Caring for Our Future

Provincial Strategy for Quality, Sufficient and Affordable Child Care in Newfoundland and Labrador

2012-2022

Newfoundland Labrador
Child, Youth and Family Services
Caring For Our Future
Provincial Strategy for Quality, Sufficient and Affordable Child Care in Newfoundland and Labrador

2012 - 2022
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Message from the Minister

Child care plays a vital role in the healthy development of children, families and communities throughout Newfoundland and Labrador. As well, it provides essential support to parents participating in the workforce or pursuing training and development opportunities.

The Government of Newfoundland and Labrador recognizes the importance of child care and is fully committed to enhancing regulated child care services in the province. It is my pleasure to present our 10-year child care strategy *Caring For Our Future: Provincial Strategy for Quality, Sufficient and Affordable Child Care in Newfoundland and Labrador.*

In order to ensure the strategy meets the needs of families with young children, the Department of Child, Youth and Family Services has incorporated input from parents, early childhood educators, family child care providers, program operators, and various stakeholder groups. Province-wide consultations were held and feedback from participants indicated a need to improve in the three key areas of quality, sufficiency and affordability.

The following child care strategy details a fiscally responsible approach to creating long-term improvements in regulated child care services. This strategy complements other strategic initiatives such as the Poverty Reduction Strategy and the Inclusion Strategy for Persons with Disabilities and initiatives approved under *Learning from the Start* as well as demonstrates the Provincial Government's ongoing commitment to families and children in our province. The implementation of *Caring For Our Future* will ultimately help establish exceptional child care services throughout Newfoundland and Labrador.

Sincerely,

Honourable Charlene Johnson  
MHA, Trinity-Bay de Verde  
Minister of Child, Youth and Family Services  
Minister Responsible for the Status of Women
Introduction

The Government of Newfoundland and Labrador recognizes the benefits and the necessity of a well-developed system of quality and affordable regulated child care.

A strong system of regulated child care supports economic stability on both a community and a provincial level. It contributes to gender equity, enables parents of young children to participate in the labour market, assists in poverty reduction and helps to build a skilled future workforce. In addition to these benefits, research indicates that there are improved developmental outcomes for children who take part in early learning opportunities, such as those provided in regulated child care, especially for the children who are most vulnerable in our society.

Public consultations have indicated that access to quality and affordable regulated child care is a challenge in this province. As a result of these consultations and a commitment to meet the child care needs of families with young children in Newfoundland and Labrador, the Provincial Government is introducing Caring For Our Future: Provincial Strategy for Quality, Sufficient and Affordable Child Care in Newfoundland and Labrador. This strategy is aimed at improving the quality, sufficiency and affordability of regulated child care spaces throughout the province.

What is regulated child care?

Parents may choose unregulated or regulated child care for their children during the early years. Unregulated child care refers to care that is provided by a family member, a neighbour, an acquaintance or a child care provider in the child’s own home, where the care is not regulated or monitored by the Department of Child, Youth and Family Services.

Child care must be regulated if more than four children of mixed ages, or more than three infants, are being cared for by a person who is not a parent or legal guardian. Regulated child care for children ages birth to 12 years may take place in child care centres or in regulated family child care homes.
What support is being provided currently to the child care system in this province?

- Regulated child care services are licensed and monitored according to the *Child Care Services Act and Regulations (1999)* and related standards and policies.

- The Child Care Services Subsidy Program helps families with low income with their child care costs.

- The Child Care Capacity Initiative provides start-up and/or operating grants to non-profit community-based organizations that develop regulated child care in underserviced areas of the province. Through this initiative more than 380 spaces have been created over the past six years.

- The Family Child Care Initiative Pilot Program provides start-up grants and infant stimulus grants to family child care providers. This pilot program has resulted in the development of 159 regulated family child care spaces and 29 new family child care homes during its first year of implementation.

- The Early Learning and Child Care (ELCC) Supplement provides a direct benefit to Early Childhood Educators (ECEs) working in regulated child care services who meet eligibility requirements.

- Child Care Services Certification and professional development supports are administered by the Association of Early Childhood Educators of Newfoundland and Labrador (AECENL) and funded by the Provincial Government.

- Program Standards for Early Childhood Education (ECE) post secondary programs provide guidelines for post-secondary institutions to follow when developing one-year and two-year ECE post-secondary programs.

