Good Governance of Child Care:

What Does it Mean? What does it look like?

Introduction, Template and Model Summaries

INTRODUCTION

The Coalition of Child Care Advocates of BC (CCCABC) has a vision of a community-based, publicly funded, high quality, universal child care system. Just like other community and public services, we know that child care needs to be planned for, developed and delivered at the community level – with adequate and stable public funding and supportive policy. That is why "Our Child Care Plan" (www.cccabc.bc.ca/cccabcdocs/index.html) calls for "**parent/community controlled governing structures to oversee the planning, development, and management"** of child care services.

While community governed child care has always been part of our vision, our answers to important questions like "What do you mean by community-based governance?" or "How would it work?" haven't been very clear or specific.

Now, with funding from the VanCity Community Foundation and in partnership with the Canadian Centre for Policy Alternatives (BC Office), we are working on a project to help move us from a vision of community-based governance for child care to concrete policy options and recommendations for what good governance of child care looks like.

Why Now?

When we began this project we anticipated significant new public investments in child care. In 2005, the provincial and federal government signed an Agreement in Principle on Early Learning and Child Care. Under this Agreement, BC was to receive over $630 million from the federal government over 5 years to begin building a child care system in BC. With significant growth and expansion on the agenda, CCCABC felt that effective planning and good governance were essential to make sure that public investments met community needs and built community services that we would all be proud of.

Regrettably, after 2 years, the federal government cancelled its agreement with BC and other provinces. BC lost $455 million dedicated to regulated child care. Even more regrettably, the province did not invest much of the $177 million it did receive through this Agreement in building a child care system. As of January 2007, the province announced even more drastic cuts to child care. So, while the promise of significant public investment has been broken again, the need to foster a strong bond between communities and their child care services is more important than ever. Democratic community governance may be one of our best tools for building this bond during difficult times. **That is why we hope you will get involved in helping us shape a vision for community-based and controlled child care services in BC.**

What Do We Mean by Good Governance?

Governance is not always easy to define. Still, we are using the concept because it helps us think about the big picture of child care. Governance is bigger than coordination of services; it's bigger than service delivery models and it's bigger than management and administration.

We are drawing on several sources to define governance as: the institutions and processes that determine how power is exercised, how citizens are given a voice, and how decisions are made on issues of public concern. **For us, governance, as distinct from government, is the process through which communities make important decisions, set priorities, solve their problems, and render account.** [1]

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[1] Drawn from the following: Tim Plumptre, *What is Governance?* Institute on Governance, www.iog.ca; Government of Canada, Public Health Agency, *Voluntary Sector: Glossary of Terms*, www.phac-aspc.gc.ca (both retrieved October 17, 2006); and, Annis, Chudnovsky, Robinson & Wachtel, *When the Bough Breaks: Coordinating the Planning for Services to Children, Youth and Families in Vancouver.* for the Vancouver Regional Child and Youth Committee. Vancouver: United Way Research Services, 1993.

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Questions about who has 'the power to make decisions' about child care don't get much airtime. In communities, child care is 'governed' by a range of bodies such as non-profit parent and community societies; privately owned enterprises; and churches – most of whom are continually challenged to do the best they can with limited resources. Community tables like Children First and Success by Six also work hard to share information and identify priorities.

But, in spite of their tremendous effort, nobody has a clear mandate to plan, develop and deliver a comprehensive child care system that gives people a voice and is accountable for meeting community needs. Good governance of child care is the solution to this problem.

Where to Start?

The purpose of 'good governance' is to build and sustain the child care system that children, families and communities need. Good governance is a tool to this end – not an end in itself.

So, in our exploration of governance models for child care, we started by identifying the key elements of the child care system we are advocating for. We put these elements into a 'template' (see page 7) that became the lens through which to examine the strengths and weaknesses of the governance models.

Using this template, we examined 5 different governance models – 2 child care governance models used internationally (New Zealand, Denmark), one from another Canadian jurisdiction (Quebec) and two governance models used in other BC public/community services (Community Living BC, BC School Boards).

On their own, structural solutions can't solve policy problems. So, our examination began with a look at the public policy context in which these governance models operate. We asked if there was adequate public funding and a societal commitment to universality, quality, affordability and accessibility. Then we looked at specific elements of the governance model to assess the degree to which this model advanced our principles and goals.

It came as no surprise that no model was perfect and that no model fit the BC child care situation to a 'T'. Each model had strengths and weaknesses and each raised some interesting and important questions. (For a summary of models reviewed, see page 9)

What Next?

Based on this initial review we are now consulting with communities to help us answer some of these questions.

After we hear from you, we will take the next step of identifying the important elements of a good child care governance model for BC.

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TEMPLATE FOR REVIEW OF GOVERNANCE MODELS

This Template reflects key elements of the child care system that the Coalition of Child Care Advocates of BC advocates for. The Template became the lens through which we examined the strengths and weaknesses of 5 different governance models inadvancing a non-profit child care system that is high quality, affordable, accessible, publicly funded and accountable. The Template begins with an examination of the public policy context in which the different governance models operate. It then outlines specific elements of the governance model to assess the degree to which this model advanced our principles and goals as follows:

The Public Policy Context

The broader public policy context in which the governance model operates.

1. **Universal** *Universal entitlement as opposed to a targeted or market approach.*
2. **Quality** *Government is responsible, and sets high standards, for relevant services that are enforced and resourced (i.e. strong public policy framework, ensures workforce and administrators have appropriate education, wages and working conditions).*
3. **Affordable** *Parental fees are no more than 20% of the service revenue.*
4. **Publicly funded** *Government provides the majority of funding for relevant services.*
5. **Accessible** *There is a space for everyone in a resource that supports his or her full development.*

The Governance Model

1. The degree to which the governance model has a **Clear Mandate**

   There is a clear and formal mandate for the assessment of need, planning, development and delivery of child care or other service (mandate enshrined in legislation with a budget to back it and full accountability).

2. The degree to which the governance model promotes **CCCABC's Values***:*

   a. **Accountable** *The model promotes accountability to the community through government for ensuring standards/regulations are met and financial reporting is transparent and that the service is responsive to individual needs.*

   b. **Coordinated** *The model promotes coordination and integration of service (avoids overlap, duplication and ensures efficiency of available resources).*

   c. **Equitable** *The model promotes equitable access across regions.*

   d. **Inclusive and responsive to diversity** *The model provides those who require additional supports and those who come from different backgrounds with the services they need to support their full development.*

   e. **Community-control** *The model promotes democratic community control, meaning it will:*
      i. Be **participatory**, with children, parents, caregivers, and community members at large involved,
      ii. Reflect a high level of **community ownership**,
      iii. Be delivered through **non-profit or public** organizations,
      iv. Allow for political **autonomy**,
      v. Be of a size/scale that allows a **direct relationship** between users and caregivers,
      vi. Have the **infrastructure** (administrative support, etc.) to support community involvement,
      vii. Allow service delivery to be **decentralized**; and it will,
      viii. Build on the **strengths** that currently exist in the community and province (probably using a community development model).

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THE ANALYSIS

This Template was used to describe and assess the following Governance Models:

- New Zealand's Child Care Governance Model
- Denmark's Child Care Governance Model
- Quebec's Child Care Governance Model
- Community Living British Columbia's Governance Model
- British Columbia School Board Governance Model

The degree to which each of these governance models advanced (or not) the key elements in the Template was assessed based on a review of the literature listed at the end of each model and the collective judgment of the Consultant and project Reference Group.

Each element of the model is 'rated' using one of the following five symbols:

Legend

☑	Indicates general achievement of this element
☒	Indicates relatively little or no achievement of this element
➜	Indicates forward movement on achieving this element
←	Indicates backwards movement on achieving this element
?	Not enough information, unknown, or not applicable

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SUMMARIES OF THE GOVERNANCE MODELS

Each of the 'models' identified below are complex systems comprised of a diverse set of factors involving the public policy context, governance structures, service delivery models, etc. The following summaries are not intended to be evaluations of the overall effectiveness of these systems. For this project, we have focused on the governance aspects and their relevance to good governance of child care in BC. It is important to note, however, that this review highlights the interdependence between public policy and governance structures and the difficulty in separating one from the other.

Below we have done the following: briefly summarized each of the governance models examined for this project; extracted some of the highlights of the model; and, posed some further questions for the model. The full description and analysis of each of the governance models is available in CCCABC's *Good Governance of Child Care* report.

The New Zealand Child Care Governance Model

The New Zealand model draws together a pre-existing plethora of early childhood education models (including private child care) under the jurisdiction of the education ministry, which, in the early 1980s, established a common funding structure, common training requirements for staff, common management or 'chartering' structures, and facilitated the development of a common curriculum for children aged zero to five years that applies to all child care.

An initial examination of this model reveals many strengths: the public policy movement towards 'universal entitlement', the methods used to draw on the strengths of pre-existing early childhood education providers, and the development a very non-traditional early childhood education 'curriculum'. This curriculum, and other components of the system, serves to unite the previously patchwork system and honour the cultural integrity of Maori and Pacifika children.

The mandate of the Ministry of Education for child care provision is clear and the accountability mechanisms, through the Education Review Office, are strong. The ministry plays a very proactive role in promoting access to quality child care across regions and across cultural groups. An initial review indicates local childcare agencies playing a significant role in regional and district governance of child care. The ministry is setting higher standards for caregiver qualification and supporting this through increased funding to offset increasing costs of wages. Questions remain about the role that 'chartering structures' and membership based 'umbrella groups' of related service providers play in the governance structure.

The Denmark Child Care Governance Model

The Ministry of Social Affairs has the main responsibility for Early Childhood Education and Care provision in Denmark for children 0-6 years. Local authorities have the overall responsibility for providing daycare facilities for children, to ensure a sufficient supply of places, and to provide support for children with special needs. Local authorities determine their own daycare structure on the basis of local needs, the framework and objectives of daycare facilities, and the level of responsibility to be given to parent boards in daycare centres.

The public policy context for child care in Denmark is strong – i.e. a long-standing policy of universal entitlement – and it reflects well on the model. Local authorities have a clear mandate, service delivery is highly decentralized with infrastructure support, and the structure allows a very direct relationship between users and caregivers. The model ensures coordination of services, equitability across regions, and is highly inclusive of parents and caregivers.

Questions remain about how responsive the model is to diversity. There has been a recent recognition of the barriers "new Danes" encounter in accessing child care; although, the response has been to integrate these children though special Danish language programs. Given the highly decentralized nature of the model, Denmark is exploring new approaches to ensuring quality.

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The Québec Child Care Governance Model

Québec child care is a two-stream model: non-profit child care centres for children aged 0 to 4 evolved into *centres de la petite enfance* (CPE), housed under the Ministère de la Famille, des Aînés et de la Condition feminine, and family care organizations are housed under "Coordinating Offices"; and, school-based care for 5-to-12-year olds is housed under the Ministère de l'Education.

The public policy context for this model is strong, with care primarily funded by government and a cap on parental fees at $7 a day. The CPEs currently have a clear mandate, considerable autonomy, and there is a strong provincial-wide planning process involving regional development councils that ensures coordination and equitable access across regions. The model is highly participatory, with parent-users comprising 2/3 of the boards of CPEs and have been developed drawing on the pre-existing strengths of the non-profit child-care community.

Recent political decisions (2003) in Québec have created a growth of for-profit child care service delivery. Also, there are now questions about political autonomy and coordination of services given a recent decision to separate the governance of child care centres from that of family care.

The Community Living British Columbia (CLBC) Governance Model

CLBC is a BC provincial crown agency responsible for: the delivery of services and supports primarily to adults with developmental disabilities living in the community, independent planning support, family support, and residential services for children age 6-18 with developmental disabilities.

The board that governs CLBC is relatively inclusive, given that it must be comprised of a majority of adults with developmental disabilities and their families (members are appointed by the minister, rather than elected). Accountability mechanisms to the provincial government are strong. This model was developed by a group of dedicated self- and family-advocates who felt this model reflected the needs of people with developmental disabilities and their families.

This model is relatively new; therefore the evaluative literature is limited and it is difficult to adequately assess the relevance of this model for child care governance. It is challenging to envision it as a model for child care governance given that a key feature of the model is an individualized funding model and, currently, it primarily supports adults.

The BC School Board Governance Model

The BC school board model is a well-established governance model through which elected boards govern K-12 public education in their districts.

The strength of this model is partially in the strong public policy context in which it operates – universal entitlement to education, inclusion of children with special needs, no user fees, etc. Other strengths of this model include the democratically-elected board, the clear mandate they have to deliver education in their district, and public not-for-profit delivery of education.

There are recent challenges to the autonomy of schools boards. Provincial funding decisions have put limits on school boards' abilities to meet the changing needs of their districts and a recent decision to expand the mandate of school boards beyond K-12 compounds this challenge. Also, questions have been raised about the real level of parental and student involvement in governance, as well as the size and scale of some districts/schools that undermines the direct user/teacher relationship and the level of decentralization of service delivery.

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Good Governance of Child Care:

What Does it Mean? What does it look like?

NEW ZEALAND MODEL

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NEW ZEALAND CHILD CARE GOVERNANCE MODEL[1]

New Zealand

- Population 3.8 million (2001); median age of population 35 years; 80 percent of European ethnicity[2]
- In 2006, approx 875,000 of the population are under the age of 15 years (or 21.1 percent of the population).[3]
- Land is 269,000 sq km
- New Zealand is a parliamentary democracy

Brief Model Description:

"In New Zealand there was a plethora of different kinds of [early childhood education] provision: kindergartens, playgroups, community-based child care, private child care, and so on. In the early 1980s these were brought together under the jurisdiction of the education ministry, which established a common funding structure, common training requirements for staff, common management or 'chartering' structures, and a common curriculum for children aged zero to five years that was supposed to apply to all establishments of whatever kind. A major expansion of the system, particularly for infant care, was planned. The main lobbying impetus for these reforms came from the teachers' trades union, the Labour government embraced them fully; the Prime Minister David Lange authored and signed the booklet *Before Five* which introduced the reforms."[4]

The common curriculum that was developed by and for the early childhood sector is called **Te Whāriki**, or **'Woven Mat'**. It "provides the basis for consistent high quality curriculum delivery in the diverse range of early childhood services in New Zealand."[5]   However, "**the term curriculum is used…to describe the sum total of the experiences, activities and events, whether direct or indirect, which occur within an environment designed to foster children's learning and development.**"[6] This distinction is very important in the New Zealand context. "…the weaving of the curriculum may be different for each child. The weaving metaphor describes a complex learning pattern that increases in complexity as the child engages with the environment and develops learning theories and understandings. This is in contrast to a curriculum that is based on steps of development where the child will start at the bottom and work through a series of experiences in order to reach the top and move to the next level in their educational journey. *Te Whāriki* allows for a range of patterns of learning and each is as important as the other for the individual child."[7]

"It is especially significant that this curriculum has been developed in response to initiatives from the early childhood sector. While services are diverse in terms of structure and philosophy, early childhood education personnel have worked together to develop a common curriculum development within the different early childhood services, together with findings in research, international literature, and the shared knowledge and agreed understandings that have emerged in New Zealand over the past two decades."[8]

** Note that the term **'whānau'** used throughout the literature. It is the Maori word for **'extended family'**. Extended family plays a crucial role in a child's life according to Maori culture and as such, is explicitly acknowledged when referring to 'family'.

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Summary: Emergence of the New Zealand model[9]

- Newly elected Prime Minister appointed himself Minister of Education. He had a strong commitment to children and put pressure on government to put children first across all disciplines.

- Ministry of Education was in need of massive reform and he wanted to take the lead.

- Pressure from citizens to look at 'another way' because 'social welfare' was not adequately supporting families.

- The leaders of the Early Childhood section all shared similar values and had advocated for ECE for years.

- There were many years of pre-work behind the scenes by individuals dedicated to ECE who had strong expertise and strong ties to the community – they were ready to step in and begin a process of consultation to bring the model to life.

- The 'curriculum', created by ECE providers and government, was a key factor in uniting the sector at all levels.

- Unionization was a key factor as well – Early Childhood and Education unions merged. This provided a strong voice for Early Childhood practitioners, increased the perception of ECE providers being professionals on par with school teachers in the public eye, and their wages were raised to teachers' wage levels.

- Also, the Education Review Office (ERO) underwent a massive cultural shift and change in leadership. ERO began reviewing schools/centres for what the children were learning, rather than an 'achievement/efficiency' approach. This further reinforced the new curriculum and a 'working *with*' approach.

The Public Policy Context

The broader public policy context in which the governance model operates.

1. Universal	*The government takes a universal entitlement approach (as opposed to a targeted or market approach).*
➔	The New Zealand government is moving towards a universal entitlement approach. As of July 2007, 20 hours of free early childhood education will be available for three and four year olds although the policy has its challenges.
	• "In 1999 a Labour led Government came to power. They introduced a policy of 'equity funding' for centres in relation to a formulae of factors such as rural location, low income areas, and/or children with special needs and/or cultural and language needs. The funding was linked to an election policy of 'closing the [economic] gaps…The [newly developed] Strategic Plan document outlined…pay equity between early childhood and primary school teachers, proactive government policies for provision, higher proportions of qualified staff in centres and improved ratio and group size regulations and significantly higher levels of funding. The working group stated that, 'Our long term vision is for whānau and families to have a universal entitlement to a reasonable amount of free, high quality early childhood education'."[10]

	▪ As of July 1, 2007, the government is offering up to 20 hours of free early childhood education for three and four year olds in teacher-led early childhood education services. A government press release indicates that "up to 92,000 children stand to benefit from Free ECE, based on current enrolment patterns."[11]
2. Quality	*Government is responsible, and sets high standards for relevant services that are enforced and resourced (i.e. strong public policy framework, ensures workforce and administrators have appropriate education, wages and working conditions).*
☑	Since 2002, the government has implemented a national curriculum *(Te Whāriki)* and a strategic plan that will promote a proactive approach to development of quality ECE services. The government has also implemented more rigorous evaluation of services through the Education Review Office (see: *2.a Accountable*).

	▪ In 2002, New Zealand adopted a 10 year strategic plan to lay out the commitment of all ECE stakeholders and a guide for "strengthening a diverse early childhood education sector where *Te Whāriki* is provided effectively."[12] This strategic plan outlines a clear commitment to improving quality of ECE services by:
	    ○ implementing the *Te Whāriki* curriculum
	    ○ ensuring teachers, ratios and group size support quality
	    ○ providing for quality interactions between teachers/parents and whānau and children
	    ○ establishing and reflecting on quality practices in teaching and learning.
	
