

MAIN REPORT

Supporting Employers in Canada's (ECEC) Sector



**Child Care
Human Resources
Sector Council**

Prepared for the
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This project is funded by the Government of Canada's Sector Council Program.

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Section 1: Introduction

1.1 About the CCHRSC

The Child Care Human Resources Sector Council (CCHRSC) is a pan-Canadian, non-profit organization dedicated to moving forward on human resource issues in the early childhood education and care sector. The Council brings together national partners and other sector representatives to develop a confident, skilled and respected workforce valued for its contribution to early childhood education and care.

The CCHRSC's mission is to provide a sectoral structure for moving forward on human resource issues, through cooperative and collaborative actions that enhance the efforts of national partners and the early childhood education and care workforce. CCHRSC strategic priorities include:

- Foster improved skills development that is responsive to the sector requirements;
- Enhance sectoral human resource management practices to respond to recruitment and retention challenges;
- Develop mechanisms to increase the portability/recognition of credentials;
- Increase access to labour market information, and develop better definitions and an increased understanding of labour market trends and issues in the sector;
- Provide leadership and coordination on HR issues.

1.2 Overview of the Sector

As discussed in the *Occupational Standards for Child Care Administrators (2006)* produced by the CCHRSC, the term “early childhood education and care” has traditionally been used to describe the sector. Over the past few years there has been much discussion about how the sector should be referred to, with a variety of terms under consideration. As stated in the *Occupational Standards* “it is understood that the discipline or knowledge base is early childhood education and care, and that one of the places where this discipline is commonly practised is in an early childhood education and care setting.” For the purpose of this report, the term “early childhood education and care sector (ECEC)” will be used to encompass the various terms that are applied to the sector as a whole.

The early childhood education and care sector is diverse and contains a mix of governance models and employment settings. Governance is the **“process through which [ECEC] organizations make important decisions, set priorities, solve their problems and render account”**.¹ A review of ECEC in Canada by the Organization for Economic Cooperation and Development (OECD) showed that the majority of regulated ECEC operates privately, usually on a not-for-profit basis by parent groups, voluntary organizations or other non-profit entities (77%), or on a private, for-profit basis by individuals or businesses.² In addition to these models of ECEC delivery, there are other models of non-profit in operation in Canada, including: ECEC in post-secondary institutions, hospitals, workplaces and government settings; First Nations (on and off reserve), Inuit, and Métis; as well as parents as employers.

¹ Coalition of Child Care Advocates of BC (2007) *Good Governance of Child Care: What Does it Mean? What Does it Look Like?*

² Organization for Economic Cooperation and Development (2003) *Early Childhood Education and Care – Canada: Country Notes*.

There is no consistent national policy or approach to early childhood education and care, with each Canadian province/territory maintaining its own system of regulation, funding arrangements and policy.³ However, each province/territory has a program of regulated ECEC for children age 0 to 12 that includes ECEC centres and regulated family child care (see Appendix B for definitions of child care delivery models).⁴ According to the OECD, the majority (approximately 80%) of regulated ECEC spaces are centre-based and approximately 20% are family child care. The distribution of centre-based and family child care varies greatly from jurisdiction to jurisdiction. For example, the proportion of regulated family child care ranges from approximately 1% of the total supply of spaces in the Atlantic Provinces to almost one-third (32%) in Yukon.⁵ The relative amount of funding provided to ECEC employers also varies greatly from one provincial/territorial jurisdiction to the next.

The cost of providing ECEC services is most often shared between parents (through user fees) and the federal, provincial/territorial and municipal governments.⁶ The majority of operating revenue comes from parent fees, with parents being eligible for various forms of fee supplements from both the federal and provincial/territorial governments. A review of the ECEC sector in Canada found that approximately half (49.2%) of ECEC employer revenue derives from parent fees, 30.5% from government fee subsidization, and an additional 17.5% from various grants.⁷ Generally, there is little public funding for ECEC facilities or other infrastructure.⁸

1.2.1 ECEC Workforce

Prior research on the early childhood education and care sector estimates that there are approximately 137,000 early childhood educators and assistants working in Canada.^{9 10} Of these, approximately one-third (32.1%) work at home, while the other two-thirds work elsewhere (e.g. ECEC centre).¹¹

Though the exact proportion varies by study, all reports on the ECEC workforce indicate that by far the vast majority of workers are female (96% – 98%).^{12 13 14} Though a disproportionate amount of women are represented in the workforce, the women are overall representative of the Canadian population in general.¹⁵ The majority (93.9%) of the workforce is between the ages of 20 and 50 years, with the highest proportion of workers between the ages of 25 and 34 years (42.4%).¹⁶

³ OECD (2003) *Thematic Review of Early Childhood Education and Care: Canadian Background Report* <http://www.oecd.org/dataoecd/41/36/33852192.pdf>

⁴ *Ibid.*

⁵ Figures derived from information presented: Friendly, M. & Beach, J. (2005). *Early Childhood Education and Care in Canada 2004*. <http://www.childcarecanada.org/ECEC2004/index.html>

⁶ *Ibid.*

⁷ Doherty et al, *You Bet I Care! A Canada-Wide Study on Wages, Working Conditions and Practices in Early Childhood Education and Care* (2000) http://action.web.ca/home/cfwwb/attach/ybic_report_1.pdf

⁸ OECD (2003) *Thematic Review of Early Childhood Education and Care: Canadian Background Report* <http://www.oecd.org/dataoecd/41/36/33852192.pdf>

⁹ *Working for Change: Canada's Child Care Workforce* <http://www.ccsc-cssge.ca>

¹⁰ *A Snapshot of the Child Care Workforce* Child Care Human Resources Sector Council (2004) – based on 2001 Census data <http://www.ccsc-cssge.ca>

¹¹ *Working for Change: Canada's Child Care Workforce* <http://www.ccsc-cssge.ca>

¹² OECD (2003) *Thematic Review of Early Childhood Education and Care: Canadian Background Report* <http://www.oecd.org/dataoecd/41/36/33852192.pdf>

¹³ *A Snapshot of the Child Care Workforce*, Child Care Human Resources Sector Council (2004) <http://www.ccsc-cssge.ca>

¹⁴ Doherty et al, *You Bet I Care! A Canada-Wide Study on Wages, Working Conditions and Practices in Early Childhood Education and Care* (2000) http://action.web.ca/home/cfwwb/attach/ybic_report_1.pdf

¹⁵ *A Snapshot of the Child Care Workforce*, Child Care Human Resources Sector Council (2004) <http://www.ccsc-cssge.ca>

¹⁶ Doherty et al, *You Bet I Care! A Canada-Wide Study on Wages, Working Conditions and Practices in Early Childhood Education and Care* (2000) http://action.web.ca/home/cfwwb/attach/ybic_report_1.pdf

Interestingly, a higher proportion of ECEC workers have a post-secondary credential (i.e. one-year certificate, two-year diploma or three/four-year university degree) compared to the general working population (67% versus 53%).¹⁷ Despite having higher rates of post-secondary training, ECEC workers earn on average much less than the general working population and the female working population.¹⁸ Though average annual income varies by province/territory, ECEC workers in every jurisdiction earn less than the provincial average.¹⁹

1.3 About the Project

The early childhood education and care sector is diverse and contains a mix of governance models and employment settings. There is no consistent national policy or approach to ECEC, with each Canadian province/territory maintaining its own system of regulation, funding arrangements and policy. Due to the diversity of the sector, there is a lack of a clear definition and information about who ECEC employers are, the range of employers' human resources needs and how those needs can best be met. It is based on this environment that the *Supporting Employers in Early Childhood Education and Care Project* was initiated.

1.3.1 Project Objectives

The primary objectives of the *Supporting Employers in Early Childhood Education and Care Project* are to:

- Improve the understanding of employer governance models in regulated early childhood education and care sector settings;
- Document the human resources (HR) needs of employers in different regulated settings and contexts;
- Determine employers' perspectives on how best to address priority HR issues in the sector, documenting innovative tools or practices that already exist;
- Identify and prioritize solutions that could help employers address human resources issues;
- Determine what tools could be subsequently developed to address prioritized HR issues.

1.3.2 Project Reports

The information gathered for the *Supporting Employers in Early Childhood Education and Care Project* has been used to create a variety of reports and documents that help to define key findings. In addition to this *Main Report*, the following documents have been created:

- **Executive Summary** – This report summarizes key findings and recommendations from the *Main Report: Supporting Employers in ECEC Project*.
- **Literature Review** – This report provides a full discussion of the key trends and issues affecting human resources in the early childhood education and care sector.
- **Summary Profiles of Employer Governance Models** – This report provides brief profiles of the main governance/employer models identified during the research process.
- **Provincial/Territorial Mapping of HR Issues** – This report identifies the range of governance/employer models, the size/scope of operations, and the associated human resources issues of employers in each province/territory.

¹⁷ A Snapshot of the Child Care Workforce, Child Care Human Resources Sector Council (2004) <http://www.ccscc-cssge.ca>

¹⁸ *Ibid.*

¹⁹ *Ibid.*

Preliminary Project Findings and a series of articles entitled *Employers Models in Canada's Early Childhood Education and Care (ECEC) Sector* were also produced in October 2008. Both documents are available on-line at: <http://www.ccsc-cssge.ca>

1.4 Who is the Employer in Early Childhood Education and Care?

1.4.1 Definition of Employer

The term “employer” can be used in multiple ways, but in general describes the relationship between an individual and the entity for whom that person performs work. The Canada Labour Code²⁰ defines employer as follows:

- (a) any person who employs one or more employees, and
- (b) in respect of a dependent contractor, such person as, in the opinion of the Board, has a relationship with the dependent contractor to such extent that the arrangement that governs the performance of services by the dependent contractor for that person can be the subject of collective bargaining.

A definition of employer may also depend on whether one is referring to the legal employer (i.e. the entity that writes the cheques) or the organization for whom a person regularly works at the centralized, or decentralized, local level. For example, an individual working in an ECEC centre run by a private corporation would have the corporation as the legal employer. However, this does not necessarily mean that the legal owner of that corporation would be knowledgeable about the human resources issues in the ECEC sector. In this case it may be the centre director or manager who would be most knowledgeable.

One key goal of the *Supporting Employers in Early Childhood Education and Care Project* was to determine the human resource (HR) needs and issues facing the ECEC sector from the employers’ perspective, in order to identify tools that could be developed to meet those needs. In order to gather the most useful and relevant information, those individuals at ECEC organizations who could best speak to the HR issues and needs facing that organization were included in consultations. In many cases this was the person who would be considered the legal employer (i.e. the entity that directly employs the workers). In other cases this was a director, manager, supervisor or board member of an organization (not always the legal employer).

Thus, for the purpose of this study, the person most directly involved in HR issues, such as recruitment and retention of staff, training, setting workplace standards, etc. is considered the “employer”. A description of the human resources and governance responsibilities of employers/administrators are outlined in section 1.4.2, below.

1.4.2 Human Resources and Governance Tasks of “Employers”

The *Occupational Standards for Child Care Administrators* developed by the CCHRSC outline the required tasks and associated knowledge of a “capable” administrator in the sector. The term “capable” means that a person has the “level of skills and knowledge required to do a job safely and properly.”²¹ While the *Occupational Standards* are broken down in six key sections, the tasks and knowledge required in the human resources and governance

²⁰ http://laws.justice.gc.ca/en/showdoc/cs/L-2/bo-ga:s_1::bo-ga:s_2/20071016?command=searchadvanced&caller=AD&search_type=bool&shorttitle=Canada%20Labour%20Code&day=16&month=10&year=2007&search_domain=cs&showall=L&statuteyear=all&lengthannual=50&length=50&page=2

²¹ Child Care Human Resources Sector Council (2006) *Occupational Standards for Child Care Administrators* www.ccsc-cssge.ca. p4

sections are particularly relevant to the current project. These two sections are discussed with the intent of helping to define who the “employer” is in the ECEC sector. Depending on the organization, the “employer” may be responsible for some, most, or all of these tasks.

Key Human Resources Tasks

1. *Recruits Staff*: includes determining staffing needs, advertising for staff, interviewing/screening prospective staff, hiring staff and orienting staff.
2. *Manages Staff*: includes motivating staff, supervising staff, evaluating staff, supporting and addressing staff behaviour, maintaining staff records, and conducting staff meetings.
3. *Manages Professional Development (PD)*: includes determining PD needs, identifying PD opportunities, and providing for PD opportunities.
4. *Manages Labour Relations*: includes following employment standards, establishing and implementing working conditions, and managing problem solving and conflict resolution.
5. *Manages External Human Resources* (e.g. students, volunteers, consultants, families): includes determining requirements for external HR, screening and engaging external HR, orienting external HR, monitoring external HR.

Key Governance Tasks

1. *Participates in Organizational Policy Development*: includes maintaining awareness of current legislation, contributing to the development of governance policies, developing operational policies and guidelines, and monitoring and evaluating policy.
2. *Plans for the Organization*: includes assessing community needs for ECEC, developing strategic, business and annual operational plans, developing ongoing communications strategy, and marketing services and activities.
3. *Relates to Relevant Governing Authority*: includes advising and supporting the function of governing authorities, preparing and presenting reports, and implementing direction from the governing authority.

1.4.3 Employment Settings and Governance Models

The early childhood education and care workforce work in a variety of employment settings and governance models. One goal of this project was to clearly define the different employers governance models in ECEC across Canada. While there are many individual differences between operations, in general, employment settings can be grouped into the following categories:

- Non-profit organizations (parent run, community run or cooperatives with voluntary sector boards);
- Commercial operations (sole proprietor, partnerships, corporation);
- ECEC in post secondary institutions, hospitals or public sector settings (college, municipal government or school board operated); and,
- First Nations (on and off reserve), Métis and Inuit, Head Start, etc.

A further examination of the governance models utilized across Canada can be found in Section 3.

Section 2: Methodology

2.1 Research Approach and Methodology

2.1.1 Literature Review

A review of relevant literature on the ECEC sector was undertaken, with a focus on human resources issues. The literature review was completed in order to provide background and context to the findings of the current project. In general, the review focused on:

- available information on ECEC employers, models, and approaches;
- human resources needs of employers in different regulated settings; and
- available resources, innovative practices, and tools to address HR issues.

The literature reviewed was identified using a number of methods. As a first step previous research and reports on the ECEC sector were reviewed. Further information was gathered via web searches to supplement the initial information gathered. Searches of academic databases were also conducted, including Business Source Complete and Academic Search Complete. However, these databases contained little information specifically on human resources issues in the ECEC sector.

Key findings from the literature review are summarized in *Section 4* of this report. A separate *Literature Review Report* was also produced and expands on the information presented in the *Main Report*.

2.1.2 Employer Survey

Information was gathered directly from employers via a mixed-mode telephone/online survey. Between March 27 and June 2, 2008, 987 surveys were completed with licensed early childhood education and care employers from each province and territory. Surveys were completed with individuals who were partly or solely responsible for the human resources management at their organization. Respondents were directors, managers, board members, supervisors or HR specialists, depending on the organization. A copy of the survey instrument can be found in Appendix D.

A field test of the survey instrument was conducted with 20 employers prior to full survey administration. Upon completion of the field test, several questions in the survey were modified or removed and as such, the data from the field test are not included in the analysis of survey responses.

The sample frame for survey respondents was developed by contacting each provincial/territorial department responsible for early childhood education and care regulation. Each department was asked to provide a complete list of licensed ECEC operators within their jurisdiction. Of the lists provided, a random sample of organizations was selected for inclusion in the sample frame. Table 2-1 provides the total sample of licensed ECEC operators provided by each province/territory, the number of completed surveys, the gross and valid response rates as well as the margin of error. The overall valid response rate obtained for the employer survey was 27.8% with an overall margin of error of $\pm 3\%$ (19 times out of 20).

It should be noted that respondents who indicated they were responsible for multiple ECEC sites were asked to identify all the organizations for which they were responsible. If these organizations were included in the sample frame, they were removed from active surveying. For example, if a general manager indicated that they were responsible for human resources management at five sites, these sites would be identified and coded such that they were not contacted for the survey in order to reduce duplication of information.

The number of surveys completed by province/territory was designed to be proportional to the number of licensed providers in that jurisdiction. However, a proportionally greater number of surveys were completed in some areas, and proportionally less in others. Thus, the results obtained have been weighted by province/territory to ensure proportional representation in the total results. Table 2-1 details the weights used during data analysis for each province/territory.

Table 2-1
Provincial/Territorial Sample Size and Completed Surveys

Province/ Territory	Universe ¹	Sample Included for Surveying	Completed Surveys	Gross Response Rate ²	Valid Response Rate ³	Margin of Error ⁴	Weight ⁵
Alberta	1510	591	194	32.8%	35.2%	± 6.6%	0.762
British Columbia	1099	432	144	33.3%	37.5%	± 7.6%	0.747
Manitoba	502	198	72	36.4%	38.7%	± 10.7%	0.682
New Brunswick	353	140	25	17.9%	18.4%	± 18.9%	1.382
Newfoundland and Labrador	109	43	12	27.9%	28.6%	± 26.8%	0.889
Nova Scotia	345	137	47	34.3%	35.6%	± 13.3%	0.718
Northwest Territories	51	20	3	15.0%	15.0%	± 55.4%	1.664
Nunavut	39	16	4	25.0%	26.7%	± 47.0%	0.954
Ontario	3904	1512	316	20.9%	24.5%	± 5.3%	1.209
Prince Edward Island	110	44	13	29.5%	31.7%	± 25.6%	0.828
Quebec	1825	708	121	17.1%	18.0%	± 8.6%	1.476
Saskatchewan	182	70	31	44.3%	47.0%	± 16.1%	0.575
Yukon Territory	56	23	5	21.7%	25.0%	± 42.2%	1.096
Total	10085	3934	987	25.1%	27.8%	± 3.0%	--

1. Universe = total number of licensed providers obtained from each province/territory.

2. Gross Response Rate = Completed Surveys / Sample

3. Valid Response Rate = Completed Surveys / (Sample – Not In Service Numbers – Fax/Modem Numbers – Organization No Longer Exists – Multiple Organization)

4. Margin of error calculated at 95% confidence level.

5. Weight = (# Completed per Province or Territory / # Total Completed) / (# Universe per Province or Territory / # Total Universe)

2.1.3 Key Informant Interviews

Key informant interviews were conducted with multiple stakeholder groups, including:

- Representatives of provincial/territorial government departments responsible for ECEC;
- Representatives of various employer governance models (“ECEC employers”);
- Representatives of training/research institutions;
- Representatives of provincial/territorial and national ECEC and labour organizations;
- Representatives from national Aboriginal organizations;
- Representatives from the HR Council for the Voluntary/Non-profit Sector and Canadian Trucking Human Resources Council (to explore the range of human resources issues and supports for these similarly structured sectors made up of mainly small business owner-operators or non-profit organizations).

Key informants were selected in part to ensure that stakeholders from jurisdictions other than those included in the “mixed stakeholder focus groups” (see below) were consulted.

A total of 30 key informant interviews were completed. Table 2-2 details the number of interviews completed with the various stakeholder groups.

Table 2-2
Number of Completed Key Informant Interviews by Stakeholder Group

Key Informant Group	Number Completed
Provincial/Territorial Government Officials responsible for ECEC	12
ECEC Employers	6
Training/Research	3
ECEC Organizations	3
Sector Councils	2
Labour Organizations	2
National Aboriginal Organizations	2
Total	30

Related Appendices

Appendix A: Acknowledgements (contains a list of key informants)

Appendix E: Key Informant Interview Guide

2.1.4 Focus Groups

Focus groups were held with employers from each province and territory, as well as with groups of mixed stakeholders (e.g., ECEC organizations, training institutions, provincial licensing bodies, Aboriginal organizations).

In total, 15 Employer Focus Groups were held across the country (two were held in Montreal and Toronto due to low participant turnout at the first focus group).

A total of 7 Mixed Stakeholder Focus Groups were held in five cities (as with the employer focus groups, two were held in Montreal and Toronto due to low participant turnout).

Table 2-3 details the various focus groups held.

Table 2-3
Focus Group Location and Number of Participants

Focus Group Location	Employer Participants	Mixed Stakeholder Participants
Edmonton, AB	9	8
Vancouver, BC	9	4
Winnipeg, MB	9	--
Moncton, NB	4	--
St. John's, NL	5	--
Halifax, NS	9	3
Northwest Territories ²² , NT	6	--
Nunavut ²² , NU	3	--
Toronto, ON	5	3
Charlottetown, PE	6	--
Montreal, QC	4	4
Saskatoon, SK	3	--
Whitehorse, YT	4	--
Total	76	22

Related Appendix

Appendix F: Focus Group Moderator's Guide

2.1.5 Site Visits

Site visits were conducted at six early childhood education and care organizations to provide first-hand insight into the operation of various ECEC models. The site visits were intended to provide greater context for the *Summary Profiles of Employer Governance Models in ECEC* and to help identify any differences in human resources capacity between governance models. Site visits were completed with an urban Aboriginal centre, a university-based centre, a Centre de la petite enfance (CPE), a municipal centre, a community organization offering ECEC (YMCA) as well as a commercial ECEC centre. In addition to a tour of the facilities, site visits involved interviews with the person responsible for human resources at the organization.

Related Appendix

Appendix A (contains a complete list of site visit locations and participants)

²² Due to the geographical challenges posed by holding focus groups in the North, the focus groups in Northwest Territories and Nunavut were held via teleconference.

2.2 Limitations of the Research

The results discussed in this report represent the opinions of the individuals who participated in the research process and will not necessarily represent all of the individuals within a given category. There are also some limitations to the current research that should be noted prior to discussion of the results. For example, the results of the employer survey, key informant interviews, and focus groups apply to licensed ECEC providers. As well, the research focuses on the human resources needs of organizations that employ at least one staff member. Because most family child care is operated by one individual, family child care operators were not widely included in the research sample. However, family child care operators in the Yukon were included, as they form the majority of ECEC organizations in that territory and often have more than one staff member.

Employer Survey

While the overall results represent licensed ECEC providers at a national level, caution should be used when interpreting results of provinces/territories with relatively low numbers of completed surveys. There were two regions in British Columbia that did not supply names of licensed ECEC providers (Vancouver coastal, Vancouver Island). Thus, the sample size for the province of BC noted on page 14 is smaller than the actual number of licensed ECEC providers in that province. Proportionally, the number of completed surveys in some provinces/territories is relatively low (e.g. Nunavut, Yukon, Prince Edward Island). Aboriginal Head Start (AHS) on and off-reserve programs were intended to be included in the survey sample. Contact information for AHS programs was requested from Health Canada, however, the committee responsible for AHS did not wish to release the contact information. Further formal requests for contact information required a greater length of time than was available in this stage of the research process.

While every effort was made to include a representative sample of ECEC employers from across Canada, there is a chance that employers facing particularly intense human resources pressures (e.g. staffing shortages, lack of time) could not participate in the employer survey.

Focus Groups

There were a few focus groups that had had a relatively low number of participants, despite a high number of individuals who agreed to attend (e.g. Toronto, Montreal). Each employer group had at least 8–12 confirmed participants, though for some, only two or three participants actually attended. Ideally, each focus group would have had at least eight participants, however, this was not achieved for all groups. This is most likely due to the fact that many employers are facing issues such as being short staffed and were not able to take time out of the day to attend. Thus, while every effort was made to include a large number of employers from each province and territory, results of individual focus groups should be interpreted with caution.

2.3 Format of the Report

The *Supporting Employers in Early Childhood Education and Care – Main Report* is organized into six key sections outlined below. Results from the literature review, key informant interviews, focus groups and employer survey are discussed.

- *Section 1: Introduction*
- *Section 2: Methodology*
- *Section 3: Profile Of Employer Governance Models In The Early Childhood Education and Care Sector*
- *Section 4: Human Resources Issues*
- *Section 5: Current Practices and Areas for Future Development*
- *Section 6: Recommendations*

Section 3: Profile Of Employer Governance Models In The Early Childhood Education And Care Sector

The following section addresses the first key objective of the project:

- *Improve the understanding of employer governance models in regulated early childhood education and care settings.*

Results from the Employer Survey are used to provide a description of the early childhood education and care sector, including the range of employer models in each province/territory. While this information should not be considered a “census” of the sector, it provides a relatively accurate picture of the sector across each province and territory.

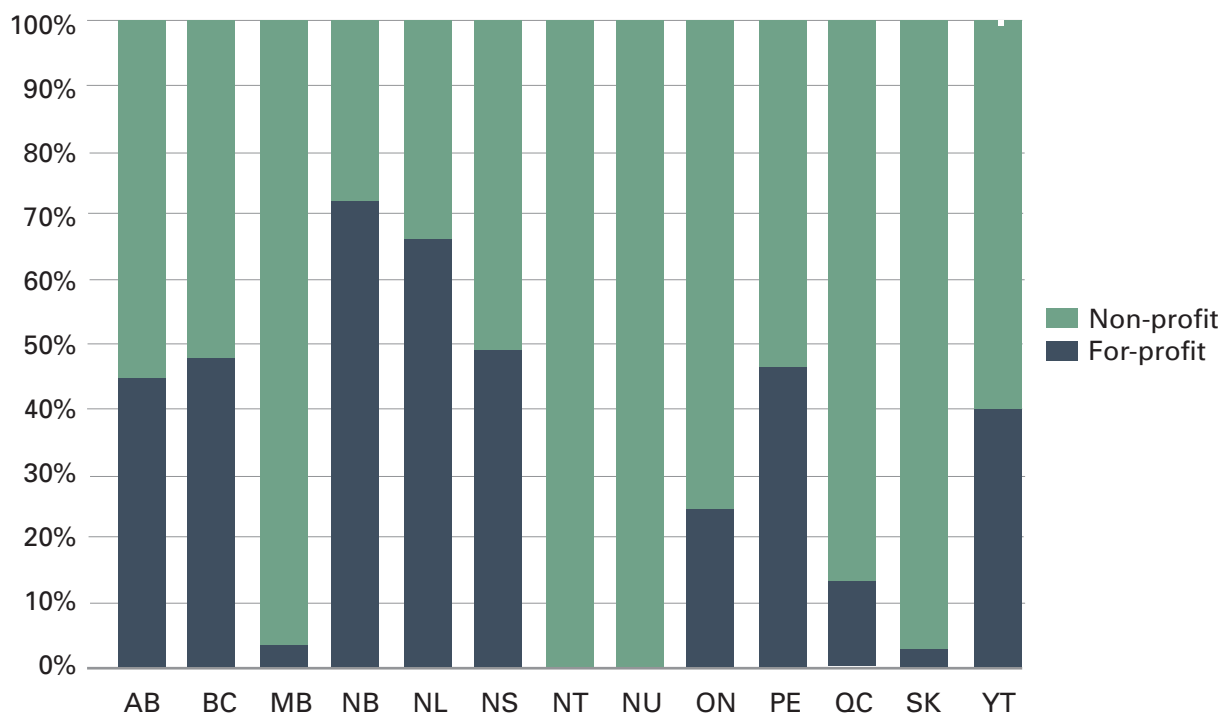
3.1 Profile of Employer Survey Respondents

3.1.1 Governance Models

Each survey respondent was asked whether their organization was best described as a “non-profit” or a “for-profit” organization. Based upon these two broad categorizations, respondents were then asked to choose the “governance model group” that best described their governance structure (see page 24, Table 3-5). It must be acknowledged that the early childhood education and care sector is extremely complex and it is difficult to delineate individual organizations into discrete models/types, as there is a high degree of cross-over and ambiguity. However, because an examination by governance model group was required, the creation of discrete categories was necessary for the purpose of comparison and analysis.

On a national level, slightly less than one-third (29.7%) of all respondents (N=987) indicated their organization was best described as “for-profit”. The remaining 70.3% of respondents felt their organization was best described as a “non-profit” organization. Chart 3-1 on page 20 demonstrates the proportion of for-profit and non-profit *employer respondents* by province/territory.

Chart 3-1
Distribution of “For-Profit” and “Non-Profit”
Employer Survey Respondents Per Province/Territory



Source: Employer Survey – B5

Table 3-2 below details the percentage of for-profit and non-profit employer survey respondents per province/territory. The survey results are compared to the census of for-profit and non-profit ECEC organizations described in *Early Childhood Education and Care in Canada 2006*.²³ As shown, the survey results from the *Supporting Employers Project* research have under-represented non-profit employers on a national scale by approximately 9% (70.3% non-profit for this project versus 79.0% for Canada as a whole). The percentage of non-profit employers in the present research is typically within 3-4% of the national distribution, except for New Brunswick (-9%), Prince Edward Island (+10%), Yukon Territory (-9%). Thus, while the *Supporting Employers Project* research has not precisely duplicated the distribution of for-profit and non-profit employers of each province and territory, the overall pattern and distribution is representative.

Table 3-2
Distribution of “For-Profit” and “Non-Profit” Employers Per Province/Territory

Province/ Territory ¹	Supporting Employers Project Research – Employer Survey Respondents		ECEC in Canada – 2006 Data	
	For-profit	Non-profit	For-profit	Non-profit
AB (n=148)	44.3%	55.7%	49.0%	51.0%
BC (n=108)	47.9%	52.1%	Not available	Not available
MB (n=49)	4.2%	95.8%	6.0%	94.0%
NB (n=35)	72.0%	28.0%	64.0%	36.0%
NL (n=11)	66.7%	33.3%	69.0%	31.0%
NS (n=34)	48.9%	51.1%	46.0%	54.0%
NT (n=5)	N/A	100.0%	0.0%	100.0%
NU (n=4)	N/A	100.0%	0.0%	100.0%
ON (n=382)	24.7%	75.3%	23.0%	77.0%
PE (n=11)	46.2%	53.8%	56.0%	44.0%
QC (n=179)	13.2%	86.8%	13.0%	87.0%
SK (n=18)	3.2%	96.8%	0.4%	99.6%
YT (n=5)	40.0%	60.0%	31.0%	69.0%
Total (n=987)	29.7%	70.3%	21.0%	79.0%

1. The “n” referenced in this column refers to the total number of employer survey respondents.

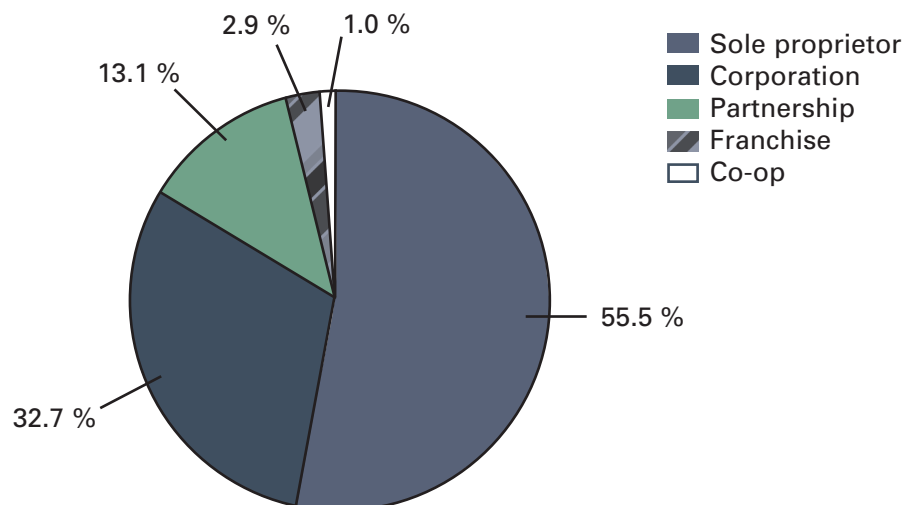
Source: Employer Survey – B5

As shown in the table above, Manitoba, Saskatchewan and Québec have significantly more “non-profit” than “for-profit” ECEC organizations. Conversely, New Brunswick and Newfoundland and Labrador have proportionally higher “for-profit” organizations.

