

Diverging Paths? A Classification of the Childcare Regimes of Canadian Provinces

By Dr. David McGrane

Assistant Professor of Political Studies

St. Thomas More College, University of Saskatchewan

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Recently, Canadian provincial governments have been revisiting their early childhood education and care (ECEC) policies because they see childcare as: an investment in the future of their society; a tool to maintain economic growth; a way to reduce the cost of living for Canadian families; and, a means to facilitate women's entry into the workforce thereby increasing gender equality. At first glance, the provision of out-of-school childcare for children under 12 varies greatly across Canadian provinces. Some provinces such as Quebec and, more recently, Ontario have opted for large universal programs that seek to reduce childcare costs for all families and integrate the childcare system into the public education system. Other provinces have decided to rely more on programs targeted to 'at risk' children, commercial childcare centres, and subsidies to low-income parents.

Unfortunately, only minimal research has been done that compares the childcare policy and programs of all ten Canadian provincial governments. The purpose of this paper is present preliminary evidence that, using welfare regime theory, Canada's ten provinces can be classified into neo-liberal, 'inclusive liberal', and social democratic childcare regimes. In short, provincial governments are taking *divergent paths* when it comes to childcare. To provide evidence for this conclusion, I apply multidimensional scaling (MDS) methodology to 1998 and 2008 data from the Child Resource and Research Unit at the University of Toronto. As this paper is the first step in a much larger research project comparing the childcare policies and programs of Canada's ten provinces since the end of the 1990s, I conclude with suggestions for future research including the exploration of the intriguing possibility that childcare in Canada could constitute an example of a 'race to the top' after years of welfare state retrenchment.

Canada: A Pure Liberal Welfare Regime?

Welfare regime theory has its roots in the work of Gøsta Esping-Andersen (1990 & 1999) who classified the social policy of developed countries into conservative, liberal, and social democratic regimes based upon primarily quantitative measurements of decommodification, social stratification, and the relationship between the state and the market. While the federal Canadian government's childcare policies have been characterized as exemplary of a liberal welfare regime (Mahon, 1999 & Mahon and Phillips, 2002), there has been no attempt to apply welfare regime theory to ECEC across all Canadian provinces. Indeed, comparisons of all ten provinces in a certain social policy area using welfare regime theory are rare. A notable exception is Boychuk's *Patchworks of Purpose* (1998) which classifies provincial social assistance regimes using a schema inspired by the work of Esping-Andersen, Titmuss (1968), and Polanyi (1944).

As the first attempt to study the ECEC policies of all provinces using welfare regime theory, I see my project contributing to the debate regarding the 'purity' of liberal welfare regimes like Canada. Most research characterizes Canada's welfare state as a liberal regime that only minimally interferes with market outcomes and favours means testing, modest universal entitlements, and benefits that are strictly targeted to low-income earners (Esping-Andersen, 1990 & Pierson 2001). However, several researchers have argued that there can be a large degree of dissimilarity within liberal welfare regimes that creates important variations in outcomes for citizens (Haddow, 1993, Banting, 1997, Myles, 1998, Olsen, 2002 & Wincott, 2006). The possibility that internal variation within a liberal welfare regime can be caused by the federal form of governance has also been explored (Théret, 2002, Beauvais and Dufour, 2003 & Banting, 2005). In particular, a study by Bernard and Saint-Arnaud (2004) examined the welfare regimes of Canada's four largest provinces through a multiple regression of quantitative

indicators found that, while Canada's welfare regime as a whole could be characterized as liberal, Quebec leans towards the social democratic regimes of Europe and Alberta leans towards the "ultra-liberal" regime of the U.S.A.

The doubts about the purity of Canada's liberal welfare regime has led Rianne Mahon to suggest that different varieties of liberalism can co-exist within the same liberal welfare regime. Building on the work of Craig and Porter (2006), Mahon has argued that there has been the emergence of an "inclusive liberalism" within Canadian social policy (2008b) and federal childcare policies in particular (2009a), which seeks to develop human and social capital as a way to increase competitiveness in the global economy. Mahon argues that neo-liberalism and inclusive liberalism are the main contenders shaping the future pathways of Canadian social policy. In contrast, Jane Jenson (2009b) and Jane Jenson and Denis Saint-Martin (2003, 2006) have labelled inclusive liberalism "the social investment perspective" and are skeptical of its potential to advance gender equality or stop the erosion of the universalistic postwar citizenship regime. Mahon argues that Jenson misses how inclusive liberalism shares the neo-liberal concern with labour market flexibility and economic competitiveness while "drawing (albeit selectively) on the 'social liberal' vein that underpinned the Keynesian welfare state" (2009a, 50).

