FROM POLICY TO PRACTICE: MEASURING WHAT MATTERS IN EARLY EDUCATION

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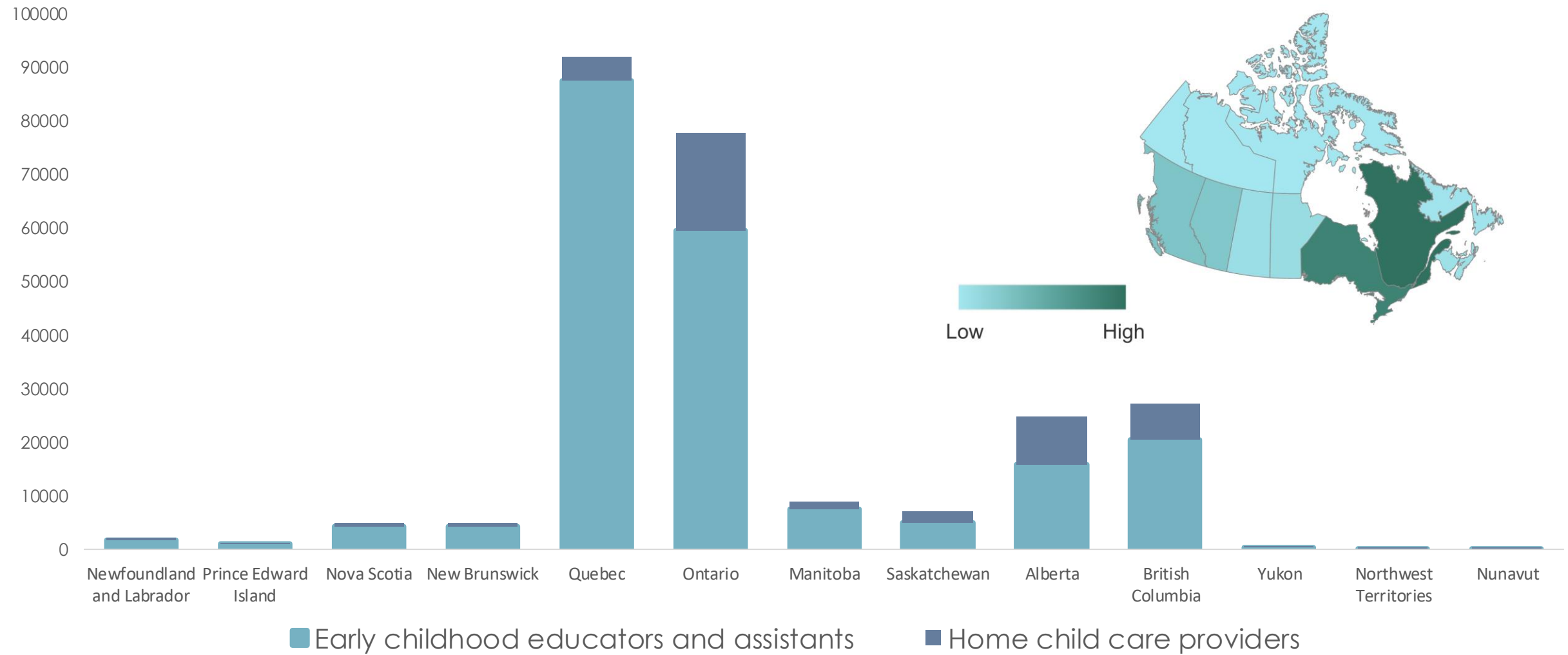
OISE | University of Toronto

The status of the early learning and childcare workforce across Canada

Ontario compared to other provinces and territories

Inclusion and belonging in the early years

Number of People Employed in the Child Care Sector in Canada

>75,000

are employed in the early education workforce in Ontario, including home providers

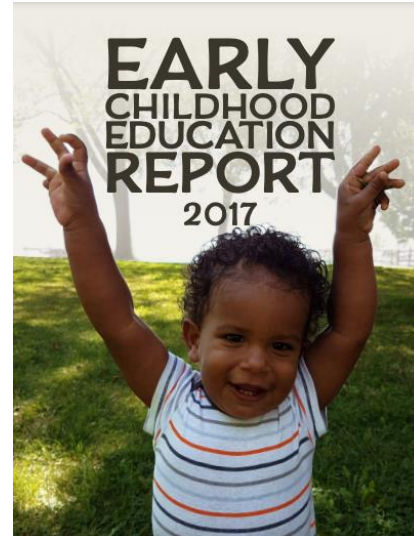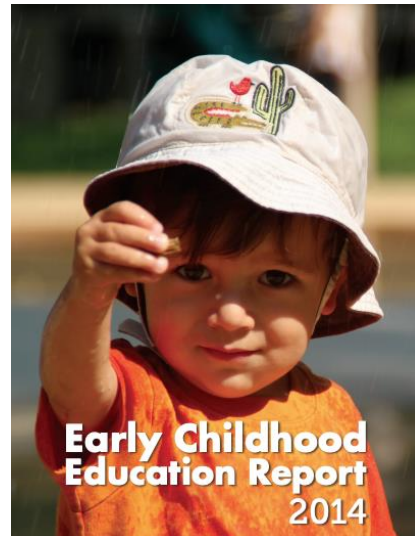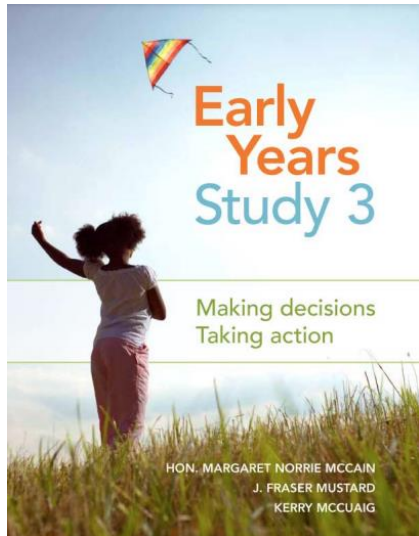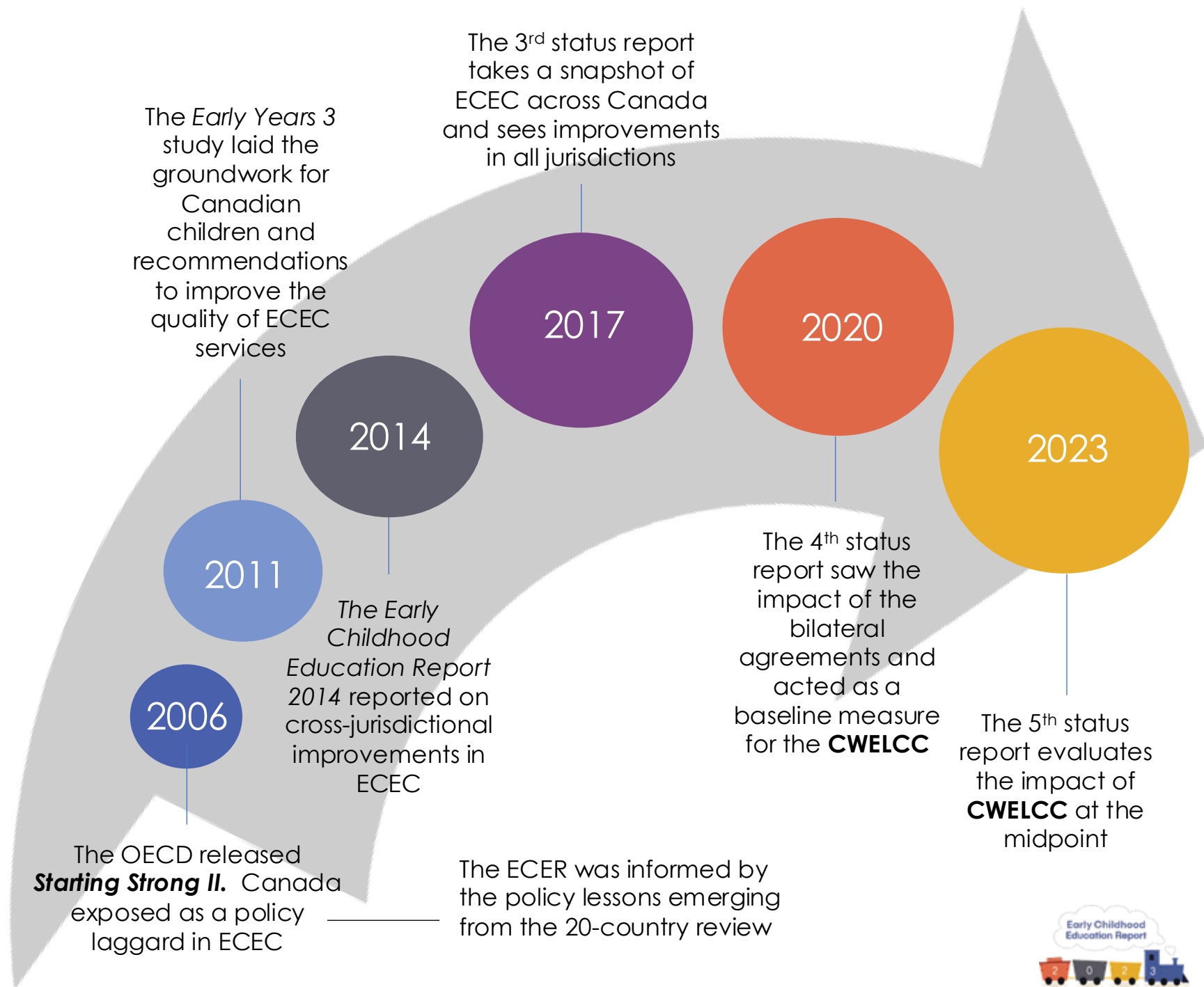|	Early childhood educators	All occupations
Full-time workers	77%	81%
Part-time workers	23%	19%
Work all year	36%	63%
Work part of year	64%	37%
Average weeks worked by those working part of the year	37	43

2023 EARLY CHILDHOOD EDUCATION REPORT

Established in 2011, the Early Childhood Education Report is released every three years to evaluate the quality of provincial/territorial early years services against a 15-point-scale. Results are populated from detailed profiles of each jurisdiction. ECER 2023 is the 5th edition.