- A two-year post-secondary ECE diploma program is available in the province through distance education and full-time programming.

- The ECE Bursary Program provides bursaries to graduates of two-year ECE diploma programs in Newfoundland and Labrador who agree to work in the province in regulated child care for two years after graduation.
An ECE Trainee Bursary, formerly known as the Entry Level Supplement, is offered to eligible individuals taking courses (part-time/distance) to upgrade their certification to Level I.

The Summer Institute Bursary for on-campus field placement is provided to students who are enrolled in the summer institute as part of the distance education delivery of the ECE diploma program at College of the North Atlantic.

Equipment grants are provided to regulated child care centres and homes.

The Inclusion Supports Program provides additional staff, funded spaces and resources to assist child care centres and family child care homes in accommodating all children in regular programming.

Infant care in high schools, currently located in Stephenville, Bay Roberts and St. John’s, is funded to support young parents in continuing their education.

Family child care agencies are funded annually to recruit, approve, license, support and monitor family child care homes in their areas.

Why do we need a strategy?

The current system of regulated child care in this province is experiencing a range of issues, many of which are complex in nature. Parents are not always able to choose regulated child care because there may not be enough spaces to meet the current demand, or the cost may be unaffordable.

From 2002 to 2012, the Provincial Government has more than doubled its financial commitment to the child care sector, with $26.5 million in 2011-12 being allocated to targeted initiatives and interventions to address child care issues in the province. While these interventions are having a positive impact, a comprehensive and systematic approach to strengthening the regulated child care system is needed.

The Government of Newfoundland and Labrador is committed to increasing its support in order to achieve a well-developed system of quality child care.

The Government of Newfoundland and Labrador is committed to increasing its support in order to achieve a well-developed system of quality child care. This commitment is evident in Budget 2012: People and Prosperity, in which the Government of Newfoundland and Labrador committed to doubling its annual budget for child care by 2021-22.
What have we heard?

During Fall 2011, province-wide consultations were held with parents, employers, owners of child care centres, ECEs, family child care providers and sector organizations. Written submissions were also invited at this time. Overall, these consultations focused on three strategic issues: quality, sufficiency and affordability.

The clear and consistent message throughout the consultation process was that staffing in child care settings has an impact on both the quality and the sufficiency of services. Participants noted that wages, benefits and working conditions affect both the recruitment and retention of qualified ECEs. There was general consensus that the educational level of ECEs is strongly linked to quality of services, with higher levels of education being more desirable.

Consultations and discussions presented a clear message that there is a need for an increase in the number of child care spaces in the province. There was general support for setting child care rates to assist in making the cost of child care more affordable and consistent for all families. Participants also acknowledged that child care settings will require public funding support if more affordable child care is to become available.

These consultations provided valuable feedback, information and guidance to assist the Department of Child, Youth and Family Services in the finalization of *Caring For Our Future: Provincial Strategy For Quality, Sufficient and Affordable Child Care in Newfoundland and Labrador*. 
What are the major components of the strategy?

_Caring For Our Future_ presents a vision for a planned, systematic approach for the growth and enhancement of regulated child care services throughout the province over the next 10 years. This strategy builds on existing programs and services and introduces new initiatives to address child care needs based on positive practice, cross-jurisdictional research and an extensive consultation process. The strategy represents a way forward with all partners working together to achieve a common vision for child care in Newfoundland and Labrador.

The strategy builds on three key pillars: quality, sufficiency and affordability. Each of these pillars contributes to a strong child care system, which will help to ensure that parents who choose regulated child care in Newfoundland and Labrador will have access to high quality, affordable services.

<table>
<thead>
<tr>
<th>Strong System of Regulated Child Care</th>
<th>Families have high-quality, sufficient and affordable regulated child care</th>
</tr>
</thead>
<tbody>
<tr>
<td>Quality</td>
<td>Supports positive outcomes for children through a clear, well-defined legislative and policy framework and through the availability of qualified staff.</td>
</tr>
<tr>
<td>Sufficiency</td>
<td>Addresses the need for regulated child care spaces in all areas that are underserviced, especially those areas needing to strengthen labour force participation.</td>
</tr>
<tr>
<td>Affordability</td>
<td>Aims to make the cost of child care more affordable for families with young children.</td>
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Caring For Our Future:
Provincial Strategy for Quality, Sufficient and Affordable Child Care in Newfoundland and Labrador

Vision
Newfoundland and Labrador will have a well-developed system of regulated child care that is high quality, sufficient and affordable.