Using the case of ECEC, I want to see how this debate between Mahon and Jenson plays out on the provincial level in Canada. Building on the work of O'Connor et al. (1999) that sees liberalism going through three distinct chronological periods (classical, social, and neo-liberal), Susan Prentice (2004) has used welfare regime theory to show how certain features of Manitoba's childcare system harkens back to the social liberalism of the postwar era. Extending Prentice's research to all provinces and taking into account recent debates over the differences between neo-liberalism and inclusive liberalism, I want to explore the possibility that Canadian

provinces exhibit three distinct regime types in their ECEC policies and programs: neo-liberal, inclusive liberal, and social democratic. Such an inquiry will not only deepen our understanding of Canadian social policy but contribute to the international debate concerning internal variation within the liberal welfare regime type, particularly those liberal welfare regimes within federal states. It will disagree with those researchers who contend that welfare regime theory's inability to capture nuance is a reason to question its utility as a theoretical framework (Martin, 1997 & Kasza, 2002).

If I can convincingly argue that Canadian provinces display three distinct childcare regimes ranging from neo-liberal to inclusive liberal to social democratic, the possibility that Canadian social policy is moving beyond unadulterated neo-liberalism presents itself. Over the last decade, many authors have argued that the Canadian postwar social liberal citizenship regime based on limited universality has been replaced by a neo-liberal citizenship regime based on an individualistic ethos and the implementation of neo-liberal social policy in Canada has reduced gender equality and worsened the socio-economic situation of women (Brodie, 1997, 2002, 2008a, 2008b, Jenson, 1997, 2001, Jenson and Sineau, 2003, Bashevkin, 2002, Dobrowolsky and Jenson, 2004, Porter, 2003, Pulkingham and Ternowetsky, 2006, Cohen and Pulkingham, 2009). On the other hand, Mahon's ideas about the emergence of inclusive liberalism in Canada question these arguments and the vast European literature on the Third Way argues for the possibility of moving beyond neo-liberalism (See Barrientos and Powell, 2004). My research project will explore the possibility that some Canadian provincial ECEC policies are moving into the territory of social democracy or inclusive liberalism which could trigger a re-evaluation of literature concerning the direction of Canada's citizenship regime and the contemporary relationship between social policy and gender in Canada.

Classifying Childcare Regimes among Canadian Provinces (1998 and 2008)

Comparing the childcare regimes of Canada's provinces presents a number of distinct challenges. A researcher must find comparable data, decide on the appropriate indicators to use, and choose a time period over which the comparison should take place. The eight bi-annual editions of *Early Childhood Education and Care in Canada* (1992 to 2008) from the Child Resource and Research Unit at the University of Toronto have produced a reliable dataset. However, due to the large amount of data (most of it in table form), it can be difficult to perform an overall comparison of provincial childcare regimes.

Multidimensional scaling (MDS) methodology can be fruitfully applied to Canadian childcare data. MDS is "a method that represents (dis)similarity data as distances in a low-dimensional space in order to make these data accessible to visual inspection and exploration." (Borg, Ingwer and Patrick Groenen, 2005, 3). Above all else, MDS is excellent methodology for visually representing the similarities and dissimilarities between cases based upon the consideration of multiple variables. As such, the application of MDS to Canadian childcare data can provide good evidence on how provincial childcare regimes in Canada are becoming more different or more alike.

In order to apply MDS to the existing childcare Canadian data, I have decided to use four variables to perform my comparison: availability, affordability, provincial government spending, and quality. These variables were chosen based on the preceding discussion of welfare regime theory and ECEC in Canada and can be used to test if there is evidence that the childcare regimes of Canadian provinces can be classified as either neo-liberal, inclusive liberal, or social democratic. For the purposes of this paper, childcare in a neo-liberal ECEC regime is the private responsibility of parents and only minimal interference of the state in the childcare market is

allowed (Morgan, 2003). As such, there is limited availability of regulated spaces, the provincial government spends little on childcare, fees tend to be high due to lack of state intervention, and the quality is low because of minimal regulation and the proliferation of for-profit centres. An inclusive liberal ECEC regime would make investments in society's youngest members through moderately high provincial government spending that creates more regulated spaces and improves affordability as well as enforcing high standards of quality through provincial legislation (Mahon, 2009b). A social democratic ECEC regime would stress universality and decommodification by providing free or low-cost care to all parents, having a very large number of regulated spaces, and favouring public or non-profit care over commercial care (Mahon, 1999 & Bergqvist and Nyberg, 2002). In a social democratic ECEC regime, one would see high levels of provincial government spending on childcare and the creation of strict legislated standards to ensure high quality care.

