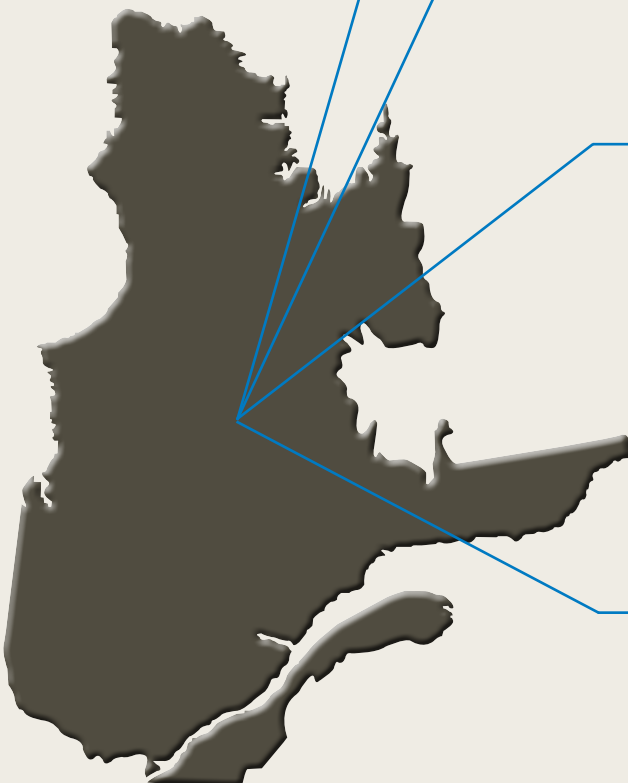
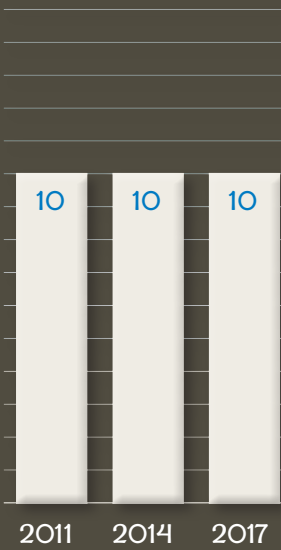


# QUÉBEC PROFILE 2017

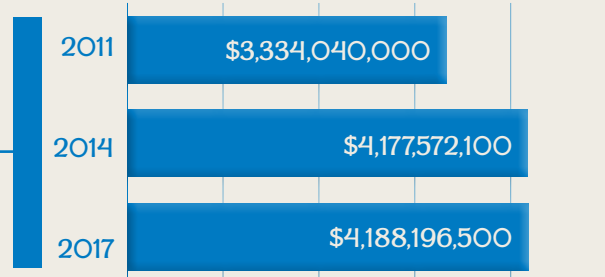


## TRENDS IN ECEC FROM 2011-2017

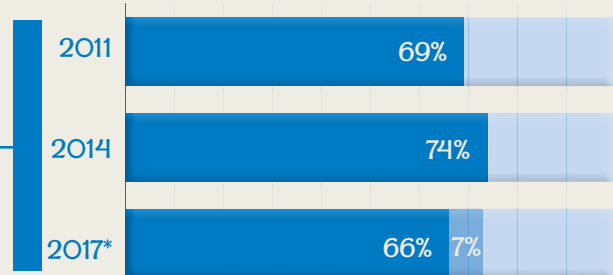
### ECE REPORT BENCHMARKS



CHANGE IN ECEC SPENDING

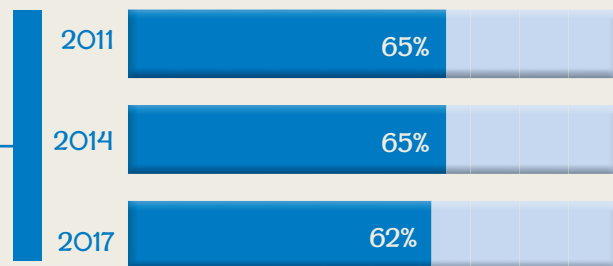


PERCENTAGE OF CHILDREN 2-4 YEARS  
ATTENDING ECEC

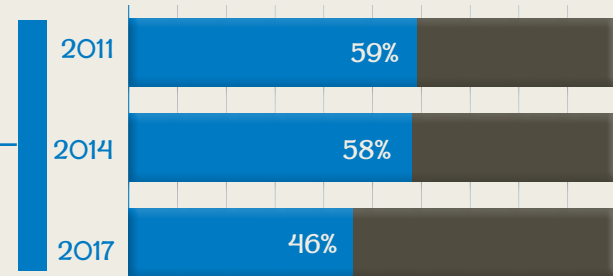


\* refer to Table 3.7

ECE SALARIES AS A PERCENTAGE OF  
TEACHER SALARIES



PERCENTAGE OF CENTRE-BASED FACILITIES  
(NON-PROFIT/PROFIT)