Mission
By 2022, the Department of Child, Youth and Family Services will have strengthened and improved the child care system in Newfoundland and Labrador so that families with young children will have improved access to quality and affordable regulated child care.

Strategic Directions

Strategic Direction #1: Promoting a System of Quality Child Care

Quality programming in both centre-based and family child care is fundamental to an effective system of regulated child care. Programming must be supported through an appropriate legislative framework, which is why a legislative review is a key component of this strategy. As well, programming must support the inclusion of all children, including children with diverse needs. The planned review of the current program of inclusion supports will help to ensure that supports for children with diverse needs in regulated child care are available when required.
The Department of Child, Youth and Family Services is working closely with the Department of Education which is the identified lead for developing an Early Childhood Learning Framework. The Framework will outline an approach to early childhood learning with specific emphasis on play-based learning and will be implemented in all regulated child care settings.

Availability of qualified staff to develop and deliver programs in child care settings is essential to a strong and effective system of regulated child care. Over the past decade, the Provincial Government has supported ECEs and family child care providers to improve the quality of child care in this province. The Provincial Government is committed to further support and strengthen the ECE workforce in Newfoundland and Labrador.

Current legislation requires that the lead staff person in each homeroom of a child care centre has Level I certification. The program operator of each child care centre is required to have Level II certification. Other staff in the facility who work directly with children are required to have a minimum of entry level certification.

More qualified ECEs and program operators are needed, not only to work in existing child care centres, but also to enable the child care system in this province to expand. While Level I certification is of greatest demand and is a legislated requirement for lead staff, there is currently no specific post-secondary program in this province which is designed to meet the requirements for a one-year ECE certificate. This has resulted in a significant shortage of qualified individuals to work in regulated child care settings. ECE post-secondary program standards will be revised to help to address this issue by allowing a restructured diploma program in which students can achieve Level I certification upon completion of the first year of the two-year diploma program. This provides a clear path for ECE students to obtain Level I certification or continue on to complete the two-year ECE diploma program resulting in Level II certification.
As well, a new trainee certification level for child care staff will be introduced, replacing the current entry level certification. The introduction of trainee certification will mean that all staff working directly with children in regulated child care settings will be required to hold a minimum of a one-year ECE certificate or equivalent. Child care staff who do not have this level of certification will be required to upgrade their educational level within a specified period of time. Requiring all child care staff to obtain a minimum of Level I certification will place the province as a leader in the country in terms of required minimum qualifications for staff working in regulated child care centres.

Other measures will be put into place to assist child care staff to upgrade to a minimum of Level I certification, including a workplace training model with a prior learning and assessment and recognition (PLAR) component. This PLAR component will provide experienced child care staff with a means to obtain post secondary credit for their skills acquired in the field. In addition to the workplace training model, there will be improved access to online delivery of ECE courses and the continuation of bursaries. There will also be a redesign of the ELCC supplement program in an effort to encourage current entry level child care staff and new entrants in the field to obtain ECE specific training. The redesigned ELCC supplement program will provide a supplement to qualified staff working in regulated child care based on the position held by the ECE within the centre rather than solely on level of training.

The Government of Newfoundland and Labrador will continue to work with its partners in the child care sector and in post-secondary education to examine and review the required educational levels and training opportunities for ECEs working in regulated child care. Increasing the number of Level I ECEs in the child care system and requiring all staff working directly with children to have a minimum of a one-year ECE certificate is an important first step in the creation of a more qualified ECE workforce.

The strategy commits to two planned reviews beginning with a review of the ELCC supplement in 2015. In 2017-18, as part of a more comprehensive review, there will be an examination of the educational requirements of ECEs. Stakeholders will be consulted to assist in determining any future minimum post-secondary qualifications for all ECEs working in regulated child care settings.
Goal 1: Quality

By March 2018, there will be progress towards achieving the number of qualified ECEs to sustain the child care system, and appropriate supports will be in place to maintain a system of quality child care in Newfoundland and Labrador.

Measure of Quality:
Qualified ECEs and other appropriate supports are in place to maintain a system of quality regulated child care.