In the MDS below, the variable of *availability* is operationalized as the percentage of children (aged 0-12) in the province for whom there is a regulated childcare space. Total provincial government spending on regulated child care for each child in the province aged 0-12 years is used to operationalize *provincial government spending* and median monthly parent fees for full-time, centre-based care is used to operationalize *affordability*. Finally, the MDS attempts to capture the expansive concept of the quality of childcare in a province. While the quality of childcare is difficult to measure, academic literature agrees that quality is likely to be higher in situations where staff is well-trained and well-paid, there is a low caregiver to child ratio, and the childcare takes place in a non-for-profit setting (Friendly, Doherty and Beach, 2006). Following this research, I created a 'Quality Index' to operationalize the *quality* of childcare in Canadian provinces. This index is made up of three quantitative indicators: average legislated staff/child

ratios in full-day centre-based child care for children aged 0-12, percentage of regulated centre-based spaces that are not-for-profit, and average hourly wage or annual income for centre-based child care staff. Further, I added a single qualitative indicator: minimum education for centre-based staff. This is a subjective measurement based on the minimum educational requirements legislated by provincial governments in Canada. I then ranked all of the provinces from one to ten based on these four indicators. A perfect score would be four meaning that a province ranked first in each of the four indicators while the worst possible score would be forty meaning that the province ranked last in all of the indicators. As such, the quality index acts as a summary variable that collapses these four variables relating to quality together into a single measurement of dissimilarity among the Canadian provinces.

It is very important to note that all of these four variables (availability, affordability, provincial government spending, and quality) are equally weighted in the MDS. No variable is held to be more important than the others in the classification of provincial ECEC regimes. The variables were also standardized into z-scores in order to account for the differences in the units of measurements (dollars, points in an index, and percentages). The data used here is drawn from the 1998 and 2008 *Early Childhood Education and Care in Canada* publications of the Child Resource and Research Unit (Child Resource and Research Unit, 1999 and Beach et al., 2009). The raw data is contained in the appendices of this paper. Essentially, what the two MDS below do is create of a visual representation of the sixteen tables contained in the Appendices A and B.

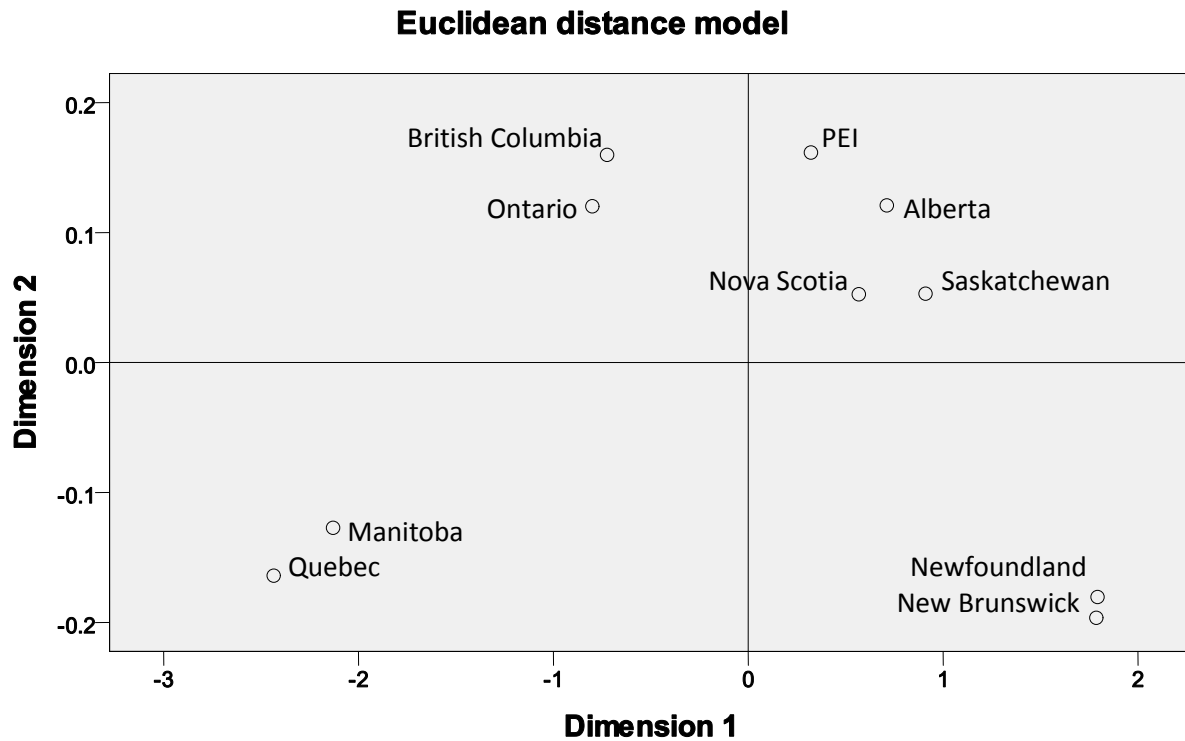
In reading a MDS, it is important to not become fixated on the axes of the MDS. The axes are like the frame of a painting that provide the boundaries of the visual representation and do not correspond to the measurement of a single variable like most graphs that social scientists produce. Rather, one must concentrate on the distances among the dots (each dot represents a

province) and discern how these distances reflect the dissimilarities and similarities that can be observed in the raw data.