	▪ The commitment in the strategic plan outlines improving ECE quality through increasing the numbers of qualified teachers. Simultaneously, the Ministry recognized that this would impact the cost of ECE services and made a commitment to "fund services so that increased teacher quality does not come at the cost of decreased participation."[13]
	
	▪ In 2003, the New Zealand's Ministry of Education 'Education Counts' centre led a ECE Teacher-led Workforce Survey on qualifications and registration, workforce mobility, workforce ethnicity, and remuneration.
	
	▪ In 2005, there were 4,436 services providing early childhood education. Of these, 3,598 were licensed. There was an overall net increase of 62 licensed and licence-exempt services from July 2004 to July 2005.[14]
	
	▪ All early childhood teachers must complete three-year post-secondary training programs, most of them in the same colleges and faculties of education that prepare primary and secondary teachers.[15]
	
	▪ Kindergarten Teachers Association and the Early Childhood Workers Union merged to form the Combined Early Childhood Union of Aotearoa which amalgamated with NZEI Te Riu Roa in 1994 (primary and secondary school teachers union).[16]

	▪ In New Zealand where there is a diversity of early childhood education services, consistency and continuity is established via the curriculum *Te Whāriki* which is taught in all ECEC teacher-training programs across the country.[17] ▪ Margaret Carr and Helen May, two authors of the *Te Whāriki* curriculum explain the process of developing the curriculum: "Early childhood organizations and practitioners, including ourselves (with backgrounds including experience as kindergarten and childcare practitioners), were originally wary of the idea of a national early childhood curriculum; we were concerned that it might constrain the sector's independence and diversity. But the alternative strategy of not defining the early childhood curriculum, was now becoming a potentially dangerous one for the early childhood organizations, since the developing national curriculum for schools might start a 'trickle down' effect, particularly as the government was also proposing a more systematic national assessment during the early school years."[18]
3. Affordable	*Parental fees are no more than 20% of service revenue.*
? ☑	It is not clear whether there is a cap on parental fees beyond the 20 hours of free provision; however, there is subsidy funding available to low-income households. As mentioned below, one researcher argues that parent fees are 'nominal'.
	▪ "nominal parent fees…" (see below)
4. Publicly funded	*Government provides the majority of funding for relevant services.*
☑	The government provides the majority of basic operating costs for ECE programs and, as of July 2007, 20 hours of free early childhood education will be available for three and four year olds as well as 5 year olds receiving special education support as part of a formal "transition-to-school" plan. Their contribution to additional ECE services is not clear at this point.
	▪ "The government funds approximately 85 percent of basic operating costs for early childhood care programs, with the balance made up though nominal parent fees and fundraising. Even more support is available through special incentive grants to programs that have raised quality…In budget year 2004-2005, New Zealand…allocated $451-million…to direct operating subsidies for child-care programs [compared to BC's $48-million to child-care operating expenses]."[19]. ▪ "Previously Governments in New Zealand had not been concerned with the early childhood sector however the late 1980s NZ saw an introduction of a new funding formula which meant that they were now committed to providing a minimum of 50% of the funding. In some cases, more to licensed early childhood services."[20]

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5. Accessible	*There is a space for everyone in a resource that supports their full development.*
➔	There are waitlists and inaccessibility challenges; however, in general the government is proactive in providing more access to ECE services.
	▪ Approximately 185,000 children are enrolled in Early Childhood education (both licence and licence-exempt), or approximately 65.1 percent of the total 0-5 population.[21] In 2005, 94.3 percent of children attended an early childhood service prior to starting grade 1 at school.[22] In 2005, 80% of New Zealand children enrolled in an ECE service attended for at least six hours a week, with 57.2% of children attending between 6 and 24 hours.[23] ▪ In 2004, a leading Canadian early childhood researcher claimed: "Far more New Zealand (64 percent) aged newborn to 4 have access to [ECEC] programs than do Canadian children (12.1 percent)."[24] ▪ "96.5% of four year olds and 90% of three years olds attend compared to 56% of two year olds and 14% of one year olds. The lesser rates of participation are due to less demand by parents but cost and availability also prohibits access."[25]

New Zealand Child Care Governance

1. Clear Mandate	*The degree to which the governance model has a **clear mandate** - there is a clear and formal mandate for the assessment of need, planning, development and delivery of child care or other service (mandate enshrined in legislation with a budget to back it and full accountability).*
☑	The Ministry of Education clearly has a formal mandate for, when necessary, the assessment of need, planning, development and delivery of child care. This mandate is embedded in the Education Act of 1989 – Section 26. The legislation outlines the government's authority to approve charters established by ECE centres (section 312).
	▪ "In 2002, the government increased their involvement in the management of the ECE network of services in order to increase participation in quality ECE services due to the 10 year strategic plan for early childhood education, *Pathways to the Future: Nga Huarahi Arataki*. The term **'network management'** encompasses planning the provision of ECE services, property provision, and the provision of advice and support to ECE services for governance and management. The most significant tool we use is the Discretionary Grant Scheme where the application assessment matrix analyses and assesses communities of interest to the Ministry. The Ministry has a targeted approach to this process, only becoming involved if it would help facilitate access and participation in quality ECE services to ensure that they are responsive to the local needs and conditions faced by communities. The

	Ministry seeks to address barriers to access which may be to do with property or a lack of quality and/or responsiveness in existing ECE services. The focus is on communities which, due to low ECE participation rates are a priority (likely to be Maori, Pacific, low socio-economic and/or isolated communities). Property provision and advice and support is limited to community-based ECE services."[26]
	▪ The Ministry ensures that advice and support for governance, management and professional leadership is available to all ECE services – to coordinate this work, the Ministry works with ECE sector umbrella groups and organizations. The government claims that this is now paying off: "The Ministry is an effective central support nexus, linking ECE services in need of help with support providers. Governance, management, responsiveness and quality are all the prime concerns of support mechanisms as these factors most critically affect ECE services' long-term health. We are now seeing the results of this support. Concentrated support provided especially to communities where participation in ECE services is historically low, is paying off as the trend reverses. Concentrated support is also ensuring ECE services that previously struggled under the weight of governance and management issues are stabilized and regaining strength. The Education Review Office and the Ministry maintain a supportive watch for at-risk services. Their interest is to ensure these services receive the support and professional development they need to continue." [27]
	▪ "New Zealand's Ministry of Education is responsible for all programs for children up to age 4; the ministry provides direct operating funds, develops curriculums, trains teachers, administers child-care-subsidy programs and special-needs preschool programs and evaluates program quality."[28]
2. Reflects CCCABC's Values	*The degree to which the model promotes **CCCABC's values:***
	a. Accountable The model promotes accountability to the community through government for ensuring standards/regulations are met and financial reporting is transparent and that the service is responsive to individual needs.
☑	An independent Education Review Office has the authority to review ECE services. This public review occurs once every three years.
	▪ The Education Review Office is a department independent from the Ministry of Education that "regularly assesses the program quality in all educational settings, including ECEC programs – and makes those assessments public."[29] This Office conducts reviews of a ECE service on average once every three years and reports to managers of ECE services and the government on quality of education provided for children in the individual centre.[30]
	▪ Reviews include service self-reviews as well as external reviews which then feed immediately back in to assisting the service to improve.
	▪ "ERO believes that the important outcomes of an early childhood education include the development of:

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	o **confidence and competence as a learner** as the result of active exploration;
	o **confidence and competence as a communicator** as the result of making meanings known;
	o **a sense of continuity and belonging** as the result of effective relationships and communication between home and the early childhood service; and
	o **a sense of wellbeing and contribution** as the result of effective engagement with early childhood education experiences that challenge and stimulate children to learn, think and grow in confidence."[31]
2. Reflects CCCABC's Values	***b. Coordinated*** *The model promotes coordination and integration of service (avoids overlap, duplication and ensures efficiency of available resources).*
? ☑	The Ministry of Education plays a significant oversight role regarding equitable service; therefore, it is reasonable to suggest that this role will include coordination and integration of service, i.e. the funding Application Assessment matrix should assist in the planning of coordinated services (see: *2.c Equitable*). The government's strategic plan will also promote internal and cross-sectoral collaboration.
	▪ The strategic plan outlines the need to promote collaborative relationships designed to improve the development and educational achievement of children between birth and age eight though forming strong links between ECE services, parent support and development, schools, health and social services.[32]
2. Reflects CCCABC's Values	***c. Equitable*** *The model promotes equitable access across regions.*
☑	A significant role of the Ministry of Education is 'facilitating' access to quality ECE services and supporting ECE services to be more responsive to the needs of children, families and whānau.
	▪ A significant role of the Ministry of Education appears to be "facilitating" access to quality ECE services and supporting ECE services to be more responsive to the needs of children, families and whānau. As mentioned in section *1.Clear mandate*, "the most significant tool [the Ministry of Education uses] is the Discretionary Grant Scheme where the application assessment matrix analyses and assesses communities of interest to the Ministry. The Ministry has a targeted approach to this process, only becoming involved if it would help facilitate access and participation in quality ECE services to ensure that they are responsive to the local needs and conditions faced by communities. The focus is on communities which, due to low ECE participation rates are a priority (likely to be Maori, Pacific, low socio-economic and/or isolated communities). Property provision and advice and support is limited to community-based ECE services."[33] In short, the Ministry of Education plays a very significant role in ensuring ECE services are available to all children. They collect and analyse data "based on Statistics NZ census information and population projections as well as annual data returns [the Ministry of Education receives] from early childhood services regarding their current enrolment information (and other useful data). This provides the 'first sieve' of information [to the] regionally based network coordinators

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	and advice & support coordinators (Ministry of Education staff) to use to respond to and initiate engagement with communities to identify an ECE solution that meets the community needs."[34] "The Ministry facilitators work with the communities to decide on the services most needed. Sometimes communities establish their own ECE service; other times the facilitators work with existing services to lift their game in meeting the community's needs. Then there are solutions developed to meet very specific needs of individual families or whānau. These solutions are sometimes as simple as providing transport to other ECE services better equipped to meeting the children's needs. All, though, see greater numbers of children developed and extended in quality ECE services."[35] ▪ "Since…2006/07 the Ministry now uses **catchment areas** which have been calculated to better reflect how far most families usually travel to access early childhood education (ECE). When eligible applications are received in the Ministry of Education local offices they are analysed using the Application Assessment matrix. This includes an analysis of the following factors: network factors, community factors and service factors. Local and Regional allocation committees are held with Ministry of Education staff, ECE sector and community representatives. The purpose of these meetings is to prioritise applications at a regional level and make recommendations for the National Allocations Committee. The National Allocations Committee reviews the decisions made by regional committees and prioritises applications nationally according to need, making recommendations for funding to the Minister of Education."[36]
2. Reflects CCCABC's Values	**d. *Inclusive and responsive to diversity*** *The model provides those who require additional supports and those who come from different backgrounds with the services they need to support their full development.*
☑	One clear aspect of all of New Zealand's initiatives in child care is a strong commitment to action in honouring Maori and Pacific peoples and cultures. The curriculum also outlines specific approaches to take with children with special needs in ECE.
	▪ The *Te Whāriki* curriculum outlines the need to engage children with special needs in learning. "An Individual Development Plan or Individual Education Plan (IDP or IEP) will be developed for any children who require resources alternative or additional to those usually provided within an early childhood education setting."[37] Also, the 20 hours of Free ECE funding is available for 5 year olds receiving special education support as part of a formal "transition-to-school" plan. "This recognizes that, for a small number of children, a longer transition to schooling may be needed.[38] ▪ Early childhood care and education is also seen as playing an "integral part in transmitting Maori culture and values to young Maori children and, in particular, supporting both the survival and revival of the Maori language. Pacific Islands communities have also seen early childhood services as a means of supporting families and keeping their languages and cultural alive and dynamic."[39] ▪ The *Te Whāriki* curriculum is "the first bicultural curriculum statement developed in New Zealand. It contains curriculum specific for Maori immersion services in early

	childhood education and established, throughout the document as a whole, the bicultural nature of curriculum for all early childhood services."
	▪ The New Zealand's Ministry of Education 'Education Counts' centre has led a ECE Teacher-led Workforce Survey that, amongst other things, tracks "the different ethnic groups that make up the ECE teacher workforce." This study found that between 8 and 10% of teachers identified as being Maori with 56% of those speaking Maori 'well or fairly well', and 7 or 8% identified as being Pacifika. [40]
	▪ "About 30.6 percent of Maori preschool children in New Zealand attend 'Te Kohanga Reo' (or 'language nest') programs that serve as Maori language-immersion and school-readiness programs for six hours each day."[41]
	▪ The government focuses its discretionary grants on communities which, due to low ECE participation rates are a priority (likely to be Maori, Pacific, low socio-economic and/or isolated communities).
	▪ The strategic plan has numerous areas of focus for Maori and Pasifika needs, including supporting community-based services run by Maori for Maori, and providing advice and support to Pasifika ECE services in the absence of an umbrella group to provide such support.
2. Reflects CCCABC's Values	*e.* ***Community-control*** *The model promotes democratic community control, meaning it will:*
	i. Be **participatory**, with children, parents, caregivers, and community members at large involved,
? ☑	The literature was unclear on specific participation of community; however, a vast amount of decision-making power on the planning and delivery of ECE services seems to rest with the providers and community based umbrella organizations and structures.
	▪ The planning and delivery of child care services seems to rest largely on, where present, the ECE sector district and regional umbrella groups and organizations (i.e. Kohanga National Trust[42], Barnardos New Zealand, Early Childhood Council, Montessori Association of New Zealand Inc., etc.) These groups and organizations are largely governed by their membership.[43]
	▪ For example, in a 1996 consultation document *Future Directions* published on the Education union website outlining the "*structures and funding required to deliver education services that will provide the best quality education and care for New Zealand children and their families",* they concluded that effective 'organization of services' involved " the value of centres having the support of an 'umbrella' organisation at regional and national levels. Examples of such structuring are te kohanga reo local and district tino rangatiratanga units and Te Kohanga Reo Trust as the overall national organisation; playcentre associations and the New Zealand Playcentre Federation; kindergarten associations and the NZ Free Kindergarten Associations and Kindergarten Federation. Centres gain

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	from being part of a national and regional structure through pooling of resources, economies of scale, policy development, sharing of information, employment of paid staff and provision of advisory and support services. National bodies can provide a united lobby voice, a mechanism for networking, economies of scale, shared goals, research and monitoring of standards."[44]
2. Reflects CCCABC's Values	*e. Community-control* ii. Reflect a high level of community **ownership**,
?	Without further examination of the 'chartering structures' and community or membership driven umbrella organizations, the level of community ownership of ELC services is not clear. The priority the government places on 'underserved' areas and the emphasis on working with communities to address inequities suggests a strong basis for community ownership.
2. Reflects CCCABC's Values	*e. Community-control* iii. Be delivered through **non-profit or public** organizations,
☒	The government is not focused on developing non-profit ECE organizations.
	▪ Government property provision, advice and support is limited to community-based ECE services.[45] ▪ "By 1999 43.4% of all child enrolments were in childcare centres which accounted for 83% of the growth of early childhood provision during the previous decade. Half of these centres were private and for profit. This has been a sensitive political issue in New Zealand where there is little government policy discrimination between the private for profit and community provision...There has been an almost total reliance on the market-place of community and private endeavour for provision."[46]
2. Reflects CCCABC's Values	*e. Community-control* iv. Allow for political **autonomy**,
? ☑	The literature does not speak specifically to the issue of funding autonomy however: - bulk funding grants are allocated nationally, supplemented by discretionary grants for services who require additional support. - outside of funding, ECE services seem to be permitted to plan and deliver services in whichever way they see fit.
	▪ The Ministry of Education works with an "expert sector advisory group, the Early Childhood Advisory Committee" that includes people from the sessional, all-day, home-based and kohanga reo parts of the ECE sector.[47] This Advisory Committee works with the Ministry on ECE policy.

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2. Reflects CCCABC's Values	e. *Community-control* v. Be of a size/scale that allows a **direct relationship** between users and caregivers,
?	This is unclear from the literature.
2. Reflects CCCABC's Values	e. *Community-control* vi. Have the **infrastructure** (administrative support, etc.) to support community involvement,
?	Some level of infrastructure support is provided by the government but it appears as though some ECE services do rely on voluntary commitment.
	▪ "Both Kohanga Reo and Pacific Islands language centres reliant on considerable voluntary commitment."[48]
2. Reflects CCCABC's Values	e. *Community-control* vii. Allow service delivery to be **decentralized**, and it will,
☑	Service delivery is heavily decentralized.
2. Reflects CCCABC's Values	e. *Community-control* viii. Build on the **strengths** that currently exist in the community and province (probably using a community development model).
☑	The model clearly was developed using the strengths of existing ECE services in New Zealand.
	▪ It is clear that the New Zealand model was developed to build on the strengths of the ECE services already serving the country's children. "[The strategic plan] is informed by history in that it acknowledges the strengths of New Zealand's ECE sector and uses them as the basis for development."[49] ▪ "The strengthening links between the different early childhood education services have encouraged a growing appreciation of each other's differences and similarities. The curriculum seeks to encompass and celebrate this diversity as well as to define common principles, strands, and goals for children's learning and development within which the different organizations and services are able to operate".[50]

Concerns, Issues, Questions

1. What kind of power do the local community agencies have, or feel they have, in relation to the Ministry of Education? What is the impact of the funding structure on their autonomy? What impact has the continued growth of for-profit ECE had on the sector in relation to governance?

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[1] This is an initial examination of the New Zealand model.