## 1. GOVERNANCE

**Table 1.1 Québec Early Childhood Education Governance Structure<sup>a</sup>**

MINISTÈRE DE LA FAMILLE	
Lead Department	Ministère de la Famille <sup>b</sup> (Ministère)
Policy Framework	Strategic Plan (2012-2017). The Ministère's 2017-2022 Strategic Plan is under development. <sup>1</sup>
Legislation	<p><i>Educational Child Care Act</i> (CQLR, chapter S-4.1.1)<sup>2</sup></p> <p><i>An Act to Tighten the Regulation of Educational Child Care</i> (December 10, 2010)<sup>3</sup></p> <p><i>An Act to Amend the Educational Child Care Act</i> (October 22, 2014)<sup>4</sup></p>
Related Legislation	<p>Reduced Contribution Regulation<sup>c</sup> (R.S.Q., C. S-4.1.1, r. 16)</p> <p>Educational Child Care Regulation<sup>d</sup> (R.S.Q., c. S-4.1.1, r. 2)</p> <p><i>Act Respecting the Ministère de la Famille, des Aînés et de la Condition Féminine</i><sup>e</sup> (R.S.Q., c. M-17.2)</p> <p><i>Act to Facilitate the Establishment of a Pension Plan for Employees Working in Child Care Services</i> (R.S.Q., c. E-12.011)<sup>5</sup></p> <p><i>Act Respecting Family Benefits</i> (R.S.Q., c. P-19.1)<sup>6</sup></p> <p><i>Act Respecting the Representation of Certain Home Child care Providers and the Negotiation Process for their Group Agreements</i> (R.S.Q., c. R-24.0.1)<sup>7</sup></p>
Local Authority	<p>Supervisors employed by the Ministère license and monitor CPEs and subsidized daycare centres.</p> <p>Home child care coordinating offices.</p> <p>Recognized child care service providers and home child care coordinating offices are regulated by an inspection policy, the <i>Politique d'inspection des prestataires de services de garde régis et des bureaux coordonnateurs de la garde en milieu familial</i>.<sup>f</sup></p>
Community/Sector Oversight	Space Allocation Advisory Committees <sup>g</sup>

continued on next page

**Table 1.1 Québec Early Childhood Education Governance Structure<sup>a</sup> (continued)**

MINISTÈRE DE L'ÉDUCATION ET DE L'ENSEIGNEMENT SUPÉRIEUR	
Lead Department	Ministère de l'Éducation et de l'Enseignement supérieur (MEES) <sup>b</sup>
Policy Framework	n/a
Legislation	Education Act (R.S.Q., c. I-13.3) <sup>c</sup>
Related Legislation	n/a
Local Service Delivery	Québec's public preschool and primary and secondary education network is made up of 72 school boards (60 francophone, 9 anglophone and 3 with special status). <sup>g</sup>
Community/Sector Oversight	n/a

a Data as of March 31, 2017.

b The Ministère de la Famille, des Aînés et de la Condition féminine was created in February 2005. The Ministère de la Famille et des Aînés was formed in April 2007. It has been called the Ministère de la Famille since September 19, 2012.

c Under revision.

d Under revision.

e The Ministère de la Famille, des Aînés et de la Condition féminine is referred to as the Ministère de la Famille. Order in Council 34-2016 of January 28, 2016, 148 G.O. 2, 1258. Retrieved from <http://www.legisquebec.gouv.qc.ca/en/ShowDoc/cs/M-17.2>

f Ministère de la Famille, gouvernement du Québec. The Inspection Policy. Retrieved from <https://www.mfa.gouv.qc.ca/en/services-de-garde/legal-illegal-reconnu/services-garde-reconnus/Pages/politique-inspection.aspx>

g See also the Community Oversight section of this document.

h On January 28, 2016, the Ministère de l'Éducation, du Loisir et du Sport became the Ministère de l'Éducation et de l'Enseignement supérieur (Order in Council 28-2016) and another minister became responsible for recreation and sports (Order in Council 43-2016). On February 22, 2016, the name of the Ministère stayed the same, but the responsibility for education, recreation and sports was entrusted to one minister (Order in Council 107-2016), while that of higher education was entrusted to another minister (Order in Council 108-2016).

