



HOUSE OF COMMONS

SHARING THE RESPONSIBILITY

**SPECIAL
COMMITTEE ON
CHILD CARE**



**SHIRLEY MARTIN, M.P.
CHAIRPERSON**

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HOUSE OF COMMONS

CHAMBRE DES COMMUNES

From Thursday, October 9, 1986
to Thursday March 6, 1987

De jeudi 9 octobre 1986
au jeudi 6 mars 1987

Chairperson: Shirley Martin

Présidente: Shirley Martin

Minister of Proceedings and Evidence
of the Special Committee on

Procès-verbaux et témoignages
du Comité spécial sur

Child Care

La garde des enfants

Sharing the Responsibility

RESPECTING:

CONCERNANT:

Order of Reference dated Thursday, October 9,
1986 on child care.

Ordre de renvoi du jeudi 9 octobre 1986 sur la
garde des enfants.

INCLUDING:

Y COMPRIS:

The FINAL REPORT to the House.

Le RAPPORT FINAL à la Chambre.

Report of the Special Committee on Child Care

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Issue No. 1

Fascicule n° 1

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Second Session of the
Thirty-third Parliament, 1986-87

Deuxième session de la
trente-troisième législature, 1986-1987

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30 March 1987

The Special Committee on Child Care has the honour to present its

FINAL REPORT

According to its Orders of Reference dated Thursday, October 9, 1986 and Wednesday, November 26, 1986, your Committee has the honour to present its Final Report which reads as follows:

(Text enclosed)

Your Committee has adopted this report, including recommendations, and requests the Government to consider the advisability of implementing the said recommendations and, in accordance with Standing Order 99(2), requests the Government to table a global response to this report.

A copy of the Minutes of Proceedings and Evidence of the Special Committee on Child Care (*Issues 1 to 51 from the first session and 1 from the present session including the Final Report*) is tabled.

Respectfully submitted,

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Acknowledgements

From its inception in November 1985, the Special Committee on Child Care has received the co-operation and support of hundreds of Canadians; each deserves thanks for their specific contribution.

We express our deep gratitude to the many witnesses who appeared, to those who provided written submissions, and to those with special interests who have followed our deliberations with care and ongoing comment.

The efforts of the Committee were substantively enhanced through the commitment and tireless support it received from its staff: the Clerks of the Committee, Micheline Rondeau-Parent and Richard Dupuis, who respectively organized the hearings and ensured the Committee objectives were met in a timely and appropriate manner; the Project Director, Robert Harris, whose patience with the process proved inexhaustible; the editors, Kathryn Randle and Georges Royer whose incisive style and skill combined the reflections and research of many individuals into this single document; and the support staff Hélène Cousineau, Nancy Clairmont, Chantal Proulx, Laurette Calippe and Rita Marie Blais who each used their special abilities to ensure that all Committee members received every appropriate assistance.

The Committee also thanks the many people on the House of Commons staff who provided services and support, in particular the staff of the translation and interpretation services.

Thanks must also be conveyed to the researchers whose efforts assisted the Committee in formulating its recommendations. While the value of such assistance is acknowledged, it must be noted that this Report and its recommendations are the sole responsibility of the Committee members and reflect their opinion on the various matters presented.

Finally, the Chairperson wishes to thank her colleagues on the Committee for their perseverance during the lengthy hearings and subsequent deliberations, their willingness to compromise in an effort to achieve consensus and their dedication to improving the well-being of Canada's children — what this Report is all about.

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The Special Committee on Child Care

The Special Committee on Child Care was established by the House of Commons in November 1985 to examine and report on the child care needs of the Canadian family. The text of the Committee's report is contained in Appendix B. In brief, the Committee was asked to report on:

1. the needs of children being cared for inside or outside the family, as well as parents, and how best to meet these needs;
2. how best to define a role for the federal government in child care, given the roles of other responsible parties (parents, the voluntary sector, the private sector, and provincial and territorial governments); and
3. steps the federal government could take to fulfil this role.

Three concepts are important in this report. First, the focus is on the child in the context of the family. Second, there is concern about the care of all children, regardless of the type of family to which they belong and the choices their parents have made about caring for them. Thus, the Committee's recommendations are to recognize the diversity of Canadian families and the variety of needs to which they give rise. Third, the Committee affirms the principle that responsibility for child care in Canada is shared. Parents have the primary responsibility and our duties have been to care for their children. The society as a whole, including government, shares a portion of that responsibility. How the federal government should fulfil its part of the responsibility is the question the Committee was asked to address.

These concerns extend beyond much of the current public debate on child care, which tends to focus on children in families who are employed or on child care as a means of supporting equal opportunities for women in the workplace. This report focuses on the needs of children and the family—their concerns about day care and their needs. As we are looking at the care of all children, we address the needs of families where a parent works, where both parents work, and where the only parent is the child's grandparent. We recognize that the needs of children in the family are not the same as the needs of children in the workplace. The needs of children in the family are not the same as the needs of children in the workplace. The needs of children in the family are not the same as the needs of children in the workplace.

PREFACE

Our children deserve the care of all Canadians. We owe this to them not only because they are ours, but because they are the expression of our hope for the future. As we strive to make a better world for them, so will they direct their efforts to their own children. In this way our children will grow beyond us, carrying our memories, our dreams, and our beliefs about how our lives and theirs can be made better.

How we allocate our country's resources is a reflection of our faith in the future. How we respond to our children's needs is a measure of our society's integrity. If we do not provide for our children, we will have no future.

The foundation of our nation has always been the families to which children belong. Different kinds of families exist. All require our support, some more than others. The provision of adequate financial and human resources to the family — by government and by other institutions in our society — is an essential investment in our future.

It is just such an investment that this report addresses.

The Family and Child Care

The Special Committee on Child Care

The Special Committee on Child Care was established by the House of Commons in November 1985 to examine and report on the child care needs of the Canadian family. The text of the Committee's order of reference appears in Appendix B. In brief, the Committee was asked to report on three related subjects:

1. the needs of children being cared for inside or outside the family, as well as parents' views on the kinds of care they would like for their children;
2. how best to define a role for the federal government in child care, given the roles of others responsible for child care — parents, the voluntary sector, the private sector, and provincial and territorial governments; and
3. steps the federal government could take to fulfil this role.

Three concerns are apparent in this mandate. First, the focus is on the child in the context of the family. Second, there is concern about the care of all children, regardless of the type of family to which they belong and the choices their parents have made about caring for them. Thus the Committee's recommendations are to recognize the diversity of Canadian families and the variety of needs to which this gives rise. Third, the Committee's mandate emphasizes that responsibility for child care in Canada is shared. Parents have the primary responsibility and can decide how best to care for their children. But society as a whole, including governments, shares a portion of that responsibility. How the federal government should fulfil its part of the responsibility is the third issue the Committee was asked to address.

These concerns extend beyond much of the current public debate on child care, which tends to focus on assistance to parents who are employed or on child care as a means of supporting equal opportunities for women in the workplace. This report focuses instead on children and the family—their concerns, their diversity and their needs. Since we are looking at the care of all children, we address the needs of families where a parent stays home to raise children, families where both parents work, and families where the only parent works outside the home. We recognize that the growth of female participation in the labour force will likely continue, with the result that even greater percentages of mothers will be fully employed outside the home in the future. Nevertheless, the shifting balance of participation does not change our obligation to

look at the care of all children and at the respective responsibilities of parents, governments, and the wider society to assure the quality of that care.

In a federal system such as ours, the subject of child care involves many issues that fall under provincial and territorial jurisdiction as well as those that are the responsibility of Parliament. We are keenly aware of the provinces' and territories' legislative powers with respect to families and children and the provision and regulation of child care services. It is not our intention to intrude on this jurisdiction. We could not, however, ignore the testimony of the many witnesses who commented on aspects of child care that fall under provincial or territorial jurisdiction and administration, and we refer to that testimony where appropriate to illustrate the issues and concerns brought to our attention by Canadians. The purpose of our recommendations, in the light of the constitutional division of powers, is to help improve the current situation for families with children, using the tools the federal government has used traditionally—its taxing and spending powers. Our recommendations reflect our concern that federal action be taken in the context of consultation and co-operation with the provinces and territories.

Government Involvement in Child Care

The concerns expressed in recent years for the welfare of children and families have their precedent far back in Canada's history. Government assistance for Canadian families with children was first directed toward the poor.¹ Prior to 1900, local governments and voluntary organizations provided relief when families had exhausted their personal financial resources. Following World War I, the federal government also became involved in child support by providing pensions to war widows and by allowing spousal and child exemptions in the newly-introduced *Income Tax Act*.

The years 1930 to 1944 saw the evolution of assistance to unemployed families through federal relief measures and the eventual passage of the *Unemployment Insurance Act* in 1941. In 1945, the federal government introduced Family Allowance payments. Between 1945 and 1960, several measures were enacted to assist individuals and families with special needs. Since 1960, a variety of benefits and services have been introduced, including a refundable tax credit for low-income families.

Nor is support for day care a new phenomenon. Day care centres have existed in Canada for 136 years. The earliest centres were established in the mid-nineteenth century in Montreal and Toronto following the first phase of industrialization and urbanization in Canada. In those years, day care was viewed primarily as a service to single women needing to work or as a support for families in crisis.²

The advent of World War II changed that view as the shortage of male labour arising from the war effort prompted the recruitment of women into industry. In July 1942, the federal government passed an order-in-council permitting cost-sharing agreements with provincial governments wishing to establish day care centres. This arrangement was used only sparingly and did not result in a national network of day care centres.

The end of the war meant the end of wartime day care services. However, the termination of wartime care did not mean the end of the demand for non-parental care. During the 1950s and early '60s, the number of day care centres increased gradually. By the late 1960s, the trend toward more active involvement of women in the labour

force spurred more rapid growth. Provincial governments began to respond to the new social and economic trends affecting family life. They developed day care legislation and turned to the federal government to cost-share the services.

The federal government undertook several initiatives in response to provincial demand, beginning in 1966 with the introduction of the Canada Assistance Plan (CAP). Through CAP, the federal government shares with the provinces and territories the cost of subsidizing the fees paid by low-income parents who use day care services. The second major federal initiative to assist with the cost of child care was a 1972 amendment to the *Income Tax Act*; the Child Care Expense Deduction allows parents earning income to claim an income tax deduction for the costs associated with child care.

Earlier Studies

This Committee is not the first to review the issue of child care in the past two decades. To assist us in our task, and before undertaking country-wide hearings, we reviewed the recommendations on various aspects of child care contained in reports of earlier task forces and commissions. Between 1969 and 1986 there were nine reports examining the issue from different viewpoints. Two reports, the Royal Commission on the Status of Women (1970) and the Royal Commission on Equality in Employment (1984), approached child care from the perspective of improving the opportunities for women to enter and advance in the labour force. The Commission on Emotional and Learning Disorders in Children (1969), the Special Committee on Participation of Visible Minorities in Canadian Society (1983), and the Special Committee on Indian Self-Government in Canada (1983) dealt with the special child care needs of these communities.

More recently, two committees of the House of Commons addressed the issue: a report of the Standing Committee on Justice and Legal Affairs (1985) discussed maternity benefits, and the Report on Child and Elderly Benefits (1985), prepared by the Standing Committee on Health, Welfare and Social Affairs, reviewed all the benefits provided to families with children. Finally, the Canadian Commission for the International Year of the Child (1979) dealt with the issue of child care from the viewpoint of children, while the Task Force on Child Care (the Cooke Task Force, 1986) reviewed non-parental child care and parental leave. We are particularly appreciative of the thoughtful assessments and the research material in the Cooke Report that made our task easier.

What distinguished the work of our Committee from the work of earlier groups was its broader mandate. Previous studies centred on non-parental care, care as a support for working women, care for children with special needs, or child care for specific segments of the population. By contrast, the Special Committee on Child Care looked at the care of all kinds of children in all types of care situations—at home and outside the home, by parents, neighbours and relatives or professional caregivers, in organized centres and in private homes.

To fulfil this broad mandate and gather the evidence on which to base our conclusions and recommendations, the Committee adopted a two-fold strategy. First, we commissioned a series of research papers on various child care issues. These are referred to in the report and documented in the notes to each chapter (see also Appendix I). Second, we arranged extensive public hearings across Canada early in 1986.

Public Hearings and Submissions

We visited every province and territory to listen first-hand to the child care concerns of Canadians. The overwhelming response from individuals and organizations reflected the importance Canadians attach to their children. Between March and June 1986, we heard 1,047 presentations, welcomed 1,632 witnesses, and received 944 written submissions (see Appendix C and Appendix D).

As the hearings progressed, it became apparent that there are many new challenges facing Canadian families. There are currently 4.7 million Canadian children under 13 years of age. Increasing numbers of them are growing up in families where both parents are employed outside the home. Some live with only one parent. Others have special needs because of poverty, disability or minority status. These situations present particular kinds of challenges.

Even the 'average' family faces new challenges. We met families that need child care because they find it necessary for both spouses to work in order to achieve a modest standard of living. We met other families where one spouse stays home to care for young children. Once considered the norm, this arrangement presents its own challenges; the family may have made a financial sacrifice if the spouse gave up a job to stay home, the caregiver must often deal with social isolation, and little recognition is available for the role of the at-home spouse.

Parents' concerns, as expressed in the public hearings, were remarkably diverse. This is perhaps not surprising, given the varying size and composition of families, their many living, working and child care arrangements, the uniqueness of the communities they live in, and the differences in the availability of child care services in those communities. Nevertheless, we heard three themes repeatedly: affordability, availability and quality.

Parents concerned about affordability noted that child care costs can be a burden to families where one parent sacrifices income to care for children at home as well as to single-parent families and families requiring care because both parents work outside the home. Other parents described problems related to the availability of child care, including the shortage of spaces in licensed centres, the inflexibility of hours, and the lack of options in their particular community. A third concern brought to our attention was quality. Parents are anxious to ensure that their children are growing up in loving and nurturing environments that promote their social, intellectual, and emotional well-being, whatever the child care arrangement selected.

We heard, as well, from families with special needs. Native people felt that culturally appropriate child care services could help them retain their identity and provide an important support to families. Parents of disabled children expressed their concerns about the integration of their children in Canadian society and their own need for support and respite from time to time. For many members of ethnic minorities, the search for linguistic and culturally sensitive child care services is a major concern.

We received testimony and briefs from individuals, voluntary organizations, unions, child care centres, family child care homes, women's associations, political parties, churches, and business representatives. Many expressed frustration about the lack of support for child care and suggested how governments and other organizations could improve the quality of child care in Canada.

Representatives of provincial and territorial governments made presentations and submissions as well. Some of these governments have limited fiscal capacity to expand child care services. The problem is particularly acute in the Atlantic region. Provincial and territorial representatives also expressed concern about whether new federal initiatives would add a financial burden or intrude on their responsibility for child care services.

The evidence before the Committee provides a clear indication of the issues and problems surrounding child care, but because the views expressed by witnesses and those who presented written briefs were so diverse, the Committee cannot report that there is consensus among Canadians about how best to address the issues and solve the problems. This leads us to our first conclusion, which is simply that no single type of child care will meet the needs of all children and all parents in all communities. Children have different needs, and parents want to be in a position to make choices about how child care arrangements meet the needs of their children. That choice should not be unduly constrained by financial considerations, by a shortage of options from which to choose, or by concerns that the available care is not of the highest possible quality.

A Question of Definition

Several terms used frequently in the balance of this report may not be familiar to all readers. In examining the full range of available child care options, the Committee looked at parental care as well as non-parental care, also called substitute or supplementary care. Non-parental care is provided by both a formal and an informal child care system. The formal sector, sometimes referred to as licensed care because it is regulated by provincial and territorial governments, comprises two forms of care—child care centres and family child care homes. These centres and homes in turn can be operated for profit by commercial organizations or individuals, or on a non-profit basis by parents, church or volunteer groups, school boards or municipalities.

The informal child care sector consists of all those who care for children without being part of a provincial licensing system. Parents are the primary caregivers, while friends, relatives, nannies, neighbours and babysitters who care for children (with or without being paid for it) constitute the informal sector. These distinctions should be borne in mind in the chapters that follow.

Federal Expenditures

The other terms with which readers should be familiar are those describing current federal benefit programs related to the care of children. The federal government, along with the other levels of government, is involved in support for child rearing and child care according to the constitutional division of power and responsibilities. Constitutional authority for the regulation and administration of child care services rests with the provinces and territories. The federal government's role has been defined by its taxing and spending powers. In practice, however, both levels of government provide a range of benefits and services that are mutually complementary. Federal participation includes financial support to assist parents with the costs associated with child-rearing and day care.

At present the federal government spends money on four major benefits in support of families with children: the Family Allowance is paid direct to families, while the Child Tax Exemption, the Child Tax Credit, and the Equivalent-to-Married Exemption are benefits delivered through the personal income tax system (Table 1.1). In addition to these benefits, which are available to all families with children, benefits are available to families that use child care services. The federal government assists low-income families using licensed day care services by subsidizing their fees through the Canada Assistance Plan (CAP). As well, families that pay for non-parental child care and meet certain criteria are entitled to claim an income tax deduction based on these expenses.

Table 1.1
Federal Expenditures on Child Benefits
1982-1986
(Millions of Dollars)

	1982	1983	1984	1985	1986 ¹
Family Allowance (Net of Tax)	1,816	1,895	1,950	2,026	2,008
Child Tax Credit	1,515	1,435	1,495	1,510	1,675
Child Tax Exemption ²	735	775	780	785	785
Equivalent-to-Married Exemption ³	205	245	280	300	315
TOTAL	4,271	4,350	4,505	4,621	4,783
TOTAL (constant dollars)⁴	5,104	4,914	4,877	4,810	4,783

1. Estimated expenditure for 1986.
2. These amounts reflect only the exemptions claimed for dependent children less than 18 years of age.
3. These amounts reflect only the exemptions claimed by single parents with dependent children.
4. These figures are stated in 1986 dollars, adjusted by the Consumer Price Index.

Source: Department of Finance.

Finally, federal support for child care takes the form of special programs offered by two government departments. Employment and Immigration Canada provides assistance for child care by giving an allowance to eligible trainees enrolled in courses at community colleges or vocational schools. Indian and Northern Affairs Canada finances a limited number of child care centres and programs on Indian reserves (Table 1.2).

In short, the federal government directs considerable resources to families with children. Although certain benefits, such as the Child Tax Credit, have recently been modified and improved, there are important weaknesses in programs such as the Child Care Expense Deduction. We elaborate on these shortcomings in Chapter 2. These weaknesses must be corrected if federal programs are to adapt and respond to recent trends in Canadian families. It is just such steps that this report addresses.

Table 1.2
Federal Expenditures on Child Care
1982-86
(Millions of Dollars)

	1982	1983	1984	1985	1986 ¹
Child Care Expense Deduction	75	110	140	155	170
Canada Assistance Plan	70	77	90	100	105
Dependant Care Allowances	2	10	17	40	37
Child Care on Reserves	2	3	3	4	5 ²
Total	149	200	250	299	317
Total (constant dollars) ³	178	226	271	311	317

1. Estimated expenditures for 1986.
2. This is the recommended budget for 1986-1987. The \$5 million is composed of \$2,816,000 for day care services in Ontario and \$2,152,000 for community social services which include day care on reserves in several other provinces.
3. These figures are stated in 1986 dollars, adjusted by the Consumer Price Index.

Source: Health and Welfare Canada, Department of Finance, Employment and Immigration Canada, Department of Indian and Northern Affairs.

Trends in Canadian Families

As in the past, the family remains the central unit of Canadian society. Its strength is its permanency in the midst of change. Fathers and mothers have a fundamental commitment to the family. It is shown in the way they adjust their personal lives and employment to accommodate the care of their children. It is manifested in the way they confront the multiple pressures of modern society while safeguarding family values. It is demonstrated, above all, by the sacrifices parents make to raise their children.

While the developmental needs of young children are met primarily by the family, high-quality supplementary care can also make an important contribution. Aside from their basic physical needs, young children require love, compassion, understanding, security, challenge, praise, and recognition. The more often they engage in responsive interaction with adults, the more likely they are to help to generate or sustain, in later life, a caring and sharing society. Because children have a wide range of developmental needs, the challenges involved in raising them are many. Facts must be learned. Skills must be acquired. Curiosity must be fed through creative play and exploration. Confidence must be reinforced through parental support. Emotional security must be assured in a caring environment.

The family's responsibility for children is a constant. However, like all institutions, families evolve as the society of which they are a part changes. We feel it is important to identify some of the trends that have influenced our thinking about how best to provide for the care of children.

One trend is declining family size, a trend resulting in part from the rapid urbanization and industrialization of Canada, as well as from the decisions of parents to have fewer children. In 1961, when fertility was at its post-war peak, married women aged 25 to 34 had an average of 2.5 children. By 1985, the average had dropped to 1.7 children.³ In 1961, 12% of married women aged 25 to 34 had no children. In 1986, about 22% of such women were childless.⁴

A second development is the increased diversity of Canadian families brought about by immigration. Since the turn of the century, Canada's British and French cultures have been enriched by immigrants from every continent. These Canadians have brought many of their homeland traditions with them and have made significant economic and social contributions. Our policy proposals take into account the cultural diversity of the country.

A third trend is the growth of single-parent families headed by someone under the age of 35. Between 1951 and 1981, the percentage of single-parent families headed by someone under age 35 doubled, from 14% to 28%.⁵ Single parenthood is not a new phenomenon. In the 1940s, for example, many families were led by women whose husbands had died in the war. Today, separation and divorce are the principal reasons for the existence of more single-parent families. In 1986, 12% of children under the age of 6 were being raised in single-parent families.⁶

Single parents must cope alone with the dual burden of parenthood and employment. They must respond alone to the diverse developmental needs of their children. A large percentage of single parents live at or below poverty levels, primarily because the majority of such families are headed by women. In 1985, more than 60% of single-parent families headed by women had pre-tax incomes of \$20,000 or less.⁷ Low average wages are part of the reason, but many single parents face additional financial problems related to support orders, including their limited amounts, the high rate of default, and the difficulty of enforcing in one province a support order made in another.

Yet another significant trend is that more children are growing up in families where both parents are working. Between 1961 and 1981, the proportion of families where both husband and wife worked outside the home increased from 20% to 48%.⁸ In 1986, 57% of mothers in two-parent families were employed.⁹ For many of these families, the employment of both spouses is a necessity. For most of them, it requires some form of supplementary child care.

Growth in labour force participation by women with young children has been higher than for women in general. The participation rate of women of all ages increased from 45% in 1976 to 55% in 1986. However, the participation rate for women with children under age 3 rose from 32% to 56% over those eleven years, while the rate for women with children aged 3 to 5 increased from 41% to 62% over the same period (Table 1.3; see also Table A.1, Appendix G).

Table 1.3
Labour Force Participation Rates
Women With Children
1976 — 1981 — 1986
(Annual Averages)

Age of Youngest Child	Participation Rates		
	1976	1981	1986
	%		
Under 3	31.7	44.3	56.0
3 — 5	40.9	52.4	61.6
6 — 15	50.0	61.1	68.3

Source: Statistics Canada, *The Labour Force*, Cat. No. 71-001, May 1982, December 1986.

The increasing variety of family life in Canada results in a diversity of child care needs. Parents at home full-time often seek socialization opportunities for their children, as well as for themselves to reduce their isolation. For many families, the demands of earning a living require parents to seek child care services outside the home. Their children are cared for, at least part of the day, by someone other than a parent. The child care arrangements parents make are many. What does not change is the goal: to provide safe, loving care and opportunities for children to grow and mature at each stage of their development.

The Committee's Approach to Child Care

In acknowledging parents as the primary providers of care for their children, we must respond to the issues parents raised with us: affordability, availability and quality. Recognizing the diversity of needs and preferences, we must also respond in ways that enhance the ability of parents to make choices about child care. Finally, we must discern an appropriate role for the federal government, one that complements the roles played by others and fulfils our part of the responsibility for the care of all children in Canada. We formulated our responses to these issues on the basis of our broad mandate, our consultation with Canadians, our analysis of current government involvement in child care, and the trends in Canadian families that have given rise to diverse child care needs.

We believe that the appropriate role for the federal government should rest on five principles:

1. The federal government should assume its **share of the responsibility** for child care by supporting, where possible, the roles of parents, employers, provincial and territorial governments and child care providers by using its taxing and spending powers.
2. The federal government should continue to **share the cost of child care**, regardless of the arrangements a family chooses to care for its children.
3. The federal government should **encourage the development of a spectrum of flexible child care options**, so that parents' choices about how to care for their children are not unduly restricted by financial considerations, shortages of care options, or inflexibility and poor quality in such services as are available.
4. The federal government should support the efforts of others with child care responsibilities to **improve the quality of child care**, no matter how that care is provided.
5. The federal government should support and encourage efforts to develop **child care arrangements that respond to special or unique needs** in a community or in a particular segment of the population.

Each of these principles is addressed through specific measures proposed in the Committee's recommendations.

Sharing the Responsibility for Child Care

As the Vanier Institute of the Family and many other witnesses testified, the primary responsibility for child care must rest with the family. Parents are and will remain the principal givers of care. The measures we propose in subsequent sections of

the report are intended to give parents as much support as possible. However, we also recognize that communities and the wider society have important roles to play in assisting parents and providing supplementary forms of child care. This responsibility is already being fulfilled by hundreds of initiatives in many Canadian communities.

Some school boards have helped groups of parents establish drop-in centres, day care centres, and after-school supervision programs for school-age children. Church groups, local YM-YWCAs, and Boys' and Girls' Clubs are actively involved in setting up recreational and socialization programs for children after school, on holidays, and during the summer. Some employers have introduced flexible work arrangements that help accommodate their employees' child care responsibilities; others have organized referral services or on-site day care centres.

Some provinces have delegated part of their authority to provide child care services, giving rise to noteworthy municipal initiatives. In Alberta, local governments are responsible for program development for school-age children. Through zoning policies, Vancouver and Toronto offer builders additional building rights if appropriate areas are allocated for day care. Some Ontario municipalities operate their own child care centres; approximately 14% of Ontario day care centre spaces are operated in this way. Quebec municipalities are eligible for provincial assistance to convert existing buildings into child care centres.

In short, there is a wide range of activity taking place with respect to child care in communities throughout the country. We feel that this mixed approach, involving voluntary, commercial, and public resources, should be supported and strengthened. We believe that such an approach represents the best way of enhancing parental choice and encouraging their involvement in a process that is of vital concern to them. This would not be the case in a child care system run completely by governments. That approach fails to acknowledge the shared nature of the responsibility.

This aspect of the Committee's approach, as well as our view of the appropriate role for the federal government, is reflected in every chapter of this report. Federal financial support for the child care responsibilities of parents is discussed in Chapter 2. Chapter 3 examines how the federal government can support services being provided by others. The workplace, and federal support for employers' responsibilities with respect to the child care concerns of their employees, are the subject of Chapter 4. Chapter 5 deals with the appropriate federal role with respect to special child care needs.

Sharing the Cost

Our approach to child care addresses concerns about the affordability of care through a variety of proposals to make use of the federal government's power to deliver child-related benefits through the tax system and through several expenditure programs. The Committee's recommendations on this issue appear in Chapter 2.

Supporting Parental Choice

When parents can afford the child care arrangements they prefer, their choices are enhanced. However, parental choice is possible only when a range of child care options is available. We believe that parents should be able to make choices that meet the

varied needs of their children as well as their own diverse preferences. Our recommendations for promoting diversity to accommodate parents' choices are concentrated in Chapter 3, although Chapters 4 and 5 are also relevant.

Ensuring High-Quality Care

We believe it is important to enhance parental care as well as to ensure that high-quality care is provided when non-parental care is necessary. Federal, provincial and territorial governments, in co-operation with caregivers and services, have a responsibility to support the quality of child care. The Committee's recommendations in this regard are contained in Chapter 3.

Meeting Special Needs

Finally, we are aware of the special concerns of single parents. In addition, we have tried to address some of the unique difficulties faced by families confronted with the multiple challenges associated with disability or minority status. We discuss these issues in Chapters 3 and 5. In so doing, we have been mindful of both the enduring quality of Canadian families and the many changes they are facing.

Notes to Chapter 1

1. Margrit Eichler (1983), *Families in Canada Today*, Gage, pages 306-309 and Canadian Intergovernmental Conference Secretariat (1980), *The Income Security System in Canada*, Report prepared by the Interprovincial Task Force on Social Security for the Interprovincial Conference for Ministers Responsible for Social Services.
2. Patricia Vandebelt Schulz (1978), "Day Care in Canada: 1850-1962" in Kathleen Gallagher Ross, *Good Day Care: Fighting for It, Getting It, Keeping It*. The Women's Press.
3. Statistics Canada (1986), *Births and Deaths Vital Statistics*, Vol. 1, 84-204.
4. R. Beaujot (1986), "Dwindling Families", *Policy Options Politiques*, September, p. 4.
5. Statistics Canada (1984), *Canada's Lone Parent Families*.
6. Special calculations from the 1981 Survey of Child Care Arrangements conducted for the Committee by Statistics Canada.
7. Statistics Canada (1986), *Income Distributions by Size in Canada*, 1985, 13-207.
8. Dominion Bureau of Statistics (1961), *Census of Canada: Households and Families*, Vol. 2, Part 1; Statistics Canada (1981), *Family and Private Households*, 92-935.
9. Statistics Canada (1986), *The Labour Force*, 71-001.

Sharing the Cost with Families

In order to make new proposals for improved assistance to Canadian families, we need first to examine the programs already available to them. These programs fall into three groups:

1. cash paid direct to families by the federal government;
2. tax reductions for families through exemptions, deductions and credits; and
3. payments to the provinces and territories on behalf of families to assist in providing financial aid for low-income families.

Direct Cash Payments

The Family Allowance, commonly known as the baby bonus, provides monthly payments totalling \$383 annually to all families with dependent children under 18. In 1987, the federal government will spend over \$2 billion on the Family Allowance program, even after collecting taxes on the payments.

A second type of payment is maternity benefits under the Unemployment Insurance program, through which the federal government acknowledges the reasonable expectation of mothers to spend time at home during the period surrounding childbirth. Financed by employer and employee contributions, these benefits were valued at \$471 million in 1986.

Direct cash payments are also made to help with the cost of child care while a parent is enrolled in training courses approved by Employment and Immigration Canada. This dependant care allowance is an important part of efforts to improve access to the work force for women; it cost the federal government \$37 million in 1986.

Finally, a limited number of family and child care resource centres on Indian reserves, mainly in Ontario, Alberta and Manitoba, are funded directly by the federal government at an annual cost of \$5 million.

In summary, the federal government now spends over \$2 billion in direct payments to Canadian families with children.

Tax Reductions

In recognition of the cost of raising children, the government assists families by lowering their taxes. The most generous of these reductions is the Child Tax Credit, which now costs the government almost \$1.7 billion per year. The credit can also be considered a cash payment to low-income families because it is refundable if no tax is payable. The full annual credit of \$489 per child is received by all families with net incomes of \$23,760 or less.

The Child Tax Exemption is the second largest source of tax reductions. Parents can claim \$560 for each dependent child under the age of 18. The annual cost to the federal government is \$785 million in lost tax revenues.

Finally, parents can claim a tax deduction of up to \$2,000 per child age 14 or under for work-related child care expenses, at a cost to the federal government of \$170 million. In all, these tax reduction programs cost the federal government more than \$2.6 billion.

Payments on Behalf of Families

Another way the federal government helps children is through the Canada Assistance Plan. This plan reimburses the provinces and territories for up to 50% of the cost of social assistance and social services, including child welfare, family support, information and referral, group homes, counselling, transition houses for battered women and their children, institutional care for severely disabled people, and subsidized day care for low-income parents. The federal contribution to this last item alone was \$105 million in 1986 and, when matched by the provinces and territories, provides parents with day care subsidies. The total budget for the Canada Assistance Plan is greater than \$4 billion; all its expenditures help Canadians in need, and a portion is directed specifically to children.

In conclusion, the federal government provides benefits for Canadian children in the form of direct cash payments and tax reductions worth \$4.6 billion, as well as a share of the \$4 billion spent under the Canada Assistance Plan. Using a total of \$4.7 billion as a conservative estimate, current federal spending and financial redistribution to assist Canadian families in raising their children is equal to just over 12% of all personal federal income tax collected.

To facilitate assessment of the federal government's family- and child-related programs and their effectiveness, we examine these benefits under four headings:

1. the child benefit system;
2. tax-deductible child care expenses;
3. maternity benefits; and
4. day care subsidies under the Canada Assistance Plan.

We examine the current characteristics of each type of benefit, assess its effectiveness and make recommendations where warranted to improve each program.

Evaluating the Child Benefit System

Current Characteristics

This group of four programs supplements family incomes in recognition of child-rearing costs. First, the Family Allowance provides a direct cash payment for each child under 18 regardless of family income. Valued at \$383 per child in 1987, this taxable benefit declines in value as family income rises.

Second, the refundable Child Tax Credit is paid in full to families with incomes of \$23,760 or less. Families with incomes beyond this level still receive a partial credit, which declines at a rate of 5% of income. This means that parents with one child still receive part of the credit until their income reaches \$33,540. Parents with two children receive a partial credit until family income reaches \$43,320. Payable even to families with no taxable income, the Child Tax Credit provides up to \$489 per child in 1987. Seventy-two per cent of all Canadian families with children under 18 receive some benefit.

The third program, the Child Tax Exemption, is worth more to families with higher incomes because it enables them to reduce their taxable incomes to a lower tax bracket. The exemption is \$560 per child under 18 and \$1,120 for those aged 18 to 21 who are still dependent. Its value can be determined by subtracting the income of the child (if any) from the exemption and dividing by the marginal tax rate of the parent. (Example: \$560 less child's income (nil) divided by parent's tax rate (25%) equals a tax reduction of \$140). In other words, the smaller the tax payable, the smaller the benefit.

The fourth component of the child benefit system is directed solely to single-parent families. The parent can claim an Equivalent-to-Married Exemption just as if the child were a non-earning spouse. This increases the income tax deductibility of the child from \$560 to \$3,700 in 1987. Using the previous example of a 25% marginal rate, the Equivalent-to-Married Exemption gives the single parent a tax break of \$925 rather than \$140.

In 1985, the federal government introduced several changes to the child benefit system. These changes, now being phased in, will reach their full effect in 1989 and include:

1. equalizing the level of the Child Tax Exemption and the Family Allowance at close to \$400;
2. increasing the Child Tax Credit from \$489 to \$524 for families with low incomes; and
3. indexing the Child Tax Exemption and Family Allowance should inflation rise above 3% per year.

The 1986 federal budget introduced a further change: prepayment of \$300 cash per child each November to families with incomes of \$15,000 or less in the previous tax year. Thus, families can use this portion of the Child Tax Credit without waiting for Revenue Canada to process their tax returns.

Assessment of Effectiveness

As now designed, the child benefit system provides a range of financial assistance to families in 1987, from a minimum of \$430 per child in 1987 up to \$930 per child as

family income decreases (Table 2.1). For single parents with one child, assistance is often double that for two-parent families because of the Equivalent-to-Married Exemption.

Table 2.1
Value of Child Benefits to Different Family Types at Various Income Levels, 1987

Earnings	Single Earner Two-Parent Family One Child	Single-Parent Family		Two-Earner Couple 70/30 Income Split One Child	Two-Earner Couple 50/50 Income Split One Child
	One Child	One Child	Two Children	One Child	One Child
\$	\$	\$	\$	\$	\$
0	872	872	1,744	872	872
5,000	872	883	1,755	872	872
10,000	888	1,719	2,634	888	883
15,000	921	1,813	2,734	918	915
20,000	924	1,856	2,780	924	918
25,000	926	1,923	2,850	924	921
30,000	735	1,853	2,769	755	752
35,000	500	1,701	2,622	532	521
40,000	451	1,652	2,381	445	437
50,000	464	1,906	2,370	451	445
60,000	464	1,906	2,370	451	451
70,000	464	1,955	2,420	464	451
80,000	475	2,109	2,584	464	451
90,000	475	2,109	2,584	464	464
100,000	475	2,109	2,584	475	464

The median provincial tax rate of 50% of federal basic tax was assumed for the purpose of these estimates. Quebec has its own provincial tax system.

Alberta and Quebec vary the federal Family Allowance payments according to the age of the child. Quebec also varies payments according to the number of children in a family. These differences are not reflected in the table.

All earnings are assumed to come from employment, and family members are assumed not to claim registered pension plan, registered retirement savings plan or child care expense or other deductions which could affect the value of child benefits. Earnings refer to pre-tax earnings.

Table includes both federal and provincial contributions to child benefits.

Source: National Council of Welfare, Special calculations.

We attempted to compare these benefits with the actual costs of child-rearing, using a 1984 report by the Social Planning Council of Metropolitan Toronto as a guide.¹ The report based its estimates on a basic family budget, rental accommodation and the use of public transport rather than private car. Although costs in Metropolitan Toronto are among the highest in the country, we used them as a basis for comparing the cost of raising a child with the amounts provided through the child benefit system. Table A.2 shows that the current child benefit system—that is, Family Allowance, the Child Tax Credit, the Child Tax Exemption and the Equivalent-to-Married Exemption—provides a minimum subsidy of 13% of basic child-rearing costs no matter

how affluent the family; the level of support rises to *up to 47%* for single-parent families in certain circumstances. (Child-rearing costs used in this calculation did not include the cost of day care services, which some families use and some do not.)

