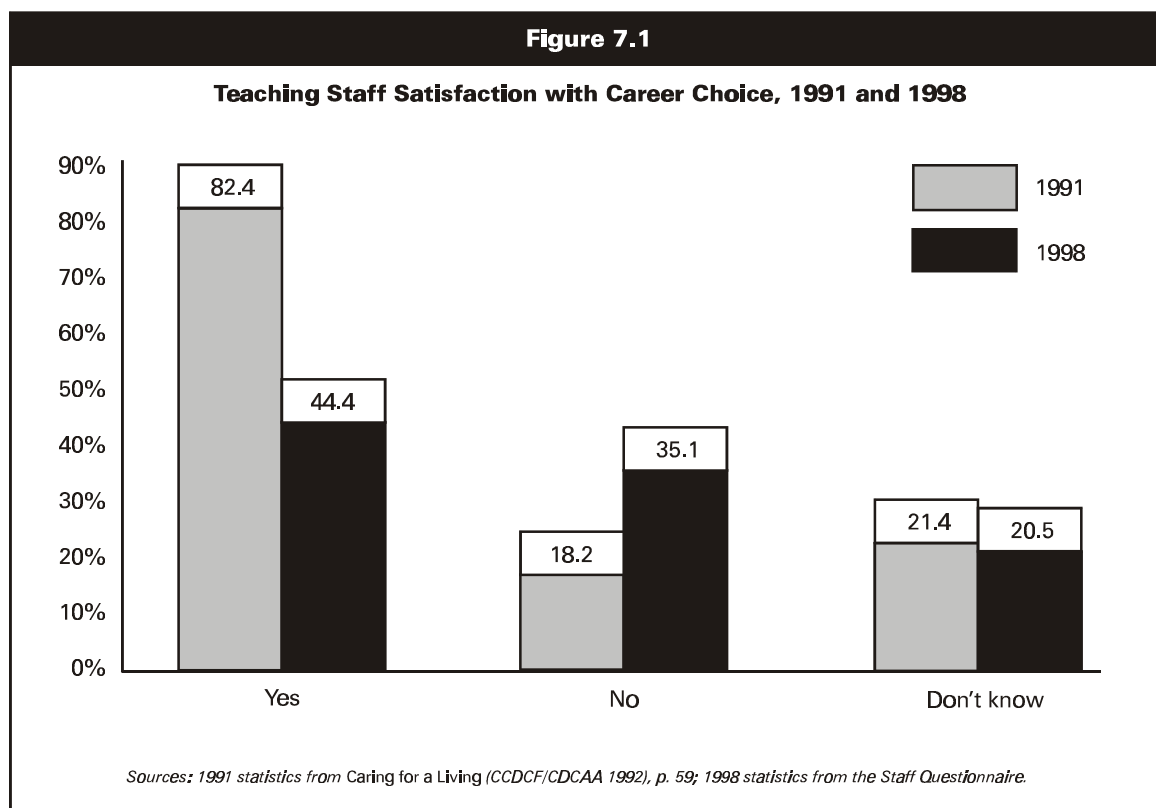
A majority of respondents indicated that they believe their work is respected by other child care professionals (87.8% of staff and 92.6% of directors), their own families (78.8% of staff and 82.5% of directors), the families of the children who attend the centre (68.4% of staff and 78.6% of directors), and their own personal friends (60.6% of staff and 59.9% of directors). There was a sharp drop-off in perceived respect when the focus shifted to people outside their own immediate professional and personal circles. Only 19.9% of staff and 27.6% of directors felt that they received respect from professionals in other fields. The proportion of staff feeling that they received respect from the public at large was 8.2%, while only 9.7% of directors felt they were respected by society in general.

The proportions of staff who reported believing their work is respected by various groups was very similar for 1991⁵ and 1998, except for two groups — professionals in other fields and the public at large. The proportion of staff who said they believe professionals in other fields respect their work dropped sharply from 42.0% in 1991 to 19.9% in 1998. The change in the proportion of staff who believe they are respected by society at large was less dramatic but in the same direction, from 16.0% in 1991 to 8.2% in 1998.

7.3 Satisfaction with Career Choice

7.3a Teaching Staff

Both the 1991 *Caring for a Living* survey and the 1998 survey asked teaching staff and directors, “If you were choosing a career now, would you choose child care?” In 1991, 62.4% of teaching staff said “yes.”⁶ In 1998, this had dropped to 44.4%. The percentage saying “no” nearly doubled from 16.2% in 1991 to 35.1% in 1998. Teaching staff most frequently stated they would *not* choose child care again in Alberta (48.2%), Manitoba (45.9%), and Nova Scotia (42.2%). Conversely, large proportions of teaching staff indicated that they *would* choose the field again in British Columbia (58.8%), Saskatchewan (50.0%), and Prince Edward Island (49.1%)



The satisfaction of teaching staff with their career choice varied by both education level and position. Of teaching staff with an ECCE-related B.A. or higher degree, 46.0% said “no” as did 35.9% of those with a two-year ECCE credential. In contrast, of people whose highest level of education was a high school diploma, only 23.7% made this choice. The proportions of staff indicating dissatisfaction with their career choice also increased with job level (assistant teacher, teacher, supervisor). Thirty-three percent of assistant teachers said they would not choose child care again, compared to 41.2% of supervisors.

There are three important messages in these findings. First, the proportion of teaching staff who are unhappy with their career choice nearly doubled between 1991 and 1998. Second, over a third of teaching

staff are dissatisfied with their career choice. Third, dissatisfaction with child care as a career is more prevalent among staff with higher levels of education and among the more senior staff.

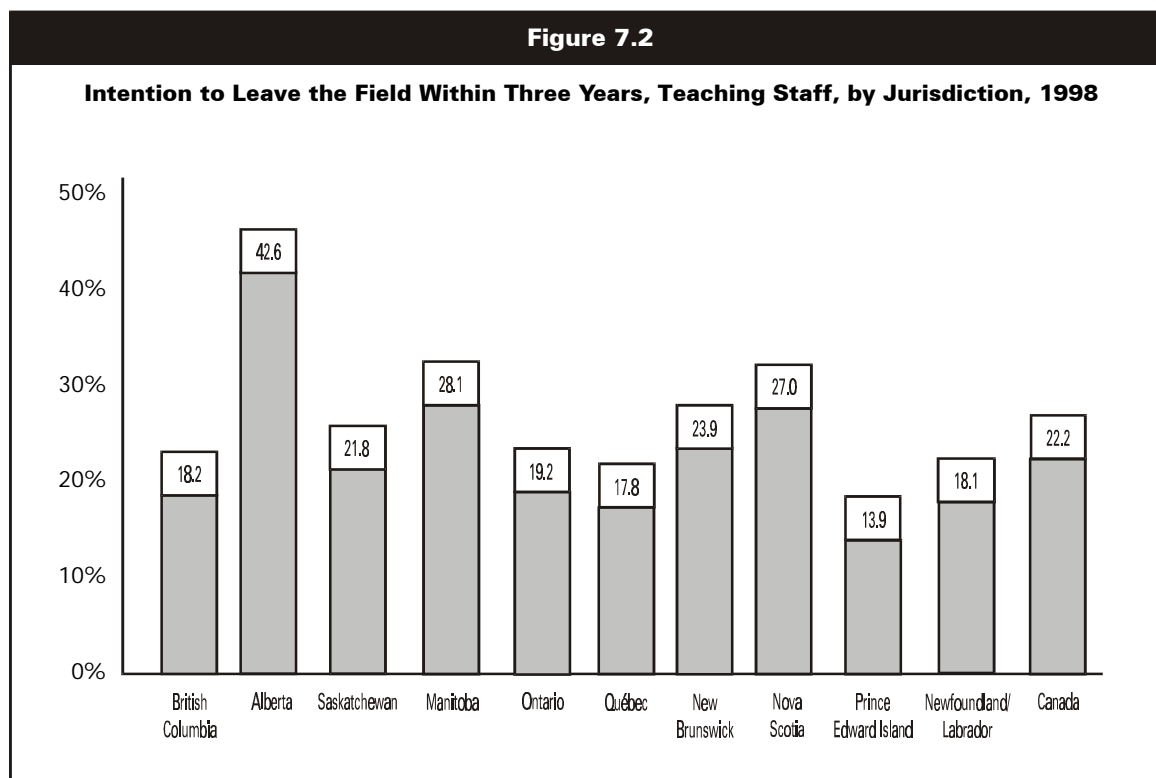
7.3b Directors

In 1991, 67.0% of teacher-directors and 72.0% of administrative directors said they would choose child care as a career again;⁷ in 1998 these proportions had dropped to 50.2% and 43.1% respectively. These findings suggest a sharp decrease in satisfaction with career choice among directors. In 1998, the same proportion of teacher-directors and of administrative directors (26.5%) said they would not choose child care again. The highest proportions of directors indicating this were in Alberta (40.7%), Manitoba (37.4%), Nova Scotia (33.5%), and New Brunswick (30.3%). It is not possible to compare the 1998 “no” and the “don’t know” responses with the 1991 findings, since these were not reported in *Caring for a Living*.

7.4 Intention to Remain in or Leave the Field

7.4a Teaching Staff

Just over three-quarters of teaching staff — 77.8% — said they expected still to be working in child care in three years’ time. The lowest proportions expecting to be in the field in three years were in Nova Scotia (27.0%), Manitoba (28.1%), and Alberta (42.6%); the highest proportions were in Prince Edward Island (86.1%) and Québec (82.2%). A smaller proportion of assistant teachers (69.5%) expected to be in the field in three years than of teachers (79.4%) or supervisors (78.1%).



Across Canada, “low wages” was the most frequently given reason for not expecting to be in the field in three years (34.2%), followed by “want a career change” (21.0%), and “burnout/stress” (13.1%). It should be noted that “want a career change” may be another way of saying “I’m burned out!” Low wages was most frequently cited as a reason for leaving the field in Prince Edward Island (65.9%), New Brunswick (51.3%), and Alberta (44.9%).

7.4b Directors

Most directors (83.8%) expected still to be working in the child care field in three years’ time. The lowest proportions of directors with this expectation were in Newfoundland/Labrador (68.2%) and Saskatchewan (69.5%). Among directors who did not expect to be in the field, 31.8% said they wanted a career change, 18.9% cited burnout, and 18.1% said they would probably leave because of low wages. Only 13.6% of those not expecting to be in the field in three years said they expected to retire.

7.4c The Discrepancy between Career Dissatisfaction and Intention to Leave the Field

While 35.1% of teaching staff said they would not choose child care as a career again, only 22.1% said they did not expect to be in the field in three years. Whether dissatisfaction translates into intention to leave depends on a number of factors. Research indicates that one of the most significant factors for child care staff is the extent to which other jobs are perceived to be available.⁸ When alternate jobs are seen as available, those who express an intention to leave their job are more than four-and-a-half times as likely to actually leave within the year than are other teaching staff.⁹

The finding that over a fifth of teaching staff are seriously considering leaving the field is disturbing. However, of perhaps even greater concern for program quality is that group of individuals who are dissatisfied with their career choice but for some reason feel they have to stay in the field. We know that there is an association between job dissatisfaction and restrictive and controlling behaviour with children.¹⁰ As noted by one group of researchers, “It is not unreasonable to expect that those who feel ‘stuck’ in their jobs come to them without the commitment and enthusiasm necessary to do a high quality job.”¹¹

7.5 Recommendations from the Field

We gave teaching staff and directors a list of 11 items that had been identified in the research literature as likely to make the child care field a more satisfying work environment. Respondents were asked to rank each item on the basis of whether it “would not help at all,” “would help somewhat,” or “would help a lot.” Table 7.4 identifies the percentage of staff and the percentage of directors who identified each item as being something that “would help a lot.”

As indicated in Table 7.4, four items were identified by over 70.0% of both teaching staff and directors as things that “would help a lot.” These items, in order of the frequency of their identification, were: (1) providing a better salary; (2) promoting more respect for people working in child care; (3) providing more support services to children with special needs or challenging behaviour; and (4) improving benefits. Among teaching staff, providing paid preparation time was among the five most frequently mentioned

Table 7.4		
Recommendations from the Field, 1998		
Item	Percent of staff indicating this “would help a lot”	Percent of directors indicating this “would help a lot”
Providing a better salary	90.9%	85.1%
Promoting more respect for people working in child care	88.7	87.4
Providing more support services to children with special needs or challenging behaviour	77.9	76.0
Providing regularly scheduled (not overtime) preparation time	74.9	60.9
Improving benefits	73.9	71.4
Providing affordable opportunities for continuing education	69.3	63.4
Establishing a career ladder	65.0	56.0
Providing regular breaks away from the children during the workday	62.1	45.7
Providing staff with a greater decision-making role in caring for children	55.9	32.9
Reducing the number of children per teacher	49.5	34.9
Providing regularly scheduled time to communicate with parents	49.3	46.4

items, just as it was in 1991.¹² For directors, the fifth most commonly identified item was “providing affordable opportunities for continuing education.” The high proportion of both teaching staff and directors wanting more support services for children who have special needs reflects the increasing inclusion of these children in ordinary child care programs (see Chapter 9).

Many of the suggestions in Table 7.4 have clear financial implications — for example, providing a better salary and improving benefits. With the current funding levels in child care centres, discussed in Chapter 10, centres are unable to address such recommendations without additional public funds. This fact underlines the reality that the current under-funding of child care not only impedes its availability and affordability for parents but also has a direct bearing on staff satisfaction and retention, and thus on program quality.

There are some ways in which a centre can give a message of respect to its staff and help them to feel valued without having to spend money to do so. Research has indicated, for example, that staff feel more satisfied with their job when they have opportunities for real input into decision-making.¹³ We explored

the issue of the amount of influence staff feel they currently have and whether this was consistent with the amount they would like to have. Staff reported a close correspondence between their current and desired influence in “ordering supplies and materials,” “determining program objectives,” and “planning the daily schedule of activities.” Compared to their current levels of influence, however, the majority of staff desired significantly more influence in the more substantive aspects of child care work. These included “interviewing/hiring new staff,” “orientation of new staff,” “developing or changing policies,” and “influencing how procedures are developed or determined.”

7.6 Summary

Directors and teaching staff indicated high levels of satisfaction with the day-to-day aspects of their job, especially working with children and the opportunities for varied activities. However, they also indicated high levels of concern about low wages, few promotion opportunities, and the low status accorded to people who work in the child care field. This pattern of satisfaction with the intrinsic nature of child care work and dissatisfaction with more extrinsic aspects, such as compensation levels, was also found in the 1991 *Caring for a Living* study.¹⁴ As discussed in Chapter 6, salary levels are low — in some provinces at, or close to, the poverty level. The current low salaries may mean that some staff simply cannot afford to stay in the field, even though they enjoy the work and feel they are making an important contribution. A teacher in Manitoba sent us a two-page letter telling us all the wonderful things about working in child care, but then noted:

“In spite of all these aspects of my job I may be unable to continue working within the field. The wage I am making will not continue to sustain me. To get my position I took two-and-a-half years of college and to pay for this I had to take out student loans. These are very costly to pay back.”

Not surprisingly, as in 1991, providing a better salary was the most frequently identified item that “would help a lot” to make child care a more satisfying field to work in.

Belief that the work of child care is respected by professionals in other fields or by society at large dropped substantially between 1991 and 1998. During the same period, the overall educational levels of teaching staff increased (see Chapter 4). The discrepancy between higher educational levels and lower perceived respect from society does not bode well for morale.

The proportion of teaching staff who would not choose child care as a career again almost doubled between 1991 and 1998. Furthermore, the proportion of staff saying they would not choose child care again was higher among the better educated than among the less educated staff. It was also higher among supervisors than among assistant teachers. Turnover rates continue to be high, as discussed in the following chapter. However, dissatisfaction with child care as a career does not always translate into leaving the field. The findings suggest that a number of teaching staff remain, even though unhappy. This situation is of concern because of its implications for quality. It may be difficult to be supportive and encouraging with children when feeling dissatisfied with your salary and promotion prospects.

As in 1991, large proportions of teaching staff and directors recommended: (1) providing a better salary, (2) promoting more respect for people working in child care, (3) providing paid preparation time, (4) improving benefits, and (5) establishing a career ladder. The most frequently mentioned recommendations remain the same because, in general, they have not been addressed. The exceptions are the introduction of wage enhancement grants subsequent to 1991 in British Columbia and Saskatchewan. As noted in Chapter 6, the real value of staff salaries, as represented by purchasing power, rose in both these provinces between 1991 and 1998.

The final word should go to a Manitoba supervisor who wrote us a note saying that this was the second survey she had completed to find out that early childhood educators are underpaid and asked:

“What’s the point of doing surveys if you are not going to solve the problem?”

Notes

- 1 Jorde Bloom 1996, p. v; Katz 1992, p. 69.
- 2 Doherty-Derkowski 1995, Chapter 7.
- 3 See, for example, Johnson and McCracken 1994.
- 4 Whitebook and Bellm 1996, p. 63.
- 5 1991 statistics from *Caring for a Living* (CCDCF/CDCAA 1992), Table A43, p. 82. It should be noted that in 1991 teaching staff and directors completed the same questionnaire, so the 1991 figures refer to both groups combined. In the comparison, we have used the 1998 findings for teaching staff only. As noted in the present report, a higher proportion of directors than of teaching staff believed that their work was respected by professionals in other fields and by the general public.
- 6 *Caring for a Living* (CCDCF/CDCAA 1992), Table A26, p. 23.
- 7 *Caring for a Living* (CCDCF/CDCAA 1992), p. 59.
- 8 Manlove and Guzeli 1997, p. 154; Phillips, Howes, and Whitebook 1991, p. 67; Stremmel 1991, p. 292.
- 9 Manlove and Guzeli 1997, p. 154.
- 10 Berk 1985, Table 4, p. 117.
- 11 Manlove and Guzeli 1997, p. 163.
- 12 *Caring for a Living* (CCDCF/CDCAA 1992), Table 14, p. 69.
- 13 Whitebook et al. 1982, p. 223.
- 14 *Caring for a Living* (CCDCF/CDCAA 1992), Chapter 9.

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Chapter 8

Teaching Staff Turnover, Reasons for Leaving, and Staff Vacancy Rates

Gillian Doherty, Donna S. Lero, Annette LaGrange, Hillel Goelman, and Jocelyne Tougas

8.1 Introduction

Continuity in the relationship between teacher and child assists the teacher to better understand the child's developmental level and unique ways of communicating. This, in turn, increases the likelihood of a sensitive and appropriate response to the child by the teacher. This type of adult response fosters children's well-being and development. Several centre-based studies have found an association between high levels of teaching staff turnover and lower scores on global measures of quality and/or the quality of interaction between teacher and children.¹ Teachers in centres with high staff turnover rates tend to provide activities that are less developmentally appropriate than those provided by staff in other centres.² Children in centres that have experienced high staff turnover in the previous 12 months have lower developmental levels of play and poorer language development.³ In summary, there appears to be an association between staff continuity and both the overall quality of the centre's program and children's developmental levels.

This chapter explores teaching staff turnover rates, the reasons for staff leaving their centre and, for those who left to accept another job, the type of job they accepted. It also presents information on staff vacancy rates. Section 1.5 in Chapter 1 provides definitions for the three teaching staff positions.

8.2 Turnover Rates

We explored staff turnover through the Centre Questionnaire by asking directors to identify the number of assistant teachers, teachers, and supervisors who had left their centre in the previous 12 months and whether the person was dismissed or laid off, left voluntarily, or took a leave of absence (the questionnaire is reproduced as Appendix C). Two follow-up questions asked for the three main reasons that staff gave for leaving the centre voluntarily and, if staff had left to accept another job, the nature of that job. Due to budget constraints, we were unable to measure turnover directly through a six-month follow-up telephone call to a random sample of teaching staff, as had been done in the 1991 *Caring for a Living* study.⁴

8.2a The National Picture

Canada-wide, 21.7% of teaching staff had left their jobs in the previous 12 months.⁵ Of those who left, 38.1% quit voluntarily, 13.3% were fired for poor performance, 11.5% were laid off for reasons such as decreased enrollment or the end of their time-limited contract period, and 11.0% took a leave of absence. A leave of absence was most frequently associated with maternity or parental leave. The remaining 26.1% of staff who left did so for a variety of unstated reasons.

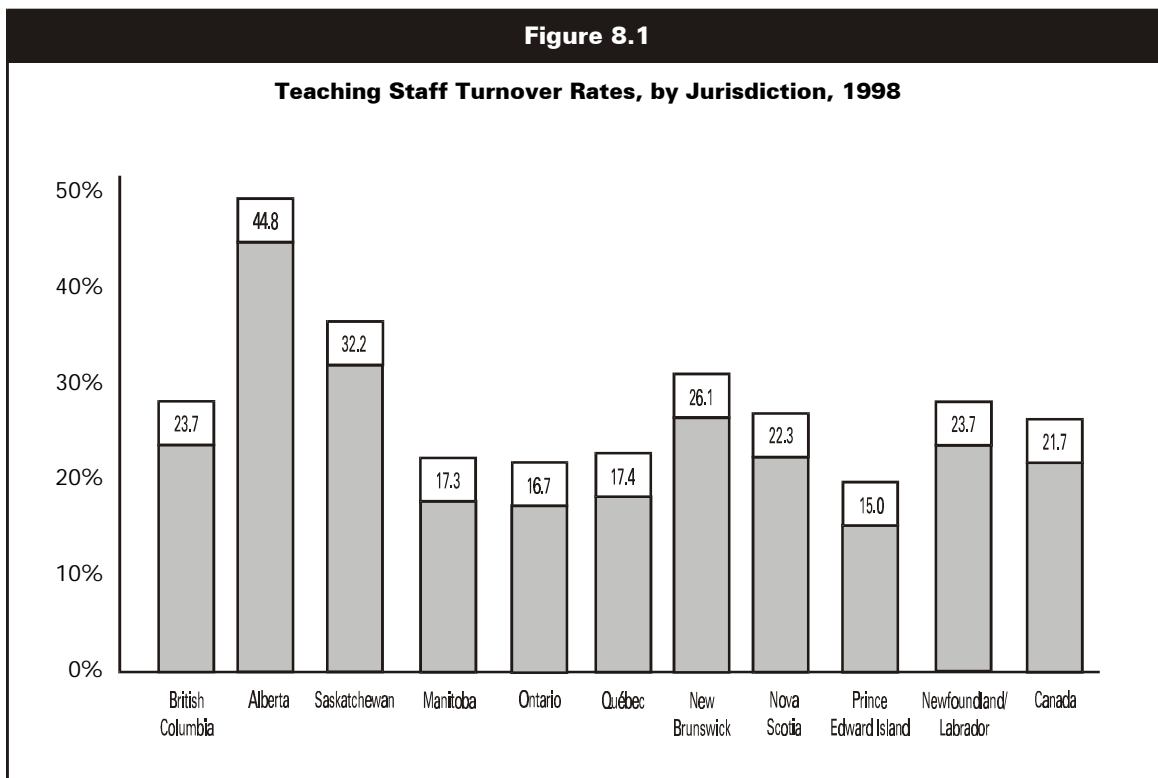


Table 8.1				
Teaching Staff Turnover Rates, by Position and Jurisdiction, 1998				
Jurisdiction[a]	Assistant teacher	Teacher	Supervisor	All three positions
British Columbia	26.6%	27.0%	17.7%	23.7%
Alberta	74.4	40.1	27.2	44.8
Saskatchewan	44.6	27.0	39.4	32.2
Manitoba	18.7	19.0	9.9	17.3
Ontario	16.5	19.1	10.1	16.7
Québec	23.5	17.8	14.2	17.4
New Brunswick	34.9	23.7	15.8	26.1
Nova Scotia	24.9	27.5	7.2	22.3
Prince Edward Island	0	21.7	7.4	15.0
Newfoundland/Labrador	53.4	17.7	13.5	23.7
CANADA	28.2%	21.9%	15.5%	21.7%
Notes: Turnover rates were obtained by calculating the percentage of all staff in the selected category (e.g., assistant teachers) who left their positions in the year preceding data collection as a percentage of all staff positions in that category (whether filled or vacant) across all centres within the province. [a] Turnover rates for the Yukon and Northwest Territories are not reportable due to small sample sizes.				

As illustrated in Figure 8.1 and in Table 8.1, turnover rates for all three teaching positions combined varied substantially across the provinces. Higher than the national average rates occurred in Alberta (44.8%), Saskatchewan (32.2%), and New Brunswick (26.1%). The lowest rates were in Prince Edward Island and Ontario (15.0% and 16.7% respectively).

8.2b Comparison with 1991

The 1998 Canada-wide turnover rate of 21.7% for teaching staff (all three positions combined) is less than the 26.0% reported in 1991.⁶ The rates for individual provinces are generally similar for both years, with two exceptions. In Québec the turnover rate dropped to 17.4% from 23.0% in 1991, while in Saskatchewan it increased from 26.0% to 32.2%.⁷ In both 1991 and 1998, the highest turnover rate was in Alberta — 42.0% and 44.8% respectively. The lowest turnover rates occurred in Prince Edward Island — 16.0% in 1991 and 15.0% in 1998.

8.2c Turnover Rates, by Position

The proportion of teaching staff who left the centre declined with position from 28.2% for assistant teachers, to 21.9% for teachers, to 15.5% for supervisors. However, it should be noted that in Saskatchewan 39.4% of supervisors left, as did 27.2% of supervisors in Alberta.

The reasons for turnover also varied by position. A smaller proportion of teachers (35.5%) quit the centre voluntarily within the previous 12 months than did assistant teachers and supervisors (42.4% and 42.7%

respectively). A larger proportion of teachers (13.5%) than of assistant teachers (5.5%) and supervisors (10.7%) took a leave of absence. More assistant teachers were fired for poor performance (16.7%) than were teachers (11.8%) or supervisors (13.0%).

8.2d Variations between Commercial and Non-Profit Centres

In 1998, the turnover rate in the commercial sector (32.2%) was nearly double that in the non-profit sector (17.6%). The higher turnover rate in commercial centres was consistent across all three teaching positions. Among assistant teachers the turnover rate was 42.7% in commercial centres and 21.4% in non-profit centres. The rates for teachers in commercial and in non-profit centres were 32.7% and 18.0% respectively. At the supervisor level, turnover was 18.4% in the commercial sector and 13.7% in the non-profit sector.

8.3 General Reasons for Leaving

8.3a The National Picture

As noted earlier, of those staff who left, 38.1% quit their centre voluntarily, 13.3% were fired for poor performance, 11.5% were laid off for reasons such as decreased enrollment or their time-limited contract had finished, 11.0% took a leave of absence, and the others left for unstated reasons.

Table 8.2							
Reasons for Leaving, All Teaching Staff Combined, by Jurisdiction, 1998							
Jurisdiction[a]	Quit voluntarily	Fired, poor performance	Leave of absence	Laid off, low enrollment	Laid off, other reason[b]	Unknown reason	Other reason[c]
British Columbia	38.1%	11.5%	8.2%	10.9%	8.1%	0.7%	20.4%
Alberta	53.2	18.9	4.5	3.5	4.3%	1.4	11.1
Saskatchewan	32.0	11.4	14.7	10.8	5.9	1.0	21.6
Manitoba	47.8	10.4	11.6	3.4	6.1	0.7	19.9
Ontario	31.6	10.0	18.3	3.5	6.1	0.6	26.6
Québec	27.1	13.7	10.5	2.3	9.9	1.7	33.0
New Brunswick	38.7	9.2	4.1	7.9	2.9	1.7	31.6
Nova Scotia	41.9	10.8	3.6	13.3	6.9	0	17.6
Prince Edward Island	14.0	22.5	14.0	0	8.5	0	39.5
Newfoundland/Labrador	23.9	0	12.0	5.7	12.0	0	24.5
CANADA	38.1%	13.3%	11.0%	4.5%	7.0%	1.0%	25.1%
<p>Notes: Totals may not add to 100.0% due to rounding. Considerable missing information in responses from Newfoundland/Labrador also contributes to the totals for that province being less than 100.0%.</p> <p>[a] Data for the Yukon and the Northwest Territories are not reportable due to small sample sizes.</p> <p>[b] The category "laid off, other reason" in Newfoundland/Labrador reflects 5.7% of people laid off when their time-limited contract ended and 6.3% laid off for "other reason." In Québec, this category reflects 2.0% of people being laid off because their contract ended and 8.1% being laid off for other reasons. The category "laid off, other reason" in Prince Edward Island reflects solely people whose contract ended, while in British Columbia it reflects 6.1% of people being laid off for "other reason" and 2.0% laid off when their contract finished.</p> <p>[c] The questionnaire provided an "other" category where directors could write in a response or simply check off.</p>							

Table 8.2 illustrates the variation across provinces in the reasons cited for people having left. The highest proportions had quit voluntarily in Alberta (53.2%), followed by Manitoba (47.8%) and Nova Scotia (41.9%). At the other end of the continuum, only 14.0% of people who left in Prince Edward Island had quit their centre. Lay-offs at the end of time-limited contracts were higher than the Canada-wide average of 3.5% in both Prince Edward Island (8.5%) and Newfoundland/Labrador (5.7%).

8.3b Comparison with 1991

In 1991, 60.0% of the staff who left quit their centre voluntarily, compared to 38.1% in 1998. The proportion of staff who were fired for poor performance was slightly lower in 1991 than in 1998 (10.0% and 13.3% respectively). However, the proportion laid off due to poor enrollment in 1991 (6.0%) was higher than in 1998 (4.5%). An almost equal proportion of staff took a leave of absence, 10.0% in 1991 and 11.0% in 1998.⁸

8.3c General Reasons for Leaving by Position

Table 8.3 illustrates the differences across the three positions in the general reasons for leaving. Higher proportions of assistant teachers than of teachers or supervisors were fired for poor performance, laid off due to decreased enrollment, or laid off for other reasons. A smaller proportion of teachers quit voluntarily than of staff in the other two positions, but a higher proportion of them took a leave of absence.

8.3d Variations between Commercial and Non-Profit Centres

As Table 8.4 shows, a higher proportion of staff in commercial centres quit voluntarily than staff in non-profit centres (44.8% and 34.7% respectively). A higher proportion also were fired for poor performance in commercial centres (20.3%) than in non-profit centres (8.7%). A leave of absence was taken by a higher proportion of staff in the non-profit sector (14.3%) than by their colleagues in commercial centres (5.8%). This may reflect the differences in the proportion of non-profit and commercial centres that provide job-protected maternity/parental leave (74.8% and 41.6% respectively).

Table 8.3			
General Reasons for Leaving, by Position, 1998			
Reason for leaving	Assistant teacher	Teacher	Supervisor
Quit the centre voluntarily	42.4%	35.5%	42.7%
Fired for poor performance	16.7	11.8	13.0
Took a leave of absence	5.5	13.5	10.7
Laid off due to decreased enrollment	6.9	3.9	0.8
Laid off for other reasons	7.5	6.7	6.7
Reason for leaving unknown	0.5	1.2	1.7
Other reason	19.0	24.3	22.7
Note: Totals may not add to 100.0% due to rounding.			

Table 8.4		
General Reasons for Leaving, by Auspice, 1998		
Reason for leaving	Non-profit centres	Commercial centres
Quit the centre voluntarily	34.7%	44.8%
Fired for poor performance	8.7	20.3
Took a leave of absence	14.3	5.8
Laid off due to decreased enrollment	4.2	5.0
Laid off for other reasons[a]	8.4	4.9
Reason for leaving unknown	0.9	1.1
Other reason	27.2	14.8
Notes: Data from municipal centres are not included in this table. Totals may not add to 100.0% due to rounding. [a] The proportion of people in the “laid off for other reasons” category who had been laid off when their time-limited contract finished was 1.3% in the commercial sector and 4.8% in the non-profit sector.		

8.4 Reasons for Leaving Voluntarily

8.4a The National Picture

In 1998, 31.8% of teaching staff left their centre voluntarily. We gave directors a checklist of 15 detailed reasons for leaving voluntarily, plus an “other” and an “unknown” option, and asked them to indicate the three main reasons why staff had left their centre. Table 8.5 reports the responses for 12 of these reasons. Because each item could apply to more than one person, the findings do not provide the proportions of staff who left for each reason. Instead, they identify the proportion of centres where the item was among the top three reasons for staff leaving voluntarily.

On a Canada-wide basis, 65.5% of directors identified “accepted another job” as among the top three reasons for teaching staff leaving the centre voluntarily. This applied for 59.6% assistant teachers, 59.3% of teachers, and 55.0% of supervisors. This reason was most frequently cited among the top three by directors in New Brunswick (96.0%), Manitoba (80.0%), and Alberta (78.7%), and least frequently by directors in Prince Edward Island (37.7%).

The frequency with which the other three options not identified in Table 8.5 were chosen nationally for all staff combined was 4.7% for “counselled to leave,” 4.4% for “problems with own child care arrangement,” and 3.2% for “conflict with parents.”

Some reasons reflect situations that are a normal part of the life cycle — for example, maternity leave or a family move. Others, such as “dissatisfied with pay” and “dissatisfied with benefits” reflect on the situation within the centre. “Dissatisfied with pay” was most frequently identified in Alberta (54.7%) and Manitoba (35.9%). These two provinces had a combination of relatively low wage levels (see Table 6.1, Chapter 6) and unemployment levels below the Canada-wide level.⁹ The possible availability of other jobs increases the likelihood of leaving a position that is felt to be unsatisfactory. Dissatisfaction with pay was least frequently identified in Newfoundland/Labrador (5.1%) and Québec (13.6%). This response from Newfoundland/Labrador is surprising, given that wages for teachers in this province are the lowest in the

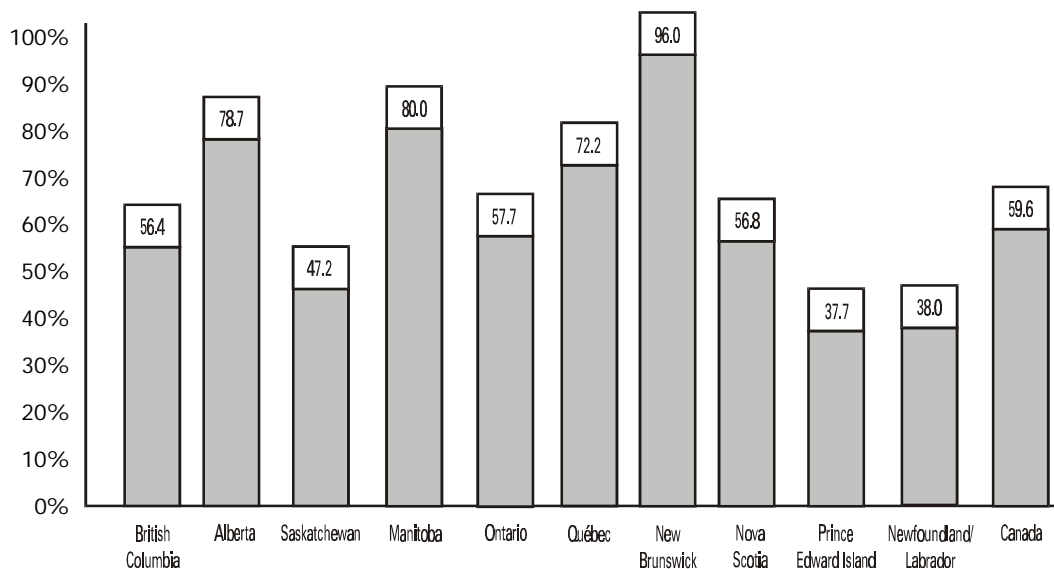
Table 8.5

Proportion of Centres in which Each Reason Was Identified as among the Top Three Reasons for Leaving Voluntarily, by Position, 1998

Reason for leaving	Assistant teacher	Teacher	Supervisor	All three positions
Accepted another job	59.6%	59.3%	55.0%	65.5%
Maternity or parental leave	16.1	41.3	24.1	41.1
Dissatisfied with pay	23.7	19.8	25.5	24.2
Family move	10.8	13.9	6.3	16.4
Found job too stressful	15.7	11.3	17.6	16.3
Returned to school	15.2	12.1	5.5	16.0
Ill health	10.7	9.7	10.4	13.2
Conflict with co-workers	9.4	7.3	6.3	9.9
Dissatisfied with working conditions	5.6	6.6	4.1	7.9
Dissatisfied with centre policies or procedures	4.7	5.3	7.6	7.0
Dissatisfied with benefits	4.9	3.9	8.9	5.2
Other personal reasons	9.9	13.5	13.3	16.7

Figure 8.2

Proportion of Directors Identifying "Accepted Another Job" as among the Top Three Reasons for Teaching Staff Leaving Voluntarily, 1998



country (see Table 6.1, Chapter 6); it may reflect the depressed economy in Newfoundland/Labrador and the high unemployment rate.¹⁰ “Dissatisfied with benefits” was most frequently identified by directors as a reason for staff having quit in Alberta (12.6%), Nova Scotia (8.9%), and British Columbia (7.3%). No director in Newfoundland/Labrador, Prince Edward Island or Québec identified this as among the top three reasons for staff leaving the centre.

We looked at the relationship between the gross hourly wage received by the highest paid person in a given position across all centres and Canada-wide turnover rates for that position. As illustrated by Table 8.6, higher turnover rates were associated with lower salary levels for both assistant teachers and teachers. This finding is consistent with that of a large U.S. multi-state study which concluded that staff salary levels were the best predictor of centre turnover rates.¹¹

Table 8.6			
The Association between the Gross Hourly Wage Received by the Highest Paid Person in a Position, and Turnover Rates, Canada, 1998			
Assistant teacher		Teacher	
Salary received by highest paid person in the position	Average turnover rate	Salary received by highest paid person in the position	Average turnover rate
Less than \$8.50/hour	46.1%	Less than \$10.50/hour	40.0%
\$8.50 to \$10.99/hour	22.6%	\$10.50 to \$13.99/hour	22.7%
\$11.00 or more/hour	16.9%	\$14.00 or more/hour	19.9%

8.4b Variations between Commercial Centres and Non-Profit Centres

Leaving to take another job was cited as one of the top three reasons for teaching staff having left by 62.4% of directors of non-profit centres and 73.6% of those in the commercial sector.

Table 8.7		
Reasons for Leaving Voluntarily, by Auspice, 1998		
Reason for leaving	Non-profit	Commercial
Dissatisfied with pay	19.7%	34.6%
Found job too stressful	14.8	19.8
Conflict with co-workers	9.5	10.8
Dissatisfied with working conditions	7.6	9.3
Dissatisfied with centre policies or procedures	6.7	8.0
Dissatisfied with benefits	3.8	8.1
Note: Data from municipal centres are not included in this table.		

Table 8.7 provides information on the proportion of directors who identified each of the six reasons associated with conditions in the centre as among the top three reasons for staff leaving voluntarily. Each reason was identified by a higher proportion of directors from commercial centres than by those from non-profit programs. The largest auspice difference is in “dissatisfied with pay,” identified by 19.7% of directors in the non-profit sector and 34.6% of those from commercial programs.

8.5 Type of Other Job Accepted

We also explored the types of other job for which teaching staff had left their centre. On a Canada-wide basis, directors most frequently identified a job in another centre (38.3%) as the type of job that teaching staff had gone to.

However, as Table 8.8 illustrates, directors in a quarter of the centres (25.7%) identified the new job as being in a field unrelated to child or family services. Another 12.4% of directors identified it as not being in child care but in another children’s service (this might be, for example, a job in an elementary school). Thus, staff going to a position outside the child care field (38.1%) was identified by almost the same proportion of directors as was staff going to another child care centre (38.3%). As will be discussed below, this “flight from child care” was higher in some provinces than in others and, in some provinces, involved a high proportion of supervisors.

A much larger than the Canada-wide average of directors identified the new job as being in another children’s service, rather than another child care position, for staff in Saskatchewan (29.2%) and British

Table 8.8				
Proportion of Directors Reporting Staff Having Accepted Other Types of Job, by Position, 1998				
Type of job	Assistant teacher	Teacher	Supervisor	All three positions
Job in another child care centre	35.7%	38.6%	44.3%	38.3%
Job unrelated to child care and/or family services	36.0	22.2	18.9	25.7
Job in another situation related to child and/or family services, e.g. public school	9.3	12.7	19.4	12.4
Job elsewhere in the child care field, e.g. family resource centre, ECCE training program	4.2	7.9	0	6.1
Job in family child care provision	3.0	5.7	9.3	5.3
Job type unknown	11.7	12.9	8.2	12.2

Columbia (25.5%). In Saskatchewan, people with a one-year ECCE credential can get a position as a Teacher Assistant in a public school kindergarten class and earn more money for fewer hours of work per day.¹² Only 8.3% of directors in Québec identified a job in children's services (but not child care) as a position one of their staff had accepted. No staff in Prince Edward Island were reported to have made this move.