Indicators of Quality:

• ECEs working directly with children in regulated child care settings hold a minimum of Level I certification or are actively upgrading to a Level I certification.

• Program operators of child care centres hold a minimum of Level II certification as required by legislation.

• Child care settings are meeting or exceeding the health, safety and developmental needs of young children through program standards required for licensing.

Objective 1.1:
By March 2013, the Department of Child, Youth and Family Services will have developed key initiatives aimed at supporting quality of child care services in Newfoundland and Labrador.

Actions to Achieve the Objective:

• Conduct a comprehensive review of the Child Care Services Act and Regulations (1999) in 2012-13 to provide a framework for quality and safety of child care services in the province.

• Review the service delivery model for monitoring, licensing and supporting regulated child care services as well as streamlining processes for licensees and program operators of child care services.

• Revise post-secondary ECE program standards to allow a restructured diploma program in which students can achieve Level I certification upon completion of the first year of the two-year diploma program.

• Review inclusion supports as appropriate to improve the ability of child care programs to accommodate children with diverse needs in regular programming.
Objective 1.2:
By March 2014, the Department of Child, Youth and Family Services will have implemented key initiatives aimed at supporting the quality of child care services in the province.

Actions to Achieve the Objective:

- Eliminate entry level certification and replace it with a trainee certification by requiring any staff person working in a regulated child care centre who does not hold ECE specific qualifications to upgrade to Level I within a specified timeframe.

- Revise the ELCC Supplement to attract a greater number of qualified individuals to work in regulated child care settings by providing supplement amounts based on the position held by the ECE rather than based solely on level of training. This will be reviewed in 2015. Salary levels will continue to be the responsibility of employers. Supplement amounts for family child care providers will be determined as part of the evaluation of the Family Child Care Initiative Pilot Program.

- Develop and commence a work place training program with PLAR to support upgrading of qualifications.

- Deliver the ECE certificate program through the work place training model in addition to distance education and full-time programming.

- Revise inclusion supports based on recommendations from the review.

- Implement a responsive, effective service delivery model to monitor, license and support regulated child care services throughout the province based on new legislation.

- The Department of Education will commence implementation of the Early Childhood Learning Framework in all regulated child care settings in collaboration with the Department of Child, Youth and Family Services.

Objective 1.3:
By March 2018, the Department of Child, Youth and Family Services will have reviewed the performance of initiatives aimed at meeting the goal of quality under Caring For Our Future and set direction for the remaining years.

Actions to Achieve the Objective:

- Review the ELCC Supplement in 2015-16 for effectiveness in increasing the number of qualified ECEs and program operators working in regulated child care.

- In 2017-18, in consultation with stakeholders, examine minimum educational requirements for ECEs working in regulated child care settings.

- Review the initiatives focused on achieving quality and make recommendations for improvement.
Strategic Direction #2: Increasing the Sufficiency of Child Care Services

Sufficiency considers the required number and the availability of child care spaces and it requires striking the right balance between access and demand. There has been continuous growth in the number of regulated child care spaces over the past decade (over 2,300 spaces or a 53 per cent increase since 2003) and the Provincial Government is committed to continuing and improving initiatives focused on increasing the sufficiency of child care spaces in the province.

To achieve an increase in child care spaces, Caring For Our Future will use a comprehensive, systematic approach to assessing child care needs in communities, targeting resources in areas where the need is greatest. The strategy will build on the success of current programs and introduce new initiatives aimed at increasing the number of quality, affordable regulated child care spaces in Newfoundland and Labrador.

Determining where regulated child care spaces are needed and having an accurate picture of the type of spaces most in demand are essential components necessary to build a child care system using a planned and systematic approach. To assist in regular assessment of child care need, the Provincial Government will introduce a web-based centralized child care registry. Through this mechanism, improved data will be available to determine supply and demand of child care spaces. As well, the centralized registry will provide parents with an effective way to find regulated child care and child care program operators will have an efficient means of filling vacancies.

