

Manitoba 2014

1. GOVERNANCE

Table 1.1 Manitoba Governance Structure for Early Childhood Education

Lead Ministry/Department	Family Services Education and Advanced Learning Healthy Child Committee of Cabinet (HCCC)
Related Ministry/Department	Children and Youth Opportunities, Aboriginal and Northern Affairs, Education and Advanced Learning, Family Services/Status of Women, Health, Healthy Living and Seniors, Housing and Community Development, Jobs and the Economy, Justice, Labour and Immigration (as members of the Healthy Child Committee of Cabinet) ¹
Policy Framework	<i>Family Choices: Manitoba's Plan to Expand Early Learning and Child Care</i> ² (2014) <i>Starting Early, Starting Strong</i> ³ (SESS) (2013)
Legislation	<i>The Community Child Care Standards Act</i> (amended 2013) ⁴ <i>Manitoba Child Care Regulation 62/86</i> (amended 2013) <i>Public Schools Act</i> (1987, amended 1992, 1996, 1997, 1998, 2000, 2001, 2002, 2004, 2005, 2006, 2007, 2008, 2013) ⁵ <i>The Healthy Child Manitoba Act</i> (2007) ⁶ <i>The Education Administration Act</i> ⁷
Related Legislation	<i>The Healthy Child Manitoba Act</i> (2007) ⁸ <i>Social Services Appeals Board Act</i> ⁹
Common ECE Supervisory Unit	
Local Authority	<ul style="list-style-type: none"> • 37 school divisions, including one Division Scolaire Franco-Manitobaine. • Manitoba Early Learning and Child Care for provincial licensing, monitoring and funding. Provincial licensing staff work out of Winnipeg community area and regional offices throughout the province.
Public Advisory	<ul style="list-style-type: none"> • Provincial Healthy Child Advisory Committee and its subcommittee, Educaring • Parent Child Coalitions • Child Care Regulatory Review Committee (until 2014) to be replaced by roundtables consisting of experts and stakeholders for various specific system components. First roundtable currently underway is the Recruitment and Retention Roundtable.

New Developments

In 2013, Minister Kevin Chief, chair of Manitoba's Healthy Child Committee of Cabinet, launched the Starting Early, Starting Strong (SESS) provincial dialogue to discuss how best to support families and strengthen communities through early childhood development (ECD). These SESS dialogues offered Manitobans an opportunity to "join the conversation." Over twenty community meetings were conducted across the province, hosted by a variety of community organizations, leaders and stakeholders, and attended by hundreds of community members. Feedback received from the participants was summarized into the following recommendations to guide Manitoba's future efforts in ECD: improve access to early learning opportunities; integrate services; build partnerships and engage with stakeholders; enhance public understanding and awareness of ECD; address systemic change; and break down barriers for parents and families.

Complementary cross-province consultations in 2013 provided input into a six-point five-year plan to expand and improve child care services. This is the third consecutive five-year plan for child care produced by the province. Among the challenges noted was the continued shortage of qualified early childhood educators. Educator recruitment and retention continues as a priority in the new five-year plan.

Department Organization

Announced in 2000, Manitoba's Healthy Child Committee of Cabinet (HCCC), currently comprising ten ministers (see Table 1.1) who lead child-centred policy within and across their departments, reflecting a "whole of government" approach to addressing the needs of children and families. The Healthy Child Manitoba Act ensures this cross-departmental commitment to children (prenatal to adulthood), while promoting partnership and collaboration with community leaders, service organizations, child development experts and business partners. The Act sets out the province's Healthy Child Manitoba (HCM) Strategy, including evidence-based decision-making and increased investments in the area of prevention and early intervention. The Healthy Child Manitoba Office (HCMO) coordinates the HCM Strategy, in partnership with the HCCC partner departments and community-based stakeholders. The Act also confirms the Provincial Healthy Child Manitoba Advisory Committee (PHCAC), a multi-stakeholder, non-partisan community advisory group that advises HCCC Ministers on all matters related to children, families and communities. Over the past decade and a half, the priority of this intersectoral work has been on ECD.