A move of teaching staff to a job unrelated to children was identified by a quarter or more of the directors in Newfoundland/Labrador (63.4%), New Brunswick (39.1%), Alberta (34.5%), Manitoba (26.9%), and Saskatchewan (25.0%). No directors in Prince Edward Island reported teaching staff accepting a job in a field unrelated to children.

Table 8.9 provides detailed information about the proportion of staff in each position in each province who left the field either to take a job in a children's service other than child care, or a job unrelated to children or families. Several important points are raised by the data:

1. Canada-wide, over a third of the teaching staff who had left to take another job had left the child care field (38.1%). In three provinces, the proportion was substantially higher — Newfoundland/Labrador (73.2%), Saskatchewan (54.2%), and New Brunswick (53.9%)
2. The provinces with the highest number of staff who had left in the previous 12 months to take another job also had the highest proportion of people whose new job was outside the child care field:
 - Alberta: turnover rate, 44.8%; proportion of staff leaving to take another job, 78.7%; proportion of staff whose new job was outside the child care field, 44.3%.
 - Saskatchewan: turnover rate, 32.2%; proportion of staff leaving to take another job, 47.2%; proportion of staff whose new job was outside the child care field, 54.2%.
 - New Brunswick: turnover rate, 26.1%; proportion of staff leaving to take another job, 96.0%; proportion of staff whose new job was outside the child care field, 53.9%.
 - Newfoundland/Labrador: turnover rate, 23.7%; proportion of staff leaving to take another job, 38.0%; proportion of staff whose new job was outside the child care field, 73.2%.
3. In five provinces, the highest proportion of people leaving the field was at the supervisor level. In Newfoundland/Labrador, Nova Scotia and Saskatchewan, 100% of the supervisors who left to take another job took one outside child care. In New Brunswick the proportion was 75.0% and in Québec it was 50.0%.
4. Over half of the people who left for another job at the teacher level took a job outside the child care field in British Columbia (57.9%) and Saskatchewan (61.6%). Note that in Saskatchewan all supervisors who left to take another job also left the field. As shown in Table 8.1, the turnover rate for supervisors in Saskatchewan was 39.4%. This suggests a high loss to the field of senior teaching staff in Saskatchewan.

Table 8.9						
Proportion of Directors Reporting Staff as Having Accepted a Job Outside the Child Care Field, by Position and Jurisdiction, 1998						
Jurisdiction	Type of job	Assistant teacher	Teacher	Supervisor	All three positions	Total left field
British Columbia	- another children's service	19.9%	36.9%	12.4%	25.5%	
	- unrelated field	15.0%	21.0%	0%	14.9%	40.4%
Alberta	- another children's service	8.0	10.0	13.7	9.8	
	- unrelated field	40.1	33.0	25.5	34.5	44.3
Saskatchewan	- another children's service	0	46.2	50.0	29.2	
	- unrelated field	33.3	15.4	50.0	25.0	54.2
Manitoba	- another children's service	19.1	11.4	0	14.3	
	- unrelated field	45.9	14.3	0	26.9	41.2
Ontario	- another children's service	5.7	18.1	10.4	13.9	
	- unrelated field	37.5	14.0	20.9	21.4	35.3
Québec	- another children's service	0	5.6	50.0	8.3	
	- unrelated field	0	21.6	0	18.5	26.8
New Brunswick	- another children's service	20.9	13.7	0	14.8	
	- unrelated field	45.8	21.6	75.0	39.1	53.9
Nova Scotia	- another children's service	0	12.8	100.0	14.4	
	- unrelated field	46.9	17.9	0	21.6	36.0
Prince Edward Island	- another children's service	0	0	0	0	
	- unrelated field	0	0	0	0	0
Newfoundland/Labrador	- another children's service	0	0	100.0	9.8	
	- unrelated field	100.0	26.8	0	63.4	73.2
CANADA	- another children's service	9.3%	12.7%	19.4%	12.4%	
	- unrelated field	36.0%	22.2%	18.9%	25.7%	38.1%
Note: Data for the Yukon and the Northwest Territories are not reportable due to small sample sizes.						

8.6 Staff Vacancy Rates

One part of the Centre Questionnaire asked directors to identify the number of their current vacancies in each of the three categories of teaching staff.

8.6a The National Picture

The Canada-wide teaching staff vacancy rate was 3.4% in 1998. The highest rates were in Newfoundland/Labrador (10.7%), Alberta (7.4%), and Manitoba (5.2%). Prince Edward Island had the lowest rate (1.3%), followed by Quebec (2.7%).

8.6b Comparison with 1991

Vacancy rates are not provided in the *Caring for a Living* report, thus a comparison with 1991 is not possible.

8.6c Vacancy Rates, by Position

Vacancy rates Canada-wide were 4.6% for assistant teachers, 3.0% for teachers, and 4.3% for supervisors. These rates mask notable differences across provinces. At the assistant teacher level, provincial vacancy rates were higher than the national average in Alberta (10.7%), Nova Scotia (6.9%), Newfoundland/Labrador (6.8%), and New Brunswick (6.0%). The lowest assistant teacher vacancy rates were in Prince Edward Island (none) and Quebec (1.7%). Alberta and Newfoundland/Labrador also had among the highest vacancy rates for teachers and supervisors. In Alberta, the vacancy rate for teachers was 4.9%, for supervisors it was 11.5%. Newfoundland/Labrador's rates were 14.3% for teachers and 5.5% for supervisors. Manitoba was the other province with a high provincial vacancy rate for teachers (7.0%). For supervisors, the highest vacancy rates were in Alberta (11.5%) and Québec (6.9%). No supervisor vacancy levels were reported for New Brunswick or Prince Edward Island.

8.6d Variations between Commercial and Non-Profit Centres

As Table 8.10 shows, vacancy levels are higher in the commercial sector for each of the three teaching staff positions.

8.6e Vacancy Rates within Centres

Nationally, 14.9% of centres had at least one staff vacancy at the time of data collection. Identified staff vacancies by position were:

- assistant teachers: 9.4% of centres had a vacant position;
- teachers: 11.1% of centres had a vacant position; and
- supervisors: 4.5% of centres had a vacant position.

Vacancies are a serious concern. All provincial and territorial regulations stipulate the permitted maximum number of children per teacher for centre programming. For this reason, it is essential for centres to fill vacancies quickly; if not, they may have to decrease child enrollments, resulting in loss of revenue.

Table 8.10				
Vacancy Level, by Position and Auspice, 1998				
Auspice	Assistant teacher	Teacher	Supervisor	All three positions
Non-profit	3.5%	2.3%	2.5%	2.5%
Commercial	7.2%	5.1%	7.1%	5.8%
Note: Data from municipal centres are not included in this table.				

Staff vacancies at the assistant teacher and teacher level were more prevalent in five provinces. At the assistant teacher level, more than 15.0% of centres had a staff vacancy in New Brunswick (16.5%), Saskatchewan (16.7%), and Alberta (27.0%). At the level of teachers, more than 15.0% of the centres had a vacancy in Newfoundland/Labrador (17.9%), Alberta (21.4%), and Manitoba (32.7%). Alberta also had the highest proportion of centres with a vacancy at the supervisor level (12.9% of all centres).

8.7 Summary

The Canada-wide turnover rate for all teaching staff combined (21.7%) was slightly lower in 1998 than it had been in 1991 (26.0%). Turnover rates varied substantially across the provinces from 44.8% in Alberta to 15.0% in Prince Edward Island. The largest proportion of staff (38.1%) quit their centre voluntarily, although an additional 11.5% were laid off for reasons such as decreased enrollment or because their time-limited contract had ended. Canada-wide, 64.7% of centres had teaching staff leave in the 12 months prior to data collection. The within-centre turnover rate exceeded 30.0% in six provinces: Alberta, British Columbia, New Brunswick, Newfoundland/Labrador, Nova Scotia, and Saskatchewan.

Reasons for leaving the centre voluntarily varied; the most common reasons that reflected on either the centre or the field were “dissatisfied with pay” (24.2%) and “found the job too stressful” (16.3%). The data indicate an association between the level of pay for a position and centre turnover rates in that position.

One or more staff going to a position outside the child care field was identified by 38.1% of directors, almost the same proportion of directors who identified staff as going to a job in another centre (38.3%). Again there were provincial variations, with staff leaving the field being reported by the highest proportion of directors in Newfoundland/Labrador (73.2%), Saskatchewan (54.2%), and New Brunswick (53.9%). In five provinces, the highest proportion of people identified by directors as going to a job outside the child care field were supervisors.

While overall turnover rates may have dropped slightly since 1991, the rate in some provinces was extremely high. Furthermore, many staff left the field and a number of them had been supervisors. As noted at the beginning of this chapter, high turnover rates are of concern because they undermine continuity of care. The substantial number of experienced, trained staff leaving the field altogether also weakens the ability of the system to provide quality care. In addition, high turnover rates undermine teamwork among staff, and having to frequently recruit and train staff adds to directors’ workloads.

Notes

- 1 Helburn 1995, p. 294; Kontos and Fiene 1987, p. 63; Phillips, Howes, and Whitebook 1991, p. 66.
- 2 Whitebook, Howes, and Phillips 1990, p. 108.
- 3 Whitebook, Howes, and Phillips 1990, p. 110.
- 4 *Caring for a Living* (CCDC/CDCAA 1992), p. 83.
- 5 This type of turnover rate was obtained by calculating the percentage of all staff in a selected category who left their positions in the previous 12 months as a proportion of all staff positions in that category (whether filled or vacant). These calculations are based on all staff within the selected category across centres, and centre size is not a factor (as it is when calculating within-centre turnover rates).



- 6 *Caring for a Living* (CCDCF/CDCAA 1992), p. 87. Note that the 1991 statistic was for all staff and therefore includes directors, while the 1998 statistic is for teaching staff only.
- 7 *Caring for a Living* (CCDCF/CDCAA 1992), Table A44, p. 90.
- 8 *Caring for a Living* (CCDCF/CDCAA 1992), p. 87, for 1991 data.
- 9 In 1998, the Canada-wide unemployment rate was 8.3%, in Alberta it was 5.7% and in Manitoba 5.7% (Statistics Canada 1999b).
- 10 Identification of the two factors in Newfoundland/Labrador provided by key informants Mary Goss-Prowse, Joanne Morris, and Helen Sinclair during the environmental scan done in the Fall of 1998.
- 11 Phillips, Howes, and Whitebook 1991, p. 63.
- 12 Susan Delanoy, Executive Director, Saskatchewan Child Care Association, key informant for the environmental scan done in the Fall of 1998.

Chapter 9

A Profile of Child Care Centres across Canada

Donna S. Lero, Gillian Doherty, Hillel Goelman, Annette LaGrange, and Jocelyne Tougas

9.1 Introduction

Child care centres are an important part of the community context that influences children's early development and provides support to their parents. Therefore, it is necessary to expand our knowledge about child care centres — as sites in which care and education is provided for children, as workplaces that employ staff, and as locations for volunteer activities and for ECCE student placements.

All the information presented in Chapter 9 comes from the Centre Questionnaire that was circulated to directors in May 1998; it is reproduced here as Appendix C. The chapter is the first of four that summarize the information obtained about child care centres as organizations. It focuses particularly on:

- centre location, auspice, sponsorship, and unionization;
- program characteristics and service components;
- characteristics of children served within child care centres;
- the extent to which centres serve as a location for volunteer activities and for student learning and supervision.

Chapter 10 looks at centre finances (fees, revenue sources, expenditures, and the impacts of subsidies and in-kind donations for centres and their staff). This is followed by a chapter that discusses changes over the past three years in centres' revenue, staffing patterns, policies, and practices. Chapter 12 focuses on the issues that directors identified as having been the most problematic for their centre in the year preceding data collection.

Part of the study's purpose was to determine whether and how centres and the experiences of staff may have changed between 1991, when the Canada-wide *Caring for a Living* survey¹ was carried out, and 1998. When possible, we present direct comparisons, but readers should note that we did not do a longitudinal follow-up of the same centres that were surveyed in 1991. As a result, comparisons between 1991 and 1998 reflect the real changes that have occurred in centres during the intervening period as well as any differences that might have resulted from using somewhat different samples and methodologies.²

Many of the analyses in this chapter and others in this report demonstrate differences among centres and staff according to provincial/territorial jurisdiction and auspice — two variables that are known to affect the wages and working conditions of staff and the quality of child care program operations. These two variables formed the basis of most comparisons in the 1991 *Caring for a Living* report. However, as this chapter demonstrates, there are other critical differences among centres that are obscured by these broad comparisons. Specifically, there are major differences in the age range of children served and the number of children enrolled, as well as differences in service mandate that are likely to be related to variations in funding and staffing patterns.

9.2 Centre Location, Auspice, Sponsorship, and Unionization

Initially, a list of potential study participants was developed on the basis of information about licenced centres supplied by provincial and territorial governments (as described in Chapter 2). Centre directors provided further corroboration of their centre's auspice (commercial, non-profit, or municipal) and more detailed information about sponsorship in response to specific survey questions.

9.2a Geographic Location of the Sample Centres

Data provided by a representative sample of 848 centres were obtained between June and August 1998. Approximately 9.3% of centres (on a weighted basis) were located in the Atlantic provinces of Newfoundland/Labrador, Prince Edward Island, Nova Scotia, and New Brunswick; 23.3% were in Québec; 35.1% were in Ontario; 18.2% were in the Prairie provinces of Manitoba, Saskatchewan, and Alberta; 13.2% were in British Columbia, and 0.9% were located in the Yukon and the Northwest Territories combined (see Table 9.1).

9.2b Auspice Distribution

Using standard statistical weighting procedures, the obtained sample of 848 centres represents an estimated 4,636 centres that provide care for at least six continuous hours a day for children in the age range of birth to six (and may also provide other services). On a weighted basis, these 4,636 centres are estimated to include 33.8% commercial programs (centres that are private businesses operated by an individual, a partnership or a corporation), 63.1% non-profit centres (operated by parents, a voluntary

Table 9.1				
Distribution of Centres, by Jurisdiction and Auspice, 1998				
Jurisdiction	Total	Auspice		
		Commercial	Non-profit	Municipal
British Columbia	13.2%	45.0%	55.0%	0.0%
Alberta	10.1	70.3	29.7	0.0
Saskatchewan	2.6	1.7	98.3	0.0
Manitoba	5.5	7.8	92.2	0.0
Ontario	35.1	15.6	75.5	8.9
Québec	23.3	37.2	62.8	0.0
New Brunswick	2.6	68.9	31.1	0.0
Nova Scotia	3.7	53.5	46.5	0.0
Prince Edward Island	1.1	75.5	24.5	0.0
Newfoundland/Labrador	1.9	80.2	19.8	0.0
Yukon	0.4	0	100	0.0
Northwest Territories	0.5	0	100	0.0
CANADA	100.0%	33.8%	63.1%	3.1%
Note: Table 9.1 is based on the weighted estimates of a population of 4,636 centres that both serve children within the age range of birth to age six and operate full-time programs. Since this table uses weighted data, there are some percentage differences from the data presented on the actual sample in Table 2.4, Chapter 2.				

board of directors, or a non-profit organization such as a church or the YM/YWCA), and 3.1% centres operated by municipalities. All the municipal centres in our sample were located in Ontario.

The distribution of centres by auspice varies widely across different provinces, reflecting a history of different policies and approaches. In some jurisdictions, one auspice strongly predominates, while in others the proportions are more even. In our sample, the distribution of centres across auspice categories within each jurisdiction reflects both their actual distribution and the influence of sampling procedures and response rates. For example, one municipal centre in Alberta was sent a questionnaire package but, since it did not respond, Table 9.1 indicates no municipal centres in that province. Similarly, the table indicates no commercial centres in the Northwest Territories, even though some exist, because those sent questionnaires did not respond.

As Table 9.1 shows, we estimate on the basis of the survey sample that a substantial majority of centres are non-profit in the provinces of Québec (62.8%), Ontario (75.5%), Manitoba (92.2%), and Saskatchewan (98.3%). The opposite pattern, a majority of commercial centres, occurs in New Brunswick (68.9%), Alberta (70.3%), Prince Edward Island (75.5%), and Newfoundland/Labrador (80.2%). Close to an even distribution by auspice exists in Nova Scotia (46.5% non-profit and 53.5% commercial) and British Columbia (55.0% non-profit and 45.0% commercial).

9.2c Centre Sponsorship

Directors of commercial centres were asked whether their centre was a proprietorship (single owner), a partnership, or a corporation. Directors of non-profit centres were first asked if their centre was independent or operated as a parent cooperative, and then whether their centre was sponsored by, or affiliated with, another agency or organization in the community. The results confirmed that both commercial and non-profit centres tend to be autonomous, or stand-alone operations. Almost half of commercial centres represented by sample data (48.7%) were privately owned and operated by individuals. Almost 65.0% of non-profit centres were reported to be independent operations, responsible for their own financing and governance, including some that are associated with another community organization. Nearly one-third of directors of commercial centres (30.7%) described their program as a corporation; however this may simply mean that the centre was incorporated as a business, even though owned and operated by an individual.³

A sizable proportion of non-profit centres (26.1% — about 16.0% of all centres) were described by their directors as being run as parent cooperatives. Directors may have identified their centre as a parent cooperative where there was a substantive parent involvement on the board of directors, instead of only where parents are involved in program delivery on a daily basis.

Directors of non-profit centres were asked whether their centre was sponsored by, or affiliated with, a religious organization, a university or college, a school, a workplace such as a hospital or business, a community organization (for example, the YM/YWCA), or a government agency. Based on directors' responses, 48.9% of the non-profit centres represented by the sample were affiliated with another

Table 9.2			
Auspice of Child Care Centres, 1998			
Auspice	Category	Percent of centres in auspice category	Percent of all child care centres
Commercial	Individually owned or operated	48.7%	16.4%
	Partnership	14.9	5.0
	Corporation	30.7	10.3
	Unknown	5.7	1.9
	TOTAL commercial	100.0%	33.6%
Non-profit	Independent	64.8	40.9
	Parent cooperative	26.1	16.5
	Unspecified	9.1	5.8
	TOTAL non-profit	100.0%	63.1%
Municipal	TOTAL municipal	100.0%	3.1%
Note: Table 9.2 reflects weighted data based on the centres in our sample..			

Table 9.3		
Sponsorship and Affiliation of Non-Profit Centres, 1998		
Sponsorship or affiliation	Percent of centres in non-profit category	Percent of all centres
Not affiliated with or sponsored by a community agency or organizations	49.2%	31.0%
Government agency	11.6	7.3
Community organization	10.8	6.8
Workplace	8.4	5.3
Religious organization	8.8	5.5
School	5.1	3.2
University or college	4.2	2.7
Sponsorship unknown	1.9	1.2
TOTALS	100.0%	63.0%
Note: Table 9.3 reflects weighted data.		

organization, most commonly a government agency or community organization (See Table 9.3). In 1998, 8.4% of non-profit centres (5.3% of all centres) were estimated to be workplace-sponsored or affiliated, with many of these known to be associated with employers in the public or quasi-public sector (for example, a government department or a hospital).⁴

9.2d Unionization

We asked directors to indicate whether any of their teaching staff were members of a union. Across Canada, 13.4% of centres reported that they had unionized staff. Unionization was not equally distributed across jurisdictions or auspice type. Having unionized staff was most frequently reported by centres in Québec (19.2%), Ontario (18.0%), Saskatchewan (15.5%), Manitoba (10.3%), and British Columbia (8.9%). In Alberta, only 1.6% of centres have unionized staff. No centres in Newfoundland/Labrador, the Northwest Territories, Prince Edward Island, or the Yukon identified themselves as having unionized staff. Seventy-five percent of municipally operated centres reported having unionized staff, in contrast to 16.9% non-profit centres and 1.0% commercial centres.

9.3 Program Characteristics

9.3a Hours of Operation

According to directors' reports, 98.7% of child care centres operated Monday to Friday only, with the majority (92.0%) closing at, or by, 6:00 p.m. Fewer than 1.0% of centres were open on the weekend, and only 0.8% were open after 7:00 p.m. Typically, centres opened between 7:00 and 7:30 in the morning

(although 21.8% opened before 7:00), and closed between 5:30 and 6:00 in the evening. Various studies have noted that parental work hours have become more non-standard over time.⁵ The tension around closing hours as a source of difficulty for parents and child care providers has been identified in both centres and in family child care homes.⁶

Directors were asked why they do not operate in the evening or on weekends, the most common reason, given by 76.7% of directors, being that there was little demand from parents for care beyond 7:00 p.m. This response may reflect lack of parental need for evening care, or a situation where parents do not ask about extended hours because they know the centre is not open in the evening. Almost 39.0% of centre directors replied that they could not afford to operate in the evening or on weekends because of the cost of staffing and other operational costs. Some directors, 12.5%, noted that the centre operated in shared space and had to vacate the building before 7:00 p.m. and on weekends. Another 15.3% of directors gave an “other” reason. These respondents most commonly wrote in that they did not wish to extend an already long day for themselves, their staff, or the children. There were no major differences in the reasons given across jurisdictions or between auspice categories, other than the fact that shared space was given as a reason for 16.3% of centres in the non-profit sector, but only for 5.3% of commercial centres.

9.3b Care Provided for Each of Four Age Groups

We asked directors to tell us how many children were enrolled in their centre in each of four age categories, and whether the children were enrolled on a full-time or a part-time basis. The four age categories were: 0 to 17 months (infants); 18 months to 2 years, 11 months (toddlers); 3.0 years to 4 years, 11 months (preschoolers); and 5.0 years and older. This last category includes children age 5.0 years to 5 years, 11 months who do and do not attend separate kindergarten programs, as well as children 6.0 years and older who attend school. Children 5.0 years and older are referred to as “school-age” in some of the tables in this chapter. Canada-wide:

- 41.4% of centres provided care to infants, age 0 to 17 months old;
- 87.1% of centres provided care to toddlers, age 18 months to 2 years, 11 months;
- 97.4% of centres provided care to preschoolers, 3.0 years to 4 years, 11 months; and
- 84.0% of centres provided care to children age 5.0 years and older.

9.3c The Provision of Full-Time and Part-Time Care

In 1998, 80.4% of centres offered both full- and part-time care to the children in their community. As in 1991, full-time care was still more common than part-time care (that is, care only provided for part of the day or part of the week). However, the average number of children in full-time care within centres was smaller in 1998 than it had been in 1991. This may, in part, reflect an increase in children attending part-time. The fact that the majority of child care programs provide *both* full- and part-time care is important. The provision of both types of care has significant implications for curriculum planning, staffing patterns, enrollment management, revenues, and the number of families and children with whom centres have daily contact. Full- and part-time care provision predominated in every province and territory, ranging from 72% of centres in Ontario to all centres in the Northwest Territories. Both full- and part-time care were offered in more than 90.0% of centres in seven out of twelve jurisdictions.

Table 9.4				
Centres Providing Full- and Part-Time Care to Children in Four Age Groups, 1991 and 1998				
Age group	Centres providing full-time care		Centres providing part-time care	
	1991	1998	1991	1998
Infants	34%	40%	10%	20%
Toddlers	73	82	29	55
Preschoolers	94	97	45	73
School-age	29	73	29	57
<p>Source: 1991 data from <i>Caring for a Living</i> (CCDCF/CDCAA 1992), Fig. 20, p. 101; 1998 data from the Centre Questionnaire.</p> <p>Note: "Part-time" was defined on the questionnaire in 1991 as less than 30 hours a week. In 1998, it was defined as "situations where children only attend part of the day or part of the week." The category "school-age" includes all children age 5.0 years and older, only some of whom would have been attending kindergarten or school.</p>				

9.3d Comparison with 1991

As indicated by Table 9.4, the kind of service provided in child care centres appears to have changed between 1991 and 1998. Considerably more centres offered part-time care to infants, toddlers, and preschoolers in 1998, and *both* full and part-time care to school-age children (5.0 years and older).

9.3e Infant Care (Age 0-17 Months)

Nationally, the average percentage of centres providing care for infants was 41.1%. However, care for infants younger than 18 months is not uniformly provided across Canada. At the time of data collection, Newfoundland/Labrador did not licence care for children under age two; it introduced legislation that would permit this in 1999. British Columbia, where only 20.8% of centres provided care for infants under age 18 months, was substantially below the national average. In Manitoba, Nova Scotia, Ontario, and Saskatchewan between 31.5% and 34.4% of centres provided infant care.

Alberta (71.2%) and Québec (57.5%) were both substantially above the national average for infant care. Forty-seven percent of centres in Prince Edward Island reported providing infant care, as did 42.1% of centres in New Brunswick.

Infant care was provided in 43.4% of commercial centres and 40.8% of non-profit centres, but only in 31.8% of (Ontario) municipal centres.

9.3f Age Range Served

While there is some variability across centres, the majority of them (72.3%) appeared to serve a fairly large age range. Almost a third (32.3%) of centres provided care across the full age range of children (from infants to children age 5.0 years and older). Care for toddlers, preschoolers, and children age 5.0 years and older was provided by 40.4% of child care programs. Across Canada, 2.3% of all centres provided only infant and toddler care, and 12.3% provided care only to preschool and/or school age children (age 3.0 years to 5.0 years and older).

There is some variability by auspice and across jurisdictions in the age range of children served. Commercial centres were more likely to offer care across the full age range (0 to 5.0 years and older) than were either municipal or non-profit centres. About 39.2% of commercial centres provide care across this wide age range, compared to 29.1% of non-profit centres and 22.7% of municipal centres. Differences across provinces and territories were accounted for mostly by differences in the provision of infant care (see the discussion above).

Staff in centres that offer care to a wider age range of children face specific challenges in providing developmentally appropriate care to all the children on an on-going basis. Centres serving the whole age range are likely to have staffing structures, programs, activities, materials, and equipment different from those of centres that focus on a narrower age range of children. A few directors noted that they are using or experimenting with multi-age grouping and are interested in new curriculum approaches that are suitable for that purpose.

9.3g Number of Children Served in Centres

Because so many centres provide both full- and part-time care, the total number of children enrolled in a centre overestimates the number of children present *at any one time*, but does provide information about the relative size of the service.

Across all programs, the average number of children per centre was 52.1. Some centres had fewer than 10 children enrolled, while at the other extreme there were centres serving 200 or more children. About one in six centres (16.0%) had 25 children or fewer. Centres providing care for between 40 and 60 children were most common, accounting for 30.2% of all centres. Approximately one in eight centres (12.0%) enrolled more than 80 children, including 6.5% that provided care for more than 100 children.⁷

Nationally, commercial centres were more likely than non-profit centres to have 25 or fewer children (24.5% in comparison to 12.3%). In British Columbia, in particular, a small number of commercial centres were owned by individuals providing child care for eight or nine children, usually with one assistant, and operating out of a family home. Non-profit centres were more likely to have more than 80 children (13.5% compared to 9.0% of commercial centres).

9.4 Services Provided

In addition to care and early childhood education for young children, some centres offer other services. These include: kindergarten, other forms of care provision (family day care, drop-in care, and before- and after-school services), second language learning, and programs for children at risk or other special populations. Directors were asked to indicate which, if any, of these specific services were provided in their centre in addition to child care for children under the age of six. Close to two thirds of centres (64.8%) provided some other function, and one third provided two or more of the service functions that we asked about.

Based on directors' reports:

- 21.9% of centres provided kindergarten programming, and
- 49.9% provided before and/or after school programs.

- 16.1% of centres provided a drop-in program, and
- 7.6% of centres also provided family day care.

- 4.7% of centres were involved in a Head Start or early intervention program,
- 3.2% offered counselling or training for teen-age parents whose children were enrolled at the centre,
- 3.6% offered ESL/FSL learning, and
- 4.8% provided specialized consultation to other centres — for example, on inclusion of children with special needs.

The substantial extent of reported kindergarten programming may reflect the actual provision of kindergarten, as occurs in Prince Edward Island, or a specific part-day program for children who attended kindergarten for the remainder of the day.

In total, 12.3 % of centres (one in eight) provided at least one service for children at risk or special populations (early intervention, services for teenage parents, ESL/FSL programming, or specialized consultation on including children with special needs). A fifth of (Ontario) municipal centres (20.8%) provided at least one of these services, as did 13.8% of non-profit centres across Canada, but only 8.6% of all commercial centres. A larger proportion of centres were involved in prevention/social service functions than the national average in Saskatchewan (29.4%), Nova Scotia (16.9%), British Columbia (15.2%), and Ontario (14.1%). Such services were least common in Newfoundland/Labrador (2.5%), Québec (7.7%), and Alberta (8.7%). The data from our sample indicate that no centres in either the Northwest Territories or the Yukon provided a service specifically for children at risk or for a special population.

9.5 Characteristics of Children Enrolled in Centres

The *You Bet I Care!* study was not designed to obtain detailed information about the characteristics of children who attend centre-based programs. However, information obtained from directors indicates the extent to which child care centres serve a diversity of child and family populations, a diversity that includes, but is not limited to:

- children in low income or vulnerable families whose parents receive a government fee subsidy;
- children whose first language is neither English nor French; and
- children with special needs.⁸

Table 9.5					
The Distribution of Subsidized Children, by Jurisdiction, 1998					
Jurisdiction[a]	% of centres with no subsidized children	Mean[b] % of subsidized children	Median[b] % of subsidized children	% of centres with 25% or fewer subsidized children	% of centres with 75% or more subsidized children
British Columbia	3.0%	46.2%	45.5%	29.0%	17.0%
Alberta	2.0	43.5	39.2	36.3	18.8
Saskatchewan	1.8	67.8	81.0	13.1	57.2
Manitoba	0	60.2	63.0	15.0	39.0
Ontario	9.0	46.7	38.0	38.0	31.0
Québec[c]	5.0	39.3	38.0	40.0	13.0
New Brunswick	5.9	30.8	28.0	47.8	6.4
Nova Scotia	44.5	26.5	4.0	66.5	15.5
Prince Edward Island	8.5	37.9	34.0	31.5	5.7
Newfoundland/Labrador	12.5	17.1	8.0	71.6	0
CANADA	7.0%	44.2%	38.0%	36.0%	23.0%
Notes: [a] Data from the Yukon and from the Northwest Territories are not reportable due to small sample sizes. [b] The term "mean" refers to the arithmetic average, that is, the sum of all cases divided by the number of cases. The "median" is the 50th percentile point, the point at which an equal number of cases fall above and below that value. Because averages are strongly affected by extreme values, the median is sometimes a better indicator of what is typical for a population or subgroup. [c] The implementation of Québec's \$5.00/day program is reducing the number of children who receive a fee subsidy for low-income families.					

9.5a Children Whose Fees Are Subsidized

Directors were asked how many children in their centre had fees paid fully or in part through government fee subsidies. Governments may subsidize a family's out-of-pocket costs for child care for several reasons. Most commonly, government fee subsidies are provided to families whose income falls below a specified threshold, a threshold that is set by each jurisdiction. Subsidies may also be provided for children with disabilities, or those deemed at risk due to family circumstances, or for children whose parents are participating in government-mandated employment training programs. The data reported in this section reflect these diverse situations, but are primarily indicative of subsidies provided due to low family income.

(i) The National Picture

Canada-wide, the vast majority of all centres (93.0%) had at least one child whose fee was fully or partly subsidized by a provincial/territorial government. All (Ontario) municipal centres included subsidized children, as did 96.1% of non-profit centres across Canada and 88.0% of all commercial centres. The estimated national percentage of children who had their fee fully or partly subsidized was 43.9%. This estimate refers to all children across all centres. However, there were large differences among centres in the

proportion of children who were subsidized. These differences spanned the range from no children to all children. High concentrations of children receiving subsidy were most notable in municipal centres (in 77.3% of these, two-thirds or more children were receiving a subsidy). The distribution of subsidized children in commercial and non-profit centres was not significantly different when these sectors were compared on a national basis.

(ii) Provincial Differences

Certain provinces have policies that affect fee subsidy arrangements directly or indirectly. For example, Nova Scotia limits subsidies to only certain centres in the non-profit sector.⁹ Such a practice in a province like Nova Scotia, with a substantial proportion of commercial centres (53.5%), influences the availability of subsidized spaces.

Table 9.5 provides information on the distribution of subsidized children across centres. Programs in which three-quarters or more of the children enrolled were receiving a subsidy were found particularly in Saskatchewan (57.2%), Manitoba (39.0%), and Ontario (31.0%). Provinces with concentrations of centres where less than one quarter of the children were subsidized included Newfoundland/Labrador (71.6%), Nova Scotia (66.5%), and New Brunswick (47.8%).

(iii) Summing Up

The data suggest that there are major differences between provinces in the extent to which children from low-income families are receiving fee-subsidized child care. Moreover, the proportion of children within a centre who are receiving a fee subsidy emerged as an important factor that differentiates centres from each other.

9.5b Children Who Speak a Language Other than English or French at Home

While only 3.6% of centres nationally were identified by directors as providing formal second language learning programs for children, 40.1% of centres included at least one child whose first language was neither English nor French. These children are typically children from immigrant families, but some are also children of Aboriginal origin who speak a First Nations language as their mother tongue. Children's participation in a language-rich environment fosters their competence in self-expression and their learning of English or French. Both increase children's self-confidence and promote their readiness for school. A high quality child care environment can also serve as an effective vehicle for promoting respect for language and cultural diversity among all children.

Based on the data available, we estimate that almost 20,000 children (19,624) whose first language was neither English nor French attended the child care programs represented by our sample in 1998. In 18.9% of child care centres, 10.0% or more of the children speak another language at home. In 10.0% of centres, a quarter or more of the children speak English or French as a second language. Centres where more than 10.0% of the children speak a language other than English or French at home were most frequently reported by directors in Ontario (28.0%), British Columbia (17.8%), Manitoba (14.8%), and Québec (14.5%).

9.5c Children with Special Needs

Centre directors were asked, "How many children with special needs, if any, are currently attending your centre?" We provided a specific definition of special needs for this question: "Special needs refers to children with a physical or intellectual disability identified by a professional such as a physician or a

speech therapist. Include children diagnosed as medically fragile as well as children with significant emotional difficulties.” The directors’ responses indicate that a large proportion of centres (70.1%) included in their programs at least one child with special needs.¹⁰ While most centres that included children with special needs tended to have only one or two such children enrolled, 12.2% (almost one in eight child care programs) reportedly included five or more children with special needs.

(i) The National Picture

Nationally, the average number of children with special needs in centres was 2.5 and the median was 2.0, with a range of 0 to 23. (Note: some child care centres are specialized programs with a majority of children who have special needs.) The proportion of centres with *no* children with special needs ranged from a low of 18.7% in Manitoba to 50.0% in Newfoundland/Labrador. The proportion of centres having three or more children with special needs was highest in Manitoba (45.2%), Ontario (45.9%), and Saskatchewan (49.5%). Specific initiatives to support the inclusion of children with special needs exist in all three of these provinces.

The proportion of centres including children with special needs also varied by auspice. Children with special needs were accommodated in 87.5% of (Ontario) municipal centres, in 73.7% of all non-profit centres, and in 61.2% of commercial centres.

(ii) Barriers to the Inclusion of Children with Special Needs

While the number of centres integrating children who have special needs is encouraging, many programs are unable or unwilling to accept children with disabilities, health problems, or emotional/behavioural problems for various reasons. Directors were asked if they had been unable to accept the application of any child(ren) with special needs within the three years preceding the survey. Nationally, 39.8% of centres reported not having been able to accept at least one child. The highest rates were in New Brunswick, Ontario, British Columbia, and Nova Scotia, where 41.0% to 45.0% of centres had not accepted at least one child with special needs in the last three years. Manitoba’s non-acceptance rate was even higher at 52.5%, even though a high proportion of Manitoba centres included children with special needs. Similarly, a higher proportion of municipal (54.2%) and non-profit (42.2%) centres had turned away children with special needs than had commercial centres (33.7%). These findings need to be interpreted carefully, since parents may only approach centres that they believe might be willing to accommodate their child.

Centre directors provided a number of reasons for not accepting children with special needs whose parents had applied to their programs. Indeed, most directors in centres that had turned children with special needs away provided more than one reason. The four most common reasons given were:

- insufficient funds to provide for the required additional staffing (55.1%);
- the building would have required structural modifications (33.2%);
- staff did not feel adequately trained to care for the child (25.9%); and
- the centre already had its maximum number of children with special needs (22.4%).

Other reasons included: limited funds for equipment, limited access to external consultants, and limited capacity or willingness on the part of staff to include children with complex problems or challenging behaviours. These findings are consistent with another recent national study of inclusion of children with special needs¹¹ and suggests that demand for supported child care still outstrips the available capacity of centres to meet the needs of all children and families in their communities.

9.6 Centres as Locations for Volunteer Activities and for Student Learning

9.6a Involvement of Volunteers

One of the ways in which parents and others can be involved in the nurturing of children and can participate in their community is through volunteer work in a child care centre. Centre directors were asked whether their centre regularly used parents or other volunteers (excluding ECCE students) in direct work with the children. Twenty percent of centres reportedly involved parents or other volunteers on a regular basis, with a range from only 7.4% of centres in Newfoundland/Labrador to 24.7% of centres in Québec. Directors estimated the average total number of volunteer hours per month to be 34.5 hours, with a median of 14 hours per month in those centres where volunteers were involved. Nationally, centre directors reported a grand total of 30,344 hours per month of volunteer activity in direct work with children in their centres. An unknown number of volunteer hours is contributed in other ways (for example, serving on a parent board, fund-raising, or repairing/making equipment.)

9.6b Sites for Student Learning

A second way that child care centres engage other adults in the community is by serving as an important location for student learning. Many college and university programs rely on local centres to provide opportunities for students in ECCE and other courses to have supervised placement and practicum experiences. While having students in a centre can enrich the program, their presence also requires time and effort on the part of centre staff to provide a satisfactory learning experience for the students as well as for the children.

Just under 75% (74.8%) of centre directors reported having had ECCE students on placement or practicum in the past year. The number of students ranged from one to 60, with an average of 4.6 students in those centres in which students were involved. On a Canada-wide basis:

- 25.2% of centres reported no students in the last year;
- 31.0% had one or two students;
- 21.3% had three or four students;
- 13.1% had between five and nine students; and
- 9.3% of centres reported having accommodated 10 or more students in their program.

In most provinces and territories, between 70% and 80% of centres accommodated at least one student in the previous year. The proportion of centres in which students were involved ranged from 53.4% in Alberta to 81.2% in Ontario and 85.5% in Nova Scotia. Student involvement was noted in 62.1% of commercial centres and 81.4% of non-profit centres, as well as in 91.7% of municipal centres. According to directors, 15,345 students participated in 3,351 child care centres across the country. Thus child care centres play a critical role as a learning environment, not only for the children who attend, but also for the next generation of child care staff and others who may work with children and families in various capacities.

9.7 Summary

Child care centres in Canada have become an extremely important component in the social infrastructure that supports healthy child development, economic security for families, and social cohesion in communities. They are more diverse than is often assumed. They serve a wide age range of children, in both full- and part-time programs. In addition to providing child care and early education for young children, the majority of centres offer other services as well. At least one in eight child care centres represented by the sample have a major role in early intervention and family support for children at risk.

Centres vary in the populations they serve, the resources available to them, and the economic and policy contexts that affect their operation. Analyses in this chapter highlight similarities and differences across centres, jurisdictions, and programs that have different service mandates.