The Toronto study also indicates that the cost of raising a child rises as the child gets older. Food, clothing, personal care, recreation, school needs and public transportation costs increase with the age of the child; only babysitting and day care costs decrease. Average annual costs of raising children in three different age groups are compared with amounts provided through the child benefit system in Table A.3. Two further conclusions can be drawn: that the percentage of subsidy decreases as age rises and that single-parent families receive more than two-parent families.

RECOMMENDATION

During the Committee's public hearings, little dissatisfaction with most aspects of the child benefit system was apparent. Canadians appear to see it as fulfilling its function of assisting families with the basic costs of raising children. Other programs are believed to provide better vehicles for addressing the issue of child care.

- 1. We recommend that in the current review of the federal tax system, the existing elements of the child benefit system be retained.**

Evaluating the Child Care Expense Deduction

Current Characteristics

The Child Care Expense Deduction provides tax relief for families when both parents are in the labour force. The deduction was introduced in 1972 with a maximum deduction of \$500 per child. Since then, the ceiling has been raised twice: to \$1,000 in 1976 and to \$2,000 in 1983 (with a maximum of \$8,000 per family). Child care expenses up to these amounts can be used to reduce taxable income, with some limitations: (a) the name and social insurance number of the caregiver must be provided, and Revenue Canada may ask for receipts, (b) the child must be 14 years of age or under, (c) the deduction must be claimed by the spouse earning the lower income, and (d) it cannot be used to reduce that income by more than two-thirds. In practice, the partner with the lower income must earn about \$8,000 to claim the maximum deduction for the first child and an additional \$3,000 for every child thereafter. Table 2.2 shows that parents claiming the deduction use about 52% of its value, claiming about \$1,043 of the \$2,000 available. The value of the deduction to families depends on the marginal tax rate of the spouse with the lower income and the actual amount spent on care (Table 2.3).

Since 1972, there has been growth in reported child care expenditures and in the number of families claiming the deduction (Table 2.2). Expenditures on child care services are closely linked to labour force participation (Tables A.4 and A.5). More than 150,000 Canadian families incur considerable child care costs each year; they spent \$3,285 per family on average in 1984 (Table A.6).

The 1981 *Survey of Child Care Arrangements* (a Statistics Canada Labour Force Survey research paper) makes clear that the bulk of child care expenditures were made by families with preschool children; it also points out, however, that some 45% of

families with preschool children where mothers work outside the home did not purchase child care services during the survey period (Table A.5). This figure can be explained in part by situations where child care was provided by friends, relatives or other household members without charge, children attended kindergarten for a few hours while mothers worked part-time, or unemployed fathers remained at home while their wives worked. But even with these explanations, the fact remains that about 20% of families where both parents were employed, or 112,000 families, provided care for their preschool children without help.

Table 2.2
The Child Care Expense Deduction, 1973-1984
 (selected years)

Year	Number of Persons Claiming (thousands)	Number of Children Claimed (thousands)	Child Care Payments Reported (millions of dollars)	Child Care Payments Reported (millions of constant dollars) ¹	Average Payment per Child (dollars)	Average Payment per Child (constant dollars) ¹
1973	198	309	101	298	325	835
1976	298	459	234	456	510	992
1979	370	574	368	559	642	974
1982	448	705	580	640	822	908
1983	452	707	695	725	982	1,024
1984	502	784	817	817	1,043	1,043

1. These figures are stated in 1984 dollars, adjusted by the Consumer Price Index.

Source: Revenue Canada.

Assessment of Effectiveness

Witnesses raised four general concerns about the unfairness of the Child Care Expense Deduction:

1. families often have expenses higher than the amount they are allowed to claim;
2. families who are unable to obtain receipts can claim nothing;
3. families who choose to sacrifice additional income by having one parent stay home to care for their children receive nothing; and
4. families who are able to claim the deduction receive different benefits, depending on the income of the lower earning spouse.

In other words, the distribution of benefits from the Child Care Expense Deduction among different families is widely perceived to be unfair. For instance, a two-earner family with \$15,000 of family income may get \$520 in tax relief from the

deduction (Table 2.3). The same family would get \$366 with \$25,000 in income but \$618 with a \$35,000 income. In addition, as it is now structured, the deduction usually gives greater benefits to families where the spouse earning the lower income earns a fairly high percentage of total family income. At a family income of \$25,000, tax relief may be more than \$600 for a single-parent family, \$550 for a two-earner family where husband and wife earn equal amounts, and just over \$350 where the low earner contributes only 30% of family income.

Table 2.3
Value of the Child Care Expense Deduction
Estimates 1987

Earnings	Single Parent One Child	Two Earners/One Child (50/50 income split)	Two Earners/One Child (70/30 income split)
\$ 0	\$ 0	\$ 0	\$ 0
5,000	0	0	0
10,000	187	11	5
15,000	537	366	520
20,000	583	594	437
25,000	612	551	366
30,000	800	674	606
35,000	861	678	618
40,000	765	601	544
50,000	918	648	578
60,000	918	716	581
70,000	918	765	612
80,000	1,040	765	612
90,000	1,040	765	704
100,000	1,040	918	716

It is assumed that all families spend the full eligible amount of \$2,000 in child care expenses. In actual fact, many families, particularly those with low incomes do not spend this amount and therefore do not receive the benefits stated. In other words, the amounts shown are the *maximum* benefit that could be received and are not the typical benefit received.

Figures reflect the sum of federal and provincial/territorial contributions to this tax deduction. The median provincial tax rate of 50% of federal basic tax was assumed for the purpose of these estimates.

Quebec has its own tax system and its own Child Care Expense Deduction which is different from the federal one.

Earnings are gross income (i.e., before tax) received by all family members. All income is assumed to come from employment, and family members are assumed not to claim registered pension plan or registered retirement savings plan deductions.

Because claiming the Child Care Expense Deduction reduces an individual's net income on the tax form, it may increase the amount of Child Tax Credit, Sales Tax Credit and Married Exemption received by that family. The value of these extra benefits is included in this table.

Source: National Council of Welfare, Special calculations.

Our public hearing and research findings have convinced us that the Child Care Expense Deduction needs to be changed to conform with the principles addressed in Chapter 1 of this report: shared responsibility, shared cost and flexible options for parents. Proposals for change must also address the four specific concerns witnesses raised about the deduction.

We recognize that the reform of tax provisions must be considered in the light of the current review of income and corporate taxes by the Minister of Finance. The benefits families receive will be affected not only by the changes we propose but also by other tax measures. To facilitate an informed and constructive discussion of alternatives to the Child Care Expense Deduction, the Committee decided to recommend that parents with young children be able to choose between claiming a child care *expense* credit and claiming a refundable child care *tax* credit. Parents' choices would depend on whether they had chosen formal or informal child care and on whether one spouse had chosen to stay home to provide care.

The Committee's proposal consists of two components:

1. the replacement of the Child Care Expense Deduction by a **child care expense credit** of up to 30% of child care costs, not to exceed \$3,000 in expenses per child age 14 and under and \$12,000 per family; and
2. the introduction of a new **refundable child care tax credit** whereby a family could claim \$200 for the first child under 6, \$100 for the second child and \$50 for each subsequent child, without receipts.

The expense credit would benefit families with children 14 and under where both spouses earn income, as well as single working parents, and would be based primarily on the family's child care expenses. Like the present deduction, the credit would be claimable by the spouse with the lower income and could not exceed two-thirds of the claimant's earned income. Only taxpayers who have child care expenses because of employment could claim the credit, and receipts would be required.

The second component, the refundable child care tax credit, is different from the expense credit in that it could be claimed by families where one of the spouses remains at home to care for the children. It would also be available to families that have child care expenses but do not have receipts and to those families where relatives or neighbours care for the children without charge. Families with children under six could choose to claim either the expense credit or the refundable child care tax credit but not both.

To illustrate how our proposal would affect Canadian families, consider the following examples, which assume an expense credit of 30% for all families:

- A single working parent with a child age 5. The parent earns \$20,000 a year and pays child care expenses of \$3,500. By claiming the current Child Care Expense Deduction in 1987 the parent would gain \$583 in tax relief. Under our proposal, if the parent claimed the Child Care Expense Credit in 1987 the value of the tax relief would be \$900.
- A two-parent family with two children, ages 5 and 2. One spouse earns \$30,000 a year, the other stays home to care for the children. Under the present system this family cannot claim the Child Care Expense Deduction. Under our proposal, the family would be entitled to \$300 in tax benefits under the Refundable Child Care Tax Credit.

- A two-parent family, one child age 7, both parents working full-time. One spouse earns \$28,000 and the other earns \$12,000, and the family has receipts for child care expenses of \$3,000. Under the present system the family's taxes are reduced by \$544 a year. Under our proposal tax relief would amount to \$900.
- A two-parent family, one child age 9, both parents working, each earning \$15,000 a year. They spend \$2,000 per year on child care. Using the present deduction, the family would receive \$674 in tax relief. Our proposal would give this family \$600.
- A single working parent with a child age 5. The parent earns \$30,000 a year and has child care expenses of \$2,000. By claiming the current Child Care Expense Deduction the family receives \$800. Under the proposed Child Care Expense Credit in 1987, the value of tax relief would be \$600.

A total of 1.6 million families would gain additional tax relief—about \$222 per family on average. On the other hand, 160,000 families, most with higher incomes, would see their tax benefits decline by an average of \$73 (Table 2.4). Notwithstanding the improvement that would accrue to most eligible Canadian families, the Committee is concerned that inadvertent inequities resulting from this proposal would be unfair to some low- and middle-income families, especially families headed by single parents. One way of reducing this unfairness substantially would be to recommend that the Child Tax Credit be calculated on the basis of net family income minus receipted child care expenses. While recognizing that such a recommendation would complicate, rather than simplify, the tax form, the Committee offers this suggestion to the Minister of Finance for implementation in whatever manner he may deem practical. Alternative means of addressing this difficulty would also be welcomed by the Committee.

These changes in aggregate benefits were calculated on the basis of families with dependent children under age 16. Of course, the actual benefits would vary somewhat from one family to the next, depending on the age of the children and the family's current tax status. Most families with children under 6 would stand to gain because the Refundable Child Care Tax Credit would apply to children of that age. However, there would be no change for the vast majority of families where all the children are 6 or older (Table A.7). Similarly, no two-parent, one-earner families would lose benefits, and approximately half of such families would gain. On the other hand, the tax advantages available to some families would decline, for example, by an average of \$61 for about 11,000 single-parent families with one child (Table A.8). These are among the considerations the government will want to bear in mind in choosing a course of action.

If our proposal for a Child Care Expense Credit and a Refundable Child Care Tax Credit were implemented in 1987, it would commit the federal government to an estimated \$414 million in expenditures over and above the \$174 million projected cost of the current Child Care Expense Deduction in 1987.

The Committee also offers a variation on the proposal just outlined based on the net income of the family. It is a variable credit (Table 2.5). For example, if the cut-off (the point at which benefits start to decline) were fixed at \$45,000 net family income, a credit of 30% of child care expenses up to a maximum \$3,000 per child (\$12,000 per family) would be allowed. Above that figure, the credit would be reduced by 2% for each \$2,000 of net family income, so that the credit would fall to 20% where the income was \$55,000 and over. In other words, if the net income of the family was \$45,000 or less and annual child care expenses were \$3,000, the value of the credit would be \$900.

If the net income was \$55,000 or higher and annual child care expenses were \$3,000, the value of the credit would be reduced to \$600. Details about the effects on families are set out in Tables 2.5, A.9 and A.10.

If a variable child care expense credit were introduced, some families with higher incomes would have their tax benefits reduced. Similarly, the cost of implementing the variable credit would be about \$51 million dollars less than the cost of a flat credit for all families.

A by-product of both the flat and the variable expense credit would be a saving of some \$69 million to provincial and territorial governments. Provincial income taxes are calculated on the basis of a person's taxable income; the Child Care Expense Deduction therefore reduces the amount of provincial (and federal) tax payable because it is deducted *before* taxable income is calculated. By contrast, the proposed tax credit

Table 2.4
Changes in Benefits
By Income

Gross Family Income (dollars)	FAMILIES RECEIVING INCREASED BENEFITS			FAMILIES RECEIVING REDUCED BENEFITS			NO CHANGE
	Families (thou-sands)	Amount (millions of dollars)	Average Gain (dollars)	Families (thou-sands)	Amount (millions of dollars)	Average Loss (dollars)	Families (thousands)
Less than 5,000	23	5	225	0	0	0	12
5,000 — 9,999	68	15	222	0	0	0	64
10,000 — 14,999	106	25	233	...	...	...	98
15,000 — 19,999	128	28	222	...	...	...	105
20,000 — 24,999	136	31	226	...	...	...	115
25,000 — 29,999	157	36	229	...	...	...	133
30,000 — 34,999	171	39	226	20	1	56	150
35,000 — 39,999	164	37	225	16	1	73	140
40,000 — 44,999	143	31	217	12	1	60	133
45,000 — 49,999	128	28	220	14	1	43	116
50,000 — 54,999	97	21	215	12	1	82	105
55,000 — 59,999	83	17	203	12	1	55	86
60,000 — 64,999	56	12	225	12	1	37	65
65,000 — 69,999	40	9	229	...	...	...	48
70,000+	108	23	211	44	5	116	147
TOTAL	1,608	357	222	160	12	73	1,515

This table assumes a tax credit of 30% of receipted child care costs for eligible families and a refundable child care tax credit for eligible families without child care expense receipts.

... means that numbers were too small to give a reliable estimate. In the case of the Families column, this means fewer than 10,000 families.

Totals may not add due to rounding.

Gross family income refers to income of head and/or spouse from all sources exclusive of the earnings of children.

Source: Health and Welfare Canada.

Table 2.5
Changes in Benefits
Under Proposed
Variation
By Income

Gross Family Income	FAMILIES RECEIVING INCREASED BENEFITS			FAMILIES RECEIVING REDUCED BENEFITS			NO CHANGE
	Families (thousands)	Amount (millions of dollars)	Average Gain (dollars)	Families (thousands)	Amount (millions of dollars)	Average Loss (dollars)	Families (thousands)
Less than 5,000	22	5	225	0	0	0	12
5,000 — 9,999	66	15	220	0	0	0	61
10,000 — 14,999	107	25	232	0	0	0	100
15,000 — 19,999	126	28	221	...	...	...	103
20,000 — 24,999	136	30	224	...	...	...	114
25,000 — 29,999	154	35	229	...	...	...	132
30,000 — 34,999	168	38	227	20	1	58	150
35,000 — 39,999	166	36	219	18	1	74	140
40,000 — 44,999	143	31	219	14	1	71	131
45,000 — 49,999	124	28	223	17	1	53	116
50,000 — 54,999	86	19	220	23	2	105	106
55,000 — 59,999	67	14	214	29	4	149	84
60,000 — 64,999	43	8	190	26	5	198	67
65,000 — 69,999	29	6	202	19	4	187	49
70,000+	77	16	202	79	21	261	150
TOTAL	1,514	334	221	253	41	161	1,515

This table assumes a sliding tax credit (as described in the text) for receipted child care costs for eligible families and a refundable child care tax credit for eligible families without child care expense receipts.

... means that numbers were too small to give a reliable estimate. In the case of the Families column, this means fewer than 10,000 families.

Totals may not add due to rounding.

Gross family income refers to the income of head and/or spouse from all sources exclusive of the earnings of children.

Source: Health and Welfare Canada.

would be deducted from the amount of tax payable *after* taxable income has been calculated. Thus, taxable income would be higher and the provinces and territories would gain additional tax revenues. Mindful of this windfall, we would encourage that funds accruing in this manner be used in an appropriate way.

RECOMMENDATIONS

2. We recommend that the existing Child Care Expense Deduction be replaced by a Child Care Expense Credit of up to 30% of expenses, but not to exceed \$3,000 per child age 14 and under and \$12,000 per family, with all current eligibility criteria retained;

3. We recommend that an alternative Refundable Child Care Tax Credit, in the amount of \$200 for the first child, \$100 for the second and \$50 for each subsequent child, be introduced concurrently for families with children age 0-5, to provide financial recognition for families where a spouse remains at home to care for children and to assist other families who may, for whatever reason, have child care expenses not eligible for the Child Care Expense Credit;
4. We recommend that the provincial and territorial governments, which will gain an estimated \$69 million in tax revenues as a result of the implementation of Recommendations 2 and 3, use these additional funds to extend the availability of child care subsidies to low- and middle-income families and to improve licensed child care services.

We believe that implementation of these recommendations would demonstrate the federal government's commitment to support parents' choices about child care options.

Assessing Maternity Benefits

Historical Perspective

In 1971, amendments to the *Unemployment Insurance Act* introduced the payment of benefits to mothers for a 15-week period surrounding childbirth. Maternity benefits are based on the assumption that childbirth, similar to unemployment, causes an unavoidable interruption in earnings. Mothers were initially required to claim these benefits during a fixed period before and after childbirth; this requirement was made more flexible in 1975. Again in 1984, the regulations were relaxed; eligibility was expanded to include all mothers who had worked for 20 weeks in the previous year, rather than just those who could demonstrate employment during the period of conception. That same year, benefits were broadened to include mothers or fathers of newly adopted children.

The Current Provisions

Maternity benefits are a vital part of our child care system because they enable a parent to care for a child during the crucial first weeks of life. In our view, the choices parents make about caring for their newborns are restricted by several factors. First, financial considerations after maternity benefits run out may force a mother to go back to work sooner than she wants to. Second, current provisions don't allow couples to make a choice about who stays home with the newborn child. The benefits are for mothers only. Our proposals aim to address these issues of choice and affordability and allow parents to spend more time at home with a newborn child if they want to.

Maternity benefits under the *Unemployment Insurance Act* provide income for mothers who take leave from work at the time of childbirth. These provisions give women 60% of their previous income, to a maximum of \$318 in benefits per week in 1987, for a 15-week period surrounding the birth. During the benefit period, mothers are presumed to be unavailable for work, whether because of their health or the needs of the newborn child.

To be eligible for maternity benefits, a woman must have worked 20 weeks or more in the year prior to making a claim. The 15-week benefit period can begin any time up to 8 weeks before the expected date of birth and can end up to 17 weeks after the birth, at the choice of the claimant. Claimants must wait 2 weeks for eligibility, unless they are transferring to maternity benefits from some other form of Unemployment Insurance claim. Since 1984, maternity benefits have been available to parents who adopt a child as well as to women bearing children. Adoptive benefits are provided to either the mother or the father of a newly-adopted child and are available whether or not both spouses are in the labour force.

A recent study showed that nearly 85% of women who take two weeks or more off work for childbirth claim maternity benefits.² In 1985, there were 158,000 claimants. Typical claim length was 14½ weeks; the average weekly benefit was slightly less than \$200.

Maternity benefits also allow for the provision of infant care and for family adjustment to the newborn. While most mothers are physically able to return to work during the 17-week period surrounding childbirth, maternity benefits have become a way to allow them to care for their children without having to leave the labour force entirely. The 1981 Task Force on Unemployment Insurance recognized that maternity benefits serve the purpose of infant care: "When introduced, maternity benefits were intended to protect the mother from an earnings interruption caused by the physical incapacity to work or look for work in the period surrounding the birth. In practical terms, however, the benefits have been used more to enable the mother to care for the child after the birth and less because of the strict physical incapacity to work." This purpose for maternity benefits was also acknowledged by the 1984 changes, which allow adoptive parents to claim special benefits.

Assessment of Effectiveness

The early months of life are arguably the most crucial ones for the development of children as healthy human beings. Many witnesses asked for measures to allow parents to spend a greater period of time caring for their infants. Some witnesses emphasized the importance of the bonding process to the later emotional, social and psychological development of the child. Many thought that more parents should be able to stay home for extended periods during child-rearing. Others emphasized that provisions for extended maternity leave and benefits are fundamental to ensuring that mothers are able to continue to participate in the labour force on an equal footing with other workers. Some witnesses argued that the extension of maternity leave, together with provisions for fathers to share in early childhood care, would allow all working family members to care for their children.

We believe it is important to respond to parents' wishes for additional time to spend nurturing their young children (Tables A.11 and A.12). The decline of the extended family and the increasing number of women in the work force have made arrangements for non-parental infant care more difficult and early bonding more important. We believe that all Canadians will ultimately benefit if additional resources are devoted to the care of infants by their parents.

We do not believe that mothers alone should have the responsibility of caring for newborns. There is, of course, a special relationship between mothers and babies, and mothers will inevitably require a period of rest and recuperation after the birth. But

many fathers also want to participate in caring for the child. For some families, it may make sense for the father to take a portion of the extended benefits we recommend. We want to make it possible for fathers to participate in early child-rearing to whatever degree suits the individual family.

Several problems in the current system of maternity benefits should be addressed, including the waiting period, eligibility requirements, and the period during which benefits can be claimed. Women now must wait two weeks after filing a claim before maternity benefits commence. These are weeks without income for most new mothers. The waiting period has the effect of reducing income protection from 60% over 15 weeks to 53% over 17 weeks. The intent of this rule may be to discourage frivolous and fraudulent claims; when applied to regular unemployment insurance benefits, the provision likely encourages unemployed workers to look for work immediately. But claims for maternity benefits are not likely to be frivolous. Mothers with infants are not able to work immediately, nor should the aim of public policy be to hasten their return to work.

To qualify for general unemployment insurance benefits, an individual needs to work between 10 and 14 weeks. In regions with high unemployment, where it may be difficult to acquire 14 weeks of work in a year, the lower eligibility requirement applies. Maternity eligibility rests on 20 weeks of work in the previous year. If it is difficult to gain work credits because of high regional unemployment, the problem is as likely to exist for women of childbearing age as it is for others. We see no valid reason for insisting that maternity benefits require more work credits than regular benefits.

At present, maternity benefits apply to a flexible period surrounding the birth of the child. Benefits can start as early as 8 weeks before the expected birth date and extend as late as 17 weeks after. This provision is sufficiently flexible for most families. Sometimes, however, new infants, if born prematurely or if otherwise ill, may be confined to hospital for some time following the birth. In these cases, it seems appropriate that the benefit period be more flexible if parents obtain a medical certificate.

Sickness benefits, like maternity benefits, are given special treatment under the *Unemployment Insurance Act*. These benefits may be particularly helpful to the few mothers who become so ill during their pregnancy that they are physically unable to work. At present, however, the Act prevents mothers from claiming more than a combined total of 15 weeks of sickness and maternity benefits on the basis of a single period of employment. This provision appears to us, as it did to the Forget Commission, to be unnecessarily restrictive. It discourages women who have been sick from staying home with a new baby.

RECOMMENDATIONS

5. We recommend that the Minister of Employment and Immigration introduce amendments to the *Unemployment Insurance Act* to enable:
 - a. the introduction of a two-tier system of maternity and parental benefits to include:
 - (i) 'maternity benefits', claimable up to eight weeks prior to the expected date of birth but that must be taken for a minimum of two weeks following the birth;

- (ii) 'parental benefits', available exclusively to one or consecutively to both spouses, at the discretion of the mother; subject to
 - (iii) a requirement that the total period of maternity and parental benefits claimed with respect to a particular pregnancy not exceed the maximum number of weeks defined below;
- b. conformity between the number of weeks of employment eligibility for maternity and parental benefits and the regular requirements of the Act.
 - c. removal of the 15-week aggregate benefit limit, so that the availability of sickness benefits is separate and distinct from any maternity or parental benefits to which a person is entitled.
 - d. extension, on a graduated basis, of maternity and parental benefits:
 - (i) eliminating the two-week waiting period in 1987; and
 - (ii) extending the benefit period by two weeks per year, beginning in 1988 and concluding in 1992, when a single week of benefits would be added, for a maximum of 26 weeks;
 - e. flexibility of the claimant period to authorize benefits not to exceed the maximum normally allowable but in cases where an infant is confined to hospital for more than two weeks following birth, to enable eligibility for maternity or parental benefits in no more than two claim periods, the latter expiring one year from the date of birth; and
 - f. inclusion of adoptive parents in all appropriate amendments.
6. We recommend that provincial and territorial governments examine the leave provisions of their labour standards legislation with a view to conforming with the appropriate sections of Recommendation 5.

The Committee is aware that the cost of implementing these recommendations will be financed by employees and employers through their contributions to the Unemployment Insurance fund. In recognition of this, we have recommended a phasing-in period to ease financial adjustment and work load planning and allow for changes to collective agreements. Cost estimates appear in Appendix E.

Day Care Subsidies Under the Canada Assistance Plan

Current Characteristics

Under the Canada Assistance Plan (CAP), the federal government shares 50% of the cost of day care subsidies for low-income families, with eligibility determined by the provinces and territories. Provinces and territories establish their own criteria; most use a combination of either an income or a needs test and a requirement that parents be working or training. Since 1982, federal funding criteria have been more generous than those of any province or territory (Table A.13). One objective of CAP is to reduce poverty and help families gain employment; a second is to support low-income families where parents are employed; a third is to minimize the educational and social disadvantages to which children of low-income families may be subject. To this end, all jurisdictions provide subsidized day care services without a work requirement where special family or child treatment problems have been identified.

Assessment of Effectiveness

The most commonly used measures of poverty are the Statistics Canada low-income cut-offs. The cut-off—or amount below which a family is considered poor—varies with family size and geographic location. Families below this level spend a greater proportion of income than average families do on basic necessities: food, clothing and shelter. Using the low-income cut-offs as a guide, the following conclusions can be drawn:

1. 13% of Canadian families are poor (Figure A.1);
2. a quarter of all poor Canadians are children — they number 1.1 million;³
3. 64% of single-parent families with preschool children have incomes below poverty levels, compared to 14% of two-parent families with preschoolers (Figure A.1); and
4. there are more than one and a half times as many poor two-parent families with preschool children as there are single-parent families in the same category.

Given that the federal government spent \$105 million in 1986 on CAP day care subsidies, it is unfortunate that data collection is insufficient to determine whether these funds are being used effectively. No clear evidence is available to indicate how child care subsidies have affected parents' employment status and family income.

Despite these data limitations, special studies done for the Committee suggest that CAP day care subsidies do not reach a substantial number of eligible families. Specifically, only one out of every five preschool children currently eligible for a full day care subsidy actually receives it; only one child in nine eligible for a full or partial subsidy now receives it.

In some cases, families may not know about the day care subsidies to which they are entitled because eligibility requirements are not widely publicized (Table 2.6). In other cases, families may feel there is a stigma attached to CAP payments, which are also used to cost-share social assistance programs. The design of the subsidy system may also discourage families from using day care services. It is commonly assumed that eligible families receive child care free of charge; in fact, however, five provinces charge a minimum fee to all parents and seven provinces and both territories impose a ceiling on the subsidy for any one child (Table A.14). The Committee believes that the result of these fees is to make subsidized care unaffordable for the very poor.

A different type of problem exists in the Atlantic provinces. Although the fee charged to families with very low incomes is minimal, the full subsidy is restricted to families with incomes of under \$9,000 to \$15,000 per year (depending on family size and province). This low turning point means that very few two-income families can take advantage of the subsidy; an overwhelming portion goes to single-parent families and to those referred by child welfare or similar authorities.

One of the studies conducted for the Committee touched on the effects of these minimum fees and maximum subsidies.⁴ The data suggest that even with a full CAP subsidy, day care can cost parents more than \$1,000 per child annually in some provinces and lesser but still substantial amounts in others. The minimum fee requirements may be discouraging a large number of families otherwise eligible for subsidies from using day care services.

Finally, a review of research on the evaluation of preschool child care programs demonstrates the importance of enriched programs and quality care to disadvantaged

Table 2.6
Turning Points and Break-even Points for Day Care
Subsidy, by Province and Territory, 1987, for Various Family Types
(Dollars of Net Income²)

Family Size:	1 + 1	1 + 2	2 + 1	2 + 2	2 + 3
Newfoundland	8,964 (15,084)	9,324 (15,444)	9,684 (15,804)	10,044 (16,164)	10,404 (16,524)
Prince Edward Island	8,880 (14,640)	11,520 (23,040)	11,520 (17,280)	12,960 (24,480)	14,880 (32,160)
Nova Scotia	9,800 (18,730)	10,520 (19,450)	11,240 (20,170)	11,960 (20,890)	12,680 (21,610)
New Brunswick	10,152 (16,032)	10,812 (22,332)	11,040 (16,800)	11,652 (23,292)	12,264 (29,664)
Quebec	12,500 (22,500)	13,500 (34,000)	14,500 (24,500)	15,500 (36,000)	16,500 (47,500)
Ontario ¹	18,000-27,732 (23,513-33,245)	21,120-30,468 (32,146-41,494)	21,792-31,488 (27,305-37,000)	23,340-34,164 (34,366-45,190)	24,900-41,439 (41,439-53,319)
Manitoba	11,925 (19,498)	14,135 (29,280)	14,135 (21,707)	16,345 (31,490)	18,555 (41,273)
Saskatchewan ² (Gross Income)	19,680 (29,520)	20,880 (40,560)	19,680 (29,520)	20,880 (40,560)	22,080 (51,600)
Alberta	13,560 (17,520)	15,000 (21,840)	15,960 (19,800)	17,160 (23,880)	18,240 (27,960)
British Columbia ³	10,692 (16,212)	12,288 (23,328)	12,288 (17,808)	13,512 (24,552)	14,676 (31,236)
Northwest Territories ⁴	—	—	—	—	—
Yukon ⁵	12,120 (19,320)	13,200 (27,600)	14,160 (21,360)	15,480 (29,880)	16,560 (38,160)

1. Ontario uses a needs test which varies from municipality to municipality. The range of typical turning and break-even points is shown in this table.
 2. All figures refer to net income (after taxes, C.P.P. and U.I. premiums) except for Saskatchewan where figures refer to gross income.
 3. Break-even points for British Columbia presume the use of centre-based care for children aged 3-5 years.
 4. The Northwest Territories uses a needs test. No information is available on effective turning points and break-even points.
 5. Yukon figures refer to Area #1 of the Territory which includes most child care facilities. Break-even points for the Yukon presume the child is 2 years or older.
- The figures in brackets represent break-even points for preschool day care at average fee levels.

Full subsidy ceases at the turning point income level; all subsidy ends at the break-even point income level.

A "1 + 1" family is one parent, one child in day care and so on.

Source: Data collected by staff of the Special Committee on Child Care from the provinces and territories.

children, most of whom come from low-income families.⁵ The research concludes that high-quality preschool programs can compensate significantly for what is lacking in the environment of these children, providing experiences and skills required for success in school and later in life. Emotional, intellectual and social abilities can all be enhanced through these head-start programs, which use trained and motivated staff, low child/staff ratios, and properly managed and monitored activities.

RECOMMENDATIONS

Tax-back rates—that is, the percentage of income above a certain point that a family must pay for day care—can be a poverty trap. Provincial tax-back rates vary between 25% and 100% (Table A.14). With a 25% tax-back rate, a family keeps three out of every four dollars of income earned above a certain point (established by the province or territory) and pays the other dollar for child care. With a 100% tax-back rate, the provincial or territorial government takes every dollar of income above the turning point and applies it to the cost of day care until the full fee is paid. If the tax-back rate is 25%, working for extra income makes sense; if it is 100%, it does not.

The Committee believes that all measures to assist low-income families must be designed to provide incentives to escape poverty. Programs should emphasize helping families gain skills and experience that will reduce their dependence on public assistance. Specifically, child care services should be affordable and accessible to those identified as being in need, subsidies should not be withdrawn as soon as families have some limited success in earning more income, and special emphasis should be placed on enriched programs.

- 7. We recommend that Health and Welfare Canada work with its provincial and territorial counterparts to develop mechanisms to evaluate and monitor day care subsidy programs under the Canada Assistance Plan.**
- 8. We recommend that Health and Welfare Canada discuss with the provinces and territories ways and means of publicizing the income levels that currently determine eligibility for day care subsidies under the Canada Assistance Plan.**
- 9. We recommend that Health and Welfare Canada encourage the provinces and territories to use existing matching funds available under the Canada Assistance Plan for high-quality developmental head-start programs for disadvantaged children.**

1. Social Planning Council of Metropolitan Toronto, *Guides for Family Budgeting*, 1984.
2. L. Szabo, *An Assessment of the UI Program*, Employment and Immigration Canada, March 1986.
3. Calculations by the National Council of Welfare, October 1986.
4. E.E. Hobbs and Associates Ltd., *Child Care Fees: The Financial Squeeze on Families*. Study commissioned by the Special Committee on Child Care.
5. Vera Cameron, *The Benefit-Costs of Preschool Child Care Programs: A Critical Review*. Study commissioned by the Special Committee on Child Care.

The focus of this chapter is on the practical implications of the recommendations of the Special Committee on Child Care. It is intended to provide a framework for the discussion of the various issues that arise in the implementation of the recommendations. The chapter is divided into two main sections. The first section deals with the general issues of child care and the second section deals with the specific issues of child care services for young children.

The first section of this chapter deals with the general issues of child care. It discusses the role of government in providing child care, the importance of child care to parents, and the need for a national child care program. The second section of this chapter deals with the specific issues of child care services for young children. It discusses the need for a national child care program, the role of government in providing child care, and the importance of child care to parents.

In addition to recommending the development of a national child care program, the Special Committee also recommended that the federal government should provide financial support to the provinces and territories to help them to develop and maintain child care services. The Special Committee also recommended that the federal government should provide financial support to the provinces and territories to help them to develop and maintain child care services for young children.

The Dimensions of Quality

When we think of child care, we often think of the quality of the care that is provided. The quality of child care is an important issue for parents and for society. The quality of child care is determined by a number of factors, including the qualifications of the staff, the facilities, and the curriculum. The quality of child care is also determined by the relationship between the staff and the children. The quality of child care is an important issue for parents and for society.

Family and Child Care Services

The issues raised in the previous chapter touched mainly on the supplemental role of government in assisting parents with child care, whether that care is provided by parents or through child care services in one form or another. In this chapter we address the other two issues of central importance to parents—the quality of child care services and the availability of options enabling parents to choose the arrangements best suited to their children's needs and family situation.

There are gaps in our knowledge about parental needs and preferences as well as the best ways to meet them. At present, for example, there is no regular national study of child care arrangements in Canada. The last one was undertaken in the Labour Force Survey of February 1981. This poses some difficulty in estimating the demand for child care services, determining whether supply is keeping up with demand, detecting trends in parents' preferred child care arrangements, and so on. Similarly, Canadian researchers are only beginning to evaluate the effects on children of various forms of non-parental care. Few pilot projects or demonstrations have been undertaken in Canada to test alternatives to existing child care services.

In addition to remedying this shortage of reliable information, our recommendations are intended to address the extremely broad spectrum of concerns parents and other witnesses brought to our attention. In our view, it is only by offering support for a wide range of programs that promote the well-being of families and children that the federal government can acknowledge the diversity of families and respond in a way that allows Canadians to make informed choices about how to care for their children.

The Dimensions of Quality

Witnesses before the Committee, no matter what their views on child care, agreed that day care services should be of good quality. There are many dimensions of quality child care. Programs for children should be flexible enough to respond to the special needs of particular children, needs that can vary with age, interests or abilities. As a service to parents of young children, child care needs to be responsive and reliable. It should support the cultural and moral values of parents and should allow for parent influence over programming. Child care services must be conveniently located, with hours of operation that accommodate diverse work and family situations.

In addition, staff training and experience are factors in quality care, as is the ratio of staff members to children cared for by the service. Recent research in the field of early childhood education places new emphasis on maintaining appropriate group size in promoting positive interaction among children. Curriculum or programming is crucial, physical environment is important, and stability of tenure among child care staff is also significant.

Another aspect of quality that concerns parents is health and hygiene. Some medical witnesses testified that children in child care centres are prone to bacterial and viral infections. Others pointed out that this situation is no different from the larger families of past generations. Frequent hand washing and toy cleaning, careful food preparation, excluding ill children, and clearly defined procedures for handling outbreaks of disease were remedies prescribed by the B.C. Medical Association.

Some of these features of quality care are governed by provincial and territorial day care regulations. However, we heard considerable evidence that some child care services in Canada do not meet the standards of quality acceptable to a wide range of parents, interest groups, and child development experts. It seems to be widely agreed, for example, that wages for child care workers are too low to ensure continuing recruitment of well trained, dedicated staff who will stay with the job for a sufficient length of time. A parallel concern is that child care services have insufficient money to improve the quality of programs; at the same time, the price of child care is already too high for most parents to absorb any significant increase. Child care services find themselves in a financial squeeze, trying to provide high-quality care at an affordable price. As a result, provincial and territorial authorities responsible for monitoring day care centres and homes are under pressure not to enforce regulations too stringently, particularly when parents have few alternatives.