Manitoba Early Learning and Child Care in Manitoba Family Services oversees child care through the licensing and monitoring of child care centres and family child care homes and the provision of operating grants, training grants and capital grants, as well as the inclusion support program. It also oversees child care fee subsidies and maintains a province-wide online child care registry.¹⁰

Created in April 2011, the Early Childhood Education Unit (ECEU) promotes and supports early childhood education in the public school system and facilitates smoother transitions to and from preschool to kindergarten¹¹. Located within the Education and Advanced Learning Ministry, the unit monitors and supports education grants, including the Early Childhood Development Initiative and the Early Literacy Intervention Grant. The unit also provides data and research to support the ministry, particularly as it relates to the Early Development Instrument (see Accountability section).¹²

Policy Framework

Manitoba's 2013 ECD Framework, *Starting Early, Starting Strong*, affirms the government of Manitoba's longstanding commitment to ECD, recognizes the work in Manitoba that has been done to date, and identifies the four major building blocks for future work in ECD: promoting healthy starts; supporting strong and nurturing families; fostering safe, secure and supportive environments; and strengthening communities. Work is currently underway to develop detailed action plans that will guide Manitoba's future work related to these building blocks.

Family Choices: Manitoba's Plan to Expand Early Learning and Child Care includes a six-point five-year plan to expand the early learning and child care (ELCC) system. Points include: (1) opening new spaces and building new centres; (2) supporting the workforce through wages, training and professional development opportunities; (3) supporting families by keeping parent fees low, improving the Online Child Care Registry and the website and working toward setting up new approaches to licensing and monitoring child care facilities; (4) supporting licensed group and family child care through streamlined processes, start-up training and workshops and exploring a school-age only model; (5) improving quality, diversity and inclusion through a centralized quality enhancement team, providing new resources, developing new models and practices to support services for children with special needs, exploring ways to support quality early learning programs for Aboriginal children and supporting demonstration sites; and (6) exploring future change by establishing a commission on ELCC in Manitoba to explore the needs of families and delivery of early learning and child care in the province.

Service Design

Education programs:

- **Kindergarten:** Kindergarten is generally a half-time program (half-days every day or full-days every other day). Some school divisions offer full-day kindergarten every day. Children are eligible to start kindergarten if they are 5 years old by December 31. Attendance is voluntary.
- **Nursery schools:** Half-day programs (nursery school or junior kindergarten) are offered by some school divisions for children who turn 4 years of age by the end of December. Staffed by a qualified teacher or an early childhood educator, the average class size is 20. Fees are not charged to families residing within the school division.
- **Parent-Child programs:** Available in some school divisions, these part-time programs are for parents/caregivers and children, birth to age 5, and are led by community coordinators with a focus on literacy, nutrition and parenting.
- **Early Learning and Child Care:** Family Services licenses programs for children from 12 weeks to 12 years of age. Centre-based programs include:
 - ♦ Full-time infant and preschool – for children aged 3 months to 6 years
 - ♦ School-age – for children aged 5 to 12 years
 - ♦ Nursery – part-day programs for children aged 2 to 5 years

There are two types of family care:

- ♦ Family child care – provided in an individual's home for up to eight children, aged 3 months to 12 years
- ♦ Group child care – provided by two or more people in one of their homes for up to 12 children, aged 3 months to 12 years
- **Lord Selkirk Park ECD hub centre pilot:** This pilot project incorporates the Abecedarian approach, including the well-evaluated and successful Abecedarian curriculum, low educator-child ratios, an enhanced educator training model, a home visit-family engagement component and a meal program. Thirty-two infant and preschool spaces are available for participating children and their families. An evaluation of the pilot is underway, and lessons learned from the evaluation will inform potential expansion of this "ECD hub" model.
- **Unregulated care:** Home care is permitted for up to four children under the age of 12 years (with no more than two children under the age of 2 years), including the caregiver's own children.

