

Québec's Early Learning and Child Care Services

Toronto Early Learning and Child Care Services

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Québec's Family Policy 1997

- **Québec Parental Leave Plan.** 25 weeks @ \$75% of earnings. Covered self-employed, same-sex couples. Minimum qualification \$2000 earnings in previous 52 weeks. Six weeks 'use it or lose it' for dads. (2006).
Now 43 weeks.
- **Full day Kindergarten:** Previously half day.
- **School-operated extended hours for children Kindergarten to 12 years:** If 12 or more families requested it.
- **\$5/day Centres de la petite enfance.** Operators who joined agreed to low fee, qualified staff, curriculum, quality oversight.
- **\$5/day home care:** Providers attached to home care coordinating offices.

Quebec had 15% child care coverage at the time.

Developments 1997 - 2017

Hyper demand from parents.

- Government struggled to open new centres, recruit staff.
- Invested in wages. Made it easier to become qualified. Had a downside.
- Relied heavily on home care. Affected overall quality.
- 2000 Province started 'purchasing' reduced fee spots from operators outside the CPE network. Temporary response became permanent.
- 2003 tax credits for parents without reduced fee space, spurning growth of commercial care.
- 2014 instituted a sliding scale capped at \$20. Now flat fee of \$8.35.

What worked. What hasn't

Pros:

- **Maternal employment:** Québec went from the lowest female participation rate in Canada to highest. Mothers with children < 2 years, have a higher workforce participation rate than Sweden.
- **Family poverty cut in half.** Mothers on social assistance halved.
- **Qualifications rose:** QC women have greater representation in post secondary than anywhere else in Canada.

Cons:

- Growth of for-profit centre-based child care which has substantially worse quality than CPEs.
- Heavy reliance on family child care which on average of lesser quality than in the centre-based CPEs.

TABLE 3.1. QUÉBEC POPULATION 0 TO 5 YEARS (2019)

Child population 0 to 5 years	525,750
0 to <24 months	167,951
24 months to <5 years	265,906
5 years	91,893
Total population of Québec	8,484,965
Children 0 to 5 years as % of total population	6.2%

Institut de la statistique du Québec, Government of Québec. Retrieved from: https://www.stat.gouv.qc.ca/statistiques/population-demographie/structure/population-quebec-age-sexe.html#tri_pop=20

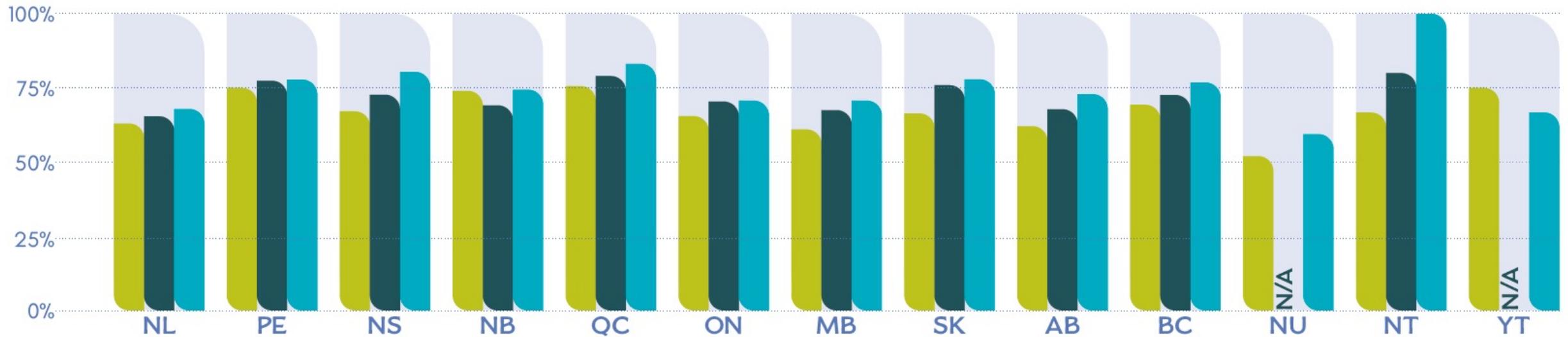
Ontario 877,674 children 0-5 years . 6% of a population 14,659,616. One of Québec's goals was to increase the birth rate. It has had a slight impact. Québec mothers are more likely to have a third child than Ontario mothers.