As part of a study undertaken for the Committee, those responsible for administering the provincial licensing systems and monitoring child care facilities were asked to rate the centres with which they were familiar.¹ They judged that about one of every six day care centres across Canada rated 'poor' or 'very poor' in terms of quality—that is, below the relevant licensing standards for the province in question. The study, which focused on differences between for-profit and non-profit day care operations, concluded: "Overall, the researchers were surprised at the large proportion of substandard care estimated to exist throughout the day care system, under both non-profit and for-profit auspices. These results are disturbing, in that they indicate a weak regulatory system generally... We believe that these findings point to the need for a close look at day care regulation in Canada, and a strengthening of the regulatory system..." Our concern about these findings is heightened because of the evidence that children from disadvantaged backgrounds can gain substantial benefits from high-quality developmental child care—or lose these benefits if the quality of care is poor (see Chapter 2).

In addition to the federal subsidies that flow to day care through CAP, several provinces and territories have initiated direct operating grants to day care centres and family day care homes. Direct operating grants allow child care services to attract and keep better qualified staff, improve staff-child ratios and group sizes, purchase additional equipment and materials, serve more nourishing meals, and devote more resources to programming. Operating grants can also give provincial and territorial authorities greater scope to improve the design and monitoring of regulations governing the quality of child care services. Recognizing the importance of these steps, we believe the federal government should support the efforts of those governments to enhance the

quality of child care and should encourage other provinces and territories to take similar steps.

The Availability Issue

Non-parental child care in Canada includes a range of day care centres, family day care homes, and various informal arrangements. Licensed care is provided through day care centres and/or family child care homes in all jurisdictions except the Northwest Territories (which is now developing legislation). Centres primarily serve children between the ages of three and six. In 1986, Canada had 197,802 licensed centre spaces: 91,115 in non-profit settings, 79,754 in commercial operations, and 26,933 under government auspices (Table 3.1). Family home day care, available across Canada except in Newfoundland, represents only a small proportion of licensed spaces—22,715 in 1986 (Table 3.2). It is used mainly for infants and school-age children because it is more appropriate to their needs.

At present, licensed care represents a relatively small percentage of non-parental care for preschool children. Although no current data are available, a 1981 Labour Force Survey indicated that of the more than one million preschool children cared for by someone other than a parent, 40% were cared for by non-relatives either in or away from the child's home. Some of these were supervised by nannies. Another 32% were looked after by relatives or another household member (Table 3.3).

Table 3.1
Day Care Centre Spaces By Auspice
Interprovincial Comparison
1986

Provinces	Public	Non-Profit	Commercial	Total
Newfoundland	—	225	697	922
Prince Edward Island	—	553	612	1,165
Nova Scotia	—	2,638	2,145	4,783
New Brunswick	—	2,187	1,223	3,410
Quebec	16,791 ¹	26,131	6,546	49,470
Ontario	9,248	29,256	38,747	77,251
Manitoba	—	6,772	1,429	8,201
Saskatchewan	—	3,518	114	3,632
Alberta	892	7,982	23,761	32,635
British Columbia	—	11,415	4,299	15,714
N.W.T. ²	—	234	71	305
Yukon	—	204	110	314
National Totals	26,933	91,115	79,754	197,802

1. Nearly all Quebec public spaces are operated under the auspices of the Ministry of Education.
2. Though no licensing requirements exist, these spaces are included because they are known to territorial officials as operating to voluntary standards.

Source: Health and Welfare, *Status of Day Care in Canada, 1986*.

Availability has several dimensions: the total number of spaces, how those spaces are distributed among Canadian communities, and whether the available spaces respond to a range of needs, including needs defined by family income, cultural or linguistic background, and children's ages, interests and abilities.

Table 3.2
Family Day Care Spaces
Interprovincial Comparison
1986

Provinces	Family Day Care Spaces
Newfoundland	—
Prince Edward Island	154
Nova Scotia	82
New Brunswick	72
Quebec	3,060
Ontario	6,412
Manitoba	1,530
Saskatchewan	1,892
Alberta	5,349
British Columbia	4,086
Northwest Territories ¹	30
Yukon	48
National Total	22,715

1. Though no licensing requirements exist, these spaces are included because they are known to territorial officials as operating to voluntary standards.

Source: Health and Welfare Canada, *Status of Day Care in Canada, 1986*.

Table 3.3
Non-Parental Child Care Arrangements
for Preschool Children, 1981

Day care centre	11%
Nursery school or kindergarten exclusively	17%
Care outside the child's home	
by a non-relative	22%
by a relative	14%
Care in the child's home	
by a non-relative	18%
by a relative or household member	18%
TOTAL	100%

Preschool children may use more than one non-parental care arrangement during the week. For purposes of this table it is assumed that all double arrangements are "nursery school or kindergarten" plus "something else" and nursery school or kindergarten figures shown have been correspondingly reduced.

Source: Statistics Canada, *Initial Results from the 1981 Survey of Child Care Arrangements*, October 1982.

We were told by many witnesses that the child care services that have been developed are distributed unevenly across Canada, both between and within provinces. Rural children regularly lack non-parental care facilities comparable to those available in large urban areas. There are few culturally sensitive child care programs for immigrant children. Native people as a group are not well served by the child care system. Disabled children may be excluded from care if they need specialized staff or services are not accessible. School-age children need care between the time school ends and parents get home from work; this supplementary care often is not readily available. Many of the unemployed need child care while they search for jobs. Nor is child care the only need; licensed centres and family child care homes do not usually have the resources to complement their child care programs with services such as family support for disadvantaged families, training in parenting skills, or assistance to unlicensed caregivers to improve the quality of the care they give. Thus we believe there is a role for the federal government in improving the distribution and variety of services where communities identify a need for them.

One reason existing centres and family child care homes cannot meet the demand for many types of specialized care is that they have limited access to the capital funds that might enable them to expand or diversify services. In most provinces, licensed care is provided primarily by community-based non-profit organizations. However, banks and lending institutions are reluctant to lend them funds for development because of the high risks associated with such initiatives. This suggests a need for government involvement to ensure that necessary services are provided, regardless of the policies of lending institutions. Indeed, some provinces do provide capital grants for licensed child care services. But this does not solve the problem of how services are distributed across Canada, because some provinces cannot afford to provide capital grants.

Even if community groups had greater access to capital funds, each group that wants to set up a child care program must go through the complicated task of developing and managing a new service. With few consultation or development services to assist them, community groups starting a day care program typically end up re-inventing the wheel. The problems of obtaining financing, understanding the subsidy system, mastering the intricacies of provincial regulations, finding appropriate staff, purchasing materials and equipment, establishing curriculum, and setting up accounting procedures are common to all child care services—yet each new service often has to discover all this for itself.

Child care availability is also determined by the total number of spaces open and the number of children needing care. However, it is difficult to estimate with any accuracy the type and location of child care services needed or even the actual number of additional children requiring child care spaces. The most recent edition of *Status of Day Care in Canada* provides several estimates of need. Using the Statistics Canada Labour Force Survey, the report provides four estimates of need based on the number of children with mothers in the labour force, parents working full-time, parents working or studying full-time, or parents working or studying full-time plus parents working at least 20 hours per week.

The federal department of Health and Welfare cautions against using the number of children with mothers in the labour force as an indicator of need. Women who work only a few hours a week may not need full-time care; thus their participation in the labour force does not translate automatically into a demand for licensed child care. On the other hand, the department recognizes that assessing need only on the basis of the number of children with single parents working full-time or two parents both working full-time may result in underestimating the actual need. As well, trends in the use of

child care by working mothers with preschool children indicate growth in the number using day care (Table A.15).

Using another basis for assessing demand, many representatives from day care centres pointed to long waiting lists and delays in obtaining licensed spaces. Along with this testimony, we also heard parents say that placing a child on more than one waiting list is a common practice. Many day care service operators stated that they did not verify their lists regularly and that many parents on their lists had found alternative forms of care by the time they were called. Based on these comments and the data limitations noted earlier, the actual demand for licensed spaces is difficult to determine.

Nevertheless, the evidence before the Committee leads us to conclude that there are currently problems in matching the supply of various types of child care services to the demand. To deal with this aspect of the availability problem, we believe it is appropriate for the federal government to offer capital assistance, to be cost-shared with provinces and territories, where local authorities deem that an increased supply of services is desirable. Several other availability problems are best dealt with, however, by specific intervention in particular sectors of the market for child care services. Examples include encouraging licensed neighbourhood caregivers, testing new models of child care for use in rural settings, promoting family support services and parent-child centres, disseminating information about various types of school-age care, and assisting voluntary groups that want to develop child care services in their communities.

In summary, the Committee has concluded that the federal government should have available a mechanism to enable it to help communities respond to the family and child care needs they have identified. In some parts of Canada the need is for financial assistance and managerial advice for community groups intending to start new services. In other cases, expansion or improvement of existing services is the greatest need. Other communities may see specialized services for children or families as a priority. Whatever the need, the federal government should have the means to respond in a way that accommodates differences between communities and respects the federal role in this field. The mechanism we propose is a new Family and Child Care Act.

Enhancing Quality and Availability: A Family and Child Care Act

Direct funding to child care services, such as operating and capital grants, appears to be an appropriate mechanism for enhancing the quality and availability of child care services. This is the approach already adopted by several provinces and one that offers the possibility of monitoring and control to ensure that funds reach their intended targets and accomplish their objectives. However, current federal programs are not designed to meet these criteria.

CAP is the principal mechanism through which federal funds reach the day care system. Yet CAP is intended to address the specific requirements of families in need or likely to be in need, with subsidies for day care just one type of financial assistance among others. With a Family and Child Care Act, the focus would shift to the child care needs of all families, emphasizing the need to improve quality and availability throughout the system, not just for a designated group.

A second limitation is that CAP does not provide for sharing the capital costs of starting up a child care facility, only for depreciation of existing facilities. Thus,

provincial and territorial governments are the only sources of initial capital funds for most community-based facilities. This approach is inadequate to foster balanced development of child care centres and family child care homes across the country, because it depends on the ability of provincial and territorial governments to supply the initial funding without federal support.

A third weakness that was brought to our attention is the CAP cost-sharing formula. At present, all provinces and territories are treated alike, receiving 50% reimbursement from the federal government of every dollar spent on families in need. While fair in some respects, this approach has the unfortunate effect of producing a discriminatory situation for families in some regions of the country because not all provinces are in a position to take full advantage of the funding available through CAP. The Atlantic provinces, for example, despite equalization payments, have been unable to develop child care services to the same degree as other provinces have done. Because it fails to account for the ability of provinces and territories to pay, the CAP cost-sharing formula contributes to unequal development in the range, quality, and cost of services. To offset this problem, several organizations and some provincial governments proposed a differential formula. Without a differential cost-sharing formula, the poorer regions will continue to be disadvantaged.

A fourth shortcoming is that CAP's cost-sharing provisions do not allow funding of a range of support services required by families with children, regardless of their income. Because CAP subsidies are directed toward traditional child care programs, such as group centres, there is little flexibility for provinces or territories to promote other types of child care arrangements or family support services. Family support services include resource centres, public education, information and referral services, and special programs for adolescent parents. We believe the further development of support services should be encouraged because we are convinced that they will meet needs that have not been addressed adequately to date.

A fifth problem with CAP is that differing funding provisions under its 'assistance' and 'welfare services' components lead to different treatment of child care in commercial centres. Under the assistance provisions, parents can receive subsidies if their children are in commercial child care facilities. Under the welfare services provisions, they cannot. This discrepancy is accentuated in those provinces and territories that prefer to use CAP's welfare services component to fund child care subsidies. They do so because they consider the needs test required under the assistance component unnecessarily intrusive; by contrast, the income test required under welfare services minimizes the intrusion into family affairs. Using the assistance component to subsidize families using commercial child care creates a more complex administrative structure and greater infringement of family privacy.

This is a difficult choice for most provinces and territories because child care services in Canada have traditionally been developed by both non-profit and commercial organizations. In some small towns, and in some neighbourhoods of large cities, commercial agencies have often been established in response to local needs. A parent may prefer to place a child in a commercial agency because it is closer to home or because no non-profit service is available. When low-income families are excluded from subsidies because they prefer to use a commercial agency or don't have access to a conveniently located non-profit centre, both parents and commercial operators ask why they do not receive the same subsidies as their counterparts in non-profit centres.

The question of whether public funds should be used to subsidize commercial centres is highly debated at both the national and the provincial level. Provinces like

Saskatchewan and Manitoba encourage development only in the non-profit sector. Alberta and New Brunswick provide operating grants to both sectors on the basis that high standards and their enforcement are more relevant to the quality of care than the nature of the organization offering the services. The province of Quebec follows a third route—subsidizing the choices of low-income parents, regardless of the type of service, while providing operating grants to parent-controlled, non-profit centres. Whatever the approach adopted by provincial and territorial governments, parents who use commercial and non-profit child care services emphasize their right to choose the kind of care they judge best for their children.

The Committee recognizes that provinces and territories have the responsibility for administering child care services. The federal role is to support their decisions about the appropriate role of non-profit and commercial organizations in the child care field. The federal government should therefore ensure through a new Family and Child Care Act that provinces and territories have the freedom to use cost-sharing funds in the way they see fit.

Given the limitations of the Canada Assistance Plan as a vehicle for promoting the development of child care services, and in light of concerns about the quality and affordability of care, we have concluded that the federal government should assist the provinces and territories with the cost of providing operating and capital grants for licensed child care services. At present, New Brunswick, Quebec, Manitoba, Saskatchewan, Alberta and the Yukon provide financial assistance to licensed facilities in the form of operating grants. Ontario and Prince Edward Island have recently announced their intention to introduce similar plans. Several provinces provide capital grants for start-up, expansion and renovation. The majority restrict capital grants to licensed centres; Manitoba and Saskatchewan also include family child care homes.

By cost-sharing a portion of the operating and capital costs of the licensed child care system, federal funding should stabilize service budgets, promote improvements in the quality of care, encourage the employment of qualified staff, and make fees more affordable. In addition, the funds should be used to encourage innovative approaches to child care, with a view to developing alternatives to high-cost group care and approaches to meeting the requirements of children with special needs.

We propose that these grants be provided through a new vehicle to complement the present provisions of the Canada Assistance Plan—a Family and Child Care Act. New legislation would provide the means to support improvements in quality and availability while overcoming the weaknesses of CAP as a mechanism for promoting development of the child care system. The purpose of the legislation would be three-fold: to provide a vehicle for cost-sharing operating and capital grants with the provinces and territories; to contribute to the cost of developing a range of family support services; and to establish a special federal program to sponsor research and innovation in the child care field. CAP would remain the vehicle for providing day care subsidies to eligible families.

Operating and Capital Grants

We propose that the formula for **operating grants** be based on a federal contribution of \$3 per space per day for infant spaces, \$2 per space for children ages 3 to 5, \$.50 per space for children 6 to 12 years old, and an additional \$3 per space for disabled children. If provinces and territories matched these grants equally, we estimate that the cost to the federal government would be \$80 million in 1987, assuming that

non-profit centres and family day care homes were funded and that the number of spaces increased by between 15% to 18% per year. If the provinces and territories also decided to include commercial child care services, the cost would increase to \$135 million in 1987. By 1989, costs would rise to \$106 million for non-profit spaces or \$179 million if commercial spaces were included (Tables A.16 and A.17, which also show cost estimates for lower growth rates).

The formula we propose for sharing the **capital costs** of child care facilities is based on \$300 per space for centres and homes serving preschool children, \$200 per space for school-age children, and an additional \$200 per space for disabled children. If provincial and territorial governments matched the federal contribution, we estimate that the cost to the federal government would be \$6 million in 1987, assuming that preschool spaces in non-profit centres and family day care homes, as well as school-age spaces, increased by 15% to 18% per year. The cost would rise to \$8 million in 1989. By 1989, these grants could contribute toward 77,617 additional non-profit child care spaces in Canada. If the provinces and territories decided to include new commercial spaces, the cost would be \$10 million in 1987 and \$13 million by 1989 (Table A.18), with a possible 119,650 spaces being added during that period.

If matched dollar-for-dollar by the provinces and territories, the proposed operating grants would provide \$20,800 per year to a licensed child care centre serving 20 children ages 3 to 5 and \$5,200 per year to a family day care home serving 5 children. If matched by equal contributions from the provinces and territories, the capital grants would provide \$12,000 toward the development of a facility serving 20 children and \$3,000 toward creating 5 spaces in a family day care home. Eligible licensed child care centres and family child care homes would continue to receive fee subsidies for families in need through the Canada Assistance Plan.

A Child Care Development Program

A second objective of a Family and Child Care Act would be to contribute to the cost of developing a range of family support services to complement formal and informal child care. Federal cost-sharing funds would be made available to the provinces and territories through a Child Care Development Program. Groups that had identified community needs in the family and child care field could apply for funds to develop and start a service or program to meet those needs. Family support services that we would like to see developed include (but are not limited to) family resource programs, information and referral services, a registry of licensed caregivers, parent education, and services for families with special needs. Because the exact extent of the need has not been determined, the federal contribution through the Child Care Development Program should not exceed \$15 million per year for the first three years. This would allow for monitoring and evaluation to assess the effects of the federal contribution and determine whether it was accomplishing the desired objectives.

Special Initiatives and Research

Finally, a new Family and Child Care Act would offer a means for the federal government to promote special initiatives and research in the field of child care. The shortage of reliable data on the supply of and demand for child care services, as well as information about children's needs and parents' preferences, has already been

identified. We need this data to determine whether current child care arrangements are meeting the needs of all families and children or whether other forms of care would be more advantageous. Without this knowledge, we have only an incomplete basis for debating the future of child care in Canada.

RECOMMENDATIONS

10. We recommend that the federal government introduce a Family and Child Care Act, complementing the Canada Assistance Plan, to provide federal funds to licensed child care centres, family day care homes, and family support services through cost-sharing with the provinces and territories, based on the following amounts:
 - a. capital grants for each new space created in the amounts of \$300 for children age 0-5, \$200 for children age 6-12, and an additional \$200 for each disabled child age 0-12, authorized for a period of three years from the date to be specified by the Minister of Health and Welfare in consultation with provincial and territorial counterparts;
 - b. operating grants for all spaces in the amounts of \$3 per day for infants, \$2 per day for children age 3-5, \$0.50 per day for children age 6-12, and an additional \$3 per day for each disabled child age 0-12; and
 - c. special assistance to licensed family support services, family resource programs, information and referral services, parenting programs for adolescent mothers, support programs for single parents, school-age programs and other forms of support, through a \$15 million annual Child Care Development Program to subsidize the equipment and operating costs of such services.
11. We recommend that funding of the programs proposed in Recommendation 10 be on 50/50 basis, but in the case of low-income provinces and territories the federal government pay a greater percentage according to a negotiated formula.
12. We recommend that the federal government incorporate an Initiatives and Research Fund of \$4 million annually into the Family and Child Care Act to promote research into child care arrangements in Canada and to determine ways and means of addressing other problems related to child care, including but not limited to:
 - a. consulting services for potential child care sponsor groups, with particular emphasis on start-up information, incorporation, financial management and other administrative matters;
 - b. specialized funding for head-start programs;
 - c. emergency care services where need is demonstrated; and
 - d. research and development to meet the needs of rural families.
13. We recommend that until such time as the Family and Child Care Act is enacted, the Minister of Health and Welfare request a special appropriation to sponsor special initiatives and research in child care.

A New Secretariat

Since 1973, Health and Welfare Canada has funded a National Day Care Information Centre. Currently, the Centre provides information on child care across the country. It has also co-operated closely with the provinces and territories to publish annual statistics on services and to encourage public awareness of child care issues. Unfortunately, the Centre has not had sufficient resources to extend services to a wide range of voluntary and private groups. Nor has it assumed an active role in co-ordinating federal initiatives.

The development of child care and family support services requires a great deal of flexibility and sensitivity to local needs. It is a demanding task for provincial and territorial governments. The role of the federal government is necessarily complementary, but there is still a need for a focal point for its activities. Although jurisdiction over the provision of child care services is provincial and territorial, we believe there are grounds for developing a national secretariat to collect and disseminate information on child care and family services, to co-ordinate the initiatives of federal departments, to oversee implementation of the new legislation we propose, and to provide consultation services to voluntary or private organizations.

The issues surrounding family support and child care involve departments as diverse as Revenue Canada, the Department of Finance, Health and Welfare, the department of the Secretary of State, Employment and Immigration, and Indian and Northern Affairs. Other departments such as Agriculture Canada also have small programs that affect family life. Despite this array of initiatives, no single agency of the federal government co-ordinates decision making about federal child care and family benefits and services.

RECOMMENDATIONS

14. We recommend that a new Secretariat be established within Health and Welfare Canada to administer the Family and Child Care Act, to monitor implementation of the government's response to the recommendations of this Committee, to facilitate federal activities, and to work with the public, private and non-profit sectors to encourage initiatives in the field of child care, including but not limited to the following:

- a. collecting and preparing information for the purposes of providing distribution, promotion and consultation services to parents, employer and employee associations, volunteer organizations, specialized child care service agencies, child care providers and other interested parties; and**
- b. enhancing the development and quality of services such as:**
 - (i) parent education, including guidelines on ways to select quality non-parental care;**
 - (ii) work-related child care arrangements with employees, business and labour groups;**
 - (iii) preschool multicultural resources and culturally sensitive early childhood programs;**

- (iv) care and supervision of school-age children;
- (v) family day care homes;
- (vi) rural child care programs;
- (vii) educational upgrading of caregivers working with disabled children; and
- (viii) development of home support services for the purpose of providing relief to the parents of disabled children.

15. We recommend that existing National Day Care Information Centre be incorporated into the new Secretariat.

Child Care Services

Preschool Child Care Services

In this section we address several issues related to the special needs of preschool children. The National Day Care Information Centre reports that in 1986 there were 176,400 spaces in licensed centres and family day care homes for children under six years of age. Most of these spaces served children age three to five; spaces were available for 34% of children in this age group whose parents worked or attended school for at least 20 hours per week (Table 3.4). Only 7% of infants up to 18 months of age are served by the licensed child care system. The percentage of children served does not necessarily reflect a weakness in the system. It could reflect, in part, a preference on the part of parents to care for their own infants and toddlers or to leave their children in the care of a relative or friend.

Table 3.4
Full-Time Child Care Spaces Relative to the Number of Children Likely to Use Non-Parental Care Arrangements, 1986

	Number of Children	Number of Licensed Spaces	% of Children Served
Aged 0-17 months	202,498	13,969	6.9
Aged 18-35 months	198,008	27,605	13.9
Aged 3-5 years	397,311	134,826	33.9

For purposes of this table, children are considered to be likely to use non-parental care arrangements if they have parents who work 20 or more hours per week or parents who are full-time students.

Source: Health and Welfare Canada, *Status of Day Care in Canada, 1986*.

We support the principle of infants and toddlers being cared for by their parents and close relatives. We recognize that infant group care may be necessary for some parents, but there are reasons to be cautious about the extensive subsidization of group care for the very young. First, the benefits of group activities are limited before the age of 18 months. Second, infants require much more individualized attention than older children. Third, specialists in the field of child care agree that infants need a close and stable relationship with a caregiver. Witnesses also reminded us that most mothers and

many fathers, if given encouragement and support, want to be with their children during their early years, as much for their own sake as for that of the child.

Several problems restrict the provision of high-quality services for preschool children. First, provincial and territorial regulations generally represent minimum standards of what is acceptable, rather than what is considered optimal. Second, adherence to standards is not always monitored with the frequency parents would like. Third, some standards were developed at a time when child care meant only the provision of a safe and secure environment for children. These standards have not always kept pace with changes in knowledge about child development and program delivery.

Wages and training for caregivers are other concerns. A 1984 survey indicated that trained day care workers received about half the wages of elementary school teachers and less than three-quarters of the average industrial wage; weekly wages for day care workers ranged from \$189 in the Atlantic region to \$294 in Quebec.² Some provinces have only minimal training requirements for day care workers, despite the fact that research indicates that training in early childhood education is a key determinant of quality care. Fortunately, almost 50% of child care providers in licensed group settings have completed one or two years of this program; 11% have a university degree. In general, workers in family day care homes have less formal training.

Many caregivers told the Committee of the importance of training to keep pace with new developments in the field. Long working hours and the lack of financial assistance prevent many caregivers in the formal child care sector from taking courses to upgrade their skills. Unlicensed caregivers in the informal sector, who work in isolation and receive less recognition and remuneration than licensed workers, also need support to develop skills, as well basic training in fundamentals such as safety, hygiene and child development.

We agree that there is a need to promote professional development among child care workers in the formal part of the market. As for the informal sector, witnesses suggested that it could be improved through mandatory licensing, support for voluntary approaches, and support mechanisms such as toy-lending libraries, family resource programs, caregiver networks, seminars, and workshops. The Ontario government, for example, has offered limited funding for programs that provide information, consumer education, support services, and consultation to caregivers to enable a number of groups to improve the quality of care.

An important service for parents searching for high-quality child care is information and referral. Information and referral services have been used extensively in the United States to help parents locate child care in their communities and become more knowledgeable users of non-parental child care. These services are less common in Canada, with two exceptions: Information Day Care in Vancouver and Child Care Information in Ottawa. Representatives of both services appeared as witnesses at our public hearings.

Information Day Care emphasized the importance of providing accurate, comprehensive, up-to-date information that helps parents discover options and make informed choices about care for their children. In 1985, the first year of operation, Information Day Care handled 2,600 inquiries. By the end of 1986 the number of calls had almost doubled, to 4,800. Child Care Information in Ottawa provides similar services to residents of the national capital region.

Licensing, non-regulatory measures, upgrading staff, and financial support help improve the quality of care offered to preschool children. Although some high-quality services exist, further initiatives are required.

RECOMMENDATIONS

Earlier in this chapter we recommended that the proposed Family and Child Care Act authorize, for a period of three years, capital grants equal to \$300 per space in licensed day care centres and family day care homes serving preschool children (Recommendation 10). We also recommended that the federal government share a portion of the operating costs of licensed centres and family day care homes and proposed a Child Care Development Program to assist in the establishment of information and referral services and support services for informal child care providers. All these measures will enhance the quality and contribute to the availability of preschool child care. In addition, we have two other recommendations aimed at improving the quality of preschool care:

16. **We recommend that Employment and Immigration Canada, through the Skills Shortages component of the Canadian Jobs Strategy, actively fund and promote full- and part-time training courses in child care for the purpose of upgrading the skills of formal and informal caregivers.**
17. **We recommend that the provinces and territories develop the highest possible standards to ensure quality child care across Canada.**

School-Age Child Care Services

Parents unable to supervise their school-age children for certain periods of the day make a variety of arrangements: some use licensed centres or homes, some enroll their children in community programs, and others have them stay with friends or relatives. In addition, many make no formal arrangements at all for their children; these latchkey children care for themselves or are left with siblings who are minors. It is difficult to determine the number of latchkey children with any accuracy; if the child care patterns of 1981 were still valid in 1986, there would have been 234,000 latchkey children between the ages of 6 and 12 in 1986 (Table A.19). It is highly probable that this figure is understated, because many parents are unwilling to report that their children are being left unsupervised.

Opinion about the long-term effects of self-care is divided. Most of the research into the issue emphasizes its negative consequences. Results suggest that children left unsupervised after school are more frightened, bored and lonely than their supervised peers.³ Other studies have found, however, that the self-care experience can be beneficial for children between the ages of 12 and 17. Through self-care, many children learn to assume responsibility and develop independence.⁴

One response to the problem of latchkey children is to stimulate the development of licensed services for school-age children. Over the past few years there has been substantial growth in these services. The National Day Care Information Centre reports that the number of licensed spaces for school-age children increased from 7,000 in 1979 to 44,117 in 1986. Yet there still appears to be a need for more services, given the estimates of the number of unsupervised children.⁵

We heard about several local initiatives to meet the needs of school-age children. The Toronto Board of Education has more than 100 day care centres in its schools. The centres are run by non-profit boards made up of parents. School principals or their designates must also belong to the board or participate on a parent advisory committee. Approximately 75 of these centres provide programs for school-age children, serving an estimated 1,800 to 2,000 children per year. The Board waives rental fees for day care centres that teach high school students in family studies programs about early childhood development and parenting. The students gain invaluable experience while the day care centres benefit from their involvement.

We also heard from the Spare Time Fun Centres in British Columbia which provide licensed care for more than 300 children in seven different school facilities in Vancouver. The centres are operated by a parent board elected annually by those whose children are in the program. It has been particularly successful in retaining the interest and attendance of children between the ages of 9 and 12 by promoting the 'club' concept.

Representatives from the Peel Lunch and After School Program in Ontario described another highly successful service for school-age children. It is run by an independent voluntary agency that was established by public and separate school boards, municipal recreation departments, and local social service agencies. Programs currently operate in 75 different school facilities and serve more than 4,000 young school-age children.

We also heard from the Kelowna and District Boys and Girls Club which organizes a variety of social and recreation programs throughout the year for children between the ages of 5 and 17. Extension programs are offered in outlying geographic areas as well.

Representatives from the Kids Connection programs in Toronto and London told us about the 'warm line' telephone service they operate for latchkey children. The service provides assistance and reassurance to unsupervised children who call when they are bored, lonely, or experiencing problems.

At the provincial level, we learned from the *Association des services de garde en milieu scolaire du Québec* that the government of Quebec actively supports the establishment of licensed child care spaces in schools. The Ministry of Education makes available a one-time start-up grant of \$3,000 for capital expenses, a yearly grant of \$200 per child for the first 30 children, \$175 per child for the next 20 children and \$150 per child over 50 children (1987 rates). An additional annual grant of \$100 per capita is provided for children from low-income neighbourhoods. The service must be set up and run by a non-profit board made up of parents.

The director of the Eliot River After School Club told us that this is the only after-school program in Prince Edward Island. Approximately 865 children from grades one to six are enrolled. All supplies, rent, and staff salaries must be paid out of fees. Because of budgetary restrictions, however, the program lacks playground equipment. The club is unable to obtain assistance for the purchase of this equipment because it does not fit the criteria of any existing funding programs.

The testimony before the Committee makes it clear that many Canadian communities are dealing successfully with the needs of school-age children. However, there is still a need for financial assistance for a variety of programs that provide supervision for school-age children in communities where there is a demonstrated need

for such services. Information about successful programs should be made available to any community that has similar needs. One advantage of solutions developed locally is that they support the principle of parental choice, an approach we endorse. The exchange of information about programs for children of school age will help promote the development of a range of options to meet community needs.

RECOMMENDATION

We recommended earlier in this chapter that the proposed Family and Child Care Act authorize, for a period of three years, capital grants of \$200 per new school-age space. We also recommended that the federal government share a portion of operating costs, up to a maximum of \$.50 per day per licensed school-age space (Recommendation 10). These steps, along with efforts by the proposed Secretariat to promote the exchange of information and the development of school-age programs (Recommendation 14) should help to broaden the range of options open to parents of school-age children. In addition, we recommend steps to build on the experience of some communities with school-age programs:

- 18. We recommend that provincial and territorial governments encourage educational authorities to provide space and equipment and to promote school-age child care services in co-operation with parents and volunteer groups.**

Rural Child Care Services

In many farm families facing financial difficulties, one spouse seeks off-farm employment to help with the cost of keeping the farm operation going. A recent study indicated that 73% of Ontario women who worked on farms also held off-farm jobs.⁶ Whether employed on or off the farm, these parents have child care needs.

High-quality care is difficult to find in rural areas at any time of the year, but especially so in the period of heaviest demand, between the planting season in spring and the fall harvest. Mothers who work off the farm need year-round child care, and many women have had to leave their jobs because care was poor or non-existent. Some testified that night and weekend care was impossible to find. The National Farmers Union in Prince Edward Island, Manitoba and Saskatchewan also pointed to the need for after-school care for older children.

Farm parents may take the children along with them or leave them alone while parents perform their chores. Either option can be unsafe for children and sometimes results in accidents. Witnesses told us of deaths and injuries of children in farm accidents involving equipment and heavy machinery. The Canadian Safety Council reports that in 1983 and 1984, there were 42 fatalities involving children under the age of 14 on Canadian farms.

We learned that Agriculture Canada has allocated \$140,000 to the Saskatchewan Safety Council to conduct farm safety workshops for women over the next three years. The funds were allocated under the Canada/Saskatchewan Subsidiary Agreement on Agricultural Development, a part of the Economic and Regional Development Agreement that each province has with the federal government. Several thousand women are expected to take part.

RECOMMENDATION

Our recommendations with respect to the proposed Initiatives and Research Fund (Recommendation 12) and the responsibilities of the proposed Secretariat (Recommendation 14) should help to enhance the ability of rural parents to choose appropriate care for their children. By sponsoring research, promoting program development and disseminating information about successful rural programs, it should be possible to increase the number and variety of child care programs tailored specifically for rural children. In addition, promoting their safety is of central importance:

- 19. We recommend that Agriculture Canada promote the safety of children on Canadian farms.**

Comprehensive Services

There are additional child care needs and types of services that do not fit easily under any of the headings examined so far. Nevertheless, their development is vital if Canada's child care system is to be truly comprehensive.

One concern was that members of the francophone and anglophone minorities in some provinces could not find sufficient child care spaces or caregiver training in one of Canada's official languages. *La Société Saint Thomas d'Aquin* in Prince Edward Island alerted us to the fact that many francophone children in that province do not have the opportunity to attend child care programs that meet their linguistic and cultural needs. In Manitoba, *La Fédération provinciale des comités des parents* expressed similar concerns, as did *Action-Education-Femmes* in Alberta.

Francophones and anglophones can receive education in the language of their choice under the provisions of the Charter of Rights and Freedoms. Where numbers warrant, minority language instruction is provided out of public funds. Efforts are being made to accommodate the needs of families speaking one of Canada's official languages. In provinces where training programs for caregivers are inadequately developed to meet the needs of francophones or anglophones, the Secretary of State can offer financial and consultation support to community groups through programs such as Official Languages in Education and Promotion of Official Languages.

The Committee heard evidence that community groups need managerial and financial assistance to establish non-profit child care services. Non-profit child care centres are usually organized by voluntary groups with little experience in day care and scant acquaintance with the difficulties of establishing and operating a centre. Each new group has to learn the details and solve the problems anew. In some provinces and territories, day care consultants offer assistance. In other provinces, and also outside major urban areas, there are difficulties in organizing community-based child care services. We believe that consultants could assist voluntary groups to establish child care services by offering services such as local market research; expertise in licensing procedures; advice on municipal fire and building regulations; knowledge of where to apply for financial assistance and how to gain community support.

Other witnesses were concerned about the lack of private funds to finance the capital costs of day care centres. A possible way to obtain financial assistance would be through the Federal Business Development Bank (FBDB), which provides a wide range of services, including loans, counselling and planning for small business. FBDB services

are available across Canada through a network of branches and regional offices. In 1986, 26 day care operators received FBDB loans amounting to more than \$2 million. The potential for using the FBDB to provide financing for the development of some child care services could, in our judgement, be promoted further.

Another important area is the needs of disadvantaged children. We have already highlighted the value of head-start programs for disadvantaged children and recommended that development of these programs be encouraged. In addition to head-start programs, these children and their families may require support services such as infant stimulation, play groups, lunch programs, and assistance with other basic needs. The costs associated with meeting these special needs are not easily covered under existing subsidies and financial arrangements for child care.

We were impressed with the supplementary services provided by Early Family Intervention of Moncton. The program assists both parents and children by providing counselling, food, clothing and social-recreational services, among others. By offering a range of support services to the parents, in addition to a head-start program for the children, the agency promotes the intellectual and social development of the young, helps the family stay together, and reduces the likelihood of neglect or abuse. We believe that more programs of this nature are required.

Finally, we are aware of the concerns raised by several witnesses who informed us that there are few emergency child care services across Canada. Established child care programs, while flexible and innovative in many ways, have not been able to provide 24-hour emergency care. The problem arises partly from the cost of providing such services and partly from the structure of the subsidy system. Another difficulty is that the extent of the need for this type of service is not known.

One agency in Yellowknife has run a 24-hour, seven-day-a-week child care program for five years. It is administered on a fee-for-service basis without subsidies. The service is available because the operator recognized the need for emergency care in the community. We were particularly impressed with her sensitivity to the special needs of young children requiring this type of care.

RECOMMENDATIONS

In order to assure comprehensive child care services across the country, programs should be developed to meet the diversified needs of local communities. The federal government could encourage such development through the proposed Secretariat and the Initiatives and Research Fund (Recommendations 12 and 14). Two other options for promoting the development of comprehensive services are also available:

- 20. We recommend that the Secretary of State assist community associations to enable provision of caregiver training in either official language of Canada.**
- 21. We recommend that the Federal Business Development Bank expand its services to child care centres by informing operators of loan and banking provisions for capital development.**

Family Support Services

Expanding the range of child care services and promoting quality care will go a long way toward responding to the child care needs of Canadian families, but they are only part of the answer. As many witnesses pointed out, given that parents have the primary responsibility for the care of their children, we must respond to their needs as well if we are to enhance the quality of care for all children.