[2] Statistics New Zealand,
http://www2.stats.govt.nz/domino/external/web/prod_serv.nsf/htmldocs/A+Changing+New+Zealand

[3] Statistics New Zealand, http://www.stats.govt.nz/products-and-services/hot-off-the-press/national-population-estimates/national-population-estimates-jun06qtr-hotp.htm

[4] Helen Penn, "Getting Good Child Care for Families: What Can Canada Learn from Other Countries?", in *Our Children's Future: Women's Work, Childcare, and Welfare State Redesign*, by Gordon Cleveland and Michael Krashinsky (eds) Toronto: University of Toronto Press Inc., 2001. 110.
The main providers of early childhood education are:

- **Kindergartens**, which operate sessional early childhood education for children between the ages of three and five.
- **Playcentres**, which are collectively supervised and managed by parents for children aged up to five years.
- **Education and Care Centres**, which provide sessional, all-day, or flexible hour programmes for children from birth to school age. They may be owned by private businesses, private trusts, public bodies or community trusts. Included are a small but increasing number of services that provide Māori Immersion Education and Pacific Island Education.
- **Homebased Services**, which is a network of homes under the supervision of a homebased coordinator. The coordinator places children with caregivers in approved homes for an agreed number of hours per week.
- **The Correspondence School**, which is a distance education service mainly for children between three and five who are unable to attend, or have limited access to, an early childhood service because of isolation, illness or itinerancy. Programmes are also available for children with special needs.
- **Te Kōhanga Reo programmes**, with a whanau development philosophy based on the total immersion of children from birth to school age in Māori language, culture, and values
- A range of **licence-exempt groups**, which include:
  - Playgroups, which are community based groups of parents and children who meet for one to three sessions per week.
  - Pasifika Language Groups, whose main purpose is to provide programmes based on the values and languages of Pacific Island cultures.
  - Special character centres such as Early Intervention Centres and Pacific Island Centres. They operate with a high level of parent participation.
  - Ngā Puna Kōhungahunga, which are groups set up in community based locations that are culturally appropriate for Māori.
  - (from: Education Counts, *Education Statistics of NZ 2005* http://educationcounts.edcentre.govt.nz/publications/homepages/education-statistics/ed-stats-2005.html)

[5] New Zealand, Ministry of Education, *Te Whāriki: Early Childhood Curriculum*, Wellington: Learning Media Ltd, 1996. 7.

[6] *Te Whāriki*, 10.

[7] Jilly Tyler , *Te Whaariki the New Zealand Curriculum Framework (Presentation to the 2002 World Forum on Early Care and Education):* http://www.worldforumfoundation.org/wf/history/presentations/index.php?p=2002_tyler.
The curriculum has been envisaged as a whāriki or woven mat, woven from the principles, strands, and goals defined within. Different programmes, philosophies, structure and environments will contribute to the distinctive patters of the whāriki, such as

- cultural perspectives
- structure differences, such as sessional or full-day programs
- organizational differences, such as in kindergartens or child care centres
- different environments, such as home-based or centre-based programmes, etc.

[8] *Te Whāriki,* 10.

[9] Much of this section was covered in an interview with Mary-Jane Rivers, an original member of a committee to form and implement a national ECE Strategy. Interview in Vancouver on October 10, 2006.

[10] Helen May, "Childhood Care and Education in Aotearoa – New Zealand: An overview of history, policy and curriculum." For a publication in a New Zealand Edition by Keith Sullivan for the *McGill Journal of Education*, Canada 2002. 8.

[11] New Zealand, Ministry of Education, Free early childhood education,
http://www.minedu.govt.nz/index.cfm?layout=document&documentid=11253&data=l. For criticisms, please see the Early Childhood Council's site at: www.ecc.org.nz/mediareleases/index.php.

[12] New Zealand. *Pathways to the Future: Ngā Huarahi Arataki, A 10 year strategic plan for early childhood education*: http://www.minedu.govt.nz/web/downloadable/dl7648_v1/english.plan.art.pdf.

[13] New Zealand. *Pathways to the Future: Ngā Huarahi Arataki,*. 6 & 9.

[14] Education Counts, *Education Statistics of NZ 2005*

[15] Hillel Goelman, "Down Under is on top in early childhood programs", *Globe and Mail*, Sept 6, 2004.

[16] Scoop News, *NZEI Te Riu Roa Honours Contributions to Education*, 19 September 2006, at:
www.scoop.co.nz/stories/ED0609/S00073.htm

[17] Ibid

[18] Margaret Carr & Helen May, "Te Whāriki: curriculum voices"*, in Early Childhood services: Theory, policy & practice*, Helen Penn (ed), Phil: Open Univ Press, 2000.

[19] Hillel Goelman, "Down Under is on top in early childhood programs"

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[20] Jilly Tyler , *Te Whaariki the New Zealand Curriculum Framework*

[21] The indicator over-estimates enrolment rates in the population because it double- or triple- counts those children who attend more than one early childhood education service. However, as this indicator includes very young children who have low participation rates, the overall participation rate calculated using this measure is slightly lower than the reported rate of Prior participation in early childhood education: new entrants. Percentage was derived by adding licensed and non-licensed rates from here: http://educationcounts.edcentre.govt.nz/datacube/engagement/dsau11.html#ecep-rc-05.

[22] Education Counts, *Prior participation in early childhood education: new entrants,* http://educationcounts.edcentre.govt.nz/indicators/engagement/dsau16.html

[23] Education Counts, *Hours of participation in early childhood education,* http://educationcounts.edcentre.govt.nz/indicators/engagement/dsau22.html

[24] Hillel Goelman, "Down Under is on top in early childhood programs"

[25] (My estimate is that this is based on year 2000 stats) Helen May, "Childhood Care and Education in Aotearoa – New Zealand: An overview of history, policy and curriculum." For a publication in a New Zealand Edition by Keith Sullivan for the *McGill Journal of Education*, Canada 2002. 9.

[26] Jane Ewens, Senior Advisor, ECE Network Management, Ministry of Education, Personal correspondence with Jocelyn Helland, October 5, 2006.

[27] New Zealand. *Pathways to the Future: Ngā Huarahi Arataki*, 11&12.

[28] Hillel Goelman, "Down Under is on top in early childhood programs"

[29] Ibid

[30] New Zealand, Education Review Office, *The role of the Education Review Office in New Zealand education*, http://www.ero.govt.nz/ero/publishing.nsf/Content/ERO%27s+Role.

[31] New Zealand, Evaluation Review Office, *Evaluation Indicators for Education Reviews in Early Childhood Services*, 2004, http://www.ero.govt.nz/EdRevInfo/ECedrevs/ECE%20Eval%20Indicators.pdf, 4.

[32] New Zealand. *Pathways to the Future: Ngā Huarahi Arataki*, 3.

[33] Ewens*, Personal correspondence*, Oct 5, 2006.

[34] Jane Ewens, Senior Advisor, ECE Network Management, Ministry of Education, *Personal correspondence with Jocelyn Helland*, October 11, 2006.

[35] New Zealand. *Pathways to the Future: Ngā Huarahi Arataki* 11.

[36] Ministry of Education, *Introduction to the Allocation Assessment Matrix:* http://www.minedu.govt.nz/index.cfm?layout=document&documentid=10357&data=l.

[37] *Te Whāriki*, 11.

[38] Ministry of Education, *Free early childhood education*.

[39] *Te Whāriki*, 17.

[40] Claire Harkess, Ministry of Education Demographic and Statistical Analysis Unit, *Ethnicity in the Early Childhood Education Teacher-led Workforce,* 25 March 2004 http://educationcounts.edcentre.govt.nz/themes/downloads/ethnicity-03-STES.pdf.

[41] Hillel Goelman, "Down Under is on top in early childhood programs".

[42] The National Trust's role in supporting the Kōhanga network and maintaining the philosophies underpinning the Kōhanga movement has been significant. The National Trust sees its activities as a partnering enterprise. The main functions of the Trust are:
(1) To promote, support and encourage the use and retention of Te Reo Mäori;
(2) To promote and encourage the establishment and maintenance of Te Kōhanga Reo Centres;
(3) To provide financial, advisory, and administrative assistance for the centres;
(4) To provide support and the means of obtaining support to people involved in the Te Kōhanga Reo Centres.
(5) To liaise with government departments and other relevant bodies on aspects of pre-school tuition in Mäori language and the administration of the Te Kōhanga Reo programme (Source: Te Kōhanga Reo Certificate of Incorporation – at www.kohanga.ac.nz/aboutus.html)

[43] Mary Jane Rivers, *Interview*.

[44] New Zealand, Early Childhood Education Project Team, *Future Directions: Early Childhood Education in New Zealand*, New Zealand Educational Institute, revised July 2000, www.nzei.org.nz/ece_kindergarten/documents/ECEdirections.pdf

[45] Ewens, *Personal correspondence,* October 5, 2006.

[46] Helen May, "Childhood Care and Education in Aotearoa". 9-10.

[47] Ministry of Education, *Free early childhood education.*.

[48] Helen May, "Childhood Care and Education in Aotearoa" 9.

[49] New Zealand. *Pathways to the Future: Ngā Huarahi Arataki*, 4.

[50] *Te Whāriki*, 17

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Good Governance of Child Care:

What Does it Mean? What does it look like?

DENMARK MODEL

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DENMARK CHILD CARE GOVERNANCE MODEL[1]
Denmark

- Population 5.4 million people[2] with 85% of inhabitants living in towns.[3]
- The three levels of government in Denmark are: the *Folketing* – Danish parliament; the county (there are 14); and, the local authorities (or municipalities – there are 275)[4]
- Local and regional authorities are responsible for 70% of governmental activities with a large portion of their budget coming from central government grants. Most of these are grants provided as block grants which the local and regional authorities then allocate for various purposes. Municipal authorities have responsibility for taxation, **childcare**, **education for children between 7 and 16**, voluntary adult education, libraries, cultural and sporting facilities, home help and elderly care. County responsibilities include **special day-care facilities** for children with disabilities, hospitals and upper secondary education.[5]
- Electoral system is one of proportional representation – the country is rarely governed by majority coalitions but, rather, is ruled on consensus.

Brief Model Description:

The **Ministry of Social Affairs**, through the 1999 *Social Services Act* (replacing the previous Social Assistance Act of 1976), has the main responsibility <u>for Early Childhood Education and Care</u> provision in Denmark for children 0-6 years. **Local authorities** have the overall responsibility for providing daycare facilities for children, to ensure a sufficient supply of places, and to take all necessary initiatives in relation to children in need of special supports. Local authorities determine their own daycare structure on the basis of local needs and requirements, decide the age-groupings to be made, decide the combination of the various types of daycare facilities to be used, and promote co-operation as they see fit. The local authorities also determine the framework for and the objectives of daycare facilities, and the extent of the power and responsibility to be given to **parent boards** in daycare centres. It decides the opening hours to meet local childcare requirements. [6]

Local authorities directly provide between 70-75% of all daycare services and the rest are 'independent' (which need to follow the same financing and content rules to receive subsidies for attending children). They may also subsidize so-called 'pool' schemes, where (typically) groups of parents come together and make an agreement with the local government and under which there are no organizational requirements as to the form of the facilities. Many local authorities now provide financial support for parents who choose 'private' child care facilities – nannies, family members, another private person, or a private childcare facility (for profit). These private child care facilities are not subsidized directly by local authorities.[7]

- The Danish childcare system is over 170 years old.[8] 80% of Danish children between the ages of six months and nine years have a place in a publicly supported day-care facility (64% of all children between six months and two years, 91% of three to five year olds).[9]

- The current model (since 1976) is highly decentralized to local authorities – the Danish constitution mandates a majority (70%) of government activities to municipal authorities. [10] This reflects a fundamental and 'deep rooted' cultural preference for government that is close, accessible and responsive to its citizens.[11]

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- In most municipalities, parents are guaranteed a place for their child in a childcare facility once the child has reached 30 weeks old.[12] Different municipalities offer different levels of choice.

- There is some central oversight but most content authority rests with local authorities. In the Danish government literature, much emphasis is placed on the great flexibility of the system to meet local needs through many types of services.

- "The system is predominantly a public service, supervised by local authorities and funded from local taxes and central government grants."[13]

The Public Policy Context
The broader public policy context in which the governance model operates.

1. Universal	*The government takes a universal entitlement approach (as opposed to a targeted to market approach).*
☑	The local government takes a universal entitlement approach to child care and now has a responsibility to provide spaces to all children in their community.
	"In most municipalities, parents are guaranteed a place for their child in a childcare facility once the child has reached 30 weeks old."[14] - Central government strongly encourages municipal councils to offer a guarantee to parents. Different municipalities offer different levels of choice. 80% of Danish children between the ages of six months and nine years have a place in a publicly supported day-care facility (64% of all children between six months and two years, 91% of three to five year olds).[15]
2. Quality	*Government is responsible for, and sets high standards for relevant services that are enforced and resourced (i.e. strong public policy framework, ensures workforce and administrators have appropriate education, wages and working conditions).*
➜	The central government (very generally) and local government (more specifically) set general standards of care which local government is responsible for enforcing; however, this system is highly decentralized and the Danish government has recently been increasing its commitments to data-collection and ongoing quality improvement. Also, most child care professionals are unionized and are continually working for improved wages and working conditions.
	- The Ministry of Social Affairs issues guidelines for daycare facilities in accordance with the 1999 Social Services Act, and in keeping with the principles laid down in the UN Convention on the Rights of the Child.[16] The Act outlines the need for all day care facilities to contribute to the promotion of children's development, wellbeing, and independence. The Act also stresses that initiatives must be prepared in consultation with parents. [17] - As already mentioned, the Danish political context is highly decentralized in some areas, including child care. This is both an opportunity (for local needs to be reflected in local services) and a challenge (consistency in services). A document prepared by the OECD summarizes this tension: "Independence leads, at times, to some diversity in approach, provision and quality. Guidance may be needed

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- from the ministries as to what are the national objectives for early childhood development and education, and how the achievement of these goals are to be monitored in a systematic way."[18]

- Mahon argues that Denmark has been successful in achieving the balance: "local democracy has been permitted, without sacrificing national concerns for equity."[19]

- "In Canada, standards and regulations are set by governments. In Denmark, child care is governed from the bottom up..." Trine Halversen remarks, 'We trust more…We have not so many rules as you have here.' She explained: 'If there is a problem, here [in Canada], you make a rule; in Denmark, we talk about it.'" Standards of care are set by each parent board.

- 'Educationists' have a degree in childcare from a training college and have knowledge about and insight into children's development and needs. There is no centrally enforced educational curriculum. In fact, one author (1993) argues that educationists, or pedagogues, receive such training that "few…are willing to accept ready-made 'programs' developed by people higher up in the hierarchy"[20] The same source admits that increasingly pedagogues are paying more attention to information from independent researchers and experts on children. However, supervision of day-care facilities to ensure they are meeting their objectives is undertaken by local authorities.

- Salary per year[21]:

Child and youth educators	46,945.00 $CAN
Childminders (private)	39,011.00 $CAN
Nursery and childcare assist.	36,289.00 $CAN
School teachers	53,977.00 $CAN

- "…all facilities have a manager and deputy-manager, both of whom must be qualified pedagogues. Pedagogues (social educators) – who are the lead personnel in all facilities, including kindergarten class – are trained for 3.5 years at tertiary level in Centres of Further Education."[22]

- Municipal childminders (family care) are part of a union and a local network, providing support to each other and a relief system during their illness or holidays. There are also established centres that childminders use in local areas – they and their children meet with others in their network at these centres to carry out various activities.[23]

- Concern has been expressed about the rising child-staff ratios that have occurred in many municipalities following the efforts made to meet the government promise of a guaranteed place for every child. To an outside team, these ratios seem rather positive. However, the tendency to increase the number of children per trained pedagogue needs vigilance.[24]

- One particular effort to improve quality of overall education of children in a decentralized system is the establishment of the Danish Evaluation Institute, an independent institution formed under the auspices of the Ministry of Education in 1999. The Institute covers evaluation of the entire Danish system of education.[25]

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3. Affordable	*Parental fees are no more than 20% of service revenue.*
➜	Parental fees are capped at 30-33% of running costs – which probably means that it comprises more than 20% of revenue; however, further subsidies are available for low-income families.
	▪ Latest information available is inconsistent. One source (2004) claims that "day-care facilities are paid 20% by parents and 80% through public funding."[26] Several other sources mention that Fees are capped for parents at "30-33% of running costs, with poorer families using services free of charge or at reduced rates."[27] Local authorities who have 'guarantees' in place are permitted to increase the parental cap by 3% to 33%. ▪ Parents will not have to pay any contributions if they can document that their income does not exceed 20,738 $CAN. Contributions go up by 5% for the first sum of 458 $CAN and will be increased by 1% for each increase of 458 $CAN. Parents have to pay the full contribution if their income exceeds 64,320 $CAN. ▪ All local authorities have rules to give a discount to parents with more than one child – they charge the full price for the most expensive child care place and then offer subsequent places at 50% of cost. ▪ "A two-earner, one-child family with average wages would pay about 5.3% of their family income for a child in a day nursery (most expensive)."[28]
4. Publicly funded	*Government provides the majority of funding for relevant services.*
☑	Yes, government provides the majority of funding for child care.
	▪ Even childminders (of smaller groups of children typically in private homes) are employed by the local authority <u>are in a</u> union and have full benefits.
5. Accessible	*There is a space for everyone in a resource that supports their full development.*
☑	Although there are some groups that need increased access to child care, 87% of municipalities *guarantee* access to child care (at 30 weeks old). There is a strong correlation between those municipalities that do not offer guarantees and long waitlists.
	▪ As noted, many local authorities have implemented a place 'guarantee' at the urging of the central government (87% in 2000). This has reduced the number of children on waiting lists to 5,483 in 2000 (concentrated in a few municipalities).[29] ▪ "Two groups of children have limited access to early education and care, viz. infants between 6 and 9 months and the children of the New Danes or immigrants." [30] ▪ The government has been taking steps to 'encourage integration' and will 'stimulate the [Danish] language skills of the young children before they begin school'. ▪ Current supported parental leave following childbirth is: 14 weeks maternity leave followed by 14 weeks parental leave and 2 weeks paternity leave (all paid for at full unemployment benefit rate) to which 26 weeks of childcare leave may be added, paid at 60% of the unemployment rate. Total leave period may not exceed 52 weeks.[31]