TABLE 3.2. QUÉBEC LABOUR FORCE PARTICIPATION OF MOTHERS BY AGE OF YOUNGEST CHILD (2019)

	Number of mothers in labour force by age of youngest child	Labour force participation rate of mothers by age of youngest child
0 to <24 months	117,900	75.6%
24 months to <5 years	145,200	79.0%
5 years	39,600	83.1%
Total mothers in the labour force with child 0 to 5 years	302,700	-
Average labour force participation of mothers with youngest child 0 to 5 years	-	79.2%
<small>Statistics Canada, Labour Force Survey. 0620_13 Table 3 - Labour Force Survey (LFS) estimates of mothers by age of youngest child, Canada, provinces, territories, annual average, 2019.</small>		

Ontario: Labour force participation for women with youngest child < 6 years: 68.5%

MATERNAL LABOUR FORCE PARTICIPATION BY PROVINCE/TERRITORY AND BY AGE OF YOUNGEST CHILD
0-1 • 2-4 • 5 YEARS



Statistics Canada Labour Force Survey. 2019. With the exception of the Northwest Territories Québec has the highest maternal labour force participation rate in Canada. Significant is the high rate of mothers with children younger than 2 years old who work outside the home.

TABLE 3.4A QUÉBEC REGULATED CHILD CARE TO MARCH 31, 2020^a

	Number of facilities	Number of spaces
Child care centres		
Child care centres - CPE	1,582	96,703
Subsidized child care centres	716	47,424
Non-subsidized child care centres	1,282	70,421
Total facilities and spaces for children 0 to <5 years	3,580	214,548
Home child care		
Coordinating offices	161	n/a
Home child care providers	12,103	91,604
Total spaces 0 to <5 years in group and home care		306,152
School board operated spaces (5 to <13 years)		363,049
Total space 0 to <13 years		669,201

Ontario: Total capacity regulated child care 500,134.

CARE SPACES SUBSIDIZED AND NON-SUBSIDIZED

	Subsidized	Non-subsidized
Number of spaces on permit	235,731	70,421
Percentage	77%	23%

CHILD CARE SPACES BY AUSPICE (FOR-PROFIT AND NON-PROFIT) TO MARCH 31, 2020^a

	For-profit	Non-profit
Number of spaces on permit	113,216	101,316
Percentage	53%	47%

Statistics as of March 31, 2020. Québec currently has 12,737 subsidized spaces under development. Québec currently has 12,737 subsidized spaces under development.

Ontario: For-profit, 25%, Non-profit 75%.

PERCENT OF FOR-PROFIT VS NON-PROFIT CHILD CARE BY PROVINCE/TERRITORY (0 TO 12 YEARS OF AGE)

2011 • 2014 • 2017 • 2020



SK, NU, and NT do not fund for-profit child care programs. QC does not include school-aged child care.

TABLE 3.3 QUÉBEC ECE SCHOOL PROGRAMS (2019-2020)

Children attending 4-year-old Kindergarten ^a	9,114
4-year-old child population ^b	90,703
% of children attending 4-year-old Kindergarten	10%
Children attending 5-year-old Kindergarten ^a	87,893
5-year-old child population ^b	91,893
% of children attending 5-year-old Kindergarten	95.6%
Schools offering Kindergarten for 4-year-olds ^a	954
Schools offering Kindergarten for 5-year-olds ^a	1,998

a MEQ, TSEP, DGSRG, DIS, Ministry's data warehouse, Charlemagne system, report #2 dated January 30, 2020. Data for 2019-2020 are provisional.

b Institut de la statistique du Québec, Government of Québec. Retrieved from: https://www.stat.gouv.qc.ca/statistiques/population-demographie/structure/population-quebec-age-sexe.html#tri_pop=20

Ontario. 87% of 4-year-olds attend Junior Kindergarten, 90% of 5-year-olds attend Senior Kindergarten.