Community Involvement/Oversight

The Healthy Child Manitoba's Parent Child Coalitions bring together parents, early childhood educators, educators, health care professionals and other community organizations to plan and work collaboratively to support the healthy development of children aged 0–6 years. Coalitions support existing community programs for families with young children and develop new initiatives that reflect each community's diversity and strengths. There are 26 funded coalitions province-wide.

Additionally, Manitoba hosts Manitoba ParentZone, an information website which provides Manitobans with parenting and child development information that reflects current best practices in health and child and adolescent development, and includes important links to Manitoba-based public education and public health campaigns.

Community Oversight

Since the announcement of the HCM Strategy in 2000, the Provincial Healthy Child Advisory Committee (PHCAC), its Educaring subcommittee (focused on promoting, integrating and coordinating ECD work across Manitoba), and the Parent Child Coalitions (see above) have been key community-based partners in contributing to the direction of the HCM Strategy. Both PHCAC and Parent Child Coalitions were enshrined in legislation under The Healthy Child Manitoba Act, proclaimed in 2007.

The PHCAC provides recommendations to the Healthy Child Committee of Cabinet and the Healthy Child Manitoba Office. It is made up of government appointees drawn from community, education, academic and government backgrounds.

The Recruitment and Retention Roundtable, established in 2014, provides advice and recommendations to government regarding the early learning and child care workforce. This is the first roundtable to be established under the new Family Choices plan.

Local Service Delivery

Kindergarten and prekindergarten are supported by 37 school divisions.¹³

Licensed non-profit child care centres are operated by independent boards of directors as required under The Community Child Care Standards Act. MELCC has provincial oversight for ELCC, including operating grants, child care subsidies, pension, training grants, capital funding and the inclusion support program. Provincial licensing staff work out of the Winnipeg community area and regional offices throughout the province.¹⁴

2. FUNDING

Table 2.1 Manitoba: Provincial Allocations for Regulated Child Care (2014–15)¹⁵

Child care fee subsidies	\$30,246,000
Operating funds (includes wage and training grants)	\$106,199,000
Inclusion support program	\$12,509,000
Total regulated child care	\$148,954,000

Overall Funding

Table 2.2 Manitoba: Funding Early Childhood Education/Child Care

Kindergarten ^a	\$82,520,977
Prekindergarten (nursery schools) ^b	\$14,907,819
Early Childhood Development Initiative Grant ^c	\$2,465,782
Licensed child care	\$148,945,000
Total ECE spending	\$248,839,548
Total budget operating estimate 2014–2015¹⁶	\$ 11,358,486,000
ECE as a percentage of provincial budget	2.2%

^a Estimate based on 2013 kindergarten enrolment of 13,937 children in publicly funded schools times \$5,921; ^b Estimate based on 2013 prekindergarten (school-operated nursery schools) enrolment of 2,581 children in publicly funded schools times \$5,921; ^c The Early Childhood Development Initiative grant is part of the categorical funding to school divisions to support preschool programming in schools.¹⁷

3. ACCESS

Table 3.1 Manitoba: Estimated Child Population 0–5 years (2013)

Child population 0–5 years	95,584
0–1 years	31,699

Table 3.1 Manitoba: Estimated Child Population 0–5 years (2013) (con't)

2–4 years	47,732
5 years	16,153
Total population of Manitoba	1,265,015
Children 0–5 years as percentage of total population	7.6

Statistics Canada. CANSIM Table 051-0001. Estimates of population, by age group and sex for July 1, 2013 Canada, provinces and territories (accessed: August 20, 2014).

Table 3.2 Manitoba: Workforce Participation of Mothers by Age of Youngest Child (2013)

	Number mothers in workforce (000s)	LF participation rate of mothers in workforce by age of youngest child
0–1 years	16.9	65%
2–4 years	17	71%
5 years	5.0	71%
Total mothers in workforce with child 0–5 years	38.9	
Average workforce participation of mothers with youngest child 0–5 years		68%

Source: Statistics Canada, Labour Force Survey, custom tabulation S0814_04_Tab1.ivt.