²³ Friendly, M., Beach, J., Ferns, C., & Turiano, M. *Early Childhood Education and Care in Canada 2006*.
<http://www.childcarecanada.org/ECEC2006/index.html>

As detailed in Chart 3-3 below, of those employers who indicated that their organization was “for-profit”, the greatest proportion (55.5%) identified themselves as a sole proprietorship. An additional one-third (32.7%) indicated they were a corporation. Appendix B contains a definition of each of the “for-profit” governance model types.

Chart 3-3
“For-Profit” Governance Models



n=293

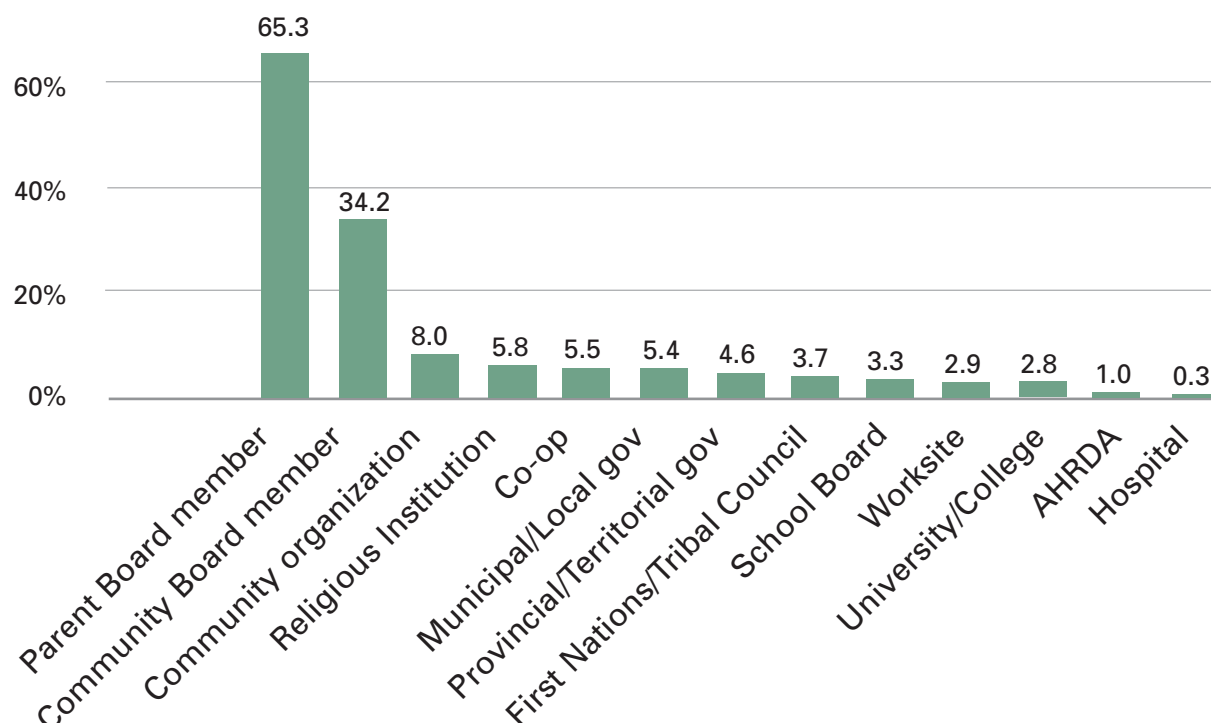
Note: Total may not equal 100% due to multiple responses.

Source: Employer Survey – B6

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As detailed in Chart 3-4, the majority of employers who self-identified as “non-profit” indicated their organization was at least partly governed by a parent board (65.3%) or community board (34.2%). Respondents had the option of choosing as many categories as necessary, thus the categories presented below are not mutually exclusive. Appendix B contains a definition of each of the “non-profit” governance model types.

Chart 3-4
“Non-Profit” Governance Models



Note: AHRDA – Aboriginal Human Resources Development Agreement
N=694

Note: Total may not equal 100% due to multiple responses.

Source: Employer Survey – B7

One goal of this research was to determine the distribution of various governance models by province/territory (further detailed in the *Provincial/Territorial Mapping Report*). Chart 3-1 identifies the general distribution of for-profit and non-profit employers per province/territory. However, in order to conduct further analysis on potential strengths and challenges of specific governance models, groups were created based upon the multiple categories discussed previously (Tables 3-2 and 3-3). Using previous definitions of ECEC governance models, information from the key informant interviews and focus groups, and by examining each of the groups’ responses to the survey, a total of seven “governance model groups” were created.

Employers who were “non-profit” could choose from a list of multiple categories to best describe their governance model. It should be noted that governance model groups 2 to 7 in Table 3-5 all fall under the larger heading of “non-profit”. This is because when multiple groups were selected, the most “exclusive” category was chosen as the “primary” governance model to allow comparisons between groups. For example, community organizations, religious institutions, First Nations Band/Tribal Councils, and worksite/private company operated organizations (who all indicated they were non-profit) often indicated they had parent or community board members. Rather than group all of these organizations under a “parent board member operated” label, the more exclusive category (e.g. community organization, worksite/private company) was chosen.

Each Governance Model Group is described in Table 3-5 below. These groups will be used for further analysis of survey results throughout the *Main Report*.

Table 3-5
Governance Model Groups

	Governance Model Group	Types of Governance Models Included in Group
For-profit	1. Commercial/Private organization	<ul style="list-style-type: none"> • Sole proprietor • Corporation • Partnership • Franchise • Co-op (for-profit)
	2. Board Member Governed organization	<ul style="list-style-type: none"> • Parent board member operated • Community board member operated • Co-op (non-profit)
Non-profit	3. Aboriginal organization	<ul style="list-style-type: none"> • First Nations Band/Tribal Council operated • Aboriginal Human Resources Development Agreement (AHRDA)
	4. Community organization	<ul style="list-style-type: none"> • Community organization (e.g. YMCA/YWCA, etc.) • Religious institution
	5. Worksite/private company	<ul style="list-style-type: none"> • Worksite/private company operated
	6. Educational Institution/Hospital organization	<ul style="list-style-type: none"> • University or college • School board • Hospital
	7. Government organization	<ul style="list-style-type: none"> • Municipal/local government • Provincial/territorial government

Tables 3-6a below details the distribution of various governance models within each province and territory, based on survey results. The information is presented such that each row totals 100%. In this table, comparisons should be made within each province/territory to examine the relative proportion of various governance models within the province/territory.

Alberta has proportionally more organizations operating under commercial/private (44.3%) and board member operated (34.5%) governance models than other types of governance structures. British Columbia also has proportionally more commercial/private (47.9%) and board member operated (24.3%) organizations.

The governance model most often used in Manitoba (70.8%) and Québec (81.0%) is board member operated. Commercial/private governance was most common in New Brunswick (72.0%), Newfoundland and Labrador (66.7%), Nova Scotia (48.39%) and Prince Edward Island (46.2%). Early childhood education and care organizations in the North were most often board member operated governance models (66.7% NWT, 75.0% NU, 40.0% YK). Both the Yukon and Northwest Territories had relatively high proportions of Aboriginal organization-governed ECEC (20.0% and 33.3% respectively). Just under half (46.5%) of all ECEC organizations surveyed in Ontario operated under a board member operated governance model.

Table 3-6a
Distribution of Governance Models Within Each Province/Territory

Province/ Territory	Commercial/ Private	Non-profit						Total
		Board Operated	Aboriginal	Community organization	Worksite/ private company	Educational Institution/ Hospital	Government	
AB (n=148)	44.3%	34.5%	2.6%	9.8%	2.1%	2.1%	4.6%	100%
BC (n=108)	47.9%	24.3%	6.9%	16.0%	0.7%	2.1%	2.1%	100%
MB (n=49)	4.2%	70.8%	--	4.2%	--	4.2%	16.7%	100%
NB (n=35)	72.0%	16.0%	--	12.0%	--	--	--	100%
NL (n=11)	66.7%	16.7%	--	8.3%	--	8.3%	--	100%
NS (n=34)	48.39%	34.0%	2.1%	8.5%	--	4.3%	2.1%	100%
NWT (n=5)	--	66.7%	33.3%	--	--	--	--	100%
NU (n=4)	--	75.0%	--	--	--	25.0%	--	100%
ON (n=382)	24.7%	46.5%	2.5%	11.7%	2.8%	5.4%	6.3%	100%
PEI (n=11)	46.2%	38.5%	--	--	7.7%	--	7.7%	100%
QC (n=179)	13.2%	81.0%	--	0.8%	1.7%	--	3.3%	100%
SK (n=18)	3.2%	74.2%	--	6.5%	--	6.5%	9.7%	100%
YK (n=5)	40.0%	40.0%	20.0%	--	--	--	--	100%
Total (N=987)	29.7%	48.5%	2.5%	9.0%	1.9%	3.3%	5.1%	100%

Table 3-6b details the distribution of the governance model groups across each province and territory. The results are presented such that each column totals 100%. Thus, the information presented provides an indication of the distribution of each governance model group across each province and territory. Caution should be used when interpreting these results, as Ontario, Alberta, Québec and British Columbia have relatively higher numbers of completed surveys. However, the results do provide an indication of the proportion of each governance model group across Canada.

Table 3-6b
National Distribution of Governance Models

Province/ Territory	Commercial/ Private (n=293)	Non-profit						Total (N=987)
		Board Operated (n=479)	Aboriginal (n=24)	Community organization (n=89)	Worksite/ private company (n=18)	Educational Institution/Hospital (n=32)	Government (n=51)	
AB	22.3%	10.7%	15.6%	16.3%	16.5%	9.4%	13.5%	15.0%
BC	17.6%	5.5%	30.6%	19.3%	4.0%	6.9%	4.4%	10.9%
MB	0.7%	7.3%	--	2.3%	--	6.3%	16.2%	5.0%
NB	8.5%	1.2%	--	4.7%	8.5%	1.2%	--	4.7%
NL	2.4%	0.4%	--	1.0%	--	2.8%	--	1.1%
NS	5.6%	2.4%	2.9%	3.2%	--	4.4%	1.4%	3.4%
NWT	--	0.7%	6.8%	--	--	--	--	0.5%
NU	--	0.6%	--	--	--	3.0%	--	0.4%
ON	32.2%	37.1%	39.6%	50.3%	59.0%	63.6%	47.8%	38.7%
PEI	1.7%	0.9%	--	--	4.5%	--	1.6%	1.1%
QC	8.1%	30.2%	--	1.7%	16.0%	--	11.7%	18.1%
SK	0.2%	2.8%	--	1.3%	--	3.6%	3.4%	1.8%
YK	0.7%	0.5%	4.5%	--	--	--	--	0.6%
Total	100%	100%	100%	100%	100%	100%	100%	100%

3.1.2 Role of the “Employer”

Each survey respondent (N=987) was presented with a list of human resources tasks and asked to indicate which elements they were responsible for at his or her organization. While “employers” are often responsible for additional tasks, this question was used to ensure that the person responding to the survey was indeed an individual at least partly responsible for human resources management.

Almost all respondents indicated that they were responsible for performance evaluation (93.1%) and hiring of staff (93.0%). The majority of respondents were responsible for planning and development of employee training (85.8%) and organization of employee training activities (81.8%). Three-quarters of respondents (75.4%) were responsible for establishing human resources policies and procedures, and just under two-thirds (63.8%) were responsible for establishing staff compensations, salaries and benefits, and working conditions.

Table 3-7 details the human resources responsibilities of employers under the various governance models. Interestingly, respondents from commercial/private organizations were more likely to be responsible for establishing staff compensation and working conditions (82.2%) than other governance models. Conversely, respondents from Aboriginal organizations (41.2%) and educational institutions/hospitals (35.5%) were not likely to be responsible for this human resource task.

Another point of interest is that respondents working under Aboriginal (42.7%), educational institution/hospitals (52.2%) and government (53.3%) governance models were less likely to be responsible for establishing human resources policies and procedures. This may indicate that these types of governance models often have individuals responsible for human resources policies outside of the ECEC domain.

Table 3-7
Human Resources Responsibilities by Governance Model Group

Responsibility	Commercial/Private (n=293)	Non-profit					
		Board Operated (n=479)	Aboriginal (n=24)	Community organization (n=89)	Worksite/ private company (n=18)	Educational Institution/ Hospital (n=32)	Government (n=51)
Establishing staff compensation, salaries & benefits, and working conditions	82.2%	58.4%	41.2%	54.0%	67.2%	35.5%	53.5%
Hiring of staff	93.9%	93.4%	90.6%	89.0%	100.0%	89.6%	91.3%
Performance evaluation	90.9%	93.7%	92.4%	98.3%	100.0%	100.0%	84.6%
Planning and development of employee training	85.6%	85.9%	90.1%	87.4%	100.0%	77.4%	81.4%
Organization of employee training activities	82.0%	80.8%	88.9%	82.9%	82.9%	84.1%	82.4%
Establishing human resources policies and procedures	82.5%	78.2%	42.7%	67.3%	72.1%	52.2%	53.3%

Source: Employer Survey – A3

3.13 Employer Size

Number of Locations

On average, survey respondents were responsible for 3.37 ECEC locations or sites. The majority of survey respondents were responsible for one (71.0%) or two (13.5%) ECEC locations or sites. A smaller percentage of respondents were responsible for three (5.0%), four (1.5%), or five locations (1.9%). The final 7.1% of respondents were responsible for six or more locations, ranging from six to 175 locations.

Table 3-8 explores the number of ECEC locations per respondent by governance model. Government-run and community organizations and were more likely than other types of governance models to have 6 or more locations (11.7% and 11.5% respectively). However, survey respondents from community organizations (average = 6.93 sites) and worksite/private company governed ECEC organizations (average = 5.72 sites) had, on average, the most locations under their responsibility.

Table 3-8
Number of Locations by Governance Model Group

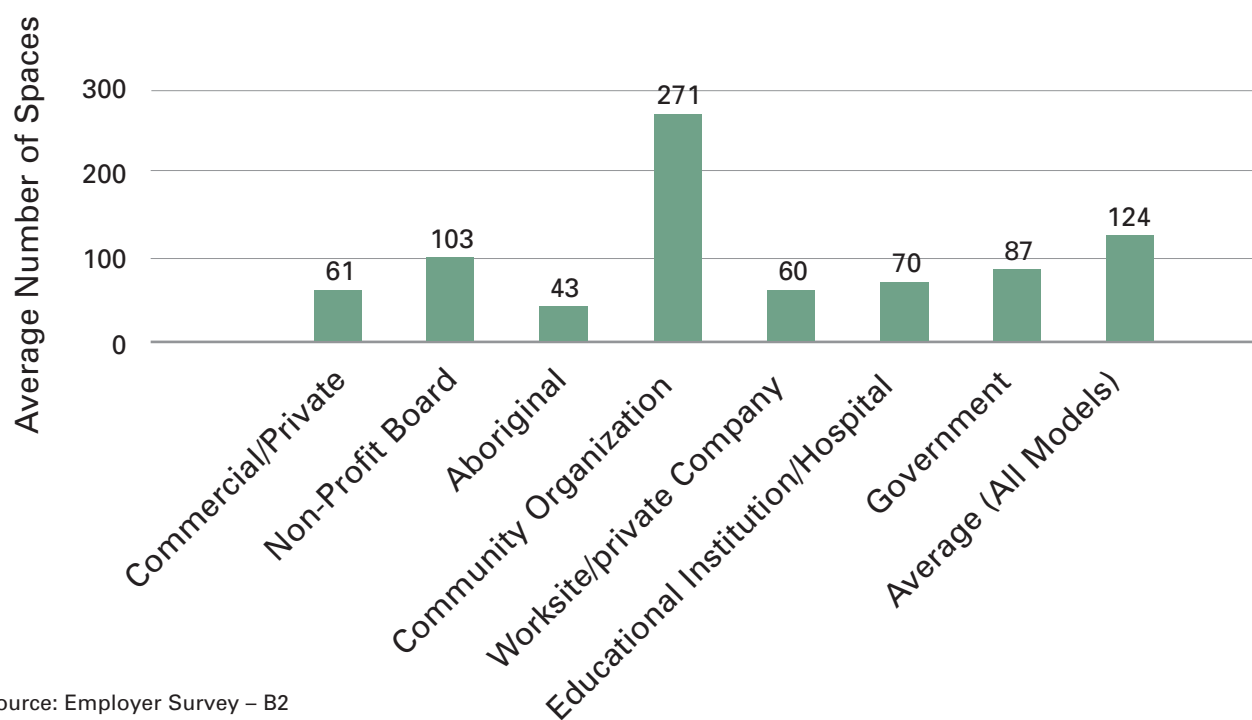
Number of Locations	Commercial/ Private (n=293)	Non-profit						Total (N=987)
		Board Operated (n=479)	Aboriginal (n=24)	Community organization (n=89)	Worksite/ private company (n=18)	Educational Institution/Hospital (n=32)	Government (n=51)	
1 location	80.1%	66.0%	73.0%	63.8%	87.9%	83.9%	63.7%	71.0%
2 locations	10.6%	16.7%	6.1%	13.7%	--	8.6%	11.1%	13.5%
3 locations	3.8%	5.9%	8.1%	3.0%	4.1%	3.7%	7.2%	5.0%
4 locations	0.7%	1.8%	4.9%	1.4%	--	--	3.9%	1.5%
5 locations	0.3%	2.1%	--	6.6%	--	3.7%	2.4%	1.9%
6 or more locations	4.5%	7.5%	7.9%	11.5%	8.0%	0.1%	11.7%	7.1%
Total	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%
Average	3.41	2.80	2.09	6.93	5.72	1.31	3.41	3.37

Source: Employer Survey – B1

Number of Licensed Spaces

Respondents were asked how many licensed spaces they maintained across all locations under their responsibility. This includes all full-time, part-time and extended care spaces for children from infant to 12 years of age. On average, respondents indicated overseeing human resources management for 124.41 licensed ECEC spaces. At the national level, the majority of respondents (64.6%) had between 26 and 100 ECEC spaces. Chart 3-9 below shows the average number of ECEC spaces by governance model.

Chart 3-9
Number of Licensed Spaces by Governance Model Group



Source: Employer Survey – B2

Note: Rounded to whole numbers.

On average, these employers had 42.54 licensed spaces. However, when compared to other governance models, a high proportion of Aboriginal ECEC organizations (40.9%) had less than 25 spaces. This is not surprising, considering that Aboriginal ECEC centres were most likely to have only one location. Community organizations had the highest number of licensed ECEC spaces, with an average of 270.52. Again, this result is not surprising as community organizations averaged the highest number of ECEC locations under each respondents authority. These results suggest that individuals responsible for human resources management at community organizations are more likely to oversee multiple ECEC sites, with relatively high numbers of licensed spaces. See Table 3-10 on page 30 for details on the distribution of ECEC spaces across the country as well as by governance model group.

Table 3-10
Number of Licensed Spaces by Governance Model Group

Number of Spaces	Commercial/ Private (n=293)	Non-profit						Total (N=987)
		Board Operated (n=479)	Aboriginal (n=24)	Community organization (n=89)	Worksite/ private company (n=18)	Educational Institution/Hospital (n=32)	Government (n=51)	
25 or less	26.8%	10.4%	40.9%	21.1%	23.7%	19.6%	10.0%	17.6%
26-50	29.9%	24.4%	26.0%	22.3%	23.8%	27.8%	22.5%	25.9%
51-75	16.4%	26.4%	22.2%	12.6%	12.1%	21.2%	28.8%	21.8%
76-100	14.9%	18.2%	8.0%	20.5%	29.7%	6.0%	15.7%	16.9%
>100	11.9%	20.6%	2.9%	23.5%	10.7%	25.5%	23.0%	17.9%
Total	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%
Average	61.23	102.61	42.54	270.52	60.10	70.46	86.68	124.41

Source: Employer Survey – B2

As shown in Table 3-11, the vast majority of participants maintained licensed ECEC spaces for children under six years of age (52.5%) or for a mixed age group between 0-12 years (43.9%). Very few employers (3.6%) exclusively operated school age programs (i.e. 6-12 years).

Table 3-11
Age Groups Served by Governance Model Group

Age Groups Served	Commercial/ Private (n=291)	Non-profit						Total (N=980)
		Board Operated (n=479)	Aboriginal (n=24)	Community organization (n=88)	Worksite/ private company (n=17)	Educational Institution/Hospital (n=32)	Government (n=49)	
0-5 years only	47.4%	56.5%	56.0%	49.9%	77.1%	45.5%	42.9%	52.5%
6-12 years only	3.9%	3.3%	--	5.7%	--	4.5%	3.1%	3.6%
0-12 years	48.7%	40.2%	44.0%	44.4%	22.9%	49.9%	54.0%	43.9%
Total	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%

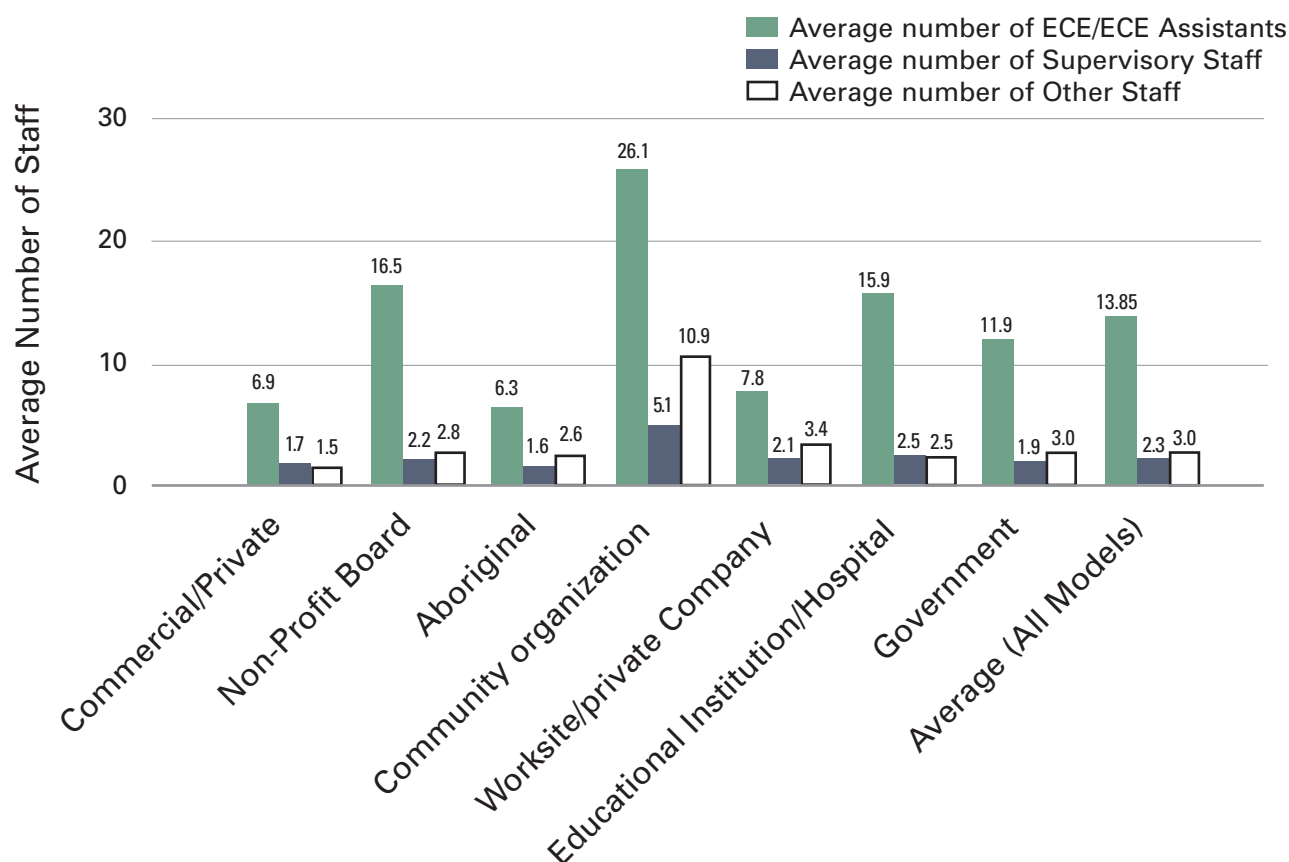
Source: Employer Survey – B2

Note: Seven respondents chose not to respond to this question; hence, the total number of responses is 980.

Number of Employees

Respondents were asked to describe the size of their staff, noting how many early childhood educators (ECEs) or ECE Assistants they employed, how many supervisory staff they employed and how many other staff related to the delivery of early childhood education and care (e.g. support staff) they employed. Chart 3-12 provides a summary of this information for each of the governance model groups.

Chart 3-12
Number of ECEs/ECE Assistants, Supervisory Staff
and Other Staff by Governance Model Group



Almost all (95.4%) respondents employed at least one ECE or ECE assistant. Respondents employed, on average, slightly less than 14 staff (13.85) across all locations under their responsibility. The greatest proportion of respondents employed between one to 10 ECEs/ECE assistants (58.8%), with an additional 22.6% of respondents having 11 – 20 staff and 13.9% of respondents with 21 or more staff. See Table 3-13 on page 32 for details.

Table 3-13
Number of ECE or ECE Assistants by Governance Model Group

Number of ECEs/ECE Assistants	Commercial/Private (n=293)	Non-profit						Total (N=987)
		Board Operated (n=479)	Aboriginal (n=24)	Community organization (n=89)	Worksite/private company (n=18)	Educational Institution/Hospital (n=32)	Government (n=51)	
Zero²⁴	10.3%	2.3%	--	2.5%	--	2.4%	3.1%	4.6%
1-5	47.3%	26.0%	60.6%	38.0%	41.3%	28.4%	27.5%	34.7%
6-10	22.6%	25.1%	27.1%	23.3%	29.4%	23.3%	21.6%	24.1%
11-15	10.9%	18.6%	9.3%	12.3%	13.1%	22.6%	22.9%	15.7%
16-20	4.1%	7.8%	--	8.3%	16.3%	9.7%	10.9%	6.9%
21-30	2.5%	11.0%	2.9%	3.0%	--	9.8%	9.2%	7.2%
>30	2.4%	9.2%	--	12.6%	--	3.7%	4.8%	6.7%
Total	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%
Average	6.90	16.52	6.33	26.09	7.77	15.86	11.88	13.85

Source: Employer Survey – B3a

When examined by governance model, commercial/private operations were most likely (10.3%) to employ no ECEs or ECE assistants. Aboriginal organizations employed on average 6.33 ECE/ECE assistants, and just over half of all Aboriginal organizations surveyed (60.6%) employed between one and five ECEs/ECE assistants. As would be expected, community organizations employed on average the highest number of ECE staff (26.09) and were most likely (12.6%) to employ more than 30 ECEs or ECE assistants.

Respondents employed, on average, far fewer supervisory staff than ECEs or ECE assistants (2.29 versus 13.85 respectively). As shown in Table 3-14, a total of 12.2% of all respondents (N=987) did not employ any supervisory staff members. Commercial/private operators were slightly more likely (15.2%) to not employ any supervisory staff. Approximately half of all respondents (48.3%) employed one supervisor, and an additional 20.7% employed two.

²⁴ Respondents stated they did not employ any ECE or ECE assistants, which implies they had no staff with an ECE (or assistant) degree/diploma in addition to themselves.

Table 3-14
Number of Supervisory Staff by Governance Model Group

Number of Supervisory Staff	Commercial/Private (n=293)	Non-profit						Total (N=987)
		Board Operated (n=479)	Aboriginal (n=24)	Community organization (n=89)	Worksite/ private company (n=18)	Educational Institution/Hospital (n=32)	Government (n=51)	
Zero	15.2%	12.7%	--	8.6%	6.6%	11.0%	6.1%	12.2%
1	51.2%	45.7%	63.7%	47.8%	48.9%	51.9%	46.8%	48.3%
2	19.7%	20.8%	25.3%	17.7%	23.2%	17.7%	28.4%	20.7%
3	6.6%	8.8%	4.9%	7.1%	4.1%	9.8%	5.8%	7.7%
4	1.0%	2.8%	3.1%	7.4%	6.6%	2.1%	6.7%	2.9%
5	1.5%	3.3%	--	3.6%	4.1%	3.7%	2.4%	2.7%
>5	4.7%	6.0%	2.9%	7.8%	6.6%	3.7%	3.7%	5.5%
Total	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%
Average	1.70	2.19	1.62	5.10	2.13	2.52	1.89	2.29

Source: Employer Survey – B3a

On average, respondents employed approximately three (3.16) additional staff related to the delivery of early childhood education and care (e.g. support staff, admin staff). As shown in Table 3-15, one-fifth (20.5%) of all respondents did not employ any additional staff for the delivery of early childhood education and care. Commercial/private organizations employed on average the fewest number of additional staff (1.53). Educational institutions/hospitals (29.9%) and commercial/private organizations (26.9%) were most likely to not employ any additional staff. Community organizations (19.1%) and government-run organizations (15.6%) were more likely to employ more than five additional staff to support the delivery of early childhood education and care.

Table 3-15
Number of Other Staff by Governance Model Group

Number of Supervisory Staff	Commercial/Private (n=293)	Non-profit						Total (N=987)
		Board Operated (n=479)	Aboriginal (n=24)	Community organization (n=89)	Worksite/ private company (n=18)	Educational Institution/Hospital (n=32)	Government (n=51)	
Zero	26.9%	19.0%	3.1%	11.8%	19.7%	29.9%	16.0%	20.5%
1	38.8%	26.2%	25.5%	25.8%	21.3%	29.4%	19.1%	29.5%
2	17.7%	18.1%	31.4%	19.7%	18.7%	10.7%	31.0%	18.9%
3	6.9%	12.1%	16.0%	9.0%	15.2%	3.9%	7.7%	10.0%
4	4.5%	10.0%	4.9%	6.6%	14.5%	7.5%	6.8%	7.7%
5	0.8%	3.6%	13.0%	8.0%	--	7.5%	3.9%	3.4%
>5	4.4%	11.0%	6.1%	19.1%	10.7%	11.2%	15.6%	9.9%
Total	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%
Average	1.53	2.80	2.61	10.90	3.43	2.53	2.97	3.16

Source: Employer Survey – B3a

Operating Budget

One way to gauge employer size, in addition to the number of licensed spaces and the number of staff members employed, is the size of the annual operating budget. Almost one-third of employers surveyed indicated that their annual operating budget was less than \$250,000. A minority of respondents had operating budgets between \$1 and \$3 million (10.2%) with very few respondents having budgets over \$3 million (2.7%). Only board member operated and community organization governance models had budgets over \$5 million. Of the employers surveyed, 19.8% did not want to provide their annual operating budget and a further 2.5% did not know.