Notes

- 1 CCDCF/CDCAA 1992.
- 2 To enable comparison, many of the questions asked in the 1998 questionnaires were exactly the same as those used in 1991. Notable differences: we used three questionnaires rather than two, with information about directors collected separately from that of staff; and we included many more questions about centres as organizations, including questions for directors about changes in their centres during the three years preceding data collection.
- 3 In order to obtain information on the widest variety of centres, when more than one centre was identified on provincial lists or through preliminary telephone screening as owned by the same operator or administered as part of a group of multi-site centres, only one centre in a city was normally included in the sample. Hence, both the proportion of commercial centres operated as a corporation and the presence of centres affiliated with non-profit multi-service child care organizations might be underestimated for this reason. On the other hand, individuals who own and operate a centre on their own, but have incorporated their centre as a business, may have responded that their centre is a corporation. It is therefore impossible to determine from this data set what proportion of private/commercial centres are part of a regional, national, or international chain of centres, which heretofore have been rare in Canada. We have noted through an environmental scan that several large child care agencies and organizations offer both centre-based and home-based care, and observe that this direction is being pursued in Québec. Such trends should be noted in future studies and could be an interesting subject for research on child care service provision.
- 4 Because sponsorship/affiliation was only obtained from directors of non-profit centres, this may be an underestimate of the proportion of workplace-affiliated centres across the country.
- 5 Betcherman and Chaykowski 1996; Lero et al. 1992.
- 6 Lero et al. 1992; Lero and Stone 1994.
- 7 About half of all jurisdictions specify a maximum centre size in day care regulations. Because two or more children enrolled on a part-time basis may share a space, a centre can have more children than the maximum specified, but still comply with provincial/territorial regulations.
- 8 Some readers prefer to use the term "supported child care." This puts the emphasis on the need to support programs so that they can include children with special needs rather than attaching a label to a child. However, "children with special needs" is a more common usage and is found more frequently both in the research literature and in policy documents.
- 9 Childcare Resource and Research Unit, in press.
- 10 Information about children with special needs was not provided by some directors. Estimates are based on those centres for which information was available — information was missing for an estimated 8.8% of the population, with a slightly higher proportion of directors in commercial centres declining to reply; hence the numbers provided in this section may be inflated. If all the centres where directors did not reply had no children with special needs, then 63.9% of centres would have at least one child with special needs in attendance, rather than 70.1%.
- 11 See Irwin, Lero, and Brophy, in press.

Chapter 10

Centre Resources and Expenditures

Gillian Doherty, Donna S. Lero, Jocelyne Tougas, Annette LaGrange, and Hillel Goelman

10.1 Introduction

A centre's resources, be they cash revenue or in-kind donations, strongly influence wage levels and the type of program a centre can offer. This chapter provides information on centre sources of cash revenue (including parent fees), the extent and type of in-kind donations received by centres, and the proportion of centre budgets allocated for various purposes. Where appropriate, the chapter makes jurisdictional and auspice comparisons. It also examines changes between 1991, when the Canada-wide *Caring for a Living* survey¹ was conducted and 1998, when the *You Bet I Care!* information was collected. Readers should note that the 1998 study did not conduct a longitudinal follow-up of the same centres surveyed in 1991. As a result, comparisons between 1991 and 1998 reflect both the real changes that have occurred in centres during the intervening period, and any differences that might have resulted from using somewhat different samples and methodologies.

10.2 Cash Revenue

Canada-wide, centres in 1998 obtained 49.2% of their cash revenue from parent fees, 30.5% from government fee subsidization, and 17.5% from other government grants such as operating or salary enhancement grants (see Table 10.1). These three categories together accounted for 97.2% of the average²

Table 10.1				
Average Proportion of the Average Centre's Revenue from the Three Primary Sources, by Jurisdiction, 1998				
Jurisdiction[a]	Parent fees	Fee subsidy	All other gov't grants (excludes fee subsidy)	Totals
British Columbia	49.4%	38.5%	8.9%	96.8%
Alberta	53.8	36.2	7.5	97.5
Saskatchewan	38.3	35.0	21.7	95.0
Manitoba	33.9	40.3	21.6	95.8
Ontario	46.9	34.1	16.6	97.6
Québec[b]	45.8	18.9	33.0	97.7
New Brunswick	68.7	26.9	1.9	97.5
Nova Scotia	72.7	20.5	5.2	98.4
Prince Edward Island	66.8	26.1	6.3	99.2
Newfoundland/Labrador[c]	82.1	14.4	0	96.5
CANADA	49.2%	30.5%	17.5%	97.2%
Notes: [a] Data for the Northwest Territories and the Yukon are not reportable due to small sample sizes. [b] Québec's phase-in of \$5.00/day fees for parents is altering the relative reliance on parents' fees and government grants in that province. [c] Newfoundland/Labrador announced in April 1998 that it will spend \$4.6 million annually on improving and expanding licenced child care centres. When implemented, this may reduce the reliance on parent fees in that province.				

centre's revenue. As will become evident, there was considerable variation across provinces in the proportions of revenue coming from each source. This variation reflects, in part, differences in the proportion of commercial centres across jurisdictions (see Table 9.1, Chapter 9) and differences in provincial regulations relating to whether commercial centres may receive government funding through fee subsidies and/or recurring grants (discussed below).

10.2a Parent Fees

The average percentage of funding from each revenue category varied across jurisdictions, as illustrated by Table 10.1. Some provinces showed a much heavier reliance on parents who pay the full fee than did other jurisdictions — for example, Newfoundland/Labrador (82.1%),³ Nova Scotia (72.7%), and New Brunswick (68.7%).

Parent fees accounted for less than 40% of revenue in Manitoba (33.9%) and Saskatchewan (38.3%). Government grants provided 61.9% of Manitoba centre revenues and 56.7% of revenue in Saskatchewan.

10.2b Fee Subsidy

Table 10.1 shows that fee subsidization provided over a third of centre revenue in Manitoba (40.3%), British Columbia (38.5%), Alberta (36.2%), Saskatchewan (35.0%), and Ontario (34.1%).⁴ At the other

end of the continuum, fee subsidies accounted for less than one-fifth of centre revenue in Québec (18.9%) and Newfoundland/Labrador (14.4%).

The variation in the extent of reliance on fee subsidization for centre revenue reflects, at least in part, different provincial policies and practices. For example, over the past few years Alberta has steadily decreased the amount of its operating grants to centres but has increased the income level below which a family can qualify for fee subsidy, and also the subsidy amount.⁵ The fee subsidy program in Newfoundland/Labrador has been “capped” since 1993. As a result, eligible parents have been unable to obtain a subsidy once the funds allocated for fee subsidy in a given year have been spent.⁶

10.2c Other Government Grants

Table 10.1 also illustrates considerable variation across jurisdictions in the average proportion of revenue accounted for by government grants other than fee subsidy. This variation reflects both the differential availability of grants in different provinces and the practice, in some provinces, of limiting government grants other than fee subsidy to the non-profit sector (this is discussed in more detail in Section 10.2e).

Nationally, recurring government operating/equipment grants accounted for 9.6% of centres’ revenue. Such grants were higher than the national average in Saskatchewan (14.4%), Manitoba (19.9%), and Québec (25.9%). Recurring annual operating grants are important to centre viability since they provide a certain degree of financial stability. In 1998 they were not available in New Brunswick or Newfoundland/Labrador and accounted for less than 2.0% of centre revenue in British Columbia (0.9%), Nova Scotia (0.8%), and Prince Edward Island (1.2%).

Salary enhancement grants were received by 43.5% of centres on a national basis, although they accounted for only 5.9% of centre revenue. The only provinces where more than 5.0% of revenue came from salary enhancement grants were Saskatchewan (6.4%), British Columbia (7.3%), and Ontario (12.7%). Such grants accounted for none, or less than 1.0%, of centre revenue in Alberta, Manitoba, New Brunswick, Newfoundland/Labrador, and Québec, and less than 5.0% in Nova Scotia (4.2%) and Prince Edward Island (2.7%).

Seven out of ten centres (70.1%) include at least one child with special needs and almost one in eight centres (12.2%) reported including five or more children who had a disability, health problem or severe emotional/behavioural problem.⁷ However, receipt of specific government grants to assist in the integration of children with special needs was only reported by centres in British Columbia, Saskatchewan, Manitoba, and Québec. The grants did not exceed 0.4% of centre revenues in any jurisdiction.

10.2d Other Sources of Cash Revenue

Forty-two percent of centres engaged in their own fund-raising. Nationally, however, this accounted for only 1.9% of centre revenue. As a proportion of revenue, own fund-raising was highest in Saskatchewan (3.2%) and Manitoba (2.7%), and lowest in Prince Edward Island (0.4%). Assistance from corporate sponsors was rare, accounting for only 0.5% of centre revenue nationally. It was highest in Québec (1.2%) and Ontario (0.4%), and not reported by any centres in British Columbia, Newfoundland/Labrador or Prince Edward Island.

Table 10.2		
Sources and Average Proportions of Revenue for Child Care Centres, by Auspice, 1998		
Source of revenue	Non-profit	Commercial
Parent fees	44.4%	60.4%
Fee subsidy	28.9	31.7
Recurring operating/equipment grants	13.3	2.1
Salary enhancement grants	8.2	1.7
Other government grants	1.7	2.8
Note: Data from municipal centres are not reported in this table.		

10.2e Variations between Commercial and Non-Profit Centres

As Table 10.2 illustrates, the proportion of cash revenue accounted for by parent fees, fee subsidies, and other government grants varied across auspice categories. On a national basis, a larger proportion of revenue came from fee subsidy in commercial centres than in non-profit centres. However, the reverse was true in regard to recurring operating/equipment grants and salary enhancement grants. In all, only 38.3% of revenue in commercial centres came from government sources, in contrast to 52.1% in the non-profit sector.

Table 10.2 reflects national data. As Figure 10.1 shows, the picture varies across jurisdictions. This variation depends to some extent on whether commercial centres in a province are eligible to receive fee subsidies and/or recurring grants. In Nova Scotia⁸ and Saskatchewan, only non-profit centres can receive fee subsidies or recurring grants; thus, as illustrated in Figure 10.1, commercial centres in those two provinces received no revenue from these two government sources in 1998.

Manitoba and Québec limit some or all of their grants other than fee subsidy to non-profit centres.⁹ In 1998, all the government funds received by commercial centres in Manitoba were from fee subsidies, while non-profit centres in that province received 37.0% of their budget from fee subsidies and 23.0% from various other government grants. Ontario allocates its recurring grants on the basis of a formula that results in commercial centres, on average, receiving a smaller grant (see Appendix G).

10.2f Comparison with 1991

(i) The National Picture

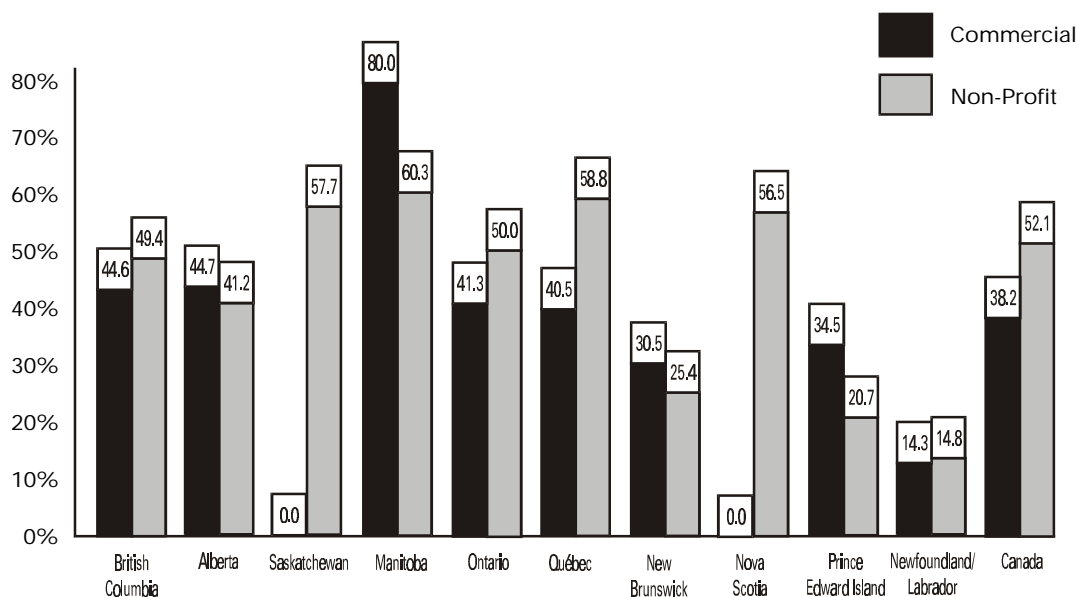
In 1998 the three primary sources of revenue were the same in their relative importance as they had been in 1991, and similar in their proportions. However, the national picture masks considerable provincial and territorial variation in changes over the seven-year period, as is discussed below and in Chapter 11.

(ii) Proportion of Revenue from Parent Fees

As Figure 10.2 illustrates, on a Canada-wide basis the proportion of revenue from parent fees in an average centre was almost identical in 1991 and 1998. This was also true for several provinces. However, fees as a proportion of revenue increased by 23.1% in Prince Edward Island and decreased by 18.8% in

Figure 10.1

Proportion of the Average Centre's Revenue from Government Sources, by Jurisdiction and Auspice, 1998



Notes: The category "government sources" includes fee subsidies for low-income families and government recurring grants.
Data from the Yukon and the Northwest Territories are not reportable due to small sample sizes.
All revenue from government sources reported by commercial centres in Manitoba was from fee subsidization.

British Columbia. In Prince Edward Island funds from government sources (a mixture of fee subsidy and other grants) decreased by 20.5% as a proportion of the average centre's budget between 1991 and 1998. The only other province reporting a decrease in government funds as a proportion of revenue was Saskatchewan (5.3%).

Table 10.3

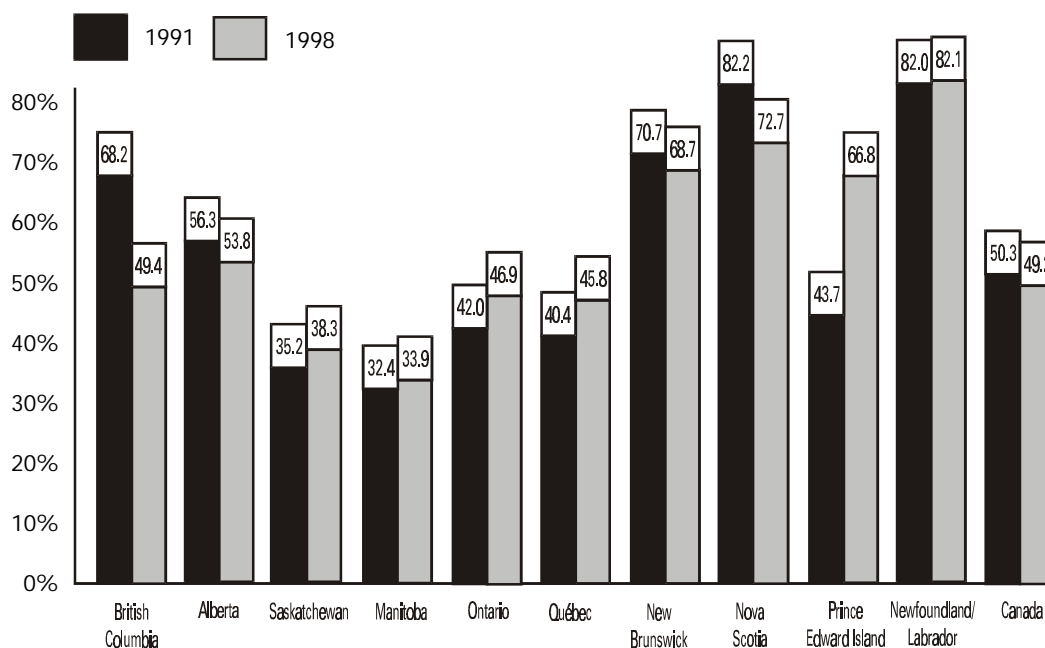
Proportion of the Average Centre's Revenue from Main Revenue Sources, 1991 and 1998

Type of revenue	1991	1998
Parent fees	50.3%	49.2%
Government fee subsidy	31.4	30.5
Other government grants (excludes fee subsidy)	13.7	17.5
Own fund-raising	1.3	1.9
Corporate donations	0.6	0.5
Other	1.7	0.4

Source: 1991 statistics from *Caring for a Living* (CCDCF/CDCAA 1992), Table A58, p. 114.

Figure 10.2

**Proportion of the Average Centre's Revenue from Parent Fees,
by Jurisdiction, 1991 and 1998**



Source: 1991 statistics from *Caring for a Living (CCDFC/CDCAA, 1992)*, Table A58, p. 114.

Note: 1998 data from the Northwest Territories and the Yukon are not reportable due to small sample sizes.

(iii) Proportion of Revenue from Fee Subsidy

As Figure 10.3 illustrates, the proportion of centre revenue coming from fee subsidies increased in six provinces between 1991 and 1998. The greatest increases occurred in Alberta (14.2%), New Brunswick (11.8%), and British Columbia (10.1%). Substantial decreases occurred in Prince Edward Island (15.1%) and Québec (15.0%). The decrease in Québec reflects the implementation of its \$5.00 a day program and an increase in other government grants (see Figure 10.3). The decrease noted above for Prince Edward Island reflects an overall decrease in government funding as a proportion of centre revenue over the seven-year period.

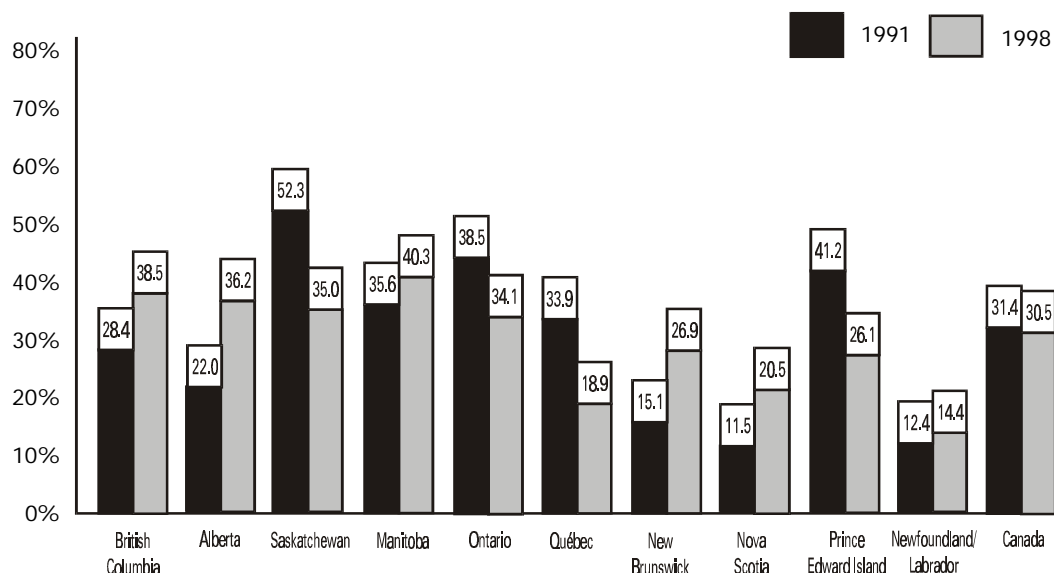
(iv) Proportion of Revenue from Government Grants other than Fee Subsidy

As Figure 10.4 shows, government funds other than fee subsidy increased as a proportion of centre revenue in five provinces and decreased in five. The largest increase, other than in Québec, occurred in Saskatchewan (12.0%).

As Table 10.4 shows, the proportion of revenue accounted for by recurring operating/equipment grants increased in three provinces, decreased in four provinces, and remained basically the same in British Columbia, Newfoundland/Labrador, and Ontario.

Figure 10.3

Proportion of the Average Centre's Revenue from Government Fee Subsidy, by Jurisdiction, 1991 and 1998



Source: 1991 statistics from *Caring for a Living (CCDFC/CDCAA, 1992)*, Table A58, p. 114.

Note: 1998 data from the Northwest Territories and the Yukon are not reportable due to small sample sizes.

Alberta has made annual reductions in operating grants since 1990 and eliminated them in April 1999. New Brunswick's operating grants were eliminated in 1995. Prince Edward Island froze its operating grant in 1991; as a result, centres opening after that date cannot obtain it and, in addition, operating grants were reduced in 1993 by 9.0% from their 1992 levels.¹⁰ There were no changes to operating/equipment grants in Nova Scotia between 1991 and 1998.

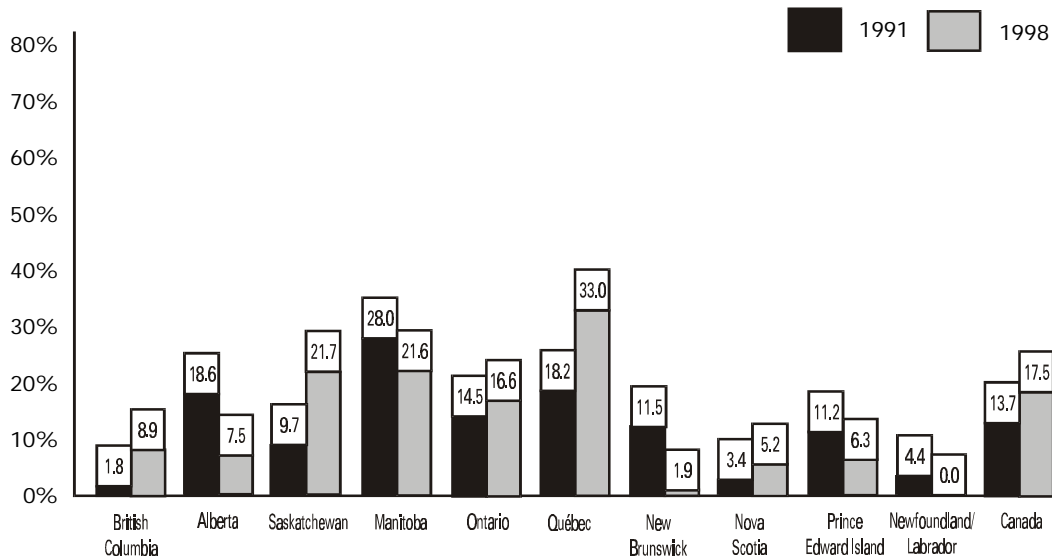
Wage enhancement grants represented a greater proportion of revenue in 1998 in four provinces — British Columbia (from 0.2% to 7.3%), Saskatchewan (from 0.2% to 6.4%), Ontario (from 9.5% to 12.7%) and Nova Scotia (from 1.7% to 4.2%) — but a decreased proportion in three jurisdictions (see Table 10.5). Wage enhancement grants were minimal in 1998 in Manitoba, New Brunswick, and Prince Edward Island. In 1991 Manitoba consolidated its wage enhancement grant with its other grants to form one operating grant. As a result, it may be difficult for directors to identify which government funds are wage enhancement grants in that province. However, it still appears that the proportion of centre revenue in Manitoba from the combination of operating grants and wage enhancement grants decreased between 1991 and 1998.

(v) Parent Fees and Government Funding

The proportion of centre revenue from parent fees is related to the proportions of revenue from fee subsidies and government recurring grants. When one source changes, there tends to be a change in the

Figure 10.4

Proportion of the Average Centre's Revenue from Government Sources other than Fee Subsidy, by Jurisdiction, 1991 and 1998



Source: 1991 statistics from *Caring for a Living* (CCDFC/CDCAA, 1992), Table A58, p. 114.

Note: 1998 data from the Northwest Territories and the Yukon are not reportable due to small sample sizes.

proportion of revenue from one or both of the other sources. The following four distinct patterns of change emerge when comparing the findings from the 1991 *Caring for a Living* survey¹¹ with those obtained in 1998:

1. **Parent fees decreased as a proportion of revenue and fee subsidy increased:** Parent fees as a proportion of revenue fell by almost 19.0% between 1991 and 1998 in British Columbia (from 68.2% to 49.4%) and by 9.5% in Nova Scotia (from 82.2% to 72.7%). During the same time period, fee subsidy as a proportion of revenue increased by about 10.0% in both British Columbia and Nova Scotia.
2. **Parent fees increased and government funds decreased:** In Prince Edward Island, parent fees increased by 23.0% as a proportion of total centre revenue, from 43.7% to 66.8%. Between 1991 and 1998, the proportion of revenue coming from fee subsidy dropped from 41.2% to 26.1% and the proportion from other government grants dropped from 11.2% to 6.3%.
3. **Parent fees remained basically the same, fee subsidy increased and other government grants decreased:** Parent fees as a proportion of revenue remained basically the same in Alberta (56.3% in 1991 and 53.8% in 1998) and in New Brunswick (70.7% in 1991 and 68.7% in 1998). Reliance on fee subsidy increased in Alberta from 22.0% to 36.2% and in New Brunswick from 15.1% to 26.9%. In Alberta, other government grants were cut back each year and eliminated in April 1999. New Brunswick eliminated direct operating grants in 1995.

Table 10.4			
Changes in the Proportion of Revenue from Operating/Equipment Grants, 1991-98			
Jurisdiction[a]	Increase between 1991 and 1998	Decrease between 1991 and 1998	Remained basically the same, 1991 and 1998
Manitoba[b]	17.4% to 19.9%		
Saskatchewan	9.1% to 14.3%		
Québec[c]	15.7% to 25.9%		
Alberta		17.3% to 5.8%	
New Brunswick		5.7% to 0.9%	
Nova Scotia		1.3% to 0.8%	
Prince Edward Island		5.9% to 1.2%	
British Columbia			0.9% to 0.9%
Newfoundland/Labrador			2.9% to 0%
Ontario			4.0% to 3.5%
Source: 1991 data from <i>Caring for a Living</i> (CCDCF/CDCAA 1992), Table A58, p. 114. Notes: [a] Data for 1998 are not reportable for the Northwest Territories and the Yukon due to small sample sizes. [b] In 1991, Manitoba consolidated its grants, including its wage enhancement grant, into one operating grant. [c] Some of the increase in operating grants in Québec reflects the implementation of the \$5.00/day program. Under this program, the government provides centres with a grant for every eligible child to cover the difference between the parental payment of \$5.00 and the cost of providing care.			

Table 10.5			
Changes in the Proportion of Revenue from Wage Enhancement Grants, 1991-98			
Jurisdiction	Increase between 1991 and 1998	Decrease between 1991 and 1998	Remained basically the same, 1991 and 1998
British Columbia	0.2% to 7.3%		
Saskatchewan	0.2% to 6.4%		
Ontario	9.5% to 12.7%		
Nova Scotia	1.75% to 4.2%		
Manitoba		9.6% to 0.1%	
Prince Edward Island		5.3% to 2.7%	
New Brunswick		5.1% to 0.2%	
Alberta			1.3% to 0.2%
Newfoundland/Labrador			0.3% to 0%
Québec			0.1% to 0.5%
Source: 1991 data from <i>Caring for a Living</i> (CCDCF/CDCAA 1992), Table A58, p. 114. Note: 1998 data from the Northwest Territories and the Yukon are not reportable due to small sample sizes.			

4. **Parent fees remained basically the same, fee subsidy decreased but other government grants increased:** Parent fees as a proportion of revenue also remained basically the same in Saskatchewan (35.2% in 1991 and 38.3% in 1998) and Québec (40.4% in 1991 and 45.8% in 1998). Reliance on fee subsidy decreased in Saskatchewan from 52.3% to 35.0% and other government grants as a proportion of revenue increased from 9.7% to 21.7%. In Québec, fee subsidy as a proportion of revenue dropped from 33.9% to 18.9%, while other government grants increased to 33.0% from 18.2%. This decrease in reliance on fee subsidy may reflect, in part, the start of the phase-in of the \$5.00 a day program.

Different patterns of funding have different potential implications. For example, where there is a heavy reliance on parent fees for revenue in a province with relatively low incomes it may be difficult for centres to keep their spaces full and thus remain financially viable. Centres that have to rely heavily on fee subsidy may have a large proportion of children from “at risk” environments and may need to adjust their programming accordingly.

10.3 Parent Fees

10.3a The National Picture

As indicated in Table 10.6, the Canada-wide median fee charged for full-time infant care in 1998 was \$531.00 per month, for toddler care it was \$477.00 per month, and for preschoolers \$455.00 a month. Median values are used (the point at which an equal number of cases fall above and below that value) because averages are strongly affected by extreme values, such as a few cases of unusually low or high fees.

10.3b Variations between Commercial and Non-Profit Centres

On a national basis, as Table 10.7 suggests, median fees for each age group appear to be lower in commercial centres than in non-profit centres. However, once again, the national picture masks differences across jurisdictions. This is illustrated by examining the situation in the three provinces with the largest number of centres in total and the largest number of commercial centres. In Québec, the median fee is lower for all three age groups in the non-profit sector, while the reverse is true in British Columbia. In Ontario, the median fee is lower for infants and preschoolers in the non-profit sector and is the same for toddlers in both sectors.

10.3c Comparison with 1991

The 1991 findings related to parent fees were reported as averages.¹² Therefore, any examination of changes between 1991 and 1998 must be on the basis of averages, in spite of concerns about the susceptibility of fees to the influence of extreme values. On a national basis, average fees increased by 12.5% for infants, 20.3% for toddlers, and 18.9% for preschoolers. The lower increase for infants on a national basis may reflect the specific government grants for each infant enrolled provided to centres in British Columbia, Nova Scotia, Prince Edward Island, and Saskatchewan.

Substantial fee increases above the national average occurred in Alberta for infants (an average increase of 60.2%), toddlers (an increase of 42.7%), and preschoolers (an increase of 39.9%). As noted above, Alberta reduced its operating grants to centres on a yearly basis, starting in 1993. It has both increased the amount of fee subsidy per child and increased the income ceiling for subsidy eligibility. However, as shown in

Table 10.6			
Median Monthly Parent Fee for Full-Time Care, by Jurisdiction, 1998			
Jurisdiction[a]	Infants (Age 0-17 mths)	Toddlers (Age 18 mths-3 years)	Preschoolers (Age 3-5.11 years)
British Columbia	\$650.00	\$547.00	\$460.00
Alberta	525.00	450.00	425.00
Saskatchewan[b]	NR	405.00	380.00
Manitoba	573.00	383.00	368.00
Ontario	783.00	603.00	541.00
Québec	477.00	455.00	440.00
New Brunswick	380.00	360.00	360.00
Nova Scotia	470.00	412.00	412.00
Prince Edward Island	440.00	380.00	360.00
Newfoundland/Labrador[c]	Not applicable	380.00	360.00
Yukon[d]	630.00	550.00	514.00
CANADA	\$531.00	\$477.00	\$455.00
Notes: [a] Data for the Northwest Territories are not reportable due to small sample sizes. [b] Fee information for infant care in Saskatchewan is not reportable due to the small number of centres that provided this information. [c] At the time of data collection, no infant care was provided in Newfoundland/Labrador centres. [d] Data for the Yukon are from Study Two of the <i>You Bet I Care!</i> project and, unlike all other data in the above table, are not weighted.			

Table 10.7			
Differences in Median Monthly Parent Fee for Full-Time Care, by Age Group and Auspice, 1998			
Auspice	Infants (age 0-17 mths)	Toddlers (age 18 mths-3 years)	Preschoolers (age 3-5.11 years)
Non-Profit	\$535.00	\$485.00	\$460.00
Commercial	\$520.00	\$455.00	\$440.00
Note: Data from municipal centres are not included.			

Table 10.1, centres in Alberta depend on full-fee parents for 53.8% of their revenue. The increase in fees for infants was also substantially above the national average of 12.5% in Manitoba (36.1%) and Québec (31.4%) and slightly above it in Nova Scotia (18.4%). In other jurisdictions, fee increases between 1991 and 1998 were below, or close to, the national averages for all three age groups.

The only situations where fee increases were substantially below the national average were for infants in each of British Columbia and Saskatchewan. As noted above, both of these provinces have an “infant incentive” grant.

10.4 In-Kind Donations

A large multi-state U.S. study found that in-kind donations, such as subsidized rent, enable a centre to allocate a larger proportion of its revenue to staff wages and programming.¹³ The Centre Questionnaire asked directors about their centre’s receipt of free or subsidized rent, utilities, janitorial or maintenance services, administration services, toys or equipment, supplies, food, consultation from university or college faculty, or other in-kind donations. We also asked about their use of volunteers in direct work with the children.

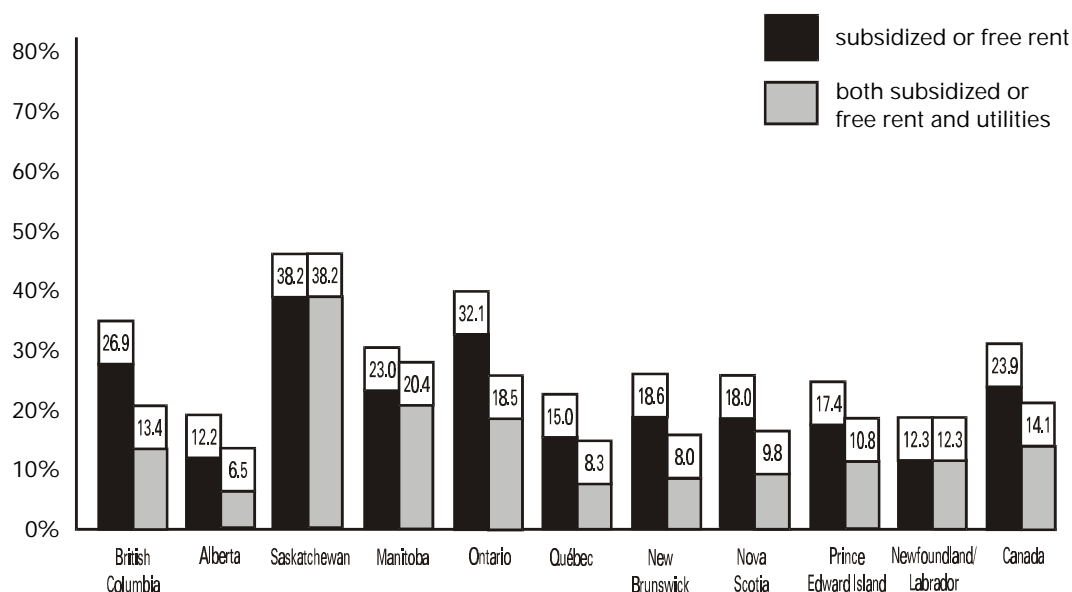
10.4a The National Picture

Nationally, 51.3% of centres reported that they received some type of in-kind donation. Within the provinces, the largest proportions of centres reporting receipt of in-kind donations were in Manitoba (63.9% of centres) and Saskatchewan (60.0%). Less than a third of centres in Newfoundland/Labrador and Prince Edward Island reported this type of assistance.

Table 10.8					
Proportion of Centres Receiving In-Kind Donations, by Jurisdiction, 1998					
Jurisdiction	Subsidized or free rent	Subsidized or free utilities	Both subsidized free rent and utilities	Free or subsidized janitorial/ maintenance	Donated toys or equipment
British Columbia	26.9%	14.3%	13.4%	9.9%	19.7%
Alberta	12.2	11.5	6.5	9.5	22.6
Saskatchewan	38.2	43.6	38.2	30.0	16.4
Manitoba	23.0	26.8	20.4	17.9	29.4
Ontario	32.1	21.6	18.5	19.6	14.1
Québec	15.0	11.3	8.3	9.8	29.2
New Brunswick	18.6	8.0	8.0	13.4	20.0
Nova Scotia	18.0	11.8	9.8	7.7	25.3
Prince Edward Island	17.4	15.1	10.8	10.8	6.6
Newfoundland/Labrador	12.3	14.7	12.3	9.8	20.8
CANADA	23.9%	17.2%	14.1%	14.2%	21.0%
Note: Data from the Northwest Territories and the Yukon are not reportable due to small sample sizes.					

Figure 10.5

Proportion of Centres Receiving Subsidized or Free Rent, and Both Subsidized or Free Rent and Utilities, by Jurisdiction, 1998



Note: Data from the Northwest Territories and the Yukon are not reportable due to small sample sizes.

As Table 10.8 illustrates, donations were most frequently in the form of subsidized rent or rent-free space (23.9% of centres), donated toys or equipment (21.0%), free or subsidized utilities (17.2%) or free or subsidized janitorial/maintenance services (14.2%). As discussed in Section 10.5, the largest proportion of the average centre's budget is spent on wages (75.3%) and benefits (8.9%), followed by rent or mortgage (10.0% nationally) and utilities (5.6%). Thus, the combination of both subsidized rent or rent-free space and free or subsidized utilities is very valuable. This combination was reported by 14.1% of centres (see Figure 10.5). The majority of these were in Saskatchewan (38.2%) and Manitoba (20.4%). In our sample, these were the two provinces with the highest proportion of non-profit centres (Saskatchewan, 97.3% and Manitoba, 89.3%). The smallest proportion of centres reporting that they received both free or subsidized space and utilities were in Alberta (6.5%) and New Brunswick (8.0%). These provinces had a high proportion of commercial centres (Alberta, 75.4% and New Brunswick, 71.2%).

In response to another question, 20.0% of centres reported using parents or other volunteers on a regular basis to work with children. The use of volunteers ranged from only 7.4% of centres in Newfoundland/Labrador to 24.7% of centres in Québec. The national median was 14 hours per month of volunteer time in centres with this resource. In spite of the fact that almost three-quarters of centres reported having at least one ECCE student on a practicum placement in the previous year, only 5.2% of centres reported having consultation or advice from college or university faculty. Donated administrative services were also rare, reported by only 5.3% of centres. Centres were, however, more likely to receive donated supplies (reported by 8.7% of centres).

Table 10.9					
Differences in Receipt of In-Kind Donations, by Auspice, 1998					
Auspice	Subsidized or free rent	Subsidized or free utilities	Both subsidized free rent and utilities	Free or subsidized janitorial/ maintenance	Donated toys or equipment
Non-profit	35.4%	25.3%	21.3%	20.8%	23.1%
Commercial	3.4%	3.4%	2.0%	3.3%	18.7%
Note: Data from municipal centres are not included.					

10.4b Variations between Commercial and Non-Profit Centres

Nationally, 27.4% of commercial centres and 65.5% of non-profit centres (excluding municipal centres) reported receiving some sort of in-kind donation. The receipt of donations was consistently lower among commercial centres, regardless of the type of donation (see Table 10.9).

10.4c Comparison with 1991

The 1991 survey report only provides information on the percentage of centres indicating that they received subsidized rent.¹⁴ Nationally, the 23.9% of centres reporting this benefit in 1998 is a small increase over the 17.8% receiving this assistance in 1991. The only province with a decrease was Newfoundland/Labrador, from 21.2% in 1991 to 12.3% in 1998.

10.5 Expenditures

10.5a The National Picture

Nationally, centres used 75.3% of their budget for wages, 8.9% for benefits, 10.0% for rent or mortgage and 5.6% for utilities (see Table 10.10). Depending on the province, once these fixed costs were covered, 3.0% or less of the average centre's budget remained for food, supplies, toys and equipment, in-service training for staff, consultation services, and repairs or unexpected emergencies. Just over one-sixth of centres (16.3%) reported that in the past three years they have started requesting or requiring parents to provide things previously provided by the centre. The most commonly cited items were diapers and formula. The most commonly cited reason for this new practice was "financial."

As Table 10.10 shows, there was some variation in expenditures across the provinces. In part this reflects the different pattern of expenditures between commercial and non-profit centres, discussed below, and the different proportion of each auspice in different jurisdictions. The pattern of expenditures observed in different jurisdictions is also influenced by the extent to which centres within different provinces received free or subsidized rent and/or utilities.

Centres spent the greatest proportion of their budget on wages in Manitoba (82.4%) and Saskatchewan (80.4%). These two provinces had the highest proportion of centres receiving both free or subsidized rent

Table 10.10				
Proportion of an Average Centre's Budget Allocated to Various Expenditures, by Jurisdiction, 1998				
Jurisdiction	Wages	Benefits	Rent or mortgage	Utilities
British Columbia	75.7%	6.8%	10.8%	6.4%
Alberta	73.0	4.2	16.2	6.7
Saskatchewan	80.4	10.1	5.6	3.9
Manitoba	82.4	8.9	6.2	2.5
Ontario	77.2	11.0	7.9	3.9
Québec	73.6	11.0	9.5	5.8
New Brunswick	66.3	2.5	19.8	11.3
Nova Scotia	72.6	5.3	13.6	8.6
Prince Edward Island	71.2	6.5	13.1	9.2
Newfoundland/Labrador	66.6	3.5	17.2	13.0
CANADA	75.3%	8.9%	10.0%	5.6%
Note: Data from the Northwest Territories and the Yukon are not reportable due to small sample sizes.				

and utilities (see Figure 10.5). Saskatchewan is also the province where the largest proportion of centres (94.9%) reported providing at least some staff benefits. Between 80% and 85% of centres in Manitoba, Ontario, and Québec provided some staff benefits, spending between 8.9% and 11.0% of their budgets to do so.

The lowest proportion of centres providing staff benefits were in Newfoundland/Labrador and New Brunswick (39.2% and 39.5% of centres respectively). Centres in these two provinces also allocated the lowest proportion of their budgets for this purpose (3.5% and 2.5%). In addition, they spent the lowest proportion of their budget on wages (66.6% and 66.3% respectively). These provinces have a high proportion of commercial centres and are the two provinces where centres spend the largest proportion of their budget on rent or mortgage.