Danish Child Care Governance

1. Clear Mandate	*The degree to which the governance model has a **clear mandate** - there is a clear and formal mandate for the assessment of need, planning, development and delivery of child care or other service (mandate enshrined in legislation with a budget to back it and full accountability).*
☑	The mandate is very clear – the authority is written into their constitution and direction is given through legislation.
	▪ Mentioned above in several places.
2. Reflects CCCABC's Values	*The degree to which the model promotes **CCCABC's values:***
	*a. **Accountable** The model promotes accountability to the community through government for ensuring standards/regulations are met and financial reporting is transparent and that the service is responsive to individual needs.*
☑	As mentioned above, local authorities (which are government bodies in and of themselves) determine the objectives and framework for work carried out in day-care facilities; although central government can exert powerful influence over local decision-making (i.e. the guarantees).
	▪ Mentioned above in several places.
2. Reflects CCCABC's Values	*b. **Coordinated** The model promotes coordination and integration of service (avoids overlap, duplication and ensures efficiency of available resources).*
☑	With child care under the auspices of local government, child care is coordinated locally. The literature does not say if child care services are integrated with other children and family services but there is an identified need for greater collaboration between daycare facilities and schools.
	▪ Local authorities have the overall responsibility for providing daycare facilities for children, to ensure a sufficient supply of places, and to take all necessary initiatives in relation to children in need of special supports. (It is suggested that the division of child care responsibilities is divided this way because of the larger investment needed to support children who need additional supports is beyond the capability of local government). Their estimate of sufficient supply will be based on a number of factors: the number of places already available, including other jurisdictions; present and foreseen demand, and financial factors. Parents are free, however, to decide what kind of childcare they want to use, and may be provided with a grant to use the services of a free-choice childminder, recognized by the municipality.[32] ▪ It is interesting to note that Danish law acknowledges the unique and central place that childcare plays in a child's life – "If a local authority is to investigate the situation

	of a child prior to making a decision concerning special support, the law provides that the basis on which the decision is made must include knowledge acquired by day-care facilities."[33]
	▪ Children do not attend school until they are 6-7 years old – before school is an optional year of kindergarten (about 98% of children attend). This, and before and after school care ('school leisure time facilities') are governed by local authority through the schools (Folkeskole). Once children reach school (age 6) the vast majority (49%) of them are in before and after school care. One of the criticisms of this model is that greater collaboration is needed between day care facilities and schools.[34]
2. Reflects CCCABC's Values	***c. Equitable*** *The model promotes equitable access across regions.*
☑	This model allows for a respectable amount of equity across regions. The decentralized nature of the model means that 87% of local authorities guarantee child care availability.
	▪ As mentioned previously, local authorities must provide childcare placements to all children residing in their community. The estimate will be based on a number of factors, including the number of places already available, present and future demand and financial factors.[35] ▪ "Each municipality forms an umbrella group made up of representatives from each [child-care] centre. This umbrella group determined the level of need for centre-based and home-based care, from which funding is allocated."[36] ▪ Rianne Mahon argues that Denmark has been successful in achieving the balance – with "greater diversity – and local democracy has been permitted, without sacrificing national concerns for equity."[37]
2. Reflects CCCABC's Values	***d. Inclusive and responsive to diversity*** *The model provides those who require additional supports and those who come from different backgrounds with the services they need to support their full development.*
→	This model has not fully met the needs of "New Danes" or infants, but, with strong central policy, it could be adapted to meet the needs of these two groups.
	▪ "Two groups of children have limited access to early education and care, viz. infants between 6 and 9 months and the children of the New Danes or immigrants." [38] ▪ The Social Services Act addresses day-care facilities for children with physical or mental disabilities – local authorities may meet this obligation in many different ways, including, establishment of a shared municipal facility operated by the county (region). This is the only area where county authority plays a direct role in child care.[39] ▪ The government literature discusses the 'special situation' of the 'large number of immigrants that have come to Denmark' or 'New Danes' (which seems to be defined as non-white/'Western' that have immigrated to Denmark since the 1970s). The

	special situation is that they "experience very different types of care and requirements in their childhood and youth," and that "integration" of these "bi-lingual" children is important and so they must have a place in a day-care facility: "such a place will give the children an opportunity to learn the Danish language and to enter into social relationships. In addition they will become familiar with Danish culture." This need is not mentioned for those from Britain, Sweden and the United States, despite them being mentioned earlier in the document, because "their culture and way of living are rooted in the same norms and values as those adhered to by the Danes."[40] In short, it is clear that the emphasis is placed on people of colour to integrate into Danish society through mainstream childcare. "In day-care facilities with many bilingual children the staff will generally include people with a non-Danish background, for example Turks or Pakistanis.	
2. Reflects CCCABC's Values	**e. Community-control** *The model promotes democratic community control, meaning it will:*	
	i. Be **participatory**, with children, parents, caregivers, and community members at large involved,	
☑	Through the parent boards, this governance model is highly inclusive of parents and caregivers (other stakeholders *may* sit on the board). The literature is silent on whether children themselves are involved in governance; however, the Danish service delivery approach to child care is definitely child rights-based and very participatory.	
	▪ The Danish model has a high level of parental involvement and influence – parents comprise the majority on parent's boards (each board must also have two staff representatives and other stakeholders may also sit on the board). Parents' boards set the guidelines for the educational principles and for the use of the financial framework as well as participate in appointing new staff. ▪ As mentioned earlier, the importance of consulting with parents is outlined in the Social Services Act that governs child care (although local authorities must decide the extent of competence to be given to parent boards). "Initiatives taken in relation to individual children must be agreed with the parents, which stresses the rule that parents have overall responsibility for the development of their children. Their initiatives taken by day-care facilities must be adapted to the initiatives taken by the parents in relation to their children."[41] ▪ Once parent boards have defined the principles for the educational work carried out in the day-care and for the use of funds made available within a budgetary framework, it is the job of the managers to translate this into a unique facility 'profile' that will be "communicated in the form of a business plan."[42] ▪ "..there is a long tradition of respect for childhood and early independence…the aim of the childcare centre…is to create settings that will foster the children's development, well-being and independence…their right to be consulted, to express their opinions and participate."[43]	

2. Reflects CCCABC's Values	*e. Community-control* ii. Reflect a high level of community **ownership**,
☑ **?**	The literature does not explicitly address this dimension, however, it is a model that does have extensive involvement of parents and therefore logically would have some degree of parent user ownership.
2. Reflects CCCABC's Values	*e. Community-control* iii. Be delivered through **non-profit or public** organizations,
☑	Almost all forms of child care are delivered outside of the for-profit system. Most day-care facilities are operated by local government authorities themselves and family-based care is a salary-based system; some independent enterprises are involved but they are also largely not-for profit.
	▪ Local authorities may establish and operate day-care facilities themselves, but they may also outsource the operation to independent enterprises. These independent enterprises are predominantly NGOs, however, the numbers have been falling in recent years possibly because the 'restrictive' requirements local authorities place on them. Now, more of them are being converted into municipal day-care facilities.[44] ▪ "About 70% of all day-care facilities are municipal, but independent day-care facilities are financed exactly the same way as municipal day-care. For schemes under which private facilities are operated, the municipality decides the grants per child for the arrangements." [45] ▪ "To receive municipal grants independent providers must work in conjunction with the local authority and observe local authority regulations and operating guidelines."[46] ▪ All private child minders (including organizations) who look after more than two children for payment, must acquire permission from local authorities to do so – authorities make permission contingent upon the organization or individual meeting the same criteria as those applying to municipal childminders. (but without the operational restrictions and therefore they do not receive grants).
2. Reflects CCCABC's Values	*e. Community-control* iv. Allow for political **autonomy**,
☑	The model is highly decentralized model and allows for vast amounts of political autonomy.
	▪ The current model (since 1976) is highly decentralized and responsibility rests with a constitutionally protected municipal authority which, as mentioned above, is responsible for 70% of government activities.[47] This is considered a fundamental and 'deep rooted' cultural preference for government that is close, accessible and responsive to its citizens.[48] ▪ "Each municipality forms an umbrella group made up of representatives from each [child-care] centre...[which] determines the level of need for centre-based and home-based care, from which funding is allocated."[49]

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2. Reflects CCCABC's Values	*e. Community-control* v. Be of a size/scale that allows a **direct relationship** between users and caregivers,
☑	Being highly decentralized, local governments determine all aspects of daycare structure and therefore the relationship between users and caregivers may be different in each locality; however, the mandatory and extensive parental involvement likely indicates a direct relationship between users and caregivers.
2. Reflects CCCABC's Values	*e. Community-control* vi. Have the **infrastructure** (administrative support, etc.) to support community involvement,
☑	Again, because of the highly decentralized system, it is difficult to comment on the infrastructure available to support community involvement; however, the infrastructure would come directly from local government authority.
	▪ As mentioned above, the local authority has primary responsibility for the delivery of child care; therefore infrastructure support would logically be in place. ▪ Denmark has a stable population, a long evolution of child care, and stable central and local governmental climate.
2. Reflects CCCABC's Values	*e. Community-control* vii. Allow service delivery to be **decentralized**, and it will,
☑	This model allows for a vast amount of decentralization.
	▪ As mentioned above, there are many examples of the decentralized power in regards to child care delivery: "For schemes under which private facilities are operated, the municipality decides the grants per child for the arrangements." [50]
2. Reflects CCCABC's Values	*e. Community-control* viii. Build on the **strengths** that currently exist in the community and province (probably using a community development model).
☑	This model has been in place for a long time and has moderate-to-extensive parental involvement and is highly decentralized; therefore, presumably draws on existing strengths in the community.

Concerns, Issues, Questions

1. In such a highly decentralized model, it may be beneficial to look further at the research evaluating the quality of child care in Denmark across regions. Where are recent initiatives focusing on quality coming from?

2. It would be worthwhile to survey the actual power that parental boards have across regions.

3. Further exploration of the similarities and differences in response to diversity would be helpful.

GOOD GOVERNANCE OF CHILD CARE: WHAT DOES IT MEAN? WHAT DOES IT LOOK LIKE?   *Denmark Model* **10**
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[1] The terms 'municipalities' and 'local authorities' are used interchangeably in the literature, so I have done so as well. Also, daycare and childcare are used interchangeably. Also, this analysis is focused primarily on the community based child care delivery model and not on the school-based model.

[2] StatBank Denmark. www.statbank.dk

[3] Denmark. *Early Childhood Education and Care Policy in Denmark – Background Report. OECD Thematic Review of Early Childhood Education and Care Policy* (Copenhagen: Ministry of Social Affairs, 2000), 7. At: www.oecd.org/dataoecd/48/37/2475168.pdf.

[4] As of January 1, 2007, Denmark will be changing to 98 municipalities and five regions. See: www.kl.dk/359504.

[5] Denmark, *Early Childhood Education and Care Policy in Denmark*, 8.

[6] Organisation for Economic Co-operation and Development (OECD), *OECD Country Note: Early Childhood Education and Care Policy in Denmark* (January 2001), 12. At: www.oecd.org/dataoecd/31/56/33685537.pdf.

[7] OECD, *OECD Country Note*, 13; and Denmark, *Ministry of Science Technology and Innovation – Work in Denmark: Childcare.* At: www.workindenmark.dk, last accessed May 31, 2006.

[8] Denmark, *Early Childhood Education and Care Policy in Denmark,* 14.

[9] Denmark, Ministry of Social Affairs, *Social Policy in Denmark – 5.1 Day-care services for children*. At: http://eng.social.dk.

[10] The local authorities' right to manage their own affairs, under state supervision, is laid down in the Constitution of 1849. Also, Denmark, *Early Childhood Education and Care Policy in Denmark,* 41.

[11] KL, *Local Government in Denmark* (2003),6. At: www.kl.dk/359504.

[12] Denmark, *Ministry of Science Technology and Innovation.*

[13] Organisation for Economic Co-operation and Development (OECD), *An Overview of ECEC Systems in the Participating Countries – Denmark* (2001), 160. At: www.oecd.org/dataoecd/43/35/1942303.pdf.

[14] Ibid.

[15] Denmark, Ministry of Social Affairs, *Social Policy in Denmark – 5.1 Day-care services for children*. At: http://eng.social.dk.

[16] OECD, *OECD Country Note,* 12.

[17] Denmark, *Early Childhood Education and Care Policy in Denmark*. 12.

[18] OECD, *OECD Country Note*, 162.

[19] R. Mahon, *What Kind of "Social Europe?" – Working Paper no. 02/01. Presented at the 1st IES Annual Colloquium* (September, 2001), 13. At: www.iee.umontreal.ca/publicationseng_fichiers/DIVERS/Texte-Mahon01.pdf.

[20] O. Langsten and D. Sommer, "Chapter 8 – Denmark" in *International Handbook of Child Care Politics and Programs*, M. Cochran, ed. (Conneticut : Greenwood Press, 1993), 160.

[21] Adapted from: Denmark, *Early Childhood Education and Care Policy in Denmark,* 49, Using Universal Currency Converter www.xe.com on June 28, 2006 and multiplying by 12 months.

[22] OECD, *OECD Country Note*, 161.

[23] Denmark, *Early Childhood Education and Care Policy in Denmark,* 16.

[24] OECD, *OECD Country Note*, 38.

[25] Denmark, *Early Childhood Education and Care Policy in Denmark,* 35.

[26] Childcare in a Changing World European Conference: October 2004, Groningen, the Netherlands. *Country Files: Denmark.* At: www.childcareinachangingworld.nl/downloads/country_files_denmark.pdf.

[27] OECD, *OECD Country Note*, 161.

[28] S. Kamerman and A. Kahn, *A welcome for every child: care, education and family support for infants and toddlers in Europe* (Arlington: Zero to Three, National Centre for Clinical Infant Programs, 1994), 12.

[29] Denmark, *Early Childhood Education and Care Policy in Denmark,* 36.

[30] OECD, *OECD Country Note*, 162.

[31] OECD, *OECD Country Note*, 10.

[32] OECD, *OECD Country Note*, 12.

[33] Denmark, *Early Childhood Education and Care Policy in Denmark,* 12.

[34] Ibid, 32.

[35] Ibid, 14.

[36] Lowe, 'Quality Child Care, Danish Style,' 20.

[37] R. Mahon, *What Kind of "Social Europe?" – Working Paper no. 02/01. Presented at the 1st IES Annual Colloquium* (September, 2001), 13. At: www.iee.umontreal.ca/publicationseng_fichiers/DIVERS/Texte-Mahon01.pdf.

[38] OECD, 2001, *Overview*, 162.

[39] Denmark, *Early Childhood Education and Care Policy in Denmark,* 19.

[40] Ibid, 39.

[41] Denmark, *Early Childhood Education and Care Policy in Denmark,* 12.

[42] Ibid, 31.

[43] OECD, *OECD Country Note*, 26.

[44] Ibid, 16.

[45] Childcare in a Changing World European Conference.

[46] OECD, 2001, Overview, 161.

[47] The local authorities' right to manage their own affairs, under state supervision, is laid down in the Constitution of 1849. Also; Denmark, *Early Childhood Education and Care Policy in Denmark,* 41.

[48] KL (2003). Local Government in Denmark. www.kl.dk/359504. 6.

[49] Lowe, 'Quality Child Care, Danish Style,' 20.

[50] Childcare in a Changing World European Conference.

Good Governance of Child Care:

What Does it Mean? What does it look like?

QUEBEC MODEL

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QUÉBEC CHILD CARE GOVERNANCE MODEL

Québec

- Population 7.4 million in 2004 (based on data from Statistics Canada, 2001 Census)
- 80.2% of the population lives in urban centres (2001).[1]
- Compared to the rest of the provinces and territories of Canada, Québec (since the révolution tranquille of the 1960s) is well-known for taking a more progressive approach to supporting children and families.

Brief Model Description:

** It is important to note that the original child care structure was created in 1997 and changed after 2003. Extensive literature on the impact of these changes is not available yet but some anecdotal evidence suggests that some progress made prior to 2003 has been, to varying degrees, reversed. This has been noted in various places throughout the analysis – the arrows on the left-hand side of the document will indicate some of the changes. Also note that this analysis heavily focuses on centre-based and family child care, rather than school-based care under the Ministère de l'Education (see end of this section for a brief description of the school-based care.)

This model was introduced in 1997 as part of a comprehensive family policy drawing on pre-existing resources and non-profit child care centre expertise. This model does not incorporate any state-run child care. It is clearly a two-stream model: for 'historical and administrative reasons' (contention between two different ideas of child care), child care for children aged 0 to 4 was placed under the auspices of the Ministère de la Famille et de l'enfance and child care for 5-to-12-year olds under that of Ministère de l'Education (with an emphasis on the importance of elaborating 'a comprehensive early childhood program in order to meet the needs of all children.')"[2] A comprehensive and integrated approach was seen as possible in this model: "eventually [it will] incorporate all services offered to families and children and work in conjunction with other community organizations."[3]

The non-school-based stream, as originally created, heavily favoured delivery of child care by non-profit organizations and family child-care providers. Pre-existing non-profit child care centres or family child care organizations evolved into *centres de la petite enfance* (CPE), housed under the original ministry (of 1997) the Ministère de la Famille et de l'enfance, with an expanded mandate to oversee both centre-based child care (group child care) for children ages 0 to 4; and family child care for children ages 0 to 12. As of March 31, 2000, Québec boasted 865 CPEs.[4]

As of the election of the provincial Liberal government in 2003, several changes have been implemented to the program, including:

- Bill 8 adopted in December 2003 amended the *Act* to "decertify existing unions of family child care providers and enshrined in law their self-employment status."[5]
- "The budget for publicly funded child care was cut by $25million/year. Parent fees were raised from $5 to $7 a day and policy favouring non-profit child care was reversed. Financing for for-profit centres was improved."[6]
- The CPEs are now housed under a new ministry (Ministère de la Famille, des Aînés et de la Condition feminine) and no longer administer family child care. According to the ministry's childcare establishment locator website, as of June 1, 2006, "home childcare services will be coordinated by coordinating offices. Coordinating offices are mandated to recognize home childcare providers in

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their territory, offer them support, and ensure the application of regulated standards concerning home child care providers. The vast majority of coordinating offices are childcare centre permit holders who have received accreditation to act as a coordinating office in a defined territory."[7]

The Public Policy Context

The broader public policy context in which the governance model operates.