Refer to Chart 3-16 and Table 3-17 for details.

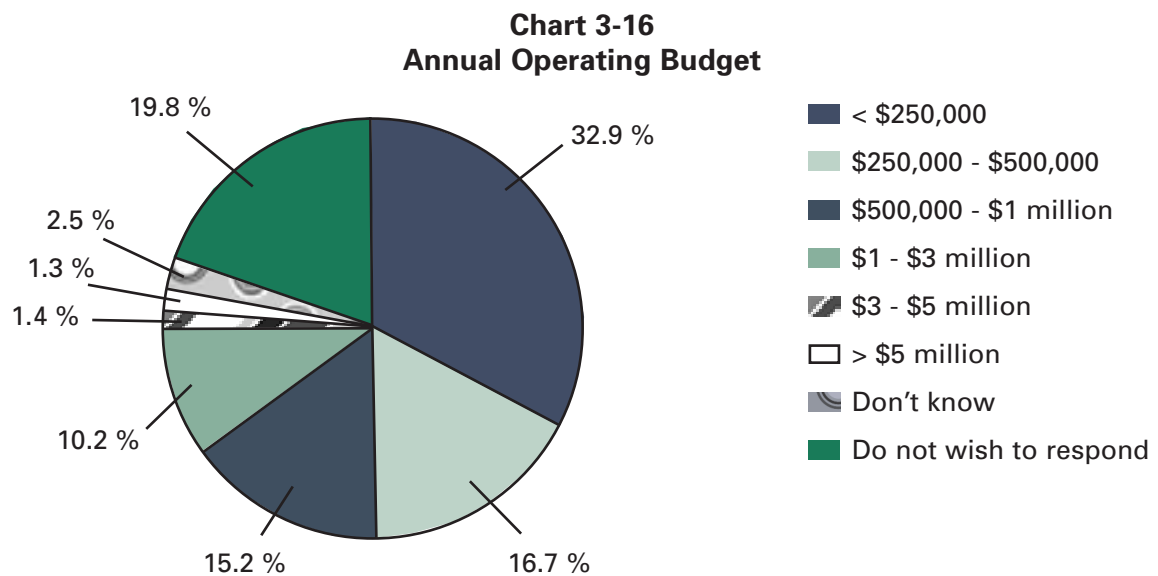


Table 3-17
Annual Operating Budget by Governance Model Group

Annual Operating Budget	Commercial/ Private (n=293)	Non-profit						Total (N=987)
		Board Operated (n=479)	Aboriginal (n=24)	Community organization (n=89)	Worksite/ private company (n=18)	Educational Institution/Hospital (n=32)	Government (n=51)	
< \$250,000	49.3%	24.9%	41.5%	27.2%	30.3%	23.1%	27.3%	32.9%
\$250,000 to \$500,000	13.2%	15.2%	22.2%	21.2%	22.8%	29.7%	30.4%	16.7%
\$500,000 to \$1 million	4.8%	21.0%	23.9%	14.4%	4.1%	16.0%	21.5%	15.2%
\$1 to \$3 million	1.4%	16.4%	--	6.6%	14.5%	15.9%	7.2%	10.2%
\$3 to \$5 million	0.5%	1.8%	--	1.4%	--	3.7%	2.4%	1.4%
>\$5 million	--	2.1%	--	2.7%	--	--	--	1.3%
Don't know	2.7%	2.1%	3.1%	5.3%	--	--	2.4%	2.5%
Do not wish to respond	28.0%	16.4%	9.3%	21.2%	28.3%	11.6%	8.8%	19.8%
Total	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%

Source: Employer Survey – B4

Section 4: Human Resources Issues

Section 4 describes the key human resources (HR) issues identified during the research process, including issues identified during through literature review, key informant interviews, focus groups, and the Employer Survey. This section will be used to address the second key research objective of this project:

- Document the human resources (HR) needs of employers in different regulated settings and contexts.

As noted in the section above, the early childhood education and care sector is extremely complex. From town to town, city to city and region to region there are many differences in the way ECEC is operated and governed. However, despite the vast array of differences between ECEC operators across the country, there are common challenges faced by employers from each territory and province. Thus, the sections below address the common challenges and issues facing the ECEC sector as a whole, while noting key regional differences when appropriate.

4.1 Human Resources Issues Identified in the Literature

A variety of human resources issues facing employers in early childhood education and care were identified in the literature review. The key issues identified are summarized below to provide a context in which the findings of the present research can be assessed. A more in-depth examination of the issues can be found in the *Literature Review Report*.

Prior to discussing some of the human resources issues, it should be noted that one challenge facing employers in the sector is that until recently, the role of “administrator” had not been clearly defined. It was not until August 2006 that the first set of *Occupational Standards for Child Care Administrators* were developed, clearly defining the roles and knowledge required by directors, managers, and administrators in the early childhood education and care sector. Further, the majority of training for the sector has been focused on early childhood education (ECE) for practitioners, with less specific training available for the administrator. In addition, many administrators were promoted into their role because they were good practitioners and did not necessarily have the educational or experiential background of an “employer” or administrator.²⁵ Thus, in many cases, the issues that employers face are compounded by their relative lack of knowledge and/or experience with human resources.

4.1.1 Recruitment and Retention

The review of current literature on the human resources issues facing employers in early childhood education and care revealed ten primary issues facing the sector. The most commonly noted human resource issue facing the sector was the difficulty employers face recruiting and retaining qualified staff. It was apparent throughout the literature reviewed that recruitment and retention of staff was an issue that was intertwined with most, if not all, of the other issues facing the sector. Thus, while recruitment and retention of qualified staff is clearly an issue, it is perhaps best discussed via the other contributing factors impacting employers.

²⁵ Child Care Human Resources Sector Council, *Career Promotions and Recruitment Strategy Project: Executive Summary*.

4.1.2 Ongoing Professional Development

In order to meet the goal of improving recruitment and retention, there is a need to support individuals to obtain the education and qualifications they need to provide high quality services.²⁶ Individuals face barriers to accessing education and professional development, such as high cost, credit transfer from one institution to another, scheduling conflicts with employment, language and/or cultural barriers, and training versus earning capacity.²⁷ Cost and inability to be away from the workplace have been cited by ECEC workers as the most common reasons for not participating in professional development.²⁸ By extension, where there are labour force shortages, staff face increased difficulty in obtaining release from their work schedules. As a result, professional development activities must be taken during evenings and weekends. This puts further stress and strain on a workforce that is already facing many challenges.

Professional development activities for those in leadership roles have also been identified as an area for further action. One study found that administrators had high levels of knowledge in ECE, but often required additional training to effectively fulfill a leadership role.²⁹ However, due to labour shortages and the increased demands placed on administrators (e.g. working directly with children when staff are absent/unavailable), they often have very limited time to attend professional development activities.

4.1.3 Compensation: Wages and Benefits

Low wages and benefits in the early childhood education and care sector as a whole have long been recognized as a key factor contributing to recruitment and retention challenges.^{30 31 32} Although there was a great deal of variance across jurisdictions and locations, the average annual employment income of ECEC workers in 2000 was approximately \$21,000³³ significantly less than the \$33,470 average across the country.³⁴ One study found that early childhood educators and assistants earned slightly less than 75% of the average income of similar female workers in all other occupations, and around 50% less than elementary and kindergarten teachers with similar education.³⁵ While these conclusions are based on data from 2000/01, the trend continues to the present day. Québec is an exception to this compensation trend, as the province provides substantial operational funding to ECEC organizations and staff are paid a wage commensurate with the skills and education required. The majority of operating costs at ECEC centres, from which staff salaries are drawn, come from parent fees.³⁶ While there are government subsidies and funding opportunities, most employers face difficulties paying their staff significantly higher wages without raising parent fees.

²⁶ Ontario Expert Panel on Quality and Human Resources. *Investing in Quality: Policies, Practitioners, Programs and Parents: A Four-Point Plan To Delivering High Quality Early Learning and Care Services in Ontario*. Ontario: Expert Panel on Quality and Human Resources, 2007.

²⁷ OECD (2003) *Thematic Review of Early Childhood Education and Care Canadian Background Report*. Organization for Economic Co-operation and Development. <http://www.oecd.org/dataoecd/41/36/33852192.pdf>.

²⁸ *Ibid.*

²⁹ Child Care Human Resources Sector Council, *Career Promotions and Recruitment Strategy Project: Executive Summary*.

³⁰ Doherty et al, *You Bet I Care!: A Canada-wide Study on Wages, Working Conditions, and Practices in Early Childhood Education and Care Centres*, (Guelph: Centre for Families, Work, and Well-Being, 2000).

³¹ Donna Lero et al, *Investing in Quality: Policies, Practitioners, Programs and Parents: A Four-Point Plan To Delivering High Quality Early Learning and Care Services in Ontario* (Expert Panel on Quality and Human Resources, 2007).

³² Beach et al, *Working for Change: Canada's Child Care Workforce: Main Report* (Ottawa, ON: Child Care Human Resources Sector Council, 2004), <http://www.ccscc-cssge.ca>

³³ Child Care Human Resources Sector Council, *Child Care Wages and a Quality Child Care System*, <http://www.ccscc-cssge.ca>

³⁴ OECD (2003) *Thematic Review of Early Childhood Education and Care Canadian Background Report* (Organization for Economic Co-operation and Development) <http://www.oecd.org/dataoecd/41/36/33852192.pdf>.

³⁵ Cleveland, G.H., & Hyatt, D.E. (2000) *Early Childhood Education and Care Workers' Wages: New evidence on returns to education, experience, job tenure and auspice*. <http://www.childcarepolicy.net/pdf/JPE/JPE.pdf>

³⁶ OECD (2003) *Thematic Review of Early Childhood Education and Care: Canadian Background Report* <http://www.oecd.org/dataoecd/41/36/33852192.pdf>

4.1.4 Attitudes/Respect for the Profession

A well-documented issue impacting employers (and other workers in the sector) is the lack of respect for early childhood education and care as a profession.^{37 38} There is a general lack of understanding about the work in the sector and the many positive benefits that high quality early childhood education and care provides to children, families and society at large.^{39 40 41} Further, there is a lack of understanding of and respect for the skills and knowledge required for quality early childhood education and care. Research demonstrates that ECEC workers are often viewed as “babysitters” rather than professionals.⁴² This lack of recognition and understanding poses a challenge to all employers attempting to attract and retain qualified individuals to the field or to a particular job. It is difficult to attract skilled individuals to a profession where they are generally not respected.

4.1.5 Policy and Funding

The key human resources issues facing the sector, including recruitment/retention, compensation, attitudes, and working conditions cannot be considered in a vacuum. These issues are intrinsically related to policy, funding, and infrastructure.⁴³ There are several reports that outline that additional funding and appropriate policy for early childhood education and care are required to improve access to, and the quality of, early childhood education and care.⁴⁴ The Organization for Economic Cooperation and Development (OECD) recommends substantially increasing public funding of early childhood education and care services in Canada and encourages provincial/territorial governments to establish early childhood strategies in consultation with major stakeholders.⁴⁵ The OECD also makes recommendations regarding access to care and issues dealing with quality of care. They suggest expanding access to services and ensuring that workers undergo professional reviews and appropriate training. These issues and recommendations are related to employers’ human resources capacity. Any increase in public funding, access to care and staff training/evaluation will have a direct impact on employers. In many ways, policy and funding can have the greatest impact of employers human resources capacity.

4.1.6 Health and Well-being

Staff health and well-being can be a key human resources challenge facing employers.⁴⁶ As the sector faces difficulties with recruitment and retention, having a healthy available workforce becomes all the more critical. The physical demands of working directly with children can lead to a variety of physical injuries, which can have an impact on the available workforce.⁴⁷ Staff stress and burnout also contribute to the retention of workers in the sector. If staff leave or take time off due to illness, stress or injury, this places further strain on employers who are often already short-staffed.

³⁷ Doherty et al, *You Bet I Care!: A Canada-wide Study on Wages, Working Conditions, and Practices in Early Childhood Education and Care Centres*, (Guelph: Centre for Families, Work, and Well-Being, 2000).

³⁸ Child Care Human Resources Sector Council, *Career Promotions and Recruitment Strategy Project: Executive Summary*.

³⁹ Doherty et al, *You Bet I Care!: A Canada-wide Study on Wages, Working Conditions, and Practices in Early Childhood Education and Care Centres*, (Guelph: Centre for Families, Work, and Well-Being, 2000), xxvii.

⁴⁰ Jane Beach, Jane Bertrand, Barry Forer, Donna Michal, and Jocelyn Tougas, *Working for Change: Canada’s Child Care Workforce: Main Report* (Ottawa, ON: Child Care Human Resources Sector Council, 2004), 123, <http://www.ccscc-cssge.ca>

⁴¹ “Who’s Watching the Kids? The State of Child Care in America,” *Knowledge@Wharton* (2000), <http://knowledge.wharton.upenn.edu/article.cfm?articleid=257>.

⁴² Rebecca Siggner, *Exploring Recruitment and Retention Issues for BC’s Community Social Service Sector Employers* (Vancouver, BC: Social Planning and Research Council of BC, 2008).

⁴³ Child Care Advocacy Forum, “Campaigns”.

⁴⁴ OECD Directorate for Education, *Early Childhood Education and Care Policy: Canada Country Note* (Organization for Economic Co-operation and Development, 2003-2004). <http://www.oecd.org/dataoecd/42/34/33850725.pdf>.

⁴⁵ *Ibid.*

⁴⁶ First Call BC Child and Youth Advocacy Coalition, *Results of Early Childhood Education (ECE) Staffing Survey: October/November 2007* (Vancouver, BC: First Call BC Child and Youth Advocacy Coalition, 2007), <http://www.firstcallbc.org/pdfs/EarlyChildhood/1-staffing%20survey.pdf>.

⁴⁷ K. Bright and K. Calabro, “Early Childhood Education and Care Workers and Workplace Hazards in the United States: Overview of research and implications for occupational health professionals,” *Occupational Medicine* 49.7 (1999).

4.1.7 Aboriginal Services

Early childhood education and care employers in Aboriginal communities face many of the same issues as the general population, in addition to some unique human resources challenges. The need for culturally appropriate programs and services is a key part of Aboriginal peoples' continued building of strength, citizenship, and wellness communities.⁴⁸ Several documents have outlined the need for Indigenous knowledge-based programs that include well-trained Aboriginal staff.^{49 50} Children with special needs have been identified as an important issue for Aboriginal communities.⁵¹ In a labour market context where employers are having difficulties recruiting and retaining qualified staff, the literature on Aboriginal ECEC suggests that the unique requirements of Aboriginal communities may pose an additional challenge to administrators/employers in those communities.

4.1.8 Meaningful Inclusion: Diverse Children

Children with disabilities or special needs, those who are newcomers or have distinct cultural backgrounds, and those from low-income backgrounds all have distinct needs.⁵² Equity of access and meaningful inclusion are reliant on a knowledgeable and skilled workforce, and on funding to provide supports where needed. The inclusion of children from diverse backgrounds and with special needs has a direct impact on employers' who often have to find staff who have appropriate training in second language acquisition⁵³ and special needs. As well, employers must find staff with the knowledge and skills needed to work with families who may be experiencing stresses such financial difficulties, domestic upheaval, or recent immigration.⁵⁴ Thus, as the ECEC sector become ever more inclusive, the need to find and retain staff who are well-trained and skilled in these areas becomes more pronounced.

4.1.9 Diverse Workforce

As workplaces become more diverse, those with leadership responsibility are increasingly interested in not just finding the common knowledge necessary to have an effective workplace, but also in leveraging the strengths of a diverse staff.⁵⁵ The ECEC workforce population is ethnically diverse, which is reflective of trends in immigration and of the constitution of the population in general.⁵⁶ A diverse workforce is advantageous in that the workforce can reflect the overall demographics of Canada. However, it also poses some challenges. Newcomers to Canada may face language and cultural barriers⁵⁷, and have difficulties with foreign credentials recognition.⁵⁸ Thus, the integration of immigrant workers into the workforce may pose a significant challenge for employers.

⁴⁸ Margo Greenwood, "Children as Citizens of First Nations: Linking Indigenous Health to Early Childhood Development," *Pediatric Child Health* 10.9 (November 2005).

⁴⁹ Pauktuutit Inuit Women of Canada, *Piarnut / For Our Children: Quality Practices for Inuit Early Childhood Education Programs* (Ottawa, ON: Pauktuutit Inuit Women of Canada, 2007). http://www.pauktuutit.ca/pdf/Piarnut_ENG.pdf.

⁵⁰ Margo Greenwood, "Children as Citizens of First Nations: Linking Indigenous Health to Early Childhood Development," *Pediatric Child Health* 10.9 (November 2005).

⁵¹ Monty Palmentier, "Building a Community of Communities": Results & Discussion of the National Roundtable on Aboriginal ECD: What Can Research Offer Aboriginal Head Start (Aboriginal Head Start in Urban & Northern Communities and Centre of Excellence for Children & Adolescents with Special Needs, 2005).

⁵² Beach et al, *Working for Change: Canada's Child Care Workforce: Main Report* (Ottawa, ON: Child Care Human Resources Sector Council, 2004), 123, <http://www.ccscc-cssge.ca>

⁵³ Elise Jepson Green, "Guidelines for Serving Linguistically and Culturally Diverse Young Children," *Early Childhood Education Journal* 24.3 (1997).

⁵⁴ Swick, Kevin James and Reginald D. Williams, "An Analysis of Bronfenbrenner's Bio-Ecological Perspective for Early Childhood Educators: Implications for Working with Families Experiencing Stress," *Early Childhood Education Journal* 33.5 (2006).

⁵⁵ Gonzalo E. Shoobridge, "Multi-Ethnic Workforce and Business Performance: Review and Synthesis of the Empirical Literature," *Human Resource Development Review* 5.1 (2006).

4.1.10 Gender

Women form the vast majority of the ECEC labour force, and the availability of ECEC is connected to women's ability to participate in the labour force generally.⁵⁹ Providing employment flexibility has been identified, in a comparative international context, as an important overall factor in improving women's employment outcomes. Flexibility in scheduling, unanticipated leave (e.g., child illness), anticipated leave (e.g., long-term care of family member), work location, and overall career flexibility (e.g., parental leave) have been identified as key factors in women's labour force outcomes.⁶⁰ However, with labour shortages facing the sector, the ability for an employer to be flexible is limited. This in turn impacts the ability to attract and retain women in the field. Furthermore, women working in ECEC professions are paid less, on average, than those working in other female-dominated professions requiring similar levels of education.⁶¹

4.1.11 Governance in Early Childhood Education and Care

The report *Good Governance of Child Care: What Does it Mean? What Does it Look Like?* written by Coalition of Child Care Advocates of BC (2007) outlines key aspects of effective early childhood education and care governance models. These aspects were initially created to compare existing ECEC operations to an ideal system that provides high quality care, is affordable, accessible, publicly funded and accountable. According to the report, there are two broad contexts which can be used to evaluate ECEC governance: the public policy context and the governance model context. The specifics of each context are discussed here as a means to identify "exemplary practices" in ECEC governance.

Public Policy context is the broader context in which an early childhood education and care organization/system operates. Aspects of an ECEC system that contribute to "good governance" identified in the report include:

- *Universal* (as opposed to targeted) access;
- Supported by *strong public policy* ensuring the workforce and employer/administrator has appropriate education, wages and working conditions;
- *Affordable* (e.g., parent fees no more than 20% of service revenue);
- *Publicly funded*; and,
- *Accessible* to all of the population.

⁵⁶ Child Care Human Resources Sector Council, *Career Promotions and Recruitment Strategy Project: Executive Summary*.

⁵⁷ OECD (2003) *Thematic Review of Early Childhood Education and Care Canadian Background Report*. Organization for Economic Co-operation and Development, <http://www.oecd.org/dataoecd/41/36/33852192.pdf>.

⁵⁸ Jane Beach and Kathleen Flanagan, *People, Programs and Practices: A Training Strategy for the Early Childhood Education and Care Sector in Canada* (Ottawa, ON: Child Care Human Resources Sector Council, 2007).

⁵⁹ Kirstine Hansen, Heather Joshi, and Georgia Verropoulou, "Childcare and Mothers' Employment: Approaching the Millennium," *National Institute Economic Review* 195 (2006). See also David Brown, "Quality Early childhood education and care is Quality HR, experts say: Government funded early childhood education and care should release full potential of female workforce, reduce stress on parents," *Canadian HR Reporter* 17.22 (2004).

⁶⁰ Heather Boushey, "Family-Friendly Policies: Boosting Mothers' Wages," (Washington, DC: Centre for Economic and Policy Research, 2005).

⁶¹ Cleveland, Gordon H. and Douglas E. Hyatt. "Child Care Workers' Wages: New evidence on returns to education, experience, job tenure and auspice." *Journal of Population Economics* 15 (2002).

Aspects of a **governance model** that defines “good governance” as identified in the report include that the model/organization:

- Has a *clear mandate* for assessment of need, planning, development and delivery of services;
- Is *accountable* to the community (ensuring standards/regulations are met, has transparent financial processes and is responsive to community needs);
- Promotes *coordination and integration of services*;
- Promotes *equitable access*;
- Is *inclusive and responsive to diversity*; and,
- Is *community-controlled*.

4.2 Human Resources Issues Identified during the Research Process

The following section details the human resources issues faced by employers in the early childhood education and care sector. Issues were identified via the key informant interviews, focus groups and employer survey. While issues are discussed individually, it should be noted that many of the issues are interrelated. A discussion of current practices being used to address some of these human resources issues can be found in *Section 5*.

4.2.1 Internal HR Capacity and Leadership

The human resources (HR) capacity of directors, owners, managers, board members and supervisors (i.e. “employers”) was a common issue raised by key informants and focus group participants. Comments focused on the lack of human resources related skills (i.e., technical knowledge of HR), the lack of leadership skills (e.g., staff motivation, conflict resolution, communication skills) and the lack of a clearly defined career path in the sector.

Key informants and focus group participants alike commented that employers often lack HR and leadership skills, including how to communicate with staff and with families, conflict resolution, and staff motivation. Many employers/administrators were promoted to their position because of their skills in early childhood education and employer focus group participants often relayed how they have learned many of the human resources/management skills required on their own. While there are employers who have some formal human resources or leadership training, many have learned from trial and error. It was noted by several key informants that there are not many training or professional development opportunities specifically related to human resources/leadership in the ECEC sector.

Key informants and focus group participants commented that board-governed organizations often have boards made up of parent volunteers, most of whom do not have any HR training or skills. Smaller organizations, which are very common in the sector, often do not have support staff that can help with the many HR duties required. As such, directors/administrators are required to “wear many hats”, and perform various duties including accounting, payroll, staff hiring, staff evaluation, training/professional development planning, etc. As many organizations are short-staffed, this puts further strain on employers, who often fill in for staff and work directly with children. Some participants suggested that larger organizations often have more resources and support staff to dedicate to human resources, though this is not always the case.

Several key informants were of the opinion that there is an overall lack of leaders in the ECEC field. They indicated that while there are some leaders currently working in the field, many are nearing retirement age and there is a lack of new individuals to take their place. A related concern raised by a few key informants and focus group participants was the lack of a clear infrastructure in the sector. There are no clear lines of advancement in the sector, which may contribute to the difficulty in developing or identifying leaders. Having a solid structure in place helps to identify individuals with leadership potential, as well as providing the avenues necessary for their development. The lack of infrastructure was seen as a contributing factor to the lack of “professionalization” of the field, which impacts society’s view of the sector as a whole.

Employers participating in the Employer Survey were asked if they had participated in any human resources, management or leadership training or professional development related to their current position. Over three quarters (78.3%) of participants had participated in some kind of training or professional development. When examined by governance type, results show that employers operating in worksite/private company governance models (57.6%), commercial/private organizations (68.0%) and Aboriginal organizations (65.9%) were less likely to have participated in any human resources, management or leadership training/professional development. Refer to Table 4-1.

Table 4-1
HR, Management or Leadership Training by Governance Model Group

HR Training	Commercial/ Private (n=293)	Non-profit						Total (N=987)
		Board Operated (n=479)	Aboriginal (n=24)	Community organization (n=89)	Worksite/ private company (n=18)	Educational Institution/Hospital (n=32)	Government (n=51)	
Yes	68.0%	82.0%	65.9%	91.9%	57.6%	90.9%	83.4%	78.3%
No	32.0%	18.0%	34.1%	8.1%	42.4%	9.1%	16.6%	21.7%
Total	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%

Source: Employer Survey – H3.

For those participants who have participated in some form of training or professional development (n=772), the most commonly noted activities were management/supervisory skills development (68.1%), leadership skills development (16.7%) and other various workshops (e.g. communication, performance measurement, time management, etc.). Results were consistent across governance models.

All respondents (those who had and those who had not attended any training or professional development) were asked what they saw as the greatest barriers that limit their ability to take any human resources, management or leadership training or professional development. The most common response was that employers lacked time or faced difficulties getting away from work (54.5%). Refer to Table 4-2 on page 44.

Table 4-2
Barriers Limiting Ability to Take HR, Management or Leadership Training
by Governance Model Group

Barriers to Training	Commercial/ Private (n=293)	Non-profit						Total (N=987)
		Board Operated (n=479)	Aboriginal (n=24)	Community organization (n=89)	Worksite/ private company (n=18)	Educational Institution/Hospital (n=32)	Government (n=51)	
Lack of time/ ability to get away	63.1%	52.1%	37.5%	45.0%	54.1%	53.4%	53.1%	54.5%
Funding/cost of training	20.5%	32.5%	35.4%	38.0%	6.6%	15.9%	42.9%	29.0%
Location of training/ not offered in area	9.1%	17.0%	24.2%	14.3%	6.6%	6.1%	19.5%	14.2%
Cannot be out of centre for full day	13.6%	9.8%	20.2%	17.5%	15.2%	19.1%	9.0%	12.2%
Course content not relevant	5.3%	5.0%	8.0%	5.2%	16.6%	4.3%	6.3%	5.4%

Note: Column totals may not equal 100% due to multiple responses. Source: Employer Survey – H6

When examined by governance model, results show that funding or the cost of training is much less of an issue for worksite/private company governed organizations (6.6%) and educational institutions/hospitals (15.9%) as compared to other governance models. The location of training was a particular issue for Aboriginal governed organizations (24.2%). Interestingly, employers from worksite/private company governed organizations more commonly felt that course content was not relevant to their position or needs (16.6%) as compared to the other governance models.

4.2.2 Recruitment and Retention

Recruitment and retention of qualified staff was the most frequently noted human resources issue facing the early childhood education and care sector. Key informants and focus groups participants all identified recruitment and retention as key issues. While recruitment of staff and retention of staff can be viewed as two separate issues (and are addressed as two issues in the Recommendations section), they are very closely linked in terms of causes and effects. As such, they will be discussed as one issue in this section.

Key informants and focus group participants felt there were several reasons for the recruitment and retention difficulties facing the sector. Some felt that the relatively low wages and lack of benefits found across the majority of the sector was a key cause of the recruitment and retention difficulties. A few key informants commented that the average wage of an early childhood educator (ECE) is especially low when compared to other jobs with similar training requirements and levels of responsibility (or jobs with less responsibility).

In several focus groups participants commented that some ECEs are using their training as a “stepping stone” to a better career. For example, some ECEs use their training to move into the education sector, where employees are paid more, have benefits packages, and get summers and holidays off. Many key informants and focus group participants commented that there is a general lack of understanding of the value of ECEC in society, which in turns leads to lower wages and affects the sector’s ability to recruit high quality staff.

A few key informants noted that competition from other sectors is drawing staff away from the ECEC sector. The training an ECE receives is now applicable in more domains, and in areas where the economy is booming competition from non-related industries (e.g. service sector) is strong. Conversely, in areas where there is a relative economic slump, attraction of workers to relatively low paying ECEC jobs is also a challenge. Early childhood education and care operators in rural, northern and remote areas were said to face even greater challenges with recruiting qualified, trained staff.

An additional cause of the retention issues facing the sector is the fact that the vast majority of the sector is made up of women. Many of the younger workers who enter the field leave after a short while to go on maternity leave. While these staff may return after one or two years, maternity leave creates staff shortages for many organizations.

Several key informants and many of the focus group participants were of the opinion that there are not enough students graduating from colleges/universities with ECE training to fill job vacancies in the sector. Further, a significant proportion of the students who are graduating were said to lack the necessary skill sets or were not seen as suitable for the work. Focus group participants from Northwest Territories and Nunavut commented that there are very few training opportunities in the North, thus finding trained staff is a particular challenge. Training issues and challenges facing the sector are discussed further in Section 4.2.3.

Almost two-thirds (65.2%) of all survey respondents (N=987) felt that staff turnover (including maternity/parental leave) was an issue during the last two years (23.1% cited it as a major issue, 42.1% as a modest issue). Not surprisingly, 62.3% of all survey respondents had at least one staff member leave their organization over the past two years.

Sixteen percent (16.0%) of all respondents had a director or supervisor leave over the past two years. As shown in Table 4-3 on page 46, the most common reasons directors/supervisors left the organization were wanting better pay (41.9%) or changing occupation (40.5%).

Table 4-3
Reasons Directors/Supervisors Left Organization by Governance Model Group

Reason for Leaving	Commercial/ Private (n=40)	Non-profit						Total (N=158)
		Board Operated (n=79)	Aboriginal (n=2)	Community organization (n=16)	Worksite/ private company (n=5)	Educational Institution/Hospital (n=5)	Government (n=11)	
Wanting better pay	54.3%	34.4%	33.6%	51.9%	29.6%	47.8%	41.4%	41.9%
Changed occupation – no longer in field	42.1%	36.9%	33.6%	51.9%	29.6%	32.0%	55.7%	40.5%
Maternity/ parental leave	36.9%	30.4%	--	53.0%	76.5%	71.7%	40.0%	37.2%
Job did not meet expectations	20.3%	19.9%	--	29.8%	--	46.4%	13.6%	20.4%
Wanting better benefits	28.4%	15.1%	--	32.7%	14.8%	--	14.3%	19.5%

Note: Column totals may not equal 100% due to multiple responses.

Source: Employer Survey – D5a

When analyzed by governance model, the results show that directors/supervisors at worksite/private companies (76.5%) or educational institutions/hospitals (71.7%) were most likely to leave due to maternity or parental leave than any other reason. However, due to the relatively low numbers of employers who had a director/supervisor leave within the past two years at these institutions, caution should be used in interpretation of any trends.