10.5b Variations between Commercial and Non-Profit Centres

As noted earlier, nationally 35.4% of non-profit centres but only 3.4% of commercial centres reported subsidized or free rent. Similarly, only 3.4% of commercial centres, in comparison to 25.3% of non-profit centres, received subsidized or free utilities. These facts are reflected in the different expenditure patterns between the two auspices, as illustrated in Table 10.11, although they may not be the only reasons for the differences.

10.5c Comparisons with 1991

Wages account for the highest proportion of expenditures in any centre. This is also the expenditure that is most consistently associated with staff turnover levels and program quality.¹⁵ It is therefore important to

Table 10.11		
Differences in the Proportion of Budget Allocated to Specific Expenditures, by Auspice, 1998		
Expenditure	Non-profit (excludes municipal)	Commercial
Wages	80.0%	66.4%
Benefits	10.4	5.6
Rent/mortgage	6.0	18.1
Utilities	3.6	9.7
Notes: Data from municipal centres are not included in this Table. The data in Table 10.11 should be considered in the context of the differential receipt of in-kind donations by commercial and non-profit centres.		

examine whether expenditures on wages as a proportion of the average centre's budget have changed between 1991 and 1998.

As illustrated by Table 10.12, wages as a proportion of expenditures increased nationally from 69.3% to 75.3% between 1991 and 1998. Wages also increased as a proportion of expenditures in every province. Since other fixed costs, such as rent, utilities, and food are unlikely to have decreased in this seven-year period, an increase in the proportion of budget spent on wages is likely to imply less money being available for other things, such as programming.

Table 10.12		
Changes in the Proportion of Budget Allocated to Staff Wages, by Jurisdiction, 1991-98		
Jurisdiction	1991	1998
British Columbia	66.2%	75.7%
Alberta	63.6	73.0
Saskatchewan	73.5	80.4
Manitoba	78.4	82.4
Ontario	73.3	77.2
Québec	69.5	73.6
New Brunswick	59.6	66.3
Nova Scotia	64.0	72.6
Prince Edward Island	65.9	71.2
Newfoundland/Labrador	48.8	66.6
CANADA	69.3%	75.3%
Source: 1991 data from <i>Caring for a Living</i> (CCDCF/CDCAA 1992), Table A59, p. 115. As noted in this report, some directors in 1991 may have included benefits in their calculation of the proportion of budget allocated to wages. Note: Data from the Northwest Territories and the Yukon are not reportable due to small sample sizes.		

The relative ordering from least to greatest expenditure on wages remained the same. As in 1991,¹⁶ centres in Newfoundland/Labrador and New Brunswick spent the lowest proportion of their budget on wages in 1998. Centres in Manitoba and Saskatchewan spent the highest proportion of their budgets on wages in both years. However, even when centres allocate a high proportion of their budget for wages the current situation still results in poor pay and few benefits. For example, in 1998 centres in Manitoba spent on average 78.4% of their budget on wages alone, yet the annual salary for a full-time teacher in that province was only \$18,703.¹⁷

The second largest proportion of the average centre's budget is spent on rent or mortgage. In 1998, 74.9% of centres had to spend money on rent or mortgage, an increase from 69.4% in 1991.¹⁸ The greatest increases in the proportion of centres spending money on rent or mortgage were in Ontario and New Brunswick (both 16.0%), Prince Edward Island (14.0%), and Newfoundland/Labrador (13.0%). Decreases in the proportion of centre funds spent on rent or mortgage occurred in Nova Scotia (13.0%), Manitoba (11.0%), and British Columbia (8.0%).

10.6 Summary

There are clearly differing resource environments for centres in different provinces. These differences reflect a mixture of government funding policies and practices, the availability of in-kind donations, and the relative proportion of non-profit and commercial centres. For example, on average, parent fees formed the lowest proportion of revenue, and government subsidies and grants the highest, for centres in Manitoba and Saskatchewan. High proportions of centres in these two provinces received subsidized or rent-free space and/or free or subsidized utilities.

At the other end of the continuum, centres in New Brunswick and Newfoundland/Labrador were the most dependent on parent fees for revenue. Centres in these two provinces obtained the lowest proportion of their revenue from government sources. They also had the lowest levels of free or subsidized rent or utilities.

There were also clearly differing expenditure patterns in different provinces. Centres in Alberta, Newfoundland/Labrador, New Brunswick, and Prince Edward Island, on average, spent a smaller proportion of their budget on wages and a higher proportion on rent or mortgage than did centres in other provinces. These were the only four provinces in our sample where 60.0% or more of the respondents were from the commercial sector. In contrast, centres in the two provinces in the sample with the lowest proportion of commercial centres, Saskatchewan and Manitoba (97.6% and 97.4% respectively), reported spending the highest proportion of their budgets on wages and the lowest on rent or mortgage.

Notes

- 1 CCDCF/CDCAA 1992.
- 2 "Average" is used here to refer to the average of all centres that participated in this study.
- 3 Newfoundland/Labrador announced in April 1998 that it would be reinvesting \$4.6 million annually from the National Child Benefit Program in improving and expanding licenced child care services. This is expected to result in increased government funding and less reliance for revenue on full-fee parents. However, no increased government funding had occurred at the time of data collection. Similarly, Québec's institution of \$5/day parent fees, to cover all children from birth to age four by the year 2000, will reduce reliance for revenue on fees actually paid by parents and increase reliance on government grants.



- 4 See Chapter 9 for additional information about the distribution of subsidized children by province and territory.
- 5 Childcare Resource and Research Unit 1997, p. 56; Childcare Resource and Research Unit, in press.
- 6 Helen Sinclair, Department of Health and Community Services, Newfoundland/Labrador.
- 7 See Chapter 9.
- 8 In Nova Scotia, fee subsidies are granted only to those non-profit centres that are "registered" (operated by community-based organizations).
- 9 Information on the differential treatment of non-profit and commercial centres from Childcare Resource and Research Unit, in press.
- 10 Doherty, Friendly, and Oloman 1998, Appendix E, p. 75.
- 11 All 1991 statistics in this section derived from *Caring for a Living* (CCDCF/CDCAA 1992), Table A58, p. 114.
- 12 CCDCF/CDCAA 1992, Table A48, p. 108.
- 13 Helburn 1995, Chapter 11.
- 14 CCDCF/CDCAA 1992, Table A51, p. 111.
- 15 Helburn 1995, pp. 284-285; Phillips, Howes, and Whitebook 1991, p. 63, Stremmel 1991, p. 293.
- 16 CCDCF/CDCAA 1992, Table A59, p. 115.
- 17 See Chapter 6 for additional information on wages and benefits.
- 18 CCDCF/CDCAA 1992, Table A50, p. 110.

Chapter 11

Changes in Centres over the Past Three Years

Donna S. Lero, Gillian Doherty, Hillel Goelman, Annette LaGrange, and Jocelyne Tougas

11.1 Introduction

Previous chapters have identified changes between two discrete points in time, 1991 and 1998. This chapter explores changes that occurred over a three-year period, approximately mid-1995 to mid-1998. The material is based on a series of questions that asked directors to indicate whether changes had occurred in the previous three years in: (1) their centre's cash revenue or in-kind donations; (2) program characteristics and/or services; (3) staffing patterns; (4) benefits provided to staff; or (5) programming. Follow-up questions asked directors who identified a change to describe the nature of the change and to indicate the main reason for it. The Centre Questionnaire is reproduced as Appendix C.

11.2 Centre Revenues and In-Kind Donations

Changes in centre revenue affect the capacity of a centre to hire and retain well-educated staff, to provide appropriate wages and benefits, and to purchase programming materials. In some cases, reductions in funding and/or in-kind donations can be handled. A centre may be able to regroup by seeking alternative funding sources, shifting the ages of children served, and/or reducing program activities and payments to

staff. In other cases, a serious revenue reduction or one of lesser magnitude over a longer period of time can result in partial or complete centre closure.¹

Directors were asked whether any changes had occurred in their centre's cash revenue and/or in-kind donations during the past three years. If there had been changes, directors were asked whether parent fees had increased or decreased, and whether provincial/territorial grants, fee subsidies, their own fund-raising, in-kind donations or other sources of revenue had increased, decreased, or been eliminated.

Nationally, 54.0% of directors reported that their centres had experienced a change in the financial area during the preceding three-year period. In seven out of ten provinces, more than half of all centres experienced some change in revenue amounts or revenue sources.²

Provinces in which the smallest proportion of centres experienced increases or decreases were Newfoundland/Labrador, where only 40.0% of centres experienced any change, New Brunswick (42.2%), and Ontario (48.5%). As illustrated in Table 11.1, between half and three-fifths of centres experienced increases and/or decreases in Manitoba, Québec, Nova Scotia, Prince Edward Island, and British

Table 11.1											
Changes in Centre Revenues as Reported by Directors, Mid-1995 to Mid-1998, by Jurisdiction (% of centres within jurisdiction)											
	CAN	BC	AB	SK	MN	ON	PQ	NB	NS	PEI	NF
Centres experiencing any change	54.0%	57.9%	78.6%	72.4%	50.0%	48.7%	51.6%	42.2%	52.1%	55.8%	40.0%
Parent Fees											
No change	59.3	58.7	31.4	45.7	73.7	63.0	60.7	77.3	52.4	62.8	82.3
Increased	29.7	32.5	59.4	49.2	16.4	28.1	22.3	13.4	35.7	23.2	5.3
Decreased	11.0	8.8	9.3	5.2	10.0	8.9	17.0	9.4	11.9	14.0	12.4
Prov'l/Terr'l Grants											
No change	69.0	69.3	33.7	58.6	76.3	81.6	60.2	64.5	88.2	79.0	79.7
Increased	11.0	12.3	1.6	41.4	18.7	3.2	25.0	—	—	—	—
Decreased/Eliminated	20.1	18.4	64.7	—	5.0	15.2	14.8	35.5	11.8	21.0	20.3
Fee Subsidies/Subsidy Rates											
No change	71.0	78.1	33.6	63.8	90.0	76.3	65.4	79.3	86.3	86.0	89.5
Increased	12.4	7.9	52.2	28.5	3.7	5.5	12.7	4.7	—	—	5.3
Decreased/Eliminated	16.6	14.0	14.2	7.8	6.2	18.2	21.9	16.1	13.7	14.0	5.3
In-Kind Donation											
No change	82.1	78.9	68.0	84.5	82.6	87.2	81.7	75.3	77.5	100.0	92.1
Increased	4.2	6.1	3.3	7.8	11.2	4.4	1.6	4.0	6.4	—	—
Decreased/Eliminated	13.7	15.0	28.7	7.8	6.2	8.4	16.7	20.7	16.1	—	7.9
Notes: Shaded cells show provinces where more than 20% of centres experienced an increase or decrease; boldface denotes circumstances where 30% or more centres increased or decreased within a jurisdiction. Data were available for an estimated 97.6% of centres represented by the sample. Data for the Yukon and Northwest Territories are not presented separately due to small sample sizes, but data from the territories are included in national figures.											

Columbia. In Saskatchewan, 72.4% of centres reported changes in centre revenue or revenue sources, as did 78.6% of centres in Alberta.³ On a national basis, similar proportions of non-profit and commercial centres had experienced change in the financial area or in the receipt of in-kind donations (53.7% and 55.4% respectively).

Table 11.1 presents a summary of the major changes noted in parent fees, provincial grants, fee subsidies, and in-kind donations within each province. The numbers in Table 11.1 include centres that experienced no change, as well as those that experienced an increase or decrease in one or more areas. The following points are of particular interest:

- Of the three primary sources of centre revenue (parent fees, provincial grants, and fee subsidies), change occurred most often in parent fees, typically as an increase.
- Canada-wide, the majority of centres reported no significant change in revenue from provincial grants between mid-1995 and mid-1998. The exceptions were a considerable proportion of centres that experienced an increase in Saskatchewan (41.4%) and Québec (25.0%), or a decrease in New Brunswick (35.5%) and Alberta (64.7%).
- Fee subsidies/subsidy rates as a source of revenue remained unchanged for centres in most provinces, but again with some exceptions. A considerable proportion of centres in Alberta and Saskatchewan reported an increase in the proportion of revenue from fee subsidies (52.2% and 28.5%, respectively). In other provinces, those centres that experienced a change in fee subsidies or subsidy rates tended to experience a decrease.
- In most provinces, in-kind donations had not changed. The exceptions were Alberta and New Brunswick where a substantial proportion of centres experienced a reduction.
- There appear to be three different provincial patterns. Reading “down” the columns in Table 11.1, one can note clear situations in which:
 - (a) There is little reported change, but the change that is evident shows a disinvestment or decrease in public funds from both provincial grants and fee subsidies (New Brunswick, Newfoundland/Labrador, Ontario, and Prince Edward Island).
 - (b) Changes reflect a planned shift in direction regarding the allocation of public funds to child care programs. This was most evident, in quite disparate ways, in
 - *Québec* (provincial grants increased while subsidies decreased as a new system of public funding is ushered in);⁴
 - *Saskatchewan* (where centres saw an increase in provincial grants and fee subsidies in a province that implemented a wage enhancement grant in 1996 and is promoting the use of child care for early intervention purposes); and
 - *Alberta* (where provincial operating grants were cut each year and government funds transferred into fee subsidies. This was accompanied by increases in parent fees).
 - (c) There is little reported change (for example, Manitoba). What appears is a mixed pattern of increases for some centres and decreases for others.

11.2a Changes in Parent Fees

Parent fees directly affect the affordability of centre care and influence a centre's ability to maintain child enrollments and hence its operating revenue. Nationally, parent fees remained unchanged in 59.3% of centres represented by the sample. In 29.7% of centres parent fees increased, while 11.0% of centres saw a decrease in parent fees.

Fees increased in approximately one-third of centres in British Columbia (32.5%) and Nova Scotia (35.7%) and in about half of the centres in Saskatchewan (49.2%) and Alberta (59.4%). A substantial proportion of centres in Alberta and Saskatchewan also reported an increase in fee subsidies as a proportion of centre revenue. This was not the case in British Columbia or Nova Scotia. Because we have no specific data on the actual amount by which fees increased, it is not possible to determine if such increases matched, exceeded, or were below increases in the cost of living in these provinces. Nor is it possible to determine the extent to which fee increases offset other reductions in centre revenue, such as reductions in operating grants.

A decrease in parent fees was most notable in Québec (17.0% of centres), which may reflect associated changes in Québec's new funding approach to child care services (see Appendix E). Decreased fees were also reported by 12.4% of centres in Newfoundland/Labrador, where 20.3% of centres reported a reduction in provincial grants and only 5.3% reported an increase in fee subsidy as a source of revenue. This scenario suggests financial difficulties for centres in a province with a depressed economy.

Parent fees increased in 31.7% of commercial centres and in 28.9% of centres in the non-profit sector.

11.2b Changes in Provincial Grants

Overall, 69.0% of centre directors reported no change in provincial grants to their centre, 11.0% experienced an increase, and 20.1% reported a decrease in, or the elimination of provincial grants as a source of centre revenue. Based on directors' reflections of the three-year period ending in the spring/summer of 1998, there was least change in provincial grants to centres in Nova Scotia (where only 11.8% of centres reported a change), and Ontario (18.4% of centres).

Centres in Alberta experienced the most change. In Alberta, 64.7% of centre directors reported that provincial grants had decreased or been eliminated, only 1.6% reported an increase, and 33.7% reported no significant change. (External sources have confirmed that government operating grants were reduced on an annual basis between 1993 and 1998 [inclusive], and that these changes were instituted on a province-wide basis. It is not clear why a third of centre directors reported "no change" in provincial grants). By contrast, less than one-fifth of centres reported a decrease in, or the elimination of, provincial grants in most other jurisdictions. The exception was New Brunswick, where 35.5% of centres reported a loss of provincial grants.

Saskatchewan was another unique case. In that province, 58.6% of centres reported no change in provincial grants in the previous three years, while 41.4% reported an increase and no directors reported a decrease. (We note that the Saskatchewan government increased provincial grants for centres providing care to children at risk and introduced child care wage enhancement grants in non-profit centres across the province in 1996. Again, it is not clear why some directors in that province reported "no change" given these circumstances.)

Nationally, almost the same proportion of non-profit and commercial centres reported no change in their receipt of provincial grants (69.3% and 68.7% respectively). However, a slightly larger proportion of non-profit centres had experienced an increase (12.4% compared to 8.8% of commercial centres), and more commercial centres had experienced a decrease or the elimination of provincial/territorial grants (22.5% compared to 18.3%). These national auspice differences reflect, in part, the government grant practices in effect in provinces with a high proportion of centres of one or the other auspice type.

11.2c Changes in Fee Subsidies⁵

Canada-wide, 71.0% of centre directors represented by our sample reported no change in fee subsidy per child or the overall amount of subsidies for their centre. Another 12.4% of centres reported an increase in funds available through fee subsidies, while one in six programs (16.6%) reported a decrease.

Increases in fee subsidies or subsidy rates were most notable in Alberta (52.2% — in part replacing the loss of operating grants), and Saskatchewan (28.5%). Decreases were most evident in Québec (21.9%) and Ontario (18.0%).⁶ The finding that commercial centres were more likely to report an increase in fee subsidies/subsidy rates than non-profit centres (20.0% in comparison to 8.6%) was largely accounted for by changes in Alberta, where a large proportion of centres are commercial. By contrast, non-profit centres were somewhat more likely to sustain a decrease in fee subsidies or subsidy rates (19.0% compared to 12.4% in commercial centres) — a pattern most attributable to shifts in Québec and Ontario, both of which have a high proportion of non-profit centres.

As noted in Chapter 9, centres vary dramatically in the extent to which they provide subsidized care. On average, subsidies account for about a third of centre revenue. However, some centres are far more reliant on fee subsidies since they primarily serve a low-income community or a special population. Other centres may have no, or very few, subsidized children enrolled. In centres that provide care for many subsidized children, the situation of no increase in subsidies or in per diem rates over a number of years, which has been common practice in most jurisdictions, is much like an imposed freeze on centre revenues. The effect is to squeeze the amount available for staff wages and other improvements, especially when other costs (heat, hydro, food, supplies, rent, and taxes) increase. Centres that experience a significant decrease in centre revenues due to a loss in the number of fee-subsidized children may not have any difficulty if they can easily replace that child/those children with others whose parents can, and are willing to, pay the full fee. In some communities and in some centres, however, the challenge of increasing the number of full-fee paying parents may be considerable.

11.2d Changes in In-Kind Donations

Nationally, 51.3% of centres represented by our sample reported receiving some type of in-kind donation in 1998, most often in the form of subsidized rent or rent-free space, toys or equipment, free or subsidized utilities, or free or subsidized janitorial/maintenance services (see Chapter 10). As noted in U.S. research, significant in-kind donations allow centres to direct funds to increased wages and benefits and to quality enhancements for the centre.⁷ When asked about changes, 82.1% of centre directors reported no change in in-kind donations, 4.2% reported an increase, and 13.7% reported a decrease in, or the elimination of, in-kind donations to their centre. Reductions were most notable among centres in Alberta (28.7%), New Brunswick (20.7%), Québec (16.7%), and Nova Scotia (16.1%). Such reductions can be particularly painful when they are accompanied by cuts in other areas, such as government operating grants or fee subsidies.

11.2e Other Changes to Finances

The majority of directors (70.5%) reported no change in revenue from their centre's own fundraising efforts, 13.8% reported an increase and 15.7% a decrease. Fundraising as a source of revenue increased most in Ontario (19.5%) and decreased most in Alberta (26.3% of centres) and Québec (21.0%). Directors also reported on an unspecified "other" category, with 93.6% reporting no change.

11.2f Summing Up

Canada-wide, 46.0% of centres reported no increases or decreases in centre revenues or in-kind donations. More than half of the centres (54.0%) experienced change in one or more important components of centre finances in the three-year period from mid-1995 to mid-1998. The most prevalent changes across all centres were:

- an increase in parent fees (29.7% of all centres);
- a decrease in, or the elimination of, provincial/territorial grants (20.1% of centres); and
- a decrease in fee subsidy rates and/or in the proportion of centre revenues from fee subsidies (16.6% of centres).

Some centres experienced multiple changes. Based on reports from directors, we estimate that change occurred in *both* the amount of funding available from provincial/territorial grants and parent fees in 47.9% of all centres. In those cases, the most common pattern was an increase in parent fees when provincial/territorial grants either decreased or were eliminated. This pattern was most obvious in Alberta, where almost half of all centres (49.2%) reported this combination of changes.

11.3 Centre Characteristics and Services

Changes in centre characteristics and/or services need to be considered in context. Some changes result from a change in the community demographic profile and/or the affordability of child care fees. Others stem from changes in particular provincial policies and funding practices. Centres also experience change in response to changing labour market trends that affect both the demand for child care for children in certain age groups and the availability of staff for child care jobs.

Changes are often interrelated. A centre that is expanding may change locations or expand to another building, add an age group, and increase or decrease the proportion of part-time staff accordingly. Similarly, a centre that is struggling with low enrollments may drop a program or program components, and reduce benefits or change them in ways that are less expensive but still agreeable to staff in order to maintain morale.

Directors were first asked if there had been any change in their centre's organizational characteristics or the service they provided during the previous three years (mid-1995 to mid-1998). If a change had been made, directors were asked for further information on the nature of the change and the main reason it. These questions were open-ended. Table 11.2 indicates the prevalence of change in centre auspice, location, age of children served, the distribution of children across age groups within the centre, and program components.

Table 11.2	
Changes in Program Characteristics and Services Provided, Mid-1995 to Mid-1998	
Type of Change	Proportion of Centres
Centre auspice	2.7%
Shift to or from operating in more than one building	8.8
Change in age of children served	20.2
Change in the distribution of children across age groups	20.4
Change in program components (e.g. addition of a kindergarten, school-age or Head Start program)	14.6

Overall, 43.1% of directors reported change in one or more of these broad aspects of centre organization and service. The proportion of centres that experienced some change in organizational characteristics ranged from 23.0% of centres in Prince Edward Island to 51.5% of centres in Nova Scotia. Between two-fifths and half of centres experienced a change in broad program characteristics in Saskatchewan, Manitoba, Québec, and Ontario.

11.3a Changes in Auspice

Provinces with the highest proportion of centres reporting an auspice change were Newfoundland/Labrador and Prince Edward Island. In both cases, 6.7% of centres reported having changed auspice. Nationally, when centres changed auspice, it was most often to non-profit status (except in Newfoundland/Labrador).

11.3b A Shift to or from Operating in More Than One Building

Shifts either to consolidate programs at a single location or to expand to another location were reported for 8.8% of centres. These shifts were most prevalent in Alberta, Ontario, British Columbia, and Nova Scotia, where between 10.5% and 12.9% of centres changed physical location. Changes in centre location were most frequently enrollment-related (either to increase enrollments or in response to decreased enrollments).

11.3c Changes in Age Groups Served and/or Distribution of Children within Age Groups

Either a change in the age of children enrolled *or* in the distribution of children across age groups was reported by 31.5% of all centres. A change in *both* the age groups served *and* the age distribution of children was reported in 8.8% of centres. These changes have implications for the availability of centre care for children of specific ages, for staffing patterns, and for revenues and expenditures.

(i) Change in Age Groups Served

A change in the age of children served was reported by 20.2% of the centres. The most common changes were adding care for infants and toddlers or adding care for school-age children. In all, three-quarters of centres that changed age groups added to their capacity; while just under one-quarter dropped an age group, most often infants and toddlers. When centres that added and those that dropped infant/toddler

care are considered together, the net change was an increase of about 2.4% of centres providing care for this age group across the whole country.

Within individual provinces there were typically more gains than losses. A net increase in centres providing infant/toddler care was most evident in Alberta, Saskatchewan, and Nova Scotia. Increases in care for school-age children were most notable in Newfoundland/Labrador, Alberta, Ontario, and Manitoba. Almost two-thirds of the centres that increased care for preschoolers as an age group were located in Québec. This change parallels the growth in child care demand for preschoolers stimulated by that province's recent policy change to \$5.00 a day child care.

Age group changes were made in both the commercial and non-profit sectors. Commercial centres were only slightly more likely to add care for the youngest and oldest age groups. Decreased provision of infant/toddler care occurred more often among non-profit centres.

When asked about the main reason(s) for change in the age of children served, directors most often indicated that they were responding to community need or parent demand (accounting for 50.1% of all answers). One in eight centres (12.9%) changed the age groups they serve specifically for financial reasons. Financial reasons were cited by 46.7% of directors as the reason for dropping infant/toddler care.

(ii) Change to the Distribution of Children in Age Groups within the Centre

Changes in the distribution of children across age groups within centres largely mirror the pattern just described for changes in the age groups served. Change in the age distribution within centres was noticeable in about one-quarter of the centres in Québec and Saskatchewan (25.6% of Quebec centres, and 25.9% of centres in Saskatchewan). The most common shifts reported were fewer infants and toddlers (27.3%), more infants and toddlers (25.0%), and more preschoolers (20.3%).

11.3d Changes in Program Components or Services Provided

Approximately one in seven centres reported the addition of a new program component between 1995 and 1998. The addition of a program for kindergarten or junior kindergarten children was by far the most common change (noted by 40.9% of centres where a change in program components was reported). The addition of this type of program was most frequent in Ontario, Québec, Alberta, and Manitoba (affecting 3.0% to 7.0% of the centres in each province). In many cases, this change may mirror the expansion or contraction of kindergarten programming in local communities.

Centres also reported adding a school-age program, an infant program, or a Head Start or CAP-C component (CAP-C, like Head Start, targets children deemed to be "at risk"). A Head Start or CAP-C program was added in 1.5% of centres across the country. The addition of a specific focus on early intervention through Head Start or CAP-C programs, while evident in only a small number of centres nationwide, is important. It represents another force acting on child care — that is, a growing tendency in some jurisdictions towards the use of child care as early intervention and the use of targeted funding models. The implications include the restriction of enrollment to children who meet certain criteria, and the need for program modifications.

11.3e Summing Up

The findings in this section suggest little change in centre auspice, and evidence of both expansion and contraction in child care centres. Expansion, when it occurred, was particularly evident in an expanded

age range of children accommodated within centres, especially children attending kindergarten or the earliest grades in school. Expansion often was motivated by a desire to meet parental demand and community need, and to increase centre enrollments, thereby increasing centre revenues. Contraction appeared most often when service was dropped or reduced for infants and toddlers, who are an expensive group to serve because of the higher staff-child ratios required for optimal care. Reductions in infant/toddler care reportedly were most often for financial reasons.

11.4 Staffing Patterns

Centres may change their staffing patterns for a variety of reasons; however, regardless of the reason, such changes usually have implications for the program and/or the other staff. For example, time-limited contracts may be used to cover someone who is on maternity leave but will be returning to the centre. They may also be used as a cost-saving measure, since contract staff are usually not eligible for all the benefits provided to permanent staff. In either case, a substantial use of contract staff has implications for the continuity of the relationship between teaching staff and children, and for the capacity of staff to effectively maintain a team approach in their work with children and parents. The addition of a school-age program is likely to increase the use of part-time staff. This in turn increases the number of staff to be supervised by the director — and therefore the director's workload.

We asked directors about changes in the previous three years in: (a) the use of part-time teaching staff; (b) the use of staff employed on time-limited contracts; (c) the use of the centre for placements for college and university students; and (d) the use of volunteers in the centre. In each case, we asked if a change had occurred, whether the change had been an increase or decrease, and the main reason for change. Almost two-thirds of directors (65.2%) reported some change in one or more of these aspects. Table 11.3 summarizes the information they provided.

11.4a Greater Use of Part-Time Staff

More than one in four centre directors (27.4%) reported a greater use of part-time teaching staff in their centre in the three years preceding data collection. The provinces in which more than 30.0% of centre

Table 11.3			
Changes in Staffing Patterns, ECCE Student Placements, and Volunteers, Mid-1995 to Mid-1998			
	Proportion of centres		
Type of Change	Increase	Decrease	No change
Use of part-time teaching staff	27.4%	5.5%	67.1%
Use of teaching staff on time-limited contracts	20.4	1.3	78.3
Use of centre for placements for college or university ECCE students	16.6	5.0	78.5
Use of volunteers (other than students on placement)	11.2	2.4	86.4

directors reported an increase in the use of part-time teaching staff included Saskatchewan (31.0%), Ontario (34.6%), and Manitoba (39.9%). About one in eight centre directors in Newfoundland/Labrador (11.6%) and Prince Edward Island (12.5%) reported a decreased use of part-time teaching staff.

There were also differences by auspice. Almost one-third (30.7%) of centre directors in non-profit centres reported an increase in part-time staff, as did 43.5% of Ontario municipal centre directors. By contrast, increased part-time employment of teaching staff was reported in a smaller proportion of commercial centres (19.6%).

Directors who reported an increase in the use of part-time teaching staff provided several reasons for this change. The most common reason (provided by 43.0% of directors) was program enrollment. Unfortunately, directors did not specify whether they were referring to enrollment increases or decreases, or to a larger proportion of children enrolled on a part-time basis. It would appear that all three are plausible alternatives. Enrollment declines lead to greater operating deficits and a desire to reduce staff wages and benefits. Enrollment increases for this population of centres most often co-occurred with an expansion of care provided for kindergarten and school-age children, a group for whom part-time staff appointments would be expected to be more common. Indeed, the second most common reason (20.6%) provided to account for increases in part-time staff positions was program expansion. The third most common reason given was a shortage of full-time staff available, referred to by 13.3% of directors who had increased their use of part-time staff. Financial issues was the main reason cited by 12.3% of directors.

11.4b Greater Use of Teaching Staff on Time-Limited Contracts

An increased use of short-term or time-limited contracts between 1995 and 1998 was reported by 20.4% of directors nationwide. In most provinces, an increase in short-term employment of teaching staff was reported in 8.0% to 13.0% of centres. Larger increases in the use of time-limited contracts were reported in Québec (17.7%), Ontario (25.9%), and Manitoba (31.6%). Given the distribution of centres in auspice categories within these three provinces, it was not surprising to see that short-term employment reportedly increased in 27.0% of non-profit centres, but only in 6.9% of commercial centres.

When directors were asked why they had increased their use of short-term contracts, 50.1% indicated that they did so to accommodate periods of maternity leave, illness, or personal leave. Another 19.8% said their reason related to enrollments, 12.6% cited program expansion, and 10.4% gave financial considerations as their main reason.

11.4c Use of the Centre as a Placement for ECCE Students

In 1998 nearly three-quarters of centres (74.8%) were providing supervised learning opportunities for students from post-secondary programs in Early Childhood Education and related fields. One in six centres reported that they had increased their involvement in ECCE placements between 1995 and 1998. Increased involvement was most prevalent in Manitoba (22.7%) and Newfoundland/Labrador (35.0%). A decreased role for centres was notable in Prince Edward Island, where 17.4% of centres reduced use of their centre for student learning.

Almost seven in ten directors (69.6%) reported increasing their student placement opportunities at the request of the local college. Another 19.0% cited the benefits to the centre as the main reason for

increased involvement with student placements. However, it is worth noting that supervising students and involving them appropriately adds to staff workloads and increases their involvement in multi-tasking (attending to the needs of both students and children as learners). Interestingly, while not many centres decreased their involvement as a site for student learning, the most common reason given when this did occur was the additional stress that student placements imposed on centre staff.

11.4d Change in the Use of Volunteers

In 1998, about one-fifth of centres reported involving parents and other community members as volunteers in direct work with the children. According to 11.2% of directors, involvement of volunteers increased in their centre between 1995 and 1998. The most common explanation, cited by 57.1% of directors, was that there were simply more volunteers willing and available for this purpose. Program expansion was the second most common reason for increased use of volunteers (17.3% of directors).

11.4e SummingUp

The findings in this section indicate that the greatest change in staffing patterns was the increased use of part-time staff (reported by 27.4% of centres) and of staff on time-limited contracts (20.4%). While directors indicated that increased use of part-timers was most often associated with a change in enrollment, they did not specify what the change was. Given the increase in school-age programs noted earlier in this chapter, in some instances additional part-time staff would have been hired for a program which only operates part of the day. Fifty percent of directors indicated that an increased use of time-limited contract staff was associated with covering for a permanent staff member who was on leave of absence. The other most frequently cited reasons were enrollment changes (20%), program expansion (13%), and financial considerations (10%).

11.5 Benefits Provided to Staff

In addition to wages, one of the important ways centres can attract and support staff is by providing benefits. Access to extended health care coverage and dental/drug plans, payment or co-payment of disability insurance, contributions to a pension plan, and paid sick days and vacation leave are among the benefits employees value most. Thus, good benefits may contribute to staff retention. Chapter 6 provides information on the benefits available in 1998 and makes some comparisons with what was available in 1991. In this section we explore how benefits changed in the three years prior to data collection and the main reasons for the changes.

11.5a Increases, Decreases, and Restrictions

Interestingly, some centres increased some benefits, while decreasing or restricting others. We estimate that 15.2% of centres increased benefits (with no decreases or restrictions), and an equal proportion only decreased or restricted benefits. In an additional 10.0% of centres, a new or increased benefit was introduced along with a decrease and/or restriction in other benefits. Table 11.4 summarizes the extent of changes in benefits provided within centres in each province. Increased benefits were most notable in Saskatchewan, Manitoba, and Nova Scotia. Decreases in benefits were most evident in Manitoba and Ontario. (Manitoba had the highest proportion of centres with simultaneous increases and reductions.) There was least change in benefit provision in New Brunswick and in Prince Edward Island.

Table 11.4				
Proportion of Centres with Changes in Staff Benefits, Mid-1995 to Mid-1998, by Jurisdiction				
Jurisdiction	No change in benefits provided	Increase in benefits provided	Decrease in benefits provided	Restrictions introduced in benefits provided
British Columbia	65.4%	26.6%	13.4%	9.9%
Alberta	65.1	17.5	19.0	11.5
Saskatchewan	40.0	45.4	10.3	13.6
Manitoba	44.9	39.9	24.6	17.0
Ontario	55.4	28.8	23.7	13.7
Québec	60.1	24.4	15.6	12.7
New Brunswick	81.3	13.4	14.1	4.3
Nova Scotia	64.8	32.2	8.9	10.1
Prince Edward Island	70.8	16.7	18.9	6.3
Newfoundland/Labrador	67.6	20.8	14.1	0
CANADA	59.6%	26.6%	18.5%	12.1%
Notes: Centres may have introduced several changes, e.g. adding a new benefit, or increasing provision while reducing or dropping another benefit, or restricting its provision only to certain staff within a centre. Hence, numbers do not add to 100.0%. Data for the Yukon and Northwest Territories are not presented separately due to small sample sizes, but are included in the national figures.				

Comparisons across auspice categories were also interesting. Changes in benefits were far more likely in non-profit centres than in commercial centres. Increases in benefits occurred in 32.1% of non-profit centres, but only in 15.2% of commercial centres; however, decreases and restrictions of benefits were also more frequent in non-profit centres (see Table 11.5).

Table 11.5				
Proportion of Centres with Changes in Staff Benefits, Mid-1995 to Mid-1998, by Auspice				
Centre auspice	No change in benefits provided	Increase in benefits provided	Decrease in benefits provided	Restrictions introduced in benefits provided
Commercial	74.9%	15.2%	12.7%	4.7%
Non-profit	52.6%	32.1%	20.6%	15.7%
Notes: Data from municipal centres are not included in this Table. Among centres in which any changes in benefits were introduced, non-profit centres were three times more likely to report simultaneously increasing and decreasing/restricting staff benefits.				

11.5b The Types of Changes Made

(i) Increases

The addition of new benefits and/or increases to existing benefits, when they occurred, were concentrated in four areas:

- Extended medical or dental coverage: 33.3% of centres;
- Increased vacation time or paid days off: 15.4% of centres;
- Sick leave benefits: 12.6% of centres;
- RRSP or other pension benefits: 12.5% of centres.

Which benefits were increased varied across provinces; for example, the benefit that was increased or expanded most often in New Brunswick and Québec was vacation days, while centres in Newfoundland/Labrador, British Columbia, and Ontario more often increased medical or dental coverage.

(ii) Decreases

Similarly, decreases and/or reductions in benefits, when they occurred, were also concentrated, particularly in two areas:

- Extended medical or dental coverage: 37.5% of centres; and
- Sick leave benefits: 20.6% of centres.

(iii) Restrictions

A restriction in benefits was reported in one in eight centres nationwide in the period between mid-1995 and mid-1998. In the majority of such cases, increases were restricted to full-time staff or decreases were applied only to part-time staff. In some cases, increases were limited only to staff who had been in the centre for some length of time (for example, one year, or in one case, five years). Interestingly, in a subgroup of centres (20.4% of those reporting new restrictions), a decrease was applied only to full-time staff or an increase was provided only to part-time staff, presumably in an effort to reduce inequities among staff working side-by-side.

11.5c The Major Reasons for Changes in Benefits

Three main factors reportedly accounted for changes in benefits — whether these changes were increases, decreases, or restrictions. These influences were:

- financial capacity;
- the desire to accommodate staff concerns through mutual agreement between staff and the director/owner; and
- an owner's individual decision.

When increases did occur, the primary reason given was to accommodate staff (46.9%). We estimate that in about one-third of the centres in which increases occurred, this was facilitated by collective bargaining with unionized staff. Cuts or decreases in benefits were predominantly explained as resulting from

financial pressures on the centre (77.0%), as was the case when benefits were restricted to certain categories of staff (61.0%).

The numbers presented in this section provide the facts about changes in benefits. The experiences of directors and staff become more visible in the examples provided by directors when describing their situations. In some cases, they tell the story of considerable creative efforts to stretch each dollar further.

- *“One staff gets half-price child care while her wage rate remains frozen at \$5.75 per hour. This is her choice. The child care benefit is more than the pay raise would be.”*
- *“We now have a higher number of contract positions who are not offered benefits. This is mainly for financial reasons.”*
- *“We’ve added extended medical and dental benefits . . . in hopes of attracting good staff.”*
- *“We stopped paying for non-statutory holidays, e.g. Easter Monday. Instead the money is funnelled into increased wages, which were previously frozen.”*
- *“I made a number of changes:*
 - *Have instituted a professional development fund to encourage employee training,*
 - *Paid sick days and vacation days have increased for senior staff to encourage them to stay long-term,*
 - *Decreased paid sick time for first year employees — too costly, especially if staff turn over quickly,*
 - *Overall, benefits increased, but access is now more limited in the first year.”*

11.5d Summing Up

Canada-wide:

- in 59.6% of centres, there were no changes in benefits provided to centre staff;
- in 26.6% of centres, benefits were added or were increased;
- in 18.5% of centres, benefits were cut or reduced; and
- in 12.1% of centres, changes were made that restricted benefits or benefit increases to certain types of employees (usually only to full-time staff).

Increases in benefits were reported most frequently in Saskatchewan (45.5% of centres), Manitoba (39.9%) and Nova Scotia (32.2%). Manitoba also had the highest proportion of centres reporting decreases (24.6%), followed by Ontario (23.7%) and Alberta (19.0%). Providing benefits can be costly to centres, thus it is not surprising that many directors explained having had to decrease or restrict benefits as being the result of financial pressures on the centre.

11.6 Programming

11.6a Program Activities

One of the most important ways in which centre practices may change that has not been studied in previous research relates to the learning activities and the curriculum offered to children within the centre.

Quality child care involves well-planned activities that enhance children's physical, cognitive, language, and social-emotional development, and provide opportunities to learn through play with a range of materials, toys, and books. Field trips, both in the local neighbourhood and to specific external locations (a farm, a fire hall, the local library, a local business), add additional learning opportunities as well as introducing considerable richness to the program. However, the ability to provide a stimulating program is tied to centre resources, be they people or supplies and equipment.

Directors were asked whether there had been any significant changes in the program they provided for children in the three years preceding data collection and, if so, what had changed, and what was the main reason for that change.

A little over a third of all centre directors (34.5%) reported some changes to the program activities. Of those who provided additional information, 35.0% described additional enrichments, including more field trips, special learning programs, more arts, music or science activities, or the addition of a special summer program. This reflects an enrichment of program activities in approximately 9.5% of all centres represented in our sample. Enriched program activities were most often reported by centre directors in Québec (15.7%), Saskatchewan (15.1%), Manitoba (13.7%), and Alberta (12.4%). The primary reason given for increasing or adding program activities was to enrich the program (67.2% of directors).