1. Universal	*The government takes a universal entitlement approach (as opposed to a targeted or market approach).*
☑	Introduced in 1997, the child care model took a universal entitlement approach and as part of an overall family policy.
	On the upside: During its implementation in 1997, the government of Québec introduced the current model of child care services "as the heart of Québec's new family policy".[8] Since that time, the province has offered highly-subsidized child care to all families, regardless of their income or employment status up until the age of 12. ▪ The model was introduced as part of a holistic policy involving "an integrated child benefit for low-income families, second, good quality early childhood education and child care services, and third, an improved parental insurance plan."[9] These three measures were seen to support some of the government's core goals: fighting against poverty, equal opportunity, development of the social market economy, transition from welfare to the workforce, and increased supports to working parents.[10] Tougas (2001) goes so far as to argue that "the Québec government chose to strategically position early childhood and child care services in a much broader policy context: both as part of family policy and of education," and this was a wise move because "these measures are bound together in such a way that it would be difficult to reject one without being seen as attacking all of them at once. If the government had chosen to isolate the issue of child care services and treat it as an independent portfolio – an early childhood policy, for example – the outcome might have been quite different."[11] ▪ Tougas argues Québec's progressive stance on supporting children and families was evident in the creation of this child care model: "There is a consensus in Québec society on the needs of families and children. This was in fact what motivated the government to introduce a child care policy of this magnitude."[12] ▪ The 'new direction' in child care came about under the political context of 'choice' – gave families the option of taking the tax credit and providing their own child care. On the downside: It is important to note that the government had to double the estimated number of additional spaces required from its original demand projections once they announced the universal, subsidized model in 1997 – analysts believe that parents who, prior to the new model did not even bother to try and access child care (perhaps for affordability and accessibility reasons) became more hopeful of accessing affordable child care and thus, began registering on wait lists for spaces anticipated to be available after the model's implementation.[13]

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	In 2001, it was reported that 85,000 children were on waiting lists for a child care space (Institut de la statistique du Quebec, 2001).[14] Of these children on waitlists, 8,700 are already enrolled in a subsidized space but wish to change. [15]
2. Quality	*Government is responsible for, and sets high standards for relevant services that are enforced and resourced (i.e. strong public policy framework, ensures workforce and administrators have appropriate education, wages and working conditions).*
☑	The Québec government has legislation and regulations that cover most child care, has set a core educational program, is improving educational requirements for caregivers (but not administrators or inspectors), and has made progress on caregiver remuneration. Increased hope of parents in accessing child care means continued waitlists for subsidized spaces.

	On the upside:
	
	▪ Child care in Québec is covered by three separate pieces of legislation and one set of regulations.[16]
	
	▪ "CPEs and child care centres are subject to regulations governing the physical layout of their premises, children's health and safety, education support and staff training. To assist child care programs in carrying out their mandate, the government adopted a *core educational program* concurrently with the global implementation of the child care reform, requiring that it be adopted by all regulated child care services."[17]
	
	▪ As of 2004, the Ministère de l'Emploi, de la Solidarité sociale et de la Famille (MESSF) issued permits and MESSF inspectors monitored compliance with regulations. [18]
	
	▪ After 1997, the government imposed stricter ECCE training regulations for CPE child care workers.[19] Two-thirds of staff in centre-based CPEs must have a college diploma or university degree in ECE. In [for-profit centres and non-profit centres not operated by a CPE], 1/3 of staff must have a college diploma or university degree in ECE.[20]
	
	▪ Improvements in the mean hourly wage [a child care worker who earned \$12.49/hour in 1998/99 will receive \$17.30 in 2002/03].[21] Wages as of 2003/04[22]:
	    o Educational consultants: \$18.35
	    o Trained child care teachers: \$16.46
	    o Untrained child care staff: \$13.67
	
	On the downside:
	
	▪ Unregulated child care exists: unregulated family child care (max 6 children including caregiver's own); nursery schools (min. 7 children aged 2-5 for up to four hours/day); and stop-over centres (min. 7 children on a casual drop-in basis for up to 24 consecutive hours) [23]
	
	▪ There is no regulatory requirement for the frequency of visits by inspectors and inspectors are not required to have a degree, diploma or training in ECE.[24]
	
	▪ Regulations do not require the director of a CPE to have specialized training in management or early childhood care and education.[25]

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	Unknown:
	■ The current Famille, Aînés et Condition feminine website outlines an 'ongoing quality improvement plan' that involves a 'certification process'. "Inspired by the Conseil québécois d'agrément's model for social economy enterprises, the certification process for educational childcare establishments will serve as a guide to help interested childcare providers study every aspect of service quality."[26]
3. Affordable	*Parental fees are no more than 20% of service revenue.*
☑	Parental fees are currently $7 a day (up from $5 a day), which remains less than 20% of child care revenue.
	■ As of January 1, 2004, the parental contribution for government subsidized spaces was raised to $7 a day which, according to the Famille, Aînés et Condition feminine website, represents less than 17% of the cost of services.[27] Additional subsidies of a maximum of $5 a day are available to low-income parents.
4. Publicly funded	*Government provides the majority of funding for relevant service.*
☑	Government provides the overwhelming majority of funding for regulated child care and now even seems to provide some grant money to commercial child care centres.
	■ See: *3. Affordable*.
	■ Also available: development grants, grants for purchase of property or construction of a facility, grants for enlarging or refitting a facility, compliance grants, grants to acquire the basic assets of a day care centre, allowance for early intervention in a disadvantaged area, recurring funding, child care or family child care basic allowance, special needs school-age grants, supplementary allowances, allowance for a facility in a disadvantaged area, allowances for places at the reduced contribution offered to school-age children, allowances for the integration of a child with a disability, and specific allowances.
	■ **This funding may have shifted since 2001.**
5. Accessible	*There is a space for everyone in a resource that supports their full development.*
→ ←	Québec has doubled the estimated number of additional spaces required after the $5 a day program was so successful. Since 2003, expansion has slowed significantly and many children are waiting for spaces.
	■ "[As of January, 2004] the target of 200,000 regulated spaces (excluding school-age spaces) established at the beginning of the family policy was almost reached, with about 17,000 spaces yet to be developed."[28]
	■ In 2001, it was reported that 85,000 children were on waiting lists for a child care space (Institut de la statistique du Quebec, 2001) with 8,700 of those already enrolled in a subsidized space but wish to change. [29]

Quebec Child Care Governance

1. Clear Mandate	*The degree to which the governance model has a **clear mandate** - there is a clear and formal mandate for the assessment of need, planning, development and delivery of child care or other service (mandate enshrined in legislation with a budget to back it and full accountability).*
☑ ⬅	Legislation and regulations mandate two different ministries to administer child care – their authority is handed down via legislation and regulations. For CPEs, the mandate may not have changed with recent developments in Quebec; however, the power they have to execute their mandate may have. See: *iv. Allow for political autonomy*, under **Community control**.
	Please note: the next section is an analysis of child care delivered by CPEs and a description of the governance structure of school-based child care. I have not included for-profit care or non-profit care not delivered by CPEs (those that do not comply with minimum CPE requirements, Church-based care, etc).
2. Reflects CCCABC's Values	*The degree to which the model promotes **CCCABC's values:***
	a. Accountable *The model promotes accountability to the community through government for ensuring standards/regulations are met and financial reporting is transparent and that the service is responsive to individual needs.*
☑	CPEs are accountable to government for ensuring standards/regulations are met (via ministry oversight, inspectors, licensing, etc.) and, presumably through ministry oversight, financial reporting is transparent. It is not clear in the literature how individual concerns are handled.
	▪ The Ministère de la Famille et de l'Enfance was created (now under the Ministère de la Famille, des Aînés et de la Condition feminine), to "foster with the assistance of family partners the overall development of children and families."[30] ▪ Each CPE is independent, with its own charter and regulations, although these must respect the parameters of Québec's act *Respecting Child Care Centres and Child Care Services*.[31]
2. Reflects CCCABC's Values	***b. Coordinated*** *The model promotes coordination and integration of service (avoids overlap, duplication and ensures efficiency of available resources).*
☑ ⬅	The model will avoid overlap, duplication and ensure efficiency of available resources through a provincial-wide planning process involving regional development councils, and though local planning and networking through the CPEs themselves (under the original model); however, recent developments have separated group and family child care coordination.
	▪ Québec uses a provincial-wide planning process. "Les conseils régionaux de développement, with representation from municipalities, social services, and child care organizations, set priorities by region. They develop five-year plans based on population and labour force statistics, funding and relative regional equity."[32]

	▪ Under the original model of 1997, the CPEs were envisioned as a "forum for exchange and mutual support between parents," and a place to deliver services to parents and work with other partners in the community (health and social services, municipalities, education, community and family groups, etc.). As such, they were invited to develop a second child care centre (each one can direct a maximum of two centres) and were directed to develop family child care services. A comprehensive and integrated approach was seen as possible in this model: "[CPEs would] eventually incorporate all services offered to families and children and work in conjunction with other community organizations."[33] ▪ Recent changes have separated family child care from group child care centres, relinquishing the coordinated effect of having all community-based child care coordinated out of one centre.[34]
2. Reflects CCCABC's Values	**c. Equitable** *The model promotes equitable access across regions.*
☑	Regional development councils have the responsibility to develop equitable five-year plans across regions based on 'places' distributed to the regions based on need as determined by the Ministère de la Famille.
	▪ Regional quotas are based on a detailed survey of needs done by the Ministère de la Famille. The 'places' are then distributed to the regions and the regions plan how to develop them within those parameters.[35] ▪ "Five-year development plans for child care have been in force in Québec since the mid-1980s to ensure systemic planning and a relative equilibrium between regional needs and the supply of services. The MFE established national development objectives on the basis of statistical data (regularly updated with the help of Québec's statistical office [BSQ]) and funds available, determining the proportion of spaces to be created in child care centres and family child care homes. Since the 1997 reform, the preparatory procedure has remained the same, although the Ministry now works with Québec's **regional development councils** (CRD). A number of different sectors are brought together in these CRDs: municipalities, education, health, social services, business, community organizations, and family organizations. Depending on the region, CRDs may establish committees mandated to analyze child care needs that are brought to their attention by various organizations in the community, and to report back to them. The CRDs make recommendations to the Ministry on the development of new child care services or the expansion of existing ones in its region. This fits with the Ministry's desire to coordinate and regionalize planning: 'ensuring the promotion and the development of early childhood care and education services while respecting the national objectives of the family policy.' [36]

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2. Reflects CCCABC's Values	**d. Inclusive and responsive to diversity** *The model provides those who require additional supports and those who come from different backgrounds with the services they need to support their full development.*
➔ ?	CPEs seem quite decentralized and therefore allow the room to respond to local diversity; however, there seems to be no central proactive policy to ensure that child care is meeting the needs of diverse citizens.
	▪ The composition of CPE boards is a strong step to inclusiveness; however, the research included does not evaluate the success of their approach to including children with special needs and ensuring aboriginal and marginalized families are receiving adequate child care. ▪ CPEs decide whether to accept children with special needs although government can provide a publication on the inclusion of children with special needs and a subsidy to centres to help them to include children "with severe long term disabilities, diagnosed as such by a recognised professional, who face obstacles in integrating into the child care setting."[37] ▪ "[In regards to aboriginal child care,] in 2004 there were 41 child care centres [and] three family child care services... Other centres were under construction. On-reserve child care is funded through agreements between First Nations communities and federal and provincial governments. The Quebec Native Women's Association, Band Councils, the Cree and the Kativik regional administrations play key roles in First Nations child care in Quebec."[38]
2. Reflects CCCABC's Values	**e. Community-control** *The model promotes democratic community control, meaning it will:*
	i. Be **participatory**, with children, parents, caregivers, and community members at large involved,
☑	The board is highly inclusive of parents; but, it is uncertain whether children & community members are included.
	▪ The board of directors of CPEs "must consist of a minimum of seven persons, at least 2/3 of whom (who are neither staff nor family child care providers) must be parent-users of the program."[39]
2. Reflects CCCABC's Values	*e. Community-control* ii. Reflect a high level of community **ownership**,
➔	The system was designed so that parents would be "directly involved and a driving force in the administrative and education decisions" reflecting a high degree of parent-use ownership. The literature does not speak directly to broader community ownership; however, CEPs involvement with other '3rd sector' voluntary organizations suggests progress in this area.
	▪ See: *2. e. iv. Autonomy* for caution.

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2. Reflects CCCABC's Values	e. *Community-control* iii. Be delivered through **non-profit or public** organizations,
☑ ⬅	The original 1997 model was highly focused on developing non-profit child care though preferential treatment in the subsidy system – so much so that an increasing number of commercial centres had converted to non-profit. Since 2001, this policy has been reversed.
	▪ In 1997, the Québec government decided to prioritize the development of parent-run CPEs. To fill parent demand during the transition, the government has been renting spaces from existing commercial centres to allow them to officer reduced-rate spaces. Commercial centres can sell their assets to a group of parents. As of March 31, 2000, approximately "20 commercial day care centres had completed the conversion from for-profit to non-profit centres, and 25 others were well on their way to doing so."[40] ▪ The child care model that was implemented was advocated for by a very active lobby group – it was a result of an historically very close relationship between non-profits and government.[41] "Mobilization was supported by the establishment of child care centres – non-profits – run by a council of parents and staff which embraced both democratic and child development goals."[42] ▪ In 2003, "policy favouring non-profit child care was reversed."[43]
2. Reflects CCCABC's Values	e. *Community-control* iv. Allow for political **autonomy**,
☑ ⬅	Each CPE is independent with its own charter and regulations (within the confines of the central Act and regulations); however, recent developments suggest that this political autonomy was by no means entrenched.
	▪ Each CPE is independent, with its own charter and regulations, although these must respect the parameters of Québec's act *Respecting Child Care Centres and Child Care Services*. ▪ It is important to note that the original child care governance model may have been compromised by recent changes in Québec. According to Tougas (2002), in the original model, "the government decided that Québec's child care system should consist essentially of not-for-profit, community-based organizations (as opposed to private for-profit ones), to be administered by parents, thus giving parents a prominent role in service delivery and education choice… Each CPE is independent, with its own charter and regulations, although these must respect the parameters of Québec's act *Respecting Child Care Centres and Child Care Services*."[44] This suggests that the spirit in which CPEs were created would allow parents to "be directly involved and a driving force in the administrative and education decisions". However, recent material produced by that Association québécoise des CPE in reaction to recent changes in child care in Québec, argues that this reform is "attacking the very essence of CPEs' educational and community initiative...by [amongst other things] the State taking control of CPE management, a

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	quasi-takeover usurping the real decision-making and strategic direction powers related to a CPE from parents and the community, enabling the Minister to impose the internal governing regulation and giving the Minister the power to determine human resource, material and financial management."[45]
	▪ Given the recent changes in Québec, it would appear that the CPE structure was not sufficient to allow for complete political autonomy.
2. Reflects CCCABC's Values	*e. Community-control* v. Be of a size/scale that allows a **direct relationship** between users and caregivers,
☑	The boards have a 2/3 parent user majority and a reasonable number of children per centre, presumably allowing for a direct relationship between the users and caregivers.
	▪ The boards of CPEs are comprised of a 2/3 parent user majority. ▪ A CPE may have up to 350 children – up to 240 in child care centres with 80 in each individual facility and up to 250 in its family child care component.[46] ▪ "Government hopes that CPEs will gradually become 'forums for exchange and mutual support between parents,' that they will deliver services to parents and work with other partners in the community (health and social services, municipalities, education, community and family groups, etc.) to make programs accessible to the greatest number. This is a concrete means of confirming that the primary responsibility for children's education lies with the *parents and that the parents must be directly involved and a driving force in the administrative and education decisions that concern them*." [47] ▪ It is not clear what role the children have in shaping child care direction or educational programming.
2. Reflects CCCABC's Values	*e. Community-control* vi. Have the **infrastructure** (administrative support, etc.) to support community involvement,
☑	CPEs have significant infrastructure support.
	▪ Before the intro of CPEs, child care centres had a maximum of 60 spaces which meant they had approximately 80 children, 15 or so employees and an annual budget of around $500,000. A centre's territory was limited to a big-city neighbourhood, or to a municipality and its immediate surroundings. Family child care agencies had approximately 150 spaces and about 200 children with roughly 30 to 40 family child care providers, for an annual budget of approximately $700,000 (with a slightly larger territory). However, now CPEs "have become community-based petites et moyennes enterprises (PMEs). They provide both centre-based and family child care…They work with one board of directors for the two settings, an executive director, administrative staff, coordinators and home visitors, child care teachers and family child care providers."[48] [Post 2003, there have been changes to this structure] They are located in several buildings and

	employ around 30 salaried employees and coordinate about 50 child care providers with an annual budget of $2million. [49] "The boards of directors of these community-based PMEs are still composed of a majority of parents whose children are enrolled in CPE; they have an ever-increasing number of responsibilities, and rely heavily on the knowledge and skills of the executive director to meet these. But…the regulations do not require the director of a CPE to have specialized training in management or early childhood care and education. This is a major flaw…"[50] "This complex and heavier administrative structure also brings with it the risk of cutting off the administration and board of directors from parents and front-line workers. The community orientation of CPEs manifests itself in the direct representation of the needs of the children and parents at the decision-making level."[51]
2. Reflects CCCABC's Values	*e. Community-control* vii. Allow service delivery to be **decentralized**, and it will,
☑	This model allows for a moderate amount of decentralization as each CPE is fairly autonomous and has a maximum of two child care centres.
	▪ Each CPE is independent, fairly small and localized, with its own charter and regulations, although these must respect the parameters of Québec's act *Respecting Child Care Centres and Child Care Services*.
2. Reflects CCCABC's Values	*e. Community-control* viii. Build on the **strengths** that currently exist in the community and province (probably using a community development model).
☑	The model draws on the expertise and resources already available in the non-profit child care sector.
	▪ The CPEs "were created out of the non-profit child care centres and family child care agencies that formed the cornerstone of the system until 1997."[52]

School-age child care program (a brief description only)

Please note: In 2002, it was estimated that there were 1,249 school-age child care programs in Quebec's various elementary schools serving around 150,000 children between the ages of 5-12 in the elementary system. "The fact that school-age care is not immediately linked with Québec's family policy and the system of CPEs and other child care services is without a doubt because it falls within the jurisdiction of the MEQ [Ministère de l'Education] and not the MFE as do the others. Its funding is assured by the MEQ through the school boards."[53]

Following the education reform in 1996, "the government of Québec adopted a new Education Act (Loi 180) which provides for the creation of **governing boards** in each school. These boards play several roles in the schools and with respect to school-age child care. Among other things, it is at the request of the governing board that a school board establishes a child care program in a school. In other words, if the governing board judges that there is sufficient demand in the school to warrant a child care program, the school administration and school board must set about establishing one. All school child care projects with governing board support are considered admissible, and it all intents and purposes receive the funding – notably in the form of start-up grants and capital expenditure allowances – required for the project to be set up."[54]

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The **governing boards** fulfill numerous school-related roles along with child care related ones. There child care related roles include: requesting child care services, approval of premises placed, advising the school board concerning any matter likely to improve the organization of the services it provides, and the setting up, if deemed appropriate, of a **child care parents' committee** and receiving representations and recommendations from that committee.[55] The governing boards adopt the school's annual budget and, consequently, that of the child care program. Approval of the budget implies acceptance of its principle tenets and the school's education project. As a member of the school-team and of the governing board, the child care representative has the same powers as the other members of the governing board but must be especially attentive and present during discussions so as to ensure that the child care program's point of view is heard.[56]

The **school boards** also play a role. School boards provide school-age child care for children attending kindergarten and elementary school. When a school cannot provide child care services, the child can attend a CPE.[57] School boards play a role in monitoring the organization and maintenance of school-age child care programs, offering support to principals with respect to the quality and enhancement of child care services, following up on requests from governing boards and child care parents' committees, establishing rules and criteria for hiring personnel, and hiring personnel.[58]

MEQ regional offices also play a role in child care services. They analyze proposals from school boards for the establishment or renewal of child care services, determine allowances to which child care programs are entitled, ensure school boards have the information they require, disseminate all the relevant information, and ensure that child care services are made available in compliance with the Education Act and the *Regulation Respecting Childcare Services Provided at School*. [59]

Principals (amongst other things) ensure the quality of service and see that education activities are carried out according to plan. Educators, child care coordinators, parents and children also have various roles. [60]

To facilitate the transition among various ECCE services (including CPEs, kindergarten, school-age child care), "avoid duplication and ensure cohesion among the various programs provided by the different services; the government's response was to set up a 'harmonization and integration' committee composed of all the various stakeholders."[61]

Healthy collaboration among school administrators, teachers and child care staff has been proven to be a factor in providing quality child care.[62] As such, the *Education Act* provides for one seat on a school's governing board for child care staff and four seats for school staff members, including two teachers.