Developing the Report

The *Early Years 3* study laid the groundwork for Canadian children and recommendations to improve the quality of ECEC services

The 3rd status report takes a snapshot of ECEC across Canada and sees improvements in all jurisdictions

2017

2020

2023

2014

2011

2006

The Early Childhood Education Report 2014 reported on cross-jurisdictional improvements in ECEC

The 4th status report saw the impact of the bilateral agreements and acted as a baseline measure for the **CWELCC**

The 5th status report evaluates the impact of **CWELCC** at the midpoint

The OECD released *Starting Strong II.* Canada exposed as a policy laggard in ECEC

The ECER was informed by the policy lessons emerging from the 20-country review

Early Childhood Education Report

5 CATEGORIES

Governance	PTs	Funding	PTs	Access	PTs	Learning Environment	PTs	Accountability	PTs

21 BENCHMARKS

Governance	PTs	Funding	PTs	Access	PTs	Learning Environment	PTs	Accountability	PTs
Common ministry	0.5	Min 2/3 CC finding to program operations	1	Full-day Kindergarten	1	ECEC curriculum framework	0.25	Current and posted annual progress report	1
Common ECEC supervisory unit	0.5	Managed salary/fee scale in licensed CC	1	Licensed capacity min 50% for 2-4 yr olds	1	ECEC curriculum framework mandatory	0.25	Facility standards that include Kindergarten	1
Common ECEC policy framework	1	Min 3% of overall budget to ECEC	1	Funding conditional on inclusion	1	Program alignment with Kindergarten	0.5	Population measures collected for preschool	1
Common local authority	1					Min 2/3 staff qualified for 2-4 yr olds	0.5		
						Kindergarten Educators require ECE qualifications	0.5		
						Wages of ECEs at least 2/3 of teachers	0.5		
						ECE professional recognition required	0.25		
						ECE professional development required	0.25		

15 POINTS

3	3	3	3	3

REPORT DEVELOPMENT

1. Each provincial and territorial profile was populated with publicly available data, reviews of collective agreements, custom Statistics Canada runs, and data provided by ministry officials. Quebec's profile was developed under the direction of the Abilio—Childhood Knowledge Dissemination Centre, at the Université Laval and Université de Montréal

2. Data is current to March 31, 2023
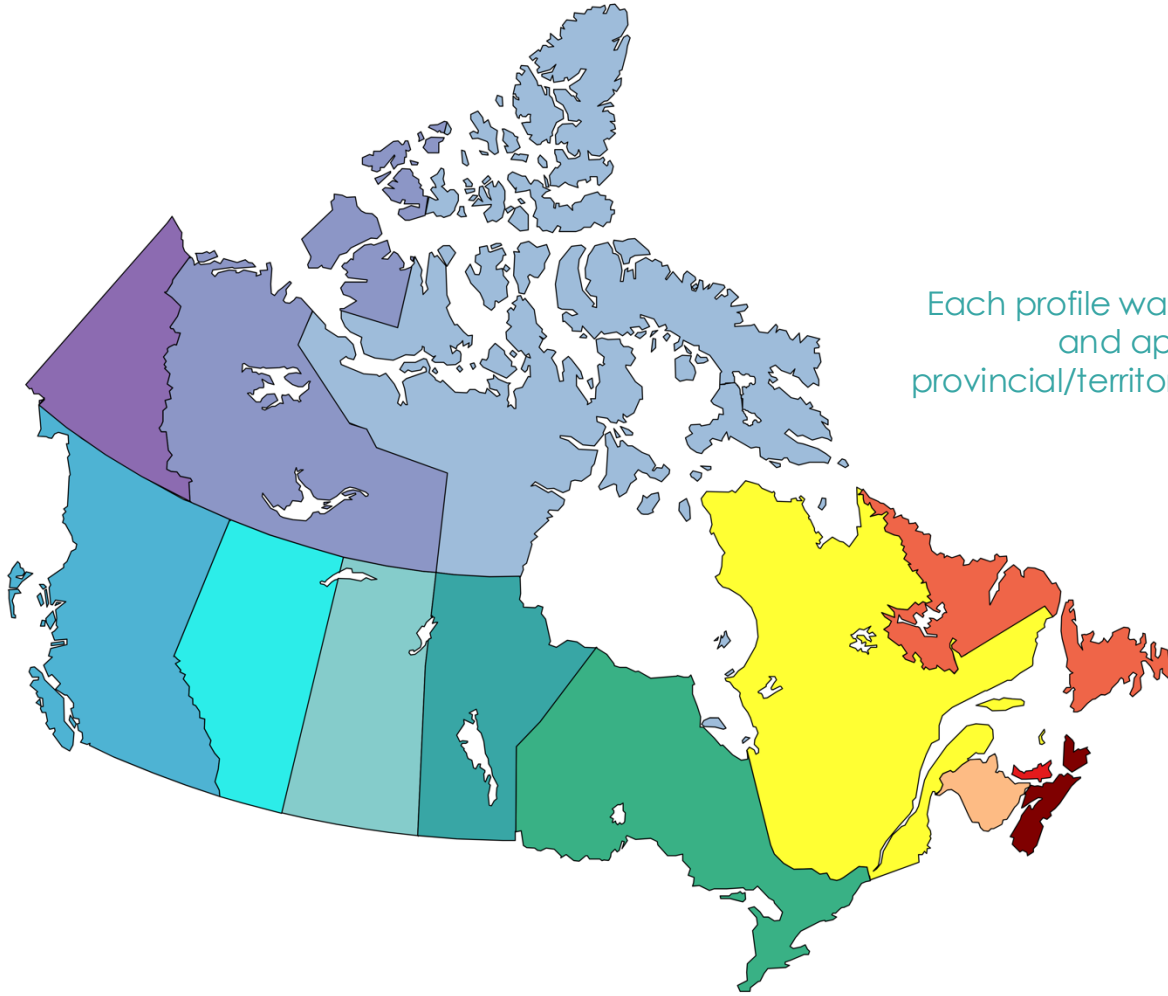
3. Each profile was reviewed and approved by provincial/territorial officials

4. Benchmark results were obtained in collaboration and consultation with ministry officials

Early Childhood Education Report

2 0 2 3

ECER 2023 Benchmark Results

	15												
	14												
	13												
	12												
	11												
	10												