Over half (58.4%) of all survey respondents (N=987) had an ECE or ECE assistant leave over the past two years. As shown in Table 4-4 below, ECEs/ECE assistants left for many of the same reasons as directors/supervisors, including wanting better pay (47.5%), maternity/parental leave (41.8%) and leaving the ECEC sector (39.9%). An additional reason for ECEs/ECE assistants leaving the organization, which was mentioned infrequently for directors/supervisors, was health issues (19.3%).

Table 4-4
Reasons ECEs/ECE Assistants Left Organization by Governance Model Group

Reason for Leaving	Commercial/ Private (n=159)	Non-profit						Total (N=576)
		Board Operated (n=290)	Aboriginal (n=16)	Community organization (n=57)	Worksite/ private company (n=5)	Educational Institution/Hospital (n=16)	Government (n=27)	
Wanting better pay	58.8%	38.8%	48.7%	62.7%	57.2%	41.0%	40.3%	47.5%
Maternity/ parental leave	35.5%	41.7%	34.3%	55.6%	49.7%	41.5%	53.1%	41.8%
Changed occupation – no longer in field	39.7%	39.0%	28.6%	38.4%	57.8%	34.7%	54.6%	39.9%
Wanting better benefits	29.3%	20.0%	9.5%	24.9%	13.1%	30.9%	27.7%	23.3%
Job did not meet expectations	18.2%	15.9%	18.8%	26.0%	12.7%	31.4%	24.4%	18.4%
Health Issues	18.0%	17.9%	28.6%	28.9%	23.4%	14.0%	17.5%	19.3%

Note: Column totals may not equal 100% due to multiple responses.

Source: Employer Survey – D6a

When asked if they faced any challenges recruiting ECEC staff over the past year, just over half (53.4%) of all respondents (N=987) said they faced some difficulties. Over three-quarters of those respondents (77.4%) had difficulty recruiting ECEs, over one-quarter (29.4%) had difficulty recruiting ECE assistants, and 11.8% had difficulties recruiting directors/supervisors.

Of those survey respondents who said they had difficulties recruiting staff (n=527), the most common reasons given for the difficulties were the fact that wages are low (47.6%) and there is a general shortage of qualified/trained workers (34.6%). Table 4-5 details the most common reasons reported by employers for their recruitment difficulties.

Table 4-5
Reasons for Recruiting Challenges by Governance Model Group

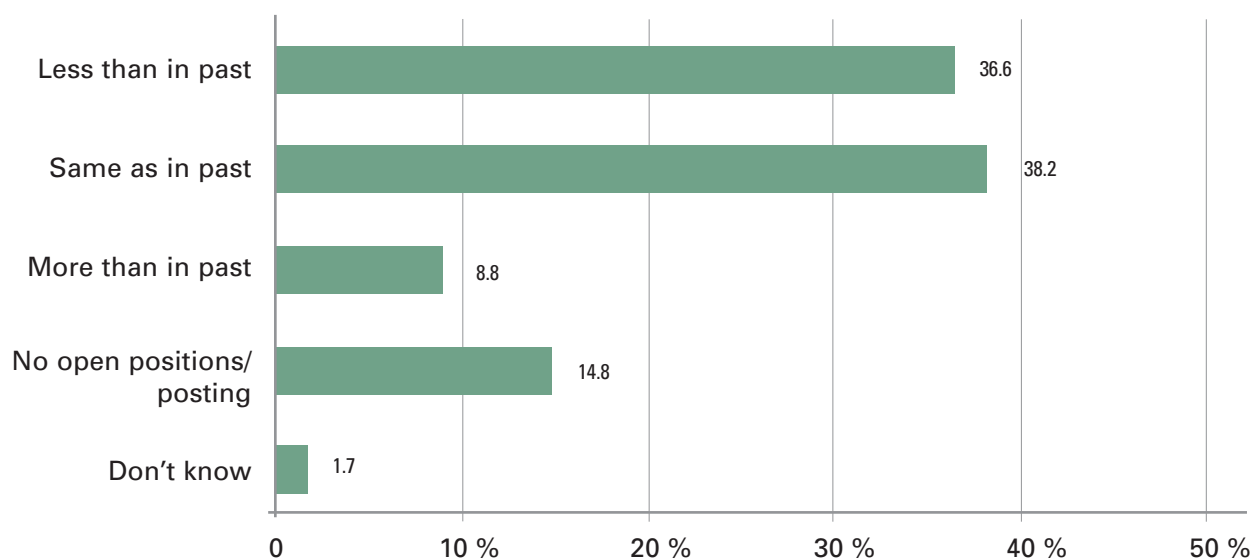
Reason for Recruiting Challenges	Commercial/Private (n=159)	Non-profit						Total (N=576)
		Board Operated (n=290)	Aboriginal (n=16)	Community organization (n=57)	Worksite/private company (n=12)	Educational Institution/Hospital (n=16)	Government (n=27)	
Wages too low	57.3%	41.5%	46.8%	57.8%	61.4%	43.1%	34.1%	47.6%
Lack of qualified staff	34.6%	37.2%	22.7%	30.3%	19.0%	36.6%	28.7%	34.6%
Lack of full-time employment opportunities	6.4%	18.6%	7.9%	10.1%	--	20.2%	28.4%	14.4%
Poor working hours	4.4%	7.6%	--	16.3%	--	11.0%	14.3%	7.7%
Lack of benefits	8.8%	5.1%	4.9%	9.8%	--	14.5%	13.7%	7.3%
Lack of interest in field	9.6%	4.8%	4.9%	13.4%	9.8%	10.5%	--	7.0%

Note: Column totals may not equal 100% due to multiple responses.

Source: Employer Survey – D14

One potential reason for the challenges that employers face is that there may be an overall shortage of individuals applying for available positions. Employers were asked to compare the number of applications they received over the past year with the previous five years. As shown in Chart 4-6 on page 49, approximately one-third of employers (36.6%) felt they were receiving fewer applications as compared to five years ago, however, 8.8% indicated receiving more applications.

Chart 4-6
Number of Applicants for Open Positions Over Past Year
Compared to Five Years Ago

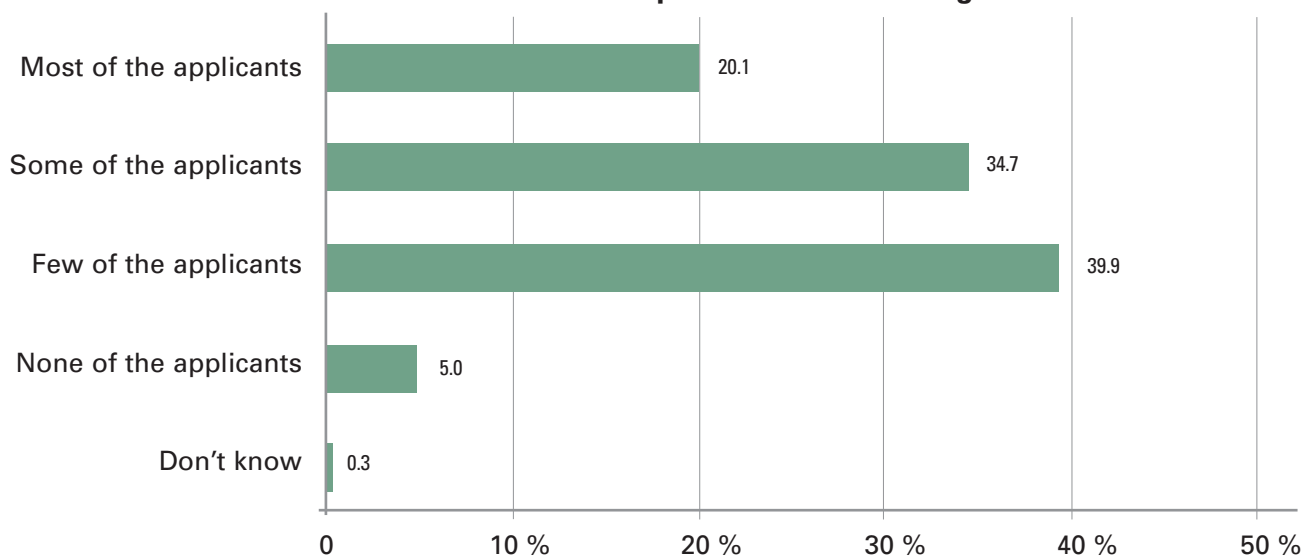


N=987

Source: Employer Survey – E1

Employers who had an open position over the past year (n=825) were asked if, generally speaking, the applicants were qualified for the position. As detailed in Chart 4-7, approximately 40% (39.9%) of employers felt that few of the applicants were qualified for the available position, and a further 34.7% felt that only some of the applicants were qualified. Thus, it appears as though in some cases there are fewer applicants applying for available ECEC positions, and of the applicants applying, a significant proportion are not qualified for the job.

Chart 4-7
Proportion of Qualified Applicants for Open Positions
Over Past Year Compared to Five Years Ago



N=825

Source: Employer Survey – E2

4.2.3 Training and Professional Development

Quality of Students/Graduates

Issues regarding training or professional development for staff were mentioned frequently throughout the key informant interviews and focus groups. Many employers were of the opinion that graduates are not always well prepared for the day-to-day work required. Focus group participants across the country commented that where students focus more on theory, the necessary practical skills (e.g. working with parents) are often less developed. While theoretical knowledge was said to be an important part of the education, having the practical skills to implement that knowledge was viewed as just as important. It should be noted that a few key informants commented that in some organizations, graduates with new ideas are not supported.

Several focus group participants commented that there are many cases of students graduating who are well-prepared. However, the proportion seen as unprepared was of concern, in particular because it was said to affect the sector's ability to expand. Many ECEC organizations have waiting lists, yet if new centres were to open, or if existing operations were to expand, there are not enough qualified staff to work in new areas.

Key informants and focus group participants commented that some of the high school students being encouraged to enter early childhood education programs are not well-suited to the profession. It was said that often those students who do not do well academically are encouraged to pursue a career in ECE and enter an ECEC training program. In turn, the overall quality of students entering the field is lower than what is required in the sector.

Access to Training/Professional Development

There were several issues raised around access to training or professional development. One frequently mentioned issue was the relatively high cost of ECE training and the amount of time required to complete formal training. For example, getting an ECE diploma or degree can take between two to four years, which is not always a viable option for staff, especially those who have been in the field for a long period of time, or who are recent immigrants. Tuition is expensive and both employers and staff rarely have adequate resources to cover the cost of ECE training programs.

Further, for many staff currently working in the sector, there is often little incentive to pursue further training or professional development. In many situations, obtaining further training does not result in a significant pay increase, thus there is little "return for investment." An additional challenge mentioned by focus group participants is difficulty finding replacement/substitute staff to fill in for staff who attend training. As many staff cannot take professional development days, training and professional development activities for those currently working in the sector are often delivered during the evening or on weekends (personal time). While many do attend training in the evenings and on weekends, it was noted that this places further burden and stress on already over-worked staff.

Access to training was said to be particularly challenging for people living in rural, remote and/or Northern areas. There are few training opportunities available in the North, and the training available often requires travel, which is time consuming and expensive. There is an overall lack of replacement staff in the North, thus attending training in person may require shutting down a centre. Distance education is an alternative form of education/training, however it is not available to all areas of the North (i.e. internet access is not always available).

Some Aboriginal organization key informants and focus group participants from the Territories commented that training is not always applicable to Aboriginal communities. Training is rarely offered in First Nations/Inuit languages, which may be staff's first language. Also, the material covered in many "mainstream" training programs does not reflect the Northern reality. Furthermore, it is difficult for employers to get specialized training for their staff so they can work effectively with the high proportion of children born with special needs on reserve.

4.2.4 Compensation: Wages and Benefits

Key informants and focus group participants frequently mentioned wages and benefits as a key issue affecting employers in the sector. Wages and benefits were said to contribute to most, if not all, of the other human resources issues facing the ECEC sector. While low pay and the general lack of benefits was not said to be the only cause of issues, it was certainly said to be a key contributing factor.

Key informants conducting research on the ECEC field commented that individual wages are extremely variable across the country, depending on the location and the particular organization. There are some ECEC organizations (e.g. some municipal-run centres in Ontario, many centres in Québec) that pay their staff well. However, there are many centres where employers cannot afford to pay their staff higher wages. A few key informants commented that centres with relatively low overhead costs (i.e. low or no rent) can afford to pay their staff higher wages.

Low wages, in combination with the working conditions of many ECEC centres, was said to be a main contributing factor to the recruitment and retention difficulties facing the sector. In many instances, the wage paid to early childhood education staff was not considered a "living wage". However, key informants and focus group participants from Québec commented that low wages did not contribute to recruitment/retention issues as the province undertook a pay equity process and staff are paid relatively well.

Several key informants and focus group participants commented that it is hard for ECEC organizations to compete for staff, especially in areas where the economy is booming. The education sector was identified as a key sector to which many ECE workers were drawn due to a much higher pay scale, benefits, professional development days, and holidays/summers off.

Focus group participants commented that low pay can be especially problematic for new graduates, many of whom have student loans and cannot afford to work in the sector. Focus group participants from the Territories commented that low wages affect their ability to retain staff, as the cost of living is much higher there than in most parts of the country.

Key informants and focus group participants explained that one key reason employers are unable to pay higher wages is that operating funds from which wages are drawn are largely based upon parent fees (except in Québec). Most ECEC operators aim to keep ECEC affordable for parents, thus there is pressure to keep fees low. As such, employers are limited in their ability to provide higher wages. There are staff wage enhancement grants in several jurisdictions, however, it was said that these grants are often minimal for individual staff.

Another frequently mentioned reason for the low compensation levels in ECEC was the general lack of respect or value for the field. The majority of key informants and focus group participants felt that the general public does not value, nor understand, the contribution that early childhood education makes to society. As such, workers are paid in accordance with the value society places upon their work.

4.2.5 Respect for Profession/Recognition of Value of ECEC

As discussed above, many key informants and focus group participants commented that there is a general lack of appreciation and understanding for the early childhood education and care sector. Several stakeholders commented that there is a perception that ECEC is “woman’s work” or “babysitting” and that it is not viewed as a profession.

This lack of respect/understanding was said to contribute to many of the human resources issues affecting the sector, including recruitment, retention and compensation. When the field is not seen as an attractive career, it is difficult to recruit high quality students into training. The overall lack of value for the field is a contributing factor that limits government funding for the sector as a whole. This in turn means most employers in the sector rely mainly on parent fees as a key source of revenue. As noted above, staff salaries remain relatively low and working in a sector that is not generally respected places further stress on staff.

Most people working in the sector view their work as the first steps in a child’s education before they reach the education system. It was noted that although ECEC is different from the education system, the two systems are closely related. Many focus group participants and some key informants commented that ECEC should be regarded in the same way as education. It was frequently mentioned that ECEC should be funded like the education system, as a core public institution. It was hoped that this would ensure a steady stream of funding for the sector, and create pressure to increase the number of trained staff, thus increasing the quality of care for children. Many focus group participants referred to the Québec system, which is funded by the government and is universally available. While focus group participants from Québec commented that funding and staff compensation issues were not a major human resources issue in their province, they did face many of the same challenges including lack of internal HR capacity/knowledge of administrators/employers, and recruitment and retention (including maternity leave) of trained staff. One of the key issues affecting Québec operators’ ability to recruit and retain staff was the lack of respect for the profession.

4.2.6 Additional HR Issues Identified

In addition to the human resources issues discussed above, there were several additional issues identified by key informants or focus group participants on a less frequent basis. One issue noted by a few key informants and focus group participants in the Northwest Territories and Nunavut is that there is an overall lack of human resources support and resources in the North. There is no professional association in the Northwest Territories or Nunavut, and many operators are isolated with few support networks. While some participants mentioned networking and sharing among a few colleagues, there is no central human resources organization with which to share ideas or concerns. It is also difficult to organize people in the North, as travel is almost always required and is very expensive.

Key informants conducting research in the ECEC field commented that working conditions may contribute to recruitment, retention and staff training issues. Working in ECEC can be difficult, with long days, physically and emotionally demanding and stressful work. Individuals who have college or university training are often

required to do custodial work as part of their job, therefore taking time away from their ECEC responsibilities. In addition, those with formal training often do the same work as those with no training. Thus, there is little incentive for those without training to pursue any education or professional development. Lastly, key informants commented that in some organizations, graduates with new ideas are not supported. Thus, the value of having trained staff may be lost where employers or existing staff are not welcoming of new ideas.

4.2.7 Employer Survey – Key HR Challenges

To gauge employers' perceptions of human resources issues, each respondent completing the Employer Survey was asked what were the main challenges they faced in fulfilling the HR management role at their organization. Responses given were those that were "top of mind" for the employer. Results were variable, though as noted by key informants and focus group participants, employers most commonly said recruitment of qualified staff (28.4%) was their key HR challenge. The ability to find on-call/substitution staff (which employees must often do themselves) is linked to recruitment and was also identified (6.6%). See Table 4-8a on page 54 for details.

Employers also mentioned several challenges discussed previously, including the provision of adequate wages (9.9%), funding issues (5.0%), retention of staff (4.7%) and a lack of human resources knowledge or skills (4.3%). In general, these results support the information found via key informant interviews, focus groups and elsewhere in the employer survey.

Table 4-8a
Main Challenges Employers Face in Fulfilling Human Resources Management Role
by Governance Model Group

Main Challenge of HR Role	Commercial/Private (n=479)	Non-profit						Total (N=987)
		Board Operated (n=290)	Aboriginal (n=24)	Community organization (n=89)	Worksite/private company (n=18)	Educational Institution/Hospital (n=32)	Government (n=51)	
Recruitment of qualified staff/lack of qualified staff	29.3%	27.2%	21.5%	30.7%	49.4%	22.4%	29.3%	28.4%
Lack of time	12.6%	12.7%	12.1%	11.3%	4.1%	13.8%	6.7%	12.1%
Provision of adequate wages	11.1%	8.2%	28.5%	13.0%	10.7%	12.0%	3.8%	9.9%
Finding on-call/substitution/casual staff	4.2%	8.1%	--	5.1%	--	17.2%	8.2%	6.6%
Funding issues	5.4%	3.5%	9.9%	9.6%	4.1%	5.9%	6.7%	5.0%
Retention of qualified staff	3.5%	5.0%	--	7.3%	8.0%	4.7%	5.8%	4.7%
Lack of HR knowledge/training	3.2%	4.6%	4.9%	2.2%	4.1%	6.1%	11.0%	4.3%
Maintaining relationships/teamwork	3.5%	4.2%	--	3.6%	--	5.1%	1.5%	3.7%
None/No Comment	20.7%	12.2%	11.1%	13.3%	17.2%	15.0%	9.6%	14.9%
Don't Know	5.1%	3.7%	--	3.6%	6.6%	3.0%	3.9%	4.0%

Note: Column totals may not equal 100% due to multiple responses.

Source: Employer Survey – H1

When examined by governance model, results show that about half of all worksite/private company organizations (49.4%) reported recruiting staff as the main challenge facing their organization. While this is a relatively high proportion when compared to other governance models, over half of all respondents had indicated that recruitment and retention of staff was an issue. Thus, this result may signify that recruitment was a more frequent “top of mind” issue for worksite/private company organizations. Aboriginal governed organizations reported the provision of adequate wages as a challenge more frequently than all other governance models (28.5%). It is unclear why this is so, but it may be due in part to the fact that some Aboriginal organizations are funded entirely by the federal government, and thus do not necessarily have complete control over the amount of funding allocated towards staff wages. Conversely, government-run organizations rarely reported provision of adequate wages as an issue (3.8%), potentially because staff are paid according to the pay structures of the government body and are thus relatively well paid. Educational institution/hospital governed organizations more frequently noted challenges finding on-call or substitution staff than other models (17.2%).

To determine if there were any trends in main human resources challenges of employers by the size of their operations (number of ECEC spaces), an additional cross-tabulation was conducted. Results are displayed in Table 4-8b. Staff recruitment was the most commonly cited challenge for employers of all sizes. Large employers (100 or more spaces) more commonly stated, compared to other employers, that recruitment of qualified staff was their main challenge (37.2%).

In general, smaller employers (1–25 spaces) rated each human resources issue less frequently than all other employers. Small employers (1–25 spaces) were also more likely to say they had no challenges or no comment (20.0%). Interestingly, small employers very rarely (0.9%) identified a lack of human resources knowledge or training as their main challenge. This may indicate a case where employers are not aware of the skills required/benefits of formal training in human resources, or a situation where many small employers already have comprehensive HR training.

Table 4-8b
Main Challenges Employers Face in
Fulfilling Human Resource Management Role by Employer Size

Main Challenge of HR Role	1-25 Spaces (n=166)	26-50 Spaces (n=256)	51-75 Spaces (n=215)	76-100 Spaces (n=167)	100 + Spaces (n=177)	Total (N=987)
Recruitment of qualified staff/ lack of qualified staff	21.0%	29.7	28.1%	25.0%	37.2%	28.4%
Lack of time	10.3%	12.9%	12.3%	11.9%	12.5%	12.1%
Provision of adequate wages	9.6%	11.9%	10.1%	5.9%	10.0%	9.9%
Finding on-call/substitution/ casual staff	4.3%	6.7%	5.8%	8.2%	8.4%	6.6%
Funding issues	5.2%	4.7%	4.3%	4.4%	6.1%	5.0%
Retention of qualified staff	3.7%	2.4%	4.6%	7.0%	7.3%	4.7%
Lack of HR knowledge/training	0.9%	3.8%	8.1%	2.3%	5.8%	4.3%
Maintaining relationships/ teamwork	1.3%	2.4%	4.8%	5.0%	5.1%	3.7%
None/No Comment	20.0%	17.7%	12.1%	14.4%	9.4%	14.9%
Don't Know	8.8%	4.7%	1.8%	3.6%	1.5%	4.0%

Note: Column totals may not equal 100% due to multiple responses.

Source: Employer Survey – H1

Employers' key human resources issues were also examined by the age groups that they serve. As shown in Table 4-8c on page 56, employers who provide services for children from infant to 12 years of age more frequently identified recruitment of qualified staff (31.5%), a lack of time (14.5%) and provision of adequate wages (12.8%) as the main challenge in fulfilling their human resources management role. Respondents who provide services solely to school age children (6–12 years) more often identified funding issues (12.1%) and retention of qualified staff (8.6%) as issues, compared to other employers. These employers also more frequently stated they did not have any human resources challenges or issues (21.6%).

Table 4-8c
Main Challenges Fulfilling Human Resources Management Role by Age Group Served

Main Challenge of HR Role	0-5 Years Only (n=515)	6-12 Years Only (n=35)	0-12 Years (n=430)	Total (N=980)
Recruitment of qualified staff/ lack of qualified staff	26.0%	23.5%	31.5%	28.3%
Lack of time	10.4%	6.5%	14.5%	12.1%
Provision of adequate wages	7.3%	9.9%	12.8%	9.8%
Finding on-call/substitution/ casual staff	7.2%	5.6%	6.0%	6.6%
Funding issues	3.0%	12.1%	6.5%	4.9%
Retention of qualified staff	3.8%	8.6%	5.6%	4.8%
Lack of HR knowledge/ training	4.1%	2.0%	4.8%	4.4%
Maintaining relationships/ teamwork	4.3%	2.1%	3.1%	3.7%
None/No Comment	16.3%	21.6%	12.7%	14.9%
Don't Know	3.1%	5.6%	5.1%	4.1%

Note: Column totals may not equal 100% due to multiple responses.

Source: Employer Survey – H1

4.2.8 Demographic Trends Affecting the Sector

Key informants were asked to identify any demographic or societal trends affecting human resources in the early childhood education and care sector. A variety of different trends were identified, including birth rates, immigration rates, generational differences, the aging population and impact of the economy.

A few key informants commented that the Aboriginal birth rate is significantly higher than the national average and this will affect the services required for Aboriginal children. As the Aboriginal child population grows, the need for appropriate services (i.e. culturally, linguistically) and trained staff will become more pronounced. One key informant commented that when the current cohort of Aboriginal children grows up and starts having children of their own, the pressures placed upon the ECEC system will grow exponentially. A few key informants also commented that the rate of special needs children in Aboriginal communities, and in children in general, will affect the training requirements for staff.

A few key informants commented that the overall birth rate in Canada has been declining. However, based on 2006 data, there are only enough ECEC spaces to provide services for 17.2% of all children aged 0-12 years (19.3% for children aged 0-5 years).⁶² Thus, while the birthrate may be declining, this is unlikely to have a significant impact on the number of children seeking early childhood education and care because the majority of the child population is currently not able to obtain service and many organizations maintain lengthy waitlists.

⁶² Friendly, M., Beach, J., Ferns, C., & Turiano, M. *Early Childhood Education and Care in Canada – 2006*.

Several key informants commented that immigration rates are a factor that can affect human resources in the sector. As more immigrants come to Canada, there is an increased pressure to have appropriate ECEC services, which places pressure on employers to find appropriately trained staff. The assessment of foreign credentials was mentioned as a challenge for employers, as there are currently few systems in place to efficiently assess a foreign-trained individual's credentials. A few key informants noted that there are some Prior Learning Assessment and Recognition (PLAR) programs, but that integration of foreign workers remains a challenge.

Generational differences in terms of workplace expectations and the view of women's work were other trends identified by a few key informants. It was said that the younger generation of workers are looking for greater flexibility at the workplace, have different work-life balance values and are more aware of positive working conditions and environments. There is also a changing view of women's work, with greater female labour market participation and more women attending university. As women make up the vast majority of ECEC workers, the greater participation in other sectors affects the number of potential staff entering the field.

A few key informants felt that the aging population and workforce was a key factor affecting the sector. It was said that there are not enough new people entering the field to be able to meet the demands that will be placed on the sector due to retirement. Thus, further strain will be placed on those who remain in the field. Many of the current leaders in the field are nearing retirement age and there are not enough new leaders in the field to replace them. As the working population grows relatively older, the physical demands of the job will increase the rate of injury and illness, which will in turn affect employers ability to viably operate ECEC organizations.

Lastly, a few key informants commented that the relative strength or weakness of the economy has an impact on the sector. In areas where the economy is particularly strong (e.g. Alberta, Northwest Territories), there is strong competition for ECEC staff, even from non-related sectors (e.g. service industry). In areas where the economy is comparatively weak, there may be lower labour market participation by mothers, and as such, fewer children requiring care.

Section 5: Current Practices And Areas For Future Development

The information below addresses the third objective of the *Supporting Employers in Early Childhood Education and Care Project*:

- Determine employers' perspectives on how best to address human resource issues in the sector, documenting innovative tools or practices that already exist.

5.1 Current Effective and Exemplary Practices

The information presented in this sub-section is organized based upon the key human resources issues identified in the previous section. Effective and/or exemplary practices currently being used by employers are discussed. As a whole, employers are implementing a wide range of actions to address the human resources issues they face. The examples below were identified during the research process. As much as possible, a range of examples was selected from across Canada. The practices were identified to demonstrate a range of examples, practices, programs and services across the country and were not intended to promote one area/organization over another or to disregard another.

5.1.1 Internal HR Capacity and Leadership

HR Management Resources

A few key informants were aware of current practices designed to help develop employers' internal human resources capacity and leadership skills. Many of the focus group participants were unaware of sector specific initiatives, though several mentioned general management/training courses or workshops that they, or other employers, have attended.

As discussed in section 4.2.1, over three-quarters (78.3%) of all employers surveyed (N=987) had participated in some form of human resources, leadership or management training or professional development. While the type of training/professional development ranged greatly from respondent to respondent, this result shows that the majority of "employers" in the ECEC sector have been trying to improve their human resources, leadership or management capacity.

One key informant commented that the Manitoba Child Care Association has developed a “Human Resources Management Guide”⁶³ for board development that includes templates and forms that can be modified to suit individual needs. The Ontario Coalition for Better Child Care has developed a “Child Care Management Kit”⁶⁴ to assist employers with effective human resources and management practices, while Rural Voices is developing links for leaders in rural communities.⁶⁵

The Government of Nunavut is working to develop “how to’s” for early childhood education and care administrators in Inuktitut, which is many employers’ first language. Similarly, the British Columbia Ministry of Advanced Education has developed “Leadership, Administration and Management in Child Care Services: A Curriculum Guide for Facilitators” which is designed to be a template for training to enhance leadership, administration and management in the ECEC sector.

The YMCA of Greater Toronto operates an internal director mentorship program to support the development of new ECEC directors within their organization. In New Brunswick, directors of ECEC support and mentor each other to develop leadership skills through a mentoring program called Director to Director (D2D). Lastly, one key informant identified a series of sector specific management level training courses that were offered by the Early Learning Operators of PEI (ELOPEI). The courses were delivered once a month and focused on various roles of the administrator in ECEC. ELOPEI has also partnered with a human resources firm to adapt standard human resources practices to the ECEC sector. This initiative makes accepted human resources information and practices available to employer members, with specifics for their sector.

Since August 2008, the Association du personnel cadres des centres de la petite enfance du Québec (Quebec child care centre management personnel association) has been publishing a 58-page organizational structure management guide.⁶⁶ The guide is intended for board of director members or even managers who would like to review the organizational structure of their child care centre and coordinating office. The guide provides sample organization charts and benchmarks for the number of managerial positions required for each model.

HR Capacity Building

An effective HR process that has helped develop infrastructure and HR capacity is the development of employer councils or organizations (e.g. ELOPEI). Employer councils/organizations provide an opportunity for employers to gain and share knowledge and to work collectively on the HR issues that they face. Employer councils may also provide leadership to members on how to advance their HR practices. The establishment of Professional Resource Centres (e.g. Early Childhood Community Development Centre of St. Catharines, ON⁶⁷) helps provide infrastructure support for ECEC organizations and develop HR capacity of employers.

In Manitoba, a group of ECEC centres in a Winnipeg community have been exploring a collaborative process to increase the human resources capacity in their centres (among other benefits). A group of approximately 12–15 centres have recently been looking at forming a hub model of governance, where the organizations would

⁶³ <http://www.mccahouse.org/resources.htm>

⁶⁴ <http://www.childcaremanagement.ca:80/>

⁶⁵ <http://ruralvoices.cimnet.ca/cim/86C179.dhtm>

⁶⁶ email: association@aper.qc.ca

⁶⁷ <http://www.eccdc.org/default.php>

establish a new entity for shared administrative and HR services. One option is for the non-profit volunteer boards of each centre to be combined or replaced with one board that would oversee administrative and human resources services for all participating centres. Each centre would also maintain a parent advisory committee to ensure the centre meets the unique needs of the population they serve.