Concerns, Issues, Questions

1. What kind of real governance power do the CPEs have – much power seems to remain with the ministry (i.e. permits, educational requirements, etc.)?

2. Questions remain as to how inclusive and responsive to diversity the model is. How can we find this out?

3. What sense of ownership does the community have over the CPEs (or did before the split – what was the cause of the administrative split between family caregivers and group caregivers)?

4. Has the mandate changed for the CPEs beyond the changes to the types of care? Emergent analysis suggests that the power has shifted.

5. We are not evaluating school age care in Quebec but we are looking at the school board model in BC.

[1] Canadian Council on Social Development, Demographics of the Canadian Population, at: www.ccsd.ca/factsheets/demographics/index.htm.

[2] J. Tougas, *Reforming Quebec's early childhood care and education: The first five years*. *Occasional paper 17.* (Toronto: University of Toronto, Childcare Resource and Research Unit, 2002), 61. Quote from Ministère de l'Education, *Grandes orientations de la réforme de l'éducation* (presentation by the Minister of Education, Press Conference), October 24, 1996.

[3] J. Tougas, 'What we can learn from the Quebec experience,' in *Our Children's Future: Child care policy in Canada*, G. Cleveland and M. Krashinsky, eds. (Toronto: University of Toronto Press, 2001), 99.

[4] Tougas, *Reforming Quebec's early childhood care and education*, 5.

[5] Childcare Resource and Research Unit (CRRU), *Trends and Analysis: Early childhood education and care in Canada 2004. Provincial Context: Quebec*, 2005, 65. Available at: www.childcarecanada.org.

[6] Ibid.

[7] Famille, Aînés et Condition feminine. *Childcare centres, day care centres and home child care: Childcare establishment locator.* Available at www.mfacf.gouv.qc.ca.

[8] Tougas, 'What we can learn from the Quebec experience,' 92.

[9] Tougas, *Reforming Quebec's early childhood care and education*, 1.

[10] From speech delivered by then Premier Lucien Bouchard, Government of Quebec (1997), cited in Tougas, *Reforming Quebec's early childhood care and education*, 1.

[11] Tougas, 'What we can learn from the Quebec experience,' 97.

[12] Tougas, *Reforming Quebec's early childhood care and education*, 52.

[13] Ibid, 20.

[14] Doherty, G., Friendly, M., and Beach, J. (2003) *OECD Thematic Review of Early Childhood Education and Care Canadian Background Report.* www.oecd.org/dataoecd/41/36/33852192.pdf. 44.

[15] M. Friendly, J. Beach, and M. Turiano, *Early childhood education and care in Canada 2001*. (Toronto: Childcare Resource and Research Unit, December 2002). Available at: http://childcarecanada.org/ECEC2001/PQ.pdf

[16] CRRU, 58.

[17] Tougas, *Reforming Quebec's early childhood care and education*, 10.

[18] CRRU, 60.

[19] Tougas, *Reforming Quebec's early childhood care and education*, 11.

[20] CRRU, 59-60.

[21] Tougas, *Reforming Quebec's early childhood care and education,* 15.

[22] Ibid, 62.

[23] Ibid, 58.

[24] Ibid, 60.

[25] Tougas, *Reforming Quebec's early childhood care and education*, 72.

[26] Famille, Aînés et Condition feminine. *Childcare services – Service quality.* Available at: www.mfacf.gouv.qu.ca.

[27] Famille, Aînés et Condition feminine. *Childcare services – Consultation.* Available at: www.mfacf.gouv.qc.ca.

[28] CRRU, 66.

[29] Friendly, Beach and Turiano, *Early childhood education and care in Canada 2001.*

[30] Tougas, *Reforming Quebec's early childhood care and education*, 4.

[31] Tougas, *Reforming Quebec's early childhood care and education*, 5.

[32] CRRU, 2005, 63.

[33] Tougas, 'What we can learn from the Quebec experience,' 99.

[34] Association québécoise des centres de la petite enfance, The Real Issues in the Théberge Reform (2/11/2005). Available at www.childcarecanada.org.

[35] Nancy Neamtan, President/Executive Director of the Chantier de l'économie sociale, Personal Correspondence.

[36] Tougas, *Reforming Quebec's early childhood care and education,* 15-16. Quote translated by Tougas from Ministere de la famille et de l'enfance (2000). *Rapport annuel 1999/2000.*

[37] Tougas, *Reforming Quebec's early childhood care and education*, 17; see also, CRRU, 2005, 59.

[38] CRRU, 59.

[39] CRRU, 58.

[40] Tougas, *Reforming Quebec's early childhood care and education*, 16.

[41] Tougas, 'What we can learn from the Quebec experience,' 95

[42] J. Jenson, 'Against the Current: Child Care and Family Policy in Quebec,' in *Child Care Policy at the Crossroads: Gender and welfare state restructuring.* S. Michel and R. Mahone, eds. (New York: Routledge, 2002), 309.

[43] CRRU, 65.

[44] Tougas, *Reforming Quebec's early childhood care and education*, 5.

[45] Association québécoise des centres de la petite enfance, *The Real Issues in the Théberge Reform* (2/11/2005). Available at www.childcarecanada.org.

[46] CRRU, 58.

[47] Tougas, *Reforming Quebec's early childhood care and education*, 5-6, emphasis added.

[48] Ibid, 72.

[49] Ibid.

[50] Ibid.

[51] Ibid, 73.

[52] Ibid, 4.

[53] Ibid, 6.

[54] Tougas, *Reforming Quebec's early childhood care and education*, 57.

[55] Ibid, 58.

[56] Ibid, 62.

[57] CRRU, 63.

[58] Ibid, 58.

[59] Ibid.

[60] Ibid, 59.

[61] Ibid, 7.

[62] Ibid, 61. Study quoted from Johnson, L.C. and Mathien, J., (1998) Early childhood services for kindergarten-age children in four Canadian Provinces: Scope, nature and models for the future. Caledon Institute of Social Policy. Ottawa, p.41.

Good Governance of Child Care:

What Does it Mean? What does it look like?

COMMUNITY LIVING BRITISH COLUMBIA (CLBC) MODEL

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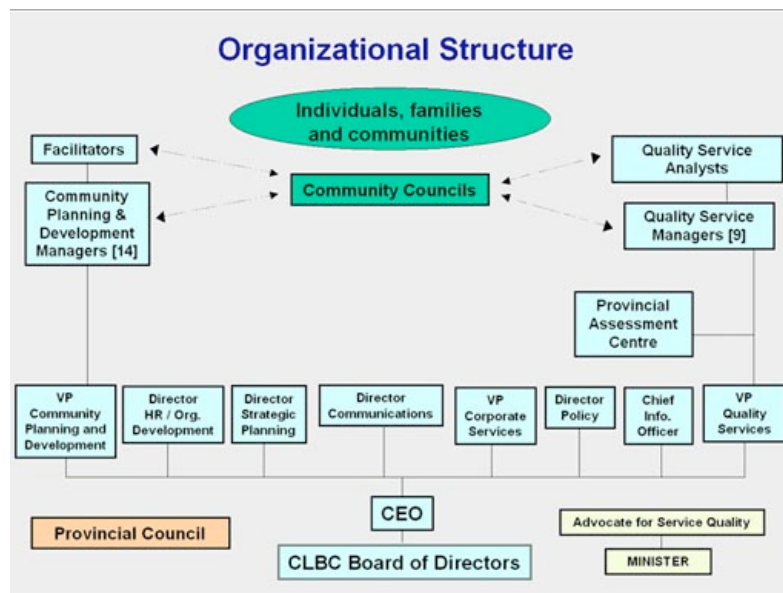# COMMUNITY LIVING BRITISH COLUMBIA (CLBC) GOVERNANCE MODEL

British Columbia

- Population 3.9 million, 2001 and 947,800 sq km
- 85% of the population lives in urban centres (2001).[1]
- British Columbia has the largest gap between the average wealth of the richest 10 percent and the poorest 10 percent – suggesting the highest level of inequality in Canada.[2]
- As of March 31, 2006, CLBC serves more than 18,350 children and adults.[3] The BC Association for Community Living advocates for "35,000 British Columbians who have developmental disabilities."[4]

Brief Model Description[5]:

*** Please note: This model is new; therefore the evaluative literature is limited. The single article that attempts an analysis of this model will be used frequently throughout this analysis: Michael Prince, *New Community Governance Challenges in British Columbia: Plans, Issues and Tensions.* Remarks to the Association of Family Serving Agencies AGM (January, 2002). CLBC themselves have recently announced: "A research team based in the School of Social Work and Family Studies at UBC wants to hear about people's experiences with Community Living services in BC including what has worked, what has not worked, and what they would like to see in terms of Community Living supports.

- CLBC primarily services adults.
- CLBC responds to the needs of individuals with developmental disabilities and their families by: (a) determining whether they are eligible for CLBC supports, (b) assisting in the development and implementation of 'personal support plans' that are tailored to each person's specific requirements, and (c) as part of that plan, assist individuals and families to access generic community services and activities as well as CLBC funded supports (individualized funding).
- CLBC is a Crown Corporation – an authority established to exercise the power and perform the functions and duties under BC's *Community Living Authority Act, 2004* (CLAA). As outlined in CLAA section 3(1), *the authority is for all purposes an agent of the government*.
- The CLBC model is rather unique in BC – a Crown corporation that serves as a government agent for social services that has powers equivalent to MCFD in some areas covered by the *Adoption Act*, and the *Child, Family and Community Services Act*.
- A significant feature of this particular model is individualized support and funding i.e., CLBC has recently announced it has asked Vancouver Foundation to manage a $40 million in one-time grant funding for families of individuals with developmental disabilities and children with special needs. Some globally funded services continue.
- Responsibility for funding decisions, program management and contract administration has been separated from the provision of planning and support to individuals and families. At the field level, the Facilitators have responsibility for the first; the Quality Service Analysts have responsibility for the second. Facilitators will work from the 17 Community Living Centres or be located in up to 23 Satellite Offices in BC.[6]
- The authority is overseen by a board of up to 11 directors *appointed by the minister*.

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Organizational Structure

The Public Policy Context

The broader public policy context in which the governance model operates.

1. Universal	*The government takes a universal entitlement approach (as opposed to a targeted or market approach).*
➔	There are eligibility criteria for access to CLBC services that has been challenged in court which may open up more access to people who need service. Also, CLBC reports significant waitlists.
	▪ Policy, as inherited from the government, outlines eligibility for services to adults as limited to those scoring below an IQ of 70. "Even people who have been receiving extensive support as children and teens lose it all on the day they turn 19 [if they score too high an IQ]."[7] ▪ "BC Supreme Court Justice Eric Chamberlist found that the legislation establishing Community Living BC says its purpose is to 'promote equitable access to community living support' and 'assist adults with developmental disabilities to achieve maximum independence and live full lives in their communities.' The arbitrary IQ standard is contrary to the legislation."[8] ▪ MCFD maintains that the courts do not have the jurisdiction to create policy – the courts maintain that the legislation as it currently reads does not permit an arbitrary policy cut-off for service and needs to be amended if that is the intent. ▪ CLBC estimates there are 3,150 adults with developmental disabilities on a waitlist for supports and services.[9]

2. Quality	*Government is responsible for, and sets high standards for relevant services that are enforced and resourced (i.e. strong public policy framework, ensures workforce and administrators have appropriate education, wages and working conditions).*
➔	This model has a moderately strong public policy framework and central accountability mechanisms including legislation and regulations, direct reporting to the minister, submission of service plans, capital plans and budget plans, albeit within broad principles of service.
	▪ Although CLBC is not a direct service delivery system, the government has outlined rather broad principles of service that would be highly enforced through required service plans and budget plans, to be put before the minister for approval.[10] These principles are ones that CLBC "must endeavour" to meet in their service plans. These principles are to: promote choice, flexibility and self-determination, both in the range of services and in the manner in which they are delivered; encourage "shared responsibility" amongst families, services providers and community resources; utilize and further develop capacity; promote independence; promote equitable access; and coordinate services. ▪ CLBC must comply with provincial standards prescribed by the minister.
3. Affordable	*Parental fees are no more than 20% of revenue.*
➔	N/A for this type of funding structure: the assumption is that services will not have fees attached and, if they do, will not create a barrier to support required. See next section.
4. Publicly funded	*Government provides the majority of funding for relevant services.*
☑ ?	The model itself is publicly funded. The Community Living Authority Act encourages "shared responsibility" amongst families, services providers and community resources. It is not clear, at this level of analysis, how much is expected of individuals and families. There is also concern that there is an insufficient level of funding to meet CLBC's mandate.
	▪ Michael Prince argues that the CLBC model of governance encourages families to contribute to the cost of services for their adult children with developmental disabilities. "This could conceivably include the use of the provincial income tax system to recognize personal contributions for disability-related costs."[11] ▪ The materials reviewed do not speak to expectations of financial contributions from families; however, the legislation encourages "shared responsibility" amongst families, services providers and community resources. Also, anecdotal evidence suggests that families do contribute an enormous amount of financial and in-kind contributions to the support of individuals with developmental challenges. There is no clear indication of what proportion of monetary and in-kind contributions are made by families relative to government contributions.

5. Accessible	*There is a space for everyone in a resource that supports their full development.*
?	There are some concerns that this model does not provide accessible service to all who need it.
	- There continue to be waitlists for services under this model. - Without doing an in-depth evaluation of individualized funding, it is not possible to say whether this model will meet the needs of every person with a developmental disability. However, aside from individualized funding, Michael Prince has pointed out that "the individualized funding approach requires a core of quality services available throughout the province. This, in turn, requires the capacity of caregivers and service providers, the setting of desired outcomes and the monitoring of needs and service delivery. To work most effectively then, individualized funding needs an infrastructure of supports, so that the Minister can ensure there are reasonable access, comprehensiveness and portability across regions in the delivery of services."[12] It is not clear how CLBC is doing in this area; however, according to the legislation, CLBC will endeavour to utilize and further develop the capacity of individuals, families and community resources. - There are community concerns regarding this type of funding structure and the equality of access: those families who have the capacity and resources will receive service. In other words, those who know how to make the system work for them and can supplement the services with their own resources are more likely to get the support they need under this model.

Community Living BC Governance

1. Clear Mandate	*The degree to which the governance model has a **clear mandate** - there is a clear and formal mandate for the assessment of need, planning, development and delivery of child care or other service (mandate enshrined in legislation with a budget to back it and full accountability).*
☑	There is a clear mandate for assessment of need, planning and delivery: CLBC is a Crown Corporation with authority to exercise the power and perform the functions and duties under BC's Community Living Authority Act, 2004 (CLAA). As outlined in CLAA section 3(1), the authority is for all purposes an agent of the government.
	- CLBC must provide for the delivery of community living support in BC identified by the minister and of administrative services. - CLBC's mandate is to manage the delivery of community living supports and administrative services, including developing policies, setting priorities, and allocating resources in accordance with its service plan, budget plan and capital plan; comply with the minister's directions in assessing the authority; prepare an annual report, etc.[13]

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2. Reflects CCCABC's Values	*The degree to which the model promotes **CCCABC's** values:*
	a. Accountable *The model promotes accountability to the community through government for ensuring standards/regulations are met and financial reporting is transparent and that the service is responsive to individual needs.*
☑	Government ensures that standards/regulations are met through service plans, budget plans, annual reports to the minister and consultation with various ministries.
	▪ The board must submit (and approve 'by resolution') service plans and budget plans, to be put before the minister for approval.[14] ▪ Board meetings must be open to the public. ▪ As mentioned already, the legislation outlines principles the authority "must endeavour" to meet in their service plans. These are principles that: promote choice, flexibility and self-determination, both in the range of services and in the manner in which they are delivered; encourage "shared responsibility" amongst families, services providers and community resources; utilize and further develop capacity; promote independence; promote equitable access; and coordinate services. ▪ Michael Prince argues that one of the issues with this model is that, with CLBC playing so many different roles, the result could be "role overload and possibly real or perceived conflicts of interest."[15] However, this conflict of interest could not be any greater than that faced by any public service as most government ministries and services involve everything from policy direction to service complaints.
2. Reflects CCCABC's Values	**b. Coordinated** *The model promotes coordination and integration of service (avoids overlap, duplication and ensures efficiency of available resources).*
?	The funding to adults with developmental disabilities will be primarily delivered by CLBC suggesting that it will be well coordinated; however, services appear to be demand driven and the literature does not indicate a central coordinating body with a clear mandate to do so.
	▪ The legislation outlines **principles** the authority "must endeavour" to meet in their service plans, which includes the coordination of services. ▪ Prince argues that coordination, for example, establishing a "mutual process and then working towards a set of highly valued goals, objectives and outcomes," will be vital in managing tensions and conflicts that may tempt government to return to a centralized model.[16]

2. Reflects CCCABC's Values	c. **Equitable** *The model promotes equitable access across regions.*
→	The legislation outlines principles the authority "must endeavour" to meet in their service plans which includes promoting equitable access, and ensuring the provincial advisory committee is comprised of one member from each of the 9 regions that it may assist in regional coordination. No further information is given.
2. Reflects CCCABC's Values	d. **Inclusive and responsive to diversity** *The model provides those who require additional supports and those who come from different backgrounds with the services they need to support their full development.*
→	The intent of this model, being a model servicing children and adults who require additional supports, is inclusive. The resources reviewed do not address issues of diversity nor do they speak to methods to ensure equity across groups, one of concern being socio-economic groups.
	▪ See 2.c. and 2.e.i
2. Reflects CCCABC's Values	e. **Community-control** *The model promotes democratic community control, meaning it will:*
	i. Be **participatory**, with children, parents, caregivers, and community members at large involved,
☑	The governing board must be comprised of a majority who are adults with developmental disabilities and families, or people with a significant connection to children and/or adults with developmental disabilities, including family members and two directors must be individuals with a developmental disability.[17] Also, the community councils may include community members at large. There is no mention of children's role in governance. The literature is quite silent on the issue of diversity, only to say that there must be one aboriginal member on the provincial advisory committee.
	Advisory committee ▪ The legislation requires that the board establish an advisory committee composed of 5 'self advocates' (a person with developmental disabilities who is eligible to receive services under CLBC) and 5 family members. A member will represent each of the 9 CLBC regions and there will be at least 1 Aboriginal member.[18] Members are selected from a list of people who nominate themselves, or are nominated by another person in the community. The Advisory committee will review applications and make recommendations to the Board. ▪ The purpose of the committee is to provide the CLBC board with information on: satisfaction levels with CLBC's services and recommend improvements; long range issues facing CLBC and recommend solutions.

