

Good Governance of Child Care: What Does it Mean? What does it look like?

QUEBEC MODEL

Coalition of Child Care Advocates of BC

Working Documents - For Information Purposes

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'Éducation (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'Éducation (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 féminine) 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

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	<i>The government takes a universal entitlement approach (as opposed to a targeted or market approach).</i>
☑	Introduced in 1997, the child care model took a universal entitlement approach and as part of an overall family policy.
	<p><u>On the upside:</u> 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.</p> <ul style="list-style-type: none"> ▪ 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. <p><u>On the downside:</u> 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</p>

	In 2001, it was reported that 85,000 children were on waiting lists for a child care space (Institut de la statistique du Québec, 2001). ¹⁴ Of these children on waitlists, 8,700 are already enrolled in a subsidized space but wish to change. ¹⁵
2. Quality	<i>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).</i>
<input checked="" type="checkbox"/>	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.
	<p><u>On the upside:</u></p> <ul style="list-style-type: none"> ▪ 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 <i>core educational program</i> 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 2003/04²²: <ul style="list-style-type: none"> ○ Educational consultants: \$18.35 ○ Trained child care teachers: \$16.46 ○ Untrained child care staff: \$13.67 <p><u>On the downside:</u></p> <ul style="list-style-type: none"> ▪ 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

	<p><u>Unknown:</u></p> <ul style="list-style-type: none"> ▪ The current Famille, Aînés et Condition féminine 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	<i>Parental fees are no more than 20% of service revenue.</i>
<input checked="" type="checkbox"/>	Parental fees are currently \$7 a day (up from \$5 a day), which remains less than 20% of child care revenue.
	<ul style="list-style-type: none"> ▪ 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 féminine 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	<i>Government provides the majority of funding for relevant service.</i>
<input checked="" type="checkbox"/>	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.
	<ul style="list-style-type: none"> ▪ See: 3. <i>Affordable</i>. ▪ 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	<i>There is a space for everyone in a resource that supports their full development.</i>
→ ←	<p>Québec has doubled the estimated number of additional spaces required after the \$5 a day program was so successful.</p> <p>Since 2003, expansion has slowed significantly and many children are waiting for spaces.</p>
	<ul style="list-style-type: none"> ▪ “[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	<i>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).</i>
<input checked="" type="checkbox"/> ←	<p>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: <i>iv. Allow for political autonomy</i>, under Community control.</p>
	<p>**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).**</p>
2. Reflects CCCABC's Values	<i>The degree to which the model promotes CCCABC's values:</i>
	<p>a. Accountable <i>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.</i></p>
<input checked="" type="checkbox"/>	<p>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.</p>
	<ul style="list-style-type: none"> ▪ The Ministère de la Famille et de l'Enfance was created (now under the Ministère de la Famille, des Aînés et de la Condition féminine), 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 <i>Respecting Child Care Centres and Child Care Services</i>.³¹
2. Reflects CCCABC's Values	<p>b. Coordinated <i>The model promotes coordination and integration of service (avoids overlap, duplication and ensures efficiency of available resources).</i></p>
<input checked="" type="checkbox"/> ←	<p>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.</p>
	<ul style="list-style-type: none"> ▪ 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

	<ul style="list-style-type: none"> ▪ 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	<p>c. Equitable <i>The model promotes equitable access across regions.</i></p>
☑	<p>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.</p>
	<ul style="list-style-type: none"> ▪ 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

2. Reflects CCCABC's Values	d. <i>Inclusive and responsive to diversity</i> <i>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.</i>
→ ?	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.
	<ul style="list-style-type: none"> ▪ 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. <i>Community-control</i> <i>The model promotes democratic community control, meaning it will:</i>
	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.
	<ul style="list-style-type: none"> ▪ 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. <i>Community-control</i> 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 ‘3 rd sector’ voluntary organizations suggests progress in this area.
	<ul style="list-style-type: none"> ▪ See: 2. e. iv. <i>Autonomy</i> for caution.

2. Reflects CCCABC's Values	<p><i>e. Community-control</i></p> <p>iii. Be delivered through non-profit or public organizations,</p>
<input checked="" type="checkbox"/> ←	<p>The original 1997 model was highly focused on developing non-profit child care through 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.</p>
	<ul style="list-style-type: none"> ▪ 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 offer 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	<p><i>e. Community-control</i></p> <p>iv. Allow for political autonomy,</p>
<input checked="" type="checkbox"/> ←	<p>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.</p>
	<ul style="list-style-type: none"> ▪ Each CPE is independent, with its own charter and regulations, although these must respect the parameters of Québec's act <i>Respecting Child Care Centres and Child Care Services</i>. ▪ 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 <i>Respecting Child Care Centres and Child Care Services</i>.”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

	<p>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</p> <ul style="list-style-type: none"> ▪ 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	<p><i>e. Community-control</i></p> <p>v. Be of a size/scale that allows a direct relationship between users and caregivers,</p>
<input checked="" type="checkbox"/>	<p>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.</p>
	<ul style="list-style-type: none"> ▪ 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 <i>parents and that the parents must be directly involved and a driving force in the administrative and education decisions that concern them.</i>”⁴⁷ ▪ It is not clear what role the children have in shaping child care direction or educational programming.
2. Reflects CCCABC’s Values	<p><i>e. Community-control</i></p> <p>vi. Have the infrastructure (administrative support, etc.) to support community involvement,</p>
<input checked="" type="checkbox"/>	<p>CPEs have significant infrastructure support.</p>
	<ul style="list-style-type: none"> ▪ 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 entreprises (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

	<p>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 PME 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</p>
2. Reflects CCCABC’s Values	<p><i>e. Community-control</i></p> <p>vii. Allow service delivery to be decentralized, and it will,</p>
<input checked="" type="checkbox"/>	<p>This model allows for a moderate amount of decentralization as each CPE is fairly autonomous and has a maximum of two child care centres.</p>
	<ul style="list-style-type: none"> ▪ Each CPE is independent, fairly small and localized, with its own charter and regulations, although these must respect the parameters of Québec’s act <i>Respecting Child Care Centres and Child Care Services</i>.
2. Reflects CCCABC’s Values	<p><i>e. Community-control</i></p> <p>viii. Build on the strengths that currently exist in the community and province (probably using a community development model).</p>
<input checked="" type="checkbox"/>	<p>The model draws on the expertise and resources already available in the non-profit child care sector.</p>
	<ul style="list-style-type: none"> ▪ 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’Éducation] 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

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'Éducation, *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 féminine. *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 féminine. *Childcare services – Service quality.* Available at: www.mfacf.gouv.qc.ca.
- ²⁷ Famille, Aînés et Condition féminine. *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 Ministère 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.