While the specifics of this model are currently being explored, there are several aspects of the model that would provide benefits to the centre directors and staff (and in turn children). The hub model could create a more effective and efficient infrastructure for the centres involved, and allow individuals to move both laterally and vertically within the organizations. The model would also allow for greater specialization, where individuals with strengths in key areas would be able to utilize their strengths for the betterment of all centres. By combining multiple centres' operating budgets and human resources tasks there will be economies of scale and the board will be able to purchase necessary materials with more "buying power." This could also free up additional funding that may be put towards staff salaries. An additional intended benefit will be the sharing of casual or substitute staff among all centres in the community. This is intended to help casual staff work as many hours as they like, while ensuring there is a constant pool of substitute staff from which all centres can draw. While it is still in its infancy, the hub model appears to have much promise in terms of increasing centres' human resources capacity.

Additional Innovative Practices

Employers completing the employer survey were asked if their organization had any innovative practices for providing human resources, management or leadership training or professional development. Over half (53.6%) of all respondents said that their organization did not have any innovative practices for human resource management. Of the respondents who commented their organization did have innovative practices, the most commonly noted practice was providing funding for professional development opportunities (9.1%) or providing funding to allow someone to take the time off to attend training (3.4%). A small percentage of employers (4.6%) stated their organization offered in house training, though not always specific to human resources.

Employers were also asked what kinds of human resources partnerships or collaborative efforts (if any) they have developed in order to increase their human resources capacity. Overall, the proportion of employers involved in any particular human resources partnership is low, just under one-third (31.0%) of all respondents (N=987) had developed some form of human resources partnership or collaborative effort. Responses varied regarding the types of partnerships formed, though some commonalities were found between employers. Table 5–1 on page 62 shows the range of partnerships or collaborative efforts that employers have developed.

Table 5-1
Human Resources Partnerships or Collaborative Efforts by Governance Model

HR Partnerships	Commercial/ Private (n=293)	Non-profit						Total (N=987)
		Board Operated (n=479)	Aboriginal (n=24)	Community organization (n=89)	Worksite/ private company (n=18)	Educational Institution/ Hospital (n=32)	Government (n=51)	
Local college or university (practicum students)	2.8%	7.3%	3.1%	8.8%	6.6%	12.7%	2.8%	5.9%
Network with other centres/ directors/ supervisors/ staff	4.2%	5.8%	--	6.5%	--	7.5%	1.3%	4.9%
Specific organizations/ Associations (various)	2.7%	3.5%	--	11.8%	--	4.2%	7.2%	4.1%
Human resources consultant/ organization	1.1%	3.5%	3.1%	2.7%	--	7.5%	7.7%	3.0%
Community organizations (unspecified)	1.2%	2.7%	--	4.9%	6.6%	5.9%	5.6%	2.7%
Government agencies (various)	2.0%	2.1%	14.2%	5.8%	--	2.3%	2.4%	2.7%
None	81.7%	64.2%	69.7%	55.0%	72.4%	66.4%	65.4%	69.0%

Note: Column totals may not equal 100% due to multiple responses.

Source: Employer Survey – G2

5.1.2 Recruitment and Retention

There were several practices currently being used by the sector to try and improve employers' recruitment and/or retention capabilities. One practice being used by several different stakeholders is trying to raise the level of awareness of early childhood education and promote the sector in general as a means to helping increase recruitment and retention of staff. The Governments of Nunavut, Alberta, Saskatchewan and PEI are promoting the sector or doing social marketing campaigns and in Québec and Newfoundland & Labrador they are targeting high school students. Government key informants from British Columbia and Saskatchewan commented that they are going to high school or college/university job fairs to try and attract new students to the field.

The Government of Nunavut has appreciation days for ECEs which are designed to recognize individuals or programs and show they are respected. Several employers and researchers commented that recognizing staff achievement and providing staff amenities (e.g. staff room, staff breaks) is a way to help retain current staff. Many focus group participants relayed that while it is difficult to find new sources of funding for staff wages, they try to recognize staff in other ways.

Manitoba, Québec and PEI have developed market competitive wage scales for positions in the ECEC sector. Market competitive wages scales are based upon the training requirements and the responsibilities of ECEC work, and can help ensure that those working in the sector are paid equivalently to other occupations that require similar educational and responsibility levels. Several provinces also have staff re-recruitment initiatives (e.g. MB, NL, AB) that provide financial incentives to encourage early childhood education workers who have left the sector to return to the field.⁶⁸

Several key informants and focus group participants felt that helping facilitate training for current, or potential staff, was an effective way to help recruit and/or retain staff. See Section 5.1.3 on page 66 for a further discussion on effective practices related to training and professional development.

Employers participating in the employer survey were asked what strategies their organization has implemented in order to assist them with retaining staff or reducing turnover. Respondents were not given any prompts, and thus results show practices that were “top of mind” for employers. In total, 40.3% of all respondents (N=987) stated they did not have (or could not think of) any particular strategies to retain staff or reduce turnover. This is not surprising however, considering the results discussed in Section 4.2.2 that only 65.2% of all survey respondents felt that staff turnover (including maternity/parental leave) was an issue during the last two years.

Table 5-2 on page 64 details the most commonly identified strategies that employers used to retain staff at their organization. The most common strategy used by over one-quarter of all employers was the provision of staff benefits (27.4%). Provision of staff benefits was more common among educational institutions/hospitals (47.0%), community organizations (34.7%) and worksite/private operated organizations (32.1%).

Just under a quarter of all employers (23.4%) commented that they offered their staff competitive salaries to encourage staff to remain with the organization (refer to Table 5-2). Educational institutions/hospitals (47.2%) and Aboriginal organizations (31.5%) more frequently mentioned provision of competitive salary as a main strategy to retain staff. Worksite/private companies more frequently mentioned offering paid training (33.2%), providing staff incentives (23.2%) and offering a positive/supportive work environment (25.2%) than other governance models.

⁶⁸ CCHRC Spring Bulletin 2008 provides a brief description of re-recruitment incentives <http://www.ccscc-cssge.ca>

Table 5-2
Strategies Used to Retain Staff/Reduce Turnover by Governance Model

Retention Strategy	Commercial/ Private (n=293)	Non-profit						Total (N=987)
		Board Operated (n=479)	Aboriginal (n=24)	Community organization (n=89)	Worksite/ private company (n=18)	Educational Institution/ Hospital (n=32)	Government (n=51)	
Provide staff benefits (e.g. RRSP, health benefits, mental health sick days, etc.)	19.5%	25.5%	16.7%	34.7%	32.1%	47.0%	14.2%	27.4%
Offer competitive salaries	20.6%	23.3%	31.5%	24.3%	10.7%	47.2%	24.2%	23.4%
Offer paid training/ professional development	16.9%	19.0%	17.2%	24.6%	33.2%	19.4%	15.8%	18.9%
Provide staff incentives (e.g. gym membership, free ECEC, paid travel)	5.4%	4.2%	3.1%	7.7%	23.2%	4.7%	6.6%	5.3%
Positive/ supportive work environment	12.1%	14.1%	--	12.9%	25.2%	13.0%	6.4%	12.8%
Effective communication with staff	11.6%	10.7%	8.0%	8.8%	10.7%	--	--	10.0%
Flexible/ reduced hours	8.5%	6.2%	3.1%	6.6%	--	9.3%	1.5%	6.6%
None	44.1%	39.8%	44.6%	33.7%	47.5%	26.1%	45.0%	40.3%

Note: Column totals may not equal 100% due to multiple responses.

Source: Employer Survey – D11

Employers were also asked what strategies they typically used to recruit staff. As shown in Table 5-3, employers most often relied on word of mouth or networking to find new staff (72.9%). Many employers also utilized more traditional methods of recruiting staff such as newspaper advertisements (66.0%) and posting job ads online (61.0%).

While these results do not attest to the effectiveness of the various methods, if frequency of use can be used as a proxy measure of success, it appears that personal connections and word of mouth may currently be the most effective means of recruiting new staff.

Table 5-3
Strategies Used to Recruit Staff by Governance Model

Recruitment Strategy	Commercial/Private (n=293)	Non-profit						Total (N=987)
		Board Operated (n=479)	Aboriginal (n=24)	Community organization (n=89)	Worksite/private company (n=18)	Educational Institution/Hospital (n=32)	Government (n=51)	
Word of mouth/networking	73.9%	72.4%	67.3%	78.7%	96.0%	77.6%	72.9%	72.9%
Newspaper ad	60.0%	68.2%	64.7%	68.3%	49.6%	66.4%	81.8%	66.0%
Post job ad online	55.6%	62.2%	46.8%	76.3%	57.6%	67.6%	58.8%	61.0%
Practicum students	41.7%	49.8%	30.7%	59.6%	51.0%	47.9%	46.2%	47.6%
Post job ad at post-secondary institutions	39.3%	40.1%	29.1%	45.2%	53.5%	45.4%	30.8%	40.0%
Provincial/local ECEC organizations	17.0%	27.2%	18.3%	26.1%	22.8%	27.7%	19.2%	23.4%
Career fairs/job fairs	10.3%	15.9%	12.3%	29.6%	4.1%	29.1%	18.4%	15.7%

Note: Column totals may not equal 100% due to multiple responses.

Source: Employer Survey – D15a,b

In addition to determining how employers recruit staff, the Employer Survey asked employers to describe the type of candidate screening they do prior to hiring new staff. While the hiring practices of employers were not noted as a key human resource issue affecting the sector, identifying employers' current practices may highlight potential areas for future development. As discussed throughout this report, employers often commented that there are not enough qualified applicants applying for jobs. Thus, caution should be used when interpreting the results of employer screening practices. In many of the focus groups, it was noted that some employers who require a certain amount of staff in order to remain open will often take any person they can. Thus, while adequate screening of candidates is an important HR practice, this task may be difficult based upon the other staffing pressures facing the sector.

As shown in Table 5-4, the screening methods utilized by employers are relatively consistent across all governance models. As would be expected, employers most commonly review applicants' resume (93.9%), conduct interviews (92.2%), undertake criminal record check (88.3%), check references (86.2%) and obtain a copy of the applicant's degree/diploma (where applicable).

Table 5-4
Employer Screening of Potential Candidates by Governance Model

Screening Strategy	Commercial/ Private (n=293)	Non-profit						Total (N=987)
		Board Operated (n=479)	Aboriginal (n=24)	Community organization (n=89)	Worksite/ private compa- ny (n=18)	Educational Institution/ Hospital (n=32)	Government (n=51)	
Review application/ resume	91.2%	95.9%	95.5%	88.8%	93.4%	97.7%	96.1%	93.9%
Conduct interviews	88.2%	95.3%	90.6%	85.0%	96.0%	97.7%	94.8%	92.2%
Criminal record check (police record check)	84.8%	89.2%	87.5%	89.2%	95.5%	97.7%	89.8%	88.3%
Check references	85.7%	86.0%	81.3%	85.3%	81.1%	93.9%	91.8%	86.2%
Obtain copy of diploma or degree	76.3%	77.5%	92.5%	71.1%	96.0%	88.6%	81.1%	77.8%
Obtain copy of certification by province	50.8%	34.0%	59.8%	42.1%	47.2%	38.1%	48.2%	41.5%
Conduct performance test/on-the-floor testing	46.7%	35.3%	17.9%	42.0%	47.9%	41.7%	21.3%	38.6%
Problem solving skills testing	18.6%	22.1%	6.8%	14.3%	21.7%	29.7%	20.8%	20.1%
Attitude testing	21.0%	9.9%	9.8%	6.1%	17.1%	18.9%	12.2%	13.4%
Reading, writing and basic math skills testing	7.1%	7.3%	3.1%	7.9%	6.6%	12.1%	6.4%	7.3%
Aptitude testing	7.3%	5.2%	6.8%	1.7%	21.1%	6.1%	5.4%	5.9%

Note: Column totals may not equal 100% due to multiple responses.

Source: Employer Survey – E3

5.1.3 Training and Professional Development

With regards to practices for training and professional development, stakeholders of all kinds noted various effective practices. In order to both attract new students to the field and to help ensure enough staff are trained, several provincial jurisdictions offer grants and bursaries to encourage students to go to school, or

to encourage current workers to obtain training. For example, the Government of New Brunswick will fund 100% of the fees required for current workers to get ECE training. The Government of Manitoba has a workplace training program⁶⁹, where they will provide funding for ECE assistants to attend school on a part-time basis while continuing to earn their full wage. Starting September 2008 in Alberta, a scholarship of \$2500 will be available to students who have completed the Child Care Orientation Course while in high school and who enroll in an Early Learning and Child Care post-secondary program.⁷⁰ The Government of Newfoundland & Labrador provides an educational supplement to certified ECE staff, a bursary program that offers \$5000 to successful ECE graduates.⁷¹

One key informant noted that the Region of Peel, in Ontario, started a professional development program for ECE staff that costs ten dollars per employee and is provided on-site during the lunch hour. A few employer key informants and focus group participants mentioned an innovative approach to helping their staff access training: closing their centre for one or two professional development (PD) days per year, on days that coincide with PD days at local schools. Providing PD days to staff was a way to both encourage staff to attend training and was an incentive used to retain staff.

The Government of Nunavut offers training locally in rural and remote communities, and is currently in the process of developing workshops for administrators and boards in finance, board governance, managing staff, etc. An Aboriginal organization key informant also commented that some on-reserve Aboriginal ECEC organizations are trying to coordinate training locally, to alleviate the need for travel.

The *Odyssée Project* in Québec brings together partners from research, education & training and the general community to focus on best practices and professionalism in the ECEC sector and to promote high quality care. The goal of the *Project* is to develop a pedagogical guide with practical tools that can be implemented in the CPE and offer support to the employees of the sector.⁷² An additional program in Québec, called the *Brio Project* focuses on professional development of the administrators and practitioners. The 50 hour training course focuses on the theoretical foundations ECEC, socialization and the changing socio-economic realities of families.⁷³

A key informant from New Brunswick commented that there is some mentorship between directors within the province, through the Director to Director (D2D) program. D2D allows directors to help each other develop their human resources/management skills. In Nova Scotia, some employers reported providing mentorship for new staff.

Lastly, the Child Care Human Resources Sector Council has developed a Training Strategy for the sector that is designed to “improve the consistency and quality of training in the early childhood care and education sector across Canada and increase the size and capacity of the trained ECEC workforce in Canada to meet identified needs.”⁷⁴

⁶⁹ <http://www.child.alberta.ca/home/587.cfm>

⁷⁰ <http://www.child.alberta.ca/home/587.cfm>

⁷¹ <http://www.health.gov.nl.ca/health/childcare/educsupp.htm>

⁷² <http://www.ccsc-cssge.ca>

⁷³ Ibid.

⁷⁴ CCHRSC (2006) *People, Programs and Practices: A Training Strategy for the Early Childhood Education and Care Sector in Canada*.

5.1.4 Compensation: Wages and Benefits

In general, key informants, focus group participants and survey respondents were not aware of many innovative practices to deal with the compensation issues. As noted previously, several provincial jurisdictions have wage subsidies that can be provided for staff to help provide a higher wage. As discussed previously, Québec, Manitoba, and PEI have developed market competitive wage scales which recommend appropriate wages for ECEC workers, which reflect the educational and responsibility requirements. One key informant noted that some centres are undergoing unionization, to be able to use collective bargaining to raise wages and improve working conditions. Some unions are also helping develop strategies to assist with the development of employer councils or boards.

A few key informants commented that some employer models are able to pay higher wages. For example, some municipal-run ECEC centres hire ECEC staff and pay them according to internal pay equity. Thus, staff in these centres are often paid a much higher wage than non-municipal centres in the same area. Similarly, some private worksite companies hire ECEC staff as company employees, thus paying them in accordance with all other employees. Early childhood education and care centres that are located in buildings where they do not have to pay much (if any) rent can often afford to pay higher salaries to their staff. Several key informants commented that although staff in these situations earn higher wages, and often benefits, there would have to be a large-scale shift in the way that ECEC is delivered before most employers could benefit from such arrangements (e.g., provide physical infrastructure similar to that of the public education system).

In Québec, a pension plan was established in 2003 for employees of ECEC centres (Centres de la petite enfance) and private daycare centres. It is financed on a 50/50 basis by the provincial government and the members of the Régime de retraite du personnel des CPE et des garderies conventionnées du Québec (Quebec contracted child care and day care workers pension plan).⁷⁵ In October of 2008, the Centre de formation populaire and Relais Femmes introduced a wage-financed pension plan for employees in the social economy sector (of which ECEC is a part).⁷⁶ This multi-employer plan, which is wholly financed by the participating organizations (employers and contributors), is applicable to community ECEC organizations that are not covered under the previously mentioned pension plan.

5.1.5 Respect for Profession/Recognition of Value of Early Childhood Education and Care

As discussed previously, several provinces/territories are conducting marketing or promotion campaigns to promote and recognize the value that ECEC can have for children, families and society at large. Further, the Government of Saskatchewan has recently moved the responsibility for ECEC from the Ministry of Social Services to the Ministry of Education in the hopes that ECEC will be viewed with the same respect as the K-12 education system. The Government of Québec has also developed material for high school students which is designed to share information and provide a positive image of the sector.

Many of the provincial ECEC organizations hold child care conferences which help to create a culture of professionalism for the sector. A few key informants commented that there has recently been a regulatory College of Early Childhood Educators developed in Ontario. The college is intended to maintain professional

⁷⁵ <http://www.aoncanada.com/rrcpegpcq/>

⁷⁶ <http://www.lecfp.qc.ca/main.htm>

standards among ECE workers and ensure that families receive quality ECEC services. Some key informants commented that by ensuring standards are met and ECEC is high quality, the new College may also raise the professional profile of the sector, with recognition of ECEC as a “profession”.

Lastly, the CCHRSC has created a Career Promotions and Recruitment Strategy, which is intended to “promote early childhood education as a valuable and viable career option” and “encourage the pursuit of skills development and enhanced training among the existing workforce”.⁷⁷ The strategy describes trends in the ECEC environment and perceptions of what it is like to enter and work in the ECEC workforce. The implications for communications messaging are described and an action plan on how to implement the recommendations was created. The plan details how to promote ECEC as a profession and the ECE designation as important and meaningful.

5.2 Need for Human Resources Specific Training

Key informants were asked if they thought that employers/administrators in ECEC could benefit from human resources specific training. While HR resources/training identified below would be of benefit to the sector, these items can be considered of as “band-aid” solutions rather than permanent solutions to the pervasive issues facing the sector. As identified in Section 6, the development of a sustainably funded infrastructure for the sector is required for long-lasting change.

Key informants unanimously agreed that human resources training specific to the sector could be of benefit to employers. While the exact nature of the training differed among key informants, there was consensus that any human resources training could be of help. Frequently mentioned topics or issues included:

- Information on the HR role of the board/how to work with a board;
- Staff management;
- Budgeting/finances;
- Development of job descriptions;
- Writing policies and procedures;
- Leadership skills (e.g. mentoring, pedagogical leadership, staff motivation);
- Business planning
- Staff development and evaluation; and,
- Effective communication (staff conflict, setting expectations, communicating with parents, team building).

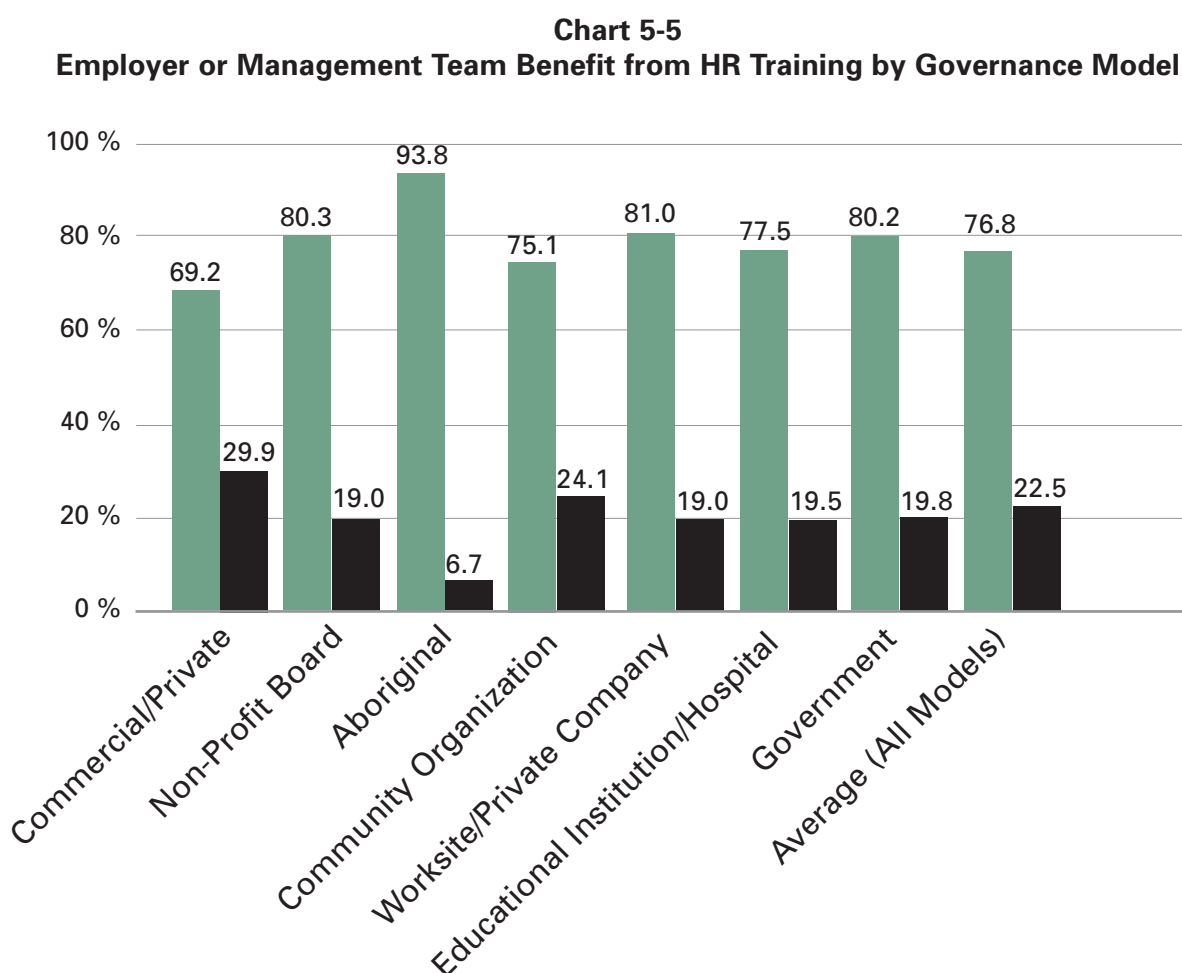
A variety of additional topics were also mentioned including how to hire/terminate staff properly, keeping records, predicting community need, working with unions and effective public awareness.

Key informants also had recommendations on the delivery of potential human resources training, in terms of methods to use and target audiences. Key informants most commonly stated that any training or professional development should be directed at directors/administrators, supervisors or board members. A few ECEC organization key informants commented that information for both newer directors/administrators and those who have been working for longer periods of time could be beneficial. A few key informants commented that creating a “train the trainer” method of delivery would be effective, as having a local delivery agent with connections to the field would be highly valuable. A few key informants also commented that the information

⁷⁷ Child Care Human Resources Sector Council (2007) *Career Promotions and Recruitment Strategy Project – Executive Summary*

would have to be comprehensive but not complicated, as most people in the field do not have extensive HR knowledge. It was also mentioned that there is a lot of information currently available online, but the information needs to be focused on the ECEC sector.

Employers completing the Employer Survey were asked if they or their management team would benefit from or need any training or professional development related to human resources management in the next 2 to 3 years. Approximately three-quarters of employers (76.8%) felt that they or their management would benefit from HR training (refer to Chart 5-5). While employers from commercial/private organizations were least likely to feel they would benefit from HR training, over two-thirds (69.2%) felt they would benefit. The vast majority (93.8%) of Aboriginal governed ECEC organizations felt human resources training or professional development would be of benefit.



Note: Total may not equal 100% as Don't Know is not included.
Source: Employer Survey – H8

Employers who stated that they or their management team would benefit from human resources training or professional development were asked which one person at their organization would benefit most. Respondents most commonly stated that senior staff (managers/supervisors 31.4%, or director/CEO 21.1%) or front-line staff (21.0%) would benefit most from human resources training or professional development. Refer to Table 5-6.

An examination of the results of this question by governance model gives an indication of who is responsible for human resources at each type of model. For example, commercial/privately governed organizations most commonly said that the owner/operator (30.2%) would benefit most. Interestingly, these respondents felt that front-line staff would also benefit from HR training (24.6%), more so than managers/supervisors (20.5%). This may be an indication that commercial/private organizations may not have managers or supervisors.

Board member operated models most commonly stated that managers/supervisors (31.7%) or the director/CEO (26.9%) would benefit most. Aboriginal organizations most often selected managers/supervisors (39.5%) and front-line staff (26.8%). The remaining governance models all chose managers/supervisors as the individuals who would benefit most from human resources training (community organization 46.6%, worksite/private company 39.1%, educational institution/hospital 41.7%, government 43.6%).

Table 5-6
Individual Who Would Benefit Most from HR Training by Governance Model

Who would benefit from HR training?	Commercial/Private (n=203)	Non-profit						Total (N=758)
		Board Operated (n=385)	Aboriginal (n=23)	Community organization (n=67)	Worksite/private company (n=15)	Educational Institution/Hospital (n=25)	Government (n=41)	
Managers/supervisors	20.5%	31.7%	39.5%	46.6%	39.1%	41.7%	43.6%	31.4%
Director/CEO	15.1%	26.9%	8.1%	17.8%	5.1%	13.6%	19.0%	21.1%
Front-line staff	24.6%	18.6%	26.8%	21.2%	13.2%	29.3%	20.5%	21.0%
Owner/operator	30.2%	1.2%	--	--	10.2%	4.8%	3.0%	9.2%
Board members	1.1%	9.6%	3.3%	4.2%	8.1%	4.8%	--	6.0%
Administrators	3.6%	5.5%	13.8%	5.2%	16.2%	3.0%	3.3%	5.2%
Program coordinators	0.8%	4.8%	8.5%	3.4%	--	2.7%	9.2%	3.8%
All of the above	2.5%	1.3%	--	1.7%	8.1%	--	1.4%	1.7%
Don't know	1.8%	0.4%	--	--	--	--	--	0.7%
Total	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%

Source: Employer Survey – H9

Every employer completing the survey was presented with a series of human resources topic areas and was asked to indicate whether they believed that they or someone else in their organization would benefit from training or assistance in that area. Table 5-7 on page 73 presents the topic areas and the proportion of employers stating they were interested in that area.

One key result to note is that every individual topic area was said to be of interest to at least 50% of respondents. This confirms the opinions of key informants that any human resources training would be of benefit to the sector. Employers themselves have shown by these results that most human resources information would be of benefit to at minimum half of the sector.

Another key finding is that the human resources areas chosen most frequently deal with staff issues, such as conflict management skills (79.0%), leadership/mentoring/coaching skills (76.3%), team building skills (74.7%) and reviewing staff performance (74.2%). Refer to Table 5-7.

Results are relatively consistent across governance models, though there are some general trends that emerge. A greater proportion of Aboriginal-governed organizations indicated they were interested in almost every human resources topic when compared to most other governance models. Conversely, commercial/private-governed organizations tended to rate each topic lower than most other governance models. However, there was a high level of interest shown in most topics by commercial/private-governed models.

Table 5-7
Employer or Management Team Benefit from HR Training by Governance Model

Would you or management team benefit from HR training?	Commercial/ Private (n=293)	Non-profit						Total (N=987)
		Board Operated (n=479)	Aboriginal (n=24)	Community organization (n=89)	Worksite/ private company (n=18)	Educational Institution/ Hospital (n=32)	Government (n=51)	
Conflict management skills	74.5%	80.0%	85.8%	78.8%	86.9%	82.7%	87.6%	79.0%
Leadership, mentoring and coaching skills	73.2%	76.3%	80.9%	80.2%	74.4%	78.9%	84.6%	76.3%
Team building skills	72.6%	74.1%	93.8%	76.8%	77.5%	76.8%	77.5%	74.7%
Reviewing staff performance	66.5%	77.8%	87.7%	76.4%	72.4%	64.2%	81.7%	74.2%
How to find and attract suitable staff	67.5%	66.5%	77.9%	72.7%	77.5%	81.8%	70.4%	68.5%
Development of HR policies	65.8%	68.6%	65.3%	71.6%	74.4%	66.4%	64.5%	67.8%
Understanding HR roles and responsibilities	67.1%	68.1%	77.8%	70.1%	70.3%	54.1%	66.9%	67.7%
How to select and hire suitable staff	65.5%	64.8%	74.9%	66.5%	85.5%	76.4%	68.2%	66.3%
Written and oral HR communication skills	61.0%	65.7%	74.8%	70.7%	62.3%	59.6%	68.0%	64.8%
Employee development	59.1%	63.8%	79.0%	69.1%	78.9%	81.8%	54.8%	63.7%
Employment standards/ human rights legislation	62.9%	60.0%	66.7%	66.4%	58.2%	69.2%	63.2%	62.0%
Staff training	62.6%	57.0%	90.8%	69.9%	73.0%	71.3%	66.8%	61.9%
Job evaluation and compensation planning	61.2%	53.6%	84.8%	73.9%	67.9%	50.7%	64.9%	59.2%
Staff orientation	57.0%	53.7%	73.0%	65.7%	66.4%	67.6%	66.5%	57.6%
Use of HR data tracking systems	47.7%	55.8%	68.8%	56.0%	38.5%	51.9%	61.4%	53.6%
Creation of job descriptions	50.8%	48.3%	66.9%	59.5%	46.8%	61.5%	60.6%	51.6%

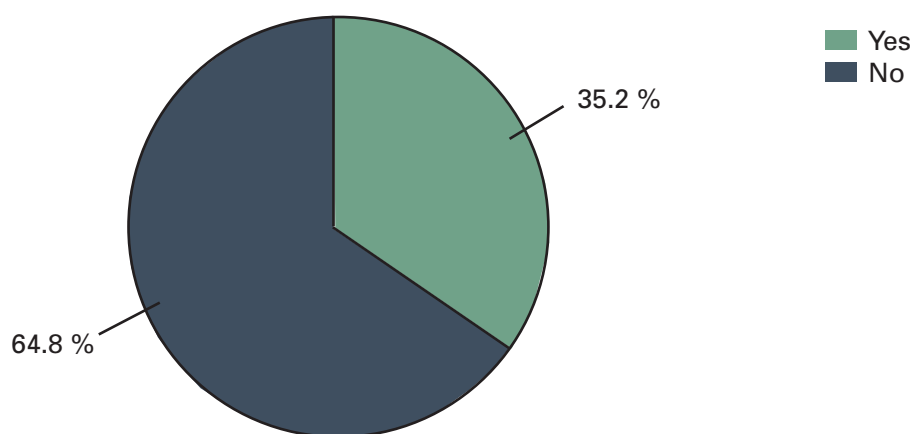
Source: Employer Survey – H9

5.2.1 Awareness of Occupational Standards

Respondents to the employer survey were asked if they were aware of the *Occupational Standards for Child Care Administrators (2006)* developed by the CCHRSC and the *Occupational Standards for Child Care Practitioners (2003)* developed by the Canadian Child Care Federation. As these documents detail the key competencies of “employers” and their staff, they can be useful tools in identifying training needs and areas of strength and weakness. Charts 5-8a and 5-8b detail the results.