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	▪ They will communicate with the board regularly and connect with 'Community Councils' to gather and share information.
	Community Councils
	▪ Have not been formed yet – still in planning stage.
	▪ Planning seems to involve the creation of 17 community councils, throughout BC, with approximately 22 satellite offices, that would "create, sustain and nurture the mutual sharing of information, action, decision-making and accountability between CLBC management and community, towards the collective vision."[19] The board wants it to reflect a shared decision making model with "less authority than a governance body…but more authority and influence than an advisory committee." Membership will involve a majority of self-advocates, families, friends or support network members, and the rest are service providers (25%) and other supportive and interested community members or local business people. It will have direct relationships with the local area manager, the board and the advisory committee.[20]
2. Reflects CCCABC's Values	***e. Community-control*** ii. Reflect a high level of community **ownership**,
➔	The model does seem to reflect a high level of community ownership – the impetus behind the formation of CLBC started with Community Living advocacy groups.
2. Reflects CCCABC's Values	***e. Community-control*** iii. Be delivered through **non-profit or public** organizations,
?	CLBC is a non-profit crown corporation. However, the literature is silent on whether the 'services' that CLBC are encouraged to coordinate are non-profit, and there is no clear mandate for CLBC to encourage non-profit services.
2. Reflects CCCABC's Values	***e. Community-control*** iv. Allow for political **autonomy**,
?	Although CLBC has a clear mandate set out in legislation as a Crown Corporation, it is clear that extensive powers remain with the government.
	<u>On the upside</u> ▪ CLBC is a Crown Corporation – an authority established to exercise the power and perform the functions and duties under BC's *Community Living Authority Act, 2004* (CLAA). As outlined in CLAA section 3(1), *the authority is for all purposes an agent of the government*. <u>However, significant authority remains with government</u>

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	The CLBC Board directors are *appointed by the minister*. This Board must: ▪ submit (and approve 'by resolution') service plans and budget plans, to be put before the minister for approval, ▪ comply with Provincial standards prescribed by the minister, ▪ comply with the minister's directions in assessing the authority; prepare an annual report, and ▪ submit (and approve 'by resolution') service plans and budget plans, to be put before the minister for approval. In addition, the authority must, wherever reasonable and appropriate, consult and collaborate with the minister: ▪ The minister may appoint a representative to carry out the minister's duties – the authority must give the minister's representative full access to facilities, records, assistance or information needed to carry out the representative's duties ▪ The minister may appoint a special advisor to the authority that the authority must pay for ▪ The provincial government may at any time take over the authority and dissolve the board. Michael Prince argues that one of the potential benefits for the BC government to shift governance and delivery to this model is to shift politically hot issues of child protection and apprehension to regional boards.[21] Prince does not provide any additional information to support this suggestion.[22] Prince also draws on the Alberta experience to argue that "community boards should act as advocates for parents/guardians and recipients rather than as the voice of government."[23]
2. Reflects CCCABC's Values	*e. Community-control* v. Be of a size/scale that allows a **direct relationship** between users and caregivers,
?	N/A
	▪ The CLBC model is one of direct funding, therefore, on the surface, the relationship between users and 'caregivers' is very direct (one-on-one); however, the individual 'Facilitators' are removed from the 'service delivery' role, providing a 'buffer' between the 'users' and the service delivery.
2. Reflects CCCABC's Values	*e. Community-control* vi. Have the **infrastructure** (administrative support, etc.) to support community involvement,
?	It is difficult to assess whether CLBC has the infrastructure it needs to support community involvement but some level of community involvement is legislated and the model appears to be relatively well resourced.

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	▪ Michael Prince argues that one of the potential benefits for the BC government to shift governance and delivery to this model is to reduce ministry administrative and personnel costs by about 20 percent over three years.[24] This indicates a certain amount of offloading to the community.
2. Reflects CCCABC's Values	*e. Community-control* vii. Allow service delivery to be **decentralized**, and it will,
☑	This model is intended to be highly decentralized – down to each person and family receiving individualized funding so they can arrange their own support in their community (see '**Accessible**' under Public Policy context for caution).
2. Reflects CCCABC's Values	*e. Community-control* viii. Build on the **strengths** that currently exist in the community and province (probably using a community development model).
☑	The model drew on the expertise and the resources already available in the Community Living advocacy sector.
	▪ According to the legislation, CLBC will endeavour to utilize and further develop the capacity of individuals, families and community resources.

Concerns, Issues, Questions

Given that this model is so new and that it is fairly unique in the BC system, evaluative literature is not yet available. Interviews may be necessary to understand some of the preliminary critiques of this model.

1. Are there critics of this model?

2. Are there potential users who cannot access this system or it methods of governance?

3. Are there service providers that do not feel included in this system?

4. What kind of powers will the community councils really have? The Advisory board?

5. Will CLBC continue to be able to play an advocacy role?

6. Is CLBC adequately resourced to meet the service needs of its clients? There is some community concern that, even though this is the model which field advocates had supported, there is an increasing mandate to include services to children and youth, coupled with a decreasing budget for client services, creating an offloading effect.

[1] Statistics Canada, Population urban and rural, by province and territory (British Columbia), at: www40.statcan.ca/l01/cst01/demo62k.htm.

[2] Canadian Centre for Policy Alternatives, Behind the Numbers: BC home to greatest wealth gap in Canada. November 28, 2001. At: www.policyalternatives.ca/documents/BC_Office_Pubs/btn_bcwealthgap.pdf.

[3] Community Living of British Columbia, *Fact Sheet*, www.communitylivingbc.ca/news_and_events/fact_sheet.htm.

[4] BCACL, *BCACL is a recognized provincial advocate*, www.bcacl.org/index.cfm?act=main&call=b8932068.

[5] This is not a child care model but we will examine it for its adaptability to child care.

[6] CLBC, *Community Living British Columbia Service Plan – 2006/2007 to 2008/2009* (Community Living British Columbia, 2006) 10. At: www.communitylivingbc.ca/pdfs/CLBCServicePlan_2006-09.pdf.

[7] Vancouver Sun, Monday July 17, 2006 Vancouver Edition, Paul Wilcocks: *BC Liberals' battle to deny services wrong and wasteful*, A7.

[8] Ibid.

[9] BCACL*, A PROVINCE WHERE EVERYONE BELONGS: The need for a Strategic Investment in Community Living in British Columbia. Submission to the Select Standing Committee on Finance and Government Services BC*, September 2006. At: www.**bc**acl.org/documents/Budget_brief_-Sept_29.doc.

[10] *Community Living Authority Act* (British Columbia), 2004.

[11] M. Prince, *New Community Governance Challenges in British Columbia: Plans, Issues and Tensions. Remarks to the Association of Family Serving Agencies AGM* (January, 2002), 3.

[12] Prince, *New Community Governance Challenges*, 7.

[13] *Community Living Authority Act* (British Columbia), 2004.

[14] *Community Living Authority Act* (British Columbia), 2004.

[15] Prince, *New Community Governance Challenges*, 4.

[16] Prince, *New Community Governance Challenges*, 5.

[17] *Community Living Authority Act* (British Columbia), 2004.

[18] CLBC, *Guidelines for the Advisory Committee to CLBC's Board of Directors*, posted June 19, 2006, at: www.communitylivingbc.ca/pdfs/CLBC_AdvisoryCommittee_jun06.pdf.

[19] CLBC, *Making Community Councils Work – A CLBC Position Paper, November 2005.* At: www.communitylivingbc.ca/pdfs/community-council-position-paper_final2.pdf.

[20] CLBC, *Making Community Councils Work,* and; CLBC, *Community Councils: Summary Report of Board Approved Recommendations (2006)*, at: www.communitylivingbc.ca/pdfs/CommunityCouncils_Summary_28Feb06.pdf.

[21] Prince, *New Community Governance Challenges*, 4.

[22] See CLBC website (including the temporary Memorandum of Understanding between CLBC and MCFD): www.communitylivingbc.ca/transformation.htm.

[23] Quote from Michael Prince, *From Policy to Practice: Community Governance and Persons with Developmental Disabilities*, available at www.pdd.org, in: Prince, *New Community Governance Challenges*, 7.

[24] Prince, *New Community Governance Challenges*, 4.

Good Governance of Child Care:

What Does it Mean? What does it look like?

BC SCHOOL BOARD MODEL

Coalition of Child Care Advocates of BC

BC SCHOOL BOARD GOVERNANCE MODEL

British Columbia

- Population 3.9 million, 2001 and 947,800 sq km
- 85% of the population lives in urban centres (2001).[1]
- British Columbia has the largest gap between the average wealth of the richest 10 percent and the poorest 10 percent – suggesting the highest level of inequality in Canada.[2]

Brief Model Description:

- Both government and school boards, call this model a 'co-governance model'.
- Please note that **Independent Schools** fall under a separate piece of legislation, the *Independent Schools Act.* Independent schools must be run by non-profit organizations and do receive government funding. However this analysis will, for the most part, not include independent schools because they are not under the jurisdiction of school boards.
- Statistics from the Ministry of Education (2005)[3]:

  - $5.06 billion education budget
  - 567,523 estimated public school students for 2005-06
  - 48,951 estimated Aboriginal students for 2005-06
  - 19,736 students with special needs estimated for 2005-06

  - 2,014 schools (1,666 public, 348 independent) in 2004-05
  - 33,300 teachers and 3,000 administrators in public schools in 2004-05
  - 3,068 children home-schooled in 2004-05[4]

The Public Policy Context

The broader public policy context in which the governance model operates.

1. Universal	*Universal entitlement as opposed to a targeted or market approach.*
☑	Education is available universally to "school-age children" in BC, defined under Section 3 of the *School Act* as a person who has reached the age of 5 at the beginning of the school year or on or before December 31st. Independent schools have the right to refuse enrolment for some students.
	▪ Section 82 of the *School Act* requires school boards to provide an educational program free of charge to every student of school age residing in BC and enrolled in a school operated by a board.
2. Quality	*Government is responsible for, and sets high standards, for relevant services that are enforced and resourced (i.e. strong public policy framework, ensures workforce and administrators have appropriate education, wages and working conditions).*
☑	The Ministry of Education sets standards for education that are resourced using a per/student formula, and are reviewed through standardized testing of students. School plans (which seem to be known almost universally as School Growth Plans) and accountability contracts with school boards are also required. There is a very

	strong public policy framework, educators and administrators are qualified, and wages and working conditions of educators are protected by a strong, well-established union.
	▪ The provincial government "provides leadership, develops policy and legislation, oversees system governance, sets results-based standards and builds accountability frameworks in partnership with school boards."[5]
	▪ Also, class size and composition are now legislated:
	o Recently, the government amended the *School Act* to include strict consequences should the board not meet its class size or composition provisions. "The minister must appoint a special administrator (SA) if the minister is of the opinion that the board has not met the class size or composition provisions…Failure to follow directions of the SA (in any respect) can result in replacement of the board by an official trustee. (In the absence of this amendment, the test would be whether the board was guilty of 'substantial non-compliance'.)"[6]
3. Affordable	*Parental fees are no more than 20% of the service revenue.*
☑	Parental fees are no more than 20% of revenue. Section 82 of the School Act requires that educational program be provided free of charge and therefore there currently is controversy over fees some school boards have been charging for educational and extra-curricular programs.
	▪ "The *BC School Act* regulates the ability of BC school boards to charge fees to students and parents. There have been court actions regarding school fees that have redefined what school boards are able to charge. Most notably, a Supreme Court of British Columbia decision in April 1997 (McDonald and Chamak v. The Board of School Trustees, Greater Victoria School District No. 61) prohibited school boards from charging fees to enroll into an educational program and the accompanying educational resource materials necessary to participate in the program. The provincial government responded Aug. 1, 1997, amending the School Board Fees Order to clarify school boards' ability to charge for goods and services. As of spring 2006, three school boards, Greater Victoria, Nisga'a and Powell River, do not charge any fees."[7]
	▪ According to the School Board Fees Orders, fees may only be charged where the board has established "hardship" policies and procedures for families that cannot afford the fees.
4. Publicly funded	*Government provides the majority of funding for relevant services.*
☑	Government is mandated to provide funding for education to school boards. Public debate continues about the 'adequacy' of public funding. As noted above, communities, school boards, and schools sometimes supplement this with fundraising when educational programs are not adequately resourced.

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	Under the *School Act,* **provincial funding for boards** (*School Act* sec 106.2): On or before February 1 of each year, the minister must establish and announce the amount of Provincial funding to be paid to boards in the next fiscal year for the delivery and support of educational programs.
	Operating grants to boards (*School Act* sec 106.3.1): The minister must determine the amount of the operating grant to each board from the Provincial funding based on a funding formula that includes the per student funding amount determined by the minister, and the number of students enrolled in programs provided by the board. Amongst other powers, the Minister may establish different per student funding amounts for different classes of students.
	Targeted grant (*School Act* sec 106.4.1): The minister may, in respect of an operating grant, provide a direction to a board specifying (a) an amount or a percentage of the operating grant to the board that is a targeted grant for the fiscal year, (b) the manner in which that board must budget, spend and account for the targeted grant for the fiscal year, (c) programs or services the board must provide in respect of the targeted grant and to whom the board must provide those programs or services, and (d) a minimum amount of percentage of the targeted grant that the board must budget, spend and account for in respect of a program or service referred to in paragraph (c).
	Establishment of School Board Budgets (*School Act* sec 110.1): On or before March 15 of each year, a board must submit to the minister the board's estimate of the debt service surplus or deficit it will experience in that fiscal year. On or before March 30 of each year, the minister must prepare, approve and provide to each board the estimate of the board's debt service expenses for the next fiscal year.
5. Accessible	*There is a space for everyone in a resource that supports their full development.*
☑	Again, education is available universally to "school-age children" in BC. See Section 6.2 (d.) for further discussion of inclusion of children with special needs and ensuring planning and coordination of services is equitable.

School Board Governance

6. 1 Clear Mandate	*The degree to which the governance model has a **Clear Mandate**.*
	There is a clear and formal mandate for the assessment of need, planning, development and delivery of child care or other service (mandate enshrined in legislation with a budget to back it and full accountability).

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☑ ← ?	School Boards are local elected governance structures that have a clear and formal mandate for the assessment of need, planning, development and delivery of education to children, including home-schooled children. Some critics argue that the mandate of school boards has been eroded over the last few years and central government authority has become stronger. With the last election, the provincial government expanded the mandate of the Ministry of Education to include, amongst other things, early learning and literacy, libraries, etc.; however, the details of which remain unclear.
	On the Upside ▪ There are numerous acts, regulations and ministerial orders that relate to the education system in BC, including the *School Act*, *Teaching Profession Act*, and the *Independent School Act*.[8] ▪ According to the current Ministry of Education Service Plan, "The Ministry works in partnership with school boards in a co-governance structure in which school boards are responsible (in legislation) for providing education programs to students."[9] ▪ The School Board is a corporation under the *School Act*[10] (Sec. 65) and may: (a) establish committees and specify the functions and duties of those committees, (b) establish a district advisory council comprised of persons representing parents' advisory councils and other organizations in the community, and (c) delegate specific and general administrative and management duties to one or more of its employees. ▪ See Section 4 above, plus: School Boards receive both annual operating grants (based on a funding formula) and targeted grants from the provincial government, and are empowered to raise certain types of revenue through property and land improvement taxation (after approval via referendum). This revenue may be used by a board to provide new programs, to enhance existing programs for additional activities for students or for local capital project initiatives but must not be used to fund operating deficits. Although the BC Teacher's Federation (BCTF) asserts that "[School boards] no longer have taxation authority. Their total budgets are set entirely by the provincial government. Their responsibility for collective bargaining was handed over to BCPSEA [British Columbia Public School Employers' Association], and boards seem to have little influence over its decisions, taking orders, rather than giving direction."[11] The BCPSEA was created as a result of the passage of Bill 78, the Public Sector Employers Act, on July 27, 1993. BCPSEA is the employers' association for all 59 public school boards and the Conseil scolaire francophone de la Colombie-Britannique(CSF), and is the accredited bargaining agent for school boards, for teaching and support staff in the British Columbia K-12 public education system. Their statutory mandate also includes coordination of exempt staff compensation, benefit administration, human resource practices, and collective bargaining objectives. Local school boards do have some level of representation at the BCPSEA.[12] On the Downside ▪ Concerns have been raised by both the BCTF and the BC School Trustees Association (BCSTA) about the erosion of local power and initiative.[13] This includes lost of taxation authority, a role in collective bargaining, and talk of 're-purposing' school boards. Child Care ▪ It is interesting to note that in the Ministry of Education Service Plan Summary for 2006/07 – 2008/09: "The Ministry of Education oversees the K-12 education system