Each day, parents must respond to the changing needs of their growing children. Parenting is challenging; it can also be lonely. Many parents no longer live with or near the members of their extended families who might help them perfect their parenting skills by acting as role models, provide a needed break for parents, or answer questions about children's behaviour. Because of these changes in family life, support services such as resource programs, parent education, and emergency child care are being developed gradually in local communities to respond to identified needs.

Family Resource Programs

As experts in their own right, parents have a lot to offer each other. Friends and neighbours who talk informally about their children's behaviour help each other in an important way. The value of informal networks is being recognized increasingly, and with more parents working outside the home these networks are developing in different ways. One of the most effective ways of fostering networking is through family resource programs.

The Parent Preschool Resource Centre of Ottawa is a good example of a family resource program. The director explained to us that it is a bilingual drop-in centre with a play area for children, a discussion area for parents, a toy-lending library, and a newsletter. We also heard from West Side Family Place in Vancouver, a family resource program offering a similar range of support services.

Many programs keep a register of individuals who attend regularly. In some cases, this informal record has evolved into a system of providing information and referral services with respect to child care in the community. The representative from Family Focus, a family resource program in Kingston, told us that in its first year of operation, well over 100 parents in need of child care contacted the program for information about existing services.

Some parents have responded to situations requiring flexibility by creating their own child care co-operatives. A co-operative involves several families who take care of each other's children. The families meet regularly to establish guidelines for care, including the ages and numbers of children to be accepted, safety precautions, and parenting issues such as methods of discipline.

Still other types of activities can evolve from family resource programs. We learned about a self-help group for mothers formed recently by the East Prince Women's Information Centre in Summerside, Prince Edward Island, which provides a drop-in area for parents and children and sponsors public seminars. The purpose of the group is to help these mothers overcome isolation and discuss their concerns about various aspects of child-rearing. Twenty-six mothers attended the first meeting of this group, known as Hurray for Moms. Child care was provided by seven volunteers at a nearby church.

Although the exact number is unknown, there are probably about 300 such programs throughout Canada. Most are housed in existing facilities—schools, churches, libraries or family services agencies. Security of tenure is thus a problem. Another major problem facing family resource programs is lack of stable funding. Most have to piece together their budgets from limited government grants, service club donations, user fees, bake sales, and virtually any other available source. All these groups have found different and often innovative ways to respond to local needs. The benefit of their experience should be available to communities elsewhere in Canada. In addition, these groups need greater stability in funding and facilities.

Many programs looking for funds try to satisfy the eligibility criteria for various types of government assistance. Consequently, family resource programs have been funded variously as continuing education, community mental health, and citizenship and culture programs. The Ontario Day Care Initiatives Program has helped relieve the funding squeeze to some extent for many family resource programs in that province, including toy-lending libraries, drop-in centres, and rural family resource programs. The program is funded by the provincial government and is not cost-shared. We believe that the federal government should share the cost of family resource programs through the Child Care Development Program we propose.

We were pleased to learn that Health and Welfare Canada has recently granted funds to a national clearinghouse on family resource programs. The role of the Toronto-based clearinghouse—known as Play and Parenting Connections: A National Network of Toy Libraries and Parent Child Resource Centres—is to promote the development of family resource programs throughout the country. Funding for other family resource programs would recognize their valuable role in providing support for parents and socialization opportunities for children.

RECOMMENDATION

We have already recommended that the proposed Child Care Development Program be used to promote the development of family resource programs (Recommendation 10). The \$15-million fund will help the federal government respond to many of the needs parents identified, including support and networking opportunities for parents at home and support for community groups that are meeting locally identified family needs.

We also want to respond to concerns identified by military families. Three family resource programs have been established on Canadian armed forces bases in Cold Lake, Alberta, Halifax, Nova Scotia, and Oromocto, New Brunswick. A military family network has been organized in Ottawa, and the need for such a program is currently being considered at the base in Petawawa, Ontario. At present, the Department of National Defence has no policy regarding the provision of staff support or funding to such programs. We believe, however, that these services are important for military families because of the special stresses associated with military life.

- 22. We recommend that the Department of National Defence promote the establishment of family resource programs on armed forces bases where needs warrant.**

Parent Education

Strong families are the foundation of a competent and caring society; parent education promotes healthy family functioning by providing information about childhood development and by improving family communication. Understanding children's capacities and needs at various stages helps parents set appropriate expectations, avoid unrealistic demands, and handle problems in an appropriate manner.

Parents and other witnesses repeatedly emphasized the need for parent education programs. At the same time, the Committee learned that many such programs are already in place. Thus we conclude that there is a need to support the dissemination of information about parent education so that parents who want it can find a suitable program. Health and Welfare Canada supports parent education efforts throughout the country. In 1984-85, it produced a directory of professionals involved in parent education, with the intention of promoting the exchange of information and skills in this field.⁷ A second major document published by the department in 1984 contains a review and analysis of parenting education and drug abuse prevention programs.⁸

Voluntary organizations, such as the Canadian Mental Health Association, are also involved in parent education. The Association has produced a series of educational pamphlets on promoting healthy emotional development in young children. Topics include understanding child development, building a child's self-confidence, dealing with childhood fears, helping children build a full life with one parent, and coping with behavioural problems such as aggression.

We heard about another approach to parent education from representatives of the Halifax YWCA, which organizes programs to promote the emotional, social, physical and intellectual development of preschool children. During the same program period, parenting and fitness programs are available for the parents.

We believe the government can support the role of self-help and community groups in parent education directly through the proposed Child Care Development Program and indirectly by the other means at its disposal. For example, Family Allowance cheque inserts could include information on child development and parenting skills and where to get more information about programs available locally.

At the same time, we want to encourage the development of parent education methods capable of reaching wide and diverse audiences. Films and television shows, for example, can promote parenting skills and healthy family functioning. Videotapes on childhood development used to train caregivers in early childhood education can be used in discussions with groups of parents. We also believe that the CBC and the National Film Board should place greater emphasis on producing or purchasing programs and films that teach communication skills and promote positive family relationships. As a public broadcasting network, the CBC also has a responsibility to allocate more air time to public interest announcements that demonstrate these values.

RECOMMENDATION

Earlier in this chapter we recommended that the proposed Secretariat promote the development of parent education programs (Recommendation 14) in response to needs identified locally by parents and community groups. In support of those efforts, we recommend action by Canada's public broadcaster:

23. We recommend that the Canadian Broadcasting Corporation accord priority to the preparation, purchase and broadcast of audio and visual programs from the National Film Board and private production companies dealing with the development of parenting skills and healthy family life.

Single-Parent Families

Many single-parent families cope well and encounter problems no different from those of other families. Yet we also know that many single parents experience difficulties. The Committee identified three major hurdles facing parents raising children by themselves. A first problem is isolation and the stresses of raising children alone while working full-time or part-time. This is compounded by the lack of child care services that respond to the single parent's situation. For example, there are few sources offering care in emergency situations or overnight care to give a single parent occasional respite. The third challenge facing many single parents is inadequate incomes.

We heard testimony from many groups about the stresses on single parents, including the Prince Albert Single Parent Support Group, the Single Moms Centre of Corner Brook and the *Fédération des associations des familles monoparentales du Québec*. These groups play an important role in reducing isolation for many single parents. They enable members to share information about parenting skills and can become the basis for organizing exchanges of clothes, toys, furniture, and sports equipment. Sometimes parents organize to exchange babysitting services or respite care with other members of the group.

Self-help groups can provide relief and support for single parents but government has a role in supporting such services. The funds spent on programs to reduce stress and isolation among single parents can often reduce the need for child protection or welfare services, which will eventually come into play if a family experiences serious difficulties. Promoting such programs is one of the roles we envisage for the Child Care Development Program (Recommendation 10). Single-parent families also need high-quality, reliable child care services that offer flexible hours. The operating grants we propose for child care centres and homes are intended to help promote the availability of more flexible services (Recommendation 10).

The other major concern of single-parent families is inadequate incomes. In 1985, 60% of single-parent families headed by women lived below the Statistics Canada low-income cut-offs.⁹ Our recommendations with respect to the Child Care Expense Credit and the Refundable Child Care Tax Credit, as well as existing day care subsidies for low-income families, should help to ease some of these financial concerns.

However, poverty among single-parent families is not only the result of the low incomes often earned by female family heads. Obtaining child support from their former spouses is also a problem for many single mothers. Even when a court orders a parent to pay child or spousal support, payments are often late, incomplete or not made at all. In addition to addressing the problem of poverty in single-parent families by increasing their family and child-related benefits, we should attempt to attack one of the root causes as well—insufficient enforcement of support orders.

Federal and provincial officials have made a concerted effort to deal with the problem of enforcing support orders. A federal-provincial committee was set up in June 1981 by deputy ministers responsible for criminal justice to identify ways of improving the enforcement of support orders and to make recommendations to federal and provincial governments.

The federal-provincial committee endorsed a system of strict enforcement of the type adopted by the province of Manitoba in 1980. The system has a number of important elements. Enforcement procedures are begun automatically by government officials as soon as a spouse has defaulted on a support order. Where necessary, officials are given wide powers to ask for information to help locate the defaulting spouse. Officials can also take a variety of actions against debtors, including garnisheeing or attaching wages for as long as debtors remain with their employers. In addition, the traditional immunity of government employees from garnishment is eliminated.

These procedures are designed to benefit families entitled to support payments by removing the burden of debt collection from them, a task most cannot afford. The procedures make the system more efficient by ensuring that all possible sources of income are tapped. If implemented uniformly throughout Canada, the procedures would also help in cases where the defaulting spouse had moved from one province to another.

The committee on the enforcement of maintenance and custody orders also made recommendations to the federal government. Most of these have already been adopted. They include removing the immunity of federal employees from garnishment. Since 1983, the *Garnishment, Attachment and Pension Diversion Act* has allowed dependent spouses with provincial support orders in default to attach the salaries or pensions of most federal public servants.

The *Family Orders and Agreements Enforcement Assistance Act*, which was passed in June 1986 and will probably be in effect in 1987, will allow the attachment of monies under federal jurisdiction that are not earnings-related. These include income tax rebates, Unemployment Insurance payments, and interest on Canada Savings Bonds. Other amounts may be included at a later date. The Act will also allow some federal information banks to be searched for the addresses of defaulting spouses or their employers.

We commend these efforts, but serious problems remain. We know, for example, that there are still jurisdictional and other difficulties in enforcing support orders between provinces. These problems must be resolved as soon as possible.

RECOMMENDATION

- 24. We recommend that the federal, provincial and territorial Ministers of Justice act immediately to ensure that all interprovincial/territorial barriers to the enforcement of support and custody orders are removed.**

Our other proposals to meet the concerns of single parents were made earlier in this chapter. We recommended that the proposed Child Care Development Program be used to promote the development of services to help ease the stresses of single parenthood (Recommendation 10) and that means of providing emergency and respite care be tested with support from the Initiatives and Research Fund (Recommendation 12).

Notes to Chapter 3

1. S.P.R. Associates Inc. (1986), *An Exploratory Review of Selected Issues in For-Profit versus Not-for-Profit Child Care*. Study commissioned by the Special Committee on Child Care.
2. Patti Schom Moffatt (1984), *The Bottom Line: Wages and Working Conditions of Workers in the Formal Day Care Market*. Study commissioned by the Task Force on Child Care.
3. James Garbarino (1980), "Latchkey Children Getting the Short End of the Stick", *Vital Issues*, 30, 3, November; Thomas Long (1984), "So Who Cares if I'm at Home", *Educational Horizons*, 62, 2.
4. Theresa Kooney (1983), *Who is Watching our Children? The Latchkey Child Phenomenon*. California State Legislature.
5. Jake Kuiken (1986), *Latchkey Children*. Study commissioned by the Special Committee on Child Care.
6. Ontario Ministry of Agriculture and Food (1980), *Women in Rural Life: The Changing Scene*.
7. Health and Welfare Canada (1984-1985), *Preliminary Directory of Professionals Promoting Parent Education in Canada*.
8. Health and Welfare Canada (1984), *Parent Education: A Review and Analysis of Drug Abuse Prevention and General Programs*.
9. National Council of Welfare (1986), *Progress Against Poverty*.

The Family and Work

In the previous two chapters we examined the role of parents as caregivers and the supplemental role of governments in supporting parents by sharing some of the costs of child-rearing and child care. In this chapter we shift the focus to the workplace, where employers and unions need to recognize that as the composition of the work force evolves, employees have changing needs that should be accommodated.

We are aware that the concerns of working parents cannot be addressed in a meaningful way without costs to business and labour. We also recognize the difficulties many small businesses may face in trying to respond to their employees' child care concerns. We would point out, however, that there will also be benefits to employers and to workers who are not parents if changes such as those we describe are introduced. Employees who are relieved of some of the problems of juggling work schedules and child care arrangements may work more hours and in general be more productive. Employees without children can also benefit from work arrangements that allow them more flexibility. We think that such measures can be achieved while keeping Canadian business competitive.

Moreover, we are not suggesting that all employers adopt the most expensive approaches to child care—such as onsite child care centres or subsidies for employees' child care expenses. Instead, we believe that a great deal can be accomplished through innovative and far less costly approaches, among them flexible working arrangements and information and referral services. Several Canadian companies have already taken steps in this direction.

Several national business organizations and local business groups dealt with these issues in their submissions to the Committee, among them the Canadian Chamber of Commerce, the Canadian Manufacturers Association, and the Canadian Organization of Small Business. We commend their efforts in bringing child care issues to the attention of their members.

Some employers have already responded to the needs of the parents who make up their work forces. We heard from employers in both the private and the public sector who have been pioneers in introducing family and child-related programs and policies. We also heard from a union that has bargained for the establishment of a fund for workplace day care. But these efforts are the exception rather than the rule. In our view employers and unions could be assuming a larger share of the responsibility for helping

parents in the work force meet their child care obligations. The options open to employers are many and range from adopting more flexible work schedules to offering child care assistance as part of employee benefit packages.

Options for Employers

A number of firms now offer alternatives to traditional work schedules. At Imperial Oil Limited in Toronto, employees can choose when to start and stop work within a fixed time frame. With the agreement of management, employees at the London Life Insurance Company can choose to work from 7:30 until 3:20. At Bell Canada, employees are entitled to one day off for every eight days worked, a practice sometimes called 'banking'. There are limits as to how many days can be banked and when they can be taken. Flexible work arrangements that benefit parents may also benefit other employees who want to balance their work and personal lives.

These arrangements can also be useful to employers and to the community as a whole. Some firms, for example, have adopted flex-time to maximize use of computers or to improve customer service. Flex-time programs in many Toronto businesses were sparked by initiatives of the Toronto Transit Commission to make more efficient use of the bus and subway system by encouraging staggered work hours.

Another approach can allow employees to combine work responsibilities with responsibilities at home. Imperial Oil Limited has experimented with telecommuting, where employees working at home are linked to the employer through computer and telephone hook-ups.

Part-time work arrangements are another way to allow employees to spend more time with their children. Part-time work comes in many forms. Job-sharing involves a division of job responsibilities; two people perform one set of tasks, one working in the morning, the other in the afternoon or alternating days. Another example of a part-time work arrangement is seasonal leave. The Tots Program (Take off the Summer) was developed as a pilot project by the Prince Edward Island Civil Service Commission. It was designed to give parents the opportunity to spend time with their children during the summer as well as to allow other employees time to pursue their own interests. Employees took a minimum of four weeks unpaid leave during the summer months. Their benefits were continued, and arrangements were made to cover their duties.

Witnesses testified that many parents prefer flexible arrangements that accommodate child care needs and allow families to spend more time together. Research confirms what we heard. The Conference Board of Canada recently released the results of a survey examining employee interest in modified work time arrangements. About 40% of women working outside the home who had children under five indicated that they would reduce their work time if they had the opportunity. This desire to change work arrangements did not vary significantly with income. As an indication that flexible arrangements may be preferable to all employees, about 30% of men working full-time also wanted to reduce their working hours.¹

Measures aimed at helping employees with child care responsibilities can also be important in letting parents spend more uninterrupted and worry-free time at work. The service that has received the most publicity in this regard is day care centres at the workplace. About 85 such centres now exist in Canada.

In cases where employers and parents agree that an onsite day care centre is appropriate, the arrangement can be beneficial for all parties involved. Parents have a chance to be with their children and observe the activities of the centre during work breaks. Some workplaces seem especially well adapted to onsite centres. Hospitals, for example, accommodate the presence of children relatively easily; medical and food services can be shared with the centre. Hospital centres can also be used on a temporary basis for patients' children who might benefit from being near their parents. Most of Canada's workplace centres are, in fact, in hospitals or other health care facilities. Universities and other post-secondary institutions seem to us equally well suited for workplace day care.

In other cases workplace child care is not feasible. Establishing a workplace centre is expensive. In most cases, the costs would be too high for small businesses or for firms just starting up. To overcome this problem, several firms located in the same area, such as a shopping mall or industrial park, could share the costs of a single centre. We heard about one such arrangement in Montreal. Even so, onsite centres are not appropriate in every situation. The workplace itself may not be a suitable environment for children or parents may not wish to take their children through rush-hour traffic each day. Parents may want their children to remain in their own neighbourhood with their friends. Where their children are of different ages, parents may prefer an in-home caregiver or family home day care.

Onsite day care has received considerable attention as a solution to child care concerns. But many employers may not be aware that other child care-related services and benefits can be helpful to workers and much less costly than onsite care. They include providing information and referral services about child care programs and emergency child care services and providing financial support for such services. Employers can also offer employees financial assistance to purchase child care services in the community.

Survey of Employers

At present, there is only a handful of Canadian studies on the arrangements just described.² In addition, we commissioned a survey of larger employers (those with more than 100 employees) in the public and private sectors to gain a better understanding of employer attitudes and practices.³ We directed our survey to these employers because previous research indicated that family- and child-related work arrangements are rare among smaller employers.

The survey we commissioned involved a cross-Canada random sample of 140 private sector corporations and 58 hospitals. It was supplemented by a non-random sample of 44 federal, provincial and municipal government departments and Crown corporations, designed to represent the three levels of government and all geographic regions. Hospitals were treated as a separate sector because of the unique record of these employers throughout North America in making provisions for child care. Because of the small size of the sample, the survey must be regarded as exploratory; the results cannot be generalized to all Canadian employers. However, the results are consistent with research undertaken in the province of British Columbia and the city of Toronto.⁴

From the available evidence, we conclude that child-related work arrangements are not widely developed in Canada. In the study we commissioned, the percentage of

employers reporting the existence of family responsibility leave is high—over 85% in all sectors and over 95% in government departments and Crown corporations. A smaller proportion of employers reported flex-time arrangements—about 40% in the private sector and 25% of hospitals. On the other hand, about 81% of hospitals reported part-time arrangements, compared with 35% in the private sector and 50% in government departments and Crown corporations (Table 4.1). We know, however, that the arrangements reported by employers may not be available to all employees. Where flex-time exists, for example, it may be offered only to one group of employees or only at management discretion.

Table 4.1
Employers Reporting Flexible Work Arrangements For Some Or All Employees¹
(percentages)

Arrangement	Private Sector Corporations	Hospitals	Government and Crown Corporations
Leave for family responsibilities with or without pay reduction	87.5%	90.0%	95.4%
Leave for family responsibilities with no pay reduction	32.7	33.9	59.0
Flexible work schedule	39.6	24.8	58.4
Part-time work	35.2	80.9	50.0
Job-sharing	10.1	33.6	47.7
Work-at-home	6.9	1.3	9.3

1. Number of employers surveyed: 144 private sector companies; 58 hospitals; 44 government agencies and Crown corporations.

Source: SPR Associates Inc., *A National Overview of Child Care Arrangements in the Workplace*, October 1986.

The percentage of employers offering some form of day care assistance is small. The most prevalent practice is to provide information about day care, a service reported by 14.9% of private sector employers, 25% of Crown corporations and 31.7% of hospitals. Less than 1% of private sector employers indicated that they provided purchased or discounted spaces in community day care centres; the percentages for the other two employer groups were comparable. Workplace day care centres are also rare; 12.5% of the hospitals surveyed, 4.6% of government departments and Crown corporations, and less than 1% of private sector employers provide them (Table 4.2).

In addition to determining what employers offer, we asked those that do not offer flexible work arrangements or other services and benefits for employees with children whether they would consider implementing such measures. No more than 6% of private sector employers indicated that they would consider any arrangement, the greatest interest being shown in helping employees find day care (5.4%). About one-fifth of Crown corporations and 28% of hospitals reported an interest in providing workplace day care. Other measures were considerably less popular with these sectors (Tables A.20 and A.21).

Employers that operate workplace child care centres testified that child-related work arrangements reduce absenteeism and improve productivity. Those that have

Table 4.2
Employers Reporting Work-Related Day Care Provisions¹
(percentages)

Arrangement	Private Sector Corporations	Hospitals	Government and Crown Corporations
Information about day care	14.9%	31.7%	25.0%
Assistance in finding day care	12.7	13.0	13.6
Cash grants for day care (or vouchers)	0.7	0.0	0.0
Discounts with existing centres	0.4	1.3	0.0
Purchase of community-based day care spaces	0.7	0.0	2.3
Provision of workplace day care	0.9	12.5	4.6

1. Number of employers surveyed: 144 private sector corporations; 58 hospitals; 44 government agencies and Crown corporations.

Source: SPR Associates Inc., *A National Overview of Child Care Arrangements in the Workplace*, October 1986.

flexible schedules spoke enthusiastically about the advantages of the arrangement for both employees and employers. In our survey, employers who had initiated such arrangements were asked whether they were satisfied with them. They reported a high level of satisfaction (at least 80%) with all flexible work arrangements. However, about one-third expressed dissatisfaction with workplace day care and 20% were dissatisfied with their day care information services (Table A.22).

Promoting Family- and Child-Related Work Arrangements

In summary, the Committee discovered that few workplaces offer schedules, benefits, or services designed to assist employees who are parents. Several factors explain the present situation and suggest what issues employers and employees will have to debate in order to find solutions appropriate to their circumstances.

First, recognizing and providing for the child care and family responsibilities of workers has not yet become a priority for management or labour. Second, even when employers and employees are interested in doing something in the area of child care, they often lack the information on which to base action. Those responsible for developing personnel policy, for example, may consider an onsite day care centre because the measure has received a lot of publicity but reject it because it is too expensive. Without more detailed knowledge of child care issues, they might never think of other measures, such as information and referral, which are more affordable alternatives that might be equally responsive to parents' needs and preferences.

In the survey we commissioned, employers were asked a number of questions to determine what kind of assistance would encourage them to create or extend provisions to help working parents.³ Seventy-three per cent of employers, excluding hospitals, replied that information about programs developed by other employers would be most

helpful. About 70% of hospitals, where workplace day care centres are more common, indicated that they would like assistance with liability insurance or starting jointly sponsored employer-community centres.

Another obstacle that will have to be overcome is current arrangements for part-time work. While offering parents the opportunity to be with their children yet participate in the labour force, part-time work is not an attractive option for many parents. Many part-time jobs are low paying and without fringe benefits such as pensions. For these reasons part-time work has not been advocated by unions and has not been a real alternative for many workers. If part-time work options are to figure significantly in the workplace as a means of accommodating child care responsibilities, this situation must be remedied.

Directing benefits and services to parents also raises the issue of equity between employees who are parents and those who are not. This objection can be overcome by designing plans that offer child care assistance to parents and other benefits to employees without children. Such plans are called flexible or cafeteria benefit plans. Usually they involve a set of benefits common to all employees and a series of options from which employees can choose.

Cafeteria benefit plans are rare in Canada, and the tax treatment of some types of benefits is unclear. Until these plans become more common and the tax implications are clarified, employers and employees are unlikely to press for the introduction of significant child care benefits or services in employers' benefit packages.

Given these considerations, we do not expect change to come quickly. Employers and unions will have to consider the options, debate the issues, and work together to create arrangements appropriate to their own workplaces. Thus, our recommendations in this area are designed to offer direction to employers and employees by facilitating a process of information exchange and consultation. We are also aware that employment issues are primarily a provincial and territorial responsibility and have structured our recommendations accordingly.

The first step is to ensure that employers and labour groups have the information they need. The proposed Secretariat should gather information about the organization and effectiveness of work-related child care benefits and services in Canada and other countries and disseminate it to interested groups. Equally important, the Secretariat should promote awareness and discussion of the topic among business and employee groups, including trade associations, associations of business executives, benefits and human resources managers, the Canadian Labour Congress, the Business Council on National Issues, the Conference Board of Canada, and others. Most of these groups have annual conferences in which the Secretariat might participate. Recommendation 14 sets out our proposals about the role of the Secretariat in promoting work arrangements that accommodate child care responsibilities.

Tax Incentives for Work-Related Child Care Arrangements

At present the tax implications of many work-related child care arrangements are not clear. For employers, problems arise with respect to their ability to deduct the costs of a child care benefit or service. From the employee's point of view, the question arises as to whether a benefit or service provided by an employer is taxable. At present, the *Income Tax Act* provides that employees can be taxed on the value of all benefits they

receive by virtue of their employment, with some exceptions. The most significant exceptions, from our point of view, are benefits derived from employee contributions to what might be called health and welfare plans. These include pension plans, group insurance, group accident and sickness insurance, private health services plans, and supplementary unemployment benefit plans. Child care assistance benefits are not included among the exceptions.

In light of the current comprehensive review of the tax system, it may be unwise to recommend an approach to these issues without considering its implications for other parts of the tax system. We would simply state that whatever the approach adopted to the taxation issues surrounding work-related child care benefits and services, it must result in fair treatment for all employers and employees.

A separate issue is tax incentives for workplace care. Although we do not believe workplace centres are suitable in every case, we do want to encourage their establishment where employers and employees find them feasible and appropriate. In most cases, the *Income Tax Act* allows only a part of the capital cost of any property to be deducted each year, and only half the permitted amount can be deducted in the year the property is acquired. These provisions apply to the cost of acquiring a building as a day care centre or renovating space for day care use. We believe an accelerated capital cost allowance for child care facilities should be available to employers, as similar allowances have been available in the past to provide investment incentives for economic and social reasons.

RECOMMENDATIONS

We recommended in Chapter 3 that the proposed Secretariat gather and disseminate information about alternatives to onsite workplace child care (Recommendation 14). Our aim is to promote awareness among employers and employees of the full range of options available to respond to employees' child care needs.

If employers and employees agree, however, that onsite care is feasible and appropriate in a given situation, then we believe employers should receive short-term incentives to establish onsite care, similar to previous government policies aimed at encouraging particular activities in the private sector.

25. We recommend that amendments be introduced to the *Income Tax Act* to authorize for a period of three years from the date to be specified by the Minister of Health and Welfare, a 100% Capital Cost Allowance for expenditures incurred to provide new child care spaces by employers for their employees in the year in which such costs are incurred, with the provision that should these spaces not remain available for their intended purpose for a period of five years, this Capital Cost Allowance may be revoked in full.
26. We recommend that the Ministers of Finance and Revenue undertake, as part of the process of tax reform, an examination of the taxation issues for both employers and employees inherent in providing work-related child care.

Extending Birth and Adoption Leave

Recognizing the importance of allowing parents to remain at home to care for their newborn or adopted children, we recommended that the *Unemployment Insurance Act*

be amended to provide for a gradual extension of benefits for mothers and adoptive parents to a maximum of 26 weeks (Recommendation 5). We also recommended that fathers be included in the benefits available.

By themselves, however, these recommendations will not have the desired effect. The *Unemployment Insurance Act* provides only for a monthly allowance to new parents. To be effective, the new benefits must be accompanied by provisions for a leave of absence from employment during the benefit period, together with assurances that the job and its associated benefits will be preserved until the leave period is over. Such provisions are primarily matters of provincial and territorial jurisdiction. The labour standards legislation of all provinces and the Yukon does in fact provide for extended maternity leave. Few provinces have comparable legislation applicable to fathers or adopting parents. In all jurisdictions that provide for maternity leave, the leave period is 17 to 18 weeks.

Workers under federal jurisdiction already have the necessary flexibility. Approximately 650,000 such workers are employed in areas other than the public service, including banking, transportation, and communications. Their work arrangements are governed by the *Canada Labour Code*. Birth and adoption leave provisions in the Code are broader than those in provincial statutes and the Yukon territorial ordinance. Female employees are entitled to 17 weeks of maternity leave. All employees, male and female, are entitled to a 24-week leave after the birth or adoption of a child. For women, the 24-week period is in addition to the 17 weeks of maternity leave.

As well, some collective agreements provide for a longer period of leave than is available under statutory provisions. A 1985 Labour Canada Survey of collective agreements covering 500 or more workers indicated that 374 agreements affecting about 857,000 workers provided six months of maternity leave.⁵ Another 125 agreements affecting about 326,000 workers provided for five months of leave. One union, the Quebec Common Front, which represents 200,000 public sector workers, has negotiated a plan that includes the right to two years' unpaid maternity and paternity leave.

Workers not covered by such collective agreements or the *Canada Labour Code* will need additional leave. If our recommendations with respect to Unemployment Insurance maternity benefits are to help them care for their infants, changes in provincial legislation are necessary. Recommendation 6 sets out our proposals in this regard.

The Federal Government as Employer

The federal government, either alone or as a result of arrangements reached through collective bargaining, has been an innovative employer with respect to family-related leave provisions and flexible work arrangements. Since 1981 it has also made progress in setting up workplace day care centres in government buildings.

Treasury Board announced at that time that it would study the feasibility of setting up centres for the children of federal public service employees in federally owned or leased buildings. The objectives were to permit employees with young children to fulfil their roles as employees and parents and to facilitate continuing employment and career development for these employees.

In 1982 and 1983 three day care centres were started and are now operating at capacity. They are located in Environment Canada, North York, Ontario; Employment and Immigration Canada, Hull, Quebec; and the National Film Board, Montreal, Quebec. The centres have a total enrollment of 121. They are operated by non-profit corporations formed by parent users. In each case, the government covers the costs of maintaining the space. Most of the other costs are covered by parental fees and, in Quebec, by provincial operating grants.

In 1984 Treasury Board halted further expansion of the initiative until the existing projects were evaluated. An evaluation completed in 1984 pointed out several problems with the policy and the criteria for implementing it. However, the study indicated that both employers and employees were extremely satisfied with the centres. Parents and management felt that the centres had a humanizing effect on the workplace.

The pilot projects represent a significant step in recognizing the child care needs of federal public servants. The evaluation is complete. We believe Treasury Board should proceed and expand these services where it is feasible to do so.

RECOMMENDATION

- 27. We recommend that Treasury Board encourage establishing and equipping child care centres in federal buildings where feasible and where there are sufficient numbers of employees who need and will use the service.**

Notes to Chapter 4

1. Conference Board of Canada (1986), *Attitudes Toward New Work Patterns, Review*.
2. Laura C. Johnson (1986), *Working Families: Workplace Supports for Families*, Social Planning Council of Metropolitan Toronto; Laura C. Johnson, Elka Klein and Cathy Paperny (1985), *Sourcebook on Work-Related Day Care in Canada*, Social Planning Council of Metropolitan Toronto; M.J. Mayfield (1985), "Employer-Supported Child Care in Canada: A Descriptive Analysis", *The Canadian Journal of Research in Early Childhood Education*, 1, 3-17; M.J. Mayfield (1986), "Employer-Supported Child Care from the B.C. Employers' Perspective", *Canadian Children*, 10, 1-2, 91-105; Rothman Beach Associates (1985), *A Study of Work-Related Day Care in Canada*, Background Paper prepared for the Task Force on Child Care, Status of Women Canada.
3. SPR Associates Inc. (1986), *A National Overview of Child Care Arrangements in the Workplace*. Study commissioned by the Special Committee on Child Care.
4. Johnson (1986); Mayfield (1986).
5. Labour Canada (1985), *Provisions in Major Collective Agreements in Canada Covering 500 or More Employees*.

Special Services for Families

We learned from listening to Canadians and from studying trends in families that child care needs are diverse. Our conclusion is that no single solution will satisfy this range of needs. Instead, our proposals reflect and respond to the diversity of Canadian families and their children.

We acknowledge, however, that the unique circumstances of some families and children warrant special consideration. In particular, witnesses brought to our attention concerns about child care for native people, cultural minorities, families with disabled children, adolescent parents, and abused children. Drawing attention to these concerns is not meant to highlight differences among Canadian families but rather to ensure comprehensiveness in our consideration of child care issues.

Native People

The native peoples of Canada include status and non-status Indians, Inuit, and Métis. The federal government has direct responsibility for the roughly 500,000 status Indians and 27,000 Inuit but does not have direct responsibility for non-status Indians and Métis.¹ Three general concerns about the care of native children were brought to our attention. First, there is concern about the cultural assimilation of native children who are removed from their natural families and placed in foster care by child welfare authorities. Thus, the issue is control by native people of their own child welfare systems. Second, witnesses pointed to the need for culturally appropriate family support services, which would reduce the overall need for child welfare services. Finally, there is a need for flexible child care services that are culturally and linguistically appropriate and meet the needs of native people living in a variety of circumstances.

The Welfare of Children

Members of native communities told us of their grave concern about the well-being of their children. They are especially concerned about children who have been removed from native homes and placed in non-native homes by provincial child welfare systems.

We do not have national data with respect to the number of non-status Indian and Métis children in care, but we do have information on status Indian children. In 1980-

81, there were approximately 6,000 status Indian children, representing 6% of status Indian children under the age of 16, in the care of child welfare systems. In contrast, 75,000 non-native, or 1% of non-native children of the same age, were in care.² Although the percentage of status Indian children in care appears to have declined, the numbers are still high. In 1984-85, there were 3,891 Indian children in care.³ This figure excludes children in Newfoundland and the Northwest Territories as well as cases of children placed in special services in several provinces. It therefore understates the actual extent of the problem.

Indian and Northern Affairs Canada estimates that its 1986-87 expenditures on child welfare services for status Indian children will be almost \$68 million. Between 25% and 30% of this amount is paid directly to bands and tribal councils that provide their own child welfare services, while the balance is used to reimburse provinces for services they provide. A small percentage is directed toward family support services for certain bands that have negotiated special child welfare agreements with the federal government. An additional \$4 million is spent on individual and family services for which there is no provincial mandate; some of those services include child care (Table A.23).

The department is also spending at least \$5 million on community social services for status Indians. These funds are provided for day care services in Ontario and, in other parts of the country, for discretionary programs, which may include child care. These figures indicate that preventive services, such as those designed to promote family well-being and cohesion, are not as well funded as protection services, which support children away from their natural families. Yet preventive services can help strengthen families and ultimately reduce child welfare costs.

The department of Indian and Northern Affairs has established an internal task force to examine current arrangements for the delivery of protection services. Child welfare is of concern and should take priority in departmental planning. At the same time, we feel that the department should explore how family supports such as emergency child care services on weekends or evenings might reduce the need for protection services.

Indian people have taken significant steps over the past few years to gain control of child welfare services in their communities. Several bands and tribal councils have already assumed control of these services by concluding agreements with the federal and provincial governments. In 1980, the Spallumcheen Band in British Columbia signed such an agreement with the provincial Minister of Human Resources. In 1982, the federal government, the province of Manitoba, and the Four Nations Confederacy negotiated an agreement that allows Indian people to administer their own child welfare services on reserves. The *Child and Family Services Act*, which came into force in Ontario in November 1985, allows for agreements between Indian communities and the Minister of Community and Social Services for the delivery of child and family services.

One difficulty in negotiating child welfare agreements arises from jurisdiction. Status Indians fall within the responsibility of the federal government. Child welfare, however, is a provincial matter. For every child welfare agreement, the Indian band and both levels of government must agree on their respective roles and the funding arrangements necessary to the provision of these services.

Family Supports

Witnesses testifying on this issue indicated that they would change the current child welfare system to reinstate the family as the most important giver of care. The Chief of the Necoslie Band told us that the current system interprets child welfare to mean child protection and thus excludes the family when a child is taken into protective custody. Child-rearing among Indian people is based on a communal approach that places great importance on the role played by all members of the family, especially the elders. Members of the Baffin Women's Association made the same point, emphasizing that the only way a community can grow and thrive is by establishing systems that support family bonds.

Local control of child and family welfare can be promoted through initiatives like the Community Health Representatives Program. Under this program, Health and Welfare Canada trains about 550 individuals who live on reserves. The representatives help identify local health needs and establish programs in response to them. The extent to which Community Health Representatives become involved in child care varies greatly and depends largely on the needs of each band, but the program has potential for helping communities identify their child care needs and obtain the required resources. We would like to see Health and Welfare Canada incorporate in its refresher training for Community Health Representatives information about how to establish family support programs. Making this approach part of the Community Health Representatives Program would ensure that any services developed would be linguistically and culturally appropriate as well as within native control.

Native people living in urban areas also need a variety of family support services. Several initiatives have been undertaken in various parts of the country to respond to these needs. We heard from a highly successful urban program funded by the Manitoba provincial government, the Ma Mawi Wi Chi Itata Centre (meaning "we all work together to help one another"). The program is centred on the role of the extended family and offers a range of culturally and linguistically appropriate family support services to native people living in the Winnipeg area. The Centre provides seven major areas of service, including emergency assistance and counselling.