These two MDS solutions were produced using the ALSCAL procedure in SPSS 17.0. MDS produces a 'badness of fit' statistic that measures the error of the MDS's representation of the data (the closer to zero, the more accurate the MDS representation). The Kruskal's Stress-1 for the 1998 MDS was 0.00236 and Kruskal's Stress-1 for the 2008 MDS was 0.00503. Since any Kruskal's Stress-1 under 0.025 is considered excellent fit (Borg, Ingwer and Patrick Groenen, 2005, 48), such a low Kruskal's Stress-1s indicate that these two MDS are an excellent representations of our data.

MDS of 1998 Childcare Regimes of Canadian Provinces

Derived Stimulus Configuration

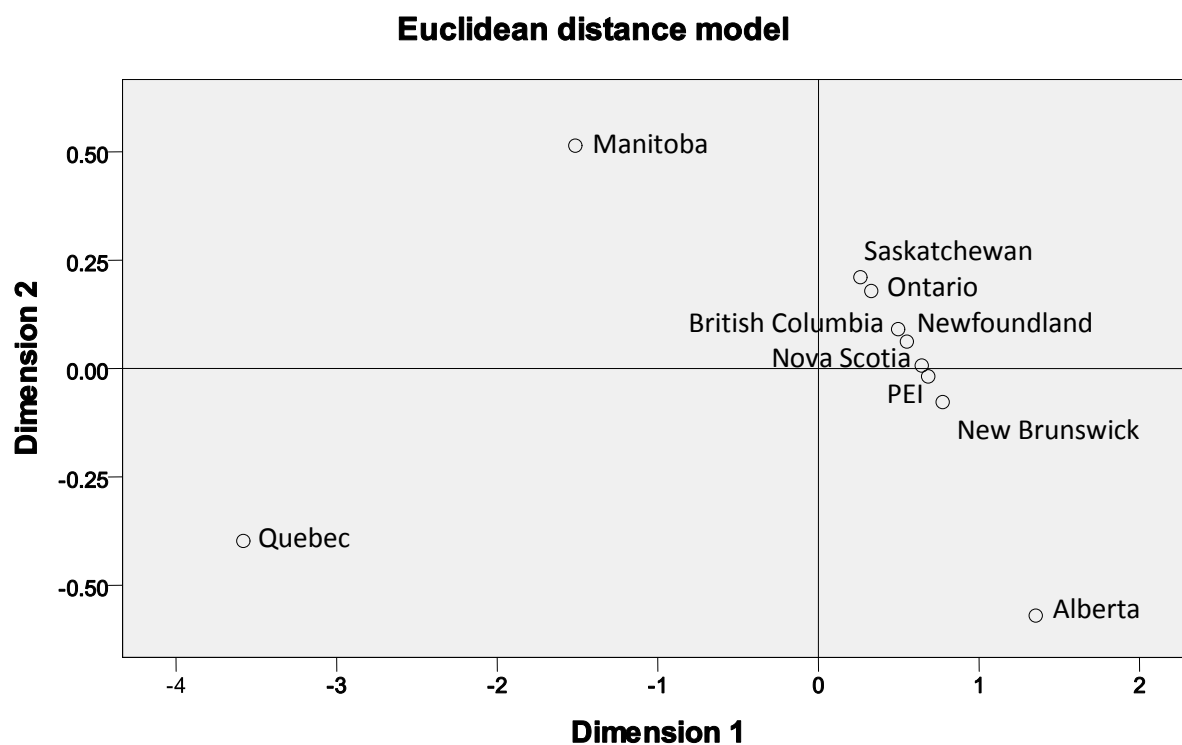


The 1998 MDS solution lends preliminary evidence to the existence of different childcare regimes in Canadian provinces. The group of PEI, Alberta, Nova Scotia, and Saskatchewan were in the ‘middle of the pack’ in most categories and have characteristics that correspond to a neo-liberal ECEC regime. These provincial governments spent relatively moderate amounts on childcare and did not display high levels of quality, affordability, or availability. It should be noted that Newfoundland and New Brunswick stand out as outliers in the bottom right corner due their poor scores on every measurement except affordability. They spent little, had low quality, and low availability of regulated spaces but had quite cheap fees compared to other

provinces. I would argue that the Newfoundland and New Brunswick are also neo-liberal ECEC regimes and that the affordability in these two provinces was more due to low wages in an economically depressed region as opposed to government subsidies or intervention in the childcare market. The MDS reflects that Ontario and British Columbia stand slightly apart from the group of neo-liberal ECEC regimes. This distance can be related to Ontario and British Columbia having high quality, spending quite a bit, and having high availability but also having fees that were much higher than all other provinces. In many ways, these two provinces may be seen as corresponding to an inclusive liberal ECEC in that the provincial state intervened to create high quality standards and regulated spaces but little had been done to enhance affordability. Finally, Quebec and Manitoba scored relatively well in all of the categories. Relative to the other provinces, they exhibited good quality, large per-child provincial government spending, high availability of regulated spaces as well as moderately priced fees. Due to the provincial government's intervention in the childcare market to ensure low fees, high quality, and the availability of regulated spaces, these two provinces could be seen as having social democratic ECEC regimes in comparison to other Canadian provinces.