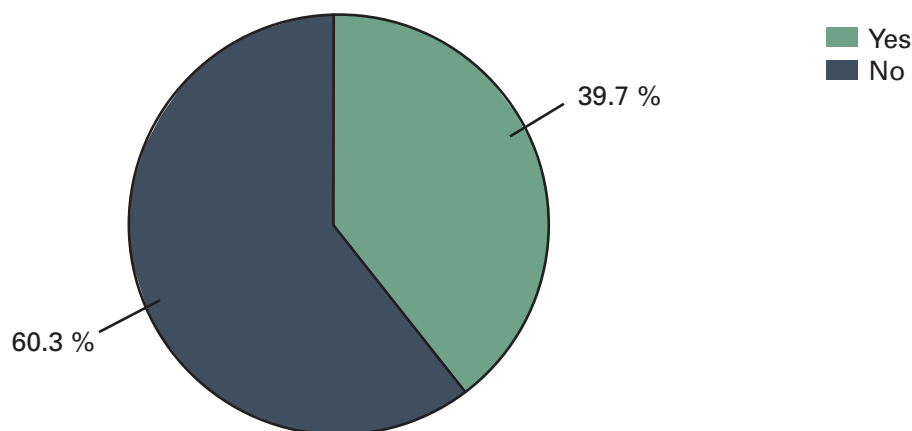
As shown, just over one-third (35.2%) of employers were aware of the *Occupational Standards for Child Care Administrators (2006)*, and just under 40% (39.7%) were aware of the *Occupational Standards for Child Care Practitioners (2003)*. This suggests that further promotion/distribution of these tools may be an effective way to inform employers/administrators of their key human resources and leadership (among other) roles.

Chart 5-8a
Familiar with *Occupational Standards for Child Care Administrators*?



n=987
Source: Employer Survey – H2a

Chart 5-8b
Familiar with *Occupational Standards for Child Care Practitioners*?



n=987
Source: Employer Survey – H2b

5.3 Potential Areas for HR Tool or Resource Development

5.3.1 HR Tool or Resource Development

Key informants were asked what they saw as a priority for human resources tool or resource development for the ECEC sector. Similarly, participants in each focus group were asked to develop an idea for a human resources tool or resource that they felt would help them with their HR challenges. These ideas are discussed below, in order to provide an idea of what the sector feels the priorities are for tool/resource development. As identified previously, while many of these solutions would be of great benefit to the sector, it is only with the development of a sustainably funded infrastructure that long-term meaningful change can be achieved with respect to many of the key HR issues facing the sector.

Both key informants and focus group participants cited a variety of different tools, templates and resources that could be developed. Some specific resources that were mentioned include:

- Policy templates;
- Staff evaluation tools (one interviewee cited the Canadian Child Care Federation’s *Caring to Question* participatory inquiry tool as a good example);
- Staff orientation checklist/manual (philosophical based, explains organization to new hires);
- Job description templates (e.g. ECE, cook, support staff);
- General information on the role of the employer in ECEC (including a glossary of terms);
- Information on board members’ roles and responsibilities;
- Communication skills (staff, parent);
- Leadership skills.

A few key informants and focus group participants commented that there is a vast array of human resources information already available, and that the task at hand should be adapting existing tools for use in the ECEC sector. As discussed above, several provinces/territories have developed (or are in the process of developing) sector-specific human resources tools and templates (e.g. Manitoba, Québec, PEI, Nunavut). Furthermore, other sector councils have developed human resources tool kits that contain tools, templates and resources that may be adaptable to the ECEC sector (see Section 5.4 for further discussion).

While not necessarily human resources tools, key informants had several ideas of resources that could be developed to help mitigate some of the key human resources issues facing the sector. A few key informants were of the opinion that the development of market competitive salary scales (similar to those developed in Manitoba and Québec) would be of benefit to the sector. Several key informants also felt that highlighting “success stories” and accomplishments in the ECEC field would be an effective way to promote the value and benefit of early childhood education and care. There are several ECEC organizations and government bodies that currently recognize ECEC staff through awards (e.g. Manitoba Child Care Association, Government of Nunavut), however identifying this method as an effective means of promoting the sector and showing staff that they are appreciated was recommended.

Participants in several focus groups, as well as a few key informants, thought that promotion of the sector in general would help to increase the public’s value of early childhood education and care, and in turn help address many of the human resources issues facing the sector.

Focus group participants commonly mentioned sector-specific human resources training as a potential resource (as discussed in Section 5.2). A group of mixed stakeholder focus group participants proposed the development of a mentoring program to help new administrators in early childhood education and care. Participants in a Québec focus group offered the idea of workplace training as a way to offer training to those currently in the field, without requiring them to stop working at attend school. A few focus group participants from across the country felt that closing centres for a few days a year and holding professional development days (like in the school system) would be a good way to encourage and facilitate ongoing learning.

Participants from two focus groups suggested a resource that is similar to the hub model of Winnipeg discussed previously. One group of participants felt that having a central human resources person for a group of centres or community would allow for economies of scale and reduce the overall HR burden on individual operators. Another group of participants felt that having a “job bank” for substitute/casual staff for a community would be of great benefit.

Focus group participants from the Northwest Territories and Nunavut commented that there are no ECEC organizations in their territory, so having an opportunity for ECEC providers of all kinds to meet, talk and share ideas would be beneficial. Participants acknowledged that it would require significant effort to meet in person due to travel time and costs, however, the opportunity to meet and discuss issues face to face was said to be “worth it”.

Finally, several key informants and some focus group participants made general comments on the development of human resources tools or resources. Several stakeholders commented that online or printed reading materials are good, however there needs to be some human contact as well. Having the ability to discuss potential solutions, ask questions and use resources “hands on” was said to be invaluable. Further, a few key informants commented that not only is having information on a particular topic important, but so too is having information on how to use any available resources.

5.3.2 Regulatory Changes to Assist with HR Challenges

Key informants were asked if they felt there were any regulatory or policy changes that could be developed to help employers address their human resources needs. Most stakeholders felt there were some policy changes that could be developed, however, a few felt that policy development was not necessary or was not the best approach to dealing with human resources issues.

The most commonly suggested regulatory/policy change was requiring directors or administrators to have a minimum level of human resources training or professional development in order to be licensed. Respondents varied in the amount of training they felt was required, from a minimum of a few hours per year to the requirement of a post-secondary diploma/degree/certificate.

Key informants from the Northwest Territories felt that including training requirements for front-line staff in the territorial regulations may help to increase the number of trained staff and raise the profile of the sector in general. One key informant commented that the territory’s ECEC legislation needed to be updated, as ECEC is not just offered during the “regular” working day as it was when the Act was written.

A few key informants felt that developing salary/wage scales at a provincial/territorial level would be an effective way to raise the compensation levels of those working in the sector. Finally, key informants were of

the opinion that a large scale change in the way ECEC is structured was necessary and that ECEC should be funded as a core service, much like education. Key informants felt that having a strong national policy with accompanying funding was the only truly sustainable solution to the human resources issues facing the sector.

5.3.3 Stakeholders Who Could Contribute to HR Solutions

Key informants cited a range of stakeholders, in addition to the CCHRSC, that may be well-positioned to help contribute to the human resources solutions for the sector. Interviewees could not necessarily speak for the organizations they mentioned, however they felt that approaching these organizations to see if they could contribute would be of benefit.

The most frequently mentioned group of stakeholders that may be able to contribute to human resources solutions were provincial and national ECEC organizations. It was said that national ECEC organizations (e.g., Canadian Child Care Federation, ECE Affinity Group) can help contribute to “the big picture” while partnering with provincial/territorial ECEC organizations can provide more direct access to employers while ensuring that any solutions developed are relevant to the local population. One key informant suggested contacting the Canadian Federation of Independent Business as a useful resource, as many ECEC operators are small to medium sized organizations.

Many stakeholders also commented that post-secondary institutions would be valuable contributors to any training resources that were developed. A few stakeholders commented that ensuring training institutions are kept abreast of new resource development in the field would be valuable.

Many key informants felt that the provincial and territorial governments could play an important role in human resources solutions. Governments have a role to play in terms of legislation and regulation, but also have direct access to ECEC organizations in their jurisdictions. Ensuring that any resources developed are applicable to each province/territory can be facilitated by partnering with government.

A few key informants also commented that partnering with First Nations (e.g. Assembly of First Nations) and Inuit groups would be a way to ensure that resources developed will apply to those populations. First Nations and Inuit groups may be able to help with language translation and dissemination of resources.

A few key informants suggested working with labour organizations when developing resources. These informants said that labour is used to dealing with organizations as a whole and developing job descriptions and working conditions. Lastly, a few key informants suggested consulting with employers themselves to ensure that any resource developed resonates with the intended audience.

5.4 Sector Council Human Resources Tool Kits

Interviews were completed with representatives from the Canadian Trucking Human Resources Council and the HR Council for the Voluntary and Non-Profit Sector. The trucking and non-profit/voluntary sector are similar in many ways to the ECEC sector: they are made up mainly of small businesses, with “employers” (or board members) that often lack formal HR training who are required to “wear many hats”. Both sector councils have undertaken sector studies and created human resources tool kits/guides. The information, templates and tools in these guides may be applicable to the ECEC sector, and as such, deserve discussion.

The Canadian Trucking Human Resources Council (CTHRC) has developed an employer human resources tool kit that contains three modules⁷⁸:

- Understanding the effects and costs of staff turnover;
- Effective recruitment strategies; and,
- Effective retention strategies.

Each module contains easy-to-read information with tips and strategies, as well as a CD with customizable templates (e.g. application form, job description, behaviour-based interview questions, self-evaluation checklist). The tips and tools in the tool kit were designed to be non-expensive ways to help attract and retain staff. The tool kit was introduced across Canada via a series of workshops. It was said that while the written material is useful, employers in the sector desired interaction with other employers and the chance to discuss issues and solutions. After delivering the initial workshops, the CTHRC partnered with provincial associations to identify individuals who can continue to deliver the presentations at the local level.

The HR Council for the Voluntary and Non-Profit Sector (HR Council) has also developed a human resources tool kit.⁷⁹ This sector faces many similar issues as the ECEC sector, such as compensation issues (pay and benefits), negative perceptions of the sector, lack of human resources management skills, recruitment and retention difficulties, and barriers to training and professional development.

The HR Council developed their human resources tool kit in partnership with human resources practitioners, who reviewed the content to ensure it was based on sound HR practices. The tool kit is available free online and contains an array of information, tools and templates for employees, managers and board members. The topics covered include information on HR planning, HR policies, recruitment, retention, effective workplace practices (e.g. staff conflict, communication skills, flexibility of work arrangements), training and professional development, staff discipline, “employer” stress management, compensation, and the role of the board in human resources.

⁷⁸ http://www.cthrc.com/site/index.php?option=com_content&task=section&id=7&Itemid=29

⁷⁹ <http://www.hrcouncil.ca/hr-toolkit/home.cfm>

Section 6: Recommendations

This section addresses the following two key research objectives:

- *Identify/prioritize solutions that could help employers address human resource issues;*
- *Determine what tools could be developed to address prioritized HR issues.*

Information obtained from the literature review, Employer Survey, key informant interviews, and focus groups identified nine key human resources areas facing the ECEC sector. The issues and their corresponding recommendations were prioritized by considering: the input of employers gathered during the research process; what is within the Child Care Human Resources Sector Council's scope of operations; and what has the greatest potential to alleviate/affect the HR issues facing the sector. The key human resources issues facing the sector are interrelated, and as such, any action taken regarding a specific issue will likely impact others. Some issues (i.e. HR capacity & leadership and recruitment & retention) are addressed separately in this section, while they are addressed concurrently in the body of this report. The issues have been separated because recommendations and strategies have been developed that deal with specific elements of each issue.

It should be noted that there are multiple contributing factors to each of the key HR issues, thus, solutions will require participation from multiple stakeholder groups. Some recommendations and activities are within the scope of employers and some are more directly effected by structural or policy changes to the sector. For example, the issue of wages and benefits is tied to parent fees in most jurisdictions and without significant changes in policy or funding of ECEC, this is largely outside the scope of most employers to address. However, there are recommendations that are more directly within the scope of employers such as increasing HR capacity, increasing formal knowledge of HR management techniques, or developing leadership capacity to motivate staff and create a positive work environment.

Prior to discussing **Recommendations** and potential **Activities**, a brief summary of each key human resources issue is provided. Appendix C provides examples of innovative and effective practices related to the Activities found in sections 6.2 to 6.10. As with the innovative practices identified in Section 5, the practices identified were included to demonstrate the range of practices, programs and services across the country and are not intended to promote one area/organization over another. Further, the innovative practices sections are not meant to be exclusive, but rather are intended to give the reader a range of examples.

6.1 Summary of Issues and Recommendations

Table 6-1 below outlines the key issues and recommendations detailed in the sections below.

Table 6-1
Key Human Resources Issues and Recommendations

Issue	Recommendation
1. All HR issues and solutions are embedded within the context of infrastructure, funding and policy. There is a need for the development and funding of a sustainable infrastructure for the early childhood education and care sector.	Policymakers develop and fund an infrastructure that can sustainably support the key stakeholder groups of the early childhood education and care sector (e.g., employer/administrators, employees, employer councils, ECEC organizations/professional associations, training/pedagogical leaders, CCHRSC, etc.).
2. a) A lack of clarity about who the “employer” is and the governance models of early childhood education and care organizations from the employer perspective; and, b) A general lack of HR expertise, capacity and knowledge on behalf of employers/administrators (e.g. directors, owner/operators, board members, managers, supervisors).	Create opportunities to enable employers to gain and share knowledge and develop and improve HR understanding and capacity.
3. a) A need for ECEC-specific HR standards, policy and regulations regarding training; and, b) a need for more defined formal post-secondary curricula addressing ECEC specific HR knowledge/skill areas.	a) Policymakers to establish comprehensive regulations/standards regarding training/education requirements for early childhood education and care administrators; b) post-secondary training institutions develop curricula specific to ECEC <i>human resources management</i> in line with developed policy.
4. A lack of HR tools to support the implementation of sound HR practices specific to the ECEC sector.	Develop and disseminate HR tools specifically designed for the ECEC sector to support the implementation of sound HR practices.
5. A lack of awareness of the importance of developing and continuously improving the skills related to the “leadership” role of employers/administrators in early childhood education and care.	Develop strategies, tools, and resources to enable employers to gain knowledge and experience in relevant aspects of ECEC sector <i>leadership</i> to ensure effective, productive and positive workplace environments.
6. Insufficient curriculum and programs addressing the leadership role of the employer/administrator in early childhood education and care.	Develop curriculum and programs focused on the <i>leadership role</i> of employer/administrator in early childhood education and care and supply resources to enable employers pursue such programs.
7. a) A lack of public understanding/recognition of the (professional) requirements for and benefits of high quality early childhood education and care; b) A negative perception of ECEC as a valuable and viable career option	a) Create a culture of professionalism visible to employers, staff, parents, students and the overall community; b) provide information on and publicly recognize the benefits to children, families and society at large of exemplary early childhood education and care practices; c) develop marketing/promotional strategies for the early childhood education and care sector (see CCHRSC – Career Promotions and Recruitment Strategy).

Issue	Recommendation
<p>8. a) Inability to recruit high quality trained staff to the early childhood education and care field; b) a proportion of graduates of ECE programs are entering the sector without the skills required by employers; c) some students being encouraged to pursue an ECE degree/diploma are those that have relatively lower educational skills.</p>	<p>a) Enable employers to provide both monetary and non-monetary benefits and a positive working environment (also recommended to improve retention); b) ensure training and curriculum is in line with the needs of employers and c) actively encourage students with the necessary skill sets to pursue a career in the sector.</p>
<p>9. High rates of staff turnover and attrition.</p>	<p>Provide a range of retention tools, strategies and training to those in leadership roles (e.g. administrators, employers, board members, supervisors) on effective retention strategies.</p> <p>Note: Recommendation 8 a) also applies to retention (i.e., enable employers to provide both monetary and non-monetary benefits and a positive working environment);</p>
<p>10. a) A shortage of available qualified graduates/job candidates with adequate training and an overall lower numbers of students with the necessary skill sets entering training for ECE; b) limited variety of training formats for ECE</p>	<p>a) Encourage and facilitate ECE training/education by providing incentives and financial supports; b) give recognition of the value of training/education; c) recognition and portability of credentials of ECE training/education between jurisdictions (e.g. credential recognition systems); d) develop and promote provincial/territorial and pan-Canadian curriculum frameworks for ECE education and additional alternate modes/formats for ECE training (e.g. credential recognition systems).</p>
<p>11. Access to and participation in professional development (PD) opportunities is limited due to: the availability of replacement staff, cost of training/PD, timing (e.g., evenings, weekends, full-time study) and access to relevant/new opportunities.</p>	<p>Establish and provide support for various PD opportunities (including Professional Resource Centres), which will enable employers to facilitate their own and their staff's training/PD.</p>
<p>12. The majority of early childhood education and care organizations do not have adequate financial resources, resulting in low wages and a lack of benefits.</p>	<p>a) Encourage stakeholders to collaborate to identify innovative practices to increase wages and benefits; b) develop legislation/policies to increase dedicated funding levels for ECE compensation.</p>

6.2 Need for Sustainable Infrastructure

There is an overarching need for the development and funding of a sustainable infrastructure for early childhood education and care (e.g. similar to the infrastructure of the education system). As such, the majority of the issues and recommendations of this report (e.g., *Recommendations 1, 8, 9, 10, 12*) are possible only with the corresponding development and funding of such an infrastructure. Thus, while the recommendations below are intended to provide guidance to the sector with respect to human resources issues, it should be stressed that these recommendations will only be successful with the necessary infrastructure and funding support.

Issue 1: All HR issues and solutions are embedded within the context of infrastructure, funding and policy. There is a need for the development and funding of a sustainable infrastructure for the early childhood education and care sector.

Recommendation 1: Policymakers develop, resource and support an infrastructure that can sustainably support the key stakeholder groups of the early childhood education and care sector (e.g., employer/administrators, employees, employer councils, ECEC organizations/professional associations, training/pedagogical leaders, CCHRSC, etc.).

- **Activity 1A: Policymakers (Municipal, Provincial/Territorial, Federal):** Work with key stakeholders in the ECEC sector to identify priority areas for infrastructure development and provide corresponding resources and capacity building support for the development of such an infrastructure.

6.3 Internal HR Capacity

Issue 2: a) A lack of clarity about who the “employer” is and the governance models of early childhood education and care organizations from the employer perspective; and
b) A general lack of HR expertise, capacity and knowledge on behalf of employers/administrators (e.g. directors, owner/operators, board members, managers, supervisors).

Recommendation 2: Create opportunities to enable employers to gain and share knowledge and develop and improve HR understanding and capacity.

- **Activity 2A: Employers/Employer Councils:** Self-organize into a recognizable group (e.g., employer council) to increase HR capacity, achieve HR efficiencies, share knowledge and develop infrastructure.
- **Activity 2B: ECEC Organizations/Labour/Professional Associations:** Provide collective leadership for members to advance HR practices and capacity.
- **Activity 2C: ECEC Organizations/Labour/Professional Associations:** Organizations and individual employers collaborate to help share knowledge and experience regarding the HR role of the employer/administrator in ECEC.
- **Activity 2D: Policymakers (Municipal, Provincial/Territorial, Federal):** Provide support for establishment of employer councils or employer structures including recognition of any new body established.

Issue 3: a) A need for early childhood education and care-specific HR standards and policy regarding training; and,
b) a need for more defined formal post-secondary curricula addressing ECEC specific HR knowledge/skill areas.

Recommendation 3: a) Policymakers establish comprehensive regulations/standards regarding training/education requirements for early childhood education and care administrators;
b) post-secondary training institutions develop curricula specific to ECEC *human resources management* in line with developed policy.

- **Activity 3A: Policymakers (Municipal, Provincial/Territorial, Federal) and Regulators:** Establish regulations or licensing standards regarding training requirements or credentialing of ECEC administrators or supervisors (overseen by government in some jurisdictions).
- **Activity 3B: Training Institutions/Pedagogical Leaders:** Develop curriculum regarding the technical aspects of HR management techniques for recruiting, screening, hiring, orienting supervising and evaluating staff; in addition to planning professional development and knowledge of employment standards & legislation.

Issue 4: Lack of HR tools to support the implementation of sound HR practices specific to the ECEC sector.

Recommendation 4: Develop and disseminate HR tools specifically designed for the ECEC sector to support the implementation of sound HR practices.

- **Activity 4A: Child Care Human Resources Sector Council (CCHRSC):** Develop tools, templates and resources based on existing resources such as the HR Council for the Voluntary and Non-Profit Sector and Trucking Sector Council HR toolkits and the Ontario Coalition for Better Child Care's *Child Care Management Kit*.

6.4 Human Resources Leadership

Issue 5: General lack of awareness of the importance of developing/continuously improving the skills related to the “leadership” role of employers/administrators in early childhood education and care.

Recommendation 5: Enable employers to gain knowledge and experience in relevant aspects of ECEC sector leadership to ensure effective, productive and positive workplace environments.

- **Activity 5A: Employers/Employer Councils:** Individual employers share knowledge and develop opportunities to gain experience regarding the leadership role of the employer/administrator via formal and/or informal networking opportunities.
- **Activity 5B: ECEC Organizations/Labour/Professional Associations:** Share organizational knowledge and facilitate opportunities for employers to gain experience regarding their leadership role (such as leadership skills required to successfully motivate staff, manage conflict and ensure positive work environments) via forums, networks and/or online resources.

Issue 6: Insufficient curriculum and programs addressing the leadership role of the employer/administrator in early childhood education and care.

Recommendation 6: Develop curriculum and programs dealing with *leadership role* of employer/administrator in early childhood education and care and supply resources to enable employers pursue such programs.

- **Activity 6A: Policymakers (Municipal, Provincial/Territorial, Federal):** Provide supports, incentives and information to employers/administrators about the requirements of, and how to, obtain further education and/or professional development regarding *leadership roles* (e.g. staff motivation, conflict resolution, team building, pedagogical leadership).
- **Activity 6B: Training Institutions/Pedagogical Leaders:** Develop curricula focused on the leadership role of the employer/administrator in early childhood education and care.
- **Activity 6C: Child Care Human Resources Sector Council (CCHRSC):** Provide access to information regarding the leadership role of the employer/administrator in early childhood education and care through dissemination of *Occupational Standards for Child Care Administrators* as well as providing information about how they can be used to i) develop curricula for training related to employers/administrators; and ii) to accredit programs providing training about the leadership role of employer/administrator.

6.5 Respect for Profession/Recognition of Value of Early Childhood Education and Care

Issue 7: a) General lack of public understanding/recognition of the (professional) requirements for and benefits of high quality early childhood education and care; b) negative perception of ECEC as a valuable and viable career option.

Recommendation 7: a) Create a culture of professionalism visible to employers, staff, parents, students and the overall community;
b) provide information on and publicly recognize the benefits to children, families and society at large of exemplary early childhood education and care practices;
c) develop marketing/promotional strategies for the early childhood education and care sector (see CCHRSC – Career Promotions and Recruitment Strategy).

- **Activity 7A: Employers/Employer Councils:** Employers/employer councils share information on exemplary practices and the benefits of such practices among themselves and with the general public. Employers encourage/support staff to be part of professional/ECEC organizations. Employers maintain membership in professional/ECEC organizations themselves to act as an example for staff. Employers encourage participation in quality enhancement practices/activities.
- **Activity 7B: ECEC Organizations/Labour/Professional Associations:** Publicly recognize exemplary practices in early childhood education and care (e.g. appreciation days, awards, honours).

- **Activity 7C: Policymakers (Municipal, Provincial/Territorial, Federal):** Publicly recognize exemplary practices in early childhood education and care (e.g. appreciation days, awards, honours). Establish funding policies to enable employers to support staff (e.g. hiring support staff, paid planning time, staff room, breaks), thereby helping develop a culture of professionalism in the sector.
- **Activity 7D: Policymakers (Municipal, Provincial/Territorial, Federal):** Support sector stakeholders to develop marketing/promotion strategies for the early childhood education and care sector, describing the benefits to children, families and society at large of exemplary early childhood education and care
- **Activity 7E: Child Care Human Resources Sector Council (CCHRSC):** Continue to communicate the findings and recommendations from the Career Promotions and Recruitment Strategy.

6.6 Recruitment of Qualified Staff

Issue 8: a) Inability to recruit high quality trained staff to the early childhood education and care field;
b) a proportion of graduates of ECE programs are entering the sector without the skills required by employers;
c) some students being encouraged to pursue an ECE degree/diploma are those that have relatively lower educational skills.

Recommendation 8: a) Enable employers to provide both monetary and non-monetary benefits and a positive working environment (also recommended to improve retention);
b) ensure training and curriculum is in line with the needs of employers and
c) actively encourage students with the necessary skill sets to pursue a career in the sector.

- **Activity 8A: Employers/Employer Councils:** Provide both monetary and non-monetary benefits and a positive working environment, with the aim of increasing effectiveness of staff recruitment and retention efforts (thus reducing the frequency of recruitment needs in the long term).
- **Activity 8B: ECEC Organizations/Labour/Professional Associations:** Develop resources and infrastructure support to assist the sector to recruit high quality staff.
- **Activity 8C: Policymakers (Municipal, Provincial/Territorial, Federal):** Support sector stakeholders to develop marketing/promotion strategies for the ECEC sector; provide financial supports to help attract high quality individuals to the sector; develop tracking processes for any recruitment/retention plan to ensure measurable results of any initiatives⁸⁰.

⁸⁰ ELCC Sector Study (2006) Prepared for Government of Saskatchewan identified embedding “tracking processes into [a] Plan to ensure that future efforts at assessing the labour market and related training needs can have more of the breadth and depth that ensure accurate and targeted information.” P.67

- **Activity 8D: Training Institutions/Pedagogical Leaders:** Ensure curricula and training provided is in line with the needs of employers by maintaining active advisory committees that have some employer representation; actively encourage high quality students to pursue careers in the ECEC sector by developing and providing information for high school guidance counsellors.
- **Activity 8E: Child Care Human Resources Sector Council (CCHRSC):** Work with key stakeholders in the ECEC sector to support the sector as a whole with the goal of promoting the occupation of ECE as a professional endeavour and attracting high quality students and staff.

6.7 Retention of Qualified Staff

Issue 9: High rates of staff turnover and attrition.

Recommendation 9: Provide a range of retention tools, strategies and training to those in leadership roles (e.g. administrators, employers, board members, supervisors) on effective retention strategies.

Note: Recommendation 8 a) also applies to retention (i.e., enable employers to provide both monetary and non-monetary benefits and a positive working environment).

- **Activity 9A: Employers/Employer Councils:** Provide both monetary and non-monetary benefits (e.g. time off for and registration costs of professional development, extended health benefits, staff break rooms) and a positive working environment, with the aim of increasing job satisfaction and retention.
- **Activity 9B: ECEC Organizations/Labour/Professional Associations:** Labour organizations work with ECEC/professional organizations and/or employer councils to identify or offer potential solutions regarding retention.
- **Activity 9C: Activity Policymakers (Municipal, Provincial/Territorial, Federal):** Provide financial supports to employers and/or employees to encourage retention of existing ECEC staff.
- **Activity 9D: Training Institutions/Pedagogical Leaders:** Provide training to those in leadership positions on effective practices for retaining staff (e.g., effective leadership strategies, positive and professional work environments and healthy workplace practices).
- **Activity 9E: Child Care Human Resources Sector Council (CCHRSC):** Work with key stakeholders in the ECEC sector to promote the sector as a whole.

6.8 Training

Issue 10: a) A shortage of available qualified graduates/job candidates with adequate training and an overall lower numbers of students with the necessary skill sets entering training for ECE;
b) limited variety of training formats for ECE.

Recommendation 10: a) Encourage and facilitate ECE training/education by providing incentives and financial supports;
b) give recognition of the value of training/education;
c) recognition and portability of credentials of ECE training/education between jurisdictions (e.g. credential recognition systems);
d) develop and promote provincial/territorial and pan-Canadian curriculum frameworks for ECE education and additional alternate modes/formats for ECE training (e.g. credential recognition systems).

- **Activity 10A: Employers/Employer Councils:** Acknowledge training as a benefit to providing high quality, effective early childhood education and care and subsidize the cost of employee training (current or future employees); provide on-the-job orientation and training to ensure new staff are aware of roles/ responsibilities.
- **Activity 10B: Policymakers (Municipal, Provincial/Territorial, Federal):** Provide financial supports to encourage individuals to pursue post-secondary training; introduce province/territory-wide curriculum frameworks for training; examine potential for provision of alternate methods of ECE training delivery; ensure actions dedicated towards training are made in concert with actions for recruitment/retention⁸¹, and work with other jurisdictions to support the development of pan-Canadian occupational standards, common curricula and portability/recognition of credentials where feasible.
- **Activity 10C: ECEC Organizations/Labour/Professional Associations:** Create a culture of professionalism that reinforces the importance of adequate training and recognition and portability of credentials, and work with partners to provide supports (e.g., bursaries, scholarships for recognized training which meets standards).
- **Activity 10D: Training Institutions/Pedagogical Leaders:** Review programs and curricula to ensure training meets the needs of the sector; offer training that is in line with provincial/territorial or pan-Canadian curricula; develop alternative modes of training to facilitate a greater range of students participating in ECE training.
- **Activity 10E: Child Care Human Resources Sector Council (CCHRSC):** Work with key stakeholders in the training/pedagogy area of the sector to ensure training is meeting the needs of the sector; communicate key competencies necessary to be able to work in the sector.

⁸¹ ELCC Sector Study (2006) Prepared for Government of Saskatchewan recommended intertwining any decisions made regarding training with strategies regarding recruitment and retention and the issues were “inescapably inter-twined” (p.67)

6.9 Professional Development

Issue 11: Limited access to and participation in professional development (PD) opportunities is difficult due to: the availability of replacement staff, cost of training/PD, timing (e.g., evenings, weekends, full-time study) and access to relevant/new opportunities.

Recommendation 11: Establish and provide support for various PD opportunities (including Professional Resource Centres), which will enable employers to facilitate their own and their staff's training/PD.