Another major response to the needs of native people in urban areas is the Native Friendship Centre program funded by the Secretary of State. Under a five-year funding plan, the federal government provides basic funding, capital expenditures, and training for 96 Friendship Centres. Some Centres already provide child care services.

Under its new *Child and Family Services Act*, the province of Ontario has designated Friendship Centres as one of the possible agencies for delivering child and family services. Friendship Centres could be funded to provide family support programs such as child care, parent education, homemaker services, emergency care, and drop-in centres. Native women's organizations might also be used as the basis for setting up family support services. For example, a local native women's group may wish to organize a non-profit board to establish and run a day care centre.

We are aware of difficulties faced by community groups trying to establish family support services and child care centres without the benefit of previous experience in doing so. Programs and services could be developed more readily if there were an information service to provide advice about program development, staff recruitment, and funding. This service could be built into native women's organizations or into associations representing Friendship Centres. Such a service would eliminate the need for each and every group to learn how to set up family programs. It would also ensure that programs are developed in a manner that native people consider appropriate.

Appropriate Child Care

As the Native Women's Association of Canada explained, cultural and linguistic considerations in the design and operation of child care services are particularly important to native people as a means of fostering traditional values and preserving cultural identity. Members of the Carrier and Sekani Tribes told us that the first-born child was usually given to the elders to raise. This practice ensured that customs and spiritual values were passed on to the next generation. The Carrier Sekani Tribal Council described how the guidance of their people had been based entirely upon the family concept and teaching children certain values. In contemporary terms, these traditional values promote mutual respect among community members and the decrease the likelihood of vandalism, theft, and juvenile delinquency.

To respond to this desire to preserve traditional values and foster them in young people, the Saskatchewan Federated Indian College offers a four-year Bachelor of Social Work program for students of Indian ancestry. The program includes training in family counselling and child welfare. Most of the students are sponsored and supported by Indian and Northern Affairs Canada.

At the federal level, the Canada Assistance Plan shares the costs involved in hiring a native family and child care worker or training a native person living off-reserve and enrolled in a child care program at a post-secondary educational institution. This is an important mechanism to promote the hiring and training of native family and child care workers, although its implementation also depends on provincial commitment and initiative.

Employment and Immigration Canada (CEIC) also plays a role in training native family and child care workers through the Canadian Jobs Strategy, which identifies native people as one of the target groups for training purposes. Under the Strategy, CEIC purchases spaces in an early childhood development program at the Gabriel Dumont Institute of Native Studies in Regina. The program is intended specifically to train Métis and non-status Indian family and child care workers. A three-month transition phase has been built into the program to help students find relevant employment upon completion of their studies. This program could be used as a basis for developing culturally and linguistically appropriate training for native child care workers in other parts of the country.

RECOMMENDATIONS

28. We recommend that Indian and Northern Affairs Canada:

- a. in consultation with Indian peoples' groups and organizations, place priority in its examination of child welfare issues on the role of child care and other family support services in strengthening families and in reducing the need to remove children from their homes;**
- b. in consultation with native peoples' groups and organizations, adjust its existing child welfare budget to accord higher priority to the funding of family and children's support services; and**
- c. be required to report to Parliament within one year of the tabling of this report to outline the progress it has made with respect to its implementation of the government's response to this recommendation.**

29. We recommend that Health and Welfare Canada provide additional training for its Community Health Representatives to assist them in identifying family and child care needs and in establishing family support programs designed to prevent family breakup and promote healthy child development.
30. We recommend that within its existing budget the Secretary of State:
 - a. provide funds enabling Native Friendship Centres and native women's organizations to establish off-reserve family support and child care programs; and
 - b. initiate an information service to provide consultation to native peoples' groups regarding the establishment of family support programs and ensure that existing child care programs demonstrate appropriate sensitivity to native cultures and values.
31. We recommend that the Minister of Employment and Immigration promote the development and extend the support for training programs for native people who wish to become family and child care workers and that these programs be conducted in suitable locations.

Cultural Minorities

The challenges of earning a living and caring for a family are compounded for immigrant and refugee parents if they have to cope with learning a new language and adjusting to a different culture. Through its Immigrant Settlement and Adaptation Program (ISAP), Employment and Immigration Canada addresses some of these needs. ISAP funds non-governmental organizations to provide services to immigrants, such as reception, orientation, counselling, employment, interpretation and translation. In addition, the department provides income support for up to one year for needy immigrants if both parents are unemployed and looking for work or attending a language program.

The British Columbia Task Force on Immigrant Women pointed out that immigrant women face the same dilemmas as all parents in securing high-quality care. Labour force participation by foreign-born women is higher than participation by women born in Canada, often because both parents have to work in order to ensure the economic survival of the family. Many immigrant women work in low-wage service and manufacturing occupations where they have little control over hours of work and other conditions of employment. The high labour force participation of immigrant families, coupled with their separation from extended families, makes it necessary for them to find child care outside the family. In the unfamiliar environment of Canada, however, many immigrants have difficulty locating and evaluating child care services that are sensitive to their culture and child-rearing practices. In addition, the bureaucracy surrounding child care subsidies may appear impenetrable. As a result, immigrant families may be denied access to the subsidized care to which their low wages entitle them.

The Canadian Jobs Strategy has some child care provisions; immigrants taking language and/or other training classes are eligible for a dependant care allowance. Many witnesses pointed out, however, that high-quality child care services should be available at or near the location of the training programs. The Association for New Canadians in St. John's suggested that federally funded programs for women should

have onsite child care services for the children of trainees. They also recommended that services be established and monitored by the federal government. In cases where parents prefer to use community-based services, the dependant care allowance could be provided.

Child care is also of concern to immigrant women who choose not to enter the work force. A study conducted for the Committee on the child care needs of cultural minorities indicated that some immigrants, particularly women, have found lack of child care a barrier to federal language training.⁴ We were therefore pleased to learn that Employment and Immigration Canada has recently initiated a Settlement Language Training Program for immigrant women who have elected to stay at home. In addition to providing language training for immigrant women, the program will have onsite child care services for their children.

While child care services are a necessary support for immigrant parents, they are also important for immigrant children. Quality child care services can play a key role in helping these children prepare for school and adjust to Canadian society. The Preschool Multicultural Services in Vancouver told us that preschoolers with little or no English face a double hurdle in kindergarten and grade one. They must come to terms with both a second language and the curriculum.

The Immigrant Settlement and Adaptation Program has the capacity to address many of the special child care needs of immigrant parents if child care is given higher priority within the program. The onsite child care services developed for the Settlement Language Training Program could be assessed to determine whether they provide a workable model for other training programs.

The Multiculturalism Sector of the department of the Secretary of State aims to ensure the full participation of all cultural and racial communities in shaping Canada's social, cultural, political and economic environment. Witnesses told the Committee that federal multicultural policies are not reaching very young children. These witnesses felt that some recognition should be given to the cultural heritage of children. They pointed out that most child care programs reflect the dominant culture through their choice of games, foods, holiday-related activities, stories, and nursery rhymes.

Ethnic identity is an important part of a child's self-concept. A teacher who creates a learning environment that reflects children's cultural ties helps them develop security and pride in their own heritage. Parents, child care workers, educators, and multicultural counsellors therefore emphasized the importance of preparing and training teachers to make child care programs more culturally sensitive. However, most provinces have few requirements or facilities to ensure that early childhood educators are prepared to meet the demands of teaching in a multicultural society. A study commissioned by the Committee indicates that caregivers also recognize this need. They feel there are not enough printed materials and curriculum aids to help them introduce a multicultural approach to early childhood education.

Community-based child care programs with significant parental involvement have been found to be most satisfactory to parents and most likely to be culturally sensitive. The most successful programs appear to be those sponsored by several agencies where resources and expertise are pooled to address the needs of the child, the family and the community.

Two such programs already exist in Ontario and British Columbia. Funded partly by the department of the Secretary of State, the Sexsmith Demonstration

Preschool/ESL Project is sponsored by the University of British Columbia Child Care Centre, the Vancouver School Board, and the Immigrant Resources Project. It has been successful in demonstrating language gains among children who have attended a multicultural preschool program. The project is also developing effective curricula, parent/teacher communication strategies, and methods of reviewing the progress of children through kindergarten and beyond.

The Ontario Ministry of Citizenship and Culture co-sponsors ESL (English as a second language) programs with local boards of education and/or community colleges through the Newcomer/Language Orientation Classes Grants Program. The program supports community-based initiatives offering official language, literacy, orientation, and citizenship instruction. Approximately 100 parent and preschool programs for new immigrants operate in Ontario. While parents learn English, children from a variety of cultural and linguistic backgrounds attend preschool programs developed to meet their needs.

RECOMMENDATIONS

In Chapter 3 we recommended that the proposed Secretariat promote the development of multicultural curricula and course materials for preschoolers, as well as culturally sensitive child care services (Recommendation 14). This is one way to respond to the concerns of recent immigrants as well as members of Canada's cultural minorities. In addition, we believe that two government departments should expand their efforts in this area:

32. We recommend that Employment and Immigration Canada re-examine its present policy regarding child care services under the Immigrant Settlement and Adaptation Program with a view to determining current effectiveness from the perspective of the new Canadian family, including emphasis on the provision of child care services for at-home parents taking language courses.
33. We recommend that the Minister of State for Multiculturalism promote the development and exchange of preschool multicultural programs and materials, as well as greater use of existing child care expertise in cultural communities.
34. We recommend that the Minister of State for Multiculturalism explore with the provinces and territories mechanisms for developing culturally sensitive early childhood programs.

Families with Disabled Children

Our order of reference directs us to take special notice of the needs of families with disabled children. We understand disability to mean any condition that interferes with the acquisition of skills according to typical developmental patterns; disability can be physical, sensory, intellectual, developmental or emotional in nature.

Parents of disabled children often cope with stresses and demands over and above those usually associated with parenthood. Some families incur higher costs related to a child's disability. In recognition of this, several provinces provide financial assistance to

families with disabled children. Quebec, for example, has a special benefit to supplement its Family Allowance. The supplement is intended to help parents support severely physically or mentally disabled children under the age of 18. Ontario provides assistance to families in financial need who are maintaining physically or mentally disabled children at home. A portion of these benefits is cost-shared with the federal government under the Canada Assistance Plan. Prince Edward Island has just introduced a family support program to provide financial help to the parents of mentally disabled children.

We were also pleased to learn about the new interpretation of the federal income tax disability deduction. Previously, parents were entitled to claim a deduction for a disabled child who is blind or confined to a bed or wheelchair. Under the new interpretation, the disability deduction will be applicable to persons with severe or prolonged impairment that restricts their daily activities significantly for a period of at least 12 months. The 1987 deduction will be \$2,890. Because of this development, our recommendations will not directly address the financial needs of families with disabled children. (They will benefit, of course, from the child care credits we have proposed for all families.)

Support for Families

Instead, we focus here on the needs parents have identified for support in their role as caregivers for their children. For example, parents of disabled children want information about the skills they can realistically expect their children to acquire. Many need guidance in learning how best to respond to a child's special needs. All parents of disabled children need reassurance, encouragement and support. Professionals and specialists have an important role to play in helping parents understand the nature of the disability and how to accommodate disability in child-rearing.

Mutual support by parents whose children have similar disabilities also plays a role. Parents can help each other cope with the day-to-day demands of child-rearing by sharing their experience, offering advice and exchanging various services. Parents are in the best position to understand the joys and frustrations of raising a disabled child. They can listen, offer support and reassurance, and provide respite care for each other's children.

Representatives from the Nova Scotia Society for Autistic Children and the Sydney Branch of the Canadian Association for the Mentally Retarded told us that there is a desperate need for respite care to provide relief for parents caring for disabled children at home. These services are especially important for families where the child's disability results in particularly difficult behaviour.

We acknowledge the need for parental relief. We were pleased to learn about the existence of the Extend-A-Family program in the Hamilton, Ontario, area. Host families are recruited from the community to provide care for a mentally or physically disabled child up to age 17 for one day or one weekend every month. Funds for three part-time co-ordinators and other administrative costs are shared by the Ontario Ministry of Community and Social Services and the federal government through the Canada Assistance Plan. The co-ordinators of the Hamilton program arrange for the members of the host family to become acquainted with the natural family to discuss the special care needs of the child. Where necessary, host families are taught special

feeding, bathing, and other care procedures. Parents pay no fees for this respite service; all the host families are volunteers.

There are currently 22 Extend-A-Family groups in communities across the country. This type of co-operative arrangement is an excellent resource for parents. It provides them with reliable, safe and cost-free care by families who have been informally but personally trained to look after their disabled child. There are also significant benefits for the children. They make friends, learn to socialize in new circumstances, and visit with other families who accept and understand their special needs.

We believe that parents of disabled children should play a key role in developing services that are appropriate to their needs. They may need help, however, in setting up programs for mutual support. For example, they may require initial assistance from a co-ordinator to recruit members or develop the safety standards with which any extended family program would have to comply.

Programs for Children

Relief and respite are essential, but they represent only one kind of service for families with disabled children. These children require a wide range of services to support their right to full participation in Canadian society. In some instances, specialized child care services are the most appropriate way to help disabled children realize their full potential. In other cases, these children's best interests are met by integrating them into existing programs and facilities.

Integration is possible only if these programs make the necessary provision for the special needs of disabled children. For some children, changes have to be made to the physical premises. In the future, this need will be accommodated as building codes change to require all new buildings to conform to accessibility standards. In August 1986, for example, the province of Alberta published guidelines on requirements for physically accessible day care centres. Negligible costs are involved when provisions for full access are built into the original design and construction of a building. It can be costly, however, to retrofit existing facilities. Despite the cost, we would like to ensure that there are at least a sufficient number of accessible centres in any given community. Some disabled children, such as those with hearing or visual disabilities, may require special equipment. Several provinces, including British Columbia, New Brunswick and Saskatchewan, provide equipment grants to child care services to assist with these capital expenditures.

Higher operating costs may also be incurred in accommodating the needs of disabled children. While many children do not need modifications to the premises or special equipment, most require an individualized program suited to their abilities and potential. Reduced staff/child ratios are generally necessary to ensure that disabled children are given adequate time and attention. Several provinces offset these additional costs by providing a variety of special operating funds. Alberta, for example, allocates funds on behalf of children with special needs for the hiring of additional or specialized staff. Among other measures, Manitoba grants a maximum of \$1,670 per four-week billing period to cover the extra costs associated with providing staff for children with disabilities. Quebec has initiated a variety of measures to promote integration, including a \$300 grant per disabled child to assist in the development of an individualized program plan. These provincial initiatives help promote the full participation of disabled children within existing child care services.

Training for Caregivers

Perhaps the most important factor in ensuring the successful integration of disabled children in licensed child care services is the ability of caregivers to respond to each child's unique physical, social, emotional and intellectual needs. While not all disabled children require special equipment, they do need caregivers who can help them participate and develop to their full potential. Caregivers should not be expected to become specialists in the field of disability. But they do require training in special needs to help them work with disabled children on the basis of their abilities rather than their limitations.

A special needs training program for caregivers should provide a basic understanding of various types of disabilities, including learning, sensory, emotional, mental and physical disabilities, as well as their implications for intellectual development, socialization, speech, and motor activity. In addition, a child care service that includes disabled children will likely require the help of professionals like physiotherapists, audiologists, and speech therapists to help plan specialized activities. Caregivers should also be taught how to work with these professionals to formulate a developmental plan for each child.

Another component of special needs training is how to use parents as part of the team. While parent involvement is desirable in all child care services, it is especially important for disabled children whose needs may be different from those of other children the same age. Parents can provide information about their child's unique abilities, help determine realistic and achievable goals, and ensure that skills acquired away from home are practised and reinforced at home.

Training should also cover learning disabilities, which are often identified incorrectly or overlooked because of the wide range of possible symptoms. Learning disabled children can be mistakenly considered 'behaviour problems' and may be labelled 'difficult' throughout their school careers. The frustrations children experience as a result of unrecognized disabilities lead many into anti-social behaviour. The Learning Disabilities Association of Canada (formerly the Canadian Association for Children and Adults with Learning Disabilities) informed us that studies have revealed a strong relationship between learning disabilities and juvenile delinquency.

Despite the fact that so many children are affected, learning disabilities often go unrecognized. The Learning Disabilities Association told us that experts agree that between 10% and 15% of all children have some form of learning disability, ranging from moderate to severe. Learning disabilities can be detected early. Identification is important in allowing developmental problems to be corrected in the early years while the brain is growing and developing at a rapid pace.

Caregivers in licensed centres and family day care homes are in a good position to identify learning disabled children. In preschool children, in particular, the signs of learning disability are evident in a child's behaviour or progress in acquiring language. We would like to see early childhood education training and upgrading programs include a component on identifying learning disabilities and referring children for appropriate treatment.

Information on the symptoms of learning disabilities should also be provided to parents so that they can seek early treatment for their children if necessary. Such information could be made available through television programs, pamphlets distributed in doctors' offices, public health or school nurses, family resource programs, or Family Allowance inserts.

We have singled out learning disabilities as an especially difficult problem, but we are concerned about early detection of all forms of disability. We feel that the provinces and territories should be encouraged to establish mechanisms for screening preschool children. The purpose of screening would be to detect and if possible remedy disabilities at an early stage.

We also believe that disability must be prevented whenever possible. Voluntary organizations have been active in this regard. The Canadian Institute of Child Health, for example, co-ordinates the Coalition on the Prevention of Handicap, a group of health agencies and professionals interested in preventing disabilities related to prenatal care and birth. The group meets twice a year to exchange information on new developments and technologies being tested to minimize and prevent pregnancy- and birth-related disabilities in infants.

We support efforts and programs to prevent disabilities. We were pleased to learn that the Minister of Health and Welfare is reviewing health promotion and disease prevention programs administered or supported by his department and developing a health promotion policy setting out plans for the next decade. The Minister is also concerned about co-ordinating the efforts of the public and private sectors.

RECOMMENDATION

Our proposals for responding to the concerns of parents of disabled children are evident throughout our recommendations. In particular, we have recommended that the formula for capital grants and operating grants, to be provided under the new Family and Child Care Act, allow extra assistance to child care services that provide spaces for disabled children (Recommendation 10). This should expand the availability of services and enable child care services to improve the quality of their programs for children with special needs.

We have also recommended that the new Secretariat promote the development of programs to upgrade the skills of caregivers working with disabled children (Recommendation 14). Programs to support parents of disabled children and provide respite care will also be a priority for the Secretariat (Recommendation 14). Finally, we believe that we should try to reduce the need for special child care services for disabled children by reducing the incidence of disability through prevention and health promotion programs.

35. We recommend that Health and Welfare Canada:

- a. include the prevention of disability in children as a major goal of the health promotion policy currently being developed by the department;**
- b. assign high funding priority to voluntary organizations with programs directed at preventing disability in children; and**
- c. take the lead role within the federal government in co-ordinating the provision of information on preventing disability in children.**

Adolescent Parents

Adolescent parenthood is a major social problem. Young women between the ages of 15 and 19 accounted for 15,698 births in 1985. In addition, there were 223 births to

girls under the age of 15.⁷ Although the number of births has declined in the past four years, most adolescent mothers are now opting to keep their babies and raise the children on their own.

We are concerned about the physical and emotional health of children being raised by adolescents who must cope with their own developmental needs. These mothers need programs that give them support and assistance with parenting. Through support groups, adolescent mothers can be helped to fulfil their role as parents. Parent support groups can also be combined with sessions on life skills, budgeting, nutrition, or self-development. Another way of providing support to teenage mothers is through programs where visiting homemakers or public health nurses demonstrate parenting skills in the home.

The other major problem facing adolescent mothers is inadequate income. A 1983 study by the Canadian Council on Social Development found that 80% of single adolescent mothers received social assistance payments during the first 18 months following the birth of their child.⁸ Those who were working were living well below the poverty line. Whether working or receiving social assistance, single adolescent mothers who keep their children are likely to be poor.

Most adolescent mothers cannot find jobs that pay adequately because their formal education has been interrupted and they have no training or experience. We believe it is important to help break the cycle of poverty by ensuring that adolescent mothers who want to complete their high school education have an opportunity to do so. School boards, for example, should make special accommodation for adolescent mothers. We were pleased to hear from representatives of the Point Pleasant Child Care Centre that the Halifax District School Board had invited them to provide care for the children of high school students as a means of encouraging them to continue their education. Staff of the program also talk regularly with the mothers about parenting skills. In addition, the child care program, which also has spaces for children from the community at large, provides experience for 75 students enrolled in a child study course at the high school. Community organizations also have an important role to play in assisting adolescent parents. The Vancouver YWCA, for example, runs an infant centre for the children of teen mothers attending a nearby high school.

We commend these programs and others like them for their efforts to enable adolescent mothers to complete their education. Similar programs in other communities across the country would be useful where needs warrant. We are concerned about the well-being of both adolescent parents and their children. We want to ensure that the children are cared for adequately. We also want to provide supports for adolescent mothers. At the same time, we feel that adolescent parenthood is a major social concern and we believe that preventive action must be taken to reduce the extent of this problem.

RECOMMENDATION

Our recommendation with respect to a new Child Care Development Program will make available funds to promote the development of support programs for adolescent parents and their children (Recommendation 10).

36. **We recommend that provincial governments co-operate with school boards:**

- a. to develop programs, sensitive to local mores, that discourage adolescent pregnancy; and
- b. to develop assistance programs that enable adolescent mothers to complete their high school education and provide quality care for their children.

Abused Children

In the past few years, there has been an increase in the reported incidence of child abuse in Canada. Whether the increase stems from an actual rise in abuse or whether it can be explained by improved reporting of suspected cases, our first priority must be to protect children from abuse by people who have authority over them.

Anyone in a position to observe a child's behaviour and physical condition has a responsibility to be alert to possible signs of abuse. Child care workers and preschool teachers are in a good position to recognize changes in a child's behaviour that might point to abuse. Yet many caregivers and teachers are not adequately trained to identify and report child abuse.¹⁰ At the same time, we know that parents, too, are concerned about the possibility of abuse by caregivers. We believe parents should also have information about the possible symptoms of abuse. Family Allowance cheque inserts would be one way to distribute this information to all Canadian families.

There have been some efforts to improve caregiver training. In 1983, the Child Abuse Prevention Program of the Ontario Ministry of Community and Social Services and the Association for Early Childhood Education, Ontario produced a handbook on child abuse for early childhood educators. The booklet includes information on the indicators of abuse as well as methods and procedures for reporting suspected abuse. Manitoba has a standard protocol on child abuse that applies to all professionals and is developing a specific protocol for child care workers. In 1986, the government of Quebec produced a guide concerning child abuse for all professionals and adults who are in frequent contact with children.

These efforts help improve the ability of caregivers to identify cases of suspected child abuse. A national guide listing indicators of abuse and provincial reporting requirements under child welfare legislation would also be helpful to both parents and caregivers in detecting abuse and putting a stop to it.

We are especially concerned about the effects of violent family situations on children. Women from the Cape Breton Transition House told us that 60% of its residents are children. Many of them have been physically or emotionally abused and need as much assistance as their mothers. Staff at the Cape Breton Transition House encourage children to talk about their feelings—their helplessness, their fears, and their guilt. Female and male child care workers act as role models to show how families can communicate in a caring fashion rather than through physical violence. This type of program is particularly important in preventing future violence.

Women who have experienced violence must obtain legal assistance, seek medical attention and counselling, and often look for a new home. They need support during this critical time and may be unable temporarily to provide attention and care to their children. Representatives from the Vernon Women's Transition House emphasized the importance of services for children in these circumstances. A child care worker in the home is not just babysitting but is helping to strengthen the family by responding to the social and emotional needs of the children.

Integrating child care services with transition houses is complicated by current funding arrangements. Many transition houses are run through the efforts of volunteers from the community; but they can also receive financial support from two public sources. Money for building costs can be obtained through the Canada Mortgage and Housing Corporation (CMHC), and support for operating costs is available from provincial or municipal sources and cost-shared by the federal government through CAP. Transition houses that have difficulty obtaining operating funds should be helped by our recommendations with respect to CAP and the new operating grants under the proposed Family and Child Care Act. We would also like to see enhanced financial assistance with capital costs through CMHC. CMHC recognizes the need for social facilities, such as child care, through its site planning criteria, its program to provide financial assistance for social housing, and its insurance provisions for other types of housing. We believe that such measures should be retained and, where possible, improved.

Because we are concerned primarily about the effect of violent family situations on the well-being of children, we cannot ignore the fact that unless abusive parents get help, the children will remain vulnerable. Self-help groups for men who physically abuse women have been formed in several communities. Other self-help groups provide emotional assistance to parents who have physically abused their children. One such group is the Parent Aide Program affiliated with the Child Protection Centre at the Health Sciences Centre in Winnipeg. We believe that these efforts, as well as the establishment of more transition homes with therapeutic child care services, will help break the cycle of violence.

RECOMMENDATIONS

- 37. We recommend that Health and Welfare Canada:**
 - a. develop a national guide specifically for child care workers, outlining procedures for identifying and responding to suspected cases of child abuse;**
 - b. distribute inserts with Family Allowance cheques in an effort to educate parents regarding this important issue; and**
 - c. undertake other educational programs on child abuse that are considered advisable.**
- 38. We recommend that the Minister of Health and Welfare negotiate with provincial and territorial counterparts to develop appropriate child care and support services for children living in transition homes with their mothers.**
- 39. We recommend that the Canada Mortgage and Housing Corporation give favourable consideration to applications for loans from groups wishing to establish transition homes with child care facilities.**

Notes to Chapter 5

1. Figures provided by Indian and Northern Affairs Canada, September 1986.
2. Indian and Northern Affairs Canada (1982), *Indian Social Welfare*.
3. Figures provided by Indian and Northern Affairs Canada, September 1986.
4. Karen Mock (1986), *Child Care Needs of Cultural Minorities*. Study commissioned by the Special Committee on Child Care.
5. Alberta Labour (1986), *Guidelines: Building Requirements Day Care Centres*.
6. Honourable Jake Epp (1986), "National Strategies for Health Promotion", Address to the 77th Annual Conference, Canadian Public Health Association.
7. Figures provided by Statistics Canada, October 1986.
8. Harry MacKay and Catherine Austin (1983), *Single Adolescent Mothers in Ontario*, Canadian Council on Social Development.
9. Carl Grindstaf (1986), *Adolescent Marriage and Childbearing: The Long-Term Economic Outcome, Canada in the 1980s*, University of Western Ontario.
10. Donna Lero and S. de Rijcke-Lollis (1978), "Early Childhood Educators and Private Home Day Care Providers: Knowledge, Attitudes and Experiences Related to Child Abuse", Ontario Ministry of Community and Social Services.

DISSENTING OPINION

APPENDIX A

Lucie Pépin, M.P., Liberal Party

I believe the Committee should have created a policy framework for effective federal leadership in the area of child care.

I also believe that Canadians need a national program for child care similar to existing national programs supporting health and education.

For these reasons I am writing a separate minority report.

Lucie Pépin, M.P.
Room 668, Confederation Building
House of Commons
Ottawa, Ontario
K1A 0A6

DISSENTING OPINION

Margaret Mitchell, M.P., New Democratic Party

Over the past two decades, there have been profound and dramatic changes in Canadian family life. These changes require new policies to meet the needs of Canadian parents and children. We have to start from the reality that most families, both today and in the future, will have both parents in the labour force. It is time public policy caught up to the needs of today's families.

Child care services which exist in Canada today are piecemeal, fragmented services which are unaffordable for average families and often of questionable quality. A majority of children are left in unlicensed, informal care arrangements or have no supervision. Services are subsidized by the low wages of caregivers.

Unfortunately the recommendations of the Conservative majority on the Special Committee on Child Care will perpetuate these problems rather than contribute to a solution. Although the majority invokes the language of choice, their recommendations do not increase real choice for parents whether they work inside or outside the home. By giving priority to individual subsidies through the tax system, they merely perpetuate continued use of unlicensed care of unknown quality. The Committee's financing proposals provide no direct federal funds to alleviate the child care crisis. The limited shared funding which is proposed is dependent on provincial initiatives and requires no improvement in quality. Regional disparities are likely to continue.

I disagree fundamentally with both the philosophy and substance of the Committee's priorities and recommendations. I also am profoundly disappointed at the Conservative majority's refusal to acknowledge that good child care services with extended parental leave are essential to the advancement of equality for women.

The Special Committee had a great opportunity, with increasing public support, to develop a plan of action to build a comprehensive, flexible, affordable, accessible system of quality, non-profit child care services in all of Canada's regions. The Conservative majority has failed to meet the challenge. Instead they have presented to Canadian families patchwork proposals which are misdirected and inadequate. Therefore, I must reject this Report and have put forward the New Democrats' alternatives in our Report, "Caring for Canada's Children", which is available from my office:

Margaret Mitchell, M.P.
Room 760, Confederation Building
House of Commons
Ottawa, Ontario
K1A 0A6

Summary of Recommendations

Family and Child Benefits

Evaluating the Child Benefits System

1. WE RECOMMEND that in the current review of the federal tax system, the existing elements of the child benefits system be retained. (Page 17)

Introduction of Child Care Tax Credits

2. WE RECOMMEND that the existing Child Care Expense Deduction be replaced by a Child Care Expense Credit of up to 30% of expenses, but not to exceed \$3,000 per child age 14 and under and \$12,000 per family, with all current eligibility criteria retained; (Page 23)
3. WE RECOMMEND that an alternative Refundable Child Care Tax Credit in the amount of \$200 for the first child, \$100 for the second and \$50 for each subsequent child be introduced concurrently for families with children age 0-5, to provide financial recognition for those families where a spouse remains at home to care for children and to assist other families who may, for whatever reason, have child care expenses not eligible for the Child Care Expense Credit; and (Page 24)
4. WE RECOMMEND that the provincial and territorial governments, which will gain an estimated \$69 million in tax revenues as a result of the implementation of Recommendations 2 and 3, use these additional funds to extend the availability of child care subsidies to low- and middle-income families and to improve licensed child care services. (Page 24)

Parental Benefits and Leave

5. WE RECOMMEND that the Minister of Employment and Immigration introduce amendments to the *Unemployment Insurance Act* to enable:
 - a. the introduction of a two-tier system of maternity and parental benefits to include:

- (i) maternity benefits, claimable up to eight weeks prior to the expected date of birth but that must be taken for a minimum of two weeks following the birth;
 - (ii) parental benefits, available exclusively to one or consecutively to both spouses, at the discretion of the mother; subject to
 - (iii) a requirement that the total period of maternity and parental benefits claimed with respect to a particular pregnancy not exceed the maximum number of weeks defined below;
- b. conformity between the number of weeks of employment eligibility for maternity and parental benefits and the regular requirements of the Act.
 - c. removal of the 15-week aggregate benefit limit, so that the availability of sickness benefits is separate and distinct from any maternity or parental benefits to which a person is entitled.
 - d. extension, on a graduated basis, of maternity and parental benefits:
 - (i) eliminating the two week waiting period in 1987; and
 - (ii) extending the benefit period by two weeks per year, beginning in 1988 and concluding in 1992 when a single week of benefits shall be added to a maximum of 26 weeks;
 - e. flexibility of the claimant period to authorize benefits not to exceed the maximum normally allowable but in cases where an infant is confined to hospital for more than two weeks following birth, to enable eligibility for maternity or parental benefits in no more than two claim periods, the latter expiring one year from the date of birth; and
 - f. inclusion of adoptive parents in all appropriate amendments. (Page 26)
6. WE RECOMMEND that provincial and territorial governments examine the leave provisions of their labour standards legislation with a view to conforming with the appropriate sections of Recommendation 5. (Page 27)

Use of Existing Child Care Subsidies under the Canada Assistance Plan

7. WE RECOMMEND that Health and Welfare Canada work with its provincial and territorial counterparts to develop mechanisms to evaluate and monitor day care subsidy programs under the Canada Assistance Plan. (Page 30)
8. WE RECOMMEND that Health and Welfare Canada discuss with the provinces and territories ways and means of publicizing the income levels that currently determine eligibility for day care subsidies under the Canada Assistance Plan. (Page 30)
9. WE RECOMMEND that Health and Welfare Canada encourage the provinces and territories to use existing matching funds available under the Canada Assistance Plan for high-quality, developmental head-start programs for disadvantaged children. (Page 30)

Family and Child Care Services

Introduction of a Family and Child Care Act

10. WE RECOMMEND that the federal government introduce a Family and Child Care Act, complementing the Canada Assistance Plan, to provide federal funds to licensed child care centres, family day care homes, and family support services through cost-sharing with the provinces and territories, based on the following amounts:
 - a. Capital grants for each new space created in the amounts of \$300 for children age 0-5, \$200 for children age 6-12, and an additional \$200 for each disabled child age 0-12, authorized for a period of three years from the date to be specified by the Minister of Health and Welfare in consultation with provincial and territorial counterparts;
 - b. Operating grants for all spaces in the amounts of \$3 per day for infants, \$2 per day for children age 3-5, \$0.50 per day for children age 6-12, and an additional \$3 per day for each disabled child age 0-12; and
 - c. Special assistance to licensed family support services, family resource programs, information and referral services, parenting programs for adolescent mothers, support programs for single parents, school-age programs and other forms of support, through a \$15 million annual Child Care Development Program to subsidize the equipment and operating costs of such services. (Page 42)
11. WE RECOMMEND that funding of the programs proposed in Recommendation 10 be on 50-50 basis, but in the case of low income provinces and territories the federal government pay a greater percentage according to a negotiated formula. (Page 42)
12. WE RECOMMEND that the federal government incorporate an Initiatives and Research Fund of \$4 million annually into the Family and Child Care Act to promote research into child care arrangements in Canada and to determine ways and means of addressing other problems related to child care, including but not limited to:
 - a. consulting services for potential child care sponsor groups, with particular emphasis on start-up information: incorporation, financial management and other administrative matters;
 - b. specialized funding for 'head start' programs;
 - c. emergency care services where need is demonstrated; and
 - d. research and development to meet the needs of rural families. (Page 42)
13. WE RECOMMEND that until such time as the Family and Child Care Act is enacted, the Minister of Health and Welfare request a special appropriation to sponsor special initiatives and research in child care. (Page 42)

Establishing a Secretariat

14. WE RECOMMEND that a new Secretariat be established within Health and Welfare Canada to administer the Family and Child Care Act, to monitor implementation of the government's response to the recommendations of this

Committee, to facilitate federal activities, and to work with the public, private and non-profit sectors to encourage initiatives in the field of child care, including but not limited to the following:

- a. collecting and preparing information for the purposes of providing distributive, promotive and consultative services to parents, employer and employee associations, volunteer organizations, specialized child care service agencies, child care providers and other interested parties; and
 - b. enhancing the development and quality of services such as:
 - (i) parent education, including guidelines on ways to select quality non-parental care;
 - (ii) work-related child care arrangements with employees, business and labour groups;
 - (iii) preschool multicultural resources and culturally sensitive early childhood programs;
 - (iv) care and supervision of school-age children;
 - (v) family day care homes;
 - (vi) rural child care programs;
 - (vii) educational upgrading of caregivers working with disabled children; and
 - (viii) development of home support services for the purpose of providing relief to the parents of disabled children. (Page 43)
15. WE RECOMMEND that the existing National Day Care Information Centre be incorporated into the new Secretariat. (Page 44)

Preschool Services

See Recommendation 10 (capital grants, operating grants, and support and referral services).

16. WE RECOMMEND that Employment and Immigration Canada, through the Skills Shortages component of the Canadian Jobs Strategy, actively fund and promote full- and part-time training courses in child care for the purpose of upgrading the skills of formal and informal caregivers. (Page 46)
17. WE RECOMMEND that the provinces and territories develop the highest possible standards to ensure quality child care across Canada. (Page 46)

School-Age Services

See Recommendations 10 (capital grants and operating grants) and 14 (encouragement of school-age services).

18. WE RECOMMEND that provincial and territorial governments encourage educational authorities to provide space and equipment and to promote school-age child care services in co-operation with parents and volunteer groups. (Page 48)

See Recommendation 10 (school-age programs).

Rural Services

See Recommendations 12 (research and development) and 14 (specialized child care services and enhancement of services).

19. WE RECOMMEND that Agriculture Canada promote the safety of children on Canadian farms. (Page 49)

Comprehensive Services

Use of Official Languages

20. WE RECOMMEND that the Secretary of State assist community associations to enable provision of caregiver training in either official language of Canada. (Page 50)

Research and Development

See Recommendation 12 (Special Initiatives and Research Fund).

Federal Business Development Bank Financing

21. WE RECOMMEND that the Federal Business Development Bank expand its services to child care centres by informing operators of loan and banking provisions for capital development. (Page 50)

Family Support Services

Family Resource Programs

See Recommendation 10 (Child Care Development Program, parental assistance).

22. WE RECOMMEND that the Department of National Defence promote, where needs warrant, the establishment of family resource programs on armed forces bases. (Page 52)

Parent Education

See Recommendation 14 (parent education).