(Chart: ECER 2023 Benchmark Results — bar chart with values approximately: NB 13.25, PE 12, QC 11.75, NL 11.5, ON 11 (highlighted red), YT 10.75, NT 10.5, NS 10.5, BC 10, MB 9.25, AB 7.5, SK 7.5, NU 6.75)
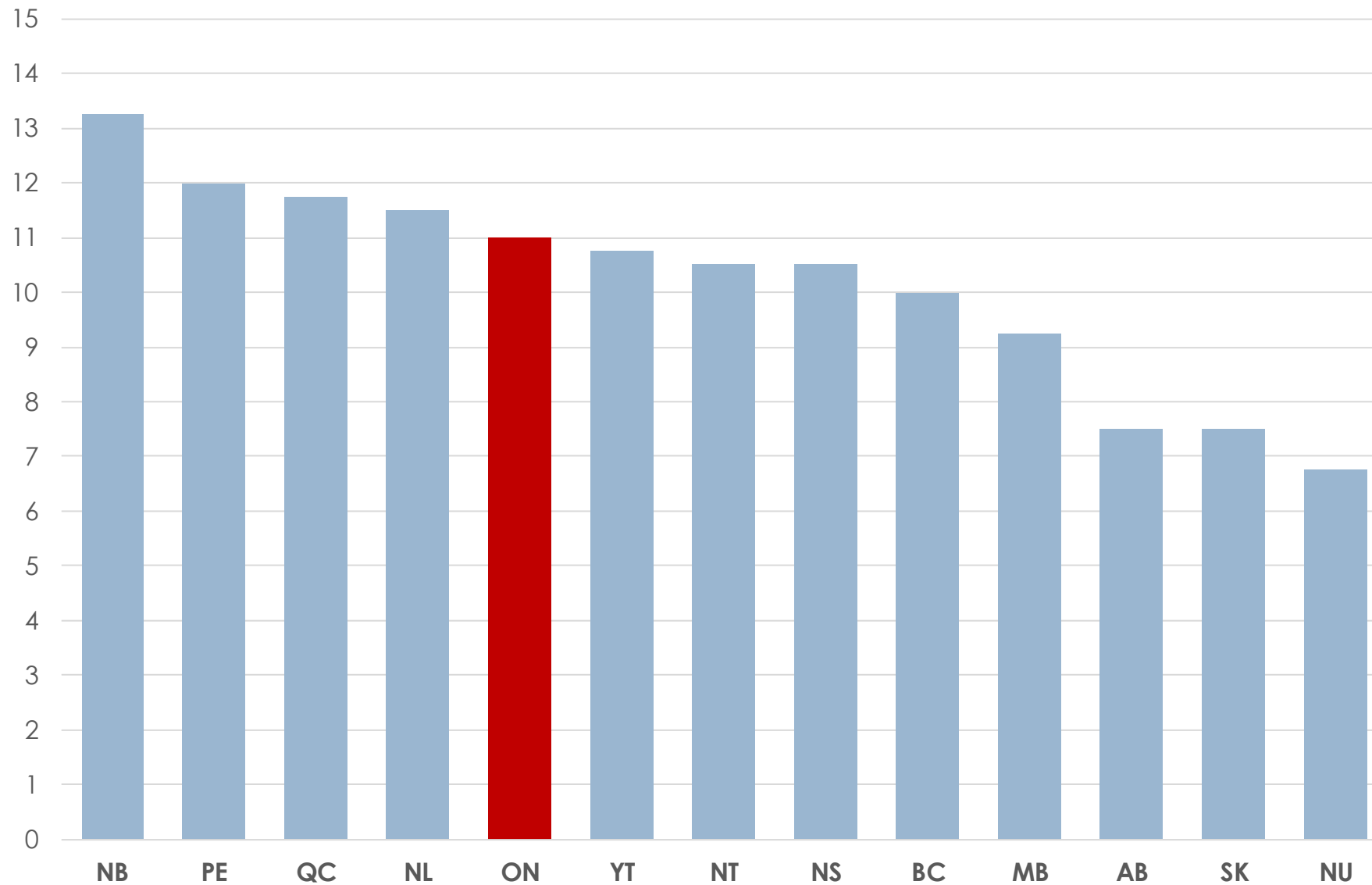
Ontario Over the Years

ECER Benchmarks

	1	2	3	4	5	6	7	8	9	10	11	12	13	14	15

2011

2014

2017

2020

2023

CHANGE IN ECEC SPENDING AS A PER CENT OF TOTAL PROVINCIAL/TERRITORIAL BUDGET

2020 · **2023**

Province/Territory	2020	2023
NL	1.5%	3.0%
PE	1.7%	3.1%
NS	2.0%	2.4%
NB	2.2%	3.0%
QC	3.9%	4.8%
ON	3.7%	3.6%
MB	2.4%	3.2%
SK	1.6%	2.5%
AB	1.9%	2.4%
BC	2.0%	2.5%
NU	0.7%	1.0%
NT	1.5%	1.8%
YT	1.3%	2.0%

Child Care Spending on For-Profit Facilities by Province and Territory
(2023)
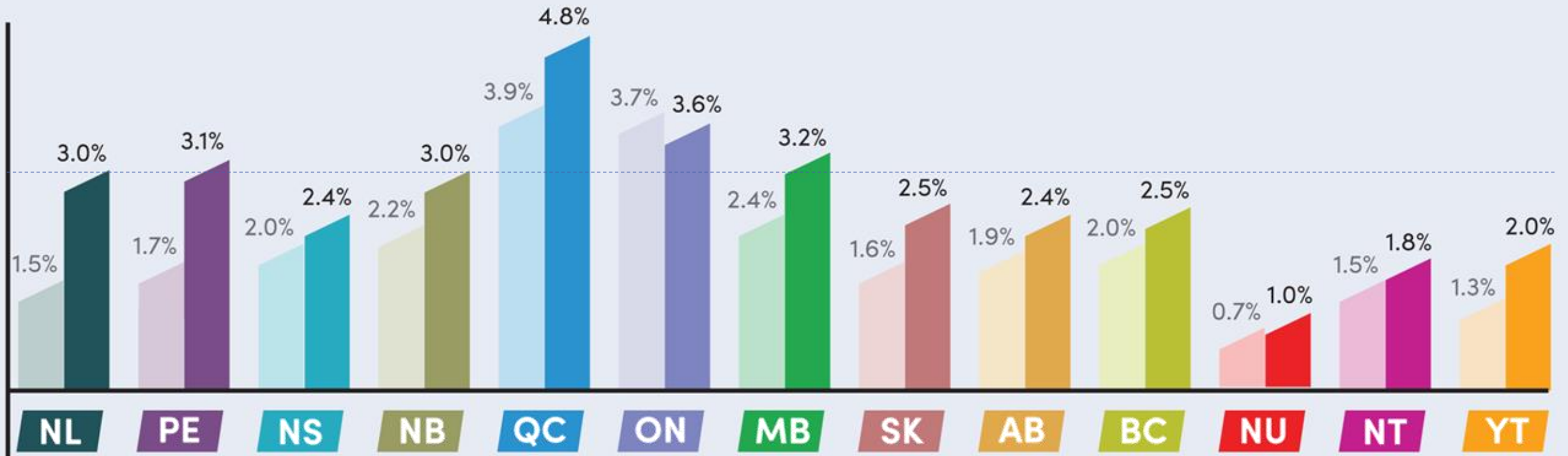
○ % NON-PROFIT CENTRES   ● % FOR-PROFIT CENTRES

🚂 **SK** and **MB** license for-profit centres, but they are not eligible for funding

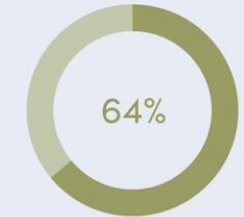🚂 **NU** and **NT** only license and fund non-profit and public centres

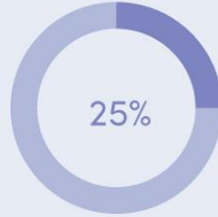$95,167,000
59%
NL
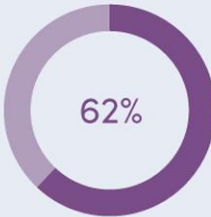
$38,162,620
62%
PE

$89,554,810
56%
NS

$125,535,008
64%
NB

$2,134,728,000
54%
QC

$969,907,523
25%
ON

$0
6%
MB

$0
4%
SK

$556,323,990
57%
AB

$812,037,960
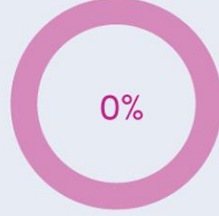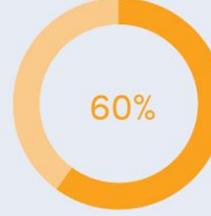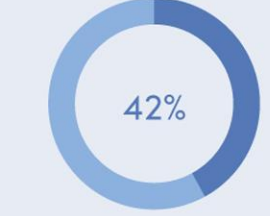**57%**
BC

$0
0%
NU

$0
0%
NT
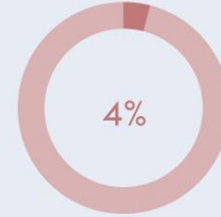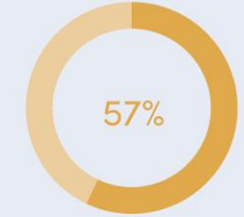
$24,251,319
60%
YT