- **Activity 11A: Employers/Employer Councils:** Work collectively to encourage and facilitate staff training/professional development opportunities; where relevant opportunities are not available, work collectively to obtain desirable opportunities (e.g. work with professional associations, unions, or arrange PD together).
- **Activity 11B: ECEC Organizations/Labour/Professional Associations:** Act as a training/professional development provider or broker or provider to deliver expert and high quality PD opportunities consistent with established standards; establish Professional Resource Centres.
- **Activity 11C: Policymakers (Municipal, Provincial/Territorial, Federal):** Provide financial incentives or assistance to encourage/facilitate further training/professional development for both employers/administrators and their staff; provide operational funding for Professional Resource Centres to help develop infrastructure; act as a training/professional development provider or broker.
- **Activity 11D: Training Institutions/Pedagogical Leaders:** Examine the potential to offer professional development activities in unique/innovative ways (e.g. distance education, on-site training).
- **Activity 11E: Child Care Human Resources Sector Council (CCHRSC):** Continue to promote the findings from the Training Strategy project and the key skills, knowledge and abilities identified in the *Occupational Standards for Child Care Administrators*.

6.10 Compensation: Wages and Benefits

Issue 12: The majority of early childhood education and care organizations do not have adequate financial resources, resulting in low wages and a lack of benefits.

Recommendation 12: a) Encourage stakeholders to collaborate to identify innovative practices to increase wages and benefits;
b) develop legislation/policies to increase dedicated funding levels for ECE compensation.

- **Activity 12A: Employers/Employer Councils:** Work with publicly funded groups to help resource HR capacity and infrastructure; employers should share information with each other and act with a collective “voice” when dealing with issues related to compensation.

- **Activity 12B: ECEC Organizations/Labour/Professional Associations:** Collaborate with ECE employees in collective bargaining process; lead strategies to develop resources, tools or employer councils/boards to help employers provide increased wages or benefits, thereby helping to act collectively on this sector-wide issue.
- **Activity 12C: Policymakers (Municipal, Provincial/Territorial, Federal):** Develop legislation to increase dedicated funding levels for ECE compensation.
- **Activity 12D: Training Institutions/Pedagogical Leaders:** Instill in students/individuals receiving training that ECEC is a profession and should be recognized and compensated as such.
- **Activity 12E: Child Care Human Resources Sector Council (CCHRSC):** Continue to publish reports/documents that detail the wage and compensation issues facing the sector; share innovative practices and strategies through publications or websites.

Appendix A: Acknowledgements

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Support for the western Canadian focus groups provided by Michael Colborne. Support for the project in Québec was provided by Orsolya Vaska.

The consulting team wishes to thank the project Steering Committee for its support, input, guidance and coordination activities throughout all phases of the project; the members of the Child Care Human Resources Sector Council; and all of the individual stakeholders of the ECEC sector who participated in focus groups, interviews and the survey. It is only through the participation of the many stakeholders that this research was made possible.

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Appendix B: Glossary Of Terms

List of Acronyms

AB – Alberta
 AHRDA – Aboriginal Human Resources Development Agreement
 BC – British Columbia
 CCHRSC – Child Care Human Resources Sector Council
 CPE – Centre de la petite enfance
 CUPE – Canadian Union of Public Employees
 ECE – Early Childhood Educator
 ECEC – Early Childhood Education and Care
 ELOPEI – Early Learning Operators of Prince Edward Island
 MB – Manitoba
 MCCA – Manitoba Child Care Association
 NB – New Brunswick
 NL – Newfoundland and Labrador
 NS – Nova Scotia
 NT – Northwest Territory
 NU – Nunavut
 NWT – Northwest Territory
 OECD – Organization for Economic Cooperation and Development
 ON – Ontario
 PD – Professional Development
 PE – Prince Edward Island
 QC – Quebec
 SK – Saskatchewan
 YT – Yukon Territory

Governance Model Definitions

For-Profit/Commercial Early Childhood Education and Care Organizations:

- a) **Sole proprietor:** a business owned and operated by one individual (or a husband and wife) that is legally considered an extension of the individual (i.e., individual responsible for all business liabilities and obligations).¹
- b) **Corporation (Incorporation):** creates a business that is a distinct legal entity separate from its owners (shareholders).²
- c) **Partnership:** a legal relationship between two or more persons carrying on a profit-motivated business.³
- d) **Franchise:** a model where a franchisor has set up a system for reproducing his/her business that can then be purchased by a franchisee (i.e. purchase trademark and method of doing business).⁴
- e) **Co-op:** a legally incorporated business owned and controlled by its members, all of whom share liability (based upon the extent of the value of shares held).⁵

¹ <http://sbinfocanada.about.com/cs/startup/g/soleprop.htm>

² <http://sbinfocanada.about.com/od/incorporation/g/incorporation.htm>

³ http://sbinfocanada.about.com/cs/startup/a/formsbusiness_2.htm

⁴ <http://sbinfocanada.about.com/od/startup/g/franchise.htm>

⁵ http://sbinfocanada.about.com/cs/startup/a/formsbusiness_3.htm

Non-Profit Early Childhood Education and Care Organizations

Non-profit organizations “are accountable to the communities they serve through a board of directors, and excess revenues are reinvested in the service. Parents are represented in the management structure and thus have direct input into key decisions.”⁶

- a) **Parent board member operated:** a non-profit organization where parents represent all or the majority of the management structure and thus have direct input into key decisions about programming and staffing.
- b) **Community board member operated:** a non-profit organization where non-parent community members are represented in the management structure and thus have direct input into key decisions about programming and staffing.
- c) **Community organization:** a non-profit organization that provides a wide range of services (i.e., is multi-service) in addition to the ECEC services (e.g. YMCA, YWCA).
- d) **Religious institution:** a non-profit organization whose management structure is affiliated with a particular religious institution.
- e) **Co-op:** a non-profit organization that is controlled and owned by its members.
- f) **Municipal/local government:** a non-profit organization for whom the management structure includes representation from a municipal or local government body.
- g) **Provincial/Territorial government:** a non-profit organization for whom the management structure includes representation from a provincial or territorial government body.
- h) **First Nations Band/Tribal Council operated:** a non-profit organization for whom the management structure includes representation from a First Nations Band/Tribal Council body.
- i) **School board:** a non-profit organization for whom the management structure includes representation from a member(s) of a school board.
- j) **Worksite/private company operated:** a non-profit organization whose management structure is affiliated with a particular commercial organization.
- k) **University or college based:** a non-profit organization for whom the management structure includes representation from a university or college body.
- l) **Aboriginal Human Resources Development Agreement (AHRDA):** a non-profit organization for whom the main or sole source of funding is from an AHRDA.
- m) **Hospital based:** a non-profit organization for whom the management structure includes representation from a hospital body.

Family Child Care Definition – This term is used to refer to services that are provided by an individual in a private residence other than the home of (some) of the children. Services can be provided for up to a maximum of approximately 8 children in most provinces and territories. *Family Child Care* is used throughout the report to refer to this type of ECEC arrangement. *Family Child Care* is known by many names, depending on the jurisdiction (e.g. In-Home Care, Family Day Home, Family Child Care Home, Private-Home Day Care, Home-Based Child Care).

⁶ <http://www.parl.gc.ca/information/library/PRBpubs/prb0418-e.htm>

Appendix C: Examples Of Innovative Human Resources Practices

This appendix provides examples of innovative and exemplary practices for the activities listed in Sections 6.3 to 6.10. Each Activity has been provided below for ease of reference.

Recommendation 2: Create opportunities to enable employers to gain and share knowledge and develop and improve HR understanding and capacity.

Activity 2A: Employers/Employer Councils: Self-organize into a recognizable group (e.g., employer council) to increase HR capacity, achieve HR efficiencies, share knowledge and develop infrastructure.

Examples of Innovative Practices

- Development of employer councils (e.g. Early Learning Operators of PEI (ELOPEI), Associations of CPE in Québec).
- Five regions of Ontario Early Years centres self-organized in Hamilton to provide consistent services, improve the quality of care and develop standard practices and staff salaries.
- The hub model is designed to increase the human resources capacity of a group of ECEC centres. By centralizing the human resources management of several centres there can be efficiencies gained in human resources practices and an economy of scale (shared costs). The hub model approach is currently being explored in Manitoba and British Columbia.

Activity 2B: ECEC Organizations/Labour/Professional Associations: Provide collective leadership for members to advance HR practices and capacity.

Examples of Innovative Practices

- Manitoba Child Care Association retained People First HR Services to provide professional assistance in establishing a market competitive wage scale to enable the child care sector to compete more effectively with other sectors that have similar/comparable jobs <http://www.mccahouse.org/ece-work-force.htm>
- The Ontario Coalition for Better Child Care collaborated with several unions⁷ for pay equity for early childhood education and care workers.
- The Brio Project in Québec was designed to provide professional development for administrators, which would include some administration-related information⁸ <http://www.aqcpe.com/>.

Activity 2C: ECEC Organizations/Labour/Professional Associations: Organizations and individual employers collaborate to help share knowledge and experience regarding the HR role of the employer/administrator in ECEC.

Example of Innovative Practices

- Mentoring Pairs for Child Care, an innovative partnership between the Early Childhood Community Development Centre and Government of Ontario, seeks to enhance child care quality by matching more experienced child care supervisors with less experienced child care supervisors in their own communities. www.mentoringpairsforchildcare.org.

⁷ Canadian Union of Public Employees, Ontario Nurses Association, Ontario Public Service Employees Union, Service Employees International Union, United Steelworkers of America

⁸ <http://www.ccsc-cssge.ca>

Activity 2D: Policymakers (Municipal, Provincial/Territorial, Federal): Provide support for establishment of employer councils or employer structures including recognition of any new body established.

Example of Innovative Practice

- Provincial recognition of Early Learning Operators of PEI (ELOPEI) as an established employer council.

Recommendation 3: a) Establish comprehensive regulations/standards regarding training/education requirements for early childhood education and care administrators; b) post-secondary training institutions develop curricula specific to ECEC *human resources management* in line with developed policy.

Activity 3A: Policymakers (Municipal, Provincial/Territorial, Federal): Establish regulations or licensing standards regarding training requirements or credentialing of ECEC administrators or supervisors (overseen by government in some jurisdictions).

Examples of Innovative Practices

- Ontario Government’s Expert Panel on Quality and Human Resources and the Panel’s report: *Investing in Quality: Policies, Practitioners, Programs and Parents*.
http://action.web.ca/home/crru/rsrscs_crru_full.shtml?x=103995&AA_EX_Session=00219002063fd410dcf649793a58183a

Activity 3B: Training Institutions / Pedagogical Leaders: Develop curriculum regarding the technical aspects of HR management techniques for recruiting, screening, hiring, orienting supervising and evaluating staff; in addition to planning professional development and knowledge of employment standards & legislation.

Examples of Innovative Practices

- Several post-secondary institutions have leadership or administrative programs designed for the ECEC sector:
 - Mount Royal College (Calgary, AB) Child Care Leadership Extension Certificate Program
<http://conted.mtroyal.ca/childcare/>
 - University of Winnipeg (Winnipeg, MB) Child Development and Child Care Program and the Advanced Diploma in Leadership in Early Childhood Care and Education
<http://www.uwinnipeg.ca/index/ds-affiliations#eccee>
 - Fanshawe College (London, ON) Early Development & Learning Leadership & Administration Post Graduate Certificate <http://www.fanshawec.ca/EN/ce/ce/programs/human.html>.
 - Collège Boréal (Sudbury, Ontario) Certificat postdiplôme Administration des services de garde à l’enfance <http://www.borealcol.on.ca/>
 - Niagara College (Welland, ON) Early Childhood Education Administration Certificate – Part Time
http://www.niagaracollege.ca/ce/certificates_pdf/ece_admin.pdf
 - Seneca College (North York, ON) Early Childhood Education Administration Post Diploma Certificate (http://www.senecac.on.ca/parttime/pip-ece_post_diploma.html) and Early Childhood Education Professional Development (http://www.senecac.on.ca/parttime/pip-ece_professional_development.html)
 - Sheridan Institute of Technology and Advanced Learning (Oakville, ON) Early Childhood Education Supervision and Administration Graduate Certificate.
<http://sculptor.sheridanc.on.ca/webapp/wcs/stores/servlet/InterestItemDisplayView?storeId=10051&catalogId=10051&progId=175>

- BC Ministry of Advanced Education’s Leadership, Administration and Management in Child Care Services: A Curriculum Guide for Facilitators. Designed to be a template for training across BC to enhance leadership, administration and management in the ECEC sector.
- BC Aboriginal Childcare Society’s Caring for Our Children, a resource and training kit for Aboriginal children’s programs in BC includes a module on governance and funding & finance.
<http://216.86.121.234:7195/webopac/main?siteid=BCACCS>
- ECEBC and BC Association of Child Care Employers have developed Leadership, Administration and Management (LAM) courses which provide leadership, administration, human resources, financial management and community & board relations training for experienced ECEC practitioners.

Recommendation 4: Develop and disseminate HR tools specifically designed for the ECEC sector to support the implementation of sound HR practices.

Activity 4A: Child Care Human Resources Sector Council (CCHRSC): Develop tools, templates and resources based on existing resources such as the HR Council for the Voluntary and Non-Profit Sector and Trucking Sector Council HR toolkits and the Ontario Coalition for Better Child Care’s Child Care Management Kit.

Examples of Innovative Practices

- HR Council for the Voluntary Not-Profit Sector Toolkit **<http://www.hrcouncil.ca/hr-toolkit/home.cfm>**.
- The Canadian Trucking Human Resources Council
http://www.cthrc.com/site/index.php?option=com_content&task=view&id=59&Itemid=100.
- Ontario Coalition for Better Child Care’s Child Care Management Kit
<http://www.childcaremanagement.ca:80/>
- The Association du personnel cadre des centres de la petite enfance du Québec’s organizational structure management (Association du personnel cadre des CPE du Québec, 3745 St-Jacques, bureau 216, Montréal, QC H4C 1H3, email: association@aper.qc.ca),

Recommendation 5: Enable employers to gain knowledge and experience in relevant aspects of ECEC sector leadership to ensure effective, productive and positive workplace environments.

Activity 5A: Employers/Employer Councils: Individual employers share knowledge and develop opportunities to gain experience regarding the leadership role of the employer/administrator through formal and/or informal networking opportunities (e.g. mentorship).

Examples of Innovative Practices

- In New Brunswick directors of ECEC organizations support and mentor each other to develop leadership skills through a mentoring program called Director to Director (D2D)⁹.
- Vancouver’s Child Care Administrators Network.
- Many individual employers communicate informally with each other regarding various HR leadership roles/responsibilities.

⁹ <http://www.ccsc-cssge.ca>

Activity 5B: ECEC Organizations/Labour/Professional Associations: Share organizational knowledge and facilitate opportunities for employers to gain experience regarding their leadership role (such as leadership skills required to successfully motivate staff, manage conflict and ensure positive work environments) via forums, networks and/or online resources.

Examples of Innovative Practices

- The Canadian Child Care Federation organizes and provides links to various information, resources and research on the role of the employer/administrator in ECEC http://www.cccf-fcsge.ca/home_en.html
- The Durham Region Child Care Forum maintains a Supervisors' Network.
- Rural Voices is developing links for leaders in rural communities <http://ruralvoices.cimnet.ca/cim/86C179.dhtm>; http://ruralvoices.cimnet.ca/cim/86C179_268T25704.dhtm
- Early Childhood Educators of BC (ECEBC)¹⁰ offers a *Communities of Innovation Program* that works with communities to develop and implement local leadership projects that strengthen professional identity, build leadership capacity and/or raise public awareness about the value of ECEC work. ECEBC also offers Team Building/Dealing with Staff Triangles training on building positive staff relations, positive communication skills and professionalism. <http://www.ecebc.ca/>

Recommendation 6: Develop curriculum and programs dealing with *leadership role* of employer/administrator in early childhood education and care and supply resources to enable employers pursue such programs.

Activity 6A: Policymakers (Municipal, Provincial/Territorial, Federal): Provide supports, incentives and information to employers/administrators about the requirements of and how to obtain further education and/or professional development regarding *leadership roles* (e.g. staff motivation, conflict resolution, team building, pedagogical leadership).

Example of Innovative Practices

- The Alberta government offers bursaries to offset the educational costs for individuals in leadership roles or who have the desire to aspire to leadership roles in the ECEC field <http://www.child.gov.ab.ca/home/704.cfm>

Activity 6B: Training Institutions/Pedagogical Leaders: Develop curricula focused on the leadership role of the employer/administrator in early childhood education and care.

Examples of Innovative Practices

- The University of Winnipeg developed and offers the Advanced Diploma in Early Childhood Care & Education Program <http://www.uwinnipeg.ca/index/ds-affiliations>
- Grant MacEwan College (Edmonton, AB) Executive Leadership in the Voluntary Not for Profit Sector program recognizes credits of graduates from the ECE diploma for leaders in the sector to hone their leadership skills <http://business.macewan.ca/gmcc/vsm/home/index.cfm>
- Also see Activity 3B for additional examples of leadership programs.

¹⁰ Utilizing funding from the Ministry of Children and Family Development of BC

Activity 6C: Child Care Human Resources Sector Council (CCHRSC): Provide access to information regarding the leadership role of the employer/administrator in early childhood education and care through dissemination of *Occupational Standards for Child Care Administrators* as well as providing information about how they can be used to i) develop curricula for training related to employers/administrators; and ii) to accredit programs providing training about the leadership role of employer/administrator.

Example of Innovative Practices

- Occupational Standards for Child Care Administrators <http://www.ccsc-cssge.ca>

Recommendation 7: a) Create a culture of professionalism visible to employers, staff, parents, students and the overall community; b) provide information on and publicly recognize the benefits to children, families and society at large of exemplary early childhood education and care practices; c) develop social marketing/promotional strategies for the early childhood education and care sector (see CCHRSC – Career Promotions and Recruitment Strategy).

Activity 7A: Employers/Employer Councils: Employers/employer councils share information on exemplary practices and the benefits of such practices among themselves and with the general public. Employers encourage/support staff to be part of professional/ECEC organizations. Employers maintain membership in professional/ECEC organizations themselves to act as an example for staff. Employers encourage participation in quality enhancement practices/activities.

Examples of Innovative Practices

- Associations of CPE in Quebec share exemplary practices among CPEs.
- The University of British Columbia pays half of the professional development fees for their ECEC staff.

Activity 7B: ECEC Organizations/Labour/Professional Associations: Publicly recognize exemplary practices in early childhood education and care (e.g. appreciation days, awards, honours)

Examples of Innovative Practices

- Ontario Coalition for Better Child Care Annual Child Care Worker & Early Childhood Educator Appreciation Day http://www.childcareontario.org/res/ccwatch/9_3/article9.html
- ECEBC is developing a strategy regarding a \$20 per hour starting wage for ECEs <http://www.ecebc.ca>
- Canadian Child Care Federation's Award for Excellence in Child Care http://www.cccf-fcsge.ca/aboutus/excellence_en.html
- Utilizing funding from the Province of Newfoundland & Labrador, a set of materials for high school students (DVD, pamphlet, brochures) was created.

Activity 7C: Policymakers (Municipal, Provincial/Territorial, Federal): Publicly recognize exemplary practices in early childhood education and care (e.g. appreciation days, awards, honours). Establish funding policies to enable employers to support staff (e.g. hiring support staff, paid planning time, staff room, breaks), thereby helping develop a culture of professionalism in the sector.

Examples of Innovative Practices

- Government of Nunavut's appreciation day for ECEs
- Prime Minister's Award of Excellence in Child Care
http://www.ic.gc.ca/epic/home.nsf/html/pma_site-select-eng.html

Activity 7D: Policymakers (Municipal, Provincial/Territorial, Federal): Support sector stakeholders to develop social marketing/promotion strategies for the early childhood education and care sector, describing the benefits to children, families and society at large of exemplary early childhood education and care.

Example of Innovative Practices

- Government-led promotion/recruitment strategies (e.g., BC, AB, MB, PEI, QC, NL, SK) see 8C & 10b for examples.

Activity 7E: Child Care Human Resources Sector Council (CCHRSC): Continue to communicate the findings and recommendations from the Career Promotions and Recruitment Strategy.

Example of Innovative Practices

- CCHRSC Career Promotions and Recruitment Strategy <http://www.ccsc-cssge.ca>

Recommendation 8: a) Enable employers to provide both monetary and non-monetary benefits and a positive working environment (also recommended to improve retention); b) ensure training and curriculum is in line with the needs of employers and c) actively encourage students with the necessary skill sets to pursue a career in the sector.

Activity 8A: Employers/Employer Councils: Provide both monetary and non-monetary benefits and a positive working environment, with the aim of increasing effectiveness of staff recruitment and retention efforts (thus reducing the frequency of recruitment needs in the long term).

Examples of Innovative Practices

- Provision of monetary and non-monetary staff benefits (e.g. break room, regular breaks, employee recognition, staff empowerment, health benefits, mental health sick days, staff incentives (e.g. work one month with no absences and receive one paid day off).
- Ensure proper leadership skills of supervisors/directors/administrators to facilitate a positive working environment (see Section 6.4 Human Resources Leadership).
- CCHRSC “Employer Governance Models in Canada’s ECEC Sector” that outline innovative and effective workplace practices (www.ccsc-cssge.ca).

Activity 8B: ECEC Organizations/Labour/Professional Associations: Develop resources and infrastructure support to assist the sector to recruit high quality staff.

Examples of Innovative Practices

- Manitoba Child Care Association-led market competitive wage scale (see 6.1.3) and Human Resources Management Kit Guide <http://www.mccahouse.org/resources.htm>
- Early Childhood Development Association of PEI developed wage scales for early childhood educators http://www.ecda.pe.ca/client_images/pdf/Salary%20Scale%20Phase%202%202005.pdf
- Westcoast Child Care Resource Centre maintains a job postings website (among other resources) <http://wstcoast.mrhost.ca/>
- Association of Early Childhood Educators of Ontario’s Bridging Program for Internationally Trained Early Childhood Educators <http://www.aecce.ca/access>

Activity 8C: Policymakers (Municipal, Provincial/Territorial, Federal): Support sector stakeholders to develop social marketing/promotion strategies for the ECEC sector; provide financial supports to help attract high quality individuals to the sector; develop tracking processes for any recruitment/retention plan to ensure measurable results of any initiatives¹¹.

Examples of Innovative Practices

- Government-led promotion/recruitment strategies (e.g., BC, AB, MB, QC, NL, PEI, SK).
- The Government of Newfoundland & Labrador has an early childhood education bursary program that gives \$5,000 to ECE graduates who remain in the province.
http://www.health.gov.nl.ca/health/childcare/pdfiles/elcc_enhancements_2007.pdf
- The Government of Alberta has a \$2,500 scholarship program to attract high school students to the ECE sector **<http://child.alberta.ca/home/704.cfm>**
- Several provinces have recruitment funds to encouraged trained ECEs who have left to return to the field (e.g., Manitoba Recruitment Fund **http://www.gov.mb.ca/fs/childcare/careers_2005.html**)
- The Province of Québec developed market competitive wage scales which increased the base pay for ECEC workers.

Activity 8D: Training Institutions/Pedagogical Leaders: Ensure curricula and training provided is in line with the needs of employers by maintaining active advisory committees that have some employer representation; actively encourage high quality students to pursue careers in the ECEC sector by developing and providing information for high school counsellors.

Example of Innovative Practices

- The Province on Ontario requires training institutions to maintain an advisory committee that has employer representation.

Activity 8E: Child Care Human Resources Sector Council (CCHRSC): Work with key stakeholders in the ECEC sector to support the sector as a whole with the goal of promoting the occupation of ECE as a professional endeavour and attracting high quality students and staff.

Example of Innovative Practices

- CCHRSC People, Programs and Practices: A Training Strategy for the Early Childhood Education and Care Sector in Canada **<http://www.ccsc-cssge.ca>**
- CCHRSC Career Promotions and Recruitment Strategy.

¹¹ ELCC Sector Study (2006) Prepared for Government of Saskatchewan identified embedding “tracking processes into [a] Plan to ensure that future efforts at assessing the labour market and related training needs can have more of the breadth and depth that ensure accurate and targeted information.” P.67

Recommendation 9: Provide a range of retention tools, strategies and training to those in leadership roles (e.g. administrators, employers, board members, supervisors) on effective retention strategies.

Note: Recommendation 8 a) also applies to retention (i.e., enable employers to provide both monetary and non-monetary benefits and a positive working environment).

Activity 9A: Employers/Employer Councils: Provide both monetary and non-monetary benefits (e.g. time off for and registration costs of professional development, extended health benefits, staff break rooms) and a positive working environment, with the aim of increasing job satisfaction and retention.

Examples of Innovative Practices

- See Activities 7a and 8a.
- CCHRSC’s “Employer Governance Models” document highlights several effective practices of individual employers creating positive working environments.
- Local employers develop market competitive wage scales (e.g. Region of Peel, Town of Beaumont, City of Toronto).
- Several employers consulted commented they offer employee awards/recognition (e.g. awards night, gift certificate, paid day off).

Activity 9B: ECEC Organizations/Labour/Professional Associations: Labour organizations work with ECEC/professional organizations and/or employer councils to identify or offer potential solutions regarding retention.

Examples of Innovative Practices

- Ontario Coalition for Better Child Care benefit plan.
- Multi-sector Pension Plan created by CUPE and SEIU¹².
- Many organizations publish newsletters/bulletins on the value of ECEC.

Activity 9C: Policymakers (Municipal, Provincial/Territorial, Federal): Provide financial supports to employers and/or employees to encourage retention of existing ECEC staff.

Examples of Innovative Practices

- The Government of Manitoba offers ECE tuition support.
http://www.gov.mb.ca/fs/childcare/careers_2005.html
- The Government of New Brunswick has completed a pay equity analysis.
<http://www.gnb.ca/0012/Womens-Issues/wg-es/payequityprog/childcarestaff-e.asp>
- Wage subsidies/funding to wage scales in Québec and Manitoba.

¹² Canadian Union of Public Employees (CUPE), Service Employees International Union (SEIU)

Activity 9D: Training Institutions/Pedagogical Leaders: Provide training to those in leadership positions on effective practices for retaining staff (e.g., effective leadership strategies, positive and professional work environments and healthy workplace practices).

Examples of Innovative Practices

See Activity 3B, 4A

Activity 9E: Child Care Human Resources Sector Council (CCHRSC): Work with key stakeholders in the ECEC sector to promote the sector as a whole.

Example of Innovative Practices

- CCHRSC Career Promotions and Recruitment Strategy
<http://www.ccsc-cssge.ca>

Recommendation 10: a) Encourage and facilitate ECE training/education by providing incentives and financial supports; b) give recognition of the value of training/education; c) recognition and portability of credentials of ECE training/education between jurisdictions (e.g. credential recognition systems); d) develop and promote provincial/territorial and pan-Canadian curriculum frameworks for ECE education and additional alternate modes/formats for ECE training (e.g. credential recognition systems).

Activity 10A: Employers/Employer Councils: Acknowledge training as a benefit to providing high quality, effective early childhood education and care and subsidize the cost of employee training (current or future employees); provide on-the-job orientation and training to ensure new staff are aware of roles/responsibilities.

Examples of Innovative Practices

- Development of wage/salary scales that in part reflect the amount of training an employee has received (See Recommendation 12B)
- Employers utilizing practicum placement students to remain aware of the latest developments in the sector¹³.

Activity 10B: Policymakers (Municipal, Provincial/Territorial, Federal): Provide financial supports to encourage individuals to pursue post-secondary training; introduce province/territory-wide curriculum frameworks for training; examine potential for provision of alternate methods of ECE training delivery; ensure actions dedicated towards training are made in concert with actions for recruitment/retention¹⁴, and work with other jurisdictions to support the development of pan-Canadian occupational standards, common curricula and portability/recognition of credentials where feasible.

Examples of Innovative Practices

- The Government of Newfoundland & Labrador provides an educational supplement to certified ECE staff. In addition there is also bursary program for ECE students. \$5000 is available to successful ECE graduates <http://www.health.gov.nl.ca/health/childcare/educsupp.htm>

¹³ An effective practice identified in As identified in Doherty et al, *You Bet I Care: A Canada-Wide Study on Wages, Working Conditions, and Practices in Child Care Centres*, http://action.web.ca/home/cfwwb/attach/ybic_report_1.pdf

¹⁴ ELCC Sector Study (2006) Prepared for Government of Saskatchewan recommended intertwining any decisions made regarding training with strategies regarding recruitment and retention and the issues were “inescapably inter-twined” (p.67)

- Government of Manitoba Workplace Training Program
http://www.gov.mb.ca/fs/childcare/careers_2006.html
- The BC Ministry of Children and Family Development together with the Ministry of Advanced Education and Labour Market development offers a BC Early Childhood Educator Loan Assistance Program which offers \$2,500 to recent ECE graduates to assist in repayment of a BC student loan.
http://www.aved.gov.bc.ca/studentaidbc/repay/repaymentassistance/loanassistance_ece.htm
- Since September 2008 in Alberta, a scholarship of \$2500 has been available to students who have completed the Child Care Orientation Course while in high school and who enroll in an Early Learning and Child Care post-secondary program. <http://www.child.alberta.ca/home/587.cfm>
- The Provinces of Saskatchewan, British Columbia, New Brunswick, Ontario and Québec have developed province-wide curriculum to be utilized in all ECEC settings.
- The Province of Ontario has developed two ECE apprenticeship training program as an alternative to diploma programs.

Activity 10C: ECEC Organizations / Labour / Professional Associations: Create a culture of professionalism that reinforces the importance of adequate training and recognition and portability of credentials, an work with partners to provide supports (e.g., bursaries, scholarships for recognized training which meets standards).

Example of Innovative Practices

- ECEC conferences held in many provinces help create a culture of professionalism for the sector.
- BC Aboriginal Childcare Society¹⁵ provides the Mary Thomas Memorial ECE Scholarship, which recognizes two Aboriginal ECE students for the highest academic achievement in a Basic and Post Basic ECE program.
- ECEBC and Vancity Community Foundation offer an Early Childhood Educator Bursary program.

Activity 10D: Training Institutions / Pedagogical Leaders: Review programs and curricula to ensure training meets the needs of the sector; offer training that is in line with provincial/territorial or pan-Canadian curricula; develop alternative modes of training to facilitate a greater range of students participating in ECE training.

Examples of Innovative Practices

- Post-secondary ECEC lab schools.
- Advisory Committees required at all Ontario post-secondary institutions.
- A potential ECE apprenticeship program is currently being examined at in Alberta
<http://www.child.gov.ab.ca/home/704.cfm>

Activity 10E: Child Care Human Resources Sector Council (CCHRSC): Work with key stakeholders in the training/pedagogy area of the sector to ensure training is meeting the needs of the sector; communicate key competencies necessary to be able to work in the sector.

¹⁵ With funding from the BC Ministry of Children and Family Development.

Examples of Innovative Practices

- CCHRSC Training Strategy
<http://www.ccsc-cssge.ca>
- Occupational Standards for Child Care Administrators
<http://www.ccsc-cssge.ca>

Recommendation 11: Establish and provide support for various PD opportunities (including Professional Resource Centres), which will enable employers to facilitate their own and their staff's training/PD.

Activity 11A: Employers/Employer Councils: Work collectively to encourage and facilitate staff training/professional development opportunities; where relevant opportunities are not available, work collectively to obtain desirable opportunities (e.g. work with professional associations, unions, or arrange PD together).