23. WE RECOMMEND that the Canadian Broadcasting Corporation accord priority to the preparation, purchase and broadcast of audio and visual programs from the National Film Board and private production companies dealing with the development of parenting skills and healthy family life. (Page 54)

Single-Parent Families

24. WE RECOMMEND that the federal, provincial and territorial Ministers of Justice act immediately to ensure that all interprovincial/territorial barriers to the enforcement of support and custody orders are removed. (Page 55)

See Recommendation 10 (single parents).

Family and Work

Promoting Family- and Child-Related Work Arrangements

See Recommendation 14 (secretariat consultation with employer and employee associations and work-related child care arrangements).

Tax Incentives for Work-Related Child Care Arrangements

25. WE RECOMMEND that amendments be introduced to the *Income Tax Act* to authorize for a period of three years from the date to be specified by the Minister of Health and Welfare, a 100% Capital Cost Allowance for expenditures incurred to provide new child care spaces by employers for their employees in the year in which such costs are incurred, with the provision that should these spaces not remain available for their intended purpose for a period of five years, this Capital Cost Allowance may be revoked in full. (Page 63)
26. WE RECOMMEND that the Ministers of Finance and Revenue undertake, as part of the process of tax reform, an examination of the taxation issues for both employers and employees inherent in providing work-related child care. (Page 63)

Extending Maternity Leave

See Recommendation 6 (labour standards legislation).

The Federal Government as Employer

27. WE RECOMMEND that Treasury Board encourage establishing and equipping child care centres in federal buildings where feasible and where there are sufficient numbers of employees who need and will use the service. (Page 65)

Special Services for Families

Native People

28. WE RECOMMEND that Indian and Northern Affairs Canada:
- a. in consultation with Indian peoples' groups and organizations, place priority in its examination of child welfare issues on the role of child care and other family

- support services in strengthening families and in reducing the need to remove children from their homes;
- b. in consultation with native peoples' groups and organizations, adjust its existing child welfare budget to accord higher priority to the funding of family and children's support services;
 - c. be required to report to Parliament within one year of the tabling of this report to outline the progress it has made with respect to its implementation of the government's response to this recommendation. (Page 70)
29. WE RECOMMEND that Health and Welfare Canada provide additional training for its Community Health Representatives to assist them in identifying family and child care needs and in establishing family support programs designed to prevent family breakup and promote healthy child development. (Page 71)
30. WE RECOMMEND that within its existing budget the Secretary of State:
- a. provide funds enabling Native Friendship Centres and native women's organizations to establish off-reserve family support and child care programs;
 - b. initiate an information service to provide consultation to native peoples' groups regarding the establishment of family support programs and ensure that existing child care programs demonstrate appropriate sensitivity to native cultures and values. (Page 71)
31. WE RECOMMEND that the Minister of Employment and Immigration promote the development and extend the support for training programs for native people who wish to become family and child care workers and that these programs be conducted in suitable locations. (Page 71)

Multicultural Sensitivity

See Recommendation 14 (multicultural resources and culturally sensitive early childhood education).

32. WE RECOMMEND that Employment and Immigration Canada re-examine its present policy regarding child care services under the Immigrant Settlement and Adaptation Program with a view to determining current effectiveness from the perspective of the new Canadian family, including emphasis on the provision of child care services for at-home parents taking language courses. (Page 73)
33. WE RECOMMEND that the Minister of State for Multiculturalism promote the development and exchange of preschool multicultural programs and materials and greater use of existing child care expertise in cultural communities. (Page 73)
34. WE RECOMMEND that the Minister of State for Multiculturalism explore with the provinces and territories mechanisms for developing culturally sensitive early childhood programs. (Page 73)

Families with Disabled Children

See Recommendations 10 (capital grants and operating grants) and 14 (upgrading caregivers and home support).

35. WE RECOMMEND that Health and Welfare Canada:
- (i) include the prevention of disability in children as a major goal in the health promotion policy currently being developed by the department;
 - (ii) assign high funding priority to voluntary organizations with programs directed at preventing disability in children; and
 - (iii) take the lead role within the federal government in co-ordinating the provision of information on preventing disability in children. (Page 77)

Adolescent Parents

See Recommendation 10 (parenting and support programs).

36. WE RECOMMEND that provincial governments co-operate with school boards:
- a. to develop programs, sensitive to local mores, that discourage adolescent pregnancy; and
 - b. to develop assistance programs that enable adolescent mothers to complete their high school education and provide quality care for their children. (Page 78)

Abused Children

37. WE RECOMMEND that Health and Welfare Canada:
- a. develop a national guide specifically for child care workers, outlining procedures for identifying and responding to suspected cases of child abuse;
 - b. distribute inserts with Family Allowance cheques in an effort to educate parents regarding this important issue; and
 - c. undertake other educational programs on child abuse that are considered advisable. (Page 80)
38. WE RECOMMEND that the Minister of Health and Welfare negotiate with provincial and territorial counterparts to develop appropriate child care and support services for the children living in transition homes with their mothers. (Page 80)
39. WE RECOMMEND that the Canada Mortgage and Housing Corporation give favourable consideration to applications for loans from groups wishing to establish transition homes with child care facilities. (Page 80)

APPENDIX B

Orders of Reference

Thursday, October 9, 1986

ORDERED, —That a Special Committee of the House of Commons, consisting of the following members, be appointed to act as a Parliamentary Task Force on Child Care: Belsher, Duguay, Martin (Lincoln), Mitchell, Nicholson (Niagara Falls), PÉpin; to report on the future of child care in Canada in the context of the changing needs of the Canadian family in today's society with particular reference to the following:

- (1) the requirements of children for care in parental or non-parental arrangements and the preferences of parents in this regard;
- (2) the role of the federal government in child care in light of the shared responsibility for child care among parents, the private sector, the voluntary sector, and governments; and
- (3) alternatives for future action by the federal government: the alternatives proposed should take into account factors such as:
 - (a) the special circumstances of various families, including but not limited to such factors as marital status of parents, economic circumstances of families, and location, cultural background and disability of parent(s) or child; and
 - (b) the financial implications for the government of any initiatives which may be proposed including tax measures or other fiscal arrangements;

That the evidence adduced by the Special Committee on Child Care in the First Session of the present Parliament be deemed to have been referred to the Special Committee hereby appointed;

That the Special Committee, in carrying out its review, shall have all the powers given to Standing Committees by Standing Order 96(1);

That the portion of the budget of the Special Committee on Child Care not expended during the First Session of the present Parliament be deemed to constitute the entire budget of the Special Committee hereby appointed, unless a supplementary budget is approved by the Board of Internal Economy;

That the Special Committee be authorized to repay, from its budget, expenditures undertaken by the Committees and Private Legislation Branch between September 3, 1986, and October 22, 1986, in order to expedite the study of the Special Committee's mandate;

That, notwithstanding the usual practices of this House, if the House is not sitting when an interim or final report of the Special Committee is completed, the Special Committee shall report its findings by depositing its report with the Clerk of the House, which report shall thereupon be deemed to have been laid upon the Table; and

That the Special Committee shall report no later than Wednesday, November 26, 1986.

ATTEST

Michael B. Kirby
for the Clerk of the House of Commons

Wednesday, November 26, 1986

ORDERED, —That, in relation to its Order of Reference of Thursday, October 9, 1986, the deadline for submitting the Report of the Special Committee on Child Care be extended to March 31, 1987.

ATTEST

Michael B. Kirby
for the Clerk of the House of Commons

APPENDIX C

Witnesses

Alberta

- Alberta Association for Children and Adults with Learning Disabilities (Issue No. 41)*
- Alberta Association for Young Children (No. 39)
- Alberta Association of Social Workers (No. 41)
- Alberta Chamber of Commerce (No. 39)
- Alberta Federation of Labour (No. 39)
- Alberta Federation of Women United for Families (Calgary Chapter) (No. 41)
- Alberta Federation of Women United for Families (No. 39)
- Alberta Status of Women Committee (No. 39)
- Alberta Union of Provincial Employees (No. 39)
- Alberta Women in Support of Agriculture (No. 41)
- Business and Professional Women's Club of Calgary (No. 41)
- Calgary Association for Quality Child Care (No. 41)
- Calgary Chamber of Commerce (No. 41)
- Calgary Labour Council (No. 41)
- Canada Place Child Care Society (No. 39)
- Canadian Union of Public Employees (Lethbridge, Alberta Division) (No. 42)
- Canadian Union of Public Employees Local 38 (No. 41)
- Catholic Pastoral Centre (No. 41)
- Catholic Women's League of Canada (No. 39)
- Child Development Professionals of Medicine Hat (No. 42)
- Child Welfare Faculty of Social Welfare, University of Calgary (No. 41)
- Children's Corner Child Care Centre (No. 42)
- Citizens for Public Justice (No. 39)
- City of Medicine Hat (No. 42)
- Clifford E. Lee Foundation (No. 39)
- Day Care Society of Alberta (No. 41)
- Day Care Society of Banff (No. 41)
- Early Childhood Development Advisory Committee of Medicine Hat College (No. 42)
- Early Childhood Professional Association of Alberta (Nos. 39 & 41)
- Edmonton and District Labour Council (No. 39)
- Edmonton Chamber of Commerce (No. 39)
- Edmonton Coalition for Quality Child Care (No. 39)
- Edmonton Committee on Child Abuse and Neglect (No. 39)
- Edmonton Emergency Ad Hoc Group on Out-of-School Care (No. 39)
- Edmonton Social Planning Council (No. 39)
- Edmonton Social Services (No. 39)
- Edmonton West Child Care Sub-Committee (No. 39)

*The issue number of the *Minutes of Proceedings and Evidence* of the Special Committee on Child Care indicates the committee hearing at which the witness appeared.

Family & Community Support Services Advisory Board, City of Medicine Hat (No. 42)
 Federal P.C. Women's Caucus of Calgary (No. 41)
 Fernie Women's Resource and Drop-in Centre (No. 39)
 Garland, Judy (No. 41)
 Grande Prairie Regional College (No. 39)
 Grant MacEwen Community College (No. 39)
 Hicks, Karyn (No. 41)
 Hurd, Larry D. (No. 41)
 Ironside, J. Gordon (No. 41)
 Kassian, Mary (No. 39)
 Kids Union of Canada (No. 39)
 Koltun, Bernie (No. 42)
 Lawson Children Centre (No. 42)
 Lethbridge and District Private Operators Association (No. 42)
 Lethbridge Community College (No. 42)
 McLean, Candi (No. 41)
 Medicine Hat Child Care Evaluation Project (No. 42)
 Medicine Hat Day Care Advisory Committee (No. 42)
 Medicine Hat Health Unit (No. 42)
 Medicine Hat Women's Shelter (No. 42)
 Morrison, Cheryl (No. 41)
 Mothers at Home (No. 41)
 Munro, Kit (No. 39)
 National Farmers Union, Region 8 (No. 39)
 Native Council of Canada (Alberta) and the Native Canadian Consultants Limited (No. 41)
 Native Council of Canada (No. 39)
 Oliver Day Care Society (No. 39)
 Ruelle, Jo (No. 41)
 Saka, Yumi (No. 42)
 Smith, Beverley (No. 41)
 Smith, Hazel (No. 41)
 Southern Regional Day Care Directors Association, Lethbridge (No. 42)
 St. Gerard Catholic Women's League (No. 41)
 University of Calgary (Department of Psychiatry, Health Science Centre) (No. 41)
 Weaver, Coral (No. 41)
 Women of Unifarm (No. 39)
 YWCA of Calgary (No. 41)

British Columbia

Association for Reformed Political Action (No. 9)
 Association of Independent Church Schools (No. 10)
 Bell, Jeremy (No. 10)
 Berwick Pre-School (No. 10)
 Bible Fellowship Education Institute (No. 10)
 Blencoe, Robin, M.L.A. (Victoria) (No. 8)
 Boone, Lois (No. 37)
 Boundary Similkameen New Democrats (No. 38)
 British Columbia and Yukon Association of Women's Centres (No. 38)
 British Columbia Association of Social Workers (No. 10)
 British Columbia Day Care Coalition (No. 9)
 British Columbia Federation of Labour (No. 9)
 British Columbia Medical Association, Child Care Committee Council on Health Promotion (No. 9)
 British Columbia Pre-School Teachers Association – Terrace and the Terrace Children Development and Women Centre (No. 37)
 British Columbia Preschool Teachers' Association (No. 8)
 British Columbia Public Interest Research Group (No. 10)
 British Columbia Tribal Forum (No. 10)
 British Columbia Women's Liberal Commission (No. 10)
 Brown, Joyce (No. 9)
 Brown, Rosemary, M.L.A. (No. 8)

Building Owners & Managers Association (No. 9)
 Burnham, Shirley M.G. (No. 38)
 Burquitlam Child Care Centre (No. 10)
 Camosun College Group Day Care Society (No. 8)
 Campbell River and Area Women's Resource Society (No. 8)
 Campbell, Emily (No. 9)
 Campbell, Shannon (No. 8)
 Canadian Grandparents Rights Association (No. 11)
 Canadian Union of Postal Workers (No. 10)
 Canadian Union of Public Employees (No. 10)
 Capital Region Infant Development Programme (No. 8)
 Carrier Sekani Tribal Council (No. 37)
 Central Okanagan Day Care Society (No. 38)
 Cerebral Palsy Association of Lower Vancouver Island (No. 8)
 Chataway, Peter (No. 38)
 Cheslatta Band (No. 37)
 Chetwynd Women's Resource Society (No. 37)
 Child Care Committee, University Women's Club (No. 9)
 Children's Services Employees Union of British Columbia (No. 10)
 Childrens Challenge Daycare of Kamloops (No. 38)
 Chudd, Gyda (No. 11)
 Chudnovsky, Rita (No. 9)
 City Hall Child Care Society (No. 9)
 City of Vancouver (No. 11)
 Coates, Penny (No. 9)
 Comox Valley Children's Day Care Society (No. 8)
 Cowichan Indian Band (No. 8)
 Cowichan Valley Preschool Teachers (No. 8)
 D'Abadie, Judy (No. 9)
 Davies, William (No. 9)
 Downtown Eastside Residence Association (No. 10)
 Early Childhood Education Advisory Committee of the College of New Caledonia (No. 37)
 Early Childhood Education Group of Prince Rupert (No. 38)
 Early Childhood Education Students of the College of New Caledonia (No. 37)
 East Kootenay Infant Development Program (No. 38)
 Education Advisory (No. 10)
 Esquimalt Saanich P.C. Women's Association (No. 8)
 Federated Anti-Poverty Group of Victoria (No. 8)
 Felling, R. (No. 9)
 First Nation South Island Tribal Council (No. 10)
 Friendship House Nursery School (No. 37)
 Gobbi, Barbara (No. 37)
 Godron, Evangeline (No. 8)
 Gray, Hazel (No. 8)
 Griffin, Shannon (No. 8)
 Harbourside Daycare Centre (No. 10)
 Heim, Kathi (No. 37)
 Heim, Richard (No. 37)
 Hepburn, Colin (No. 37)
 Hepburn, Yvette (No. 37)
 Horn, Catherine (No. 8)
 Indian Homemakers of British Columbia (No. 11)
 Information Daycare (No. 11)
 Information Exchange (No. 10)
 Ingenika Band (No. 37)
 James Bay Community School Daycare and Out-of-School Care Program (No. 8)
 James Bay Community School Society (No. 8)
 Johnston, Barbara (No. 38)
 Kamloops and District Labour Council (No. 38)
 Kelowna and District Boys and Girls Club (No. 10)
 Kelowna Campus Day Care Society (No. 38)
 Kelowna Family Day Care Society (No. 38)
 Kilby, Louise (No. 37)
 Kitimat-Terrace and District Labour Council (No. 37)

Kootenay Columbia Child Care Society, Hobbit Hill Children's Centre (No. 38)
 Kowey, Bernadette (No. 9)
 Lonsdale Creek Day Care Association (No. 10)
 Lonsdale Out of School Child Care Society (No. 9)
 Lower Mainland Association of Private Daycare Centres (No. 9)
 MacDonald, Peggy (No. 38)
 Maria Montessori Academy (No. 8)
 Marigold Daycare Centre (Nos. 8 & 9)
 Mayor's Advisory Committee on Social Services, Victoria (No. 8)
 McCurdy, Isabel (No. 9)
 McDiarmid, Laura (No. 9)
 Miles, Anne (No. 11)
 Morrison, Nancy (No. 11)
 MOSAIC (No. 11)
 Musqueam Indian Band (No. 10)
 Narnia Child Care Centre (No. 8)
 Necoslie Band (No. 37)
 Netterfield, Cal (No. 9)
 North Island College (No. 8)
 North Shore Women's Centre (No. 10)
 Office and Technical Employees' Union (No. 10)
 Okanagan South New Democratic Party (No. 38)
 One Parent Family Association of Canada (No. 37)
 Pacific Bible College and B.C. Carson Family Association International (No. 10)
 Pacific Montessori Society (No. 8)
 Pickup, Carol (No. 8)
 Preschool Multicultural Services (No. 10)
 Prince George British Columbia Preschool Teachers' Association (No. 37)
 Prince George Child Care Advisory Committee (No. 37)
 Prince George Family Daycare Association (No. 37)
 Prince George Women's Resource Centre (No. 37)
 Professional Secretaries International (No. 9)
 Prudhomme, Marcel (No. 8)
 Quality Sahali Day Care of Kamloops (No. 38)
 Queen Charlotte Island Women Society (Nos. 11 & 38)
 Quesnel Preschool Teachers Association (No. 37)
 REAL Women of Canada, British Columbia Chapter (No. 9)
 Registered Out-of-School Care Operators (No. 8)
 School Age Child Care Association (No. 9)
 Schwinn, Barry (No. 8)
 Shaw, Elizabeth (No. 11)
 Sheepwash, J. (No. 9)
 Simon Fraser University Child Care Society (No. 10)
 Simon Fraser University, Children's Centre (No. 10)
 Single Parents Resource Centre (No. 8)
 Social Planning and Review Council (No. 10)
 Solidarity Coalition and End Legislated Poverty (No. 9)
 Springridge Early Childhood Centre (No. 8)
 Starr, Rosa Bianca (No. 11)
 STEP-UP (No. 10)
 Still, G. (No. 9)
 Stoney Creek Band Council (No. 37)
 Strikwerda, Fred (No. 10)
 Stuart Trembleur Band (No. 37)
 Sullivan Family Action (No. 9)
 Terrace Unemployment Action Centre (No. 37)
 Thiessen, Alan (No. 10)
 United Fisherman and Allied Workers (No. 10)
 University of British Columbia Child Care (No. 11)
 University of Victoria Daycare Services (No. 8)
 Van Der Woerd, Ben (No. 9)
 Vancouver Association for Learning Disabled (No. 10)
 Vancouver Association of Neighbourhood House (No. 9)
 Vancouver Island Cooperative Preschool Association (No. 8)

Vancouver Island Early Childhood Centre Operators Association (No. 8)
 Vancouver School Board (No. 9)
 Vancouver Status of Women (No. 9)
 Vancouver Unemployment Action Centre (No. 10)
 Vancouver YMCA (No. 9)
 Vancouver YWCA (No. 10)
 Vernon Women's Transition House Society (No. 38)
 Vickers, David (No. 8)
 Victoria Business and Professional Women's Club (No. 8)
 Victoria YM-YWCA (No. 8)
 West Kootenay Family and Childcare Services Society (No. 38)
 West Side Family Place (No. 11)
 Western Family Day Care Society (No. 9)
 Wiebe, John (No. 9)
 Williams, Margaret H. (No. 8)
 Women for Life, Faith and Family (No. 8)
 Women's Rights Committee - NDP (No. 9)

Manitoba

Alliance for Life (No. 51)
 Anishinaabe Child & Family Services Inc. (No. 51)
 Anne Ross Day Nursery, Mount Carmel Clinic (No. 50)
 Assiniboine Kiddie Kollege (No. 49)
 Birdtail River School Division No. 38 (No. 49)
 Bran-U Daycare (No. 49)
 Buttons and Bows Daycare (No. 49)
 Callaghan, Heather (No. 51)
 Canadian Association of Social Workers (No. 50)
 Canadian Federation of Independent Church Schools (No. 49)
 Canadian Union of Public Employees (No. 51)
 Canadian Union of Public Employees - Local 1550 (No. 51)
 Central Region Manitoba Child Care Association (No. 49)
Centre préscolaire Le p'tit bonheur (No. 50)
 Charter of Rights Coalition (Manitoba) (No. 51)
 Child Care Worker Training Program (No. 50)
 Christian Counselling Service Inc. (No. 50)
 Core Area Training & Employment Agency, School Age Child Care Training Program (No. 51)
 Early Childhood Education, Brandon University (No. 49)
 Eastman Day Care Directors (No. 51)
 Family Institute of Canada (No. 50)
Fédération provinciale des comités de parents (No. 50)
 First Nations Confederacy of Manitoba (No. 50)
 Fort Garry Inter-Agency Council (No. 50)
 Hum, Derek (No. 50)
 Hurl, Lisa (No. 50)
 Immigrant Women's Association of Manitoba (No. 50)
 Kidi Garden Day Nurseries Inc. (No. 50)
 Knowles Centre Inc. (No. 50)
 Knox Day Nursery (No. 50)
 Leckie, Bev (No. 49)
 Lucas, Jan (No. 49)
 Ma Mawi Wi Chi Itata Centre, Inc. (No. 50)
 Manitoba Action Committee on the Status of Women (No. 49)
 Manitoba Association for Childbirth and Family Education (No. 51)
 Manitoba Child Care Association (No. 50)
 Manitoba Day Care Liaison Committee (No. 51)
 Manitoba Federation of Labour, C.L.C. (No. 51)
 Manitoba Government Employees' Association (No. 51)
 Manitoba Home Economics Association (No. 51)
 Manitoba Intercultural Council (No. 51)

Manitoba Teachers' Society (No. 50)
 Moffitt, Lesley (No. 49)
 National Association of Women and the Law (No. 51)
 National Farmers Union (No. 49)
 National Federation of Nurses' Unions (No. 50)
 Nor'West Co-op Health and Social Services Centres Inc. (Sunshine Day Nursery) (No. 50)
 North East Winnipeg Family and Child Extended Social Services (NEW FACESS) (No. 50)
 Northern Options for Women (No. 50)
 Parents of Prince and Princess Day Care Centre (No. 49)
 Parkdale Day Care Center (No. 49)
 Prince and Princess Day Care Castle (No. 49)
 Provincial Council of Women of Manitoba (No. 50)
 Provincial Employees Care for Kids Co-op Inc. (No. 50)
RÉSEAU (No. 51)
 Smith, The Honourable Muriel, Minister of Community Services (No. 50)
 Society for Manitobans With Disabilities (No. 51)
 Thompson Children's World Inc. (No. 50)
 United Food & Commercial Workers Local 111, Women's Committee (No. 50)
 Universal Day Care (No. 50)
 University of Winnipeg Parents Advisory Committee for Preschool and Infant Centres (No. 51)
 Univillage Student Daycare Etc. (No. 50)
 W.A.T.C.H. (No. 50)
 Waverley Heights Child Care Inc. (No. 50)
 Weber, Pat (No. 49)
 Wednesday Morning Group (No. 51)
 Wee Care Child Care Centre, Carman Inc. (No. 51)
 Weiss, Sandra (No. 51)
 Winkler Daycare (No. 50)
 Winnipeg Chamber of Commerce (No. 50)
 Winnipeg Labour Council, C.L.C. (No. 51)
 Winnipeg YWCA (No. 50)
 Young Women's Christian Association of Brandon (No. 49)
 YWCA of Thompson (No. 50)
 Zimmermann, Yardena (No. 51)

New Brunswick

Canadian Union of Public Employees, New Brunswick Division (No. 16)
 Dysart, Shirley, M.L.A. (No. 16)
 Early Family Intervention Inc. (Moncton Headstart) (No. 15)
 Fredericton Boys and Girls Club (No. 16)
L'Association des enseignants et enseignantes francophones du Nouveau-Brunswick (No. 16)
L'Organisation mondiale pour l'éducation préscolaire du Nouveau-Brunswick (No. 15)
 Moncton Boys and Girls Club Incorporated (No. 15)
 Multicultural Association of Fredericton (No. 16)
 Multicultural Association of Greater Moncton (No. 15)
 Native Indian Women's Council (No. 16)
 New Brunswick Advisory Council on the Status of Women (No. 15)
 New Brunswick Child Welfare Association (No. 16)
 New Brunswick Council on Children and Youth (No. 15)
 New Brunswick Day Care Association (No. 16)
 New Democratic Party of New Brunswick (No. 16)
 Provincial Task Force on Pre-School Child (No. 15)
 Sichel, Joan (No. 15)
 Support to Single Mothers Incorporated (No. 15)
 Task Force on Parents and Early Childhood Education (No. 16)
 Women Working with Immigrant Women of New Brunswick (No. 16)
 York Sunbury Day Care Parents Association (No. 16)

Newfoundland

- Arunachalam, Dr. Kantha D. (No. 4)
- Association for New Canadians (No. 4)
- Association for the Mentally Retarded (No. 6)
- Big Brothers - Big Sisters Agency (No. 7)
- Brookfield Daycare Centre (No. 4)
- Burrows, Roger (No. 4)
- Canadian Union of Public Employees (No. 4)
- Cheater, Maxine (No. 6)
- Children's Centre (No. 4)
- College of Trades and Technology (No. 4)
- Collins, Gerry (No. 4)
- Community Services Council of Newfoundland and Labrador (No. 5)
- Condon, Elaine (No. 7)
- Corner Brook Citizen Action Child Care (No. 6)
- Corner Brook City Council (No. 7)
- Corner Brook Status of Women (No. 6)
- Cox's Cove Elementary School (No. 6)
- Daybreak Parent Child Centre (No. 4)
- Daycare Advocacy Association (No. 4)
- Department of Public Health (No. 7)
- Early Childhood Development Association of Newfoundland and Labrador (No. 5)
- Early Childhood Training Centre (No. 5)
- Fan, Dr. J. (No. 6)
- Fenwick, Peter, M.L.A. (No. 4)
- Fianer, Shirley (No. 6)
- Fisher Technical College (No. 6)
- G.C. Rowe School (No. 6)
- Goldie, Robyn (No. 4)
- Hann, Fred (No. 4)
- Hjartarson, Frank (No. 7)
- Humpty Dumpty Daycare (Nos. 4 & 6)
- Johnstone, Dr. Frederick (No. 4)
- Martin, Brenda (No. 6)
- May, Susan (No. 4)
- Memorial University Daycare Centre (No. 4)
- Mount Pearl Daycare Operators (No. 4)
- Newfoundland and Labrador Federation of Labour (No. 5)
- Newfoundland and Labrador Nurses' Union (No. 5)
- Newfoundland Association of Social Workers (No. 5)
- Newfoundland Fishermen, Food & Allied Workers (No. 5)
- Newfoundland Public Health Nursing Association (No. 5)
- Newfoundland Teachers' Association (No. 5)
- Nursery Time Preschool and Daycare Centre (No. 4)
- Parents of "A Small World" (No. 4)
- Parents without Partners (No. 5)
- Power, Patricia (No. 4)
- Primary Interest Council of the Newfoundland Teachers Association (No. 6)
- Provincial Advisory Council on the Status of Women (No. 4)
- Pyke, Lynette & Rebecca (Nos. 4 & 5)
- Rabinowitz, Melba (No. 5)
- Rose Garden Childcare (No. 4)
- Scott, Darlene (No. 5)
- Seward, Jose (No. 6)
- Single Moms Centre (No. 6)
- St. John's Status of Women Council (No. 5)
- Stapenhurst, Annette (No. 5)
- Students Older Than Average (SOTA) (No. 5)
- Thompson, Gerri (No. 6)
- Transition House (No. 4)
- Venner, Liam (No. 6)
- Walsh, Gerri (No. 5)

Wasmeier, Dr. Minnie (No. 6)
Watton, Barbara L. (No. 6)
Western Memorial Regional Hospital (No. 6)
Western Newfoundland Public Health Unit (No. 6)
Women's Resource Centre at Memorial University (No. 5)
Woodrow, Bernice (No. 7)

Northwest Territories

Allerston, Christina (No. 40)
Andrew, Lorelei (No. 40)
Arden, Cecilia (No. 40)
Association of Children and Adults with Learning Disabilities (No. 40)
Cairns, Rosemary (No. 40)
Cambridge Bay Day Care (No. 40)
City of Yellowknife (No. 40)
Clyke, Cecilia (No. 40)
Comprehensive Child Care (No. 40)
Delegation of Dene Nation, Health & Social Services Department (No. 40)
Fraser, Flory (No. 40)
Lawrence, Eliza, M.L.A. (No. 40)
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Mehler, Nicholas Edward Albert (No. 40)
Moore, Diane (No. 40)
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Nitsiza, Mike (No. 40)
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Northwest Territories Council for Disabled Persons (No. 40)
Yellowknife Regional Action Committee (PSAC) (No. 40)
Yellowknife Single Parents (No. 40)
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Nova Scotia

Annapolis Valley Labour Council (No. 13)
Associates of Early Childhood Education (No. 12)
Association of Directors of Registered Centres of Northern Nova Scotia (No. 13)
Canadian Child Care Workers (No. 12)
Canadian Congress on Learning Opportunities for Women (No. 12)
Canadian Union of Child Care and Allied Workers (No. 13)
Cape Breton Transition House (No. 14)
Children's Aid Society of Halifax (No. 13)
City of Dartmouth (No. 12)
Conrod, Brian (No. 14)
Dartmouth Directors of Registered Centres (No. 12)
Dartmouth Staff of Registered Centres (No. 12)
Doherty, Penny (No. 13)
Dubé, Thérèse (No. 13)
East Preston Day Care Centre (No. 13)
Family Services of Eastern Nova Scotia (No. 14)
Gibson-Kennedy, Carole (No. 14)
Gray, Dorothy (No. 13)
Halifax Transition House (No. 13)
Halifax YMCA (No. 12)
Highlands Concerned Parents Association and Outreach Program for Pre-School Children (No. 14)
Jones, Bernice (No. 13)
Low, Lucinda (No. 12)

Lunenburg County District School Board (No. 13)
 Marentette, Hilary (No. 12)
 Mathieson, Marion (No. 14)
 McInerney-Northcott, Maureen (No. 12)
 Micmac Family and Children's Services of Nova Scotia (No. 13)
 Morris, The Honourable Edmund, Minister of Social Services (No. 12)
 Mount St. Vincent University (No. 13)
 Multicultural Association of Nova Scotia (No. 13)
 New Democratic Party Women's Rights Committee (No. 13)
 North End Day Care Centre (No. 13)
 North Preston Day Care Centre (No. 13)
 Nova Scotia Advisory Council on the Status of Women (No. 13)
 Nova Scotia Association of Social Workers (No. 12)
 Nova Scotia Child Care Council (No. 12)
 Nova Scotia Confederation of University Faculty Associations (No. 12)
 Nova Scotia Family and Child Welfare Association (No. 12)
 Nova Scotia Hospital (No. 12)
 Nova Scotia Society for Autistic Children (No. 14)
 Nova Scotia Women's Liberal Commission (No. 12)
 Pelletier, Judy (No. 12)
Place des Petits Moineaux Day Care Centre (No. 14)
 Point Pleasant Child Care Centre (No. 13)
 Pre-School Education Association of Nova Scotia (No. 13)
 Registered Nurses Association of Nova Scotia (No. 13)
 Sackville Family Day Care Association (No. 13)
 South End Day Care (No. 13)
 St. Joseph's Children's Centre (No. 12)
 Town Daycare Centre (No. 14)
 Wee Care Pre-School for Children with Developmental Delays (No. 12)
 West Branch Neighborhood Women's Association (No. 14)
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Action Day Care (No. 32)
Action-Éducation-Femmes (No. 33)
 Allen, Cyril (No. 31)
 Anderson, Roy (No. 23)
 Andrew Fleck Child Centre (No. 33)
Association des propriétaires de garderies du Québec Inc. (No. 33)
 Association for Early Childhood Education (Nos. 24 & 35)
 Association for Early Childhood Education (Ontario) (Nos. 22 & 32)
 Association for Reformed Political Action (No. 24)
 Association of Day Care Operators of Ontario (No. 26)
Association pour les services préscolaires d'Ottawa-Carleton (No. 33)
 Baetz, Reuben, M.P.P. (No. 46)
 Baffin Women's Association (No. 44)
 Bain Housing Co-op (No. 32)
 Bates, Terence (No. 31)
 Beach, Jane (No. 27)
 Beer, Rosemary (No. 23)
 Belanger, Lynn (No. 25)
 Bellinger, Debbie (No. 25)
 Birchard, Charlotte (No. 22)
 Bird, Anne (No. 22)
 Board of Directors, Hydro Day Care (No. 27)
 Bourque, Denis A. (No. 31)
 Brush, Joyce (No. 23)
 Callaghan, Karyn (No. 24)
 Callwood, June (No. 46)
 Campus and Community Cooperative Daycare (No. 31)

Canadian Abortion Rights Action League (CARAL) (No. 31)
 Canadian Advisory Council on the Status of Women (No. 44)
 Canadian Air Line Flight Attendants' Association (No. 27)
 Canadian Association for Community Living (No. 46)
 Canadian Association for Young Children (No. 24)
 Canadian Association of University Teachers (No. 46)
 Canadian Association of Women Executives (No. 27)
 Canadian Child Care Management Association (No. 26)
 Canadian Conference of Catholic Bishops (No. 44)
 Canadian Day Care Advocacy Association (No. 46)
 Canadian Ethnocultural Council (No. 44)
 Canadian Federation of Labour (No. 44)
 Canadian Jewish Congress (No. 45)
 Canadian Labour Congress (No. 46)
 Canadian Manufacturers' Association (No. 32)
 Canadian Medical Association and Canadian Psychiatric Association (No. 46)
 Canadian Mothercraft Society of Toronto (No. 31)
 Canadian Nurses Association (No. 44)
 Canadian Organizations of Small Business (No. 27)
 Canadian Research Institute for the Advancement of Women (No. 46)
 Canadian Second Partners for Action (No. 23)
 Canadian Society for the Prevention of Cruelty to Children (No. 30)
 Canadian Teachers' Federation (No. 44)
 Canadian Union of Public Employees – Local 2204 (No. 34)
 Canadian Union of Public Employees – Local 2289 (No. 32)
 Canadian Union of Public Employees – Local 2424 (No. 34)
 Canadian Union of Public Employees – Local 2484 (Toronto Area Day Care Workers) (No. 26)
 Canadian Union of Public Employees – Local 79 (No. 27)
 Canadian Union of Public Employees – Local 87 (No. 29)
 Canadian Union of Public Employees – Local 870 (No. 34)
 Canadian Union of Public Employees – Scarborough (No. 32)
 Capital Daycare (No. 33)
Centrale de l'enseignement du Québec (No. 33)
Centre de l'enfant d'Aylmer (No. 33)
 Centro: Clinton Day Care Centre (No. 32)
 CFB Kingston Day Care (No. 35)
 Chedoke Preschool (No. 24)
 Child Care Providers Association (No. 22)
 Child Care Task Force, York Region (No. 31)
 Child Development Centre (No. 35)
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Bataille, Florence, Banff
Blue Quills Native Education Centre, St. Paul
Calgary Board of Education, Calgary
Canadian Union of Public Employees Calgary District Council, Calgary
Canadian Union of Public Employees, Local 8, Calgary
Carr, Maggie, Calgary
Child Development Centre, It's A Kids World, Edmonton
Churchill Park Day Care Society, Calgary
Clark, Sandi, Calgary
Community Day Nursery, Edmonton
Day Care Advisory Committee, Medicine Hat
Duclos, Isabella, Edmonton
Edmonton Committee on Child Abuse and Neglect, Edmonton
Edmonton Northwest Day Care Centre, Edmonton
Edson Satellite Family Day Homes, Edson
Family & Community Support Services, Medicine Hat
Femmes d'aujourd'hui, Edmonton
Foerger, Rusty & Mercy, Edmonton
Folinsbee, Peggy M., Edmonton
Fraser, Vivianne, High River
Grunsendaf, Marilyn, Magrath
Haines, Christine, Edmonton
Handforth, Tim, Fort McMurray
Harrold, Mabel, Lethbridge
Hillyer, Sheila, Cardston
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Jette, J.H., Calgary
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Kropiniski, Sharon, Edmonton
Kuiken, Jake, Calgary
Lambert, Beth Ann, Calgary
Lansdowne Day Care Society, Edmonton
Lavoie, Marie E., Calgary