$4,845,668,229
42%
CANADA

JURISDICTIONS WHERE PUBLIC FUNDING FOR CHILD CARE IS CONDITIONAL ON INCLUDING CHILDREN WITH SPECIAL NEEDS

Prince Edward Island
In Designated Early Years Centres only

New Brunswick
In Designated Early Learning and Child Care centres only

Manitoba
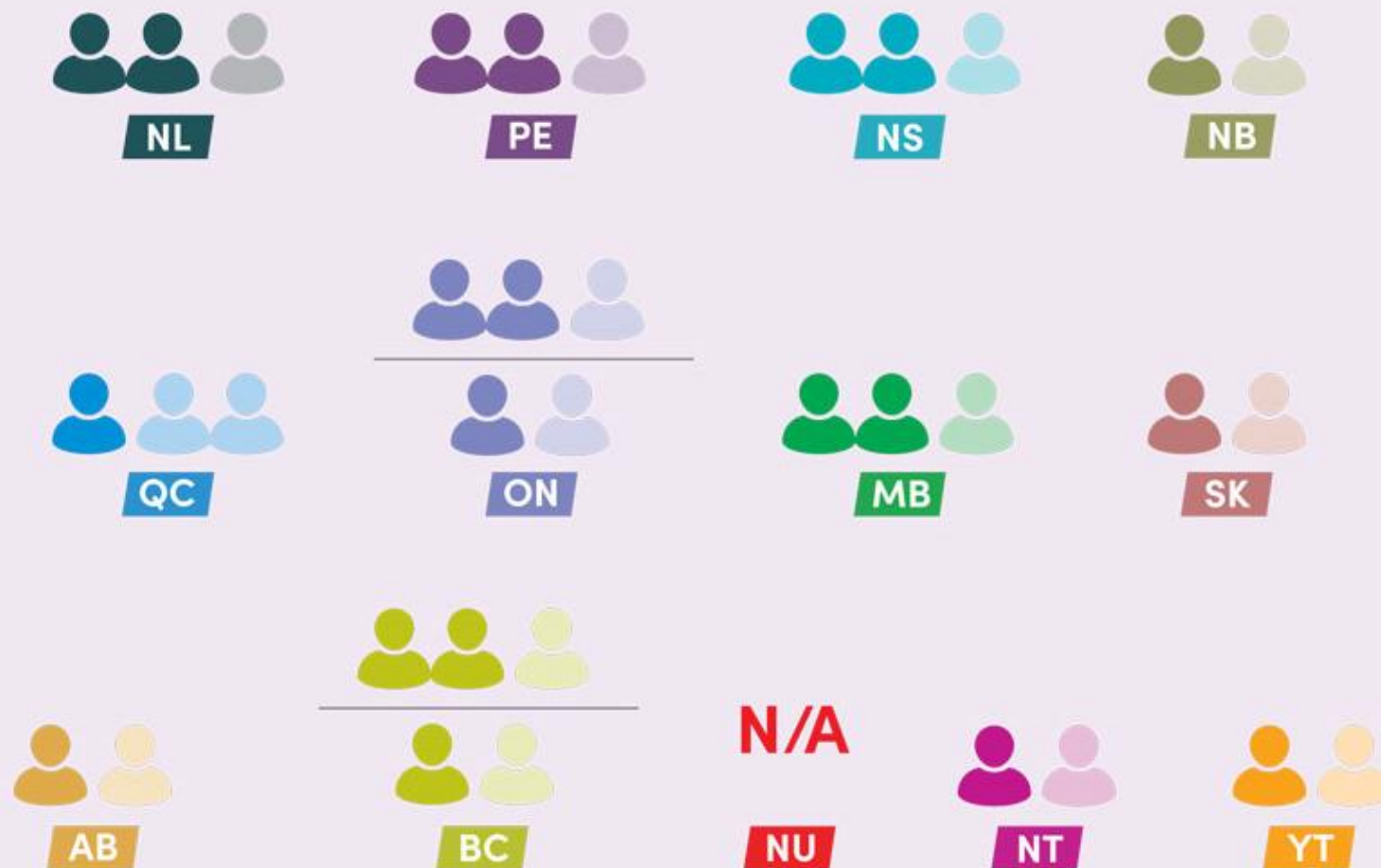In all publicly funded child care programs

Alberta
In Early Childhood Services programs only

Early Childhood Education Report

RATIO OF CERTIFIED ECEs TO NON-CERTIFIED STAFF IN PRESCHOOL-AGE CHILD CARE BY PROVINCE/TERRITORY

CERTIFIED ECEs · NON-CERTIFIED STAFF

NL · PE · NS · NB

QC · ON · MB · SK

AB · BC · NU N/A · NT · YT

PE in Designated Early Years Centres.

QC reduced ratio due to staff shortages from July 22, 2021 to March 1, 2023.

ON 2:1 for groups of 24. 1:1 for groups of 16.

BC 2:1 in groups serving children 0 to <36 months. 1:1 in groups serving children 36 months to age 5.

NU does not require ECE qualifications.

Benchmark 2 certified staff out of 3.

Early Childhood Education Report 2023

QUALIFICATIONS REQUIRED IN LICENSED CHILD CARE BY PROVINCE/TERRITORY

ENTRY LEVEL

NL	PE	NS	NB	QC	ON	MB	SK	AB	BC	NU	NT	YT
Orientation	30 hours	Orientation	90 hours			40 hours	120 hours	1 course	1 course			60 hours

NUMBER OF LEVELS OF QUALIFICATION

4	3	5	2	1	1	3	4	3	4	1	1	3
NL	PE	NS	NB	QC	ON	MB	SK	AB	BC	NU	NT	YT
2 year diploma	2 year diploma	2 year diploma	1 year certificate	2 year diploma	2 year diploma	2 year diploma	2 year diploma	2 year diploma	1 year certificate		1 year certificate	2 year diploma

QUALIFIED

Change in ECE Wages
(2011-2023)

CWELCC
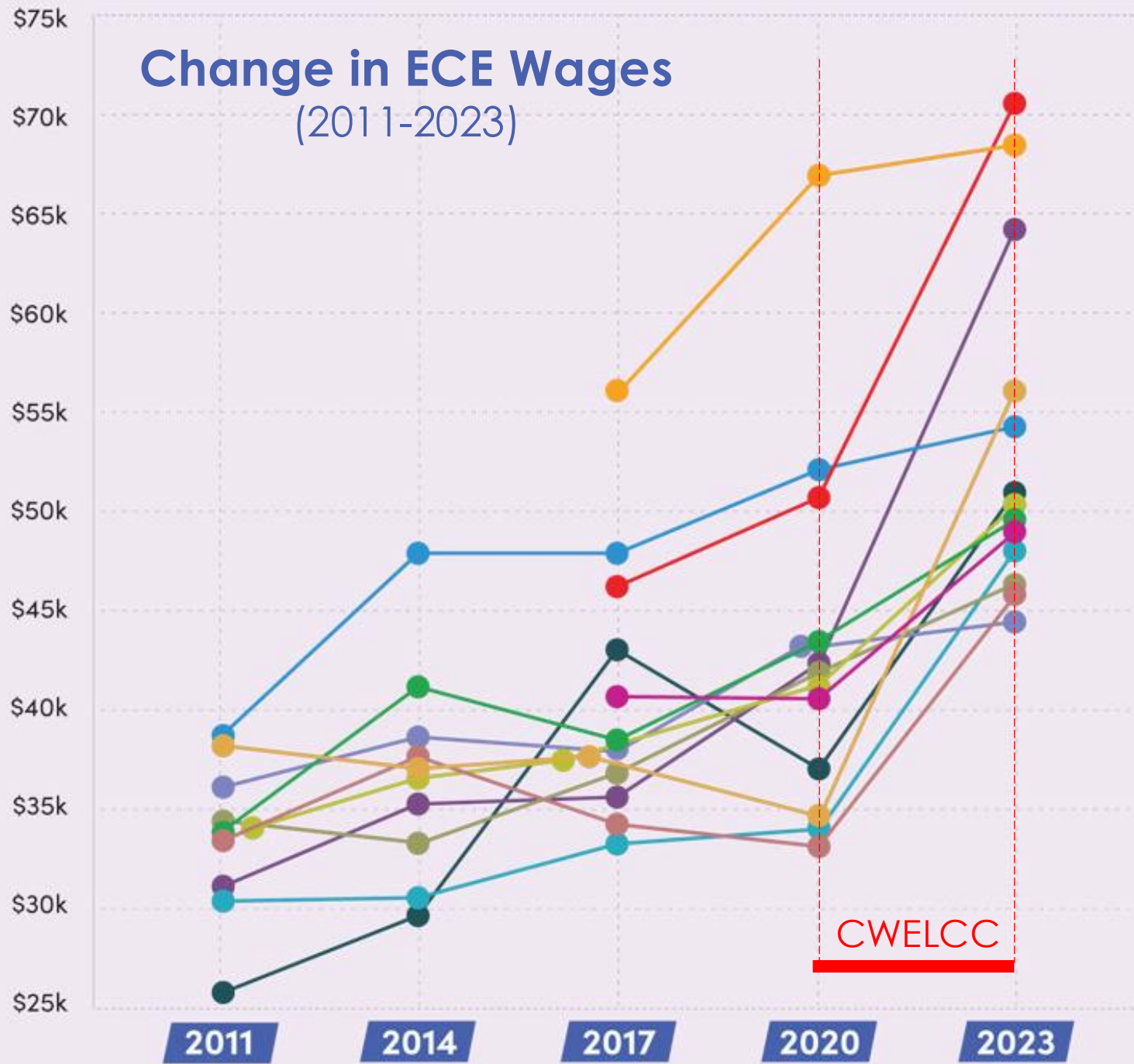
$ CHANGE FROM 2020

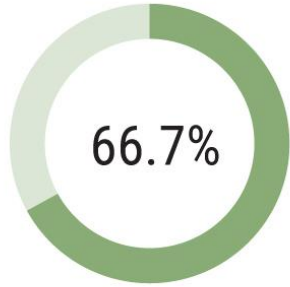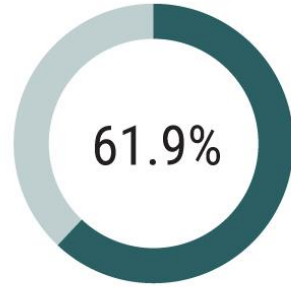| Region	$ Change
NL	$13,662
PE	$21,320
NS	$14,531
NB	$3,944
QC	$2,343
ON	$1,269
MB	$5,615
SK	$12,896
AB	$21,449
BC	$9,528
NU	$21,029
NT	$9,250
YT	$1,560