Table 3.3 Manitoba: ECE School Programs¹⁸

Children attending 5-year-old kindergarten ^a	14,409
Child population ^b	16,153
% of children attending kindergarten^c	89%

^aChildren attending publically-funded schools, non-funded schools, First nations schools administered by public school divisions, and home-schooled children, as of September 30, 2013; ^bAll 5-year-old children living in Manitoba, including in First Nations communities; ^cNote the percentage of kindergarten attendance does not include children attending kindergarten at First Nations schools not administered by public school divisions.

Table 3.4 Manitoba: Licenced Child Care Programs (March 31, 2014)¹⁹

Spaces by age group in centre-based programs		
Infants/preschool		19,870
School-aged		9,632
Total spaces centre-based programs		29,502
Family child care home and group family child care spaces		3,053
Centre-based programs		666
Family child care/home and group		426
Total capacity regulated child care		32,555^a
Facilities by auspice		
Non-profit (centres only)		95%
Profit		5%

Table 3.5 Manitoba: Percentage of Children Attending ECE Programs by Age Group

Child Ages	Number of children ^a	Child care/ preschool ^b	Kindergarten enrolment ^c	Other ECE programs ^d	% children with access to ECE programming
0–1 years	31,699	3,424			11%
2–4 years	47,732	19,436		1,000	43%
5 years ^e	16,153		14,409		89%

^aStatistics Canada. CANSIM Table 051-0001. Estimates of population, by age group and sex for July 1, YEAR, Canada, provinces and territories; ^bEstimate based on custom tabulation Statistics Canada, Survey of Young Canadians, licensed child care spaces and prekindergarten school enrolment; ^cEnrolment September 30, 2013. Note: some children attending kindergarten also attend child care; ^dIncludes Aboriginal Head Start²⁰; ^eSee notes for Table 3.3.

Affordability

Manitoba sets a maximum fee for spaces receiving an operating grant and for subsidized families using any licensed space. In 2012 and 2013, the maximum regulated parent fee was allowed to increase by \$1.00 each year for infant and preschool spaces and by \$0.35 for school age spaces. The maximum daily fee for a funded infant centre space is \$30, for a preschool centre space is \$20.80 and for a centre school-age space is \$10.30 per day for before, lunch and after school care, \$8.60 for before and after school care only.²¹

Inclusion

Child care facilities must provide inclusive programming and ensure individual program plans are in place for children with additional support needs. Facilities must also have an inclusion policy. Funding may be available to childcare centres to support additional staffing. A Guide to the Inclusion Support Program (2013) outlines best practices and procedures.²²

4. LEARNING ENVIRONMENT

Table 4.1 Manitoba: Curriculum Frameworks

Program	Framework Document
Kindergarten	Kindergarten subject areas include: arts education, English language arts, mathematics, physical education/health education, science and social studies, each with prescribed outcomes ²³
Nursery school (prekindergarten)	School divisions develop their own learning frameworks
Child care and licensed nursery schools	<i>Early Returns: Manitoba's Early Learning and Child Care Curriculum Framework for Preschool Centres and Nursery Schools</i> ²⁴ <i>Early Returns: Manitoba's Early Learning and Child Care Curriculum Framework for Infant Programs</i> ²⁵
Child care (Francophone)	Des résultats précoces: Cadre d'élaboration d'un curriculum des programmes d'apprentissage et de garde des jeunes enfants du Manitoba pour les services de garde préscolaires et les prématernelles (June 2011) ²⁶

Work Environment

Kindergarten class sizes: In 2011, the provincial government established guidelines for kindergarten to Grade 3 classrooms, capping class size at 20 students. School divisions have until September 2017 to be in compliance with all guidelines. School divisions are required to annually report the size of all their kindergarten to Grade 3 classes in an online class size tracker.²⁷

Table 4.2 Manitoba: Group Size and Staff Child Ratio in Licensed Child Care Centres²⁸

Age of child	Staff: Child Ratio	Group Size
0–2 years	1:4	8
2 – 6 years	1:8	16
6–12 years	1:15	30
Licensed Nursery Schools	1:10	20