Lewicky, Joanne, Edmonton
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 Milne, Collen, St. Albert
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 Moody, Nancy, Red Deer
 Nelson, Judy, Calgary
 Oldring, Bonnie J., Red Deer
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 Parent Information Network of Northern Alberta, Edmonton
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 Parker, Heather, High River
 Parker, Lynda, Grande-Prairie
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 University of Calgary, Faculty of Social Welfare, Calgary
 VanPolanen, Alida J.M., Calgary
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 Arnold, Mr. & Mrs. C., Vancouver
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 Brown, D., Delta
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Canadian Child Day Care Federation, Victoria
 Canadian Focus on the Family Association, Vancouver
 Canadian Union of Public Employees - Fraser Valley District Council, Langley
 Canadian Union of Public Employees - Local 1260, Langley
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 Cedar Grove Baptist Church, Surrey
 Choo, Jessica M., West Vancouver
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 Ediger, Wayne & Linda, Port Moody
 Fedrau, Rosemary, Burnaby
 Feminist Grandmothers of Canada, North Vancouver
 Gale, Ruth, Nanaimo
 Geschke, Laurie, Coquitlam
 Gosselin, Mr. & Mrs. S., Fort Nelson
 Gray, Lois, Victoria
 Greater Coquitlam Daycare Association, Coquitlam
 Gris, Mrs. R., Nelson
 Health Sciences Association, Burnaby
 Hendricks, Mary, Blueberry Creek
 Henry, Mr. & Mrs., Kelowna
 Herron, Barbara, North Vancouver
 Hope, Janice, Vancouver
 Hosken, Helen, Surrey
 Hussey, Margaret, Kelowna
 Johnson-Dean, C.B., Victoria
 Kaulfuss, Biba, New Westminster
 Kelly, A., Kamloops
 Kelowna & District Boys & Girls Club, Kelowna
 Kember, Linda & R.G., White Rock
 Kenna, Nancy Sue, North Vancouver
 Kitsilano Early Childhood Education Centre Society, Vancouver
 Kojima, Verinoca, New Westminster
 Kolke, Gaylene, Winfield
 Kreller, Mr. & Mrs. William, Sicamous
 Kurith, Joan, Kelowna
 Latimer-Needham, Barbara P., Kelowna
 Lebeau, Connie, Vancouver
 Leippe, Mary Lynn, Surrey
 Les, Janet, Chilliwack
 Leslie, Wendy, Port Coquitlam
 Leukov, Donna, Nelson
 Livingstone, Wendy, Maple Ridge
 Lunderville, Peggy, Surrey
 MacIsaac Clark and Company, Victoria
 Masterman-Boyd, Nancy, Coquitlam
 Mathison, Julia, Burnaby
 Maxwell, Janice, Victoria
 McArthur, Cynthia M., Victoria
 McDermott, Edith E., Sechelt
 McDermott, L.H., North Vancouver
 McDonnell, Ann, Nelson
 McDonnell, Linda, Victoria
 McGregor Childcare Centre, Vancouver

McKirdy, Nathaniel, Valemount
 McLure, R.S., Nelson
 McRae, Paula, Kamloops
 Miller, Cindy, Fort St. James
 Miller, Shirley S., Victoria
 Milne, D., Coquitlam
 Molloy, Ann, Victoria
 Monette, Marie, Surrey
 Monette, Myrna, Surrey
 Morrison, Nancy, Vancouver
 Moser, Nancy, Burnaby
 Mulvihill, Deanna, Victoria
 Nakusp Child Care Society, Nakusp
 National Progressive Conservative Women's Federation, Vancouver
 Neufeld, Brigitte, Langley
 Nolan, Elva Doris, Chilliwack
 Nordby, M., Coquitlam
 Okanagan Women's Coalition, Vernon
 Pacific Immigrant Resources Society, Vancouver
 Parent Participation Preschool Teachers' Association of British Columbia, Vancouver
 Pave, Bonnie, Vancouver
 Pollen, Amy, Vancouver
 Port Alberni Women's Resources Society, Port Alberni
 Professional Secretaries International, Vancouver
 Project Parent East, Vancouver
 Public Service Alliance of Canada, Vancouver
 Regional District of Nanaimo, Lantzville
 Reilly, Nora, Summerland
 Remedios, Valerie, North Vancouver
 Rockwell, Karen Denise, Langley
 Sargenia, Marian, Kelowna
 School of Child Care, Victoria
 Schwartz, Phyllis B., Vancouver
 Scoretz, Mimi, North Vancouver
 Shane, Mr. & Mrs. Roy, Sicamous
 Shannon, Catherine, Surrey
 Simon Fraser University Childcare Society, Burnaby
 Sion, Emily, Vancouver
 Smith, G., Vancouver
 Smith, Margaret, Vanderhoof
 Society for Children & Youth of British Columbia, Vancouver
 Spaa, Wilma G., Surrey
 Spring Light FDC, Port Coquitlam
 Squamish Solidarity Coalition, Squamish
 Stasuk, Barb, Burnaby
 Status of Women Committee, College of New Caledonia, Prince George
 Stewart, George & Clara, Nelson
 Stewart, Janice, Vancouver
 Stuzka, Helen, Surrey
 Svetdika, Sheron, Vancouver
 Terrace Women's Resource Centre, Naramata
 Thompson, V., Nanaimo
 Thorstensen, Karen, Burnaby
 Travis, Elizabeth, Maple Ridge
 Tucker, Christine, Langley
 University of Victoria Day Care Staff, Victoria
 Urbshadt, G., Vancouver
 Van Dijk, Edward E., Willow River
 Vancouver & District Public Housing Tenants Association, Vancouver
 Vancouver Community YMCA, Vancouver
 Vancouver Region of the British Columbia Nurses' Union, Vancouver
 Vandergugten, C., Langley
 Vanwoudenberg, Audrey, Surrey
 VanWoudenberg, M., Rosedale

Wachtel, Eleanor, Vancouver
Whiteley, Patricia, Vancouver
Wilwood, Frances, Nelson
Wocks, Elizabeth, Kelowna
Yeomans, Bonnie, Abbotsford

Manitoba

Action Centre Day Nursery, Winnipeg
Batenchuk, C., Winnipeg
Beausejour Kid's Centre, Beausejour
Bouw, Marilyn, Anola
Brown, Mona G., Sperling
Brunette, Colline, Winnipeg
Burrows, Marni M., Winnipeg
Bursten-Palamar, Rehata Zoë, Winnipeg
Busy Buddies Inc., Garson
Chappell, Neena L., Winnipeg
Churchill Health Centre, Churchill
Cohen, Marge, Winnipeg
Cornell, Valdine, Winnipeg
Day Nursery Centre, Winnipeg
Earl, Donna, Winnipeg
Funshine Day Care Centre Inc., Virden
Furgala, Ruth Ann, Riverton
Garderie Jolys Co-op Inc., St-Pierre-Jolys
Grierson, Judith, Brandon
Independent Day Care, Brandon
Jeffers, Yvonne, Winnipeg
Jolley, Ethel, Winnipeg
Jonasson, Denise, Winnipeg
Juniper Preschool, Thompson
Kensick, Josie, Dauphin
Kleiner, Charlotte, Winnipeg
Kowalski, Karen, Winnipeg
Lachance, D.F., Winnipeg
Les Petits Amis Daycare Inc., Ste-Anne
Lewis, Elaine, Winnipeg
Madsen, Jean, Miniota
Mangrove, Diane, Miniota
Manitoba Foster Parents' Association Inc., Winnipeg
Miniota Nursery School, Miniota
National Federation of Nurses Union, Thompson
Nosworthy, P., Winnipeg
Pacey, Beverly, Brandon
Palson, Sheila, Winnipeg
Red River Community College, Winnipeg
Robertson, M.A., Winnipeg
Ross, Sandra, Selkirk
Seck, E.J., Winnipeg
Seven Regions Health Centre, Gladstone
Silman, Cathy, Winnipeg
Social Planning Council of Winnipeg, Winnipeg
Southern Winnipeg Care-Givers, Winnipeg
St. Norbet Children's Centre, Winnipeg
Thompson Day Care Centre Inc., Thompson
Thompson, M., Winnipeg
Victoria Day Care Centre, Brandon
Voyageur in School Program Inc., Winnipeg
West, Laurie, Winnipeg
Williams, Jennifer, Winnipeg
Woodcock, Wendy, Winnipeg

Newfoundland

Brinston, Ann, Happy Valley – Goose Bay
Bruce, Vera, Stephenville
Buckley, Terry, St. John's
Canadian Union of Public Employees – Local 1271, Cape Broyle
Dempster, Laurie, Torbay
Emery, Pauline, St. John's
Gateway Women's Centre, Port-aux-Basques
Herdman Collegiate, Corner Brook
Leamon, Luanne, Brigus
M.U.N. Pre-School Centre Burton's Pond, St. John's
MacDonald, Evelyn, Channel
Main Brook Status of Women Council, Main Brook
Martell-Chaffey, Debbie, St. John's
McCarthy, Veronica, Corner Brook
Mihychuk, Mary Anne, St. John's
Newfoundland – Labrador Federation of Co-operatives, St. John's
Northshore Elementary School, Corner Brook
Penney, Loretta, Burin Bay Arm
Placentia Area Development Association Research and Information Centre, Jerseyside
Play & Grow Nursery School, Mount Pearl
Robbins, Dorothy, St. John's
Seward, Josephine, Corner Brook
Tooper, Jenifer, St. John's
Webster, Minie, Corner Brook
Women's Centre, Port-aux-Basques

New Brunswick

Barton, Dianna, Saint John
Comité de Parents de Caraquet, Caraquet
Ecole Philippe-Bourgeois, Saint-Louis de Kent
Erbs, Constance, M., Saint John
Kirby, Kevin, Fredericton
McEachern, Mary, Moncton
New Brunswick Women's Liberal Association, Fredericton
Newcastle – Chatham & District Labour Council, Redbank
Premier's Council on the Status of Disabled Persons, Prospect
Rimmer, Linda, Edmundston
Saint John District Labour Council, Saint John
Yeo, Kenneth, Fredericton

Northwest Territories

Adult Education Centre, Pangnirtung
Friesen, Angela, Frobisher Bay
Group of Concerned Yellowknife Daycare Workers and Mothers, Yellowknife
Hudson, Florence, Fort Smith
Northwest Territories Minister of Social Services, Yellowknife
Surusivilakuvik Play School, Frobisher Bay
Tumchewics, Anna, Yellowknife

Nova Scotia

Amherst Day Care Centre, Amherst

Appletree Day Care, Chester Basin
 Brothers, Josephine, Dartmouth
 Canadian Foster Parents Association, Sydney
 Canadian School Trustees' Association, Liverpool
 Canadian Union of Public Employees – Local 1723, Canso
 Canadian Union of Public Employees – Local 1867, Bedford
 Canadian Union of Public Employees – Local 2436, Cleveland
 Canadian Union of Public Employees – Local 697, Sydney
 Canadian Union of Public Employees – Nova Scotia Division, Halifax
 Chase, Llama Jane, Halifax
 Children's Place Day Care Centre, Antigonish
 Christians Concerned for Life, Dartmouth
 Doe, Bernadette, Mount Uniacke
 Fuller, Joan, Halifax
 Grant, Jill, Dartmouth
 Greenough, Cheryl Anne, Windsor
 Hayes, Stella, Renews
 Hodgins, Jane, Antigonish
 Jordan, W., Halifax
 Lurette, Lydia, Amherst
 McLean, Jean, North Sydney
 Nova Scotia Nurses Union, Dartmouth
 One Parent Family Support Network of Mainland South, Halifax
 Phalen, Catherine, Glace Bay
 Plumer, Susan & Wallace, Halifax
 Rector, Mr. & Mrs. Jeffery, Dartmouth
 Richard, Ellen, Amherst
 Victoria Children's Centre Family Day Care, Dartmouth
 Voice of Women, Halifax
 Walmsley, Brenda, Halifax
 White, Stella J., Amherst
 Woodside Day Care Centre, Dartmouth
 Yorke, Marc & Mavis, Armdale
 Young, Elaine, Halifax
 Young, Sheila G., New Glasgow

Ontario

Action for Careers and Training, Ottawa
 Adams, Carolyn, Grafton
 Adams, Mary Jane, Burlington
 Adult Protective Service Association of Ontario, London
 Allan, Patricia, Hamilton
 Allison, Marjorie, Windsor
 Allsopp, Elizabeth, Orleans
 Alves, Fatima, Toronto
 Ambler, Barbara E., Deep River
 Amos, Alan, Hamilton
 Anderson, Islay, Cambridge
 Andress, Valerie, Massey
 Andringa, Lyndie, Oshawa
 Angell, Stewart, Toronto
 Arnup, Katherine, Toronto
 Assad, M., Geraldton
 Association for Reformed Political Action of Lincoln, Grimsby
 Atana, Joan, Scarborough
 Atkinson College Students Association – Night Care Service Committee, Downsview
 Authier, Lynette, Windsor
 Balbirnie, S., Rexdale
 Barrett, Bradd M., Newmarket
 Bazinet, Carole, Orleans

Beaches Women's Group, Toronto
 Beamsville District Secondary School, Beamsville
 Beatrice, Marian, Wellandport
 Beauchamp, Peggy, New Liskeard
 Bechthold, Marjory, Brantford
 Beernink, Simone, Forest
 Belanger, Eleanor, Oshawa
 Belcourt, Audrey, Perkinsfield
 Bell, Margaret, Sharbot Lake
 Berry, Vania, Richmond Hill
 Bishop, Barbara, Penetanguishene
 Bissette, Margaret, Belleville
 Block Parents, Ottawa
 Bos, Winnie, Smithville
 Bosworth, Diana, New Hamburg
 Boucaud, Sue, Toronto
 Bougie, Michèle, Ottawa
 Bourgeois, Yvon & Nicole, St. Albert
 Boutin, Diane, Geraldton
 Bowie, B.J., Brampton
 Boyd, Linda, Oshawa
 Boydell, Kim, Nepean
 Brant Children's Centre, Burlington
 Breukelman, Mr. & Mrs. E., Smithville
 Brichar, Lanaa, Brantford
 Brown, Carol, Scarborough
 Brown, Deborah, Ottawa
 Brown, Joan E., Toronto
 Brown, Margaret M., Hamilton
 Brown, Shelley L., Sarnia
 Brulé, Lorna, Kanata
 Buecher, Betty, Toronto
 Bunny Hutch Infant Day Care, Kingston
 Bunting, Mr. & Mrs. Ivor, Ridgeville
 Burnie, Helen & Mary, Toronto
 Burns, Christine, Oshawa
 Buwalda, Joey, Whitby
 Bye, Chris, Tillsonburg
 Byers Armstrong, Marcia, Ottawa
 Calligan, K., Hamilton
 Cameron, N.M., Ottawa
 Canadian Association for Children and Adults with Learning Disabilities, Ottawa
 Canadian Association for Women in Science, Toronto
 Canadian Bankers' Association, Toronto
 Canadian Chamber of Commerce, Ottawa
 Canadian Federation of Business and Professional Women's Clubs, Ottawa
 Canadian Institute of Child Health, Ottawa
 Canadian Union of Public Employees - Local 1281, Toronto
 Canadian Union of Public Employees - Local 1653, Port Hope
 Canadian Union of Public Employees - Local 217, London
 Catholic Family Development Centre of Thunder Bay, Thunder Bay
 Caven, Liz & Steve, Stratford
 Central Student Association University of Guelph, Guelph
 Chedoke - McMaster Hospitals Day Care Centre, Hamilton
 Chidwick, Anne, Windsor
 Child's Place Day Care Centre, Scarborough
 Children's Place (The), Kanata
 Chong, Peter, Toronto
 Choquette, Linda, Ottawa
 Chornoboy, C., Guelph
 City of North York, North York
 Clark, Constance Anne, Sudbury
 Coade, D., Ottawa
 Cole, Carolyn, Brampton

Colwell, Kristin, Kingston
 Committee of Councils of Parent Participation Schools of Ontario, Kitchener
 Communications and Electrical Workers of Canada, Ottawa
 Community Advisory Committee on Child Abuse, Ottawa
 Connell, Aileen, Hamilton
 Cook, A., Kitchener
 Coomber, Enrica, Stoney Creek
 Cooper, Linda, Grimsby
 Cornelissen, George, Watford
 Cory, Evelyn, Oshawa
 Costello, Anne Marie, Navan
 Costello, Clarissa M., Toronto
 County of Haliburton Agency for Child Enrichment, Haliburton
 County of Wellington, Guelph
 Cowan, Vicki, Toronto
 Crawford, Sharon A., Aurora
 Cronin, Deborah, Brampton
 Cross, Pamela, Kingston
 Cunniffe, F. Vida, Aylmer
 Curley, Teresa, Ottawa
 D'Angelo, I., Brampton
 Daly, Janet, Dundas
 Dashney, Clara, Oakville
 Davidson, Langley, Toronto
 Davies, Freda, South Gillies
 Davis, Barbara, Ancaster
 Daye, Marilynn, Toronto
 DeBoersap, Yolanda, Smithville
 Dejong, Wilma, Burlington
 Dennis, Clare, Port Dover
 Desaulniers, L., Sudbury
 DeVries, H., Beamsville
 Di Francesco, Olga, Hamilton
 Didiano, S., Mississauga
 Diehl, Elizabeth, Brampton
 Dieleman, J., Willowdale
 Dijkema, Richard Ineka, Lyn
 Dobson, Jean D., Toronto
 Dost, Herman J., Thunder Bay
 Dowsett, Carole, Stratford
 Dreimüller, Barbara, Mississauga
 Duff, M. Jean, Toronto
 Dugas, Rita, Hamilton
 Duhamel, Bev, Pembroke
 Dunbar, Julie, Nepean
 Early Childhood Education Advisory Committee, Woodlawn
 Easter, Brad & MacLean Easter, Mary, Chatham
 Eastern High School of Commerce, Toronto
 Eatock, C., Hamilton
 Economists, Sociologists and Statisticians Association, Ottawa
 Edwards, Denise M., Niagara Falls
 Elko, Louise, McKenzie Island
 Ellwood, J., Downsview
 Environment Component of Public Service Alliance, Ottawa
 Family Focus / Leeds & Grenville, Brockville
 Family Service Association of Metropolitan Toronto, Toronto
 Family Studies Department Sudbury Secondary School, Sudbury
 Family Studies Heads Council of the Toronto Board of Education, Toronto
 Family Support Workers Metropolitan Toronto, Toronto
 Faulkner, Gail, Callander
 Federal Progressive Conservative Women's Caucus of Ottawa, Ottawa
 Federation of Medical Women of Canada, Ottawa
 Federation of Women Teachers' Associations of Ontario, Toronto
 Feenstra, Margaret, Beamsville

Feitler, D.A., Toronto
 Fennelly, Liz, Orleans
 Ferguson, Suzanne, St. Thomas
 Fernandes, F., Mississauga
 Ferris, Carole, Brockville
 Fettes, Marianna, Toronto
 Field, Mary, Ottawa
 Fieldgate Nursery and Child Care Centre, Mississauga
 Fils, Juliet, Thunder Bay
 Flaris, Joanna, Whitby
 Floris, Pena, Brooklin
 Fogarty, Anita, Blackstock
 Fortier, Yvette, Hearst
 Fortin, Lynn, St. Andrews West
 Frelicle, Paul, Hamilton
 Freundorfer, Irene, Toronto
 Gallagher-Ross, Kathy, Toronto
Garderie la Farandole Toronto, Toronto
 Garrigan, Edward, Toronto
 Gauvreau, Helen, St. Catharines
 Gloucester Family Day Care, Gloucester
 Goldspink, Janice M., Mississauga
 Gooch, Barbara, Mississauga
 Gough, Francine G., Toronto
 Green, Linda, Ottawa
 Greenland Recreational After School Program, Don Mills
 Gribben, S., Niagara Falls
 Griffin, Barbara, Toronto
 Griffith, Anne, Thunder Bay
 Haan, Glenna & Mike, Oshawa
 Hackler, S., Thunder Bay
 Hadwen, Simone, Ottawa
 Haley, Kathleen M., Ottawa
 Halinen, Linda, Guelph
 Hamilton, Doreen, Toronto
 Hamilton, Mona, Ottawa
 Hanmer, Sandra, Toronto
 Hardin, Harry T., Toronto
 Harrop, Rose Marie, Toronto
 Harvey, Lynda, Hamilton
 Hawley, Gilbert, Ottawa
 Heming, David A., Agincourt
 Herdman, Lina, Toronto
 Hingston, R., Mississauga
 Holden, David & Josephine, Brampton
 Holmes, Linden, Ottawa
 Homan, Joanne, Wellandport
 House, Harold & Louise, Petrolia
 Hughes, Colin, Toronto
 Hulme, Lorraine, Toronto
 Humphry, Marjorie & Alaric, Renfrew
 Hunter, Patti, Mississauga
 Husch, Rowena, Longlac
 Hymes, Lisa, Thunder Bay
 International Association of Machinists & Aerospace Workers, Ottawa
 Isbister, Ruth, Toronto
 Jalsevac, Stephen, Scarborough
 James, Norman G., Burlington
 Jeffrey, Michael P., Newmarket
 John Ross Robertson Child Centre, Toronto
 Jonkheer, Wilma, Whitby
 Jorgens, William & Sharon, Mississauga
 Jupp, Elizabeth, Arnprior
 Jupp, Judith, Burlington

Kahabka, Mark & Family, Windsor
 Karthaus, Noëlla, Weston
 Keith, Marian, Ilderton
 Kelly, Eileen M., Hamilton
 Klein-Mibblelink, Bettina, Whitby
 Knapp, Imelda, Chelsey
 Kolkman, Ann, Mitchell
 La Salle Baptist Foundation Inc., Kingston
 Lachance, François, Kingston
 Laidlaw, Lois, Pembroke
 Lakeshore Area Multi-Service Project (LAMP), Toronto
 Laking, Camilla, Campbellville
 Laking, Cheryl, Brantford
 Lamont, Mary Claire, North Bay
 Lane, George A., Mississauga
 Lang, S. Janine, Ottawa
 Lauzon, Andrea, Kingston
 Lavergne, Jennie, Ottawa
 Lawrence, G.A., Dundas
 Lawrence, M., Belmont
 Laycock, Marilyn, Mississauga
 Lazenby, Carolyn A., Collingwood
Le Petit Chaperon Rouge, Toronto
 Legislative Assembly – Standing Committee on Social Development, Toronto
 Leslie, Susan, Sharbot Lake
 Levison, Kathleen J., Shanty Bay
 Lewis, R.K., Springfield
 Lise, Rita, Tottenham
 Lister, Karen, Kingston
 Lodge, Sylvia M., Kingston
 Lof, Debbie, Wellandport
 Longlac Day Care, Longlac
 Lore, Sally, Ottawa
 Lostracco, Mary, Welland
 Lotimer, Gabrielle, Orillia
 Luxton, Meg, Downsview
 Lyons, Deborah V., Brampton
 MacCarthy, Anne, Don Mills
 MacDonald, Christine, Port Colborne
 MacDonald, Kerry, Ottawa
 MacKenna, Bev, Orillia
 MacKenzie, Sybil, Toronto
 MacLan, S., Toronto
 MacLean, Heather, Toronto
 Macleod, Mary Alison, Gloucester
 MacMillan, Margaret, Kanata
 Maloney, Gretta, St. Andrews West
 Manning, Lou, Toronto
 Marcassa, Irene, Timmins
 Marcotte, Michelle, Nepean
 Marleau, Gilles, Orleans
 Marriott, Pamela, Kingston
 Martin, Aline M., North Bay
 Martin, Sandra, Toronto
 Martyr, Shelly, Thunder Bay
 Mascotto, Lorenzo, Geraldton
 Maurice, Merie, Hamilton
 McCrea, Doris, Pembroke
 McEachen, Harriet, Hanover
 McGillivray, Alexander, Little Current
 McGlade, Anastasia, Gananoque
 McGregor-Smith, Cathy, St. Thomas
 McGugan, Edward & Karen, Lucknow
 McIntomny, Phyllis, Ottawa

McKernan, Michael & Dolores, Mississauga
 McMillan, Mary Ellen, Tobermory
 McMullan, Susan, Windsor
 McNamara, Lorraine, Oshawa
 McNicoll Child Care Program, Willowdale
 McNiece, Mary, Owen Sound
 McPhee, Betty, Toronto
 McPhee, Margaret, Ajax
 McPherson, Katherine, Oro Station
 McQuaid, Lianne, Toronto
 Meipoom, Kaius, Toronto
 Methven, A.G., Nepean
 Metro Agencies Work Group on Children's Services, Toronto
 Metropolitan Daycare Advisory Committee, Toronto
 Mitchell, Tonya, Wyoming
 Mockus, V., Toronto
 Mohawk College Day Care Centre, Hamilton
 Morrison, Heather, Ottawa
 Morse, Marilyn, Chatham
 Mountain, Margaret, North Gower
 Mowbray, George, Toronto
 Murphy, George, Geraldton
 Murray, Theresa, Ottawa
 Myles, J., Thunder Bay
 Nairn, Vida F., Oakville
 Naus, Jean, Wyoming
 Neely, Sharon, Guelph
 New Democratic Party Riding Association of Kenora, Kenora
 Next Door Child Care, Toronto
 Nielsen, Heather, Leaskdale
 Noland-Flores, Ruth, Toronto
 Northgrave, V., Kingston
 Nystrom, Kathryn, Sault-Ste-Marie
 O'Connor, James E., Baltimore
 O'Connor, Marjorie & John, Hamilton
 O'Meara, Lena, Perkinsfield
 O'Neil, Marillion, Thorndale
 O'Neill, Henrietta, Glen Robertson
 Ontario Chamber of Commerce, Toronto
 Ontario Labour Relations Board, Toronto
 Ontario Ministry of Education, Early Primary Education Project, Toronto
 Oosterhoff, C., Vineland
 Oosterhoff, Jane, Caistor Centre
 Oostrom, Joanne, Springfield
 Organ, Delores, Millgrove
 Pacenti, B., Hamilton
 Parents Too, Toronto
 Parker, Alex, Kanata
 Parkinson, Susie, Stoney Creek
 Passerelli, Eric, Toronto
 Patrick, Michael J., Oshawa
 Pauer, Rosemary, Bramalea
 Pearson, Deborah A., Brampton
 Peck, Isobel & Douglas, Toronto
 Perrin, Raymond W., Nepean
 Petsche, Donnie, Beamsville
 Picard, Bernice, Longlac
 Pike, Lois A., Toronto
 Plato Academic Centre Inc., Toronto
 Pongratz, Ingrid, Ottawa
 Prandovszky, K., Toronto
 Prince, Walter H., Windsor
 Prior, Barbara & Christian, Ajax
 Probst, Kathie F., Cannington

Procher, Donna, Barrie
 Prout, Jean, Forest
 Provost's Ad Hoc Day Care Committee, Guelph
 Public Service Alliance of Canada – Local 0114 – Taxation Component, Women's Committee, Hamilton
 Quesnel-Racine, D., Casselman
 Rainbow's Day Care, Don Mills
 Randall, Valerie, Toronto
 Rawn, Brenda, Toronto
 Ray, Dr. A.K., Gloucester
 Redman, Mary, Toronto
 Regional Municipality of Peel, Brampton
 Renwick, K., Wheatley
 Rexdale Community Microskills Development Centre, Rexdale
 Rexdale Planning, Rexdale
 Richards, Dr. R.N., Willowdale
 Rioux, Jacqueline, Hamilton
 Roberts, Dina, Toronto
 Roberts, William D., Ottawa
 Rops, Rea, Thedford
 Rose, Connie & Martin, Brampton
 Rupert, Holly, Red Lake
 Rupperecht, Wilma, Thunder Bay
 Rural Resource Office, Thunder Bay
 Russell, John E., Mississauga
 Saint Stephen's Day Care, Toronto
 Schiffó, F., Navan
 Scholz, Helen, Rexdale
 Senia, Dianne, Bradford
 Service Employees International Union Local 204, Toronto
 Seymour, Elizabeth, Gloucester
 Shantz, Ingrid, Nepean
 Sheedy, Kevin, Kingston
 Sher, Lorraine, Thornhill
 Shermet, Gayle, Oakville
 Shields, Joanne, Mississauga
 Shipley, Dale, Ottawa
 Simper, Judith M., Ottawa
 Sinclair, Margaret, Aylmer
 Sinclair, Mary, Ridgeville
 Skene, Hilary, Geraldton
 Slonetsky, Anne, Newmarket
 Smeekens, J., Watford
 Smith, Grange, Willowdale
 Smith, Jackie, Crystal Beach
 Smith, Joan M., Ottawa
 Smith, Linda, Coburg
 Smith, M., Ottawa
 Smith, Marlene E., Mississauga
 Snyder, Anita, Whitby
 Snyder, Arlene, Oshawa
 Social Planning Council of Oshawa-Whitby, Oshawa
 Somers, Janet, Hamilton
 St. Catharines Regional Daycare, St. Catharines
 Steenstra, Walter & Angelina, Brooklin
 Stephani, Mario & Diane, Toronto
 Stoeckle, Arlene, Scarborough
 Stouffer, Fern, Willowdale
 Stukel, Maria, Ottawa
 Sudbury Business and Professional Women's Club, Copper Cliff
 Sutherland, Olive, Ottawa
 Svab, Wendy, Nepean
 Symes, Kiteley & McIntyre, Toronto
 Szigeti, Joyce, Hamilton
 Tams, Sheree, Toronto

Tarasick, Audrey, Sharbot Lake
 Tarasick, Madeleine, Sharbot Lake
 Tasz, Mary, Sault Ste Marie
 Taylor, Bernadette, Freelon
 Taylor, Lise, Ottawa
 Tevlin, Rita M., Ottawa
 The Well/La Source, Ottawa
 Thibeau, Beattie, Pembroke
 Tieman, A.G. and J.M., Kingston
 Toronto Jewish Congress, Willowdale
 Towler, Katherine, Hamilton
 Townsend, Betty M., Scarborough
 Travis, Rhonda, London
 Tremblay, Sharron, Orleans
 Trent Day Care Centre Inc., Peterborough
 Turner, Bryan, Saulte Ste-Marie
 Tymura, Jeri, Dryden
 UAW Local 199, St. Catharines
 Union of Canadian Transport Employees Local 70703, Ottawa
 United Church of Canada, Toronto
 United Way of Greater London, London
 University Settlement House, Toronto
 Vachon, Henriette, Hearst
 Valcour, Rosemary, Iroquois
 Van Breda, R., Belleville
 Van Ekelenburg, John & Maria, Port Carling
 Van Loenen, Fena, Tottenham
 van Snellenberg, B.E., Ottawa
 Vandenberg, Millie, Thedford
 Vanderhorst, Linda, Burlington
 Vanderlip, L., Burlington
 Vanelli, Joanne, Mississauga
 Viking Houses, Toronto
 VonWeerden, G.H., Ottawa
 Wainwright, Linda, Pickering
 Walker-Barrett Nursery School, Lindsay
 Walsh, A., Burlington
 Walsh, Sandra J., Ajax
 Warwick, A.R., Islington
 Watson, Donald, Ottawa
 Wdowiak, Gail, Thunder Bay
 Weatherall, Nancy, Barrie
 Wee Care Day Care, Chelmsford
 Weldon, H.J., Ottawa
 Wendel, Sieglinde, Toronto
 West-Moynes, Mary Lynn, Prince Albert
 Westerman, Diane, Bowmanville
 Wexler, Denise, London
 White, Marie, Hamilton
 Wilbur, Keith, Windsor
 Wilkes, Barbara A., Toronto
 Wilkie, Sally P., Niagara Falls
 Wilson, Cheryl, Fordwich
 Wise, The Honourable John, Minister, Agriculture Canada
 Wooldridge, Jean, West Hill
 Wooley, Joyce, Hamilton
 Workers Educational Association of Canada, Toronto
 Wright, B. Lesli, Kingston
 Wright, Jane E., Toronto
 Wright, Jean, Ottawa
 Wynter, Shelley, Toronto
 Young Mothers' Resource Group, Toronto
 Young, Lois, Ottawa
 Zamprogna, T., Beamsville

Prince Edward Island

Brown, Eileen, Richmond
Canadian Foster Parents Association, Winsloe
East Prince Women's Information Centre, Summerside
Gallant, David, Charlottetown
Lee, Valerie, Charlottetown
MacAulay, Eugene, Souris
Macdonald, Eunice, Charlottetown
MacLean, Mildred Evans, Charlottetown
MacDonald, Gail, Southport
Melanson, Katherine, Souris
Prince Edward Island Federation of Foster Families, Summerside
Prince Edward Island Speech and Hearing Association, Charlottetown
Smith, Sheila, Vernon
Porter, Dianne, Charlottetown
Zaat, Theresa, Charlottetown
Dewar, L. George, Charlottetown

Quebec

Association of Early Childhood Educators Inc., Dorval
Bagshan, Barbara A., Dollard des Ormeaux
Booth, Arthur E., Montreal
Bunford, Adelaide, Ste. Foy
Charbonneau, Marie-Andrée, Montreal
Corber, J. Wm., Montreal
Corporation des Psychologues, Montreal
Desjardins, Gwendolyn, Bonsecours
Dion, Christiane, Laval
Dorval Day Care Centre, Dorval
Fédération des Associations des Familles Monoparentales du Québec, Montreal
Fédération des femmes du Québec, Montreal
Femmes Chefs de Foyers Inc., Shawinigan
Gagnon, Richard, Repentigny
Groupe d'accoustique de l'Université de Montréal, Montreal
Haddad, Thérèse, Montreal
Halte-Garderie Longueuil - ouest, Longueuil
Harford, Lorna, Montreal
Hastings-Browning, Laura, Verdun
Jarka-Munro, Marilyn, Lachine
Johnson, Jill A., Pointe Claire
L'Entraide Chez Nous, Longueuil
L'Union des Électeurs Bérêts Blancs, Thetford Mines
L'Union des Électeurs Bérêts Blancs, Tring Jonction
L'Union des municipalités du Québec, Montreal
Lachapelle, Suzanne, St. Theodore
Lefebvre, Gisèle, Laval des Rapides
Magwood, Donna, Nuns' Island
McConnon, Teresa, Montreal
McGill, Patricia E., Herdman
Meyer, Dick, Westmount
Montreal Children's Hospital, Montreal
Pioneer Women Na'amat, Montreal
Plante El Mansouri, Marielle, Quebec
Preville, J., Kirkland
Pycock, C. Jean, St-Chrysastome
Pycock, Catherine L., Beaconsfield
Rees, Carroll, Aylmer
Reimer, Dory, Montreal
Rioux, Céline, Marieville

Shipton, Brian, St. Augustin
Thorogood, Iris Edna, Outremont
Watson-Jarvis, K., Westmount
Wilson, Margaret, Pierrefonds

Saskatchewan

Ad Hoc Committee on Child Care for North Central Saskatchewan, Prince Albert

Banman, Dianne, Saskatoon
Benesh, Yvonne, Saskatoon
Big Sisters Association, Saskatoon
Bouvier, Jeannine, Saskatoon
Carson, Joann, Saskatoon
Cheah, Elizabeth, Estevan
Comité Provisoire de la Garderie Française de Régina, Regina
Coutts, Dale, Tugaske
Del Frari, Lynn, Saskatoon
Eastview Daycare Co-operative Association, Saskatoon
Erickson, Dorothy, Elrose
Fleury, Robert F., Yorkton
Gerle, Carol, Kindersley
Griffin, Susan L., Moosomin
Haigh, Allan D., Oxbow
Hennes, Maureen, Glidden
Hillis, Carol, Saskatoon
Jelinski, S., Regina
Kelly, Maureen, Regina
Lockhart, V., Kindersley
MacDonald, Don & Jean, Elrose
Matte, Catherine, Regina
Millet, Marceline, Nipawin
Mitchell, Connie, Saskatoon
Preston Avenue Daycare Centre, Saskatoon
Reindl, Mr. & Mrs. A., Saskatoon
Salmon, Ruby, Saskatoon
Sander, Wayne & Martha, Saskatoon
Saskatchewan Advisory Council on the Status of Women, Regina
Saskatchewan Association for the Mentally Retarded, Saskatoon
Saskatchewan Social Services, Regina
Saskatchewan Working Women, Regina
Schmitz, Denise, Saskatoon
Schuck, Marilyn, Weyburn
Seelman, Angie, Saskatoon
Sidloski, Beatrice M., Weyburn
Sinclair, Ken, Saskatoon
Unterschute, Valerie, Saskatoon
Watson, John R., North Battleford
Wilkinson, Margaret, North Battleford
World Wide Consulting Foundation Inc., Regina
Yuzik, Irene, Saskatoon
Zunti, Hildegard E., Saskatoon

Yukon

Cole, Nancy, Whitehorse
English, Carol, Whitehorse
Whitehorse General Hospital, Whitehorse

Costing of Changes to Maternity Benefits Program

Present Cost

In 1985, maternity benefits cost \$436 million. The projected cost for 1986 is more than \$470 million. Benefits are financed by the Unemployment Insurance plan through premiums paid by employees and employers. For 1985 (and 1986) the premium paid was \$2.35 per \$100 of income earned by each employee up to a maximum of \$495 income per week. Employers paid 1.4 times as much as employees, or \$3.29 per \$100 of employee income. The average weekly benefit received in 1985 was \$187.88; 158,232 persons received benefits. Fifteen weeks of benefits were allowed; most persons claimed very close to this amount.

Future Cost if Program does not Change

The cost of the program will increase because the number of claimants is likely to rise as women continue to enter the work force, and because the average weekly benefit will rise as wage levels progress. Based on assumptions similar to those used in internal government projections, we project the following number of claimants, average weekly benefit and total program cost through to 1992 if there are no changes in the maternity benefits program.