Percentage of RECEs and Non-RECEs Reporting Housing Security Concerns by Region

RECEs
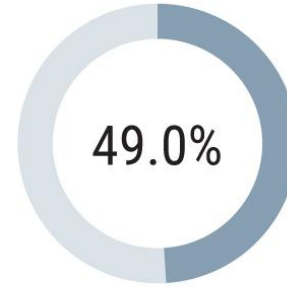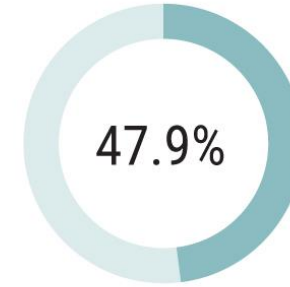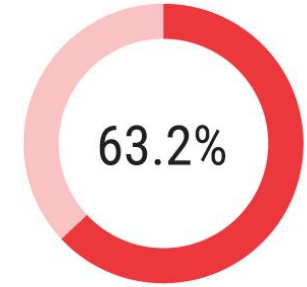
Region	Percentage
Central East	66.7%
Central West	61.9%
East	50.5%
North	49.0%
West	47.9%
Lakeshore West	63.2%

Non-RECEs

Region	Percentage
Central East	63.5%
Central West	63.3%
East	52.3%
North	56.5%
West	54.8%
Lakeshore West	56.2%

knowing our numbers
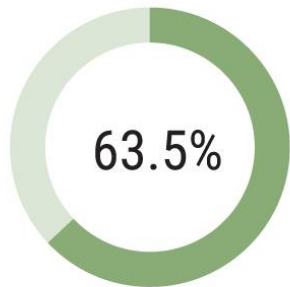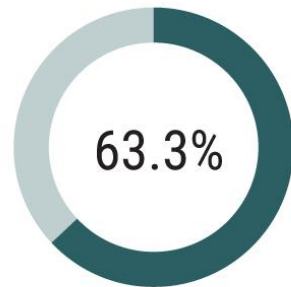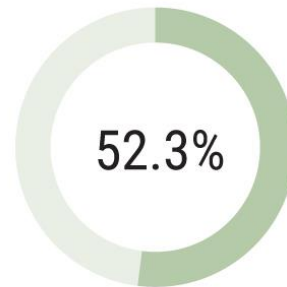
Major barrier to quality programming & inclusion
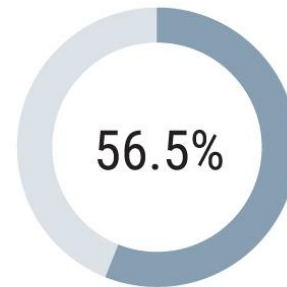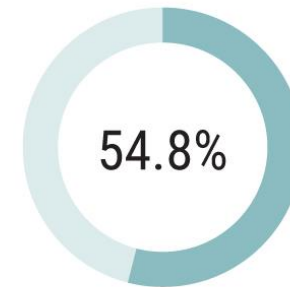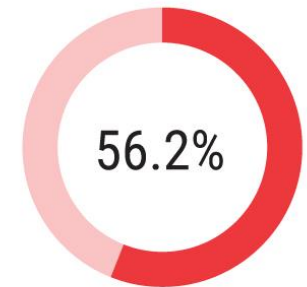
Staff turnover – revolving door

Promising Practices

Promising Practices – Recruitment/Retention

College Tuition

Social Assistance/ employment

Wellbeing practices. Outdoor education

Certificate programs for supervisor

Effective PD

Mega Board NS/AF Ottawa

knowing your numbers
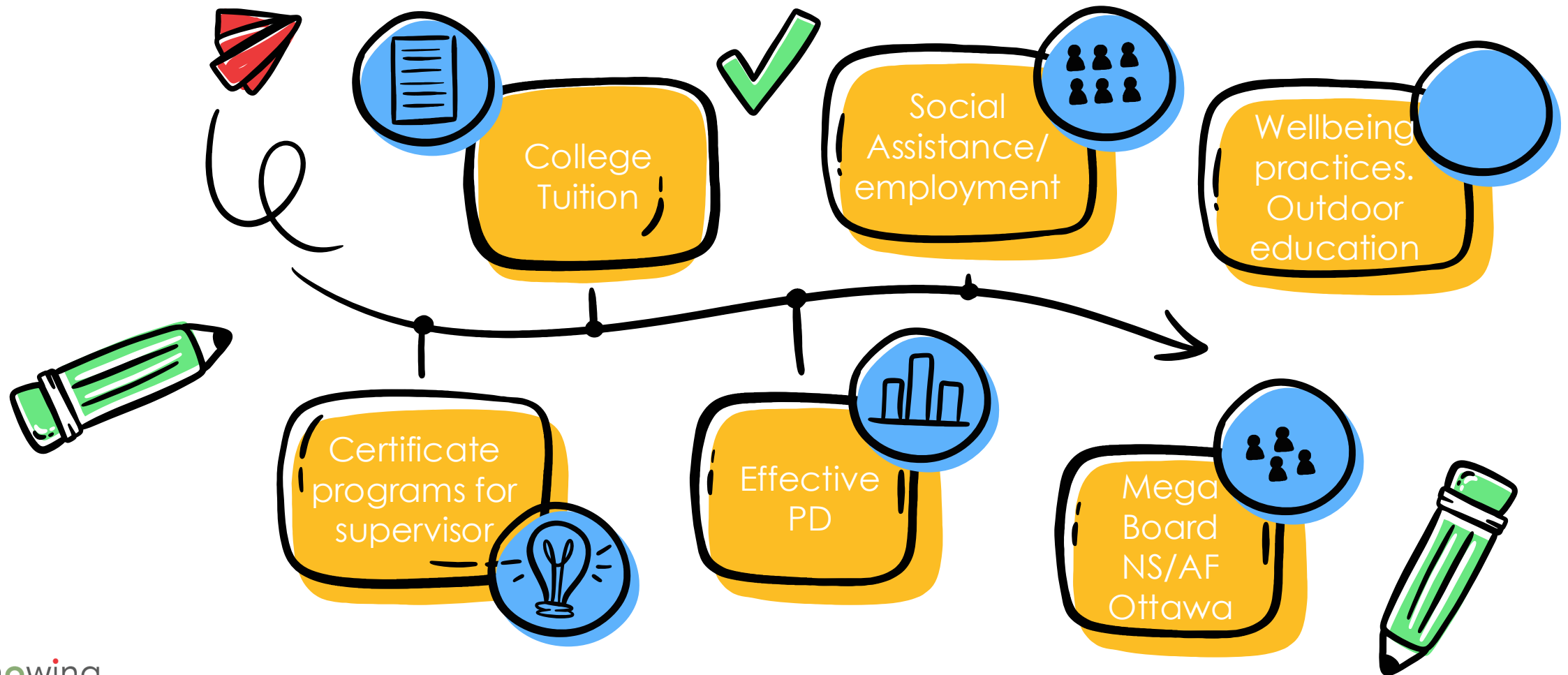
Promising Practices – Wages
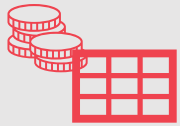
Wage Grids	MBM	Supervisor Rate	Rate Based on Centre Size	Non-RECE Staff
6 jurisdictions have a develop wage grids	Only 4 regions meet **Market Basket Measures (MBM)**	PEI, NS, NL, MB, NT, NU have dedicated rates for supervisors	MB establish rates based on centre size & recognize assistant supervisors	Many compensation systems do not recognize non-RECE staff