Educators

Table 4.3 Manitoba: Educator Qualifications

Kindergarten Teachers	Early Childhood Educators
Teachers require a recognized undergraduate degree plus a two-year Bachelor of Education degree. Early Years streams are available for kindergarten to Grade 4.	<p>Child Care Assistant (CCA) 40 hours of approved child care training within the first year of employment, or 40 hours of approved training within the previous eight years</p> <p>Early Childhood Educator (ECE) II Two year post-secondary diploma in Early Childhood Education</p> <p>Early Childhood Educator (ECE) III Meet the education requirements for ECE II classification and complete an approved post diploma or degree in an area of specialization</p>

Table 4.4 Manitoba: Professional Recognition and Development

	Qualified Teachers	Qualified ECEs ²⁹
Professional Requirement	The Professional Certification Unit of the Ministry of Education and Advanced Learning is responsible for the certification of teachers.	Manitoba Early Learning and Child Care confers three levels of classification: Child Care Assistant (CCA), Early Childhood Educator II (ECE II) and Early Childhood Educator III (ECE III). The process of classification must be completed before beginning employment.
Professional Development Required	Provided by school divisions.	Ongoing professional development is not required. However, 24 hours annually is recommended as a best practice (as stated in the Best Practices Licensing Manual for Early learning and Child Care Centres).

Table 4.5 Manitoba: Density of Qualified Staff in Child Care Centres³⁰

Two-thirds of all staff who care for children in a full-time child care centre and who are included in the staff/child ratio must have an ECE II or III.

A child care centre director of a full-time child care centre must have an Early Childhood Educator (ECE) III qualification and one year of experience working in child care or a related setting (regulation).

An ECE II is required for directors of nursery school and school age programs and one year of experience working in child care or a related setting (regulation).

Table 4.6 Manitoba: Teacher and ECE Average Annual Salaries

Teachers ^a	Early Childhood Educators ^b	ECE salary as % of teacher salary
\$84,325	\$41,644	49%

^awww.bctf.ca/uploadedfiles/public/bargainingcontracts/teachersalaryrankings2013-14brief.pdf; ^bBased on 2013/14 reported wages for ECEs in Manitoba. Manitoba has a wage floor.

5. ACCOUNTABILITY, MONITORING AND EVALUATION

Progress Reports: Healthy Child Manitoba 2012 Report on Children and Youth was tabled before the Manitoba legislature. ³¹Manitoba Education Annual Report 2012–2013 includes documentation of the work of the ECE Unit.³²

Family Services Annual Report 2013-14 includes documentation of the activities of the MELCC program.³³

Program Standards: The Best Practices Licensing Manual for Early Learning and Child Care Centres and Best Practices Licensing Manual for Family and Group Child Care Homes provide a description of the regulations, as well as best practice for each of these standards. The Family Choices Building Fund, School-based Stream, supports the building and renovation of child care centres in schools. A Community-Based Stream also supports the development of new and expanded centres not located in schools. The Public Schools Act 173(7) requires school divisions that are building a new school or doing major renovations on a school to include space for an early learning or child care facility.³⁴

Population Monitoring: Manitoba's commitment to monitoring the cross-departmental Healthy Child Manitoba (HCM) Strategy, providing public progress updates through annual reporting and evaluating the effectiveness of provincial programs for children is enshrined in The Healthy Child Manitoba Act. As set out in the Act, the Healthy Child Manitoba Office (HCMO) is responsible for this work. This includes EDI funding, coordination, and its bi-annual provincial/regional/local reporting, along with ongoing knowledge translation activities (in partnership with Manitoba Education and Advanced Learning's Early Childhood Education Unit), HCMO Annual Reports, and the preparation and publication of the legislated cross-departmental HCM report on the status of Manitoba's children, every 5 years. Led by HCMO, the HCM Strategy strengthens its policies and programs for healthy child development by researching local, national, and international approaches, and evaluating Manitoba's current investments to determine the most effective ways to achieve the best possible outcomes for the province's children, families and communities.

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