Having sufficient child care spaces supports the development of the province’s labour market and the growth of the provincial economy. As employment rates increase, the need for a responsive child care system becomes even more pronounced. The development and implementation of a community needs assessment tool in 2012-13 will support growth in child care services in targeted areas by assessing local needs using demographic and labour market profiles of communities. This data, along with data from community-level surveys and the centralized child care registry will determine underserviced areas with the greatest need for child care services. Initially, 10 target areas will be identified in the province for
potential development through this needs assessment process. Focused and targeted efforts will be initiated in these areas on the creation of regulated family child care homes and child care centres. As well, a comprehensive provincial needs assessment will be conducted in 2017-18 to determine requirements for continued increases in regulated child care spaces.

The Child Care Capacity Initiative, which was introduced in 2006 with an aim to increase the number of non-profit, community-based regulated child care spaces in rural and underserviced areas will continue with an increased emphasis on the provision of support to employers, municipalities, community-based organizations and non-profit groups to develop child care in targeted areas of the province. In addition, the Family Child Care Initiative Two-Year Pilot Program, which was introduced in 2011 to encourage the development of regulated family child care throughout the province, will continue to operate while being evaluated to determine required modifications.

A voluntary operating grant program will be developed in 2014-15. This program, which will provide operational funding to child care centres choosing to become involved, will help to strengthen current child care settings and will encourage further development of regulated child care spaces. Applicants to the program will be assessed based on the need for child care in the area, proposed sustainability of the operation and fair regional distribution of funding within the allocated budget. This will help to ensure planned and systematic growth of the child care system.
Goal 2: Sufficiency

By March 2022, regulated child care spaces in the province will have increased to address the need in underserviced areas, especially in areas requiring strengthened labour market participation.

Measure of Sufficiency:
The number of regulated child care spaces has increased 35 per cent by Year Five of implementation of the strategy.

Indicators of Sufficiency:

- A needs assessment process has been operationalized.
- Regulated child care spaces have been established in areas of highest need.
- A centralized child care registry has been established.
- A comprehensive system (including financial auditing processes) for distribution of operating grants has been implemented.

Objective 2.1:
By March 2013, the Department of Child, Youth and Family Services will have developed key initiatives aimed at increasing the number of regulated child care spaces in the province.

Actions to Achieve the Objective:

- Develop and implement a community needs assessment tool in 2012-13 to support growth in child care services in targeted areas.
- Identify 10 target areas in the province for potential development through the needs assessment process.
- Encourage the development of child care spaces by providing support to employers, municipalities, community-based organizations and non-profit groups.
- Engage in community collaboration and work with community groups, current child care program operators and licensees, municipalities, major employers and school boards to identify potential infrastructure available for the development of regulated child care spaces.
- Continue with the Child Care Capacity Initiative for start-up and/or operating grants for non-profit community-based organizations until 2014-15 when the new operating grant program is introduced. It will then continue to provide start-up grants for non-profit child care services.
• Continue Family Child Care Initiative Pilot Program and evaluate to determine required modifications.

• Develop a promotional campaign to promote regulated child care and the various initiatives of the strategy related to the development of quality, affordable child care.

**Objective 2.2:**
By March 2014, the Department of Child, Youth and Family Services will have implemented key initiatives aimed at increasing the number of regulated child care spaces in the province.

**Actions to Achieve the Objective:**

• Evaluate the Family Child Care Initiative Pilot Program.

• Implement the necessary revisions to the Family Child Care Initiative Pilot Program.

• Develop and implement a centralized child care registry by 2013-14 to assist in determining and addressing ongoing and future need for child care throughout the province.

**Objective 2.3:**
By March 2018, the Department of Child, Youth and Family Services will reassess targets for sufficiency.

**Actions to Achieve the Objective:**

• Analyze data from the centralized child care registry on an ongoing basis to determine need for child care services.

• Complete a comprehensive provincial needs assessment in 2017-18 to determine requirements for continued increases in regulated child care spaces.

• Develop a voluntary operating grant program in 2014-15.

• Validate and adjust sufficiency targets based on data from the centralized child care registry and provincial needs assessment model.

**Objective 2.4:**
By March 2022, the Department of Child, Youth and Family Services will have commenced an evaluation of the performance of initiatives aimed at meeting the goal of sufficiency introduced under *Caring For Our Future*.

**Actions to Achieve the Objective:**

• Evaluate the initiatives of the strategy.
Strategic Direction #3: Improving the Affordability of Child Care Services

The strategic direction of affordability addresses how the Provincial Government can help make child care more affordable for families.