2008 Childcare Regimes of Canadian Provinces

Derived Stimulus Configuration



The 2008 MDS solution, based on the same variables, presents a slightly different depiction of the dissimilarities between provincial childcare regimes in Canada. In the 2008 MDS depiction, Quebec stands out on its own because its provincial government spending, availability of regulated spaces, and affordability are much higher than all other provinces even if its quality was measured to be more in the ‘middle of the pack.’ Not surprisingly, the MDS illustrates that Quebec was Canada’s social democratic ECEC regime *par excellence* in 2008. Due to the dramatic alterations in Quebec’s childcare regime from 1998 to 2008, Manitoba has fallen behind Quebec even if it has kept a certain distance from other Canadian provinces.

Confirming the research of Prentice (2004), the MDS illustrates that Manitoba has become a model of inclusive liberalism in comparison to Quebec and the rest of the Canadian provinces. It has high quality, affordability, and spending but somewhat struggles to provide readily available regulated spaces compared to other provinces. Despite decent measurements of quality, Alberta stands apart from other provinces due to a combination of very low spending, very high fees, and lack of available spaces. While the other provinces seemed to have forward from 1998 in terms of their childcare, Alberta has not and this may be reflective of Bernard and St. Arnaud's finding (2004) that Alberta tends towards the "ultra-liberal" welfare regime of the United States.

What is most interesting about the 2008 childcare MDS is that majority of provinces are tightly grouped together in the upper right corner. It must be remembered that this MDS is a comparison of the dissimilarities and similarities between childcare in Canadian provinces in 2008. The positioning of this group of seven provinces suggests that these provinces are caught between the ultra-liberal regime of Alberta and the inclusive liberal regime of Manitoba. In this sense, these provincial childcare regimes are still neo-liberal but not as neo-liberal as Alberta's regime. Indeed, an examination of the raw data illustrates that the childcare regimes of these provinces are uneven in 2008. For instance, Saskatchewan has relatively affordable childcare fees and high quality childcare but the availability of regulated care is abysmal. On the other hand, Prince Edward Island has a relatively high number of regulated spaces but its fees are expensive and its quality is low.

It is possible that, while remaining neo-liberal, these provincial childcare regimes started to take on some inclusive liberal attributes in 2008. If that is the case, provincial governments may now be at a crossroads when it comes to childcare. Recent policy shifts in Ontario, PEI, and Newfoundland (Pascal, 2009, Government of Prince Edward Island, 2010, and Government of

Newfoundland, 2010) could be a signal that these provinces will move decisively towards an inclusive liberal regime while the inaction of British Columbia, Saskatchewan, Nova Scotia, and New Brunswick on childcare may mean that they will seem more entrenched in a neo-liberal mould. Researchers and childcare advocates will have to pay attention to the future release of data and future policy developments to discern the direction of these provincial childcare regimes are taking.

Avenues for Future Research

This paper is intended to be the first step in a much larger research project comparing the childcare policies and programs of Canada's ten provinces since the end of the 1990s. Based on the preliminary evidence in this paper, several future avenues of research present themselves. Evidently, the expansiveness of the analysis may be improved. It is possible that I may want to add other indicators of quality, availability, affordability, and provincial government spending to my MDS model. I may also want to add qualitative description and analysis to my research project in order to get a fuller appreciation of the childcare regimes of Canadian provinces. Here, an analysis of government documents and elite interviews with government officials and local childcare advocates would be essential.

Also, I could further explore the intriguing possibility of a 'race to the top' within Canadian childcare regimes. The imagery of a 'race to the bottom' has been prevalent in debates around the extent to which the pressures of globalization and economic competitiveness force the convergence of social policy (Harrison, 2006). A preliminary examination of the data compiled in the appendices to this paper indicates that every province has improved its score on nearly all of the indicators between 1998 and 2008. A more sophisticated MDS analysis (possibly weighted MDS) could look for evidence of a 'race to the top' in childcare after the retrenchment of the

Canadian welfare state during the 1990s. Confirmation of such a ‘race to the top’ could signal that the forces of globalization pushing towards a single type of neo-liberal social policy regime are not as strong as once thought. Such an examination would also contribute to a broader international debate over whether social policy is converging around a neo-liberal enabling state (Gilbert, 2002) or whether welfare states are doomed to be path dependent to the three ideal types laid out by Esping-Andersen (Esping-Andersen, 1996, Pierson, 2001 & Swank, 2002). My research could suggest an alternative possibility: that social policy could be neither converging toward global neo-liberal hegemony nor trapped in the Esping-Andersen’s postwar ‘three worlds of welfare capitalism.’ Perhaps, as Mahon and European literature on the Third Way suggest, an inclusive liberal welfare regime can mix certain elements of neo-liberalism with elements of the social democratic welfare regimes from the postwar era into a new type of social policy paradigm that is not contemplated by Esping-Andersen and others who are married to path dependency logics such as Paul Pierson (1994). Further, such an inclusive liberal regime could exist along side of social democratic and neo-liberal regimes within the same national welfare state.