Examples of Innovative Practices

- Provide paid professional development days where training may be provided in-house, on a schedule day of the year (similar to education sector PD days).
- Provide financial support / incentives for staff to pursue PD activities (e.g. cover costs, pay increase with training received).
- Employers dedicate a certain percentage of their overall budget (e.g. 1%) to training and professional development.
- ELOPEI provided a series of HR-related workshops to provide training to employers.

Activity 11B: ECEC Organizations/Labour/Professional Associations: Act as a training/professional development provider or broker or provider to deliver expert and high quality PD opportunities consistent with established standards; establish Professional Resource Centres.

Examples of Innovative Practices

- Several P/T organizations offer professional development opportunities targeted to leaders in the sector. For example Child Care Connection Nova Scotia offers an online resource library, professional development opportunities and various resources <http://www.cccns.org/>
- Professional Resource Centres (e.g. Early Childhood Community Development Centre (St. Catherine's, ON) provides infrastructure support for ECEC organizations <http://www.eccdc.org/>
- Coordinated/common table bargaining with employers (e.g. CUPE in Ontario, MGEU¹⁶ in Manitoba)

Activity 11C: Policymakers (Municipal, Provincial/Territorial, Federal): Provide financial incentives or assistance to encourage/facilitate further training/professional development for both employers/administrators and their staff; provide operational funding for Professional Resource Centres to help develop infrastructure; act as a training/professional development provider or broker.

¹⁶ Manitoba Government Employees Union

Examples of Innovative Practices

- Government of Nunavut is providing training locally in rural/remote communities.
- The Government of Alberta provides Accreditation Professional Development funds to help cover program/textbook costs for directors/administrators upgrading their skills
<http://www.child.alberta.ca/home/765.cfm>
- The BC Ministry of Children and Family Development provides professional development funding to various organizations to develop, deliver and assist with the cost of PD and training opportunities for ECEs.

Activity 11D: Training Institutions/Pedagogical Leaders: Examine the potential to offer professional development activities in unique/innovative ways (e.g. distance education, on-site training).

Examples of Innovative Practices

- The Government of Nunavut is providing on-site professional development opportunities to minimize the burden placed on individuals and to encourage participation in training/professional development.

Activity 11E: Child Care Human Resources Sector Council (CCHRSC): Continue to promote the findings from the Training Strategy project and the key competencies identified in the Occupational Standards for Child Care Administrators.

Examples of Innovative Practices

- CCHRSC Training Strategy identifies gaps in the delivery of professional development for the sector
<http://www.ccsc-cssge.ca>
- Occupational Standards for Child Care Practitioners¹⁷ and Administrators can be used to measure gaps in professional development and identify specific areas of interest <http://www.ccsc-cssge.ca>

Recommendation 12: a) Encourage stakeholders to collaborate to identify innovative practices to increase wages and benefits; b) develop legislation/policies to increase dedicated funding levels for ECE compensation.

Activity 12A: Employers/Employer Councils: Work with publicly funded groups to help resource HR capacity and infrastructure; employers should share information with each other and act with a collective “voice” when dealing with issues related to compensation.

Example of Innovative Practices

- Early Learning Operators of PEI (ELOPEI) worked collectively to hire an HR specialist to develop tools for them to participate in collective bargaining process.

Activity 12B: ECEC Organizations/Labour/Professional Associations: Collaborate with ECE employees in collective bargaining process; lead strategies to develop resources, tools or employer councils/boards to help employers provide increased wages or benefits, thereby helping to act collectively on this sector-wide issue.

¹⁷ Occupational Standards for Child Care Practitioners developed by Canadian Child Care Federation.

Examples of Innovative Practices

- Manitoba Child Care Association market competitive wage scale.
<http://www.mccahouse.org/documents/MarketCompetitiveSalaryDocument.pdf>
- Province of Québec and Régime de retraite du personnel des CPE et des garderies conventionnées du Québec's pension plan. Centre de formation populaire (CFP) and Relais-Femmes' social economy sector pension plan.

Activity 12C: Policymakers (Municipal, Provincial/Territorial, Federal): Develop legislation to increase dedicated funding levels for ECE compensation.

Examples of Innovative Practices

- Province of Québec provided dedicated funding to increase the pay of ECE workers to a market competitive level (pay equity).

Activity 12D: Training Institutions/Pedagogical Leaders: Instil in students/individuals receiving training that ECEC is a profession and should be recognized and compensated as such.

Examples of Innovative Practices

- Investing in Quality: Policies, Practitioners, Programs and Parents – Career Ladder, Proposed Practitioner Roles and Education Requirements
http://www.gov.on.ca/children/graphics/stel02_183340.pdf

Activity 12E: Child Care Human Resources Sector Council (CCHRSC): Continue to publish reports/documents that detail the wage and compensation issues facing the sector; share innovative practices through publications or websites.

Examples of Innovative Practices

- CCHRSC report: Child Care Wages and a Quality Child Care System
<http://www.ccsc-cssge.ca>
- CCHRSC *Employer Governance Models* <http://www.ccsc-cssge.ca>

Appendix D: Survey Instrument

A. INTRO AND SCREENING

Hello, may I please speak with: _____ (contact name)

Hi, my name is _____. I'm calling from Malatest on behalf of the Child Care Human Resources Sector Council. We are conducting a study about human resources needs and issues in the early childhood education and care sector. We are calling to invite you to complete the survey over the telephone, but for your convenience, the survey is also available online. The results of this survey will be used to guide the design of human resource tools and strategies for individuals dealing with human resource management.

Your participation is entirely voluntary, and you may withdraw participation at any time. Your responses will remain confidential and all of the responses will only be reported as group data. The survey takes approximately 30 minutes to complete. May I do the survey with you now, or would you prefer to complete it online?

1. Continue with telephone survey
2. Schedule call-back
3. Prefer to complete online

[Record email address _____]

I will read your email back to you to ensure that I wrote it down correctly. [Read email address]

The subject line of the email will be CCHRS Supporting Employers in Child Care.

A1. Are you responsible for some or all of the human resource management at your organization (e.g. hiring staff, supervising staff, setting workplace standards, salaries and benefits)?

1. Yes
2. No

A2. **[If A1=2, No]** As this survey deals with human resource issues and needs we need to speak with the person who deals with human resources in your organization. May I please have the name of the person who is responsible for human resources management in your organization?

Record new name and contact information. Name _____

Phone _____

Email: _____

A2a. **[If A2=2, and over the telephone]** Is [recall new contact name] available?

1. Yes [Go to Intro]
2. No [Go to A2b]

A2b. **[If A2a=2, and over the telephone]** Thank you for your time, someone from our firm will be in contact with [recall new contact name].
(end call)

A2c. **[If A1=2, and online]** Thank you for your time, someone from our firm will be in contact with [recall new contact name].
(you may now close the window browser)

A3. Which of the following activities are included among your responsibilities (Check all that apply)?

1. Establishing staff compensation, salaries & benefits, and working conditions
2. Hiring of staff
3. Performance evaluation
4. Planning and development of employee training
5. Organization of employee training activities
6. Establishing human resources policies and procedures

B. ORGANIZATIONAL PROFILE

In this next section, we would like to ask a few questions about your organization.

B1. How many child care locations or sites does your organization maintain under your responsibility?

Enter number of locations _____

B2. About how many licensed child care spaces does your organization maintain for the following age groups, across all locations under your responsibility?

0-2 year-old _____

3-5 year-old _____

6-12 year-old _____

B3a. About how many of the following types of staff members does your organization employ? Please include all full-time, part-time and on-call/substitution staff across all locations under your responsibility.

1. Front-line ECEs and ECE assistants _____
2. Supervisory staff _____
3. Other staff related to the delivery of child care
(e.g. support staff, admin staff) _____

B3b. Does your organization employ a dedicated Human Resources staff person?

1. Yes
2. No

B4. What is the approximate size of your annual operating budget for the child care portion of your organization? Is it...

1. Less than \$250,000
2. \$250,000 to \$500,000
3. \$500,000 to \$1 million
4. \$1 million to \$3 million
5. \$3 million to \$5 million
6. More than \$5 million
7. No response/do not wish to respond

B5. Is your organization best described as a “for-profit” or “non-profit” organization?

1. For-profit
2. Non-profit

B6. [If B5=1, For-profit] What type of governance structure best describes your organization? (Read list)

1. Sole proprietor
2. Co-op
3. Franchise
4. Partnership
5. Corporation
6. Other _____

B7. [If B5=2, Non-profit] What type of governance structure best describes your organization?

(Check all that apply)

1. Community board member operated
2. Parent board member operated
3. First Nations Band/Tribal Council operated
4. Aboriginal Human Resources Development Agreement (ARHDA)
5. Religious institution
6. Community organization (e.g. YMCA/YWCA, etc.)
7. Worksite/private company operated
8. Co-op
9. Hospital
10. University or college
11. School board
12. Provincial/territorial government
13. Municipal/local government
14. Other _____

B8a. Would you legally be considered the employer at your organization?

1. Yes
2. No
3. Don't know

B8b. [If B8a=2, No] Who is the legal employer at your organization?

D. RECRUITMENT AND RETENTION

In this next section we would like to ask you about the early childhood education and care staff currently working for your organization as well as your current practices for attracting and retaining qualified staff.

D1. To what extent has staff turnover (including maternity/parental leave) been an issue during the last two years? Would you say it has been... (Read list)

1. A major issue
2. A modest issue
3. Not an issue

D2. In the past 12 months, about how many child care staff (i.e. directors/supervisors, ECEs, ECE assistants) have left your organization for reasons other than being terminated or leaving because they did not meet standards? How many...

1. Directors/supervisors _____
2. ECEs _____
3. ECE Assistants _____

D3. [Ask if D2>0] Of the child care staff who left within the past 12 months, about how many were...

1. with the organization for less than 1 year _____
2. with the organization for 1 to 2 year _____
3. with the organization for 2 to 5 years _____
4. with the organization for more than 5 years _____

D4. Does your organization routinely conduct exit interviews (i.e. talk to the individual leaving to determine their reasons for leaving)?

1. Yes
2. No

D5a. [Ask if D2.1>0] What have been the most common reasons why **directors/supervisors** have left your organization? (Read list, check all that apply)

1. Wanting better pay
2. Wanting better benefits
3. Wanting shorter hours
4. Job did not meet their expectations
5. Health issues
6. Changed occupation – no longer working in early childhood education and care
7. Moved to education sector
8. Lack of support or resources to do job
9. Maternity leave/parental leave
10. Family care issues
11. Were of retirement age
97. None of the above

D5b. [Ask if D2.1>0] Are there any other reasons why **directors/supervisors** have left your organization?

D6a. [Ask if D2.2>0 or D2.3>0] What have been the most common reasons why **ECEs or ECE Assistants** have left your organization? (Read list, check all that apply)

1. Wanting better pay
2. Wanting better benefits
3. Wanting shorter hours
4. Job did not meet their expectations
5. Health issues
6. Changed occupation – no longer working in early childhood education and care

7. Moved to education sector
8. Lack of support or resources to do job
9. Maternity leave/parental leave
10. Family care issues
11. Were of retirement age
97. None of the above

D6b. [Ask if D2.2>0 or D2.3>0] Are there any other reasons why **ECEs or ECE Assistants** have left your organization?

D7. In the past 12 months, how many child care staff (i.e. directors/supervisors, ECEs, ECE assistants) have been **terminated or left because they did not meet standards**?

1. Directors/supervisors _____
2. ECEs _____
3. ECE Assistants _____

D8. [Ask if D7>0] Of the staff who were **terminated or left because they did not meet standards** within the past 12 months, about how many were...

1. with the organization for less than 1 year _____
2. with the organization for 1 to 2 years _____
3. with the organization for 2 to 5 years _____
4. with the organization for more than 5 years _____

D9a. [Ask if D7.1>0] What have been the most common reasons why **directors/supervisors** have been **terminated or left because they did not meet standards**? (Read list, check all that apply)

1. Failure to follow policies
2. Lack of communication skills
3. Insubordination
4. Chronic absenteeism/attendance issues
5. Confidentiality issues
6. Lack of management skills
7. Lack of pedagogical leadership skills/ability in program planning
8. Lack of leadership skills
97. None of the above

D9b. [Ask if D7.1>0] Are there any other reasons why **directors/supervisors** have been terminated or left because they did not meet standards?

D10a. [Ask if D7.2>0 or D7.3>0] What have been the most common reasons why **ECEs or ECE assistants** have been **terminated or left because they did not meet standards**? (Read list, check all that apply)

1. Failure to follow policies
2. Lack of communication skills
3. Insubordination
4. Chronic absenteeism/attendance issues
5. Confidentiality issues
6. Poor supervision skills
7. Lack of pedagogical leadership skills/ability in program planning
8. Lack of leadership skills
97. None of the above

D10b. [Ask if D7.2>0 or D7.3>0] Are there any other reasons why **ECEs or ECE assistants** have been terminated or left because they did not meet standards?

D11. What strategies has your organization implemented to assist you in **retaining staff/reducing turnover** of child care staff? Please explain.

D12. In the past 12 months, have you had any difficulty recruiting staff for available child care positions?

1. Yes
2. No

D13. [If D12 = 1, yes] For which position(s) have you have difficulty recruiting staff? (Read list, check all that apply)

1. ECEs
2. ECE assistants
3. Directors/supervisors
4. Other child care staff _____

D14. [Ask if D12=1, Yes] In your opinion, what are the main reasons for these recruiting challenges?

D15a. What strategies does your organization typically use to **recruit** child care staff? (Read list, check all that apply)

1. Newspaper ad
2. Post job ad online
3. Career fair/job fair
4. Word of mouth/networking
5. Post job ad at post-secondary institutions

6. Provincial/local child care organizations
7. Practicum students
97. None of the above

D15b. Are there any other effective strategies that your organization uses to **recruit or attract** child care staff? Please explain.

E. HIRING PRACTICES

This next section focuses on your organization's hiring practices of early childhood education and care workers.

E1. Compared to the past 5 years, over the past year, how many applications for available child care positions did you receive? (Read list)

1. Less than in the past
2. About the same as in the past
3. More than in the past
4. Did not have any open positions/job postings.

E2. [Ask if E1=1,2,3] Generally, of these applicants, how many were qualified for the job(s) in demand? (Read list)

1. Most of the applicants
2. Some of the applicants
3. Few of the applicants
4. None of the applicants

E3. What type of screening of candidates do you do prior to hiring a new early childhood education and care staff? (Read list, check all that apply)

1. Review application/resume
2. Criminal record check
3. Conduct interviews
4. Reading, writing and basic math skills testing
5. Problem solving skills testing
6. Check references
7. Attitude testing
8. Aptitude testing
9. Obtain copy of diploma or degree
10. Obtain copy of certification by province
11. Conduct performance test/on-the-floor testing
12. Other (specify) _____
97. Do not conduct screening

E4. Are there any innovative strategies that your organization uses when hiring child care staff? Please explain.

G. HUMAN RESOURCES PARTNERSHIPS

G1. What kinds of human resources partnerships or collaborative efforts, if any, have you developed in order to increase your human resources capacity?

1. No partnerships developed
2. Other (specify) _____

G2. [If G1=2, have developed partnerships] What do you see as the greatest benefits of partnerships or collaborative efforts?

H. ROLE OF THE EMPLOYER AND HR NEEDS

The following section deals with the role of employers and individuals responsible for human resource management in the early childhood education and care sector.

H1a. In your opinion, in the early childhood education and care sector, what is the role of the employer when it comes to human resources?

H1b. What are the main challenges in fulfilling your human resource management role in the early childhood education and care sector?

H2a. Are you familiar with the Occupational Standards for Child Care Administrators developed by the Child Care Human Resources Sector Council?

1. Yes
2. No

H2b. Are you familiar with the Occupational Standards for Child Care Practitioners developed by the Canadian Child Care Federation?

1. Yes
2. No

H3. Thinking of your own career, have you participated in any human resources, management or leadership training or professional development related to your current position?

1. Yes
2. No

H4. **[If H3=1, Yes]** What kind of human resources, management or leadership training or professional development have you participated in?

H5. How easy is it for you to access training or professional development related to human resources, management or leadership?

1. Very easy
2. Somewhat easy
3. Neutral
4. Somewhat difficult
5. Very difficult

H6. What do you see as the greatest barriers that limit your ability to take any human resources, management or leadership training or professional development?

H7. Does your organization have any innovative practices for providing human resources, management or leadership training or professional development?

H8. Do you feel you or your management team would benefit from or will need any training or professional development related to human resource management in the next 2 to 3 years?

1. Yes
2. No

H9. **[If H7=1, Yes]** In your opinion, who could benefit **most** from human resource training or professional development at your organization? (Read list, choose one)

1. Board members
2. Owner/operator
3. Director/CEO
4. Manager/supervisor
5. Program coordinator
6. Administrators
7. Front-line staff
8. Other _____

H10. I will now read you a list of human resources-related topic areas. For each topic area, please indicate whether you believe that you or someone else in your organization would benefit from training or assistance in that area.

1. Yes
2. No

Do you believe that you or someone else in your organization would benefit from training or assistance in...

1. Development of human resources policies
2. Creation of job descriptions
3. How to prepare employees for future roles within the organization (employee development)
4. How to find and attract suitable staff
5. How to select and hire suitable staff
6. Staff orientation
7. Staff training
8. How to review staff performance
9. Leadership, mentoring and coaching skills
10. Team building skills
11. Conflict management skills
12. Job evaluation and compensation planning
13. Employment standards and human rights legislation
14. Understanding the human resources roles and responsibilities of the employer
15. Written and oral human resources communication skills
16. Use of human resources data tracking systems

H11. Is there any other human resources training or professional development you feel would be beneficial for you or someone else in your organization?

1. Yes (specify) _____
2. No

I. FINAL COMMENTS

I1. Overall, what do you see as the **one** greatest human resources need or issue facing your organization?

I2. In addition to the effective or innovative strategies we have already discussed, does your organization have any additional effective or exemplary practices for human resources issues?

I3. Do you have any other comments to make about human resources needs or issues, or any other topic addressed in this survey?

From time to time, the Child Care Human Resources Sector Council contacts people in the Early Learning and Child Care field regarding various areas of interest.

I4a. Do you consent to allow the Child Care Human Resources Sector Council to contact you with opportunities to participate in future research about this or other important issues facing the early childhood education and care sector?

1. Yes
2. No

I4b. Do you consent to allow the Child Care Human Resources Sector Council (CCHRSC) to use the information collected to contact you for future or follow-up research related to this project?

1. Yes
2. No

I4c. The Child Care Human Resources Sector Council (CCHRSC) periodically releases information related to the early childhood education and care sector. Would you like to be sent information by the CCHRSC on various topics of interest for the early childhood education and care sector?

1. Yes, print
2. Yes, electronic
3. No

I4d. Would you like to receive information on the results of this study, the Supporting Employers in Child Care project?

1. Yes
2. No

[If yes to I4a,b,c or d] Please provide us with the following contact information:

First Name: _____ Last Name: _____

Address: _____

Phone (Including Area Code): _____

Email: _____

Representing (Name of Association): _____

That is all the questions I have.

Thank you for taking the time to complete our survey.

Appendix E: Key Informant Interview Guide

Supporting Employers in the Early Childhood Education and Care Sector KEY INFORMANT INTERVIEW GUIDE

INTRODUCTION

Thank you for agreeing to participate in an interview for the *Supporting Employers in the Early Learning and Child Care Sector* project on behalf of the Child Care Human Resources Sector Council (CCHRSC). Past research has shown that there is a lack of a clear definition and information about who child care employers are, the range of employers' human resources needs and how those needs can best be met. It is with this in mind that the CCHRSC has initiated this pan-Canadian study of the human resources needs and issues facing employers in the early learning and child care sector.

The CCHRSC has contracted R.A. Malatest & Associates Ltd. to conduct the *Supporting Employers* project, which will include a literature review on the current human resources (HR) needs and issues facing the sector, a pan-Canadian survey of employers, as well as focus groups and interviews with key stakeholders in the sector.

R.A. Malatest & Associates Ltd. is conducting a series of interviews to provide context and information on the HR needs and issues facing employers in various regulated settings, to identify current effective tools or practices used to address HR issues, and to identify areas where HR resources or tools could be developed. This interview will give you an opportunity to provide your views on these topics from your own perspective.

This interview should take approximately 45 minutes to one hour. Your participation in this research is voluntary. Every effort will be made to ensure that the information collected is accurately recorded and used. Any information you provide will be kept confidential, and used only for research purposes.

Thank you for your time and input into this important research. If you have any further inquiries about this project, please contact Jacob Sulkers of R. A. Malatest & Associates Ltd. at:

Phone: 780-448-9042

Toll free phone: 1-877-665-6252

Toll free fax: 1-866-448-9047

Email: j.sulkers@malatest.com

Alternatively, you may contact Kathryn Ohashi, CCHRSC Finance and Project Manager at:

Phone: 613-239-3100

Fax: 613-239-0533

Email: kathryn.ohashi@ccsc-cssge.ca

Project website: <http://www.ccsc-cssge.ca>

SECTION A: BACKGROUND

A1. Please provide a brief description of your current role in the early learning and child care sector.

SECTION B: ISSUES AND CHALLENGES

B1a. In your opinion, what are the key internal and external human resource issues or challenges facing the early learning and child care sector today?

- *For example, recruitment, retention, internal capacity for HR issues, leadership, lack of HR training/skills in organizations, integration of foreign workers.*

B1b. Which of these issues would you say are the top 3 issues facing the sector?

Issue A.

Issue B.

Issue C.

We will now discuss each of the top 3 issues in more detail.

B2a. In what way is “Issue A” a key HR challenge or issue for the early learning and child care sector?

B2b. What do you think are the root causes of “Issue A”?

B2c. Is “Issue A” prevalent in all areas of the sector (e.g. non-profit vs. for-profit, small vs. large employers, home-based vs. centre-based, urban vs. rural)?

B2d. Is “Issue A” local, provincial or national in scope?

B2e. How do you see “Issue A” impacting the sector in the future?

• *Will the impact be long-term or short-term?*

B3a. In what way is “Issue B” a key HR challenge or issue for the early learning and child care sector?

B3b. What do you think are the root causes of “Issue B”?

B3c. Is “Issue B” prevalent in all areas of the sector (e.g. non-profit vs. for-profit, small vs. large employers, home-based vs. centre-based, urban vs. rural)?

B3d. Is “Issue B” local, provincial or national in scope?

B3e. How do you see “Issue B” impacting the sector in the future?

• *Will the impact be long-term or short-term?*

B4a. In what way is “Issue C” a key HR challenge or issue for the early learning and child care sector?

B4b. What do you think are the root causes of “Issue C”?

B4c. Is “Issue C” prevalent in all areas of the sector (e.g. non-profit vs. for-profit, small vs. large employers, home-based vs. centre-based, urban vs. rural)?

B4d. Is “Issue C” local, provincial or national in scope?

B4e. How do you see “Issue C” impacting the sector in the future (i.e. becoming more or less prevalent)?

- *Will the impact be long-term or short-term?*

B5. Are there any important demographic or societal trends affecting human resources in the early learning and child care sector? (e.g. birth rates, immigration rates, post-secondary completion rates, retirement rates, etc.)

- *Do you see these trends impacting human resources in the early learning and child care sector in the future? If so, in the short-term or long-term?*

SECTION C: CURRENT AND EFFECTIVE PRACTICES

C1. Are you aware of tools or practices being used to help address “Issue A” facing the early learning and child care sector?

- *Are these methods effective? Why or why not?*

C2. Are you aware of tools or practices being used to help address “Issue B” facing the early learning and child care sector?

- *Are these methods effective? Why or why not?*

C3. Are you aware of tools or practices being used to help address “Issue C” facing the early learning and child care sector?

- *Are these methods effective? Why or why not?*

C4. Are there any other effective or innovative human resources tools or practices being used to address key issues facing the sector that you would like to highlight?

SECTION D: PRIORITIES AND TOOL DEVELOPMENT

D1. Do you think employers in the early learning and child care sector could benefit from HR-specific training?

- *If yes, what kind of human resources training would be beneficial?*
- *Who in the child care organization would best benefit from HR training (e.g. board member, owner/operator, director/CEO, manager/supervisor, program coordinator, administrator, front-line staff)?*

D2. What do you see as the current priorities for HR tool development in the child care sector? That is, what type(s) of human resource tools or resources do you feel could be developed to help employers address their human resources issues/challenges?

- *E.g. HR templates: job description, employee training manual, interview questions, evaluation tools, etc.; training programs, workshops, online training/resources, benefits program, promotion of sector, etc.*
- *Who would best be suited to develop these tools/resources (e.g. CCHRSC, post-secondary institutions, government, child care organization)?*

D3. Are there regulatory or policy changes that could be developed to help employers address their HR needs and issues?

D4. What organizations or stakeholders do you think may be well-positioned to contribute to solutions to the HR issues and challenges facing employers? What role would they play?

- *e.g. CCHRSC, post-secondary institutions, government, child care organizations, labour organizations?*

SECTION E: FINAL COMMENTS

E1. Do you have any other comments you would like to make?

Thank you very much for your participation!

Appendix F: Focus Group Moderator's Guide

Supporting Employers in the Early Childhood Education and Care Sector

FOCUS GROUP GUIDE

Child Care Human Resources Sector Council

WELCOME (5 MINUTES)

First of all, **thank you** very much for coming today. My name is _____, and I work for R.A. Malatest & Associates. We have invited you here to discuss your thoughts on the human resources issues and needs facing employers in the early learning and child care sector.

This study is being conducted on behalf of the Child Care Human Resources Sector Council (CCHRSC). Information collected in our discussion today will help the CCHRSC identify priority human resources needs and issues facing the early learning and child care sector, and will help guide the development of new tools or resources to help employers address these needs.

Before we begin, I would like to remind you that your participation in this discussion group is **strictly voluntary**. The session will be **audio taped**. We tape discussions like this so that we don't have to remember everything that is said and to make sure the information we report is accurate. Anything you say will remain **confidential**—that is, your name will not be associated with anything you say. If you do not wish to participate, this will not affect you in any way. **Does everyone want to continue?**

The discussion should take about **two hours**. We'll take a short break part way through. Please feel free to get up and have some food or drink at any time.

Remember, there are **no right or wrong answers**. I'd like everyone to have a chance to talk and make any comments that you think are important to the discussion. I'd just like to ask that you **talk one at a time**, and please **try not to interrupt anyone** when they are speaking - this also makes it easier for me to listen to the tape afterwards.

My main role is to make sure the discussion stays on track and that everyone has a fair chance to contribute.

Are there any questions before we start?

Note: Suggested time allocation for each section is approximation only

Note: Italics indicate prompt questions and moderator notes.

INTRODUCTIONS (5 minutes)

A1. First, I'd like to start by going around the table and having everyone introduce themselves. Please tell us your **first name** and your **current role in the early learning and child care field**.

CHALLENGES AND SOLUTIONS (1 HOUR)

I'd like to begin by discussing some of the human resources issues or challenges facing employers in the early learning and child care sector.

B1. To begin, I'd like to make a **list** of the human resources challenges or issues facing employers in the early learning and child care sector. We will then discuss some of the issues in more depth.

What do you see as the greatest human resources challenges or issues facing employers?

- *If needed: for example, recruitment, retention, leadership, training, funding.*
- *If respondents focus mainly on external issues (i.e. lack of funding, lack of qualified staff, etc.) please ask: Are there internal HR issues that you find are an issue or challenge (e.g. the need to wear multiple "hats", lack of HR training, leadership skills etc.)*

Note: List issues on the white board/flip chart and repeat each suggestion as it is made.

B2. Next, I'd like to choose 3 issues to discuss in more detail. Which of these issues do you think are the top 3 most pressing issues facing employers?

Note: Try to focus on 3 issues. Many issues are interrelated. If cannot differentiate between issues, please focus on External issues as one topic area and Internal issues as another.

Now we are going to discuss each of issues/challenges that you have identified in more detail.

To begin, we will talk about (Issue 1) (Repeat section for Issues 2 and 3).

B3. In what way is "Issue 1" a challenge for the sector?

Probe questions: please follow-up with all questions:

- *What do you think are the root causes of "Issue 1"?*
- *Does this issue impact all areas of the sector equally (e.g. non-profit vs. for-profit, small vs. large employers, home-based vs. centre-based, urban vs. rural)?*
- *How will this impact the sector in the future (i.e. either short or long-term)?*

B4. Are you aware of any effective tools, resources or practices that employers are currently utilizing to address "Issue 1"?

- *How are they effective?*

B5. What kind of tools, resources or practices do you think **could be developed** to help employers address "Issue 1"?

- *Who would be best suited to develop it (e.g. post-secondary institution, child care organization, government, etc.)?*
- *Note: basic discussion about potential resources – do not duplicate section C.*

10 Minute Break

TOOL DEVELOPMENT – GROUP ACTIVITY (35 MINUTES)

Now, I would like to split the discussion into smaller groups in order to allow everyone to talk a little easier. **[Moderator will give everyone a number – 1, 2 or 3 – and split room into smaller discussion groups.]** *Note: groups to be 3-4 people max.*

C1. If you were in charge of creating a resource, tool or service to help employers manage their human resources issues, what would you create? These resources can be designed to address the issues we've discussed today, or any other human resources issues that you think are important. I'll give your group about 10 minutes to come up with some ideas. After 10 minutes we'll discuss each group's ideas.

Note: Give handout with general instructions on group activity.

Things I would like you to cover in your groups are...

- *What kind of information, tool, template or service(s) would you create?*
- *Who would develop or deliver it?*
- *Who would fund it (e.g. users, government, child care organizations, etc.)*
- *Who would the resource be designed for (e.g. directors, board members, front-line workers)?*

Prompt if necessary:

Examples include:

- *Training on for human resources in the child care sector*
- *Additional university/college training programs for ECE/front-line workers*
- *Benefits program*
- *HR tools (e.g. behaviour-based questions for staff interviews, job/role descriptions, recruitment and selection checklist)*
- *Recruitment/promotion of the sector to general public*
- *Description of employer role/responsibility related to HR*
- *Creation of minimum standards of management/leadership training for directors/employers*
- *Tips for employee performance review/evaluation*

After 10 minutes have groups briefly present ideas.

Follow-up questions for group discussion:

- *Why did you choose this resource, tool or service to address employers' HR needs/issues?*
- *What are the benefits (i.e. in what ways would this help address HR needs)?*
- *What are the drawbacks or challenges?*

WRAP UP (5 MINUTES)

Would anyone like to make any **further comments** that you feel are important to our discussion tonight?

Thank you very much for taking the time to be here, and for sharing your thoughts and experiences. You have provided **important feedback** that will be used to make recommendations on ways to address the key human resources needs and issues facing the early learning and child care sector.

What you have told us today is **anonymous**, but we will be developing and sharing a summary of the key findings from tonight's discussion with the CCHRSC.

Thanks again for taking the time to come and share your thoughts with us tonight.

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