- *"Our summer program has been improved to include more field trips. . . . Usually summer enrollment decreases, so we created an exciting program. Now we are fully booked."*
- *"More field trips and enriched programming, Montessori and Piaget-based. More staff are taking formal training. Music and movement is offered to all preschoolers by a professional dance teacher."*

Almost twice as many centre directors (17.4% nationwide) reported cutting back on trips, music and art activities, and other features of the program offered to children. Reductions in program activities were reported by close to one-fifth of centre directors in eight of the twelve jurisdictions, ranging from 18.9% in Prince Edward Island, Alberta, and British Columbia to 24.4% in New Brunswick. Québec and Saskatchewan were the only provinces in which reductions in program activities were rare (8.3% and 5.0% of centres, respectively). The dominant reason given for cuts to program activities was financial pressures (75.1%). Descriptions provided by directors tell the story of how centre resources (financial resources, volunteers, and the availability of safe and suitable transportation) impact on the program provided to children.

- *"Fewer field trips in summer months . . . vacations are taken; there are no volunteers."*
- *"Fewer field trips . . . supervision and transportation are too difficult."*
- *"Fewer field trips . . . we are not centrally located and bus fares have increased significantly in the last few years."*

In other cases, directors mentioned changes to insurance as a factor that made transportation difficult or too expensive. The contribution of volunteers and parents' involvement also emerged as factors that could enable or decrease the frequency and nature of program activities.

11.6b Changes in Parental Contributions

We also asked directors whether the centre now requested or required that parents provide things that had previously been provided by the centre. While most centre directors reported no change in this facet of

centre operations, almost one-sixth of centre directors (16.3%) reported now requiring or requesting that parents provide (additional) materials or supplies. Centres were most likely to report required provision by parents of:

- diapers and infant formulae (7.5% of all centres);
- food, including snacks and birthday cake (2.6% of centres); and
- classroom supplies and materials (1.4%).

In addition, 2.4% of directors reported an increased request/requirement that parents be involved in field trips. Requiring greater parental provision of materials and participation in program activities can be seen as stemming from a greater desire to involve parents in enriching the program. However, in our sample the main reason appeared to be financial pressure. Increased requirements for parental provision of materials was most notable in Alberta (22.7% of the centres in that province), and Manitoba (29.9%). A request/requirement for parental provision of materials was reported in 18.2% of non-profit centres and 13.7% of commercial centres.

11.7 Other Changes

Our final question in the exploration of changes within the previous three years was open-ended and asked directors to identify any other significant changes in policies or practices. Over a quarter of directors (26.7%) replied that there had been changes, the most commonly identified were:

- *changes in fee and payment policies*: these included changes in the scheduling of payments, the imposition and enforcement of late fees or overdue fee penalties, and efforts to clarify parental financial responsibilities;
- *changes in personnel policies*: these included the development of a code of ethics and policies related to wage increases and to professional development;
- *changes in or new program policies*: these included behaviour management policies for staff, anti-racism and anti-bias policies, and policies related to food, allergies, and children's health/sickness.

All other response categories were more infrequent or idiosyncratic, and included factors already covered in other areas (programming changes, changes in age groups, and so on).

11.8 Summary

This chapter illustrates the considerable amount of change that occurred in centres during a three-year period. For example:

- 54.0% of centres experienced some type of change in their cash revenue and/or their receipt of in-kind donations. In seven provinces, this type of change was experienced by more than half the centres in the province;

- 31.5% of centres reported a change in the age of children enrolled and/or the distribution of children across age groups;
- one in seven centres reported the addition of a new program component, such as kindergarten, a school-age program, or Head Start;
- 27.4% of centres reported an increased use of part-time staff and 20.4% reported an increased use of time-limited contracts for teaching staff; and
- 34.5% of centre directors reported having either enriched their program activities or reductions in activities, such as field trips.

Sometimes it was clear from directors' comments that changes were inter-related. An increased use of part-time staff might parallel the addition of a school-age component. Financial pressures were cited as reasons for closing infant/toddler programs, for reducing staff benefits and for cutting back on field trips.

Change can affect the very economic viability of a centre or provide an opportunity to innovate and expand into an under-serviced area. In either case, change is a challenge that demands the expenditure of considerable time and effort and often requires the exercise of creativity.

Notes

- 1 Unfortunately, no data exist in Canada to track the number of centres that have closed or been forced into bankruptcy. Recent findings from a 1997 follow-up to the U.S. Staffing Study (Whitebook, Howes, and Phillips 1998) suggests that commercial centres, centres that paid staff the lowest wage rates, those with a larger proportion of inexperienced staff, those with high staff turnover rates, and centres that were rated lower in quality in 1989 were least likely still to be in business in 1997. In Canada, in background work for the Canadian Policy Research Network's comparative analysis of provincial family policies, key informants in Alberta suggested a high rate of centre closures in that province. See Canadian Policy Research Networks, Inc. 1999.
- 2 The wording of the question was such that directors may have answered either by describing significant change in the amount of money received in one or more categories, or in terms of change in the percentage of total centre revenues attributable to a particular source.
- 3 Because the number of centres in our sample from the Yukon and Northwest Territories was quite small, breakdowns within these two jurisdictions are not reliable. It appears from the numbers available that little change occurred in financial resources between mid-1995 and mid-1998 in both jurisdictions. Data from centres located in the two territories are included in national data.
- 4 In September, 1997 the Quebec government initiated a program whereby all parents are charged only \$5.00 a day to send their child to a centre, with the remainder of the cost covered by a government grant to the centre. The program is being implemented incrementally each year by age group. In 1997 it applied to all four-year-olds with all three-year-olds becoming eligible in September 1998. These changes mean a decrease in reliance on parent fees and on fee subsidies as provincial grants form a greater proportion of centre's revenues.
- 5 Directors may have interpreted the wording of this item to mean either of two things: a change in the per diem rate allocated for subsidized children enrolled in the centre, or a change in the total amount of centre revenues obtained from fee subsidies.
- 6 Decreased amounts of fee subsidies in Québec likely reflect the phasing in of that province's new funding approach, in which fee subsidies are being replaced as a significant source of funding. Ontario centres have seen reductions in fee subsidies as a result of shifts in provincial social assistance policies, including those that previously provided subsidies for single parents attending post-secondary programs on a full-time basis. Additional constraints on municipal budgets have also affected child care subsidies, and in some cases led to steep increases in the amount fully subsidized parents must cover out of their own pockets.
- 7 Helburn 1995, Chapter 11.

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Chapter 12

The Most Pressing Issues Facing Child Care Centres

Donna S. Lero, Gillian Doherty, Hillel Goelman, Annette LaGrange, and Jocelyne Tougas

12.1 Introduction

The preceding chapters provided clear evidence that operating and sustaining a high quality child care centre in Canada is an extremely challenging task. We asked directors to tell us in their own words what had been the three most pressing issues facing their centre in the previous year. While individual responses varied, a content analysis revealed several themes on which there was widespread agreement (see Table 12.1). These themes can be grouped into three main categories:

- **Financial issues:** financial stability, government funding, salaries and benefits, the building and facilities;
- **Enrollment issues:** low enrollments, more part-time children. These, of course, have financial implications; and
- **Staffing issues:** finding and retaining qualified staff, staff turnover, staff shortages, staff morale, staff training.

Table 12.1	
The Most Pressing Issues Facing Centres in 1998, as Reported by Directors	
Most pressing issue facing the centre	Proportion of centres
Financial stability	38.0%
Staff salaries and benefits	27.3
Low enrollments, more part-time children	22.6
Staff training, finding and retaining qualified staff	21.4
Government funding	20.1
Staff morale	19.4
Staff turnover, staff shortages	16.9
Concerns about the building and/or facilities	16.9

Other responses provided by directors indicated concern about obtaining the supplies and equipment necessary for providing a quality program, shifts in government policies or possible shifts that might threaten staff wages or centre viability, and the administrative challenges of managing a centre and working with staff, children, and families.

Previous chapters have provided considerable information about centre finances, wages and benefits, and staff turnover.¹ This chapter will focus on the issue of maintaining child enrollment levels and the challenges of staff recruitment, retention, and replacement.

12.2 Maintaining Enrollment

Empty spaces and significant fluctuations in enrollments can be major problems for child care programs. Fixed expenses, such as rent or mortgage, janitorial services, and utilities, remain largely the same from month to month, whether a centre is 80% full or 100% full. The capacity to pay staff salaries and benefits on an ongoing basis is also affected by enrollment vacancies, as is the capacity to make improvements in the centre, or purchase program materials and equipment. Vacant spaces are especially serious for centres that have experienced significant reductions to their financial base or are in danger of experiencing this circumstance.

Vacancies can be considered from two perspectives:

1. Whether or not all spaces in a centre are full — this is a yes/no question; and
2. The number of vacant spaces relative to the total number of licenced spaces, that is, the vacancy rate.

In our opinion, vacancy rates provide a more accurate picture of vacancies and the meaning these have for centres than does simply knowing whether a vacancy exists or even how many spaces are vacant. Two centres, each with five vacant spaces, experience a different set of circumstances when one centre can accommodate 25 children, while the other would normally enroll 75 children. The vacancy rate in the first

case would be 20.0%, while in the second it would be 6.7%. Financial consequences would obviously be more serious for the smaller centre. We will present information on vacancies from both perspectives to enable comparison with the information collected in 1991 for the *Caring for a Living* survey.

12.2a Centres with Vacant Spaces

When the 1998 data were collected, 45.6% of directors reported that all of their spaces were currently filled, 52.9% reported some vacancies, and 1.5% declined to answer. (When percentages were recalculated to exclude missing data, the estimate of centres with all spaces full was 46.3%.)

The *Caring for a Living* study reported that in 1991 all spaces were filled in 37.5% of centres Canada-wide. British Columbia, Manitoba, and the Yukon were the only jurisdictions in which the majority of centres were full. At that time, the average number of unfilled spaces was 9.2 spaces among centres that had any vacancies.² The *Caring for a Living* study also reported that 9.8% of centre directors thought that filling spaces was very difficult, and 29.9% that it was difficult; 37.2% of directors thought that keeping the centre full was easy, and 23.2% that it was very easy.³

In 1998, a greater proportion of centres were completely full (46.3%), although Manitoba and Québec were the only provinces in which more than half of all centres had all spaces full (see Table 12.2) The average proportion of centres with no vacant spaces ranged from 62.5% in Manitoba and 60.0% of centres in Québec to about a quarter of centres in both Newfoundland/Labrador and Alberta.

In contrast to 1991, when commercial centres were less likely to have all spaces filled, in 1998 there was no major difference between commercial centres and those in the non-profit sector. In the commercial sector, 45.0% of centres reported no unfilled spaces, compared to 46.8% of non-profit centres.

Table 12.2		
Percentage of Centres with All Spaces Filled, by Jurisdiction, 1991 and 1998		
Jurisdiction	1991	1998
British Columbia	57.4%	41.7%
Alberta	32.7	24.7
Saskatchewan	39.0	40.3
Manitoba	57.3	62.5
Ontario	32.9	47.5
Québec	36.7	60.0
New Brunswick	26.1	42.6
Nova Scotia	33.3	30.8
Prince Edward Island	32.0	41.3
Newfoundland/Labrador	33.1	25.0
CANADA	37.5%	46.3%
Notes: 1991 data from CCDCF/CDCAA 1992, Table A55, p. 113. Data for the Northwest Territories and the Yukon are not reportable due to small sample sizes.		

We did not ask directors how difficult they thought it was to fill empty spaces. Instead, we asked about the reasons spaces were unfilled, and whether some spaces were unfilled by choice on the part of the director. The reasons given for vacancies are provided in a later section.

Comparisons regarding vacancies between 1991 and 1998 should be interpreted with some qualifications. A direct comparison would be simple if samples and methodologies were exactly the same and if there had been no underlying changes in the nature of the service offered in the two time periods. Inevitably, however, there are differences in sampling strategies and in the samples obtained. These are described in Chapter 2. In particular, readers should note that the distribution of centres across provinces was somewhat different for the two studies, with fewer centres participating in 1998 from Saskatchewan, Manitoba, and New Brunswick, but more centres participating from Ontario and Québec. The proportion of centres from the non-profit, commercial, and municipal sectors also varied slightly.

12.2b Centre Vacancy Rates

As noted above, a centre's vacancy rate refers to the number of vacant spaces relative to the number of licenced spaces. Directors who indicated that some spaces were not filled at the time of the survey were asked to indicate the number of unused full-time equivalent spaces in each of four age categories. Within-centre vacancy rates were calculated by dividing the number of unused spaces by the total number of children enrolled plus unused spaces. Separate rates were calculated for each age group when possible.⁴

(i) The National Picture

When all centres are included in calculations (those with no vacancies and those with vacant spaces), the average vacancy rate nationwide was 8.4%; when vacancy rates were calculated only for centres with vacancies, the average vacancy rate was 17.3%.

We reported earlier that relatively similar proportions of non-profit and commercial centres were completely full (46.8% and 45.0% respectively). However, in centres with unfilled spaces, commercial centres were likely to have more vacancies. The average calculated vacancy rate for all commercial centres was 10.9%, compared to 7.3% for non-profit centres. Moreover, 21.9% of commercial centres had vacancy rates above 20.0%, including 12.3% of centres with a vacancy rate above 30.0%. Only 11.2% of non-profit centres had vacancy rates above 20.0%, less than half of these had vacancy rates exceeding 30.0%. When considering these auspice differences in vacancy rates, it is important to remember that a larger proportion of commercial centres nationally had 25 or fewer children (24.5% in comparison to 12.3%). As noted earlier, the same number of vacancies results in a higher vacancy rate in a smaller program than in a larger program.

(ii) Provincial Differences

Table 12.3 provides both average vacancy rates and information about the distribution of centre vacancy rates within each province. Differences observed between provinces reflect, in part, differences in the proportion of small or large centres in a province. Newfoundland/Labrador, New Brunswick, and British Columbia are the three provinces with the largest proportions of small centres. The affordability of group care is another factor that influences vacancy rates, as is the need for child care (a factor that is often tied to the provincial unemployment rate).

Table 12.3					
Average Vacancy Rates and Proportion of All Centres in Four Categories Based on Vacancy Rates, by Jurisdiction, 1998					
		Categories of centre vacancy rates			
Jurisdiction[a]	Average vacancy rate	No vacancies	1-10% of capacity	11-20% of capacity	Over 20% of capacity
British Columbia	10.8%	45.3%	11.3%	25.5%	17.9%
Alberta	19.5	27.8	11.1	19.7	41.5
Saskatchewan	10.2	43.6	19.1	15.4	21.8
Manitoba	3.7	72.5	14.5	7.2	5.8
Ontario	7.3	50.2	22.6	16.4	10.8
Québec	2.8	67.5	22.2	7.7	2.6
New Brunswick	14.2	44.7	12.8	11.3	31.2
Nova Scotia	13.8	35.2	18.0	14.8	32.0
Prince Edward Island	9.7	51.2	7.0	18.6	23.2
Newfoundland/Labrador	11.8	41.8	0	41.8	16.4
CANADA	8.4%	51.2%	18.3%	15.9%	14.7%
<p>Notes: The average vacancy rate was calculated by averaging all within-centre vacancy rates in a jurisdiction. Rates reflect all centres, including those with all spaces filled at the time of data collection.</p> <p>Rates could only be calculated if directors provided information both about the number of vacant spaces and the number of children enrolled in their centre. Such information was available for 90.2% of the weighted sample. The percentage of centres with a 0% vacancy rate is 51.2% in this table (rather than 46.3%) because, in some cases, directors who indicated having unused spaces did not provide other information necessary for calculating vacancy rates.</p> <p>[a] Data for the Northwest Territories and for the Yukon are not reportable due to small sample sizes.</p>					

Nationally, 7.5% of all centres had vacancy rates above 30.0%. However, there was considerable provincial variation both in average vacancy rates and in the proportion of centres with high vacancy rates. Québec and Manitoba clustered on the low end, with average child vacancy rates below 4.0% and more than two-thirds of centres reporting no vacancies. Very few centres in these two provinces had vacancy rates exceeding 20.0%. At the other end of the spectrum, Alberta, New Brunswick, and Nova Scotia had average vacancy rates above 10.0% and a substantial proportion of centres with vacancy rates over 20.0%. In all three of these provinces, the availability of government grants other than fee subsidies is low (see Chapter 10, Table 10.1). In such circumstances, centres must rely heavily on parent fees for revenue and may have great difficulty in maintaining stable, high enrollments.

(iii) Differences within Age Categories

Table 12.4 provides information on the percentage of centres with any vacancies for each of four age categories, and also the vacancy rate for each age group. Vacant spaces did not appear to be much more prevalent for infants or toddlers than for preschool or school-age children. However, average vacancy rates were higher for the two youngest age groups. This reflects the tendency for centres to have a smaller proportion of infant/toddler spaces than preschool or school-age spaces. One vacancy in a capacity of eight results in a vacancy rate of 12.5%, while one vacancy in a capacity of 20 results in a vacancy rate of only 5.0%.

Table 12.4		
Centres with Vacancies in Four Age Groups, 1998		
Age Group	% of centres with any vacancies in four age groups	Average vacancy rates in four age groups
Infants, 0 to 17 months	31.0%	12.4%
Toddlers, 18 months to 2 years, 11 months	33.8	10.2
Preschoolers, 3 years to 4 years, 11 months	37.7	8.1
School-age, 5 years and older	31.2	7.7
Note: Only centres offering care on a full- or part-time basis to a particular age category are included in these calculations. Most centres have many fewer spaces allotted for infants than for older age groups.		

An empty space in a younger age group has more significance for centre finances than one in a preschool or school-age group. Provincial regulations require fewer children per staff member and smaller group sizes for infants and toddlers than for older children. These ratio and group size requirements must be met even if there is a vacant space in an infant or toddler group. Due to ratio requirements, infant and toddler care is more expensive to provide on a per capita basis than is care for older children.

12.2c Reasons for Vacant Spaces

Directors who reported vacant spaces were asked to indicate the main reason or reasons for unused spaces in their centre. Nearly a fifth (17.1%) of directors told us they had deliberately not filled one or more spaces. A few directors elaborated by explaining that they did so to maintain the quality of their program or to enable some shifts in age categories. In 6.3% of centres where there were vacancies, a deliberate choice to leave spaces unfilled was the only reason provided for having vacancies.

Eight possible reasons for vacancies were provided along with an “other; please specify” option. Directors could choose more than one reason, and many did. Table 12.5 provides a breakdown of directors’ weighted responses.

When responses were pooled, three main categories predominated as reasons for vacant spaces:

- **Cost** (identified by 48.7% of respondents): fees have increased beyond what families can afford, subsidy levels have not kept pace with fees, eligible parents cannot obtain subsidies.
- **Less demand for centre care** (identified by 48.0% of respondents): more parents are looking after their children at home, there is less demand for full-time spaces.
- **Increased market competition** (identified by 25.7% of respondents): there are more centres and thus more competition for children.

In addition, a fourth and important reason for vacancies was provided by directors who frequently wrote in as their explanation for “other” the belief that more parents are using relatives, “babysitters” or “cheaper,

Table 12.5	
Reasons Given by Directors for Vacant Spaces in Child Care Programs, 1998	
Reasons given for vacancies	Frequency
Less demand for full-time spaces	36.8%
Fees have increased beyond what parents can afford	31.6
There are more centres and more competition	25.7
Eligible parents cannot obtain subsidies	24.6
More parents are looking after their own children at home	24.3
Subsidy levels have not kept pace with fees	21.4
Deliberately have not filled some spaces	17.1
Changes in provincial regulations/ legislation	12.5
Other reason	37.7
Don't know	1.9
Note: Only directors with unused spaces were asked to identify reasons for vacancies in their centre. Frequencies reflect their responses.	

unregulated care.” Some directors mentioned yet other factors; these included a change in the availability of kindergarten programs and increased parental unemployment.

Centre vacancies are the product of several factors, which ultimately make centre care either unaffordable for parents or accessible only if staff wages and working conditions are restrained. Under these conditions, directors face major challenges that are likely to affect their capacity to invest in improvements to a centre’s physical plant, provide an enriched curriculum, and retain a stable, well-educated complement of staff.

12.2d Summing Up

A comparison of the number of centres with all spaces filled in 1991 (37.5%) and in 1998 (46.3%) suggests that maintaining enrollment is less of a problem than it was. However, these statistics do not provide as complete a picture as that provided by vacancy rates (number of empty spaces relative to the licenced capacity). Nationally, 7.5% of centres had vacancy rates above 30.0%. Alberta, New Brunswick, and Nova Scotia had average provincial vacancy rates above 10.0% and close to a third or more of the centres in these three provinces had vacancy rates over 20.0%. Vacancy rates of this magnitude make it extremely difficult to sustain financial viability. At the other end of the continuum, vacancy rates were below 4.0% in both Manitoba and Québec and fewer than 6.0% of centres in each of these provinces had a vacancy rate of 20.0% or higher.

Nearly half of directors identified the cost of centre-based care relative to what parents can afford as the main reason for vacant spaces. Nearly as many identified less demand for full-time spaces and less demand for centre care as a primary reason. Written comments from directors suggest that some of the

decreased demand is related to cost, with parents turning to relatives or the unregulated system as less expensive alternatives.

“Jobs are part-time, parents working at many jobs spiced with training courses but all still low income . . . they rely on each other, friends, grandparents, unlicensed in-home caregivers.”

— New Brunswick director

12.3 Staff Recruitment, Retention, and Replacement

As Chapter 8 illustrates, staff turnover is a major problem and the difficulty of replacing staff is exacerbated by the substantial proportion of people with ECCE training who leave the field for higher paying jobs in other lines of work. Centres are required to adhere to provincial/territorial staff-to-child ratios and training requirements. If they cannot replace staff who have left, they may have to reduce enrollment, and hence revenue, even though fixed costs such as rent or mortgage remain the same.

12.3a The National Picture

We asked directors to rate the extent to which five staff issues had been problematic for their centre in the previous 12 months using the three-point scale of: “not a problem,” “a minor problem” or “a major problem.” As illustrated in Table 12.6, finding, affording and keeping qualified permanent staff, finding qualified substitutes, and assisting staff to participate in professional development are challenges for many centre directors. Finding qualified substitutes when regular staff are ill, on vacation, or take a leave of absence appeared to be the most problematic issue. Financial concerns are again illustrated by the fact that a third of directors identified affording qualified staff and assisting staff with professional development as major problems.

Table 12.6			
The Extent to which Five Staffing Issues Are Seen as a Problem, 1998			
Staffing issue	Percentage of directors rating each issue as a problem		
	A minor problem	A major problem	Sum of ratings as minor or major problem
Finding qualified substitute teaching staff	31%	54%	85%
Affording qualified permanent teaching staff	26	32	58
Finding qualified permanent teaching staff	27	24	51
Keeping qualified permanent teaching staff	22	13	35
Providing financial assistance or paid time off to help staff undertake professional development	33	33	66

Table 12.7					
The Extent to which Five Staffing Issues Are Seen as a <i>Major Problem</i>, by Jurisdiction, 1998					
Jurisdiction	Percentage of directors rating the issue as a "<i>major problem</i>"				
	Finding qualified substitutes	Affording qualified permanent staff	Finding qualified permanent staff	Keeping qualified permanent staff	Helping staff participate in professional development
British Columbia	58.9%	39.2%	23.8%	8.7%	46.8%
Alberta	72.5	67.1	61.7	37.5	59.2
Saskatchewan	79.7	49.1	45.7	32.7	39.8
Manitoba	81.3	59.9	46.3	21.5	53.8
Ontario	42.1	16.7	10.6	5.9	22.6
Québec	52.3	24.3	18.7	8.5	17.8
New Brunswick	38.5	51.6	21.8	22.0	53.8
Nova Scotia	57.6	41.9	24.3	15.1	46.3
Prince Edward Island	62.6	31.4	25.1	7.2	35.5
Newfoundland/Labrador	46.4	26.8	31.3	14.4	43.8
CANADA	53.7%	31.7%	24.2%	12.6%	33.0%
Note: Data for the Northwest Territories and the Yukon are not reportable due to small sample sizes.					

Across Canada, 58.5% of centre directors said that at least three of the five staffing issues were problematic to some extent. Close to a quarter of centre directors (23.0%) reported that three or more of the staffing issues had been a *major problem* in their centre in the previous year. This situation was most common in Alberta and Manitoba, where 58.7% and 51.5% of directors respectively reported that at least three of the issues had been a major problem.

12.3b Provincial Variations

Table 12.7 illustrates that directors in Alberta, Saskatchewan and Manitoba, in particular, are facing major difficulties in recruiting and retaining qualified permanent staff. Finding qualified substitutes is also a major problem in these three provinces. The issue of affording qualified staff appears to be particularly critical in Alberta, perhaps because a healthy economy provides plenty of opportunities for better paying alternate jobs. Salary levels in this province are low (see Table 6.3, Chapter 6) and, of the staff who leave their centre to accept another job, a high proportion accept one outside the child care field (see Table 8.11, Chapter 8).

As noted in Chapter 10 (Section 10.5), once the average centre has covered the fixed costs of wages, benefits, rent/mortgage, and utilities, 3.0% or less of its total budget remains for other expenditures. It is not surprising that a third of directors identified "major problems" in providing financial assistance or paid time off to staff to participate in professional development.

12.3c Summing Up

In 1991, the *Caring for a Living* survey asked directors a similar, though not quite the same, question about the extent to which the five staffing issues noted above had been a problem in the previous year. In 1991, 66.0% of directors identified finding substitute staff as being a problem, while affording qualified staff ranked second, being identified by 61.0% of respondents. Funding professional development ranked third (54.0% of directors), followed by finding qualified permanent staff (40.0%) and keeping qualified permanent staff (30.0%).⁵ Responses in 1998 indicate that the same issues continued to be major problems. However, finding qualified substitute staff, finding qualified permanent staff, and assisting staff with professional development were problematic for a far higher proportion of directors in 1998. There was considerable variation in 1998 in the extent to which the five staffing issues were perceived to be major problems. A far higher proportion of directors in Alberta and Manitoba identified three or more of the issues as major problems than did directors in other provinces.

12.4 Summary

The information provided in this chapter reinforces the data provided in earlier chapters. Centres are facing major problems in the crucial areas of financial viability, maintaining enrollments, and attracting/retaining qualified staff. At a time when there has been an explosion of knowledge emphasizing the importance of children's experiences in the first few years of life, and an increase in the use of child care services, the situation in Canada's child care centres is far from optimal for the provision of quality care.

Notes

- 1 Information about centre finances is provided in Chapter 10 and also in Chapter 11, Section 11.2. Wages and benefits are discussed in Chapter 6 and in Chapter 11, Section 11.5. The issue of staff turnover is discussed in Chapter 8.
- 2 CCDCF/CDCAA 1992, p. 100.
- 3 CCDCF/CDCAA 1992, p. 102.
- 4 There is no standard way to compute vacancy rates. We recognize that there is greater complexity in calculating vacancy rates when one includes both full-time and part-time spaces, and that our formula is an imperfect estimate. Researchers wishing to pursue this matter further in order to do a complete analysis, including cost implications, would have to collect detailed information about the number and ages of children enrolled and vacant spaces in each age group, what part-time means within each centre, and fees foregone in each centre.
- 5 1991 statistics from CCDCF/CDCAA 1992, p. 121.

Chapter 13

Key Findings and Their Implications

Gillian Doherty, Donna S. Lero, Hillel Goelman, Jocelyne Tougas, and Annette LaGrange

13.1 Requirements for Quality Child Care

Evidence from the neurosciences supports the importance of active, sensitive, and developmentally attuned interactions between young children and their primary caregivers, whether they be parents or others. This evidence is consistent with the findings from seventy years of rigorous, well-documented research, starting with the detailed journals kept by Jean Piaget in the 1920s. It is also consistent with information obtained from research on compensatory programs for young children at risk for developmental delay. These three streams of research, with their consistent findings, indicate that children's experiences in their early years lay the foundation for their later emotional, social, language and cognitive skills.

For the above reason, and for many others, parents, educators, policy makers, and researchers are concerned about the experiences that children have during their early years. Research has demonstrated that child care which supports children's well-being and development is associated with certain conditions. These include:

- teaching staff who have post-secondary ECCE education,¹ feel valued,² are paid adequate wages,³ and are satisfied with their overall work conditions;⁴
- directors who have post-secondary ECCE education and specific training in program administration;⁵ and
- continuity of relationship between teaching staff and children.⁶

Study 1 of the *You Bet I Care!* project — the subject of this report — explored the extent to which conditions in child care centres across Canada are consistent with what we know facilitates high-quality care and education.

13.2 Key Findings

13.2a Caring, Committed Staff

Ninety-five percent of teachers and nearly as many directors told us that working with children is what keeps them in the job, that and the satisfaction of knowing they are helping children and their parents. As one teacher put it, “Watching the expression on a child’s face as he/she experiences something for the first time is wonderful . . . knowing that I have had the opportunity to make a difference in the life of a child is wonderful.” This strong commitment to the well-being of children and families provides an excellent foundation for building a high-quality child care system. However, to a greater or lesser extent, conditions in every jurisdiction across the country fail to support the provision of high-quality child care.

13.2b Low Levels of Staff Education and Training in Some Jurisdictions

The findings of large multi-province and multi-state studies consistently confirm the association between the post-secondary ECCE education levels of centre staff and the quality of children’s experiences in the child care setting.⁷ This body of research, plus the findings of other smaller studies, has led to the recommendation that at least two years of specialized post-secondary training is required to acquire the substantial body of knowledge and skills needed to provide quality care and education in a child care centre.⁸

In 1998, 36.0% of teaching staff in New Brunswick, 21.9% in Manitoba and 17.4% in Saskatchewan reported that they did not have *any* specific education related to the provision of child care. A course lasting less than a year was reported as their highest level of ECCE education by 26.2% of teaching staff in Alberta, 23.1% in the Yukon and 22.6% in Saskatchewan. In British Columbia, the highest level of ECCE education reported by 46.5% of teaching staff was a one-year ECCE credential or less. These findings parallel low regulatory requirements in the jurisdictions in question. There are no provincial ECCE education requirements for either directors or staff in New Brunswick. Assistant teachers and teachers in Alberta are only required to have a 50-hour orientation, while in Saskatchewan the requirement is a 130-hour orientation course to be taken within one year of starting work in a centre. Only half of the teaching staff in a Yukon centre are required to have any training — namely, a 60-hour orientation. Manitoba and British Columbia require some staff to have a one-year or ten-month ECCE credential respectively, but lack training requirements for other staff (see Appendix F).

The lack of pre-service ECCE education among teaching staff does not appear to be addressed by extensive in-service training. Participation in professional development is decreasing in spite of the recent

explosion of new knowledge in the child care field. In 1991, only 13.0% of teaching staff reported that they had not participated in professional development in the previous 12 months; in 1998, the rate of non-participation had risen to 23.8%. Among teaching staff who had participated in professional development, their participation usually involved “one-shot” workshops or conferences rather than course work that might lead to a higher credential.

13.2c Many Directors Lack Adequate Preparation For Their Job

The centre director sets the standards and expectations for teaching staff to follow, and creates the climate of the centre both as a caring and educational environment for children and as a workplace for staff. The role requires both a solid understanding of child development and the resultant program implications, and the knowledge and skills to provide leadership, successfully manage a budget, and engage in strategic planning. Not surprisingly, research studies have also found an association between the quality of centre programs and both the director’s level of ECCE-specific education⁹ and whether the director has specific training in program administration/staff supervision.¹⁰ In 1998, 47.8% of directors in Québec and 39.2% in New Brunswick lacked *any* ECCE training. On a Canada-wide basis, less than a third of directors (27.7%) had any formal training in program administration.

13.2d Centres Operating on Extremely Tight Budgets

Between 1991 and 1998, government recurring grants to centres were decreased or eliminated in Alberta, Newfoundland/Labrador, New Brunswick, Ontario, Prince Edward Island, and the Yukon (see Appendix E). Right across Canada, except in Québec, child care centres have to rely heavily for their revenue on parent fees and subsidies for low-income families. Directors are acutely aware of the need to keep fees as low as possible so that parents can afford them, thus enabling the centre to keep its spaces filled. Once centres have covered their fixed costs related to wages, benefits, rent or mortgage, and utilities, less than 3.0% of their revenue remains on average, regardless of the jurisdiction in which they operate (see Table 10.10, Chapter 10). This small amount of remaining money has to cover food for the children, toys and equipment for program provision, maintenance and repair of the physical facility, in-service training for staff, and so on. Operating on such a tight budget means few resources for the program materials and activities that form the basis for a stimulating curriculum. In the three years prior to data collection, 17.4% of directors had cut back on program activities such as music, art, and field trips. The most frequently cited reason for program cut-backs was “financial pressures.”

Tight budgets also make it challenging for centres to include children who have a disability, health problem, and/or a severe emotional/behavioural problem. While 70.1% of centres reported having included at least one child with special needs, many directors told us they had been unable to admit a child with a special need because of insufficient funds for required additional staffing and/or equipment. Infant and toddler care is more expensive to provide on a per capita basis than is care for older children. Among directors who reported having stopped providing infant/toddler care, 46.7% cited budgetary concerns as the reason.

13.2e Canada-Wide Low Wages, Few Benefits

Low wages are associated with care provider behaviour, such as harshness, that fails to support child development and may even interfere with it.¹¹ Low wages are also associated with high staff turnover levels,¹² a major concern because of the importance of continuity of care for children’s well-being and their longer-term social development.¹³ Since 1991, the purchasing power of staff salaries has, in some

provinces, remained virtually the same or decreased (see Table 6.3, Chapter 6). In 1998, the average annual wage of a full-time child care teacher (a person who has primary responsibility for a group of children and may also supervise assistant teachers) was \$22,717. On a provincial level, the average annual wage for a teacher was less than the average annual wage for a parking lot attendant in New Brunswick and Nova Scotia, basically the same in Alberta, Manitoba, and Québec, and higher by less than \$2,000 a year in British Columbia and Saskatchewan (see Table 6.5, Chapter 6). In New Brunswick, Newfoundland/Labrador, and Nova Scotia, average wages for assistant teachers and/or teachers were below Statistics Canada's low-income cut-offs (see Table 6.4, Chapter 6).

Nationally, nearly one-fifth of *full-time* teaching staff (17.8%) reported that they engage in other paid work. The majority of these people, 81.1%, said they did this other work to supplement their income. On average, people who had other paid work are engaged in it for 6.7 hours a week and on a year-round basis (only 2.1% of people so engaged reported doing other paid work solely during their vacation). The provision of quality child care is physically and emotionally demanding. Engagement in additional paid work has implications for the individual's stamina and, as a result, for their ability to provide sensitive, responsive care to children.

Benefits that provide some longer-term security, such as disability insurance or a pension plan, are rare (see Table 6.9, Chapter 6). For example, a centre pension plan is available to fewer than 25.0% of teaching staff. The combination of low wages and poor benefits makes it very difficult for centre staff to prepare adequately for retirement. Thus jobs outside child care that offer a better wage and benefits package may look very attractive. On a Canada-wide basis, 72.7% of assistant teachers, 74.7% of teachers, and 76.2% of supervisors felt that they would have to leave child care in order to earn more money. In the 12 months prior to data collection, 38.1% of teaching staff who left to accept another job accepted one outside the child care field.

13.2f Poor Morale, Particularly among the Better Educated/More Senior Staff

Highly committed directors and teaching staff are crucial for the continued availability and quality of centre-based child care. As noted earlier, a very high proportion of teaching staff and directors love the day-to-day aspects of their job. Nevertheless, the findings of this study indicate poor morale and the potential for high turnover rates. Only 8.2% of teaching staff and 9.6% of directors reported that they felt their job was respected by the general public. The proportion of teaching staff who said they would not choose child care as a career again nearly doubled between 1991 and 1998 from 16.2% to 35.1%. To make matters worse, the proportion indicating they would not choose child care again was higher among staff with higher levels of education. Among teaching staff with an ECCE-related B.A. or higher degree, 46.0% said they would not choose child care again, as did 35.9% of those with a two-year ECCE credential. In contrast, only 23.7% of people whose highest level of education was a high school diploma made this response. For better educated staff, the discrepancy between their salary and what they could be earning in a different field given their years of education may increase the likelihood of dissatisfaction with their career choice. The proportions of staff indicating dissatisfaction with their career choice also increased with job level (assistant teacher, teacher, supervisor). Thirty-three percent of assistant teachers said they would not choose child care again, compared to 41.2% of supervisors.

Over one-fifth of child care teaching staff (22.2%) stated that they did not expect to be in the child care field in three years' time. Research has found centre staff who say they intend to leave their job are more than four-and-a-half times as likely to have left within 12 months than those who did not express this intention.¹⁴

Table 13.1	
Turnover Rate at Different Wage Levels, Assistant Teachers and Teachers, 1998	
Average hourly rate for highest paid person in the position	Average centre turnover rate
Assistant teachers:	
less than \$8.50	46.1%
\$8.50 to \$10.99	22.6%
\$11.00 and over	16.9%
Teachers:	
less than \$10.50	40.0%
\$10.50 to \$13.99	22.7%
\$14.00 and over	19.6%

13.2g High Staff Turnover

Higher levels of care provider warmth and responsiveness occur in adult/child relationships that continue over time.¹⁵ This finding may reflect the adult's greater ability to interpret the communication patterns of a child who is well-known and to respond on the basis of an understanding of the child's developmental level. On a Canada-wide basis, 63.7% of centres reported having had at least one teacher or assistant teacher leave within the previous 12 months. Some turnover is to be expected as people go on maternity leave, return to school, move to another community, and so on. However, turnover rates were substantially above the national average of 21.7% in Alberta (44.8%) and Saskatchewan (32.2%).

The findings of this study suggest that low wages are a major reason for high staff turnover rates. At the centre level, as the hourly wage increased, centre turnover rates decreased (see Table 13.1).

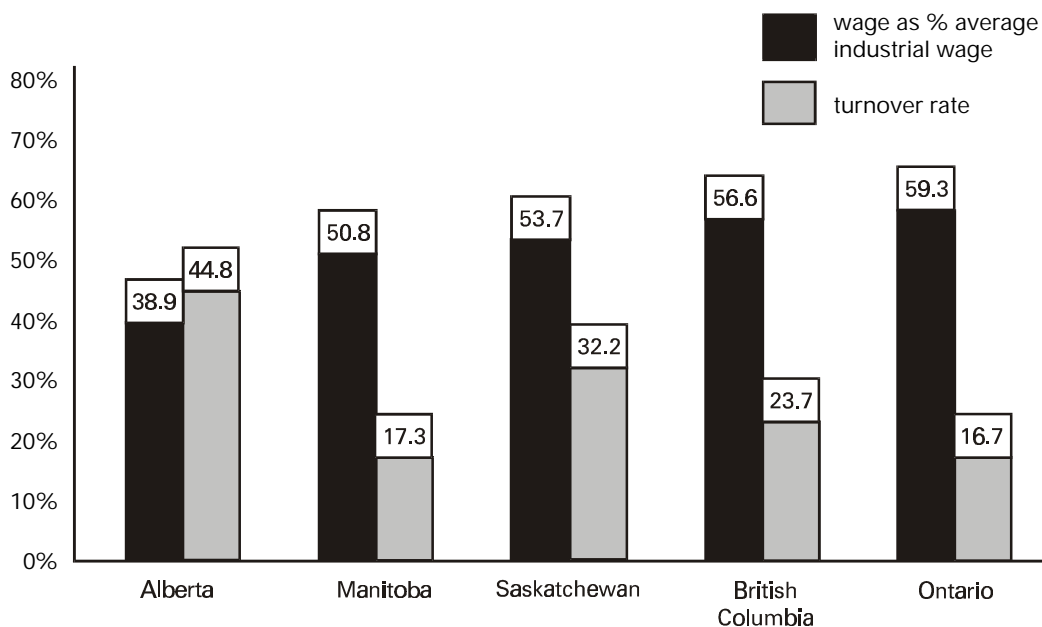
Figure 13.1 illustrates the association between the provincial teaching staff turnover rate and the average hourly wage of full-time teaching staff as a percentage of the average hourly industrial wage for full-time salaried employees in the same province. We have used only those four provinces where the unemployment rate was below the national average in 1998 (and therefore alternative jobs were readily available). As Figure 13.1 shows, there was a tendency for the teaching staff turnover rate to be higher in those provinces where teaching staff salary levels were lower in proportion to the average industrial wage.