If I can establish the existence of three types of childcare regimes in Canada, a natural extension of this research would be to attempt explain why such a divergence exists. Through explaining the divergence of Canadian provincial ECEC regimes, I will be able to add to the considerable international literature that seeks to explain differences among welfare state design in western developed countries. A forthcoming book by Daniel Béland outlines four traditional theories for understanding welfare state development in the postwar era: demographic factors and level of economic development; relative power of class-based parties and movements; enduring institutional constraints and opportunities (historical institutionalism); and differences

in political cultures, ideas, discourses, and values. He argues that these traditional theories, once updated by contemporary analysis and adjusted to place more emphasis on gender and race, remain important to understanding cross-national (or in my case cross-provincial) welfare state divergence and convergence.

Indeed, these traditional theories of welfare state development have been at the forefront of the research attempting to explain the evolution of ECEC policies in Canada and understand these policies within an international context. In their explanation of the evolution of Canadian ECEC policies, authors have stressed fertility rates and women's labour market participation (Henderson and White, 2004 & O'Neill, 2006), governing party ideology (White, 1997, Collier, 2001 & Kershaw, 2004), strength of women's groups, 'femocrats', ECEC advocates, or the commercial childcare center lobby (Timpson, 2001, Langford, 2001, Martin, 2001, Mahon, 1999 & Jenson 2002, 2009a), the institutional framework of federalism (Bach and Phillips, 1998, Friendly, 2001a, 2001b, White, 2002b, Friendly and White, 2008 & Prentice, 2006) or third sector involvement (Prentice 2006), and the role of ideas, ideology (including nationalism in Quebec), and shifting political discourses (Teghtsoonian, 1993, White, 2001, 2002a, 2004 & Béland and Lecours, 2006, 2008). An obvious extension of the research in this paper is to evaluate these competing explanations of the development of ECEC policy in Canada in light of the existence of three separate childcare regimes (neo-liberal, inclusive liberal, and social democratic).

I believe that such an analysis would contribute to the broader debate over if the politics of Canadian provinces converging or diverging and what explains this divergence or convergence? Debates over the extent of interprovincial political differences and interprovincial policy variation in Canada have been important themes of Canadian political science since the

1970s. While many have supported the ‘ten small worlds’ position that each Canadian province has a unique political economy, political culture, and set of societal cleavages that leads to significant policy divergence (Chandler and Chandler, 1979, Elkins and Simeon, 1980, Atkinson and Chandler, 1983, Harrison, 2006, Haddow and Klassen, 2006 & Wiseman, 2007), others have argued that the pressures of globalization and international economic competition have led to a convergence in Canadian provincial economies, politics, and public policy (Crête et al., 1994, Howlett, 2006 & Murray, 2006). The research in this paper supports the ‘ten small worlds’ approach to understanding provincial politics. It would be interesting to examine how the unique political economies, political dynamics, and political cultures of each province have led to significant variation among provincial childcare policies in Canada.

Conclusion

Like many other areas of social policy in Canada, the variation in childcare provision across the country has expanded due to a gradual shift towards provincial governments taking over greater responsibility for childcare policy in Canada. As the Canadian federation continues to become more decentralized, the differences in childcare provision among provinces will become more pronounced and the decisions that provincial governments make will have huge impacts on the future of the Canadian economy as well as the lives of the youngest members of Canadian society and their parents. Through this research project, I will attempt to paint a portrait of the childcare regime that exists in each Canadian province and try to explain why such a large divergence has taken place. Once we understand the diversity of childcare programs among provinces and why that variation exists, we can better evaluate the prospects for the reform of provincial childcare systems and suggest improvements that suit the unique situation of each province. At the same time, understanding the differences between childcare policies

among Canadian provinces will greatly aid in finding the appropriate role for the federal government in this policy area. As such, I hope that the research coming out of this project will aid politicians, bureaucrats, businesspeople, childcare advocates, and parents in their ongoing attempts to improve Canada's childcare system and ensure its success in the twenty-first century.

Appendix A: Variables of MDS Comparison of Childcare Regimes (1998 and 2008)

All data was taken from Childcare Resource and Research Unit, *Early childhood care and education in Canada: Provinces and territories 1998, 4th Edition*, Toronto: Childcare Resource and Research Unit, 1999 and Beach, Jane, Martha Friendly, Carolyn Ferns, Nina Prabhu and Barry Forer. 2009. *Early childhood education and care in Canada 2008 , 8th edition*. Toronto: Childcare Resource and Research Unit.