TABLE 3.5 QUÉBEC PERCENTAGE OF CHILDREN ATTENDING ECEC PROGRAMS BY AGE GROUP

Child ages	Number of children^a	Child care	Kindergarten	% Children attending ECE program
0 to <24 months	169,310	69,966	n/a	41.3%
24 months to <5 years	261,971	191,151	9,114 ^e	73%
5 years	91,893 ^b		87,893	95.6%

Ontario: % of children attending ECEC: 0 to < 24 months 13%, 24 months < 5 years. 47%

TABLE 3.6 QUÉBEC FUNDING OF SUBSIDIZED CHILD CARE SPACES TO MARCH 31, 2020

	Government funding per space/day (2020)^a	Parental contribution/day^b
Child care centres (CPE)	\$58.15	
Home-based (coordinating offices and home child care providers)	\$24.56	\$8.35
Subsidized child care centres	\$47.29	

^a A full-time space represents 262 days of occupancy. Funding for subsidized child care spaces represents an overall envelope that includes most of the operating expenses (i.e., staffing, food, fixed assets, administration, etc.).^b A parental contribution exemption applies for parents receiving support from Social Assistance, Social Solidarity, Youth Alternative, Aim for Employment, or Cree Hunter and Trapper Income Security programs. For other parents, taking the federal child care expense deduction into account, contributions range from \$6.33 to \$7.03 per day.

Maximum daily financial assistance^a	Average daily fees for non-subsidized child care services^b	Parental contribution/day for those eligible for the maximum amount of assistance, based on average cost^c
\$28.34	\$37 per child	\$7.37 to \$28.34

TABLE 3.8 QUÉBEC PUBLIC FUNDING AND PARENT FEES FOR SCHOOL ECEC PROGRAMS

	Program	
	4-year-old Kindergarten	5-year-old Kindergarten
Kindergarten -Government funding per child/day ^a	\$44	\$44
School child care service - Government funding per space/day ^a	\$9.87 ^b	\$5.56
Kindergarten -Parental contribution		\$0
School child care services - Parental contribution/day		\$8.50 ^c

a Based on 180 days of attendance per year.

b Includes the additional allowance for 4-year-olds.

c As of January 1, 2020. Covers before- and after-school and lunch periods. Parents do not pay for days their child does not attend.

TABLE 2.1. QUÉBEC ALLOCATION FOR REGULATED CHILD CARE TO MARCH 31, 2020

Refundable child care tax credit ^a	\$732,100,000
Funding for subsidized child care centres (by the MFamille) ^b	\$2,610,753,100
Agreement with the Cree Nation Government	\$18,621,500
Total regulated child care^c	\$3,361,474,600
Other ECE expenses:	
Family community organizations	\$29,288,000
Community drop-in daycare centres	\$5,140,200
Community social pediatrics	\$7,000,000

Note Quebec figures reflect spending total for children 0 to 4 years. Ontario spending on regulated child care is for children 0 to 12 years and totals \$2,010,997,197

TABLE 2.2 QUÉBEC ALLOCATION FOR EARLY CHILDHOOD EDUCATION IN SCHOOLS TO MARCH 31, 2020

Kindergarten for 4-year-olds ^a	\$139,985,038
Kindergarten for 5-year-olds ^a	\$689,483,211
MEQ funding for the school day care program (for 4- and 5-year-old children) ^b	\$64,639,385
Total preschool/Kindergarten for 4- and 5-year-olds (MEQ)	\$894,107,634
Passe-Partout program	\$12,573,030
MEQ funding for school-aged daycare (6- to 12-year-olds)	\$293,583,115
Total ECE spending in schools	\$1,200,263,779