Child care rates for families are subsidized by the Provincial Government for families who meet the criteria of the subsidy program. Parent fees are the main revenue source for child care centres. Therefore, as costs of operating a child care service increase, there is often a corresponding increase in child care rates. To assist in making child care affordable for more parents, the voluntary operating grant program will require centres to meet specific accountability criteria, including the setting of child care rates at provincial daily subsidy rates.

The Child Care Services Subsidy program, which assists parents with lower incomes with child care rates, will be reviewed as part of the strategy. This review will ensure streamlined and effective processes for both the parents availing of the service and the centres and family child care homes providing child care to families in receipt of subsidy.

Setting a rate structure in centres participating in the operating grant program and subsidizing families with lower incomes, combined with existing federal and provincial benefits, will assist in making child care affordable for more families. Caring For Our Future will put measures in place aimed to address the affordability of regulated child care.
Goal 3: Affordability

By March 2018, child care rates will be more affordable for parents with children enrolled in centres participating in the operating grant program where rates will be set.

Measure of Affordability:
Child care rates are set at provincial subsidy rates for child care services receiving public funding through the voluntary operating grant program.

Indicators of Affordability:

- Set child care rates to provincial subsidy rates for families with children enrolled in centres participating in the operating grant program.
- Revise child care services subsidy process for increased efficiency and effectiveness.

Objective 3.1:
By March 2014, the Department of Child, Youth and Family Services will have developed key initiatives aimed at increasing affordability of child care in the province.

Actions to Achieve the Objective:

- Review the Child Care Services Subsidy Program which assists families with low income with their child care costs.
- Develop a voluntary operating grant program with a monitoring and distribution system and a clearly defined application process. Participants in the program will be required to meet specific criteria such as setting child care rates at provincial subsidy rates and meeting accountability criteria relating to staffing, wages, program quality and financial oversight.

Objective 3.2:
By March 2015, the Department of Child, Youth and Family Services will have implemented key initiatives aimed at increasing affordability of child care in the province.

Actions to Achieve the Objective:

- Implement a voluntary operating grant program.
- Ensure child care rates are set at the provincial subsidy rate for all child care centres participating in the voluntary operating grant program.
- Revise the Child Care Services Subsidy Program based on a review initiated in 2013-14.
Objective 3.3:
By March 2018, the Department of Child, Youth and Family Services will have reviewed the performance of initiatives aimed at meeting the goal of affordability under Caring For Our Future and set direction for the remaining years.

Actions to Achieve the Objective:

- Review the performance of initiatives aimed at meeting the goal of affordability and set directions for the remaining years.
Moving Forward

One of the driving forces behind the development of *Caring For Our Future* is the changing demographic and labour market profile of Canada and in particular, Newfoundland and Labrador. The aging population is leading to greater demand for workers to replace those retiring and labour shortages are being projected in many areas. Indeed, in this province, recent projections indicate an increase in job availability over the coming years.

Improving the availability and affordability of regulated child care in the province supports economic development, especially for women. A stronger system of regulated child care means that parents of young children will have greater options in their decision about whether to work, go to school or to stay at home with their children. Quality regulated child care settings will also provide a benefit to children through the promotion of healthy child development during the early years.

*Caring For Our Future* will create long-term improvements in child care in this province and will result in a well-planned, responsive and comprehensive system of regulated child care in Newfoundland and Labrador. The strategy provides a means to achieve a stronger ECE workforce, a planned approach to increasing regulated child care spaces and more affordable child care rates for a greater number of parents.

There will be an interim review of the strategy in 2017-18, which will help to inform the future direction for the remaining years of the strategy. A comprehensive evaluation of the strategy will commence in 2021-22 to assess the performance of initiatives aimed at meeting the goals of quality, sufficiency and affordability.
Conclusion

The Provincial Government has listened carefully to the concerns about access to regulated child care, and is fully committed to the implementation of *Caring For Our Future*. The strategy will result in an increase in quality, sufficient and affordable child care, especially in underserviced areas and in areas with a need to strengthen labour force participation. In Budget 2012-13, the Government of Newfoundland and Labrador made a commitment to double the investment in child care services by 2021-22. This commitment is further supported by the early childhood learning initiatives of the Department of Education. Together, these initiatives will help to provide children in Newfoundland and Labrador with access to quality early learning and child care opportunities during the very important early years of development.