Percentage of children (aged 0-12) for whom there is a regulated childcare space

1998

Rank	Province	Score
1.)	PEI	15.4
2.)	Quebec	14.9
3.)	British Columbia	10.8
4.)	Manitoba	10.5
5.)	Alberta	8.8
6.)	Ontario	8.5
7.)	New Brunswick	7.7
8.)	Nova Scotia	7.3
9.)	Newfoundland	5
10.)	Saskatchewan	3.9

2008

Rank	Province	Spaces
1.)	Quebec	36.1
2.)	PEI	22.2
3.)	New Brunswick	16.2
4.)	Manitoba	15.5
5.)	British Columbia	15.4
6.)	Alberta	13.7
7.)	Ontario	13.6
8.)	Nova Scotia	11.6
9.)	Newfoundland	9.2
10.)	Saskatchewan	6.3

Median monthly parent fees for full-time, centre-based care

1998

Rank	Province	Score
1.)	Newfoundland	322
2.)	New Brunswick	367
3.)	PEI	393
4.)	Nova Scotia	431
5.)	Manitoba	441
6.)	Saskatchewan	442
7.)	Quebec	457
8.)	Alberta	467
9.)	British Columbia	552
10.)	Ontario	642

2008

Rank	Province	Afford
1.)	Quebec	151
2.)	Manitoba	437
3.)	Saskatchewan	490
4.)	New Brunswick	509
5.)	Nova Scotia	542
6.)	Newfoundland	560
7.)	PEI	613
8.)	Ontario	642
9.)	Alberta	649
10.)	British Columbia	650

Provincial government spending on regulated child care for each child in the province aged 0-12

1998

Rank	Province	Score
1.)	Quebec	256
2.)	Ontario	238
3.)	Manitoba	231
4.)	British Columbia	201
5.)	PEI	107
6.)	Nova Scotia	103
7.)	Alberta	102
8.)	Saskatchewan	86
9.)	New Brunswick	46
10.)	Newfoundland	38

2008

Rank	Province	Spending
1.)	Quebec	1,694
2.)	Manitoba	606
3.)	Ontario	414
4.)	British Columbia	382
5.)	Saskatchewan	326
6.)	Nova Scotia	313
7.)	PEI	313
8.)	Newfoundland	304
9.)	New Brunswick	274
10.)	Alberta	195

Quality Index

1998

Rank	Province	Score
1.)	British Columbia	14
2.)	Ontario	16
3.)	Manitoba	16
4.)	Quebec	17
5.)	Alberta	22
6.)	Saskatchewan	22
7.)	PEI	23
8.)	Nova Scotia	25
9.)	Newfoundland	29
10.)	New Brunswick	36

2008

Rank	Province	Quality
1.)	British Columbia	12
2.)	Manitoba	14
3.)	Alberta	19
4.)	Newfoundland	19
5.)	Saskatchewan	20
6.)	Quebec	24
7.)	Ontario	25
8.)	New Brunswick	27
9.)	Nova Scotia	28
10.)	PEI	32

Appendix B: Indicators included Quality Index (1998 and 2008)

All data was taken from Childcare Resource and Research Unit, *Early childhood care and education in Canada: Provinces and territories 1998, 4th Edition*, Toronto: Childcare Resource and Research Unit, 1999 and Beach, Jane, Martha Friendly, Carolyn Ferns, Nina Prabhu and Barry Forer. 2009. *Early childhood education and care in Canada 2008, 8th edition*. Toronto: Childcare Resource and Research Unit.

Average legislated staff/child ratios in full-day centre-based child care for children aged 0-12

1998

Rank	Province	Ratio
1.)	Newfoundland	1 to 7.3
2.)	Alberta	1 to 8
3.)	PEI	1 to 9
4.)	British Columbia	1 to 9
5.)	Ontario	1 to 9.3
6.)	Nova Scotia	1 to 9.6
7.)	New Brunswick	1 to 10
8.)	Manitoba	1 to 10
9.)	Saskatchewan	1 to 10
10.)	Quebec	1 to 11

2008

Rank	Province	Ratio
1.)	Newfoundland	1 to 5.3
2.)	British Columbia	1 to 6.6
3.)	Alberta	1 to 7
4.)	New Brunswick	1 to 7.3
5.)	Manitoba	1 to 7.3
6.)	Saskatchewan	1 to 7.6
7.)	Ontario	1 to 7.7
8.)	PEI	1 to 8.3
9.)	Nova Scotia	1 to 9
10.)	Quebec	1 to 11

Percentage of regulated centre-based spaces that are not-for-profit

1998

Rank	Province	Percent
1.)	Saskatchewan	99%
2.)	Manitoba	88%
3.)	Quebec	86%
4.)	Ontario	83%
5.)	British Columbia	60%
6.)	PEI	58%
7.)	Nova Scotia	57%
8.)	Alberta	47%
9.)	Newfoundland	39%
10.)	New Brunswick	n/a