Year	Number of Claimants	Average Weekly Benefit	Total Program Cost
		\$	\$ millions
1985	158,232	187.88	436.0
1986	161,397	197.46	478.0
1987	164,625	205.76	508.1
1988	167,917	214.19	539.5
1989	171,275	222.33	571.2
1990	174,701	230.33	603.6
1991	178,195	238.40	637.2
1992	181,759	246.74	672.7

Future Cost with Suggested Program Changes

If the maternity benefits program changes as described in the text of the report, we can presume that parents will continue to claim the maximum number of benefit weeks available, rising from 15 to 26 weeks in stages through to 1992. Fathers would be eligible to share benefits under proposed changes. It is impossible to predict accurately how many fathers would take benefits, for how long and what their typical income level (and therefore benefit level) would be. Some analysis and experience suggests that fathers will be slow to take up this option and may be concentrated among those fathers whose incomes are not significantly higher than the mother's income. This suggests that the financial impact of allowing fathers to claim benefits will be small. We have not attempted to predict this amount.

Changing the number of weeks of work required for maternity benefit eligibility will increase the number of claimants. The 1985 *Survey of Maternity Benefits* (L. Szabo) estimated that approximately 6% failed to claim benefits because of insufficient work weeks. We have therefore allowed for an increase of 4% in the number of claimants, starting in 1988. Other proposed changes are unlikely to have a significant impact on costs.

Year	Number of Claimants	Average Weekly Benefit	Number of weeks of Benefit	Total Program Cost	Extra Cost of Proposed Changes
		\$		\$ millions	\$ millions
1985	158,232	187.88	15	436.0	0
1986	161,397	197.46	15	478.0	0
1987	164,625	205.76	17	575.8	67.7
1988	174,634	214.19	19	710.7	171.2
1989	178,126	222.33	21	831.7	260.5
1990	181,689	230.33	23	962.5	358.9
1991	185,323	238.40	25	1,104.5	467.3
1992	189,029	246.74	26	1,212.6	539.9

Financing Proposed Changes

Changes will be financed by increased employee and employer premiums. In 1986, it was estimated that an additional 1¢ of employee premium would raise \$41 million of revenue.

As the labour force increases and wage levels rise, premiums raise a greater amount of revenue. We project that in 1992, 1¢ of employee premiums will raise \$60 million. Employee premiums are now \$2.35 per \$100 of income; employer premiums are \$3.29 per \$100 of employee income. We project the following changes to premiums will be needed.

Year	Employee Premium per \$100 Income		Employer Premium per \$100 Income	
	Change ¢	Level \$	Change ¢	Level \$
1986	0	2.35	0	3.29
1987	1.5	2.37	2.2	3.31
1988	3.6	2.39	5.1	3.34
1989	5.2	2.40	7.2	3.36
1990	6.7	2.42	9.4	3.38
1991	8.3	2.43	11.6	3.41
1992	9.0	2.44	12.6	3.42

In June 1986 the average wage was \$430 per week. As the average wage rises and the suggested program changes are made, the average employee and employer would pay the following extra premium to pay for enhanced maternity benefits.

Year	Average Wage	Employee	Employer
1987	448	6.7¢	9.9¢
1988	466	16.8¢	23.8¢
1989	484	25.2¢	34.9¢
1990	502	33.6¢	47.1¢
1991	519	43.1¢	60.2¢
1992	537	48.4¢	67.7¢

Estimated Cost of Recommendations

Programs	1987	1988	1989
	(\$ millions)		
Tax Credits (Chapter 2)	414	424	434
Tax Credits (Proposed Variation) ¹	363	373	383
Parental Benefits ² (Chapter 2)	68	171	261
Operating Grants ³ (Chapter 3)			
Non-Profit (12-15% growth)	78	87	98
Non-Profit (15-18%)	80	92	106
All (12-15%)	131	147	165
All (15-18%)	135	155	179
Capital Grants ³ (Chapter 3)			
Non-Profit (12-15% growth)	5	6	6
Non-Profit (15-18%)	6	7	8
All (12-15%)	8	9	10
All (15-18%)	10	11	13
Child Care Development Program (Chapter 3)	15	15	15
Special Initiatives & Research Fund (Chapter 3)	4	4	4
TOTAL (MINIMUM)	533	656	767
TOTAL (MAXIMUM)	646	780	906

¹ See page 21, Chapter 2 for proposed variation.

² Parental Benefits, at maturity, in 1992 will cost \$540 million.

³ Assuming 100% take-up by the provinces and territories.

APPENDIX G

Tables

Table A.1
Labour Force Participation Rates
Women and Men
By Age Group
1976 - 1981 - 1986
(Annual Averages)

Participation Rates

Age Group	Women			Men		
	1976	1981	1986	1976	1981	1986
	%	%	%	%	%	%
15 - 24	56.8	63.2	65.6	67.9	72.3	71.5
25 - 54	52.1	62.7	69.8	94.8	94.9	93.9
All ages	45.2	51.7	55.1	77.6	78.4	76.7

Source: Statistics Canada, *Historical Labour Force Statistics*, Cat. No. 71-201, 1985 and *The Labour Force*, Cat. No. 71-001, December 1986.

Table A.2
Percentage of Average Child-Rearing Costs Covered by Child Benefits
for Various Family Types and Income Levels, Metropolitan Toronto
1987

Earnings	One Earner	Two Earner	Single-Parent Family	
	Two-Parent Family One Child	Two-Parent Family One Child	One Child	Two Children
\$	%	%	%	%
0	25	25	19	21
5,000	25	25	20	21
10,000	25	25	38	31
15,000	26	26	40	32
20,000	26	26	41	33
25,000	26	26	43	34
30,000	21	21	41	33
35,000	14	15	38	31
40,000	13	13	37	28
50,000	13	13	42	28
60,000	13	13	42	28
70,000	13	13	43	29
80,000	13	13	47	31
90,000	13	13	47	31
100,000	13	13	47	31

Child-rearing costs do not include the cost of day care services.

All earnings are assumed to come from employment, and family members are assumed not to claim registered pension plan, registered retirement savings plan, child care expense or other deductions that could affect the value of child benefits. Earnings refer to pre-tax earnings.

Table includes both federal and provincial contributions to child benefits.

Costs of rearing two children assume that one child is two years older than the other.

Calculations are based on the fact that costs of child-rearing are different for different family types, as defined by the number of children and the number of parents. Child-rearing costs are the average cost per year for the first 19 years of life.

Source: National Council of Welfare, Special calculations.
 Social Planning Council of Metropolitan Toronto, *Guides for Family Budgeting*, 1984.
 Calculations by staff of the Special Committee on Child Care.

Table A.3
Percentage of Annual Child-Rearing Costs Covered by the Child Benefit System
for Two Family Types and Three Age Groupings of Children
Metropolitan Toronto, 1987

Earnings	One Earner Two-Parent Family One Child			Single-Parent Family One Child		
	0-5 yrs.	6-12 yrs.	13-18 yrs.	0-5 yrs.	6-12 yrs.	13-18 yrs.
\$	%	%	%	%	%	%
0	36	29	22	25	23	19
5,000	36	29	22	25	23	19
10,000	37	29	22	49	45	37
15,000	38	31	23	51	48	39
20,000	38	31	23	53	49	40
25,000	38	31	23	55	51	41
30,000	30	24	18	53	49	40
35,000	21	17	12	48	45	37
40,000	19	15	11	47	43	35
50,000	19	15	12	54	50	41
60,000	19	15	12	54	50	41
70,000	19	15	12	55	51	42
80,000	20	16	12	60	55	45
90,000	20	16	12	60	55	45
100,000	20	16	12	60	55	45

Child-rearing costs do not include the cost of day care services, which are greater for younger children.

All earnings are assumed to come from employment, and family members are assumed not to claim registered pension plan, registered retirement savings plan, child care expense or other deductions that could affect the value of child benefits. Earnings refer to pre-tax earnings.

Table includes both federal and provincial contributions to child benefits.

Average annual child-rearing costs for a two-parent family are \$2,417, \$3,014 and \$4,030 and, for a single-parent family, \$3,526, \$3,805 and \$4,656 for the three age groups.

Source: National Council of Welfare, Special Calculations.

Social Planning Council of Metropolitan Toronto, *Guides for Family Budgeting*, 1984.

Calculations by staff of the Special Committee on Child Care.

Table A.4
Expenditures on Weekday Child Care Arrangements in Two-Parent Families by
Employment Status of Wife, 1984, 17 Selected Cities

	Wife working full-time	Wife working part-time	Wife not employed
Number of families	306,140	469,330	410,530
Percentage of these families having weekday child care expenditures	40.7%	35.0%	13.1%
Average annual child care expenditures for weekday care	\$2,150	\$1,231	\$267

Average does not include those who spend nothing on child care; it is the average expenditure of those having child care expenditures.

The table refers only to two-parent families with children under 18 years of age and where husband is less than 65 years of age.

Source: Statistics Canada, *Family Expenditures in Canada 1984, Selected Cities*, Cat. No. 62-555, 1986.

Table A.5
Families of Preschool Children by Level of Expenditure on Child Care, 1981

Weekly expenditure on child care	Number of families	% of families	Number of families with mother not employed	% of families with mother not employed	Number of families with mother employed	% of families with mother employed	Annual expenditure on child care
\$1 - \$5	39,000	2.4	27,000	2.9	...	...	\$52 - \$260
\$6 - \$10	52,000	3.3	21,000	2.3	23,000	3.5	\$312 - \$520
\$11 - \$15	23,000	1.4	...	...	...	...	\$572 - \$780
\$16 - \$25	73,000	4.6	...	...	49,000	7.4	\$832 - \$1300
\$26 - \$45	135,000	8.5	...	...	114,000	17.2	\$1352 - \$2340
\$46 - \$65	86,000	5.4	...	...	70,000	10.6	\$2392 - \$3380
\$66 or more	54,000	3.4	...	...	44,000	6.6	\$3432 or more
No child care expenditure	1,132,000	71.0	830,000	89.9	298,000	44.9	No child care expenditure
Total families with pre-school children	1,595,000	100.0	923,000	100.0	663,000	100.0	Total families with preschool children

... means that the numbers surveyed were too small to give a reliable estimate. Because of this, columns and rows do not necessarily add up.

Annual expenditures are calculated by multiplying reported expenditures in the survey week by 52. Assuming the survey week is typical, this gives an accurate idea of total spending although it may distort the distribution of spending if child care expenditures for many families fluctuate widely over the course of the year.

Source: Statistics Canada, *Initial Results from the 1981 Survey of Child Care Arrangements*, October 1982, Table 20.

Table A.6
Child Care Expenditures by Family and Labour Force Characteristics and by
Level of Child Care Spending, 17 Cities, 1984

	Average Expenditure on Child Care		
	Under \$500	\$500 - \$1799	\$1800 and over
Number of families	318,810	171,030	151,570
Average child care spending per family	\$179	\$964	\$3,285
Percentage who are married couple (two-parent) families	87.8%	82.4%	85.4%
Percentage of married couple (two-parent) families having wife employed full-time	10.8%	26.1%	61.1%

The table includes all families that had children less than 18 years of age and that spent money on child care. The bulk of these expenditures would be on care for preschool children. Husbands in these families are less than 65 years of age.

Source: Statistics Canada, *Family Expenditures in Canada, Selected Cities, 1984*, Cat. No. 62-555, 1986.

**Table A.7
Changes in Benefits
By Family Composition**

Family Composition Based on Children's Age	Families Receiving Increased Benefits			Families Receiving Reduced Benefits			No Change
	Families	Amount	Average Gain	Families	Amount	Average Loss	Families
	(thousands)	(millions of dollars)	(dollars)	(thousands)	(millions of dollars)	(dollars)	(thousands)
All Children 0-5	877	207	236	42	3	64	0
Child 0-5 and 6 +	629	137	218	51	6	114	0
All Children 6-11	55	8	143	19	1	59	463
Child 6-11 and 12 +	19	1	75	19	1	51	445
All Children 12-15	21	3	121	21	1	37	411
Children 12-15 + *	...	...	...	...	...	...	197
Total	1608	357	222	160	12	73	1515

This table assumes a tax credit of 30% of receipted child care costs for eligible families and a refundable child care tax credit for eligible families without child care expense receipts.

* Includes children older than 15 when at least one child is 12-15.

... means that numbers were too small to give a reliable estimate. In the case of the Families column, this means fewer than 10,000 families.

Totals may not add due to rounding.

Source: Health and Welfare Canada.

Table A.8
Changes in Benefits
By Earner Status

Family Type/ Number of Children	Families Receiving Increased Benefits			Families Receiving Reduced Benefits			No Change
	Families	Amount	Average Gain	Families	Amount	Average Loss	Families
	(thousands)	(millions of dollars)	(dollars)	(thousands)	(millions of dollars)	(dollars)	(thousands)
No Earner							
1 child	73	15	200	0	0	0	83
2 children	67	16	243	0	0	0	69
3 children	37	10	261	0	0	0	31
Total	177	41	229	0	0	0	183
Single-Parent Earner							
1 child	70	14	194	11	1	61	82
2 children	29	6	213	...	...	...	54
3 children	11	3	240	...	...	...	11
Total	110	22	204	22	2	110	147
Two-Parent, One Earner							
1 child	170	33	193	0	0	0	184
2 children	328	80	244	0	0	0	261
3 children	190	51	268	0	0	0	119
Total	688	163	238	0	0	0	564
Two-Parent, Two Earner							
1 child	273	52	191	36	2	48	220
2 children	268	58	215	73	4	60	297
3 children	91	20	218	29	3	111	105
Total	633	130	205	138	10	67	622

Total							
1 child	587	113	193	47	2	51	570
2 children	693	160	231	80	5	63	680
3 children	328	83	252	33	4	127	266
Grand Total	1608	357	222	160	12	73	1516

... means that numbers were too small to give a reliable estimate. In the case of the Families column, this means fewer than 10,000 families.

Totals may not add due to rounding.

Source: Health and Welfare Canada.

	(thousands)	(thousands)	(thousands)	(thousands)	(thousands)	(thousands)	(thousands)
Two-Parent, One Earned Income	130	150	180	85	95	284	784
1 child	130	150	180	85	95	284	784
2 children	65	75	90	42	47	142	392
3 children	65	75	90	42	47	142	392
Total	130	150	180	85	95	284	784
Two-Parent, Two Earned Income	130	150	180	85	95	284	784
1 child	130	150	180	85	95	284	784
2 children	65	75	90	42	47	142	392
3 children	65	75	90	42	47	142	392
Total	130	150	180	85	95	284	784

Table continues overleaf.

Table A.9
Changes in Benefits
Under Proposed Variation
By Family Composition

Family Composition Based on Children's Age	Families Receiving Increased Benefits			Families Receiving Reduced Benefits			No Change
	Families	Amount	Average Gain	Families	Amount	Average Loss	Families
	(thousands)	(millions of dollars)	(dollars)	(thousands)	(millions of dollars)	(dollars)	(thousands)
All Children 0-5	836	195	233	83	13	158	0
Child 0-5 and 6 +	603	130	217	77	18	234	0
All Children 6-11	41	5	134	33	4	116	463
Child 6-11 & 12 +	12	1	73	26	3	110	445
All Children 12-15	16	2	111	26	2	76	411
Children 12-15 + *	...	...	...	...	...	...	197
Total	1514	334	221	253	41	161	1515

This table assumes a sliding tax credit (as described in Chapter 2) for receipted child care costs for eligible families and a refundable child care tax credit for eligible families without child care expense receipts.

* Includes children older than 15 when at least one child is 12-15.

... means that numbers were too small to give a reliable estimate. In the case of the Families column, this means fewer than 10,000 families.

Totals may not add due to rounding.

Source: Health and Welfare Canada.

Table A.10
Changes in Benefits
Under Proposed Variation
By Earner Status

Family Type/ Number of Children	Families Receiving Increased Benefits			Families Receiving Reduced Benefits			No Change
	Families	Amount	Average Gain	Families	Amount	Average Loss	Families
	(thousands)	(millions of dollars)	(dollars)	(thousands)	(millions of dollars)	(dollars)	(thousands)
No Earner							
1 child	74	15	200	0	0	0	106
2 children	67	16	243	0	0	0	56
3 children	36	9	263	0	0	0	21
Total	177	40	229	0	0	0	183
Single-Parent Earner							
1 child	72	13	191	13	2	118	99
2 children	27	6	220	...	...	...	43
3 children	10	2	230	...	...	...	...
Total	109	22	201	22	3	149	149
Two-Parent, One Earner							
1 child	189	36	193	0	0	0	291
2 children	349	85	244	0	0	0	240
3 children	190	51	269	0	0	0	79
Total	729	173	237	0	0	0	610
Two-Parent, Two Earner							
1 child	230	41	180	85	8	98	284
2 children	200	42	210	112	20	179	234
3 children	69	16	227	34	9	264	56
Total	499	99	199	231	37	161	574

Table continues overleaf.

Table A.10
Changes in Benefits
Under Proposed Variation
By Earner Status

Family Type/ Number of Children	Families Receiving Increased Benefits			Families Receiving Reduced Benefits			No Change
	Families	Amount	Average Gain	Families	Amount	Average Loss	Families
	(thousands)	(millions of dollars)	(dollars)	(thousands)	(millions of dollars)	(dollars)	(thousands)
Total							
1 child	565	106	188	98	10	99	781
2 children	644	150	232	118	21	178	573
3 children	305	78	257	37	10	270	162
Grand Total	1514	334	221	253	41	161	1516

This table assumes a sliding tax credit (as described in Chapter 2) for receipted child care costs for eligible families and a refundable child care tax credit for eligible families without child care expense receipts.

... means that numbers were too small to give a reliable estimate. In the case of the Families column, this means fewer than 10,000 families.

Totals may not add due to rounding.

Source: Health and Welfare Canada

Table A.11
Extent of Satisfaction with Length of Maternity Benefits Available

	Percentage of all mothers receiving maternity benefits	Average actual number of U.I. benefit weeks received	Average desired number of benefit weeks
Mothers who wanted longer period of maternity benefits	77.1%	14.6 weeks	24.6 weeks
Mothers who were satisfied with the length of maternity benefits now available	22.9%	17.5 weeks	15.9 weeks

U.I. benefit weeks received may exceed 15 weeks because some claimants switch to regular unemployment benefits after maternity benefits.

Source: L. Szabo, *An Assessment of the U.I. Maternity Program*, Employment and Immigration Canada, March 1986.

Table A.12
Desired Length of Maternity Benefits

	Percentage	Cumulative Percentage
Less than 15 weeks	3.0%	3.0%
15 weeks	17.5%	20.5%
16 - 20 weeks	35.6%	56.1%
21 - 26 weeks	26.9%	83.0%
More than 26 weeks	17.0%	100.0%

The table refers to the opinions of mothers who had claimed maternity benefits in the previous year.

Source: L. Szabo, *An Assessment of the U.I. Maternity Program*, Employment and Immigration Canada, March 1986.

Table A.13
Federal 'Likelihood of Need' Income Levels under the Canada
Assistance Plan for Different Family Sizes
January - March 1987

Family Size	Turning Point (user with income below this point would be eligible for full subsidy) (dollars)	150% of Turning Point (user would contribute 100% of income beyond this point) (dollars)
1 Adult, 1 Child	24,072	36,144
1 Adult, 2 Children	28,080	42,120
2 Adults, 1 Child	28,080	42,120
2 Adults, 2 Children	32,088	48,132
2 Adults, 3 Children	36,096	54,144

Income levels refer to annual after-tax income. These levels are adjusted quarterly to reflect changes in Old Age Security and Guaranteed Income Supplement levels.

Source: Health and Welfare Canada.

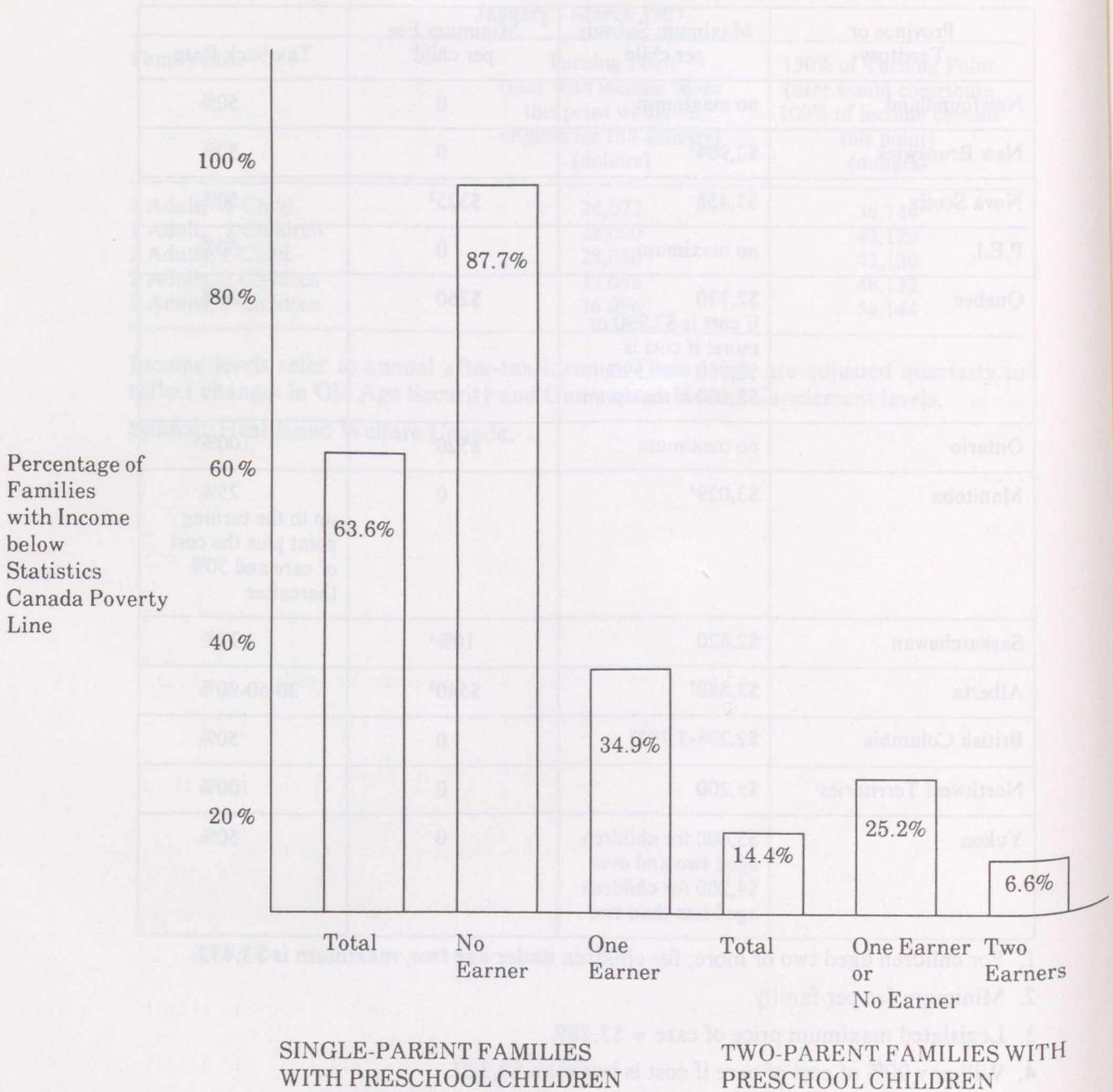
Table A.14
Maximum Subsidy, Minimum Fee^a and Tax-Back Rates of Day Care Subsidy System
by Province and Territory, 1987

Province or Territory	Maximum Subsidy per child	Minimum Fee per child	Tax-back Rate
Newfoundland	no maximum	0	50%
New Brunswick	\$2,904 ¹	0	50%
Nova Scotia	\$3,458	\$325 ²	50%
P.E.I.	no maximum	0	50%
Quebec	\$2,730 if cost is \$2,990 or more; if cost is \$2,860 - \$2,990, \$2,600 is maximum	\$260	26%
Ontario	no maximum	\$520 ⁵	100% ⁶
Manitoba	\$3,029 ³	0	25% up to the turning point plus the cost of care and 50% thereafter
Saskatchewan	\$2,820	10% ⁴	25%
Alberta	\$2,880 ⁷	\$540 ²	30-60-90%
British Columbia	\$2,208-3,792 ⁹	0	50%
Northwest Territories	\$5,200	0	100%
Yukon	\$3,600 for children aged two and over \$4,200 for children aged less than two	0	50%

1. For children aged two or more; for children under age two, maximum is \$3,432.
2. Minimum fee per family.
3. Legislated maximum price of care = \$3,289.
4. Will pay 90% of cost of care if cost is less than \$2,820.
5. Minimum fee varies by municipality. This figure reflects Metro Toronto.
6. Tax-back rate varies by municipality. Many municipal tax-back rates are 100%.
7. This is not a maximum subsidy but a maximum fee level which will receive subsidy. Any portion of the fee above \$2,880 per year is the responsibility of the parent.
8. Minimum fees are waived in some provinces or municipalities for hardship cases.
9. In British Columbia, maximum subsidies vary widely by type of care and age of child. British Columbia is the only province providing subsidies to unlicensed care.

Source: E.E. Hobbs and Associates, *Child Care Fees: The Financial Squeeze on Families*; and Staff of the Special Committee on Child Care.

Figure A.1
Poverty Rate of Single-Parent Families and Two-Parent Families with Preschool Children, 1987



Poverty rates were projected by computer model using income data from the 1984 Survey of Consumer Finances
 Source: Health and Welfare Canada.

Table A.15
Work and Child Care Arrangements 1967 - 1986, Selected Years

Year	Labour force participation rate of mothers ¹	Labour force participation rate of mothers with pre-school children	Number of mothers in the labour force with pre-school children	Number of pre-school children with mothers in the labour force	Percentage of pre-school children of working mothers using day care or nursery school	Percentage of pre-school children of working mothers cared for by non-relative in or outside the home	Percentage of pre-school children of working mothers in unpaid care
1967 ³	21%	16.7%	275,000	357,000	2%	39%	60%
1973 ⁴	35%	27.6%	445,000	537,000	5.6%	43.6%	49.2%
1981	54.1%	47.2%	734,000	963,000	10.6%	39.7%	49.7%
1985	62.0%	56.9%	886,000	1,133,800 ²	13.6%	n.a.	n.a.
1986	63.4%	58.8%	902,000	1,210,100 ²	14.6%	n.a.	n.a.

1. For 1967, mothers with children under age 14; for all other years, mothers with children under age 16.
2. These figures are estimated for *Status of Day Care in Canada* by Statistics Canada.
3. Figures for 1967 refer only to employed mothers, not to all mothers in the labour force.
4. Figures for 1973 refer to mothers who worked at any time during the year rather than to mothers who worked during a particular reference week.

Source: For 1967: *Working Mothers and Their Child Care Arrangements*, Canada Department of Labour, 1970.

For 1973: Statistics Canada, *The Labour Force*, September 1975.

For 1981: Statistics Canada, *Initial Results from the 1981 Survey of Child Care Arrangements*, October 1982 and *Women in Canada: A Statistical Report*, March 1985.

For 1985: Statistics Canada, *The Labour Force*, December 1985 and Health and Welfare Canada, *Status of Day Care in Canada*, 1985.

For 1986: Statistics Canada *The Labour Force*, December 1986 and Health and Welfare Canada, *Status of Day Care in Canada*, 1986.

Table A.16
Estimated Costs
Operating Grants
Non-Profit Centres/Homes
1987-89
(Millions of Dollars)

Take-up Rates	Low Growth		
	1987	1988	1989
40%	31.0	34.8	39.1
80%	62.1	69.7	78.2
100%	77.6	87.1	97.8

Take-up Rates	High Growth		
	1987	1988	1989
40%	31.8	36.7	42.3
80%	63.7	73.4	84.6
100%	79.6	91.8	105.8

These estimates were based on the following assumptions:

Federal share of operating grants: \$3 per day for infant spaces, \$2 for 3 to 5 year olds, \$.50 for 6 to 12 year olds, and an additional \$3 for disabled children, assuming 5% of spaces for them.

Low Growth: 12% per year for children aged 0-5; 15% per year for children aged 6-12 (centres); 12% per year for children 6-12 (homes).

High Growth: 15% per year for children aged 0-5; 18% per year for children aged 6-12 (centres); 15% per year for children 6-12 (homes).

Table A.17
Estimated Costs
Operating Grants
Commercial and Non-Profit Centres/Homes
1987-89
(Millions of Dollars)

Province or Region	Take-up Rates	Low Growth		
		1987	1988	1989
Atlantic	40%	52.4	58.8	66.0
Quebec	80%	104.9	117.7	132.0
Ontario	100%	131.1	147.1	165.0
Prairies				
B.C.				
Canada				
		High Growth		
	Take-up Rates	1987	1988	1989
	40%	53.8	62.0	71.4
	80%	107.7	124.0	142.9
	100%	134.6	155.0	178.6

These estimates were based on the following assumptions:

Federal share of operating grants: \$3 per day for infant spaces, \$2 for 3 to 5 year olds, \$.50 for 6 to 12 year olds, and an additional \$3 for disabled children, assuming 5% of spaces for them.

Low Growth: 12% per year for children aged 0-5; 15% per year for children aged 6-12 (centres); 12% per year for children aged 6-12 (homes).

High Growth: 15% per year for children aged 0-5; 18% per year for children aged 6-12 (centres); 15% per year for children aged 6-12 (homes).

Table A.18
Estimated Capital Costs
1987-1989
(Millions of Dollars)

Non-Profit Centres/Family Homes (Low Growth)

1987	5.0
1988	5.6
1989	6.3

Non-Profit Centres/Family Homes (High Growth)

1987	6.2
1988	7.1
1989	8.2

Commercial and Non-Profit Centres/Family Homes (Low Growth)

1987	7.9
1988	8.9
1989	10.0

Commercial and Non-Profit Centres/Family Homes (High Growth)

1987	9.8
1988	11.4
1989	13.1

These estimates were based on the following assumptions: \$300 per space for centres and family day homes for children aged 0-5; \$200 per space for centres and family day homes for children aged 6-12; an additional \$200 per space for disabled children, assuming 5% of spaces for them. Low and high growth rates as for Table A.17.

Table A.19
Projections of Number of Latchkey Children
Aged 6-12, Canada and Regions, 1986

Province or Region	Number of children 6-12 years of age (thousands)	Latchkey children 6-9 years old (thousands)	Latchkey children 10-11 years old (thousands)	Latchkey children 12 years old (thousands)	Total latchkey children 6-12 years old (thousands)	Latchkey and care by sibling 6-12 years old (thousands)
Atlantic	252.0	5	7	6	17	27
Quebec	642.8	23	25	20	68	107
Ontario	857.5	24	29	23	76	117
Prairies	448.5	15	18	13	47	68
B.C.	263.7	9	10	8	26	41
Canada	2491.1	76	89	70	234	360
Canada (percentage of all children in that age group)		5.3%	12.3%	20.0%	9.4%	14.5%

These data were estimated using information on regional breakdowns of self-care and care by a sibling from the 1981 Survey of Child Care Arrangements, together with a special run from the same Survey providing age breakdowns for Canada as a whole. Relevant percentages were then applied to 1986 population data. The result gives broad estimates. Precise data do not exist.

Source: Statistics Canada, *Initial Results from the 1981 Survey of Child Care Arrangements*, October 1982 and special runs from Statistics Canada.

Table A.20
Employers Indicating an Interest in Considering the
Implementation of Flexible Work Arrangements¹
(percentages)

Arrangement	Private Sector Corporations	Hospitals	Government and Crown Corporations
Job-sharing	4.1%	9.5%	11.4%
Flexible work schedule	2.2	6.5	4.5
Part-time work	1.8	0.0	6.8
Work-at-home	0.1	0.0	0.0
Leave for family responsibilities	0.0	0.0	0.0

1. Number of employers surveyed: 144 private sector companies; 58 hospitals; 44 government agencies and Crown corporations.

Source: SPR Associates Inc., *A National Overview of Child Care Arrangements in the Workplace*, October 1986.

Table A.21
Employers Indicating an Interest in Considering the
Implementation of Work-Related Day Care Provisions¹
(percentages)

Arrangement	Private Sector Corporations	Hospitals	Government and Crown Corporations
Information about day care	2.0%	0.4%	2.4%
Assistance in finding day care	5.4	0.0	4.8
Cash grants for day care (or vouchers)	2.0	1.7	4.8
Discounts with existing centres	4.7	0.0	7.3
Purchase of community-based day care spaces	3.3	1.7	7.3
Provision of workplace day care	3.2	28.0	19.5

1. Number of employers surveyed: 144 private sector corporations; 58 hospitals; 44 government agencies and Crown corporations.

Source: SPR Associates Inc., *A National Overview of Child Care Arrangements in the Workplace*, October 1986.

Table A.22
Satisfaction of Employers Offering Family- and Child-Related Work Arrangements¹
(percentages)

Arrangement	Satisfied	Dissatisfied
<i>Flexible Work Options²</i>		
Leave for family responsibilities	80.9	9.5
Flexible work schedules	85.2	0.0
Part-time work	78.7	11.0
Job-sharing	85.4	3.5
<i>Workplace Day Care Provisions²</i>		
Information about day care	61.7	19.5
Assistance in finding day care	79.0	4.8
Provision of workplace day care	58.6	34.5

1. Number of employers varies depending upon number of employers who implemented each provision.
2. Tabulated for employers who had introduced the innovation for all employees. Satisfaction scores for some options are not tabulated due to insufficient number of employers offering these options.

Source: SPR Associates Inc., *A National Overview of Child Care Arrangements in the Workplace*, October 1986

Table A.23
Estimated Expenditures on Child Welfare
1986-1987
Indian and Northern Affairs

Statutory Services	(thousands of dollars)
Institutional Care	\$11,016.4
Foster Homes	21,859.2
Group Homes	6,526.2
Services to Families (includes homemaker and some day care)	9,695.2
Service Delivery (Administrative Costs)	15,741.3
Nuu-chah-nult Tribal Council, B.C.	311.2
Yellowhead Tribal Council, Alberta	339.7
Lesser Slave Lake (amendment)	388.6
Manitoba Indian Family and Child Agencies (amendment)	1,700.0
Total	\$67,577.8

Non-Statutory Services
Individual and Family Services

Services to Families	\$36.3
Institutional Care	370.6
Foster Homes	1,633.4
Group Homes	239.5
Service Delivery	977.5
Ojibway Tribal Family Services	600.0
Total	\$3,857.3

Total of Statutory and Non-Statutory Services **\$71,435.1**

Source: Indian and Northern Affairs Canada.

APPENDIX H

Staff of the Committee

Committees and Private Legislation Directorate

Richard Dupuis, Clerk of the Committee
Micheline Rondeau-Parent, Clerk of the Committee
Richard Rumas, Clerk of Committee
Hélène Cousineau, Administrative Assistant
Rita Marie Blais, Administrative Assistant

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Nancy Clairmont	

Continental Public Relations

Catherine Atyeo

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Thérèse Cardis	Marie Noelle Sicé
Eve Coiré	Inès Vromen
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Marie Descombes
Carole Chénier
Céline Berlanga

Editors

Kathryn J. Randle
Georges Royer

From the Canadian Government Printing Office

	(thousands of dollars)
Ronald Riffault	4 610.115
Post Office	2 259.12
Staff of the Committee	2 350.98
and home day care	9 695.2
Service Delivery (Administrative Costs)	15 741.51
Nau-chah-nuu Tribal Council	511.2
Yellowhead Tribal Council	1 191.2
Lease Slave Lake (Amendment)	2 881.2
Manitoba Indian Family	
Child Agencies	
Total	47 772.04
Committee and Private Legislative Secretaries	
Richard Dague, Clerk of the Committee	
Micheline Roudot-Petit, Clerk of the Committee	
Richard Roman, Chief of Committee	
Hélène Cossette, Administrative Assistant	
Rita Marie Blair, Administrative Assistant	
Secretaries and SACOM Officers	
Francine Bégin	
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Colette Fortin-Gauthier	
Mario Descombes	
Carole Chénier	
Coline Boivin	

APPENDIX I

Research Studies Conducted for the Committee

The Benefit-Costs of Preschool Child Care Programs:
A Critical Review

– *Vera Cameron*

Implications of Daycare Policies on Female Labour
Market Behaviour

– *Morley Gunderson*

Review of Child Care Fees

and

Child Care Fees: The Financial Squeeze on Families

– *E.E. Hobbs & Associates Ltd., Brian Bourne and Barry McPeake*

Child Care in Quebec: An Overview

– *Micheline Lalonde-Graton*

Latchkey Children

– *Jake Kuiken*

Child Care Needs of Cultural Minorities

– *Karen R. Mock, Masemann & Mock Consultants*

A National Overview of Child Care Arrangements in
the Workplace

and

An Exploratory Review of Selected Issues in For-Profit
Versus Not-For-Profit Child Care

– *SPR Associates Inc., Ted Harvey*