Earnings of ECEs across Canada compared to poverty thresholds in urban (✦) and rural (▲) regions
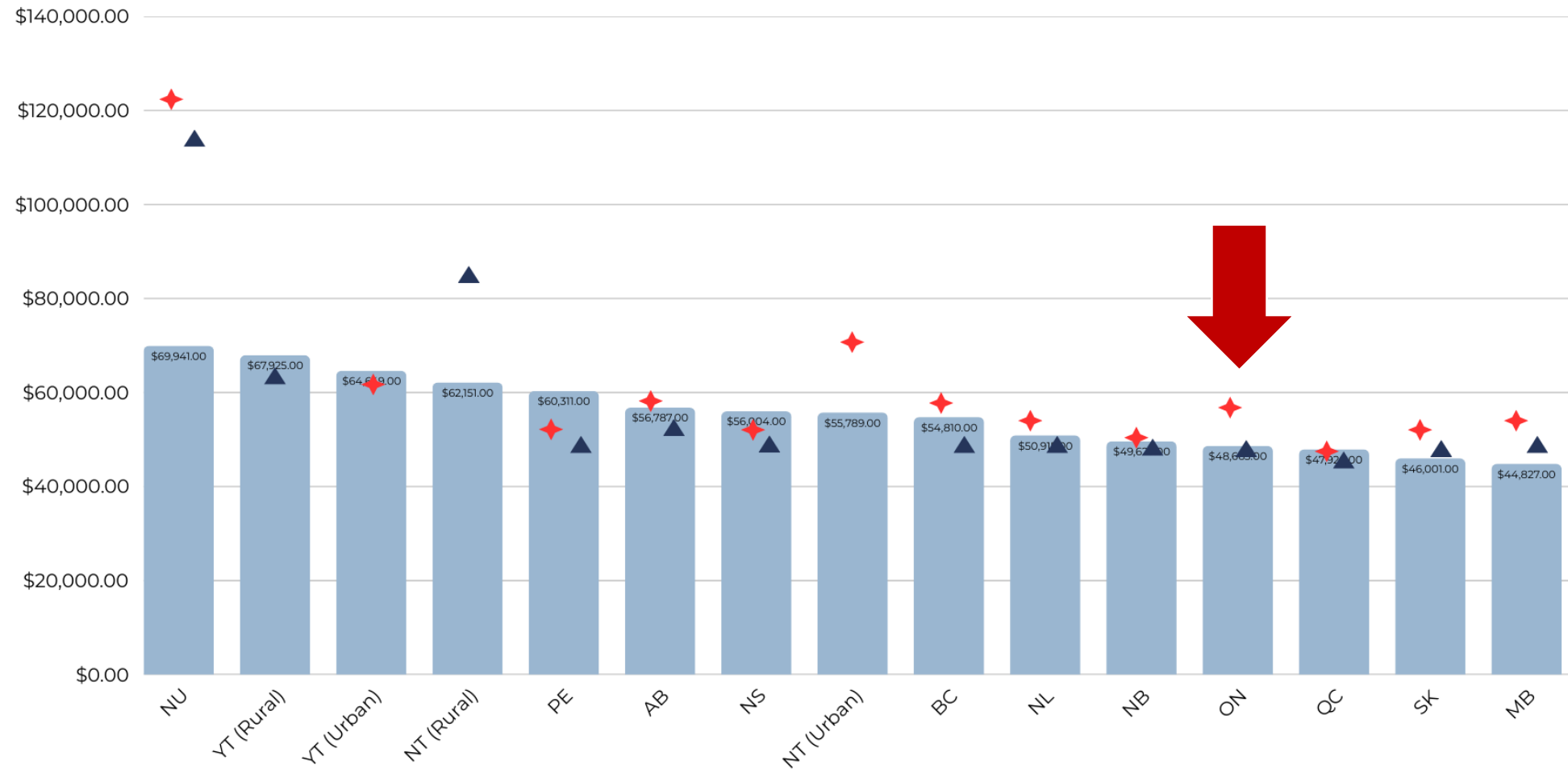
The territories and NL provide a higher rate for remote areas

Chart data (bar values for earnings):
- NU: $69,941.00
- YT (Rural): $67,925.00
- YT (Urban): $64,649.00
- NT (Rural): $62,151.00
- PE: $60,311.00
- AB: $56,787.00
- NS: $56,004.00
- NT (Urban): $55,789.00
- BC: $54,810.00
- NL: $50,911.00
- NB: $49,672.00
- ON: $48,665.00
- QC: $47,93?.00
- SK: $46,001.00
- MB: $44,827.00

Promising Practices – Benefits

Only QC (CPEs) & NS have a public benefit plan	Some others (including PEI & NFL) are in progress	MB funds a defined contribution plan	Only PEI and QC (CPEs) fund a defined benefit pension plan.

Lessons from PEI

Key Highlights from their recent survey and findings

Job Satisfaction: Director satisfaction increased by 19%, while staff satisfaction increased by 44%.

Benefits from Wage Increases: In 2019, 50% of individuals left the sector seeking better wages. In 2024, that number dropped to just 2%.

Recruitment Improvements: 88% of directors believe that recruitment and retention in the sector has improved since 2019.

Lessons from Toronto Directly Operated Programs

Annual Earnings
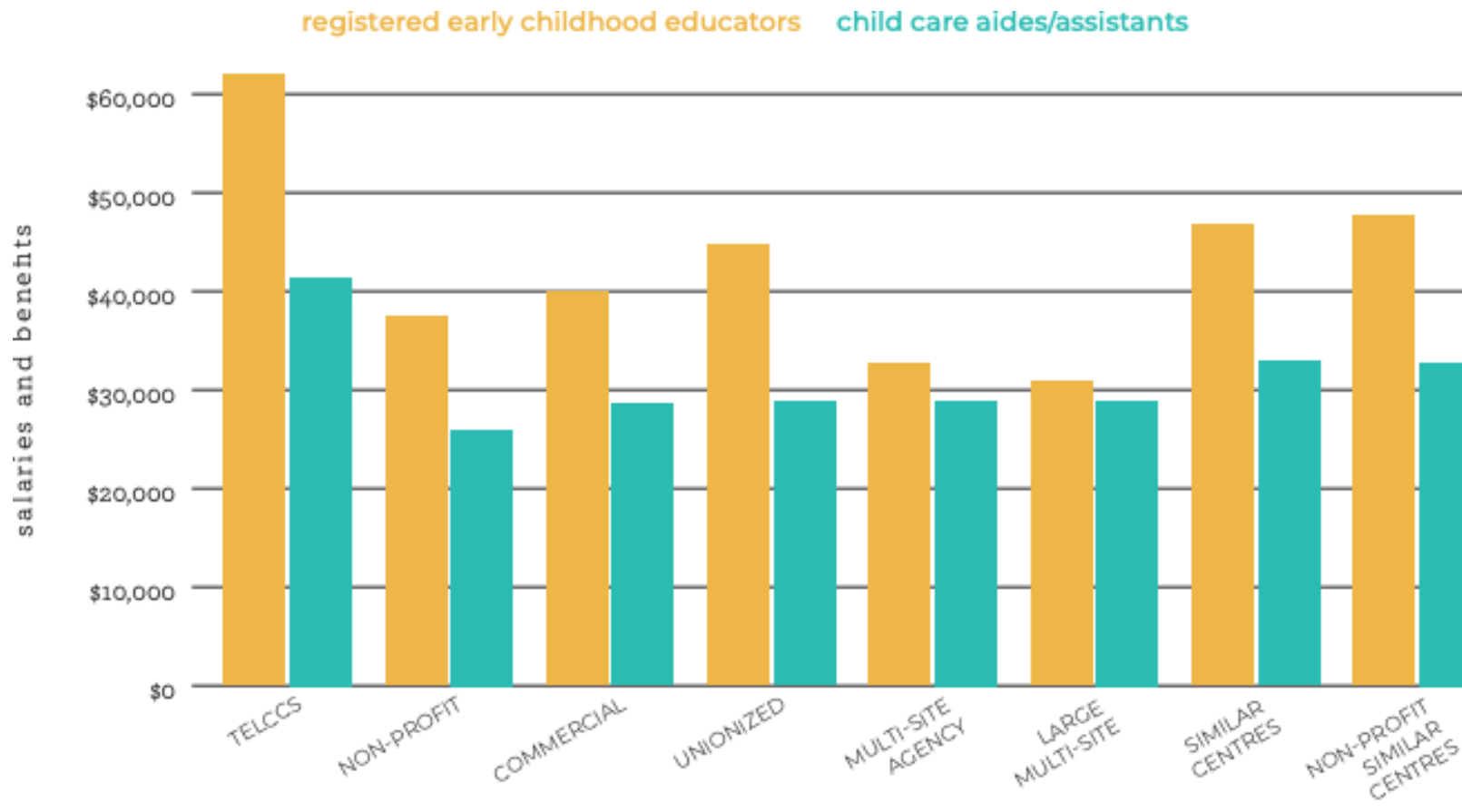
Lessons from Toronto Directly Operated Programs