2008

Rank	Province	Percent
1.)	Saskatchewan	99%
2.)	Manitoba	95%
3.)	Quebec	86%
4.)	Ontario	76%
5.)	British Columbia	58%
6.)	Nova Scotia	50%
7.)	Alberta	49%
8.)	PEI	42%
9.)	New Brunswick	33%
10.)	Newfoundland	30%

1998 Average mean gross hourly wage for centre-based child care staff

Rank	Province	Wage
1.)	Ontario	\$ 13.85
2.)	British Columbia	\$ 12.34
3.)	Quebec	\$ 11.07
4.)	Manitoba	\$ 10.56
5.)	Saskatchewan	\$ 10.31
6.)	PEI	\$ 9.19
7.)	Alberta	\$ 8.72
8.)	Nova Scotia	\$ 8.59
9.)	New Brunswick	\$ 7.57
10.)	Newfoundland	\$ 7.01

2008 Median full-time, full-year employment income for centre-based Early Childhood Educators and Assistants

Rank	Province	Income
1.)	Ontario	\$ 27,199
2.)	Quebec	\$ 26,240
3.)	British Columbia	\$ 24,987
4.)	Manitoba	\$ 21,126
5.)	Nova Scotia	\$ 20,060
6.)	PEI	\$ 19,616
7.)	Saskatchewan	\$ 19,193
8.)	Alberta	\$ 18,774
9.)	New Brunswick	\$ 17,429
10.)	Newfoundland	\$ 15,884

Minimum educational requirements for centre-based staff

1998

Rank	Province	Rationale
1.)	Quebec	2/3 of staff must have university degree in ECEC
2.)	Manitoba	For pre-school centre, 2/3 of staff must have a ECEC university diploma (ECE III) or ECEC community college diploma (ECE II) and 1/2 staff in a school-aged centre must be classified ECE II or III. Directors of pre-school must be ECE III with a year of experience of Directors of school aged must be ECE II with a year experience
3.)	British Columbia	All staff for children under 6 need a 10 month basic ECEC training course plus 500 hour apprenticeship, some additional training is required to work with infants but staff who work only with school aged children need no specific training
4.)	Nova Scotia	Centre director and 2/3 of staff must have a 1 or 2 year ECEC or 2 years experience, one course and a 35 hour workshop on ECEC
5.)	Alberta	Director must have 2 year ECEC college diploma and 1 in 4 staff must have training equivalent to 1 year college ECEC certificate and all other staff need a 50 hour orientation
6.)	Ontario	The director and 1 staff person with each group of children must have a 2 year ECE diploma from a community college
7.)	Saskatchewan	Centre supervisor must have 1 year ECEC certificate and all staff must take a 130 hour orientation
8.)	PEI	Centre supervisor and 1 staff member must have 1 year ECE diploma and 30 hours of training every 3 years for all staff
9.)	Newfoundland	Centre director must have 1 yr ECEC certificate and 1 year experience or a 2 year ECEC diploma with no experience
10.)	New Brunswick	No education or experience requirement. If 16-18 years of age, a worker must be supervised by someone over 18

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Rank	Province	Rationale
1.)	Quebec	2/3 of staff must have university degree in ECEC
2.)	Manitoba	For pre-school centre, 2/3 of staff must have a ECEC university diploma (ECE III) or ECEC community college diploma (ECE II) and 1/2 staff in a school-aged centre must be classified ECE II or III. Directors of pre-school must be ECE III with a year of experience of Directors of school aged must be ECE II with a year experience
3.)	British Columbia	All staff for children under 6 need a 10 month basic ECEC training course plus 500 hour apprenticeship, some additional training is required to work with infants but staff who work only with school aged children need no specific training
4.)	Saskatchewan	Centre supervisor must have 2 year ECEC certificate, 20% of staff must have a 2 year ECEC certificate, 30% must have a 1 year ECEC certificate and all staff must take a 130 hour orientation
5.)	Nova Scotia	Centre director and 2/3 of staff must have a 1 or 2 year ECEC or 2 years experience, one course and a 35 hour workshop on ECEC
6.)	Alberta	Director must have 2 year ECEC college diploma and 1 in 4 staff must have training equivalent to 1 year college ECEC certificate and all other staff need a 50 hour orientation
7.)	Newfoundland	Centre director must have 2 year ECEC certificate and 2 years experience and one staff per group must have 1 year ECEC diploma and 1 year experience and all staff required to have at least a 30 to 60 hour course and 30 hours of professional development every 3 years
8.)	Ontario	The director and 1 staff person with each group of children must have a 2 year ECE diploma from a community college
9.)	PEI	Centre supervisor and 1 staff member must have 1 year ECE diploma and 30 hours of training every 3 years for all staff
10.)	New Brunswick	Centre director or 25% of staff must have a 1 year ECEC certificate. If 16-18 years of age, a worker must be supervised by someone over 18

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