13.2h Variation and Inequity across Jurisdictions

The conditions known to be associated with child care quality have been consistently found across various provinces and U.S. states. However, the same consistency does not exist in provincial/territorial staff ECCE education regulations, the availability of operating grants for centres, or the availability of fee subsidization. Training regulations range from none in New Brunswick, to Alberta's requirement that all staff have a 50-hour orientation, to Ontario's regulation that at least one person working with each group of children must have a two-year or higher ECCE credential (see Appendix F). Similarly, while Alberta, New Brunswick, and Newfoundland/Labrador do not provide centres with any annual operating grant, Québec is implementing a \$5.00 a day fee for parents with the remainder of the cost being covered by a

Figure 13.1

Association between Teaching Staff Turnover Rate and Wage Levels of Teaching Staff as a Percentage of the Average Industrial Wage, Selected Provinces, 1998



Sources: Average industrial wage by province from Statistics Canada, 1999b; average wage for full-time teaching staff calculated from the Staff Questionnaire.

Note: Information in Figure 13.1 refers to full-time teaching staff and the average industrial wage for full-time salaried employees.

provincial grant (see Appendix G). Income ceiling levels for fee subsidy eligibility, as well as the extent to which eligible families can actually obtain fee subsidization also vary across the provinces and territories.¹⁶

The above variations are reflected in the research findings showing between-jurisdiction differences in actual staff educational levels (see Table 4.3, Chapter 4), in wages (see Table 6.1, Chapter 6), and in staff turnover rates (see Table 8.1, Chapter 8). The variations also contribute to the substantial differences across jurisdictions in the fees that parents have to pay for centre care (see Table 10.6, Chapter 10) and the extent to which fee subsidization is available. As a result, both the affordability of centre care and the likelihood that the neighbourhood centre is operating under conditions that support the provision of a quality program depends upon where the family lives.

13.2i The Continuation of Centre-Based Child Care May Be in Jeopardy

Centres have fixed costs that continue regardless of their enrollment levels. When a centre has more than 20% of its child spaces empty, its financial viability is severely compromised. In 1998, 41.5% of centres in Alberta, 32.0% in Nova Scotia, and 31.2% in New Brunswick were facing this situation. In other

provinces, such as Newfoundland/Labrador, the ability of centres to function is compromised by high turnover rates and difficulty in finding staff. Our findings also raise a concern about the loss of future directors and leaders in the field. High levels of supervisors leaving to accept positions outside the child care field were noted in several provinces (see Table 8.8, Chapter 8).

13.3 Implications

The research findings reported in this document demonstrate the challenges currently facing child care centres as they endeavour to provide quality child care. There is an urgent need to address the following issues:

1. The current method of funding child care.
2. The current low levels of remuneration; this is directly tied to the current method of financing child care.
3. Provincial/territorial regulations pertaining to staff education and the current limited accessibility and affordability of pre- and/or in-service training in many jurisdictions.
4. Staff and director perception of lack of respect from the public.
5. The lack of a coordinated policy approach to ensure that high-quality child care is available to all children in Canada, regardless of where they live or their family income.

13.3a The Current Method of Funding Child Care

The current method of funding child care in Canada contributes to low staff salaries and high turnover rates, and has a negative effect on children's experiences in child care settings. It also results in regulated child care not being affordable for many parents who need or want this service.

The heavy reliance on parent fees and subsidies for low-income parents for centre revenue, with no, or only small, government grants, forces directors to keep fees as low as possible to increase the likelihood that parents can afford them. Artificially low fees that do not cover the true cost of providing care and education translate into extremely tight centre budgets. Thus quality care can only be provided if teaching staff subsidize its actual cost through their low wages. Cost subsidization through low staff wages in the United States has been found to vary in worth from US\$153 per child per month to US\$535 per child per month depending on the type of centre and the age of the children in question.¹⁷ Low wages and poor benefits contribute to the difficulties reported by directors in attracting well-educated staff who have the knowledge and skills required to provide quality care. Our findings indicate that low wages and poor benefits also contribute to poor staff morale and high staff turnover rates. High turnover is stressful for children and disrupts the continuity of care which is so important for quality. In addition, children are negatively affected when a centre's tight operating budget restricts the availability of funds for program materials and activities that foster skill development.

Even though directors attempt to keep fees as low as possible, centre-based care is not affordable for some parents. In 1998, the median monthly fee for full-time care in a child care centre was \$531 for infants,

\$477 for toddlers, and \$455 for preschoolers (3 to 5.11 years). If a family has two children under the age of six, the cost of full-time centre care can be in the neighbourhood of \$12,000 a year. Currently, up to \$7,000 a year can be deducted from one parent's taxes for each child under age 7.¹⁸ However, the parents have to pay for child care as they use it and wait several months for their tax refund. Many young parents are at the beginning of their working lives when income levels are at their lowest. These parents cannot afford to pay \$1,000 a month for child care. However, they may be earning "too much" to qualify for even a partial government fee subsidy. In most jurisdictions, only very low income families are eligible for fee subsidization. Parents who cannot afford regulated care must either give up the second income or use cheaper informal (unregulated) care. Informal care does not have to meet even basic health and safety standards and is not monitored by any outside agency.

Much has been written in the past couple of years about the value of high quality child care to society as a whole and the need to support its provision by supplementing parent fees with public funding.¹⁹ In a recent study, two Canadian economists (Gordon Cleveland and Michael Krashinsky) demonstrated that high quality publicly funded child care (assuming a 20% parental contribution scaled to income) would provide a benefit to society in the order of two dollars for every dollar spent.²⁰ Martha Friendly has eloquently delineated the challenges that might be faced in implementing public funding for child care as a result of the history and current realities of federal/provincial/territorial relationships.²¹ Instituting public funding for early care and education services across Canada, which could address both the affordability issue and the need to improve staff wages, would require considerable cooperation, commitment, and teamwork among the federal, provincial, and territorial governments, and representatives of the aboriginal community. However, Friendly²² and others²³ believe that public funding for child care could be implemented, given the political will, and have described scenarios that might be used to implement such funding.

13.3b Staff Education Levels

A considerable body of existing research strongly suggests that regulations pertaining to staff ECCE education levels should be consistent across the country and require people in the position of "teacher" (in charge of a group of children) to have a minimum of a two-year ECCE credential (or its equivalent if obtained on a part-time basis). In most jurisdictions there is no government requirement that the majority of teaching staff in a centre have the two-year ECCE credential deemed necessary for basic entry-level competence (see Appendix F). As illustrated in Table 4.3, Chapter 4, 18.2% of teaching staff on a Canada-wide basis either lack any ECCE training or have only a course lasting less than one year. We also believe that it would be desirable to institute a requirement that all new directors have some formal training in program administration before assuming this position. No jurisdiction in Canada requires directors to have specific training in program administration and less than a third in our study had such preparation.

Raising the regulatory requirements for ECCE education and its actual level, along with increasing access to training, would require coordinated and complementary action by government, training institutions, and the child care community. A phase-in period would also be necessary so that current staff could upgrade their credential if required and colleges could produce new graduates with the two-year credential.

Regulations pertaining to ECCE education levels are the responsibility of the provincial and territorial governments. In addition to increasing required ECCE levels as indicated above, the role of the provincial/territorial governments (in partnership with the federal government) might include the provision of financial incentives to training institutions to encourage them to develop/expand ECCE education programs. There is also a potential role for both levels of government in the provision of financial assistance to students through bursaries, scholarships, and loans to help off-set the cost of their college or university education. Opportunities for part-time study and distance education are particularly limited and serve as a real barrier to training in many areas. There are also gaps in the types of training available — for example, specific training to work with infants or for older school-age children.²⁴ Training institutions could assist in addressing these problems by expanding their current programs and the alternate ways in which they deliver training. If they had adequate funding, centres could encourage people to seek a two-year credential by giving preference when hiring to candidates with this level of education. The ability to pay wages that recognize the investment that college graduates have made in their education would also be an incentive for people to obtain college or university credentials.

Knowledge of how children develop and their developmental needs is constantly expanding, with the result that concepts of best practice in child care are constantly evolving. In-service training and opportunities for participation in professional development activities are therefore important for the provision of quality care and education. The finding that participation in professional development has decreased between 1991 and 1998 is of concern. The most frequently cited reasons for non-participation were “everything is too costly,” followed by responses that indicated lack of availability of professional development opportunities. These responses point to the need for major new initiatives to address the issues of the availability and affordability of on-going opportunities for centre staff to expand their skills and knowledge.

13.3c Staff and Director Perception of Lack of Respect from the Public

The perception of not being valued or respected contributes to poor staff morale and turnover, and may impede recruitment of new workers into the field. Our findings point to a substantial increase in the extent to which teaching staff and directors feel that their work is not valued by the general public. This indicates the need for a public education campaign that ties the increasing evidence of the importance of the early years to a recognition of the value of the people who work in child care. Such a campaign might also increase public support for the use of government funds to invest in the care and education of young children and for the payment of adequate remuneration to child care staff.

13.3d The Lack of a Coordinated Policy Approach

The objectives of care and education services for children prior to school entry in Canada vary considerably across and within jurisdictions. The range of objectives includes providing opportunities for healthy child development, ensuring that children are school-ready, supporting parents’ engagement in the paid workforce and supporting the transition of single mothers from welfare to work.²⁵ The lack of a Canada-wide vision for early childhood care and education that is reflected in these various objectives contributes to the substantive variation in the range of services offered, the way in which services are funded, the affordability of services, and the standards, if any, related to service provision. This inequality and inconsistency points to the need for a coordinated policy approach across the provinces and territories, developed through discussions between the federal and the provincial/territorial governments.

Notes

- 1 Arnett 1989; Berk 1985; Dunn 1993; Friesen 1992; Howes 1983; Howes, Smith, and Galinsky 1995; Lyon and Canning 1995; Ruopp et al. 1979; Whitebook, Howes, and Phillips 1990.
- 2 Neugebauer 1975; Whitebook et al. 1982.
- 3 Berk 1985; Jorde Bloom 1988; Whitebook et al. 1982; Whitebook, Howes, and Phillips 1990.
- 4 Berk 1985; Phillips, Howes, and Whitebook 1991.
- 5 Jorde Bloom 1992; Jorde Bloom and Sheerer 1992; Bredekamp 1989.
- 6 Kontos and Fiene 1987; Whitebook, Howes, and Phillips 1990.
- 7 For example, Doherty and Stuart 1996; Helburn 1995; Whitebook, Howes, and Phillips 1990.
- 8 Bredekamp and Copple 1997; Goelman, in press; Pence and Griffin 1991.
- 9 Bredekamp 1989, p. 6; Helburn 1995, p. 287; Jorde Bloom 1992, p. 142.
- 10 Jorde Bloom 1992, p. 142.
- 11 Whitebook, Howes, and Phillips 1990.
- 12 Helburn 1995; Whitebook, Howes, and Phillips 1990; Whitebook, Sakai, and Howes 1997.
- 13 Clifford et al. 1999, p. 8.
- 14 Manlove and Guzell 1997, p. 157.
- 15 Kontos and Fiene 1987, p. 63; Rubenstein and Howes 1979, p. 18.
- 16 Childcare Resource and Research Unit, in press.
- 17 Culkin, Morris, and Helburn 1991, p. 77. Note that this subsidization by staff was in addition to government parent fee subsidies. The calculations are based on the income foregone compared to what could be earned by people with the same level of formal education outside the child care field.
- 18 Jenson and Stroick 1999, Table 4.
- 19 Cleveland and Krashinsky 1998; Council of Ministers of Education, Canada 1998; Friendly, in press; Keating and Hertzman 1999; Kent 1999; McCain and Mustard 1999; National Council of Welfare 1999b; National Forum on Health 1997.
- 20 Cleveland and Krashinsky 1998, p. 72.
- 21 Friendly, in press.
- 22 Friendly, in press.
- 23 Child Care Advocacy Association of Canada 1994; National Council of Welfare 1999b, Chapter 5.
- 24 Beach, Bertrand, and Cleveland 1998, 102-119.
- 25 Friendly, in press.

Appendix A

Staff Questionnaire

General instructions

This questionnaire is for staff members who are working directly with children under age six. It includes questions to help us develop a profile of child care teachers across the country — your experiences, education, the multiple roles you have, and your feelings about your centre and the child care field in general.

Many of the questions simply require you to choose the relevant response from a list of options. Therefore, the questionnaire is not as long as it appears! Trial runs indicate that it takes approximately 40 minutes to complete the whole questionnaire. Please provide an answer to *each* question, unless specifically instructed to skip a question or questions. Providing an answer to each question may require filling in the box beside the option “don’t know.”

All the information that you provide will be treated confidentially. When you are finished, remember to fill out the form included with this questionnaire if you want to be entered in the draw for \$50. cash. Put the completed questionnaire into the enclosed stamped self-addressed envelope that was provided and mail it to:

Applied Research and Evaluation Services
University of British Columbia
Room 6, 2125 Main Mall
Vancouver, B.C. V6T 1Z4

If you have any questions, feel free to contact Gillian Doherty between 9 am and 6 pm (Ontario time) toll free at 1-888-664-6026.

Section A: Child care experience

- A1 Do you spend most of your day with a specific classroom or group of children in your centre?
- ☐ No (Skip to A3)
- ☐ Yes
- A2 What are the ages of the children in this group? (Please indicate all options that apply).
- ☐ 0 - 17 months old
- ☐ 18 - 35 months old
- ☐ 3, 4 and 5 year olds
- A3 Are you primarily working in any of the following programs within your centre:
- ☐ a program for children with special needs?
- ☐ a kindergarten program?
- ☐ a Head Start or early intervention program?
- ☐ an ESL (English as a second language) program?
- ☐ a program specifically for the children of teen mothers?
- ☐ none of the above?
- A4 Do you have supervisory responsibility for Early Childhood Education (ECE) students doing a practicum placement in your centre?
- ☐ No (Skip to A6)
- ☐ Yes
- A5 Approximately how much time a week do you spend supervising practicum students when they are in your centre?
- _____ hours a week
- A6 In **addition** to caring for children, approximately what percentage of your time is spent in each of the following activities in **a typical work week**? (A rough estimate is alright. We recognize that the combined time spent on these activities may not be 100%).
- _____ % planning and preparation (e.g. assembling materials for an activity)
- _____ % interaction with parents (e.g. conversation, phone call)
- _____ % meal and/or snack preparation and clean-up
- _____ % staff supervision (e.g. staff allocation, performance appraisals)
- _____ % meetings with people other than parents
- _____ % supervising practicum students (students on placement)

_____ % administration (e.g. ordering supplies)

_____ % maintenance (e.g. cleaning, repairing)

_____ % other, please specify _____

A7. In a **typical work week**:

- a) how many hours are you regularly scheduled to work?
- _____ hours per week
- b) how many hours of unpaid overtime, if any, do you work **at your centre?**
(e.g. attending staff or parent meetings, preparing activity materials)
- _____ hours per week
- c) how many hours of unpaid overtime, if any, do you work at **another location?** (e.g. preparing work-related materials at home)
- _____ hours per week

A8 How often does your centre have scheduled meetings of all the teaching staff?

- ☐ never
- ☐ less than once a month
- ☐ once a month
- ☐ twice a month
- ☐ three times a month
- ☐ four times a month
- ☐ more than four times a month

A9 Is your attendance at staff meetings:

- ☐ during your regular paid scheduled work day?
- ☐ paid overtime?
- ☐ unpaid overtime?

NOTE: Different provinces and territories use different terms to describe the position a person may have in a child care centre. In order to obtain some consistency in the way people respond, please read the following definitions carefully. You will need to use them to answer the next two questions.

ASSISTANT TEACHER refers to a person who works with children under the direction of another teacher, a supervisor, or the centre director.

TEACHER refers to a person who has primary responsibility for a group of children. This person also may have supervisory responsibilities for assistant teachers.

SUPERVISOR refers to a person who has primary responsibility for a group of children and also has supervisory responsibilities for teachers.

- A10 According to the above definitions, what was your **starting** position at this centre?
- ☐ Assistant Teacher
- ☐ Teacher
- ☐ Supervisor
- A11 According to the above definitions, which best describes your **current** job?
- ☐ Assistant Teacher
- ☐ Teacher
- ☐ Supervisor
- A12 In years and months, how long have you worked at this centre? (Include leave of absence, e.g. maternity leave).
- _____ years and
- _____ months
- A13 In years and months, how long have you held your **current** position at this centre? (Include leave of absence, e.g. maternity leave).
- _____ years and
- _____ months
- A14 What were you doing immediately before starting work at this centre? (Indicate **ONE** only).
- ☐ worked at another child care centre
- ☐ provided paid child care in my own home or the child's home
- ☐ worked in another field related to young children
- ☐ worked in another field NOT related to young children
- ☐ attended high school
- ☐ attended a college or university program
- ☐ was neither working nor attending an educational program
- ☐ other, please specify _____
- A15 How many years in total have you worked in the child care field? (Working is defined as 10 hours or more per week. **Include** the time working at your current centre but **exclude** time spent as a student on field placement).
- ☐ less than one year
- ☐ one to three years
- ☐ over three years, up to five years
- ☐ over five years, up to ten years
- ☐ over ten years, up to 15 years
- ☐ over 15 years
- A16 How many centres have you worked in over the past five years, **excluding** practicum settings (field placements as part of basic training) but **including** the centre you are now working in?
- _____ centre(s)

Section B: Wages, benefits and working conditions

B1 How often do you get a paycheque?

- ☐ Each week
- ☐ Every two weeks
- ☐ Twice per month
- ☐ Once per month
- ☐ Other, please specify _____

B2 Excluding paid overtime, approximately how many hours do you work during each pay period?

_____ hours

B3 Excluding paid overtime, what is your total pay **before** deductions and taxes?

\$ _____ per pay cheque

B4 Excluding paid overtime, what is your total take-home pay **after** deductions and taxes?

\$ _____ per pay cheque

B5 If you were employed in the child care field in April of last year, please indicate your work status in **the child care field** for each of the twelve months between April 1, 1997 and April 1, 1998. Only ONE box should be filled for each month. If you were **not** employed in the child care field last April, skip to B6.

Month	Worked full-time (30 hours or more a week)	Worked part-time (less than 30 hours a week)	Did not work in child care Voluntarily (Wanted time off)	Did not work in child care Involuntarily (Wanted to work)
April/97	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
May/97	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
June/97	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
July/97	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Aug/97	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Sept/97	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Oct/97	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Nov/97	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Dec/97	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Jan/98	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Feb/98	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
March/98	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

B6 Please indicate all of the following situations that applied to you between April 1, 1997 and April 1, 1998. centre closed part of the year (include **only** periods longer than the normal Christmas/New Year closing)

- ☐ temporarily laid off, then called back to work at the same centre
- ☐ sent home from work one or more days because of low child attendance
- ☐ worked additional hours or days because of seasonal demand (e.g. extended hours during harvest season)
- ☐ none of the above apply

B7 How are wage increases determined at your centre? (Indicate **ALL** that apply).

- ☐ Regular annual increase
- ☐ Regular cost-of-living increase
- ☐ On the basis of additional training/education
- ☐ Job performance
- ☐ Through collective agreements negotiated by a union or other association, e.g. a staff group
- ☐ Through personal negotiation with the director
- ☐ Owner/Director decides
- ☐ Board of Directors decides
- ☐ Don't know how pay increases are determined
- ☐ Other, please specify _____

B8 In the past **two years** has your annual salary:

- ☐ Remained the same
- ☐ Increased, because _____
- ☐ Decreased, because _____

B9 Which of the following are available at your centre for teaching staff?

- ☐ written job description
- ☐ written job contract
- ☐ written salary schedule
- ☐ a staff manual outlining staff policies
- ☐ regular written job performance appraisal
- ☐ formal grievance procedure
- ☐ a room that is set aside for staff use only
- ☐ a separate staff washroom
- ☐ a resource room or staff library (include any collection of child care journals and/or books available for staff use)
- ☐ none of the above

B10 In the past **two years** have benefits at your centre:

- ☐ Remained the same
- ☐ Improved
- ☐ Declined
- ☐ Don't know if there have been changes

B11 Are you represented by a union?

- ☐ No
- ☐ Yes. What is the union's name? _____
- ☐ Don't know _____

Section C: Other paid work

C1 We are interested in the extent to which centre staff engage in other types of paid work and why. Do you presently do any other paid work in addition to your job at the child care centre?

☐ No (Skip to Section D)

☐ Yes

C2 When is this other type of paid work done?

☐ during the summer vacation only

☐ during the program year only

☐ all year (both summer vacation and during the program year)

☐ other, please specify _____

C3 During the program year, approximately how many hours per week on average do you spend doing this other type of paid work?

_____ hours per week on average.

C4 Why do you do this other paid work? Please write in a response.

Section D: Feelings about the child care field

D1. In your opinion, what are the three most **positive** aspects of working in the child care field? Write in the **three** that are most important to you.

1. _____ (most positive)

2. _____ (second most positive)

3. _____ (third)

D2 In your opinion, what are the three most **negative** aspects of working in the child care field? Write in the **three** aspects that you feel are the most negative.

1. _____ (most negative)

2. _____ (second most negative)

3. _____ (third)

D3 Have you ever resigned from a position in the child care field?

☐ No (Skip to D5)

☐ Yes

- D4 What was the **most important** reason for your decision to resign from this previous child care position? (Please indicate only one reason. If you have resigned from more than one position, answer this question on the basis of your most recent resignation).
- ☐ offered a better job elsewhere
 - ☐ maternity or parental leave
 - ☐ family move
 - ☐ returned to school
 - ☐ problems with my own child care arrangement
 - ☐ found the job too stressful
 - ☐ illness
 - ☐ dissatisfied with the pay
 - ☐ dissatisfied with the benefits
 - ☐ lack of promotion possibilities
 - ☐ Other, please specify _____
- D5. Do you think you will be promoted within this centre?
- ☐ No
 - ☐ Yes
- D6 Do you think you could earn more money or achieve a higher status position if you moved to another centre?
- ☐ No
 - ☐ Yes
- D7 Do you think you would need to leave the child care field in order to earn more money or achieve a higher status position?
- ☐ No
 - ☐ Yes
- D8 Do you feel that the knowledge and experience you have gained working in a child care centre would assist you to obtain a job in any of the following:
- ☐ child care-related work, e.g family child care, a family resource centre
 - ☐ another child-related field, e.g. an agency providing services to children with special needs or an elementary school
 - ☐ a field unrelated to child care or young children
 - ☐ don't know
- D9 In your opinion, which of the following groups generally respect you as a child care professional? (Indicate **ALL** that apply)
- ☐ your own family
 - ☐ the families of the children in your centre
 - ☐ other people working in the child care field
 - ☐ professionals in other fields
 - ☐ your friends
 - ☐ the public at large
 - ☐ other groups, please specify _____
 - ☐ no groups

D10 Do you expect to be working in the field of child care three years from now?

- ☐ No. Why not? _____
- ☐ Yes

D11 If you were choosing a career now, would you choose child care?

- ☐ No. Why not? _____
- ☐ Yes. Why? _____
- ☐ Don't know

Section E: Feelings about your centre

E1. Indicate **ALL** of the following that describe how you feel about your **relationship with most of your co-workers most of the time**.

If you are working in a small centre where there is only you and your director (or employer), fill in this box ☐ and skip to E2

- ☐ My colleagues support and encourage me
- ☐ I enjoy the company of my colleagues
- ☐ My colleagues are hard to get to know
- ☐ My colleagues share personal concerns with me
- ☐ My colleagues are critical of my performance
- ☐ I feel I can't trust my colleagues.
- ☐ My colleagues are not very helpful
- ☐ My colleagues share ideas and resources

E2. Indicate **ALL** of the following that describe **your relationship with the person who supervises you**.

My supervisor:

- ☐ Encourages me to try new ideas
- ☐ Supervises me too closely
- ☐ Provides support and helpful feedback
- ☐ Sets high but realistic standards
- ☐ Makes me feel inadequate
- ☐ Trusts my judgement
- ☐ Is unavailable
- ☐ Appreciates the difficulties of balancing work and family responsibilities
- ☐ Is hard to please

E3 Indicate **ALL** of the following that describe how you feel about **your working environment**.

- ☐ The centre is a bright and attractive place to be in
- ☐ I always know where to find the things I need
- ☐ I need some new equipment and materials to do my job well
- ☐ We need a separate room where staff can relax during breaks
- ☐ I can't find a place to carry on a private conversation.
- ☐ It is too noisy.
- ☐ The conditions meet my standards of cleanliness
- ☐ Teachers have a place to store personal belongings

E4 Indicate **ALL** of the following that describe how you feel about your **pay, benefits and promotion opportunities**.

- ☐ My pay is fair considering my background and skills
- ☐ My pay is fair compared with what other centres pay
- ☐ My salary does not adequately reflect the work I do
- ☐ I have enough time off for vacations
- ☐ My benefits are inadequate
- ☐ I am not progressing in my job as rapidly as I would like
- ☐ Chances for promotion are good

E5 Fill in the box that best reflects how each statement describes your feelings about **your work situation** most of the time.

	Never or Not at all	Rarely/to a minor Degree	Occasionally	A good part of the Time	Usually/feel strongly
The work I do is stimulating and challenging	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
I feel physically exhausted at the end of the work day	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
My work gives me a sense of accomplishment	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
There is too little time to do all that needs to be done	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
I feel emotionally drained at the end of the day	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
I make a positive difference in the children's lives	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Centre policies and procedures are well-defined	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
I feel frustrated by this job	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
I have reasonable control over most things that affect my satisfaction with my job	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
I feel my job makes good use of my skills and abilities	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
I take pride in my centre	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
I know the centre could be providing a better service, but there is nothing I can do about it	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
My centre provides a well-rounded program for the children who attend	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
My centre really supports the families of the children who attend	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

E6 Indicate **ALL** of the following that apply to **how decisions are made at your centre most of the time**

- ☐ People are encouraged to be self-sufficient in making decisions
- ☐ The director likes to make most of the decisions
- ☐ People don't feel free to express their opinions
- ☐ Everyone provides input on the content of staff meetings
- ☐ People provide input but the decisions have already been made
- ☐ Teachers make decisions about things that directly affect them
- ☐ Teachers are seldom asked their opinion on issues
- ☐ The director values everyone's input for major decisions

- E7 Listed below are some common organizational decisions and actions. How much influence do you **currently have** in each of these areas?

	Very little influence	Some influence	Considerable influence
Ordering materials and supplies	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Interviewing/hiring new staff	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Determining program objectives	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Orientation of new teachers	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Planning daily schedule of activities	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Developing or changing policies	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Influencing how procedures are developed or determined	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

- E8 How much influence would you **like to have** in each of the areas below?

	Very little Influence	Some Influence	Considerable Influence
Ordering materials and supplies	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Interviewing/hiring new staff	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Determining program objectives	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Orientation of new teachers	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Planning daily schedule of activities	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Developing or changing policies	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Influencing how procedures are developed or determined	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

- E9 On a scale of 1 to 5, how secure do you feel that your current job is?

☐ 1 (not secure at all)

☐ 2 (not secure)

☐ 3 (somewhat secure)

☐ 4 (moderately secure)

☐ 5 (very secure)

- E10 Do you think you will still be working at this centre one year from now?

☐ No or probably not. Why not? _____

☐ Yes

Section F: Educational background

- F1 What is the highest level of education that you have completed in any subject area?

☐ some high school

☐ high school diploma

☐ one-year college certificate

☐ two-year college certificate

☐ one-year college diploma

☐ two-year college diploma

☐ three-year college diploma

☐ post-diploma certificate

☐ bachelor's degree

☐ post-graduate certificate

☐ post-graduate degree

F2 What is the highest level of formal education you have completed that was **specifically related to child care provision, early childhood education, or child development?** (Please **exclude** first aid and CPR certificates).

- ☐ none
- ☐ provincial government course lasting less than one year
- ☐ one-year college certificate
- ☐ two-year college certificate
- ☐ two-year college diploma
- ☐ three-year college diploma
- ☐ post-diploma certificate
- ☐ bachelor's degree
- ☐ post-graduate certificate
- ☐ post-graduate degree

F3 Are you currently enrolled in a formal educational program?

- ☐ No (Skip to Section G)
- ☐ Yes

F4 Which of the following are you working towards?

- ☐ a certificate
- ☐ a license
- ☐ a diploma
- ☐ a degree
- ☐ other, please specify _____

F5 What is the area of specialization (the subject matter)?

F6 Why are you taking this educational program? Please give the single most important reason.

Section G: Professional development

G1 Have you participated in any professional development activities during the **past twelve months**, for example, a conference, workshop or course? (Do not include activities where you were a presenter or a workshop leader).

- ☐ No (Skip to G4)
- ☐ Yes

G2 What types of professional development did you participate in during the past 12 months? (Do not include activities where you were a presenter or workshop leader).

- ☐ conference
- ☐ workshop
- ☐ credit course at a post-secondary institution but not as part of a degree or certificate program
- ☐ non-credit course at a post-secondary institution
- ☐ other in-service training
- ☐ other, please specify _____

G3 Did the centre provide any of the following types of assistance to enable you to participate in any of these activities?
(Do **not** include in-service training in your own centre).

- ☐ payment of the registration fee
- ☐ provision of un-paid release time
- ☐ provision of **paid** release time
- ☐ none of the above

G4 In the **past three years** which, if any, of the following types of workshops or courses have you participated in?

- ☐ intervention with challenging behaviours
- ☐ interventions for speech or language problems
- ☐ child abuse prevention/identification
- ☐ early identification of learning disabilities
- ☐ none of the above

G5 Have you **ever** had a course in anti-bias curriculum or cultural diversity in child care settings?

- ☐ No
- ☐ Yes

G6 If you **have** participated in a workshop, conference or course within the past 12 months, other than as a presenter or leader, fill in the following box ? and skip to G7

If you **did not** participate in any workshops, conferences or courses within the past 12 months, please rank the importance of each of the following reasons for your non-participation. Fill in a box beside **EACH** potential reason.

	Not at all important	Somewhat important	Very important
No workshops, conferences or courses within a reasonable distance from my home	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
I had already taken the available courses and workshops in my area	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
The timing always seemed to conflict with the care needs of my own children	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Could not get release time	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
I didn't have any information on relevant workshops, conferences or courses	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Everything was too costly	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
I did not have suitable transportation	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
None of the available workshops, courses or conference presentation were relevant to my needs	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
I was just too busy	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

G7 Have you given any presentations or workshops for professional groups, aside from staff in your own centre, during the past 12 months?

- ☐ No
- ☐ Yes. How many? _____

G8 To which child care organizations or associations, if any, do you currently belong?

- ☐ none
- ☐ a provincial or territorial child care organization
- ☐ the Canadian Child Care Federation (CCCF)
- ☐ the Child Care Advocacy Association of Canada (CCAAC)
- ☐ National Association for the Education of Young Children (NAEYC)
- ☐ other, please specify _____

G9 Which child care journals or newsletters do you subscribe to or read regularly?

- ☐ none
- Or _____

G10 Approximately how many professional or child care books did you read during the past 12 months?

- ☐ none
- ☐ 1 to 3
- ☐ 4 or more

Section H: Personal background

The questions in this section ask about your own background, including your household structure and some details about your own child care arrangements (for those with children). This information will assist us to describe child care teachers as a population.

H1. Are you:

- ☐ Male
- ☐ Female

H2. What was your age on your last birthday?

- ☐ under 20
- ☐ 20-24
- ☐ 25-29
- ☐ 30-34
- ☐ 35-39
- ☐ 40-44
- ☐ 45-49
- ☐ 50 or older

H3. What is your marital status?

- ☐ Married or living with a partner
- ☐ Single (includes separated, divorced or widowed)

H4. How long have you lived in your present town or city?

- ☐ Under one year
- ☐ One to two years
- ☐ Three to five years
- ☐ Over five years

H5. How many children (birth, adopted, foster or stepchildren) in each age group live with you full- or part-time?

- ☐ No children living with me (Skip to H9)

_____ children 0 to 17 months old

_____ children 18 to 35 months old

_____ children 3 to 5 years old

_____ children 6 to 12 years old

_____ children age 13 to 18 years old

_____ children over 18 years old

H6. How many of these children, if any, attend the child care centre where you work during your working hours?

_____ children

H7. In total, about how much do you pay for child care for **ALL** your children combined each month?

- ☐ Nothing
- ☐ \$1- \$200
- ☐ \$201 - \$400
- ☐ \$401 - \$600
- ☐ \$601 - \$800
- ☐ \$801 - \$1000
- ☐ More than \$1000

H8. Do you receive a government child care fee subsidy?

- ☐ No
- ☐ Yes

H9. Approximately what percentage of the total cost of maintaining your household is covered by your salary?

- ☐ 80% to 100% of the cost of maintaining my household comes from my salary
- ☐ over 50% but less than 80%
- ☐ over 25% but less than 50%
- ☐ 25% or less

Section J: Recommendations for the child care field

J1. How helpful do you believe each of the items below would be in making the child care field more satisfying to work in?
(Please fill in one box under one of the columns for each item).

	Would not help at all	Would help somewhat	Would help a lot
Providing a better salary	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Improving benefits	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Providing staff with a greater decision-making role in caring for the children	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Promoting more respect for people working in child care	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Providing more support services to centres caring for children with special needs or challenging behaviour	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Reducing the number of children per teacher	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Providing regular breaks away from the children during the work day	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Providing regularly scheduled (not overtime) preparation time	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Providing regularly scheduled time to communicate with parents	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Providing affordable opportunities for continuing education	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Establishing a career ladder	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Other, please specify	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

J2. What do you consider to have been the **THREE** most pressing problems facing your centre this past year?

1. _____ most pressing problem
2. _____ second most pressing problem
3. _____ third most pressing problem.

Thank you very much for completing this questionnaire. We realize that your participation involved both time and effort. We would appreciate any additional comments that you might wish to make. (Please put your comments on another piece of paper)

Please put the completed questionnaire into the stamped, self-addressed envelope that was supplied and mail to:

**Applied Research and Evaluation Services
University of British Columbia
Room 6, 2125 Main Mall
Vancouver, B.C. V6T 1Z4**

IF YOU WOULD LIKE TO BE ENTERED INTO THE STAFF LOTTERY FOR \$50. CASH, PLEASE COMPLETE THE FORM ON THE FOLLOWING PAGE. You may either leave it attached to this questionnaire or detach and mail it in a separate envelope to the above address.

Appendix B

Director Questionnaire

General instructions

This questionnaire is intended for directors of child care centres and should be completed *only* by the person who completed the Centre Questionnaire. It includes questions to help us to develop a profile of centre directors across the country — your experiences, education and training, the multiple roles you have, your feelings about your centre, and your views about the child care field.

Many of the questions simply require you to choose the relevant response. Therefore, the questionnaire is not as long as it appears! Trial runs indicate that it takes approximately 45 minutes to complete the whole questionnaire. Please provide an answer to *each* question, unless specifically instructed to skip a question or questions. Providing an answer to each question may require filling in the box beside the option “don’t know.”

All the information that you provide will be treated confidentially. Put the completed questionnaire into the enclosed stamped self-addressed envelope that was provided and mail to:

Applied Research and Evaluation Services
University of British Columbia
Room 6, 2125 Main Mall
Vancouver, B.C. V6T 1Z4

If you have any questions, feel free to contact Gillian Doherty between 9 am and 6 pm (Ontario time) toll free at 1-888-664-6026.

Section A: Child care experience

- A1 In your position as director, do you also have direct teaching/care responsibilities?
- ☐ No (Skip to A3)
- ☐ Yes
- A2 What are the ages of the children for whom you personally provide education and care on a regular basis? (Please indicate all options that apply)
- ☐ 0 - 17 months old
- ☐ 18 - 35 months old
- ☐ 3, 4 and 5 year olds
- A3 In years and months, how long have you worked at this centre? (Include leave of absence, e.g. maternity leave).
- _____ years and
- _____ months
- A4 In years and months, how long have you held your **current** position at this centre? (Include leave of absence, e.g. maternity leave).
- _____ years and
- _____ months
- A5 What were you doing immediately before starting work at this centre? (Indicate **ONE** option only).
- ☐ worked at another child care centre
- ☐ provided paid child care in my own home or the child's home
- ☐ worked in another field related to young children
- ☐ worked in a another job related to human services, but not specifically related to young children
- ☐ worked in an unrelated field
- ☐ attended a college or university program
- ☐ was neither working nor attending an educational program
- ☐ other, please specify
- A6 How many centres have you worked in over the past five years, **excluding** practicum settings (field placements as part of basic training) but **including** the centre you are now working in?
- _____ centre(s)
- A7 How many years in total have you worked in the child care field? (Working is defined as 10 hours or more per week. **Include** the time working at your current centre but **exclude** time spent as a student on field placement).
- _____ years

A8 In a **typical work month**, approximately what percentage of your time is spent in each activity listed below? (A rough estimate is alright. You may want to read through the whole list before responding).

- _____ % directly caring for children
- _____ % activity planning and preparation (e.g. assembling materials for an activity)
- _____ % strategic planning and goal setting for the program as a whole
- _____ % interaction with parents (e.g. conversation, phone call)
- _____ % staff supervision (e.g. staff allocation, performance appraisals)
- _____ % meeting with staff individually or in groups to provide assistance in program development or for problem-solving
- _____ % meetings with people other than parents or staff
- _____ % supervising practicum students (students on placement)
- _____ % administration (e.g. ordering supplies, book-keeping)
- _____ % maintenance (e.g. cleaning, repairing)
- _____ % other, please specify _____

A9 In a **typical work week**:

- a) how many hours are you regularly scheduled to work?
_____ hours per week
- b) how many hours of unpaid overtime, if any, do you work **at your centre?** (e.g. attending staff or parent meetings)
_____ hours per week
- c) how many hours of unpaid overtime, if any, do you work at **another location** (e.g. your home) on tasks related to the centre?
_____ hours per week

Different provinces and territories use different terms to describe the position a person may have in a child care centre. In order to obtain some consistency in the way people respond, please read the following definitions carefully. You will need to use them to answer the next two questions.

ASSISTANT TEACHER - refers to a person who works with children under the direction of another teacher, a supervisor, or the centre director.

TEACHER - refers to a person who has primary responsibility for a group of children. This person also may have supervisory responsibilities for assistant teachers.

SUPERVISOR or HEAD TEACHER - refers to a person who has primary responsibility for a group of children and also has supervisory responsibilities for teachers.



HEAD SUPERVISOR - refers to the senior person at a given site in an organization where there are several centres under a single administrator or director. This person may have both teaching and administrative duties.

TEACHER-DIRECTOR - refers to a person with both teaching and administrative duties.

ADMINISTRATIVE-DIRECTOR - refers to a person who has administrative duties only.

A10 According to the above definitions, what was your starting position at this centre?

- ☐ Assistant Teacher
- ☐ Teacher
- ☐ Supervisor or Head Teacher
- ☐ Head supervisor
- ☐ Teacher-director
- ☐ Administrative director _____

A11 According to the above definitions, which best describes your current job?

- ☐ Head supervisor
- ☐ Teacher-director
- ☐ Administrative director

Section B: Other paid work

B1 We are interested in the extent to which centre staff engage in other types of paid work and why. Do you presently do any other paid work in addition to your job at the child care centre?

- ☐ No (Skip to Section C)
- ☐ Yes

B2 When is this other type of paid work done?

- ☐ during the summer vacation only
- ☐ during the program year only
- ☐ all year (both summer vacation and during the program year)
- ☐ other, please specify _____

B3 During the program year, approximately how many hours per week on average do you spend doing this other type of paid work?

_____ hours per week on average.

B4 Why do you do this other paid work? Please write in a response.

Section C: Feelings about the child care field

C1. In your opinion, what are the three most **positive** aspects of working in the child care field? Write in the **three** that are most important to you.

1. _____ (most positive)
2. _____ (second most positive)
3. _____ (third)

C2. In your opinion, what are the three most **negative** aspects of working in the child care field? Write in the **three** aspects that you feel are the most negative.

1. _____ (most negative)
2. _____ (second most negative)
3. _____ (third)

C3. Have you ever resigned from a **supervisor** or **director** position in the child care field?

- ☐ No (Skip to C5)
- ☐ Yes

C4. What was the **most** important reason for your decision to resign from this previous position as a supervisor or director? (Please indicate only one reason).

- ☐ offered a better job elsewhere
- ☐ maternity or parental leave
- ☐ family move
- ☐ returned to school
- ☐ problems with my own child care arrangement
- ☐ found the job too stressful
- ☐ burn out
- ☐ illness
- ☐ lack of resources for looking after children with special needs or challenging behaviour
- ☐ Board of Directors difficult to work with
- ☐ dissatisfied with salary and/or benefits
- ☐ Other, please specify _____

C5. Do you see any possibilities for advancement for yourself in the child care field within the next five years?

- ☐ No
- ☐ Yes

C6. Do you see any possibilities for a lateral move into an equal status but new type of work in the child care field?

- ☐ No
- ☐ Yes

C7 Please indicate if you are already involved in, or would like to be involved in, any of the following activities by filling in the appropriate boxes.