Percent Expenditures
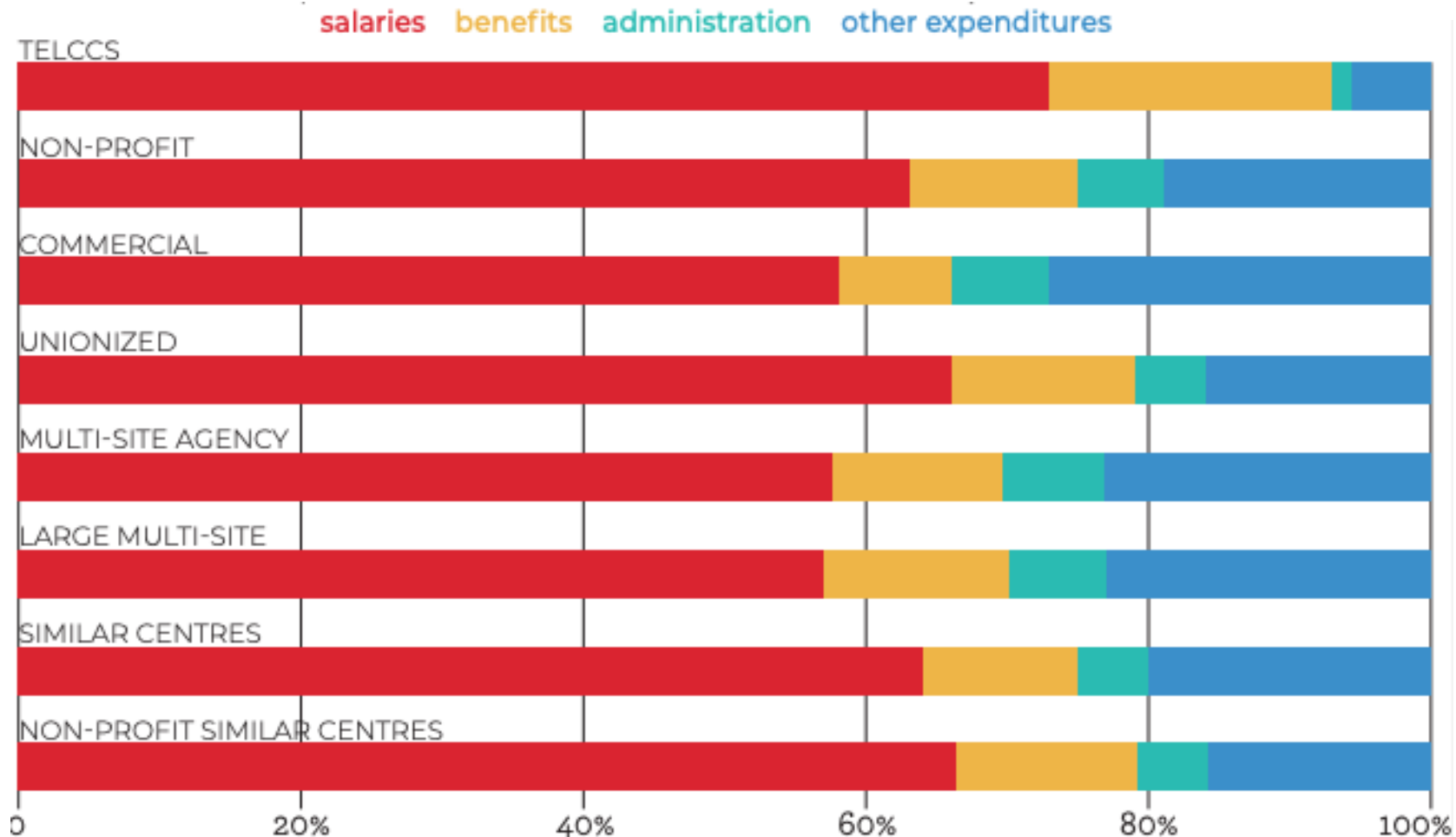
Belonging and Inclusion

Percentage Reporting Frequency of Times in the Previous 12 Months Directors/Supervisors Sent Children with Disabilities Home Due to Staffing Shortages

Frequency	Percentage
0 times	73.4%
1-5 times	18.5%
6-15 times	5.4%
More than 16 times	2.7%
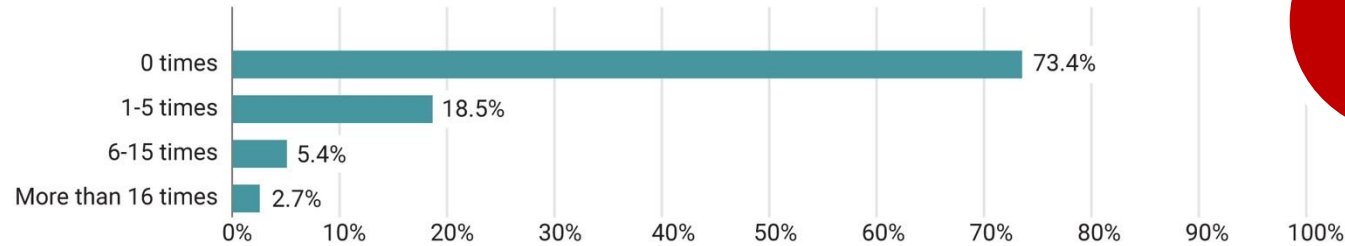
27%

32%

Percentage Reporting Frequency of Times in the Previous 12 Months Directors/Supervisors De-enlisted Children with Disabilities Due to Staffing Shortages

Frequency	Percentage
0 times	83.4%
1-5 times	15.3%
6-15 times	0.8%
More than 16 times	0.4%
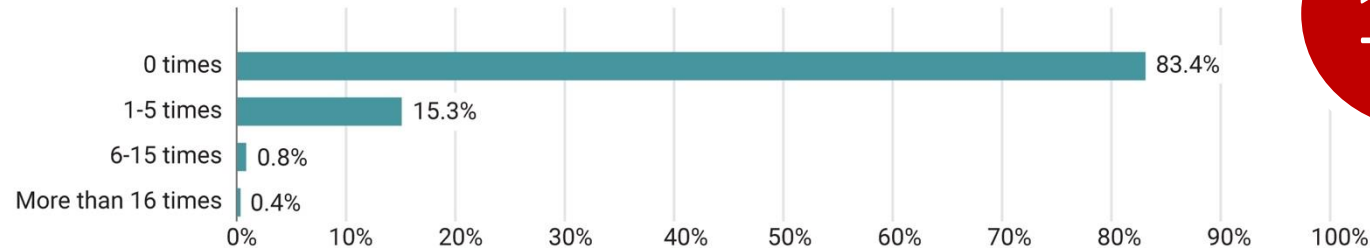
17%

12%

Percentage Reporting Frequency of Times in the Previous 12 Months Directors/Supervisors Denied Admission to Children with Disabilities Due to Staffing Shortages

Frequency	Percentage
0 times	72.7%
1-5 times	23.9%
6-15 times	2.1%
More than 16 times	1.3%
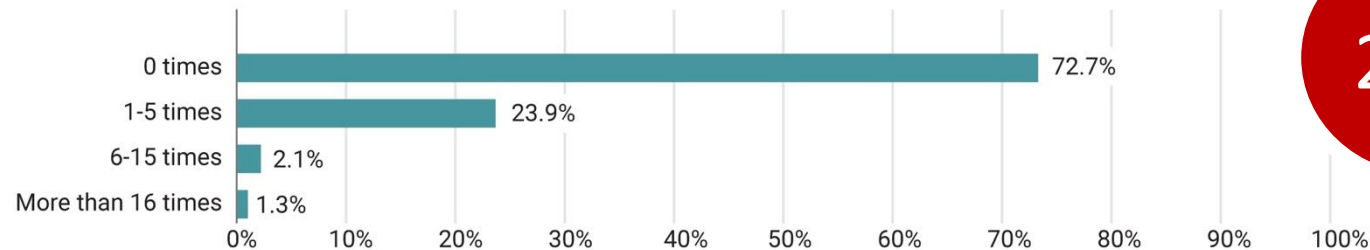
27%