Ontario spending on junior and senior Kindergarten: \$4,103,466,148

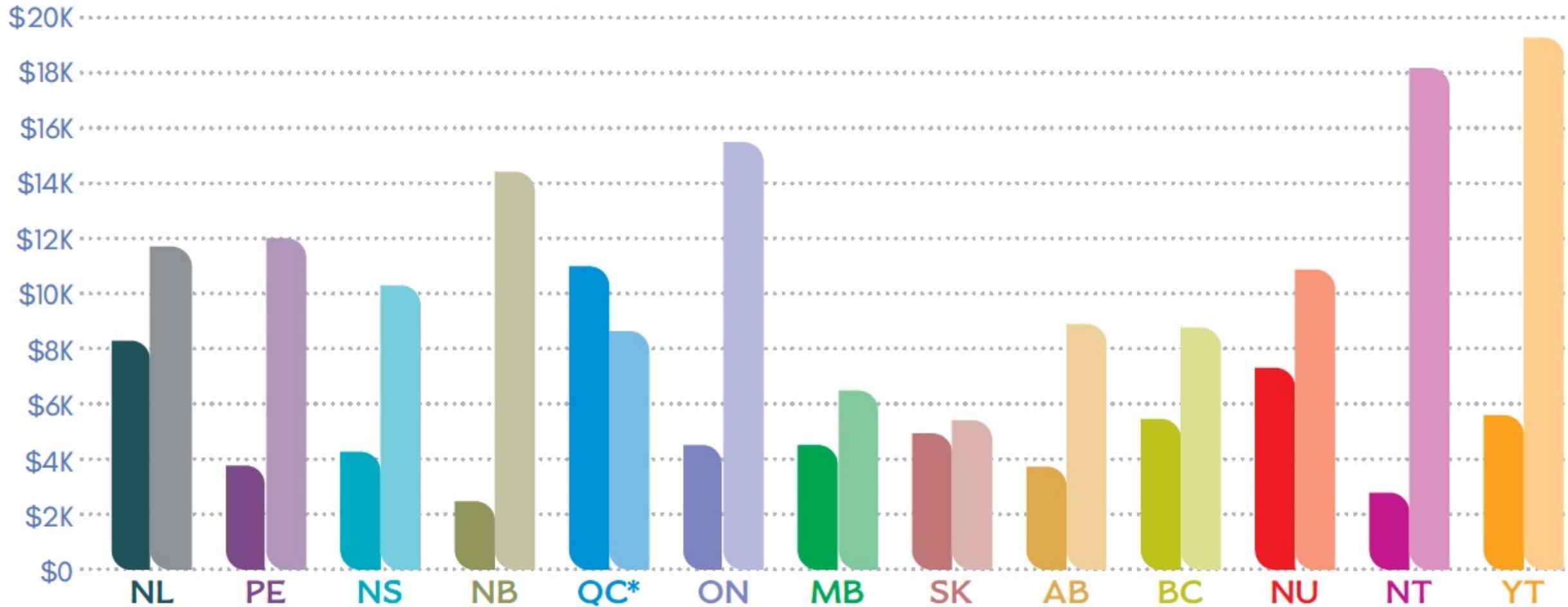
TABLE 2.3 QUÉBEC ALLOCATION FOR EARLY CHILDHOOD EDUCATION/CHILD CARE TO MARCH 31, 2020

Total for educational child care services (MFamille)	\$3,361,474,600
Total preschool 4- and 5-year-olds (MEQ)	\$1,200,263,779
Total ECEC spending	\$4,561,738,379
Total provincial spending budget estimate ^a	\$115,500,000,000
ECEC as a % of provincial budget	3.95%

^a Ministère des Finances, Québec's Economic and Financial Situation, 2020-2021, Government of Québec, June 2020.

Ontario budgeted 3.7% of its overall spending on ECEC in 2020.