Activity	Do now	Would like to do
a) Mentoring another less experienced director	<input type="checkbox"/>	<input type="checkbox"/>
b) Acting as a practicum supervisor for early childhood education students on placement	<input type="checkbox"/>	<input type="checkbox"/>
c) Curriculum design and/or development of teaching resources for early childhood education students	<input type="checkbox"/>	<input type="checkbox"/>
d) College or university teaching in early childhood education	<input type="checkbox"/>	<input type="checkbox"/>
e) Working in a family support program or child care support program	<input type="checkbox"/>	<input type="checkbox"/>
f) Child care/early childhood education research or consultation	<input type="checkbox"/>	<input type="checkbox"/>

C8 Do you think you would need to leave the child care field in order to earn more money or achieve a higher status position?

- ☐ No
☐ Yes

C9 In your opinion, which of the following groups generally respect you as a child care? (Indicate **ALL** that apply)

- ☐ your own family
☐ the families of the children in your centre
☐ other people working in the child care field
☐ professionals in other fields
☐ your friends
☐ the public at large
☐ other groups, please specify _____
☐ no groups

C10 Do you expect to be working in the field of child care three years from now?

- ☐ No. Why not? _____
☐ Yes

C11 If you were choosing a career now, would you choose child care?

- ☐ No. Why not? _____
☐ Yes. Why? _____
☐ Don't know

Section D: Feelings about my centre

D1 If you are the owner-director, fill in the following box ☐ and skip to D2

Indicate ALL of the following that describe your relationship with the person or group to whom you report or that has any supervisory responsibility for your performance. This person or group could be an owner or manager in some cases, or a Board of Directors or group in a similar role for other centres.

The person/group to whom I am directly responsible:

- ☐ Encourages me to try new ideas
- ☐ Gets too involved in daily administrative issues that should be left to me to handle
- ☐ Does not really understand my priorities for the children
- ☐ Seeks my input in policy development
- ☐ Trusts my judgement
- ☐ Is often unresponsive to my requests for direction
- ☐ Is hard to please
- ☐ Is supportive

D2 Fill in the box that best captures how often or strongly each statement describes your feeling about **your work at your centre most of the time.**

	Never or not at all	Rarely/to a minor degree	Occasionally	A good part of the time	Usually/feel strongly
The work I do is stimulating and challenging	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
I feel physically exhausted at the end of the work day	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
My work gives me a sense of accomplishment	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
There is too little time to do all that needs to be done	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
My staff and I work well together as a team	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
My job makes an important difference in the lives of the children who attend the centre	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
I feel emotionally drained at the end of the day	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
I have reasonable control over <i>important</i> decisions that affect my program or staff	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Because of job demands, I have difficulty finding time for self-rejuvenation	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
I feel frustrated by this job	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
I feel my job makes good use of my skills and abilities	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

D3 Please fill in the box that best reflects how each statement describes your feelings about **your centre** most of the time.

	Never or not at all	Rarely/to a minor degree	Occasionally	A good part of the time	Usually/feel strongly
I take pride in my centre	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
I know the centre could be providing a better service, but there is nothing I can do about it	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
My centre provides a well-rounded program for the children who attend	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
My centre really supports the families of the children who are attend	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
I don't care what happens to this place after I leave	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
My centre is a very pleasant place in which to work	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Its hard to feel committed to this place	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

- D4 Do you feel you have adequate access to the following sources of advice or consultation when faced with a challenging situation involving a child or family or a problem involving staff at your centre? (Please fill in one box beside each possible source of advice or consultation).

	Adequate	Somewhat adequate	Not adequate at all	Not available/ never had contact with
a) Director of another centre in my community	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
b) Resource teacher, special needs worker, or supported care worker	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
c) University or college faculty	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
d) Public health nurse or unit	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
e) Local children's mental health professional or child guidance clinic	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
f) School board psychologist	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
g) Local child welfare office	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
h) Speech or language therapist	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
i) Physical therapist	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
j) Occupational therapist	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
k) Physician or pediatrician	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

- D5 On a scale of 1 to 5, how secure do you feel that your current job is?

☐ 1 (not secure at all)

☐ 2 (not secure)

☐ 3 (somewhat secure)

☐ 4 (moderately secure)

☐ 5 (very secure)

- D6 Do you think you will still be working at this centre one year from now?

☐ No or probably not. Why not? _____

☐ Yes

Section E: Educational background

- E1 What is the **highest** level of formal education that you have completed in any subject area? (Please indicate below by filling in the box beside the appropriate choice in the first column (high school diploma, college certificate, etc.) and writing the subject or main area of specialization beside it).

Level of education	Highest level completed	Subject/specialization
a) high school diploma	<input type="checkbox"/>	<input type="checkbox"/>
b) one-year college certificate	<input type="checkbox"/>	<input type="checkbox"/>
c) two-year college certificate	<input type="checkbox"/>	<input type="checkbox"/>
d) one-year college diploma	<input type="checkbox"/>	<input type="checkbox"/>
e) two-year college diploma	<input type="checkbox"/>	<input type="checkbox"/>
f) three-year college diploma	<input type="checkbox"/>	<input type="checkbox"/>
g) post-diploma certificate	<input type="checkbox"/>	<input type="checkbox"/>
h) bachelor's degree	<input type="checkbox"/>	<input type="checkbox"/>
i) post-graduate certificate	<input type="checkbox"/>	<input type="checkbox"/>
j) post-graduate degree	<input type="checkbox"/>	<input type="checkbox"/>

- E2 What is the highest level of formal education you have completed that was **specifically related to child care provision, early childhood education, or child development**.
- ☐ do not have any formal education directly related to child care provision, early childhood education, or child development
- ☐ _____
- E3 Do you have a certificate, diploma or degree in business administration or in the management of early childhood programs?
- ☐ No
- ☐ Yes. Which of these do you have? _____
- E4 Are you currently enrolled in a formal educational program?
- ☐ No (Skip to Section F)
- ☐ Yes
- E5 Which of the following are you working towards?
- ☐ a certificate
- ☐ a license
- ☐ a diploma
- ☐ a degree
- ☐ other, please specify _____
- E6 What is the area of specialization (the subject matter)? _____
- E7 Why are you taking this educational program? Please give the single most important reason. _____
- _____

Section F: Professional development

- F1 Have you participated in any professional development activities during the **past twelve months**, for example, a conference, workshop or course? (Do not include activities where you were the presenter or provider of a workshop or conference presentation).
- ☐ No (Skip to F4)
- ☐ Yes
- F2 What type of professional development did you participate in during the past 12 months? (Do not include activities where your role was that of leader, presenter or provider of a workshop or presentation).
- ☐ conference
- ☐ workshop
- ☐ non-credit course at a post-secondary institution
- ☐ credit course but not part of work towards a degree
- ☐ other in-service training
- ☐ other, please specify _____

F3 Did the centre provide any of the following types of assistance for you to participate in any of these activities?

- ☐ payment of the registration fee
- ☐ provision of unpaid release time
- ☐ provision of **paid** release time
- ☐ none of the above

F4 In the **past three years** have you participated in any workshops or courses related to:

- ☐ intervention with challenging behaviours
- ☐ interventions for speech or language problems
- ☐ inclusion of children with special needs in regular child care settings
- ☐ child abuse prevention/identification
- ☐ early identification of learning or developmental disabilities
- ☐ anti-bias curriculum or cultural diversity in child care settings
- ☐ none of the above

F5 If you have participated in a workshop, conference or course within the past **12 months**, other than as a presenter or leader, fill in the following box ☐ and go to F6.

If you did not participate in any workshops, conferences or courses within the past 12 months, please rank the importance of each of the following reasons for your non-participation. Fill in a box beside **EACH** potential reason.

	Not at all important	Somewhat important	Very important
No workshops, conferences or courses within a reasonable distance from my home	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
I had already taken the available courses and workshops in my area	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
The timing always seemed to conflict with the care needs of my own children	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Could not get release time	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
I didn't have any information on relevant workshops, conferences or courses	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Everything was too costly	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
I did not have suitable transportation	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
None of the available workshops, courses or conference presentations were relevant to my needs	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
I was just too busy	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Other reason	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

F6 To which child care organizations or associations, if any, do you currently belong? Please indicate ALL that apply.

- ☐ none
- ☐ a provincial or territorial child care organization
- ☐ the Canadian Child Care Federation (CCCCF)
- ☐ the Child Care Advocacy Association of Canada (CCAAC)
- ☐ National Association for the Education of Young Children (NAEYC)
- ☐ other, please specify _____

F7 Which child care journals or newsletters do you subscribe to or read regularly?

☐ none

Or _____

F8 Approximately how many professional or child care books did you read during the past 12 months?

☐ none

☐ 1 to 3

☐ 4 or more

F9 Have you given any presentations or workshops for professional groups, aside from your own staff, during the past 12 months?

☐ No

☐ Yes. How many? _____

F10 Do you regularly participate in any community committees related to children's and/or family services, e.g. an inter-agency planning or coordination group for children's services?

☐ No

☐ Yes. How many community committee meetings did you attend during the past **12 months** ? _____

F11 Approximately how many hours, if any, do you spend per month attending meetings or involved in other tasks related to community committees or in collaborative work with other community agencies?

☐ None

_____ hours per month

Section G: Personal background

The questions in this section ask about your own background, including your household structure and some details about your own child care arrangements (for those with children). This information will assist us to describe child care centre directors as a population.

G1. Are you:

☐ Male

☐ Female

G2. What was your age on your last birthday?

☐ 20-24

☐ 25-29

☐ 30-34

☐ 35-39

☐ 40-44

☐ 45-49

☐ 50 or older

- G3 What is your marital status?
- ☐ Married or living with a partner
- ☐ Single (includes separated, divorced or widowed)
- G4. How long have you lived in your present town or city?
- ☐ Under one year
- ☐ One to two years
- ☐ Three to five years
- ☐ Over five years
- G5 How many children (birth, adopted, foster or stepchildren) in each age group live with you full- or part-time?
- ☐ No children living with me (Skip to G9)
- _____ children 0 to 17 months old
- _____ children 18 to 35 months old
- _____ children 3 to 5 years old
- _____ children 6 to 12 years old
- _____ children age 13 to 18 years old
- _____ children over 18 years old
- G6 How many of these children, if any, attend the child care centre where you work during your working hours?
- _____ children
- G7 In total, about how much do you pay for child care for **ALL** your children combined each month?
- ☐ Nothing
- ☐ \$1- \$200
- ☐ \$201 - \$400
- ☐ \$401 - \$600
- ☐ \$601 - \$800
- ☐ \$801 - \$1000
- ☐ More than \$1000
- G8 Do you receive a government child care fee subsidy?
- ☐ No
- ☐ Yes
- G9 Approximately what percentage of the total cost of maintaining your household is covered by your salary?
- ☐ 80% to 100% of the cost of maintaining my household comes from my salary
- ☐ over 50% but less than 80%
- ☐ over 25% but less than 50%
- ☐ 25% or less

Section H: Recommendation for the child care field

H1 How helpful do you believe each of the items below would be in making the child care field more satisfying to work in?
Please fill in one box under one of the columns for each item.

	Would not help at all	Would help somewhat	Would help a lot
Providing a better salary	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Improving benefits	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Providing staff with a greater decision-making role in caring for the children	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Promoting more respect for people working in child care	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Providing more support services to centres caring for children with special needs or challenging behaviour	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Reducing the number of children per teacher	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Providing regular breaks away from the children during the work day	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Providing regularly scheduled (not overtime) preparation time	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Providing regularly scheduled time to communicate with parents	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Providing affordable opportunities for continuing education	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Establishing a career ladder	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Other,	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

H2 In your view, and on the basis of your experience, do you feel that some minimum level of training or background preparation should be required for directors of child care programs as part of the provincial/territorial regulations? If so, what do you feel should be the minimum requirement? (Please fill in all boxes that apply).

- ☐ no minimum requirement needed
- ☐ two-year diploma or certificate in ECE or a related field
- ☐ a university degree in child studies, ECE, or a related field
- ☐ specific coursework in administration of a child care program
- ☐ specific coursework in business administration
- ☐ specific coursework in inclusion of children with special needs
- ☐ specific coursework in anti-bias curriculum or addressing cultural diversity in child care settings

H3 What do you consider to have been the **THREE** most pressing problems facing the child care field this past year?

1. _____ most pressing problem
2. _____ second most pressing problem
3. _____ third most pressing problem

Thank you very much for completing this questionnaire. We realize that your participation involved both time and effort. We would appreciate any additional comments that you may wish to make. (Please put your comments on another sheet of paper).

you bet **I CARE** I

Appendix C

Centre Questionnaire

General Instructions:

We are interested in learning about your centre — the children enrolled, the centre's financial organization, its staffing, wages and working conditions, and changes to centre practices and policies within the past three years. This survey is to be completed *only* by the centre director, the owner-operator, or the senior person in the role of director in a centre that is part of an organization with several centres.

Please provide an answer to *each* question, unless specifically instructed to skip a question. Providing an answer to each question may require filling in the box beside the option “don’t know” or writing in N/A (for “not applicable”) on a table.

Are you in a situation where there are several centres under a single administrator or director?

- ☐ No
☐ Yes

If yes, please complete this questionnaire for only **ONE** of the centres. In this situation, the questionnaire may be completed by the person responsible for all centres in the organization and/or the senior person at the particular centre in question.

If you have any questions, please feel free to contact Gillian Doherty toll free between 9am and 6pm (Ontario time) at 1-888-664-6026.

Section A: Children at your centre

- A1 How many children are currently enrolled in your centre in each of the age groups below? (Please write a number or "0" in each space. **NOTE** : Part-time refers to situations where children only attend part of the day or part of the week).

Age group	Number of full-time	Number of part-time
0 to 17 months		
18 months to 2.11 years		
3 years to 4.11 years		
5 years or older		

- A2 Are all your licensed spaces currently filled? (For the purpose of this question, it doesn't matter if the spaces are full- or part-time).

- ☐ No
☐ Yes (Skip to A5)

- A3 Please indicate the number of currently unused F.T.E. (full-time equivalent) spaces beside each age group. (Write a number, or "0", or N/A if your centre doesn't serve the age group in question, beside **each** age group).

Age group	Number of unused F.T.E. spaces
0 to 17 months	
18 months to 2.11 years	
3 years to 4.11 years	
5 years or older	

- A4 What is/are the main reason(s) for these unused spaces? (Please fill in the box beside **each** reason you believe has contributed to your empty spaces).

- ☐ changes in provincial regulations or legislation
☐ fees have increased beyond what some families can afford
☐ subsidy levels have not kept pace with fees
☐ eligible parents cannot obtain subsidies
☐ more parents looking after their children at home
☐ there is less demand for full-time spaces
☐ there are more centres and thus more competition for children
☐ we deliberately have not filled some spaces
☐ other reason, please specify _____
☐ don't know

- A5 How many of the currently enrolled children have been at your centre for one year or more? (Please write a number, or "0", or N/A if your centre does not serve the age group in question, beside each age group):
- _____ children under age three
- _____ children between age three and five
- A6 Approximately how many children attending your centre speak neither English nor French at home?
- Approximately _____
- A7 How many children with special needs, if any, are currently attending your centre? (**NOTE:** For the purpose of this question, the term "special needs" refers to children with a physical or intellectual disability identified by a professional such as a physician or a speech therapist. Include children diagnosed as medically fragile as well as children with significant emotional difficulties).
- _____ full-time
- _____ part-time (that is, part day or part week)
- A8 Has your centre been unable to accept the application of any child(ren) with special needs within the past **three years**?
- ☐ No
- ☐ Yes. If yes, please indicate each reason that applies:
- ☐ the building would have required structural modifications
 - ☐ insufficient funds for necessary equipment
 - ☐ insufficient funds to provide for the required additional staffing
 - ☐ staff did not feel adequately trained to care for the child
 - ☐ staff felt having the child in the centre would be too stressful
 - ☐ staff felt the child would affect the other children adversely
 - ☐ we could not access required external consultants (e.g. physiotherapist, resource teacher, early intervention consultant)
 - ☐ the child had complex health needs that we could not address (e.g. catheterization, tube feeding)
 - ☐ the child had a severe developmental handicap or autism
 - ☐ the child's behaviour was too aggressive
 - ☐ we already had our maximum number of children with special needs
 - ☐ other, please specify _____
- A9 Within the **past three years**, has your centre provided in-service training, brought in a consultant to provide training, or paid a teacher to take a course or workshop in any of the following topics? Please indicate the appropriate response(s).
- ☐ anti-bias curriculum or cultural diversity in child care settings
 - ☐ caring for children with physical disabilities or those who are medically fragile
 - ☐ use of alternate communication systems, e.g. signing
 - ☐ programming for children with developmental delays
 - ☐ responding to challenging behaviour
 - ☐ none of the above

Section B: Financial organization

- B1 What is the monthly fee for children at your centre whose parents pay the **full** fee? (Please write in the fee amount or N/A for "not applicable", in each of the spaces in the following table. **NOTE:** part-time refers to situations where children only attend part of the day or part of the week).

Age group	Full-time	Part-time
0 to 17 months		
18 months to 3 years		
over 3 years to 5 years		
school-age children		

- B2 How many children in your centre have fees paid fully or in part through government fee subsidy?

_____ children

- B3 Does your centre offer reduced fees for any children that it serves?

☐ No (Skip to question B5)

☐ Yes

- B4 Which children are offered reduced fees at your centre?

☐ children of centre employees

☐ children with siblings at the centre

☐ other, please specify _____

- B5 Approximately what percentage of the centre's annual **cash** revenue comes from each of the following sources? (An estimate is fine. Do not include in-kind donations, the following question asks about these. **NOTE:** some of the government grants listed below may not be available in your province or territory).

_____ % parent fees

_____ % government subsidies for low-income parents

_____ % government grant to increase staff wages

_____ % government grant for training or for hiring

_____ % government operating/equipment grant

_____ % corporate sponsors

_____ % own fundraising

_____ % other, please specify _____

B6 What type of regular **in-kind** donations does your centre receive? (Please indicate each type available to you).

- ☐ subsidized rent or rent-free space
- ☐ free or subsidized heat, light, water, and/or gas
- ☐ free or subsidized janitorial/maintenance services
- ☐ free or subsidized administrative services, e.g. bookkeeping
- ☐ toys or equipment
- ☐ supplies
- ☐ food
- ☐ consultation or advice from university or college faculty
- ☐ other, please specify _____
- ☐ none

B7 Have there been any significant increases or decreases in the cash revenue and/or the in-kind donations received by your centre in the past three years?

- ☐ No (Skip to B9)
- ☐ Yes

B8 What type of changes have occurred in your centre's annual cash revenue or in-kind donations in the past three years? (Please fill in the relevant box beside each cash or in-kind item).

Cash revenue/in-kind resource	Increased	Decreased	Eliminated
Parent fees	<input type="checkbox"/>	<input type="checkbox"/>	N/A
Provincial/territorial government grants	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Fee subsidy per child	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Own fund raising	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
In-kind donations	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Other, please specify	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

B9 Please indicate approximately what percentage of your centre's current annual budget goes towards the following items.
(NOTE: we do not expect your responses to add up to 100% since not all possible types of expenditures are included).

_____ % staff wages. Include **yourself** and all **teaching** and **non-teaching** staff

_____ % staff benefits. Include **yourself** and all **teaching** and **non-teaching** staff

_____ % rent or mortgage payments

_____ % utilities (heat, light, water, gas)

Section C: Centre organization

- C1 What are the regular hours of operation at your centre? (Please indicate the hours of operation for each day that the centre is open, e.g. 7.00 am to 7.00 pm. Write in "closed" beside days that the centre does not operate).

Day of the week	Hours centre open
Monday	
Tuesday	
Wednesday	
Thursday	
Friday	
Saturday	
Sunday	

- C2 If you close by 7.00 pm and do not operate on the weekend, please indicate the relevant reason(s) below or write in a reason. If you **do** operate in the evening or on weekends, skip to C3.

- ☐ there has been little or no demand from parents for service beyond 7.00 pm
- ☐ we cannot afford to operate in the evening and/or on weekends because of the increased cost of staffing
- ☐ we operate in shared space and have to be out of the space we use before 7.00 pm and/or on weekends
- ☐ other reason, please specify _____

- C3 In the following table, indicate the number of staff by position who currently work full-time (30 or more hours a week) and the number who work part-time (less than 30 hours a week). Please write a number or "0" in each box.

Position	Full-time (30 hrs or more a wk)	Part-time (less than 30 hrs a wk)
Assistant teacher - someone working under the direction of a teacher, supervisor, or the centre director		
Teacher - someone with primary responsibility for a group of children. This person may supervise an assistant teacher working in the same room		
Supervisor - a person who has supervisory responsibility for teachers and may also have primary responsibility for a group of children		

- C4 How many of your teaching staff currently have a time-limited contract rather than a permanent position? (Please write a number or "0" beside each of the three positions. Include **both full-time** (30 hours or more a week) and **part-time** teaching staff).

_____ assistant teachers

_____ teachers

_____ supervisors

- C5 Does your centre regularly use parents or other types of volunteers in direct work with the children, e.g. assisting in the daily program? (Please **exclude** Early Childhood Education (ECE) or child care practicum students on placement. For the purpose of this survey, "regularly" means at least once a week).
- ☐ No
- ☐ Yes
- C6 As a group, approximately how many hours of service a month do your volunteers provide in direct work with children?
- _____ hours per month
- C7 Has your centre had any Early Childhood Education (ECE) or child care practicum students on placement in the past year?
- ☐ No
- ☐ Yes, how many? _____
- C8 Including **both full-time and part-time** teaching staff, please indicate the number who are:
- _____ male
- _____ female
- C9 How many of your teaching staff, if any, are Aboriginal, First Nations, métis or a member of a visible minority group? (Please include both **full-time** and **part-time** staff and write in a number or "0" beside each choice).
- _____ Aboriginal, First Nations or métis
- _____ a member of a visible minority group
- C10 How many adults with disabilities, if any, are involved in your program, either as paid staff or trained volunteers?
- _____
- C11 How many teachers have at least a two-year post-secondary diploma or certificate in early childhood education? (Please include both **full-time** and **part-time** staff).
- _____
- C12 In addition to providing child care for children under age six, does your centre operate any of these other services? (Please indicate all that apply).
- ☐ family day care
- ☐ before and/or after school program
- ☐ kindergarten
- ☐ Head Start or early intervention program
- ☐ counselling or training for teen-age parents whose children are enrolled at the centre
- ☐ ESL (English as a second language) program for children who are enrolled at the centre
- ☐ drop-in program
- ☐ specialized consultation to other centres, e.g. on inclusion
- ☐ none of the above

C13 Is your centre:

☐ Municipal, that is operated directly by a municipality

☐ Commercial, that is, a private business. If yes, is it:

☐ a proprietorship

☐ a partnership

☐ a corporation

☐ Non-profit. If yes, is it:

☐ independent

☐ parent cooperative

Sponsored by:

☐ a religious organization

☐ a university or college

☐ a school

☐ a workplace, e.g. hospital or business

☐ a community organization, e.g. the YMWCA

☐ a government agency

Section D: Changes in policies and practices

In this section we are interested in significant changes in policies and/or practices that have occurred at your centre during the ***past three years*** and the main reasons for these changes.

D1 Please indicate in the Yes or No column whether any of the following changes have occurred in ***your centre's organization***.

(If any of the changes have occurred, please write in the nature of the change and the main reason for it).

Type of change	Yes or No	Nature of the change	Main reason for the change
Change in auspice, e.g. from non-profit to commercial	<input type="checkbox"/> Yes <input type="checkbox"/> No		
Shift to or from operating in more than one building	<input type="checkbox"/> Yes <input type="checkbox"/> No		
Change in the age group(s) served	<input type="checkbox"/> Yes <input type="checkbox"/> No		
Change in the distribution of ages served, e.g. now serving fewer infants	<input type="checkbox"/> Yes <input type="checkbox"/> No		
Change in program components, e.g. addition of a kindergarten or Head Start program	<input type="checkbox"/> Yes <input type="checkbox"/> No		

- D2 Please indicate in the Yes or No column whether any of the following changes have occurred in **your centre's staffing patterns** in the **past three years**. If any of the changes identified have occurred, please write in whether there has been an increase or a decrease and the main reason for each change.

Type of change	Yes or No	Increase or decrease	Main reason for the change
Use of part-time teaching staff	<input type="checkbox"/> Yes <input type="checkbox"/> No		
Use of teaching staff who are on time-limited contracts	<input type="checkbox"/> Yes <input type="checkbox"/> No		
Use of your centre as a placement for college or university ECE students	<input type="checkbox"/> Yes <input type="checkbox"/> No		
Use of volunteers (do not include ECE students on placement)	<input type="checkbox"/> Yes <input type="checkbox"/> No		

- D3 Please indicate in the Yes or No column whether any of the following changes in **benefits** have occurred in your centre in the **past three years**. If any of the changes have occurred, please write in the specific nature of the change, e.g. part-time employees no longer get a paid break, and the main reason for it.

Type of change	Yes or No	Nature of the change	Main reason for the change
Specific benefits have been added or increased	<input type="checkbox"/> Yes <input type="checkbox"/> No		
Specific benefits have been decreased or lost	<input type="checkbox"/> Yes <input type="checkbox"/> No		
Specific benefits have been restricted to certain types of employees, e.g. full-time staff	<input type="checkbox"/> Yes <input type="checkbox"/> No		

- D4 Please indicate in the Yes or No column whether any of the following changes to **the program** you provide have occurred **in the past three years**. If any of the changes have occurred, please write in the nature of the change and the main reason for it.

Type of change	Yes or No	Nature of the change	Main reason for the change
Change in activities or program, e.g. we go on fewer field trips	<input type="checkbox"/> Yes <input type="checkbox"/> No		
Requesting or requiring parents to provide things that were previously provided by the centre, e.g. diapers	<input type="checkbox"/> Yes <input type="checkbox"/> No		

- D5 Have there been any other significant changes in policies or practices at your centre in the **past three years**?

☐ No

☐ Yes. If yes, please specify _____

Section E: Salaries

The questions in the tables on the following pages request information about salary levels. Different provinces and territories use different terminology to distinguish the different positions that may be held by a person working in a child care centre. In order to get some consistency in usage for the purposes of this survey, please read and use the following definitions:

ASSISTANT TEACHER: As used in this section refers to persons working with children under the direction of a teacher, supervisor or the centre director.

TEACHER OR SUPERVISOR: As used in this section refers to persons who have primary responsibility for a group of children. This person may also have staff supervisory duties.

TEACHER-DIRECTOR OR HEAD SUPERVISOR: Refers to persons with both teaching and administrative duties.

ADMINISTRATIVE-DIRECTOR: Refers to persons who have administrative duties *only*.

Please base your answers to the questions in the following table, E1 to E8, on the current salaries of your **FULL-TIME** staff only, that is, people who work 30 hours or more a week. The next page deals with part-time staff. Please **INCLUDE** wage supplement or similar government grants applied directly to staff salaries so that your answers reflect the staff member's gross earnings before deductions

Assistant teacher - persons working with children under the direction of a teacher, supervisor or the centre director

Teacher or supervisor - persons with primary responsibility for a group of children. This person may also have staff supervisory and/or administrative duties

Teacher-Director or Head Supervisor - persons with both teaching and administrative duties

Administrative director - persons who have administrative duties only

	ASSISTANT TEACHER	TEACHER OR SUPERVISOR	TEACHER-DIRECTOR OR HEAD SUPERVISOR	ADMINISTRATIVE DIRECTOR
Mark N/A if no FULL-TIME staff in this category	<input type="checkbox"/> N/A	<input type="checkbox"/> N/A	<input type="checkbox"/> N/A	<input type="checkbox"/> N/A
E 1 - Do all FULL-TIME staff within each position receive the same starting (not probationary) salary, regardless of education and experience?	<input type="checkbox"/> No Starting salary ranges from: \$ _____ per hour \$ _____ per hour <input type="checkbox"/> Yes Starting salary is: \$ _____ per hour	<input type="checkbox"/> No Starting salary ranges from: \$ _____ per hour \$ _____ per hour <input type="checkbox"/> Yes Starting salary is: \$ _____ per hour	<input type="checkbox"/> No Starting salary ranges from: \$ _____ per hour \$ _____ per hour <input type="checkbox"/> Yes Starting salary is: \$ _____ per hour	<input type="checkbox"/> No Starting salary ranges from: \$ _____ per hour \$ _____ per hour <input type="checkbox"/> Yes Starting salary is: \$ _____ per hour
E 2 - Currently, what gross hourly wage does the highest paid full-time person working in each position earn?	\$ _____ per hour	\$ _____ per hour	\$ _____ per hour	\$ _____ per hour
E3 - Currently what gross hourly wage does the lowest paid full-time person working in each position earn?	\$ _____ per hour	\$ _____ per hour	\$ _____ per hour	\$ _____ per hour
E4 - Are any staff in a full-time position in your centre represented by a union? If yes, what is the union's name?	<input type="checkbox"/> No <input type="checkbox"/> Yes _____ _____	<input type="checkbox"/> No <input type="checkbox"/> Yes _____ _____	<input type="checkbox"/> No <input type="checkbox"/> Yes _____ _____	<input type="checkbox"/> No <input type="checkbox"/> Yes _____ _____

	ASSISTANT TEACHER	TEACHER OR SUPERVISOR	TEACHER-DIRECTOR OR HEAD SUPERVISOR	ADMINISTRATIVE DIRECTOR
Mark N/A if no FULL-TIME staff in this category	<input type="checkbox"/> N/A	<input type="checkbox"/> N/A	<input type="checkbox"/> N/A	<input type="checkbox"/> N/A
E 5 - Do all PART-TIME staff within each position receive the same starting (not probationary) salary, regardless of education and experience?	<input type="checkbox"/> No Starting salary ranges from: \$ _____ per hour \$ _____ per hour <input type="checkbox"/> Yes Starting salary is: \$ _____ per hour	<input type="checkbox"/> No Starting salary ranges from: \$ _____ per hour \$ _____ per hour <input type="checkbox"/> Yes Starting salary is: \$ _____ per hour	<input type="checkbox"/> No Starting salary ranges from: \$ _____ per hour \$ _____ per hour <input type="checkbox"/> Yes Starting salary is: \$ _____ per hour	<input type="checkbox"/> No Starting salary ranges from: \$ _____ per hour \$ _____ per hour <input type="checkbox"/> Yes Starting salary is: \$ _____ per hour
E6 - Currently, what gross hourly wage does the highest paid part-time person working in each position earn?	\$ _____ per hour	\$ _____ per hour	\$ _____ per hour	\$ _____ per hour
E7 - Currently, what gross hourly wage does the lowest paid part-time person working in each position earn?	\$ _____ per hour	\$ _____ per hour	\$ _____ per hour	\$ _____ per hour
E8 - Are any staff in a part-time position in your centre represented by a union? If yes, what is the union's name?	<input type="checkbox"/> No <input type="checkbox"/> Yes _____ _____	<input type="checkbox"/> No <input type="checkbox"/> Yes _____ _____	<input type="checkbox"/> No <input type="checkbox"/> Yes _____ _____	<input type="checkbox"/> No <input type="checkbox"/> Yes _____ _____

Section F: Staff turnover

F1 How many current vacancies do you have in each category of staff?

_____ assistant teachers (persons working with children under the direction of a teacher, supervisor or the centre director)

_____ teachers (persons with primary responsibility for a group of children. This person may supervise an assistant teacher working in the same room)

_____ supervisors (persons who have supervisory responsibility for teachers and may also have primary responsibility for a group of children)

IF NONE OF YOUR TEACHING STAFF HAS LEFT THE CENTRE IN THE PAST 12 MONTHS, FILL IN THIS BOX ☐ AND SKIP TO SECTION G.

If any teaching staff have left over the past 12 months, please complete the table on the following page.

Assistant teacher - persons working with children under the direction of a teacher, supervisor or the centre director.

Teacher - persons with primary responsibility for a group of children. This person may also have staff supervisory and/or administrative duties.

Supervisor - persons with both teaching and supervisory duties

	ASSISTANT TEACHER	TEACHER	SUPERVISOR
F2 How many staff in each category left the centre in the past 12 months? Please include staff who left for temporary leave-of-absence as well as those who were dismissed or left the centre's employ voluntarily	_____ assistant teachers	_____ assistant teachers	_____ assistant teachers
F3 Of those who have left in the past 12 months, how many in each category left for the reasons given? Please write in the number of people beside each applicable reason.	_____ were fired or dismissed for poor performance _____ were laid off due to low enrollment _____ were laid off due to budget cutbacks _____ contract ended _____ were laid off for other reasons _____ quit the centre _____ took a leave of absence _____ don't know the reason _____ Other (specify) _____ _____	_____ were fired or dismissed for poor performance _____ were laid off due to low enrollment _____ were laid off due to budget cutbacks _____ contract ended _____ were laid off for other reasons _____ quit the centre _____ took a leave of absence _____ don't know the reason _____ Other (specify) _____ _____	_____ were fired or dismissed for poor performance _____ were laid off due to low enrollment _____ were laid off due to budget cutbacks _____ contract ended _____ were laid off for other reasons _____ quit the centre _____ took a leave of absence _____ don't know the reason _____ Other (specify) _____ _____

IF NONE OF YOUR STAFF LEFT THE CENTRE VOLUNTARILY OR TOOK A LEAVE OF ABSENCE, SKIP TO SECTION G

	ASSISTANT TEACHER	TEACHER	SUPERVISOR
F4 - What were the three main reasons that staff left the centre voluntarily. Please indicate no more than THREE reasons in each column.	<input type="checkbox"/> Dissatisfied with pay <input type="checkbox"/> Dissatisfied with benefits <input type="checkbox"/> Dissatisfied with working conditions <input type="checkbox"/> Dissatisfied with centre policies or procedures <input type="checkbox"/> Counseled to leave <input type="checkbox"/> Conflict with co-workers <input type="checkbox"/> Conflict with parents <input type="checkbox"/> Found job too stressful <input type="checkbox"/> Ill health <input type="checkbox"/> Maternity or parental leave <input type="checkbox"/> Family move <input type="checkbox"/> Problems with own child care arrangement <input type="checkbox"/> Other personal reason <input type="checkbox"/> Accepted another job <input type="checkbox"/> Returned to school <input type="checkbox"/> Other (Specify _____) <input type="checkbox"/> Don't know	<input type="checkbox"/> Dissatisfied with pay <input type="checkbox"/> Dissatisfied with benefits <input type="checkbox"/> Dissatisfied with working conditions <input type="checkbox"/> Dissatisfied with centre policies or procedures <input type="checkbox"/> Counseled to leave <input type="checkbox"/> Conflict with co-workers <input type="checkbox"/> Conflict with parents <input type="checkbox"/> Found job too stressful <input type="checkbox"/> Ill health <input type="checkbox"/> Maternity or parental leave <input type="checkbox"/> Family move <input type="checkbox"/> Problems with own child care arrangement <input type="checkbox"/> Other personal reason <input type="checkbox"/> Accepted another job <input type="checkbox"/> Returned to school <input type="checkbox"/> Other (Specify _____) <input type="checkbox"/> Don't know	<input type="checkbox"/> Dissatisfied with pay <input type="checkbox"/> Dissatisfied with benefits <input type="checkbox"/> Dissatisfied with working conditions <input type="checkbox"/> Dissatisfied with centre policies or procedures <input type="checkbox"/> Counseled to leave <input type="checkbox"/> Conflict with co-workers <input type="checkbox"/> Conflict with parents <input type="checkbox"/> Found job too stressful <input type="checkbox"/> Ill health <input type="checkbox"/> Maternity or parental leave <input type="checkbox"/> Family move <input type="checkbox"/> Problems with own child care arrangement <input type="checkbox"/> Other personal reason <input type="checkbox"/> Accepted another job <input type="checkbox"/> Returned to school <input type="checkbox"/> Other (Specify _____) <input type="checkbox"/> Don't know
F5 - If one or more of your teaching staff left to accept an other job, what type of job was it? Please indicate the number of people taking each type of job. Skip to Section G if this question is not applicable.	_____ Job in another child care centre _____ Job in family child care provision _____ Job elsewhere in the child care field, e.g. family resource centre _____ Job in another situation related to child and/or family services _____ Job unrelated to child and/or family services _____ Don't know	_____ Job in another child care centre _____ Job in family child care provision _____ Job elsewhere in the child care field, e.g. family resource centre _____ Job in another situation related to child and/or family services _____ Job unrelated to child and/or family services _____ Don't know	_____ Job in another child care centre _____ Job in family child care provision _____ Job elsewhere in the child care field, e.g. family resource centre _____ Job in another situation related to child and/or family services _____ Job unrelated to child and/or family services _____ Don't know

Section G: Benefits and working conditions

Assistant teacher - person working with children under the direction of a teacher, supervisor or the centre director.

Teacher or supervisor - person who has primary responsibility for a group of children. This person may also have staff supervisory and/or administrative duties.

Teacher-director or head supervisor - person with both teaching and administrative duties.

Administrative-director - person who has administrative duties only.

Full-time refers to persons who work 30 hours or more a week

NOTE: "Compensation" refers to either payment or time off in lieu

	ASSISTANT TEACHER		TEACHER OR SUPERVISOR		TEACHER-DIRECTOR OR HEAD SUPERVISOR		ADMINISTRATIVE DIRECTOR	
G1 - Which of the following are CURRENTLY paid to full- and part-time staff? If you have no staff in that position, check N/A at the top of the column.	FULL- TIME <input type="checkbox"/> N/A	PART- TIME <input type="checkbox"/> N/A	FULL- TIME <input type="checkbox"/> N/A	PART- TIME <input type="checkbox"/> N/A	FULL- TIME <input type="checkbox"/> N/A	PART- TIME <input type="checkbox"/> N/A	FULL- TIME <input type="checkbox"/> N/A	PART- TIME <input type="checkbox"/> N/A
Paid coffee breaks	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Paid lunch time	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Paid preparation/planning time	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Compensation for attendance at Board of Directors meetings	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Compensation for attendance at staff meetings after working hours	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Compensation for attendance at parent meetings after working hours	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Compensation for attendance at on-site in-service training	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Compensation for overtime child care provision	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Paid release time to attend off-site training and workshops	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Financial assistance to cover workshops, conferences, etc.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Payment of child care association memberships	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Yearly cost of living increase in wages	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Yearly wage increase	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Periodic merit increases in wages	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Subsidization of child care fees for parent employees	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Unpaid, job-protected maternity/parental leave	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Employer top-up of U.I. maternity/parental leave	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Number of paid sick days per year (Write 0 if none)	___days	___days	___days	___days	___days	___days	___days	___days
Number of paid personal leave days per year (Write 0 if none)	___days	___days	___days	___days	___days	___days	___days	___days
Number of paid vacation days per year (Write 0 if none)	___days	___days	___days	___days	___days	___days	___days	___days
Maximum days of accumulated carry-over sick leave	___days	___days	___days	___days	___days	___days	___days	___days
Maximum days of accumulated carry-over vacation leave	___days	___days	___days	___days	___days	___days	___days	___days

G2. Please indicate if the premiums for each benefit listed below are: a) fully paid for by the centre, b) partly paid for by the centre, c) not paid for by the centre. Please identify the premium as paid for by the centre if the funds come from the government wage enhancement grant funds.

Assistant teacher - person working with children under the direction of a teacher, supervisor or the centre director.

Teacher or supervisor - person who has primary responsibility for a group of children. This person may also have staff supervisory and/or administrative duties

Teacher-director or head supervisor - person with both teaching and administrative duties.

Administrative-director - person who has administrative duties only.