12%

Toronto Directly Operated Programs

Centre by neighbourhood inequity
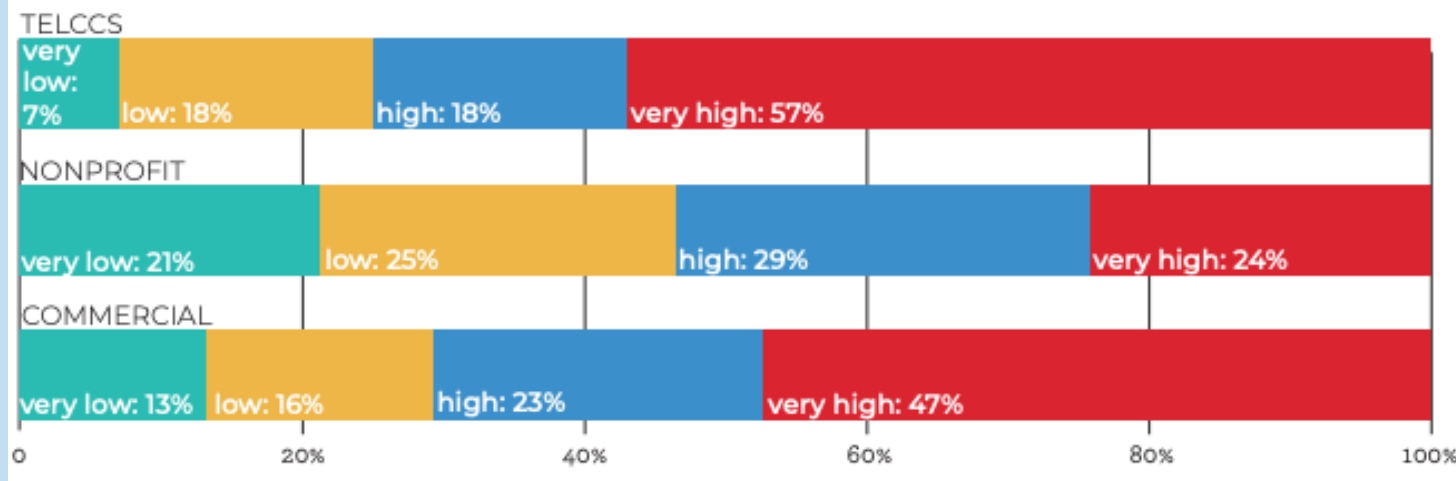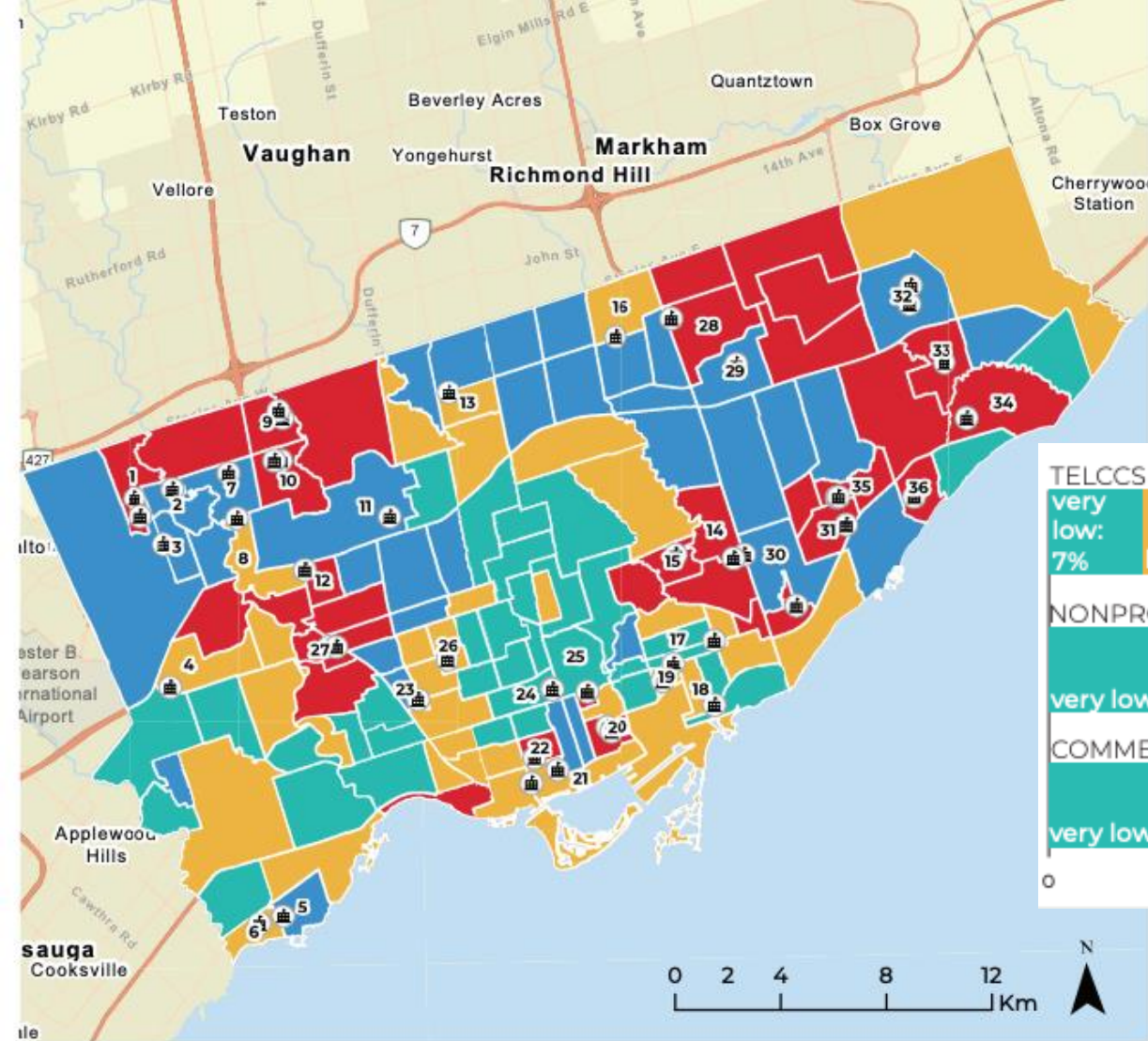
NEIGHBOURHOODS WITH CITY-RUN CHILD CARE CENTRES

1. MOUNT OLIVE-SILVERSTONE-JAMESTOWN
2. THISTLETOWN-BEAUMOND HEIGHTS
3. REXDALE-KIPLING
4. WILLOWRIDGE-MARTINGROVE-RICHVIEW
5. NEW TORONTO
6. LONG BRANCH
7. HUMBERMEDE
8. PELMO PARK-HUMBERLEA
9. BLACK CREEK
10. GLENFIELD-JANE HEIGHTS
11. DOWSNVIEW-RODING-CFB
12. RUSTIC
13. WILLOWDALE WEST
14. VICTORIA VILLAGE
15. FLEMINGDON PARK
16. HILLCREST VILLAGE
17. DANFORTH VILLAGE EAST YORK
18. GREENWOOD-COXWELL
19. BLAKE-JONES
20. REGENT PARK
21. WATERFRONT COMMUNITIES-THE ISLAND
22. KENSINGTON-CHINATOWN
23. WESTON-PELLAM PARK
24. ANNEX
25. ROSEDALE-MOORE PARK
26. OAKWOOD-VAUGHAN
27. MOUNT DENNIS
28. L'AMOUREAUX
29. TAM O'SHANTER-SULLIVAN
30. CLAIRLEA-BIRCHMOUNT
31. KENNEDY PARK
32. MALVERN
33. MORNINGSIDE
34. WEST HILL
35. EGLINTON EAST
36. SCARBOROUGH VILLAGE

The **Belonging and Inclusion Measure (BIM)** is an observational tool that was developed following many sector consultations that identified the need to capture *Belonging and Inclusion* in a reliable and cost-effective way. It was designed to capture the extent to which all children are included and experience a sense of belonging within their early learning and child care classrooms.

The BIM assesses three key domains and takes less than thirty minutes to complete.

01

Physical setup of the classroom

02

Quality of interactions

03

Resources available to educators for fostering inclusive practices

Section: 1 Classroom Practices and Set Up to Support Inclusion	Does Not Meet Expectations 1 or 2	Meets Expectations 3	Exceeds Expectations 4 or 5	Score
	☐ **No instructional materials include representations of diverse individuals breaking stereotypes** Instructional materials (e.g., books, art activities) do not include diverse representations of diverse individuals that break stereotypes (e.g., diverse doctors or diverse astronauts). ☐ **No instructional materials include diverse individuals within a material*** There are no instructional materials that include diverse individuals, within one resource (e.g., a book that has multiple races, or abilities within a book) ☐ **Diverse instructional materials are not integrated in a meaningful way** Diverse instructional materials are not integrated into three to four activities that all children can actively engage with (e.g., culturally diverse food or utensils in the kitchen area, multi-language books).	☐ **Classroom has an accessible visual schedule of the full day at child's level that can be moved to every child** A visual schedule is accessible and displays the sequence of daily activities (e.g., snack/play/outdoor time). The schedule is posted at the child's level and visuals can be removed to adjust sequencing (e.g., Velcro attached to shelves). ☐ **Classroom has a first-then visuals available to use for transitions/activities** First-then board is available to encourage children to help children transition or engage in an activity. ☐ **Equipment and materials are easily adapted to increase child engagement*** Materials and equipment are easily adaptable to meet the needs of all children, including children with additional needs (e.g., materials of multiple sizes, rocking	☐ **Classroom has visuals for activities/transitions that require multiple steps*** Visual boards are accessible and available in areas in the classroom that require multiple steps (e.g., getting ready to go out/inside, going to the bathroom). ☐ **Classroom has individualized visuals for activities/transitions that require multiple steps*** Some children may need different steps (e.g., sitting or standing), some children may be at different stages (can take pants off on their own). ☐ **All educators always have transitional visuals easily accessible** All educators always have transition visuals easily accessible to them (e.g., pictures on a key ring on their bag) and remind children during transitions to use the visuals.	1 2 3 4 5

While the items on the BIM have been collected reliably, more work needs to be done. For example, whether all items should be retained and whether the current ordering of difficulty levels reflects best practice. Currently, the measure is used by reporting the presence/absence of items on the BIM at a descriptive level.

Child/Educator

Politically convincing
Labour market
Labour force participation
Women's rights

Child/Educator

Politically convincing
Labour market
Labour force participation
Women's rights

THANK YOU

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Atkinson
Centre

UNIVERSITY OF TORONTO
OISE | ONTARIO INSTITUTE
FOR STUDIES IN EDUCATION