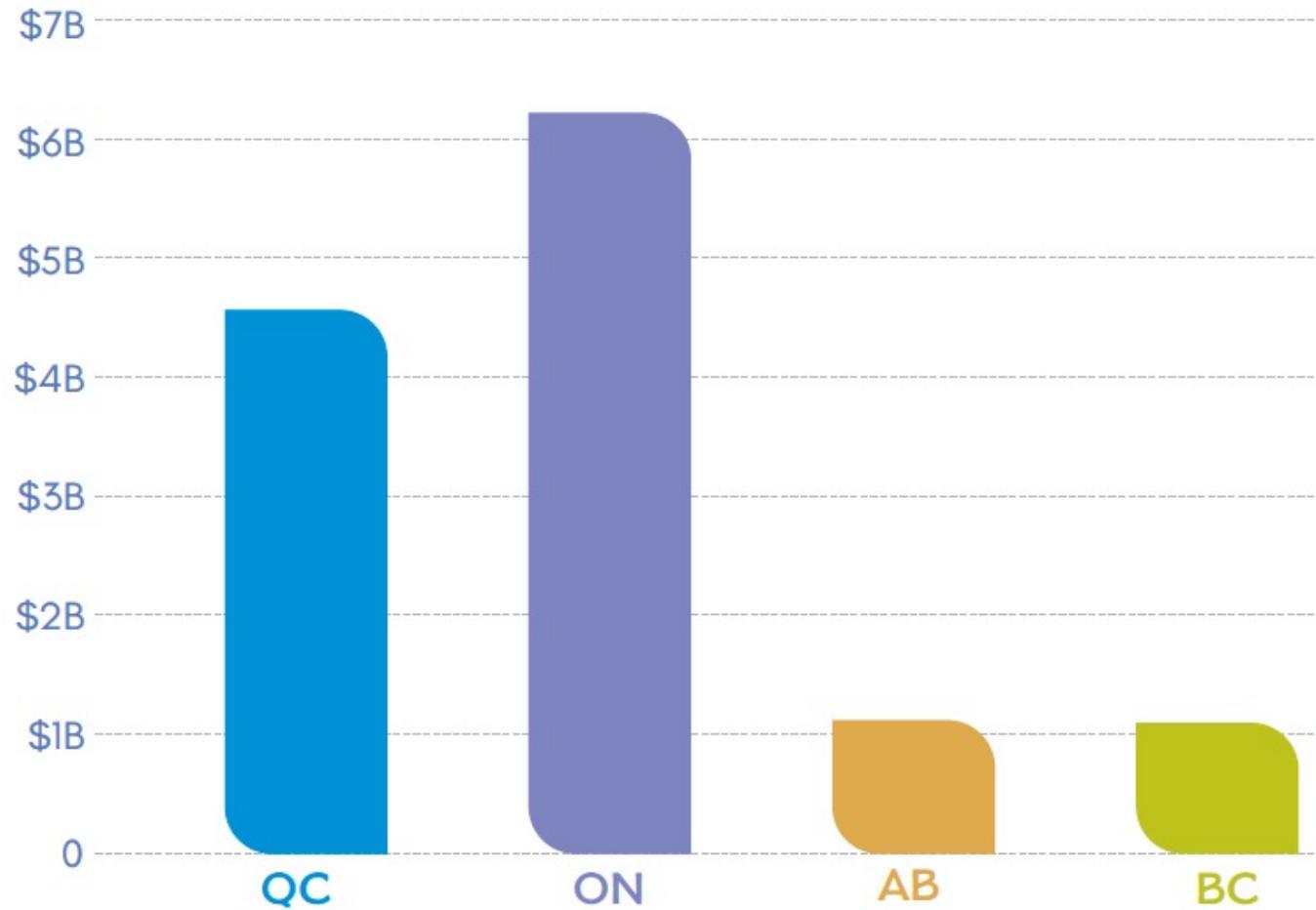
OPERATING EXPENDITURES PER CHILD CARE SPACE AND PER CHILD IN SCHOOL PROGRAMS



Calculation based on most recent available enrolment figures.

*QC does not include school age child care. Funding reflects spending on spaces for children 0 to <5.

Public spending on ELCC (2020)