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	in British Columbia – this includes both public schools and independent schools. As well, in line with the Government's new priorities following the provincial election in May 2005, the ministry's mandate was expanded to include responsible for Public Libraries, improving literacy rates across all segments of the population, and for Early Learning." Later in the document, the Ministry of Education describes Early Learning as addressing the five domains crucial to early childhood development: physical development, social and emotional development, and language and cognitive development. "The Ministry of Education, in partnership with the Ministry of Children and Family Development has responsible for improving Early Learning."
	▪ The Ministry of Education has established a committee to develop an early learning framework and standards.
	▪ Yet, schools boards do not have a mandate that covers children under the age of 5 years and neither the Ministry of Education, nor School Boards have a mandate covering child care. Policy regarding child care located within schools varies across districts.
	▪ The Ministry of Education has said: "In fact, we do need to look at the mandate of this ministry. It does have new components. The question that was asked…was about: do we need to look at the mandate of school boards because we now have a new mandate as the Ministry of Education? …Does it need to incorporate new thinking about **early learning** and early literacy?"[14] A review of Ministry of Education news releases indicates that their immediate response to their new mandate to incorporate early learning primarily involve distributing booklets for parents and children.[15] District 'pre school' and/or 'school readiness programs' are on the increase.
6. 2 Reflects CCCABC's Values	*a. Accountable The model promotes accountability to the community through government for ensuring standards/regulations are met and financial reporting is transparent and that the service is responsive to individual needs.*
➔	Accountability to the province is strong, although there is controversy around some of the accountability mechanisms used.
	▪ "The Ministry's Accountability Framework focuses school and school board attention and resources on improving student achievement. The key components of the Accountability Framework are: School Plans…Accountability Contracts… Aboriginal Education Enhancement Agreements…[and] District Reviews."[16]
	▪ Specifically, Accountability Contracts are drafted and submitted by each school board – they are held accountable to those contracts.
	▪ The BCSTA argues that school trustees are the locally elected representatives of education – and because of their close proximity to the community, they can be held accountable in a way that provincial representation cannot.[17]
	▪ BCTF and others argue that standardized testing is not a valid method of ensuring accountability.[18]
6. 2 Reflects CCCABC's Values	*b. Coordinated The model promotes coordination and integration of service (avoids overlap, duplication and ensures efficiency of available resources).*
➔	While school boards are mandated to provide spaces for eligible children in their area, planning and development of the budget is managed centrally, so

	school boards are not necessarily free to plan accordingly and respond to community needs. To the extent that services are coordinated, coordination occurs at the district level.
	▪ There is no formal structure that exists between city or village councils, community planning bodies, and school boards.
6. 2 Reflects CCCABC's Values	**c. Equitable** *The model promotes equitable access across regions.*
➔	Funding of school boards and education for each district is based on a funding formula that is predominantly demand-driven – as such, basic access across regions is fairly equitable; although, some challenges remain in less-populated regions, inner-city communities, and remote regions.
6. 2 Reflects CCCABC's Values	**d. Inclusive and responsive to diversity** *The model provides those who require additional supports and those who come from different backgrounds with the services they need to support their full development.*
➔	The *School Act* requires that school boards make available educational programs to all school age persons who reside in the school district. A Ministerial Order requires the integration of students with special needs with those who do not have special needs in most instances.
➔	Recent developments suggest that aboriginal groups will be "given autonomy over their children's education [on reserve]". A final agreement outlining specifics has not been reached.
⬅	The BCTF argues that supports to children with special needs have not kept pace with the need and there is concern that active parents are not reflective of the diversity of the general parental population.
	▪ Recently, a general agreement between some aboriginal leaders and both levels of government may open the way to some aboriginal groups being "given autonomy over their children's education [**on-reserve**]."[19] In the materials reviewed, it is not clear what this 'autonomy' will look like, although "once the deal is given the force of law, FNESC [First Nations Education Steering Committee – the organization that negotiated and signed the agreement and "will become – in essence – **the first aboriginal school board**"] will be empowered to fill that vacuum, setting standards for schools, teachers and student achievement. Participation is voluntary, but Prentice predicted more than half the on-reserve schools will join within the first six months. More than 40 of the 200 first nations in B.C. are already part of FNESC, which has been gradually assuming responsibility for first nations education.[20] A high level scan of the agreement reveals an interesting clause: 3.6 Provincial Enabling Legislation prevails over other provincial laws to the extent of any conflict.[21]

▪ There is concern about demographic of people who are represented (and NOT represented) in Parent Advisory Councils and on School Planning Councils: an overwhelming majority are white, middle-class, educated, partnered females, which does not reflect the general population.[22] |

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6. 2 Reflects CCCABC's Values	**e. Community-control** *The model promotes democratic community control, meaning it will:* i. Be **participatory**, with children, parents, caregivers, and community members at large involved,
☑ **?**	School Boards themselves are democratically elected and, therefore, have potential to represent the adult population at large. Parental advisory and parent involvement in school planning is also mandated, with rather uncertain success (please see the *Vignette* at the end of this section). Students have some limited involvement in school planning.
	The *School Act* says: **Parents' advisory council (PACs)** (*School Act* sec. 8): Parents of students attending a school may apply to the board to establish a parents' advisory council for that school; and, on receipt of an application, the board must establish a parents' advisory council for the school. The parents' advisory council, through its elected officers, may advise the board and the principal and staff of the school respecting any matter relating to the school, other than matters assigned to the school planning council (but, at the request of the school planning council, may assist the council in carrying out its functions). **Analysis of PACs:** ▪ Martin-Newcombe and Prince argue that the *School Act* gives no guidance with respect to the composition of the PACs (unlike many other jurisdictions): it does not emphasize the importance of reflecting ethnic and socio-economic diversity of the student body of the school, as well as gender balance. Their research of one urban and one semi-rural district in BC revealed that 28% of the PAC executive were also on other public boards, 90% of PAC members were married, 92% women, they were neither aboriginals (98%) nor members of a visible minority (96%) (apparently white), and were between the ages of 35 and 54 (84%). Only 14% were younger than 34…On the executive, parents had the highest level of education (47% with degrees and 63% with either college or degrees). Generally, these balances do not reflect the reality in BC. One exception is that parents from under the income bracket of $20,000/year were slightly over-represented on the executive (10% in sample versus 7.3% in the populations.)[23] **District parents' advisory council (DPACs)** (*School Act* sec. 8.4-8.5): A parents' advisory council, through its elected officers, may apply to the board for the establishment of a district parents' advisory council. On receipt of an application the board must establish the DPAC for the school district consisting of representatives elected to the council from each parents' advisory council. The PACs may elect annually one of its members to be its representative on the district parents' advisory council for a term of not more than one year. The district parents' advisory council may advise the board on any matter relating to education in the school district. **School planning council (SPCs)** (*School Act* sec. 8.1 – 8.3): A board must establish a school planning council for each school in its school district. A school planning council (SPC) for a school consists of the following persons: (a) the principal of the school; (b) one of the teachers at the school, elected annually by secret ballot by the teachers who teach at the school; (c) 3 representatives of the parents' advisory council who are (i) parents of students enrolled in the school, and (ii) elected annually by the parents' advisory council; (d) if the school enrolls students in grade 10, 11 or 12, one student of school age enrolled in one of those grades at the school, **appointed annually by the principal** of the school after consulting with the students enrolled in those grades at the school. A board must consult with a school planning council in respect of the allocation of

staff and resources in the school, matters contained in the board's accountability contract relating to the school, and schools' educational services and educational programs.

Analysis of SPCs:

- In a study done in 2004 by the Society for the Advancement of Excellence in Education (SAEE), 43% of respondent SPC members in BC felt that their SPC could benefit from further members; 67% indicated their SPC attempted to open up its process to the school community by inviting nonvoting participants to SPC.[24]

- Respondents showed a high level of satisfaction in three key relationships: among SPC members (90%); between the SPC and the PAC (87%); and between the SPC and school staff (84%). Only 63% of SPC respondents were satisfied with the relationship between the SPC and the school board.

- Results were mixed on whether SPCs were beginning to have an impact on student achievement. Just over half of respondents (54%) agreed this was the case. Fewer thought the SPC was beginning to have an impact on the allocation of resources (43%) and the allocation of staff (23%).

- Notable successes of SPCs were improved communication, dialogue, and collaboration among stakeholders. Respondents also cited creating a common vision, identifying goals, focusing the school's attention on a plan, and greater parent involvement.

School plan: In each school year, a board must approve a school plan for every school in the school district. By a date set by the board, a school planning council must prepare and submit to the board a school plan for the school in respect of improving student achievement and other matters contained in the board's accountability contract relating to that school. A school planning council must consult with the parents' advisory council during the preparation of the school plan (although, in the study referenced below, only 87% of respondents said their SPC consulted with their parent advisory council during the preparation of the school plan, despite the requirement of the School Act that all do so; yet almost all said their SPC sought advice from school staff and 42% from provincial organizations.)

The board may approve, approve with modifications, or reject a school plan submitted. The board may direct the principal of a school to prepare and submit to the board a school plan for the school if the school planning council does not submit a school plan, the school planning council does not comply with a direction of the board, or the board rejects the school plan submitted. A board must make the approved school plan available to the parents of students attending that school.

Student involvement
Student involvement is limited to a single student representative (from one of three grades, 10, 11, or 12) on the Student Planning councils.

6. 2 Reflects CCCABC's Values	*e. Community-control* ii. Reflect a high level of community **ownership**,
☑	To the degree that democratically elected bodies reflect a level of community ownership, school boards fulfill this requirement.
	▪ In recent community dialogues about changes to the current model, BCTF has issued strong statements in opposition to changing the model to a non-elected model. This suggests a certain level of community ownership of the current model.

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6. 2 Reflects CCCABC's Values	e. *Community-control* iii. Be delivered through **non-profit or public** organizations,
☑	K-12 Education is delivered through public, not-for-profit organizations. Even the 17% of schools in BC are independent are required by legislation to be non-profit authorities.
6. 2 Reflects CCCABC's Values	e. *Community-control* iv. Allow for political **autonomy**,
☑ ←	Both government and school boards call this model a 'co-governance model' – and certainly the directly-elected nature of school boards lends a strong level of political autonomy. However, the BC School Trustees Association has issued a discussion paper in an attempt to address 'unclear roles and responsibilities' – this paper, along with information from the BCTF, suggests there are threats to autonomy of local boards through increased provincial control.

<u>On the Upside</u>
- School boards have a strong mandate that allows for a certain autonomy (See 'Mandate' section). As an elected board, they are politically independent of the provincial government.
- According to the current Ministry of Education Service Plan, "The Ministry works in partnership with school boards in a co-governance structure in which school boards are responsible (in legislation) for providing education programs to students."[25]

<u>On the Downside – a huge amount of power remains with the provincial government</u>
- **Payment of grants** – (*School Act* sec 114 and 117) In each fiscal year the minister must pay to the board of each school district the operating grant plus the debt service grant for that board. The minister may withhold or reduce a grant payable to a board, other than a debt service grant, under certain conditions (when boards have not fulfilled their mandated obligations, etc.).
- **Jurisdiction of minister** (*School Act* Sec 168) - The minister has charge of the maintenance and management of all schools established under the School Act. He or she may make orders for the purpose of carrying out any of the minister's powers, duties or functions under the Act and, without restriction, may make orders governing the provision of educational programs, determining the general requirements for graduation from an educational program, determining the general nature of educational programs for use in schools and specifying educational program guides, preparing a process for the assessment of the effectiveness of educational programs and requiring a board to cause its schools to participate in the process for the purpose of comparison to provincial, national and international standards, governing educational resource materials in support of educational programs, establishing and causing to be operated Provincial resource programs and schools in British Columbia, and providing in them specialized types of education, respecting distributed learning educational programs, etc.
- **Appointment of official trustee** (*School Act* Sec 172) – The government may appoint an official trustee to any school district to conduct the affairs of the school district if, in the opinion of the government, there has been a default in a payment on the due date of either interest or principal of a debenture guaranteed under the Act or a failure to comply to the satisfaction of the minister with a condition

	governing the guarantee, the board is in serious financial jeopardy, there is substantial non-compliance with the Act or regulations made under the Act, there is substantial non-performance of the duties of the board, or there is a risk to student achievement in the district and it is in the public interest to do so, etc.
	On the appointment of an official trustee to conduct the affairs of a school district, the trustees of the school district cease to hold office. This trustee has the powers and duties conferred by the Act on a board, and in the exercise of a power or performance of a duty conferred under the Act on a board, an official trustee, with the approval of the minister, may deviate in matters of procedure and in the form of any notice or statement under this Act as the official trustee considers necessary for the more effective exercise of that power or duty.
	▪ Concerns have been raised by both the BCTF and the BC School Trustees Association about the erosion of local power and initiative.[26] This includes loss of taxation authority, a role in collective bargaining, and talk of 're-purposing' school boards.
6. 2 Reflects CCCABC's Values	*e. Community-control* v. Be of a size/scale that allows a **direct relationship** between users and caregivers,
?	The scale of the school board system often does not support a meaningful, direct relationship between users and teachers. Class size remains a challenge and some parents experience the school system as difficult to access.

	▪ Recent developments have resulted in slight changes to class size and composition limits:[27]
	
	  ○ Grades 4-7: Average district class size must be no greater than 28 (previously 30); new cap of 30 students in a class (with possibility to override but need teacher's consent).
	
	  ○ Grades 8-12: Average class size remains the same at a maximum of 30. New cap of 30 students in a class (with possibility to override).

6. 2 Reflects CCCABC's Values	*e. Community-control* vi. Have the **infrastructure** (administrative support, etc.) to support community involvement,
☑ **?**	School Boards have very clear infrastructure and support, and formal professional organizations. School Planning Councils also have a considerable amount of administrative support. It is not clear how much support Parent Advisory Councils and District Parent Advisory Councils have.
6. 2 Reflects CCCABC's Values	*e. Community-control* vii. Allow service delivery to be **decentralized**, and it will,
☑	Although the mandate is decentralized to School Boards, service delivery varies widely – schools in urban centres can be very large.
6. 2 Reflects CCCABC's Values	*e. Community-control* viii. Build on the **strengths** that currently exist in the community and province (probably using a community development model).
?	This model has been in place for quite some time.

Working Documents - For Information Purposes

In Addition:

On paper, this model is strong and meets many of the criteria laid out in the template for reviewing governance models. However, there was some concern that the model in reality may play out in a different way. To highlight this point, we have included the following vignette. It is not intended to be representative of the experience or opinion of all school administrators in BC; it is merely a way to highlight the questions we need to raise before considering this model for the governance of child care.

VIGNETTE: ONE RURAL SCHOOL ADMINISTRATOR'S (RSA) PERSPECTIVE

This informal interview was conducted July 2006 with a school principal who has been a teacher and/or an administrator in this rural district for the last 25 years.

Q: What is the real role of the Parent Advisory Councils: are they powerful? Are they listened to? How are they funded?

RSA: "In our area, the PAC is primarily a fund-raiser for the school and an avenue for parents to go through to get individual advocacy support when they have concerns about the school – they are not really involved in school planning (other than one PAC representative to the SPC and the supposed consultation on the draft annual School Growth Plan).

"A very similar small group of parents are usually involved in the PAC executive – educated, white, middle-class women (with spouses) who are either staying at home or are working part-time and are also sitting on other boards or committees. In my entire career, I only remember one or two aboriginal people getting involved in PAC. The executive can also be dominated by parents who are getting involved because they have a specific issue they would like to address affecting their child/children. This constrains them from focusing on broader educational issues. They also don't feel beholden to the rest of the parents to put forward a unified voice because they are the ones volunteering their time.

"The rest of the parents are often too busy or unable to attend PAC meetings and even sometimes feel uncomfortable with the PAC executive and so avoid meetings. In fact, even in large schools, the PAC meetings are usually quite small. This is unfortunate because PACs can be quite powerful when they work with the larger parent body to advocate for change.

"We need to reach out to a broader audience to elicit parent opinions. In the current model, the role of the school principal is so important in bringing in the broader parent voice. It is really important to work around parents' busy schedules, provide transportation for those who need it, provide child care, provide food and then ensure the meeting gives plain-language information to parents so they understand the 'frame of references' for education in their school."

How are the School Planning Councils working?

RSA: "It is hard to say. We have all year to gather data that will inform our decision making when it comes time to put a School Growth Plan together. We meet, on an average, once every two months and then 5-6 times when putting together the SGP (over the course of about three weeks at the beginning of the school year). What is critical is that the SPC meet after our October, February and May reading assessments. These provide the framework for discussion around whether or not we are indeed making progress.

"Given the short three-week period we have for drafting the SGP, it is difficult to allow for adequate consultation, for example, with the PAC."

How well are parents participating in SPCs?

RSA: "The PAC elects one member of the executive to participate in the SPC – two other parents can volunteer to join the SPC (making three parent representatives) although they only have two voting parent positions. The 3rd parent position is optional – that parent can stand in for a vote if one of the other parents is not present. We have all three parent positions filled.

"There seems to be variation in the way SPCs are functioning. Some SPCs seem to be controlled by the principal, either because the principal wants it that way, or because the parents do not feel they have the information and understanding to comment on some aspects of the plan i.e., in my school, we identified two main goals for the School Growth Plan: Literacy and Social Responsibility. Parents are in a better position to comment on Social Responsibility, but the parents on the SPC don't feel they can comment on the plan to achieve the goal of Literacy. I have taken the time to carefully explain why we are taking this particular approach to implementation, and they feel they can only say: "you are the professional – we will defer to you on this", etc. Although, I do know of one district where the parents insisted on a third goal – numeracy – and so it was written into the plan.

"We need to continue to find ways to inform parents about district goals, teaching methods/frames of reference, etc., and allow them to ask questions before we ask them to participate in decision-making. It is a lengthy process – there is no legislated requirement to take this approach therefore depends on the personality and style of the school administrators."

How well are teachers participating in SPCs?

RSA: "In my school, our SPC does not currently have a teacher representative. My teachers feel too swamped and some disagree with the SPC idea. There are three parent voices (two votes) on an SPC compared with one teacher voice: teachers are professionals and yet have to live with the decisions made at the SPC – so they feel rather frustrated."

Suggestion: "Check out BC's Community Schools – it would be a model I would recommend you look at. Each school has its own board of a wide range of stakeholders – it involves envisioning the school as a hub of services to children and youth. It is more participatory."

Concerns, Issues, Questions

1. Are there some major concerns with the locally-elected model? i.e. What is the government reasoning behind considering moving away from a locally elected board model to a regional board model, as projected by the BCTF? Why have school boards lost the power of taxation (according to BCTF)? What is 'repurposing' and why is the government considering doing it to school boards?[28]

2. It is still unclear as to how the DPACs advise at the district level.

3. Given provincial control over funding, what limitations are there on School Board's political autonomy and advocacy role?

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