	ASSISTANT TEACHER		TEACHER OR SUPERVISOR		TEACHER-DIRECTOR OR HEAD SUPERVISOR		ADMINISTRATIVE DIRECTOR	
Mark N/A if no staff in that position	FULL- TIME <input type="checkbox"/> N/A	PART- TIME <input type="checkbox"/> N/A	FULL- TIME <input type="checkbox"/> N/A	PART- TIME <input type="checkbox"/> N/A	FULL- TIME <input type="checkbox"/> N/A	PART- TIME <input type="checkbox"/> N/A	FULL- TIME <input type="checkbox"/> N/A	PART- TIME <input type="checkbox"/> N/A
Dental coverage	<input type="checkbox"/> Fully <input type="checkbox"/> Partly <input type="checkbox"/> Not	<input type="checkbox"/> Fully <input type="checkbox"/> Partly <input type="checkbox"/> Not	<input type="checkbox"/> Fully <input type="checkbox"/> Partly <input type="checkbox"/> Not	<input type="checkbox"/> Fully <input type="checkbox"/> Partly <input type="checkbox"/> Not	<input type="checkbox"/> Fully <input type="checkbox"/> Partly <input type="checkbox"/> Not	<input type="checkbox"/> Fully <input type="checkbox"/> Partly <input type="checkbox"/> Not	<input type="checkbox"/> Fully <input type="checkbox"/> Partly <input type="checkbox"/> Not	<input type="checkbox"/> Fully <input type="checkbox"/> Partly <input type="checkbox"/> Not
Extended Health Care	<input type="checkbox"/> Fully <input type="checkbox"/> Partly <input type="checkbox"/> Not	<input type="checkbox"/> Fully <input type="checkbox"/> Partly <input type="checkbox"/> Not	<input type="checkbox"/> Fully <input type="checkbox"/> Partly <input type="checkbox"/> Not	<input type="checkbox"/> Fully <input type="checkbox"/> Partly <input type="checkbox"/> Not	<input type="checkbox"/> Fully <input type="checkbox"/> Partly <input type="checkbox"/> Not	<input type="checkbox"/> Fully <input type="checkbox"/> Partly <input type="checkbox"/> Not	<input type="checkbox"/> Fully <input type="checkbox"/> Partly <input type="checkbox"/> Not	<input type="checkbox"/> Fully <input type="checkbox"/> Partly <input type="checkbox"/> Not
Employee assistance plan (e.g. counseling for personal problems)	<input type="checkbox"/> Fully <input type="checkbox"/> Partly <input type="checkbox"/> Not	<input type="checkbox"/> Fully <input type="checkbox"/> Partly <input type="checkbox"/> Not	<input type="checkbox"/> Fully <input type="checkbox"/> Partly <input type="checkbox"/> Not	<input type="checkbox"/> Fully <input type="checkbox"/> Partly <input type="checkbox"/> Not	<input type="checkbox"/> Fully <input type="checkbox"/> Partly <input type="checkbox"/> Not	<input type="checkbox"/> Fully <input type="checkbox"/> Partly <input type="checkbox"/> Not	<input type="checkbox"/> Fully <input type="checkbox"/> Partly <input type="checkbox"/> Not	<input type="checkbox"/> Fully <input type="checkbox"/> Partly <input type="checkbox"/> Not
Short-term Disability (payment for illness, accident for first 17 weeks)	<input type="checkbox"/> Fully <input type="checkbox"/> Partly <input type="checkbox"/> Not	<input type="checkbox"/> Fully <input type="checkbox"/> Partly <input type="checkbox"/> Not	<input type="checkbox"/> Fully <input type="checkbox"/> Partly <input type="checkbox"/> Not	<input type="checkbox"/> Fully <input type="checkbox"/> Partly <input type="checkbox"/> Not	<input type="checkbox"/> Fully <input type="checkbox"/> Partly <input type="checkbox"/> Not	<input type="checkbox"/> Fully <input type="checkbox"/> Partly <input type="checkbox"/> Not	<input type="checkbox"/> Fully <input type="checkbox"/> Partly <input type="checkbox"/> Not	<input type="checkbox"/> Fully <input type="checkbox"/> Partly <input type="checkbox"/> Not
Long-term Disability (payment for illness, accident after 17 weeks)	<input type="checkbox"/> Fully <input type="checkbox"/> Partly <input type="checkbox"/> Not	<input type="checkbox"/> Fully <input type="checkbox"/> Partly <input type="checkbox"/> Not	<input type="checkbox"/> Fully <input type="checkbox"/> Partly <input type="checkbox"/> Not	<input type="checkbox"/> Fully <input type="checkbox"/> Partly <input type="checkbox"/> Not	<input type="checkbox"/> Fully <input type="checkbox"/> Partly <input type="checkbox"/> Not	<input type="checkbox"/> Fully <input type="checkbox"/> Partly <input type="checkbox"/> Not	<input type="checkbox"/> Fully <input type="checkbox"/> Partly <input type="checkbox"/> Not	<input type="checkbox"/> Fully <input type="checkbox"/> Partly <input type="checkbox"/> Not
Life Insurance	<input type="checkbox"/> Fully <input type="checkbox"/> Partly <input type="checkbox"/> Not	<input type="checkbox"/> Fully <input type="checkbox"/> Partly <input type="checkbox"/> Not	<input type="checkbox"/> Fully <input type="checkbox"/> Partly <input type="checkbox"/> Not	<input type="checkbox"/> Fully <input type="checkbox"/> Partly <input type="checkbox"/> Not	<input type="checkbox"/> Fully <input type="checkbox"/> Partly <input type="checkbox"/> Not	<input type="checkbox"/> Fully <input type="checkbox"/> Partly <input type="checkbox"/> Not	<input type="checkbox"/> Fully <input type="checkbox"/> Partly <input type="checkbox"/> Not	<input type="checkbox"/> Fully <input type="checkbox"/> Partly <input type="checkbox"/> Not
Retirement/Pension Plan	<input type="checkbox"/> Fully <input type="checkbox"/> Partly <input type="checkbox"/> Not	<input type="checkbox"/> Fully <input type="checkbox"/> Partly <input type="checkbox"/> Not	<input type="checkbox"/> Fully <input type="checkbox"/> Partly <input type="checkbox"/> Not	<input type="checkbox"/> Fully <input type="checkbox"/> Partly <input type="checkbox"/> Not	<input type="checkbox"/> Fully <input type="checkbox"/> Partly <input type="checkbox"/> Not	<input type="checkbox"/> Fully <input type="checkbox"/> Partly <input type="checkbox"/> Not	<input type="checkbox"/> Fully <input type="checkbox"/> Partly <input type="checkbox"/> Not	<input type="checkbox"/> Fully <input type="checkbox"/> Partly <input type="checkbox"/> Not

G3 Please indicate **ALL** of the following that are available at your centre.

- ☐ written job descriptions
- ☐ written job contracts
- ☐ a written salary schedule
- ☐ a staff manual outlining staff policies
- ☐ regular written staff job performance appraisal
- ☐ a formal grievance procedure for staff
- ☐ a room which is set aside for staff use only
- ☐ a separate staff washroom
- ☐ a resource room or staff library (include any collection of child care journals and/or books available for staff use)
- ☐ none of the above

Section H: Issues and opinions

H1 - Over the past 12 months, how significant have the following issues been in your centre? Please fill in one box for each issue	Not a problem	A minor problem	A major problem
Finding qualified permanent teaching staff	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Affording qualified permanent teaching staff	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Keeping qualified permanent teaching staff	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Finding qualified substitute teaching staff	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Providing financial assistance or paid time off to assist staff to undertake professional development	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

H2 What do you consider to have been the THREE most pressing problems facing your centre this past year?

1. _____ (most pressing)
2. _____ (second most pressing)
3. _____ (third most pressing)

Thank you very much for completing this questionnaire. We realize that your participation involved both time and effort. We would appreciate any additional comments that you may wish to make. (Please put your comments on another sheet of paper).

Please enclose the completed survey in the return stamped and addressed envelope that was provided and mail to:

**Applied Research and Evaluation Services
University of British Columbia
Room 6, 2125 Main Mall
Vancouver, B.C. V6T 1Z4**

you bet **I CARE** I

Appendix D

Three-Way Auspice Comparison, Ontario

Introduction

All the municipal centres in our sample were located in Ontario. As indicated by the findings discussed in this report, the external environment in which centres operate varies across jurisdictions. For example, there are variations in the availability of government grants other than fee subsidy and variations in whether or not commercial centres are eligible for certain grants. Given this variation in provincial/territorial funding and policies, the most appropriate comparison of municipal centres with non-profit and commercial centres is one that pertains solely to Ontario.

There are several auspice differences in Ontario, as Appendix D illustrates. Examples include the lower dependency of municipal centres on full-fee parents for revenue, the higher proportion of non-profit centres that receive in-kind donations, and the greater tendency for commercial centres to be small operations with five or fewer staff.

Centre Resources

As shown in Table D.1, municipal centres obtained a lower percentage of their revenue from parent fees than did either non-profit or commercial centres and a higher proportion from fee subsidy and other government grants.

Table D.1			
Average Percentage of Revenue from the Three Primary Sources, by Auspice, Ontario, 1998			
	Centre auspice		
Revenue source	Municipal	Non-profit	Commercial
Parent fee	18.4%	47.7%	55.8%
Fee subsidy	56.1	31.7	35.6
All other government grants (excludes fee subsidy)	22.6	18.3	5.7
<p>Notes: Municipal centres may obtain an equipment or similar grant from their municipal government. These situations would be included in "all other government grants."</p> <p>At the time of data collection, non-profit and municipal centres were eligible for a recurring grant from the provincial government which averaged \$8,000 per staff member if the centre had been in operation prior to 1995 (but only for the number of staff employed at that time). Commercial centres that had been in operation prior to 1987 were eligible for the same grant but at an average of \$3,000 per staff member (but only for the number of staff they had in 1987).¹</p>			

Table D.2			
Median Monthly Parent Fee for Full-Time Care, by Auspice, Ontario, 1998			
	Centre Auspice		
Median fee	Municipal	Non-profit	Commercial
Infants (age 0-17 months)	\$903.00	\$754.00	\$773.50
Toddlers (age 18 months-2.11 years)	781.00	600.00	600.00
Preschoolers (age 3-5.11 years)	737.00	533.00	545.00

As noted in the body of this report, on average centres in Ontario spent 7.9% of their budget on rent or mortgage in 1998. In-kind donations, such as subsidized rent, enable a centre to spend a greater percentage of its budget on wages and/or programming materials. In our Ontario sample, a substantially larger proportion of non-profit centres (38.3%) reported receiving subsidized rent or rent-free space than either municipal centres (12.5%) or commercial centres (12.0%).

Centre Characteristics

Having teaching staff who are represented by a union was reported by 75.0% of municipal centres, compared to 14.5% of non-profit and 1.9% of commercial centres.

Centres vary in the services they provide, as discussed in the following section, and by size. We estimated centre size on the basis of full-time equivalent teaching staff. As Table D.3 indicates, we found that a higher proportion of commercial centres than non-profit or municipal centres reported five or fewer staff. There was little difference across auspice in the proportion of centres reporting ten or more staff.

Table D.3			
Number of Full-Time Equivalent Teaching Staff, by Auspice, Ontario, 1998			
	Centre auspice		
Number of full-time equivalent teaching staff	Municipal	Non-profit	Commercial
one to 5	8.3%	14.8%	35.2%
6 to 9	45.8	37.9	18.5
10 or more	45.9	47.3	46.3

Services Provided

There was little difference across auspice in the proportion of centres serving infants, toddlers and preschoolers, as Table D.4 shows. A slightly higher proportion of commercial centres reported providing infant care, while a slightly higher proportion of municipal centres reported providing care for toddlers. Having a child who has special needs attending the program was reported by a higher proportion of municipal than of non-profit or commercial centres.

Table D.4			
Children Served, by Auspice, Ontario, 1998			
	Centre auspice		
Characteristic of children served	Municipal	Non-profit	Commercial
Infants (age 0-17 months)	31.8%	32.9%	35.4%
Toddlers (age 18 months-2.11 years)	95.5	83.5	81.2
Preschoolers (age 3-4.11 years)	100.0	97.5	100.0
Children age 5 or older	86.4	88.6	87.5
Children with special needs[a]	87.5	76.9	59.3
Note: [a] The questionnaire defined children with special needs as "children with a physical or intellectual disability identified by a professional such as a physician or a speech therapist. Include children diagnosed as medically fragile as well as children with significant emotional difficulties."			

Staff with ECCE Training

We asked directors how many of their teaching staff had at least a two-year post secondary ECCE credential. The average reported was 78.4% in municipal centres, 73.1% in non-profit centres, and 65.8% in commercial centres.

Table D.5			
Gross Hourly Wage, Full- and Part-Time Staff Combined, by Position and Auspice, Ontario, 1998			
	Centre auspice		
Position	Municipal	Non-profit	Commercial
Assistant teacher	\$16.05	\$10.98	\$8.41
Teacher	17.78	13.42	10.58
Supervisor	24.38	14.59	11.07
Teacher-director	26.41	20.08	16.52
Administrative director	28.91	21.40	20.31

Wages and Benefits

Wages

A number of factors influence staff wages and benefits. For example, as noted in Chapter 6, teaching staff in unionized centres earn more than their colleagues in other centres. Having teaching staff who are represented by a union was reported by 75.0% of municipal centres, 14.5% of non-profit centres, and 1.9% of commercial centres. The availability of rent-free space or subsidized rent enables a centre to spend more of its budget on other items, such as wages. In Ontario, in 1998 the availability of this type of in-kind donation was reported by 38.3% of non-profit centres but only 12.5% of municipal centres and 12.0% of commercial centres. The availability of government recurring grants enables the payment of higher salaries. At the time of data collection, the amount of such grants per staff person was higher for municipal and non-profit centres than it was for commercial centres (on average, \$8,000 in contrast to \$3,000).

Benefits that Affect Daily Working Conditions

Daily working conditions are affected by the availability of benefits such as a paid coffee break, paid preparation time, and a room set aside for staff use only. As Table D.6 illustrates, generally speaking such benefits are provided more often in municipal centres than in non-profit or commercial centres.

Benefits that Assist with Professional Development

Centres can do much to encourage their staff to maintain and improve their professional skills through benefits that assist with professional development. Table D.7 illustrates the extent to which such benefits are provided by centres in each of the three auspice categories.

Benefits that Provide a Measure of Longer-Term Security

Benefits that augment the individual's salary, such as reduced child care fees, or provide a measure of longer-term security are particularly important in an occupation with low wages. These are shown in Table D.8.

Table D.6			
Benefits that Affect Daily Working Conditions, Full-Time Teachers, by Auspice, Ontario, 1998			
Benefit or working condition	Percent of centres or staff reporting this benefit as available, or average number of days provided		
	Municipal	Non-Profit	Commercial
Paid coffee break	100.0%	78.3%	84.4%
Paid lunch break	20.8	41.0	31.1
Paid preparation time	54.2	53.6	46.7
Compensation for overtime child care	79.2	59.0	57.8
Compensation for staff meetings after hours	100.0	48.2	40.0
Compensation for parent meetings after hours	91.7	47.6	28.9
Compensation for Board meetings after hours	12.5	15.7	4.4
Written job description	91.4	83.7	64.1
Written job contract	44.6	50.6	37.7
Written salary schedule	50.4	34.0	13.6
Formal grievance procedure	76.6	43.2	13.3
A room set aside for staff use only	88.2	70.8	68.2
A separate staff washroom	93.0	69.6	75.0
Average number of paid vacation days per year	14.8 days	13.7 days	10.3 days

Table D.7			
Benefits that Assist Staff with Their Professional Development, Full-time Teachers, by Auspice, Ontario, 1998			
Benefit or working conditions	Percentage of centres or staff reporting this benefit as available		
	Municipal	Non-profit	Commercial
A collection of child care journals or books available for staff use	64.3%	59.6%	36.4%
Regular written job performance appraisal	65.5	59.8	36.7
Compensation for on-site training	83.3	47.0	22.2
Paid release time for off-site training	87.5	79.5	46.7
Financial assistance for professional development activities	79.2	84.3	57.8
Payment of association membership fee	16.7	16.9	4.4

Table D.8			
Benefits that Provide a Measure of Longer-Term Security, Full-Time Teachers, by Auspice, Ontario, 1998			
Benefit or working condition	Percentage of centres or staff reporting this benefit as available, or average number of days provided		
	Municipal	Non-profit	Commercial
Reduced child care for parent employee	12.5%	40.4%	37.8%
Average number of paid sick days per year	12.5 days	11.1 days	5.1 days
Maximum number of accumulated sick days	19.3 days	15.2 days	2.8 days
Unpaid, job protected maternity/parental leave	83.3%	79.5%	46.7%
Employer top-up of E.I. maternity/parental leave	62.5	14.5	8.9
Yearly cost of living increase	20.8	11.4	22.2
Extended health care benefits			
- fully paid for by centre	54.5	44.3	33.3
- partly paid for by centre	45.5	32.9	16.7
Short-term disability insurance (17 weeks)			
- fully paid for by centre	81.2	19.5	10.8
- partly paid for by centre	18.2	14.8	18.9
Long-term disability insurance			
- fully paid for by centre	77.3	40.3	22.2
- partly paid for by centre	18.2	24.7	22.1
Dental coverage			
- fully paid for by centre	55.0	39.8	31.0
- partly paid for by centre	40.0	33.5	21.4
Life insurance			
- fully paid for by centre	59.1	45.6	31.0
- partly paid for by centre	40.9	22.5	16.7
Retirement or pension plan			
- fully paid for by centre	22.7	9.8	8.3
- partly paid for by centre	77.3	24.8	8.3

Notes

- 1 In 1998, Ontario had a single recurring grant (other than the special needs grant) with three components: an operating grant, a child care wage subsidy for centres and a provider wage enhancement grant for regulated family child care providers. The actual amount granted to a centre depended on its auspice and whether it had been in operation since 1987 (if a commercial centre) or 1995 (if a non-profit or municipal centre). Non-profit and municipal centres were eligible for approximately \$8,000 per staff person if they had been in operation before 1995 but only for the number of staff they had at that time. Commercial centres were eligible for approximately \$3,000 per staff person if they had been in operation before 1987, and again only for the number of staff they had at that time. Calculation of the operating grant was done on an individual centre-by-centre basis. The third component of the recurring grant, the provider wage enhancement, only pertained to regulated family child care providers (Betsy Heately, Child Care Branch, personal communication, September 14, 1999).

Appendix E

The Broader Context at the Time of Data Collection

Gillian Doherty and Jocelyne Tougas

Introduction

The self-administered questionnaires were mailed out during the last two weeks of May 1998. The majority of respondents returned their questionnaires in June or July; data entry was closed at the end of August 1998. We recognized that responses would be influenced both by actual provincial/territorial policies and practices in effect at the time of data collection and by respondents' perceptions of what was happening in their jurisdiction. Therefore, we needed to understand both the actual policies and practices and how these were being experienced and interpreted by people working in centres.

Current 1998 information was available on provincial and territorial regulations, operating grants, and provisions for fee subsidization from a survey that was undertaken in the summer and early fall of 1998 for the Childcare Resource and Research Unit.¹ We supplemented that information by an environmental scan conducted through telephone interviews with key informants in all 10 provinces and the Yukon in the fall of 1998.² The purpose of this scan was two-fold: first, to supplement the factual material collected for the Childcare Resource and Research Unit; second, to obtain information about how people in the field were experiencing and/or interpreting what was happening in their province or territory.

It is important to keep in mind that Appendix E focuses on the situation as it was, or was perceived to be, in the summer of 1998. Subsequent events have, in some provinces, resulted in substantive changes. This appendix also concentrates on the environment external to the centre but within the child care field or directly impacting on it. However, aspects of the broader environment are also important. For example, high unemployment rates may make it harder to keep spaces filled, while the reverse may result in a demand for child care and difficulty in finding staff.

System-Wide Restructuring

At the time of data collection four provinces had begun or were about to begin substantial system-wide restructuring in the child care field. The Alberta government had started transferring responsibility for child care delivery to regional children's authorities and the Ontario government had started transferring it to municipal governments. British Columbia was in the midst of moving from a centralized government approach to regional operating agencies. Québec had announced major reforms and expansions that touched every individual centre. According to key informants, each of these restructuring endeavours was accompanied by free-floating anxiety in the centre-based child care field as a result of uncertainty about the implications of the changes.

(a) Alberta and Ontario – Transfer of responsibility from the provincial government

In Alberta, the restructuring involves the transfer of responsibility for planning, licencing and monitoring of all children's services from the provincial government to 18 regional children's authorities. The province is to provide funds to each authority which, in turn, will allocate these funds among the various children's services in its region. Members of the authority are government appointees who are to hire a chief executive officer to implement their decisions. At the time of data collection this transfer had already begun. The authorities were developing their "business plans" and were also in the process of hiring their chief executive officers.

In the spring and early summer of 1998, Ontario was getting ready to transfer administrative and licencing responsibility for child care to 47 consolidated municipal managers and 11 district social service administrative boards. These municipal entities are to be responsible for 20% of all child care funding in their jurisdictions, i.e., both operating grants and parent fee subsidies. Previously, municipalities were only responsible for 20% cost-sharing of parent fee subsidies. Some municipalities were claiming that the down-loading of these responsibilities would result in higher overall costs for them even though the province would be assuming some of the municipalities' other previous responsibilities. According to key informants, this municipal perception of higher costs was already having a negative impact on the availability of parent fee subsidies. After assuming child care, the municipal entities will only be required to maintain the current funding levels for one year. After that time they can reduce them.

Key informants in both Alberta and Ontario reported generalized anxiety that the consolidation of child care responsibility and funds with those of other services will put child care, a non-mandatory service, in direct competition with legislatively mandated services such as child welfare in Alberta and social assistance in Ontario. Concern was expressed that child care may lose funds as a result of the new decision-makers' lack of understanding of the developmental value of child care for all children. Respondents also noted the loss of any potential for a strong provincial voice for child care within the provincial government.

(b) British Columbia – Establishment of Ministry regional operating agencies

In British Columbia, overall responsibility for child care moved from the Ministry of Women's Equality to a newly created Ministry of Children and Families in 1997, which established 20 Ministry regional operating agencies to deliver its programs.³ These agencies are to be responsible for a wide range of child and family services. At the time of data collection the agencies were just gearing up and the Ministry was in the process of establishing individual contracts with them to determine their responsibilities and funding level. They, in turn, were to negotiate contracts with individual services. Key informants noted anxiety that the then-recent high profile attention to child protection in British Columbia might result in child care taking a back seat to child protection. As in Alberta and Ontario, key informants also expressed concern about the loss of a strong central voice for child care in the provincial government.

(c) Québec – Consolidating centre- and family-based child care

In January 1997, the Québec government committed itself to the creation of 85,000 new child care spaces for children between birth and age four by 2001. This was followed by an announcement of increased training requirements for centre staff to be effective September 1999 and a requirement that all child care programs adopt a common curriculum. Since September 1997 non-profit child care centres and family child care agencies have both been licenced as early childhood centres (*centre de la petite enfance* – CPE). By the year 2003, every CPE will be required to provide both centre- and family-based child care and to demonstrate expansion of its services to respond to parental needs — for example, through the provision of evening and/or weekend care. Also in September 1997, full-day kindergarten for five-year-olds was implemented as was a program whereby parents were only charged \$5.00 a day to send their four-year-old to a CPE. The \$5.00 a day initiative is being expanded to each successive age group on an annual basis so that by the year 2000 all children from birth through age four will be covered.

At the time of data collection, the \$5.00 a day program had substantially increased parent demand for child care and demand for staff. However, according to key informants, additional trained staff were not available and the \$5.00 a day program was contributing to financial concerns (addressed in the following section). Centre and family child care agency directors in the same community were having to discuss whether to amalgamate or expand separately. Either way, most of them expected to have to move from their existing physical sites to meet government demands for new spaces and new services. We were told that while people in the field were pleased to see child care as a key part of an expanded provincial family policy, they were also feeling overwhelmed by the rapid momentum of the changes. Their anxiety had been increased by the government's failure to have all necessary policies and procedures in place before implementing the changes. In addition, centre staff were feeling disappointed that there had been no indication of government intention to address low wages.⁴

Decreased Government Funding

At the time of data collection centres in five provinces and in the Yukon were coping with cutbacks in government funding. Key informants noted that centres in all five provinces were feeling financially stressed and that there was real concern about the future viability of centre-based care.

(a) Alberta

Alberta cut its operating grants to centres in each successive year from 1993 and eliminated them on April 1, 1999. The stated purpose was to transfer these funds into the fee subsidy program. During the same

period, the ceiling on the income level permitted for parents receiving a fee subsidy was increased, as was the actual subsidy amount. However, key informants noted that the benefit of the subsidy increases has been offset by the need to raise parent fees to compensate for decreased operating grants. As a result, child care may not be any more affordable than it was before the changes. Furthermore, directors find it harder to plan ahead in the absence of predictable government funding.

(b) New Brunswick

Direct operating grants were eliminated in New Brunswick in 1995. While the income parents may earn and still be eligible for fee subsidy has been increased, there has been no change in the amount of the subsidy since 1995. Key informants noted that the difference between the subsidy amount and the actual cost of child care was such that many low- and middle-income families could not afford centre care. As a result, many centres were finding it difficult to maintain their enrollment.

(c) Newfoundland/Labrador

In April, 1998 the Newfoundland/Labrador government announced that it would reinvest \$4.6 million annually from the National Child Benefit Program into improving and expanding licenced child care services. This would involve additional money for the child care fee subsidy program and reinstatement of grants for supplies, equipment and renovations. However, at the time of data collection, this additional funding had not been implemented. As a result, centres were still coping with the fact that in 1993 one-time start-up and annual equipment grants were suspended, fee subsidies for children with special needs were frozen, and a cap was placed on the general fee subsidy budget. According to key informants, the collapse of the fishery and the resultant province-wide economic down-turn had reduced the demand for child care and was making it difficult to keep spaces filled. Many centres had also reached the point where equipment had to be replaced and/or repairs made even without government assistance.

(d) Ontario

In 1995 both minor and major capital funding was cancelled. In the following year, the wage enhancement grant was capped. The result was that new centres could not obtain it, nor could centres obtain additional wage enhancement funds if their teaching staff complement expanded. According to key informants, over the past four to five years many municipalities (which operate the fee subsidy program in Ontario) have frozen the amount of the fee subsidy, increased the user fee that a parent receiving fee subsidy has to pay, and tightened eligibility criteria to the point where only participants in the provincial “workfare program”⁵ or deemed “at risk” are eligible. Due to budget caps, even these families may not get a fee subsidy. As a result, licenced child care is not affordable for many families and some centres have difficulty maintaining enrollment.

The financial viability of centres is being further threatened by changes in the education system. Changes in the public school funding formulae and definitions of “permitted expenditures” for school boards have resulted in centres that previously had rent-free or subsidized space in elementary schools now having to pay cost-recovery or market-value rent. These centres are facing new operating costs without any increase in government funding.

(e) Prince Edward Island

Just prior to data collection the government increased its fee subsidy amount by \$1.00 a day and increased the amount of income a parent could earn and still be eligible for a subsidy. However, according to key

informants, the positive impact of the fee subsidy increase was offset for many centres by the prior decrease and subsequent freezing of government maintenance grants in 1992. As a result of this freeze, only centres that were in existence in 1992 can obtain the grant. An estimated 30% of centres on the Island are affected by this freeze.⁶ Many of these centres are reaching the point of needing to replace furniture and equipment and make minor repairs. In order to do so, they have to raise their own capital funds.

(f) Québec

At the time of data collection any parent of a four-year-old was entitled to licenced child care for a fee of \$5.00 a day. According to key informants, in some cases the combination of the parent's \$5.00 and the government's daily allowance for each four-year-old child was not equal to what the parent fee would have been before the change and/or the actual cost of providing the program. For fiscal year 1998/99, centres facing this situation had been given an additional grant to cover the difference. However, they had been told that this would only be for one year. Key informants noted that some centres were concerned that once the \$5.00 a day plan was extended to all children from birth to age four they would not be able to maintain the same level of service without additional government funds.⁷ We were also told that in the summer of 1998, at the time when directors were completing their questionnaires, many centres still had unresolved issues with the government in connection with the 1997/98 financial year.

(g) The Yukon

Operating grants were frozen in September 1995. They only became available to a new centre if a centre that was receiving the grant prior to 1995 closed. As a result, several centres were not receiving these grants. According to key informants, there had been no increase in the amount of the operating grant or in fee subsidy amounts since 1993, but centre occupancy costs had been steadily increasing.

Trained Staff Leaving Child Care

The federal government provides 100% funding for CAP-C programs and Aboriginal Head Start. Salaries in both these programs tend to be higher than those in typical child care centres in the same community. Some boards of education hire people with ECCE credentials as teacher aides in kindergarten, and pay higher wages than child care centres for a shorter work week. Key informants in Manitoba, New Brunswick, Ontario, Saskatchewan, and the Yukon all specifically commented on the "flight" of centre staff to these other programs.

Encouraging News

(a) Manitoba

In the 1998/99 budget Manitoba announced the addition of 1,000 subsidized spaces and the extension of full operating grants to 2,000 existing infant and preschool spaces that were either partially funded or unfunded. Money was also promised for the development of flexible child care arrangements that recognize changing work patterns. However, the impact of these announcements was probably not being felt in June and July when the questionnaires were being completed. In addition, these announcements should be viewed in the context of the freezing of subsidized spaces in 1997 and the reduction of the overall child care budget by 8.6%.

(b) Nova Scotia

The Nova Scotia government added 50 subsidized spaces to the non-profit child care system every year between 1992 and 1997. In 1998, it increased this to 80 regular spaces and an additional 30 spaces for children who have special needs. These increases in subsidized spaces has made centre care more affordable for parents. In 1998 there was also a 2% increase in the subsidy rate and in the infant incentive grants paid to non-profit centres providing infant care.

(c) Saskatchewan

In 1996 Saskatchewan announced a child care wage enhancement grant beginning with the 1996/97 fiscal year. The amount per person has been increased each subsequent year. In 1998/99 it was \$225 per trained staff member per month. In 1997, the government provided one-time funds for centre renovations.

Summary

At the time of data collection centres in Alberta, Ontario and Québec were facing the combination of major systemic changes and some financial uncertainty or stress. System-wide restructuring and its accompanying uncertainty was also occurring in British Columbia. Centres in New Brunswick, Newfoundland/Labrador, Prince Edward Island, and the Yukon were facing financial challenges. Key informants in Manitoba, New Brunswick, Ontario, Saskatchewan, and the Yukon all commented on trained staff leaving child care for better paying jobs in other fields. Thus, centres in just about every jurisdiction across the country were operating in an environment of uncertainty and/or facing situations that threatened the viability of centre-based care.

Notes

- 1 Childcare Resource and Research Unit, in press. We are grateful to Martha Friendly for permission to review and use material in the pre-publication draft.
- 2 A total of 28 people in the child care field were interviewed. They were from child care centres, child care organizations and government departments responsible for child care. In addition, two people involved with municipalities in Ontario were interviewed.
- 3 In January 1999 the Ministry announced that the 20 regions would be collapsed into 11, thereby initiating further systemic changes.
- 4 In May 1999 the Québec provincial government announced that it will invest \$148 million over a four-year period to improve wages for all centre- and family-based child care workers. This will involve implementation of a Québec-wide salary scale that will take into account the individual's training and experience.
- 5 Workfare requires social assistance recipients to be in job training or to do "voluntary" work in a community agency as a condition of financial assistance. Municipalities will subsidize the cost of child care while a social assistance recipient is in either of these mandatory activities. However, usually the activity occurs in three-hour blocks of time and municipalities will not cover the cost of a full half-day (four hours).
- 6 Kathleen Flanagan Rochon, personal communication.
- 7 Subsequently, in early 1999, the provincial government entered into discussion with child care organizations in an effort to develop a funding mechanism that would address these concerns.

Appendix F

Provincial/Territorial ECCE Training Regulations, 1998

Jurisdiction	Regulations
British Columbia	<p>There are no specific educational requirements for centre directors or supervisors. The requirements for staff depend on the age of the children.</p> <p><u>Under 30 months:</u> Each group of 5 to 8 children must have one infant-toddler educator (with a minimum of 10 months post-secondary ECCE training plus specialized infant/toddler training), and one early childhood educator (with a minimum of 10 months post-secondary ECCE training). Each group of 9 to 12 children requires one infant-toddler educator, one early childhood educator and one assistant.</p> <p><u>Thirty months to school age:</u> Each group must have one early childhood educator (with a minimum of 10 months post-secondary ECCE training) and assistants.</p> <p><u>School-age:</u> Staff must have taken a course on the care of young children or have relevant experience.</p>
Alberta	<p>Directors are required to have at least a two-year college diploma in ECCE or equivalent, and one in four staff are required to have a one-year college ECCE credential or equivalent. All other staff are required to have a 50-hour child care orientation course delivered through a community college or equivalent.</p>
Saskatchewan	<p>Centre supervisors must have a one-year ECCE certificate or equivalent. Every staff member must take a 130-hour child care orientation course or equivalent provided through a community college within one year of commencing work, unless the person has a one-year ECCE post-secondary credential or equivalent.</p>

Jurisdiction	Regulations
Manitoba	Directors must have completed an approved two-year post-secondary ECCE training program or have a university degree in a related subject. Two-thirds of staff caring for preschoolers must have an approved ECCE diploma or certificate from a community college or satisfactory completion of the Child Day Care Competency Board Assessment. One-half of staff employed in a school-age program must have a post-secondary ECCE diploma or certificate.
Ontario	Supervisors and one staff person with each group of children must have a two-year ECCE diploma or equivalent.
Québec	There are no specific educational requirements for centre directors or supervisors. One-third of staff must have a college diploma or university degree in ECCE or three years experience plus one year ECCE training. (As of September 1999 two-thirds of staff will be required to have a post-secondary ECCE diploma or university degree)
New Brunswick	There are no ECCE training requirements for either directors or staff.
Nova Scotia	Centre directors and two-thirds of staff must have either a one- or two-year ECCE certificate or diploma or two years experience, an ECCE course and a 35-hour workshop on child development and curriculum.
Prince Edward Island	Supervisors and one full-time staff person in each centre must have at least a one-year ECCE credential or a university child study degree. The following experiential requirements pertain to all staff in a director position: one-year diploma must have three years experience; two-year diploma must have two years experience; B.A. in a related field must have two courses specified by the Licensing Board plus one year of experience; post-secondary diploma in a related field must have four courses specified by the Licensing Board and three years experience. All staff are required to participate in 30 hours of in-service education every three years.
Newfoundland/Labrador	Supervisors must have either a one-year ECCE certificate and one year's experience or a two-year ECCE diploma with no requirement for experience. If more than 25 children are enrolled in a centre, the Licensing Board recommends, but does not require, an additional person with at least a one-year ECCE certificate and one year's experience. By the end of 1999, the province will require one staff member in each group to have a minimum of a one-year post-secondary ECCE credential.
Yukon	There are no specific educational requirements for directors or supervisors. Fifty percent of staff must have successfully completed a 60-hour introduction course in early childhood development or its equivalent. (By September 1999, new regulations will require that an additional 30% of staff have a one-year post-secondary ECCE credential.)
Northwest Territories	There are no ECCE training requirements for either directors or staff.
<p>Sources: Childcare Resource and Research Unit, in press; Kathleen Flanagan Rochon, Prince Edward Island, personal communication; Debbie Mauch, Yukon, personal communication; Helen Sinclair, Newfoundland/Labrador, personal communication; Jocelyne Tougas, Québec, personal communication.</p>	

Appendix G

Provincial/Territorial Grants, Full-Time Centres, 1998

Jurisdiction	Grant name	Amount	Comments
British Columbia	Child Care Compensation Contribution Program	Based on a formula, so varies across centres	To enhance the wages of child care staff who meet eligibility criteria, in both non-profit and commercial centres, and to assist with the additional costs associated with infant/toddler care.
	Supported Child Care	Amount depends on the child's needs	Funds to cover equipment and additional staffing costs. Both commercial and non-profit centres are eligible.
Alberta	Operating grant	Per child per month: age 0-12 months: \$58 age 13-18 months: \$43 age 19-35 months: \$29 age 3-4.5 years: \$22 age 4.5 plus: \$17	Both non-profit and commercial centres were eligible, grant DISCONTINUED on April 1, 1999.
Saskatchewan	Operating grant	Per child per month: infants: \$40 toddlers: \$30 preschoolers: \$35 school-age: \$20	Only non-profit centres are eligible for these grants.
	Teen infant centre grant	Per child per month: infants: \$425 toddlers: \$350	Only non-profit centres are eligible for these grants.
	Wage grant	\$225/staff person/month	Only non-profit centres are eligible for these grants.
	Special needs funding	Level 1: \$200/month Level 2: \$250/month Level 3: \$300/month	Both commercial and non-profit centres are eligible for these grants.

Jurisdiction	Grant name	Amount	Comments
Manitoba	Operating grant	Per child per month: infants: \$1,804 preschoolers: \$1,220 school-age: \$780	Non-profit centres are eligible to receive the operating grant and staffing grants on behalf of children who have special needs. Commercial centres are not eligible to receive these grants. However, commercial centres licenced prior to April 18, 1991, are eligible to receive a guaranteed payment on behalf of subsidized children in the centre up to 25% of their licenced spaces.
	Special needs grants	Amount depends on the child's needs	
Ontario	Operating grant (three components, a direct operating grant for centres, a child care wage enhancement grant for centres, and a provider wage enhancement grant for licensed family child care)	The amount received by a centre is a combination of the direct operating grant and the wage enhancement grant. Not all centres are eligible (see comments). In 1998, eligible non-profit centres received approximately \$8,000 per staff and eligible commercial centres received approximately \$3,000 per staff.	The amount granted to a centre depends on its size, auspice, and length of time in operation. Commercial centres that were in operation prior to 1987 receive one-half of the amount of the direct operating grant component that would be given to a non-profit centre of the same size. Non-profit centres are eligible for the child care wage enhancement grant component only if they were in operation prior to 1991. In 1995, the wage enhancement grant was frozen. Eligible non-profit centres can only receive the grant for the number of staff employed in 1991, even if their staff complement has increased. Commercial centres are not eligible for the wage enhancement component of the operating grant.
	Special needs grants	Varies	Responsibility for subsidizing care for children with special needs rests with the municipalities. The availability and amount varies across the province and also depends on the child's needs.
Québec	Operating grant	Based on the number of children in the centres and their ages	In September, 1997 Québec instituted free full-day kindergarten for all 5-year-olds and child care at a cost of \$5.00 to parents for 4-year-olds. The \$5.00 child care program is to be extended downwards so that by 2000 it will apply to all children from birth through age 4.
	Group benefits grant	1.28% of payroll for extended health and dental insurance, 1.72% of the total insurable payroll for maternity leave	Intended to assist centres to purchase group insurance, both non-profit and commercial centres are eligible for this grant.
	Special needs grant	Amount depends on the child's needs	Both non-profit and commercial centres can obtain this grant.
New Brunswick	Special needs grants	Average of \$3,000 per child per year was spent in 1998	In 1995, the province eliminated its operating grant to centres.

Jurisdiction	Grant name	Amount	Comments
Nova Scotia	Equipment grant	Up to \$130/year/subsidized centre space	Only full-time registered centres (non-profit centres eligible for subsidized spaces) are eligible for this; thus, some non-profit centres do not receive it.
	Salary enhancement grant	\$3.25/day/space	Only non-profit centres receive this. Total amount flowed to the centre is based on the number of families whose net income falls within maximum provincial subsidy eligibility guidelines.
	Infant incentive grant	\$4.69/day/infant	Only non-profit centres receive this.
	Special needs grant	Between \$23.61 and \$32/day/child	Both non-profit and commercial centres are eligible for this grant.
Prince Edward Island	Maintenance grant	\$0.91/space/day	Both non-profit and commercial centres are eligible. The grant was frozen in 1992 with the result that only centres in operation at that time receive it.
	Infant incentive grant	\$250/infant/year	
	Special needs grant	Will cover wages up to \$11.20/hour	To pay for staff to provide individualized programming for a child with special needs.
Newfoundland/Labrador	None	None	Grants were suspended in 1993. In April 1998 the government announced its intention to invest \$4.6 million annually in licenced child care, including the reinstatement of recurring grants. However, this had not occurred at the time of data collection.
Yukon	Operating grant	Based on a formula so varies across centres	Only available to centres licenced before September 1995. Operating grants only become available to a new centre if a centre that is getting a grant closes. Both non-profit and commercial centres are eligible.
	Special needs grant	Any additional cost for providing service to a child with special needs is calculated into the operating grant formula	
Northwest Territories	Operating grant	Calculated on a per space basis depending on the centre location and the children's ages	Only non-profit centres are eligible for these grants. Centres in a remote area obtain a higher grant than those in urban areas.
	Special needs grant	\$7.50/child/day	
Sources: Childcare Resource and Research Unit, in press; Betsy Heatley, Ontario Child Care Branch.			

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Glossary of Abbreviations

CAP-C	Community Action Program for Children
CCDCF	Canadian Child Day Care Federation (now Canadian Child Care Federation)
CDCAA	Canadian Day Care Advocacy Association (now Child Care Advocacy Association of Canada)
CMEC	Council of Ministers of Education, Canada
ECCE	Early Childhood Care and Education
ESL	English as a second language
FSL	French as a second language
LICOs	Low-income cut-offs
NAEYC	National Association for the Education of Young Children (U.S.)

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