RATIO OF QUALIFIED ECES TO UNQUALIFIED STAFF IN PRESCHOOL AGE GROUPS IN REGULATED CHILD CARE



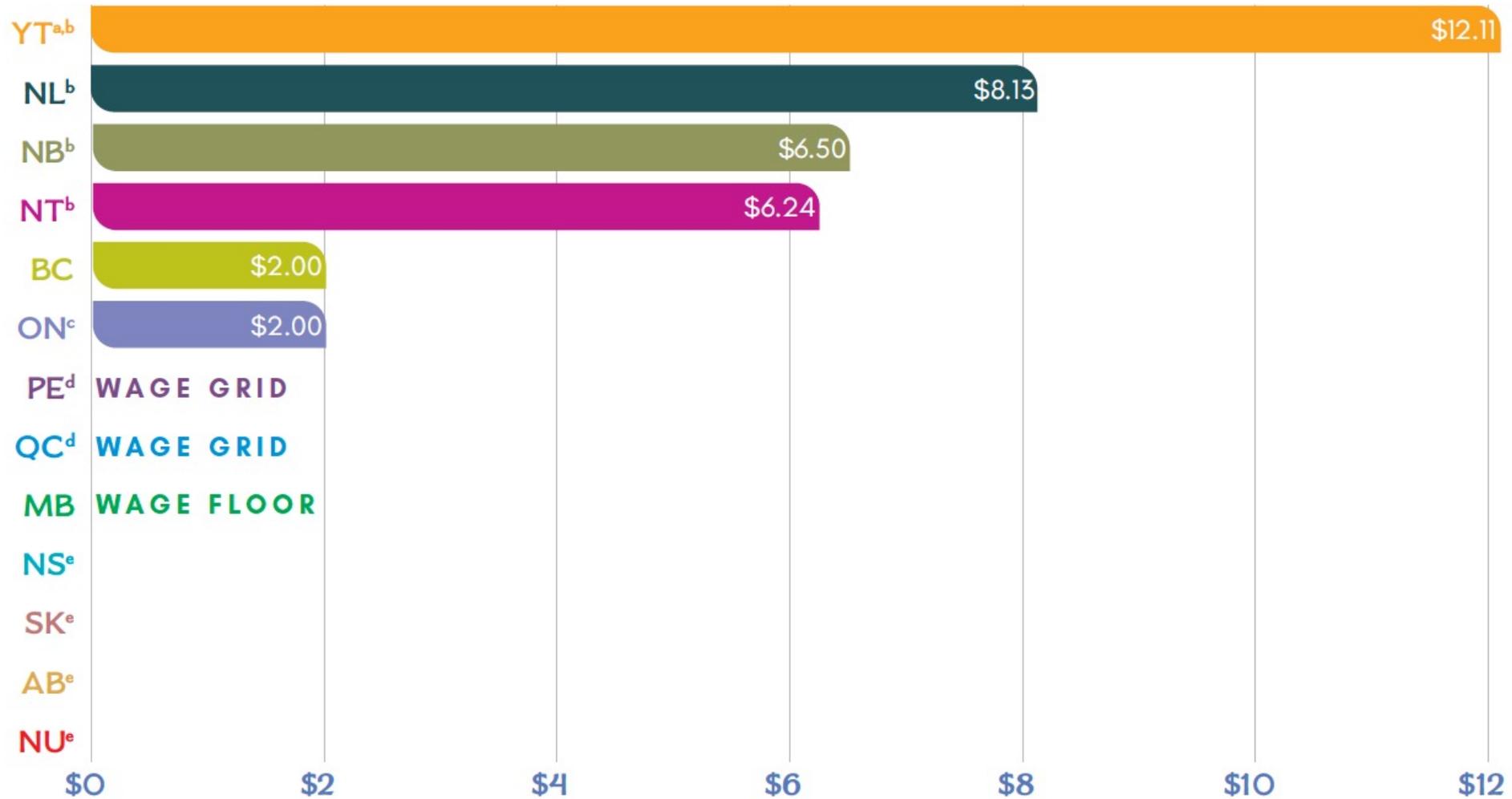
RATIO OF STAFF TO CHILDREN BY AGE GROUP

- 1 / 5 or fewer children < 18 months
- 1 / 8 or fewer children 18 months < 4 years of age
- 1 / 10 4 years < 5 years of age by September 30
- 1 / 20 one 5 < 13 years of age

PRE-SERVICE QUALIFICATIONS

Two-year diploma of college studies (DCS) in early childhood education or any other equivalent training recognized by the Ministry.

MAXIMUM HOURLY WAGE SUPPLEMENT FOR EARLY CHILDHOOD EDUCATORS



a In April 2021, YT increased its maximum wage enhancement to \$17.11 per hour

b Wage enhancements are gradated to qualifications

c Educators earning more than \$27.47 do not receive the wage enhancement

d Wage grids are in EYCs (PE) and CPEs (QC) only

e Wage support may be included within operating grants

TABLE 4.6 QUÉBEC MEDIAN HOURLY RATE OF EARLY CHILDHOOD TEACHERS AND EDUCATORS (2020)

Teachers at the primary and preschool levels ^a	Early Childhood Educators ^b	ECE Rate as a % of Teacher Rate
\$37.93	\$25.15	66%

Centres de la petite enfance, 10-year wage grid to 2021

- Qualified educators: \$19 - \$25.19/ hour
- Unqualified: \$16.77 - \$25.18.
- Pedagogos: \$20.14 – \$26.69
- Aides: \$16.16 - \$17.75
- Cooks: \$17.68 - \$20.67
- Administrators: \$19 - \$25.18

Provincial median wage for all regulated child care settings. \$19.40

Ontario wage rates. \$15 - \$27 (88% of staff)

Addressing challenges

- **Quality:** Training in new common curriculum and requirement to document children's progress in all regulated settings.
- **Access:** Full day 4-year old Kindergarten by 2023. 12, 000 new spaces in CPEs.
- **Equitable access:** Single online registration system. Operators must choose applicants in order from the site.
- **Staffing:** Recruitment drive for 1,100 educators.
- **Combating political nepotism:** Ministry advisory table provides oversight in the awarding of new child care licences.

Despite the pandemic Québec opened almost 1,000 new Kindergarten classes in 2020-21. Only 2,500 child care spaces opened, falling short of its goal of 12,000 spaces.

Lessons

- Essential to balance access, affordability, quality
- Difficult to address equitable access and quality weakness once established
- Short cuts don't pay off. They are likely to become entrenched.
- Invest in the workforce.

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