## BACKGROUND/NEW DEVELOPMENTS

In 1997, the Government of Québec initiated a program to provide reduced-contribution educational child care for children under the age of 5 years, charging parents a nominal fee (\$5/day) for care in three types of child care: Centres de la petite enfance (CPE), daycare centres that enter into an agreement to be subsidized, or recognized home child care providers (RSG).<sup>10</sup>

In January 2004, the reduced child care contribution for children under the age of 5 years increased from \$5 to \$7 a day. In September 2004, the same adjustment was applied to school-based child care for children ages 6–12 years.<sup>11</sup>

In December 2005, the *Educational Child Care Act* (Act) was passed. The regulations, which came into effect on August 31, 2006, included the establishment of home child care coordinating offices to better support home child care providers.<sup>12</sup>

In 2006, the goal of 200,000 spaces in reduced-contribution child care was reached. Today, more than 232,000 subsidized spaces are offered in all regions of Québec.<sup>a,13</sup>

Since April 22, 2015, the fee for subsidized child care services has been modified to include a basic contribution plus an additional contribution determined by family income.<sup>14</sup>

## DEPARTMENT ORGANIZATION

### The Ministère de la Famille (Ministère)

The Ministère de la Famille contributes to the development of Québec by promoting the well-being of families and the development of children. It ensures consistency in government actions related to children and families and is responsible for developing and establishing policies, programs and measures that meet their needs. In particular, it endeavours to recognize the diversity of family models and their living environments.<sup>15</sup>

The Ministère's actions focus on affordability of child care services and their quality, balancing family and work responsibilities, support to organizations dedicated to families and children, and the availability of accessible information related to assistance for families.

The Ministère is supported in its work by the Direction générale des politiques; the Direction générale des services de garde éducatifs à l'enfance; the Direction générale des opérations régionales; the Direction générale de l'administration et des technologies; and the Secrétariat aux aînés. In addition, three administrative units directly support the deputy minister of families: the Secrétariat général; the Direction des affaires juridiques; and the Direction des communications. The Ministère is also linked to two government organizations that are under the responsibility of the Ministère de la Famille, namely, Retraite Québec, which oversees the refundable tax credits, and the Curateur public du Québec, which protects the needs of people with disabilities.<sup>16</sup>

### Ministère de l'Éducation et de l'Enseignement supérieur

The legislated responsibilities of the Ministère de l'Éducation et de l'Enseignement supérieur (MEES) include preschool, primary, secondary, college and university education, research and educational financial assistance, as well as sports and recreation.<sup>17</sup>

The MEES is responsible for 4-year-old kindergarten and kindergarten for 5-year-olds, as well as school-based child care services. School boards and the school's governing board enter into agreements with the MEES on the provision of school-age child care services (*Education Act*, section 256).<sup>b</sup> The MEES liaises with child care service administrators and ensures school boards have the information and support needed to organize school-age child care.

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a As of March 31, 2017, there were more than 1,500 CPE facilities, over 700 subsidized child care services and more than 14,000 home child care providers recognized by a home child care coordinating office. Ministère de la Famille, Government of Québec. Retrieved from [https://www.mfa.gouv.qc.ca/fr/publication/Documents/places\\_O.pdf](https://www.mfa.gouv.qc.ca/fr/publication/Documents/places_O.pdf)

b See the organizational framework: <http://www.education.gouv.qc.ca/contenus-communs/parents-et-tuteurs/services-de-garde/cadre-organisationnel/>

The MEES oversees compliance with the *Education Act* and the *Regulation Respecting Child Care Services Provided at School* and monitors budgetary allocations. Financial allowances to schools for child care are based on enrolment as of September 30 of the school year.

## POLICY FRAMEWORK

### Québec's Family Policy<sup>18</sup>

The Québec government is committed to making families a core priority. The family policy includes different family assistance measures, including:

- subsidized child care services;
- universal child support measures;
- financial supports, particularly for low-income families;
- work-family balance;
- supports for families with special needs.

### Educational Success Policy<sup>c</sup>

The educational success policy marked the beginning of a new approach in Québec, involving a commitment to lifelong learning beginning in the early years and intervening early and quickly, as soon as a problem arises. Early intervention offers a response tailored to the needs of children and reinforces their overall development and ability to learn and succeed.

The time horizon for this vision is 2030. This period corresponds with a 12-year span encompassing a child's entry to preschool at age 4 years in 2018 to the end of secondary schooling.<sup>19</sup>

The policy has three elements:

1. Every individual will reach their full potential
2. An inclusive environment, conducive to development, learning and succeeding
3. Actors and partners who are mobilized for success

These guidelines are the basis for the challenges and orientations of the policy, which apply equally to educational child care services, general education for youth and adults and vocational training.

To facilitate early, quick and continued interventions with all children and students, the government is developing an interdepartmental strategy jointly with the Ministère, the MEES and the Ministère de la Santé et des services Sociaux dealing with educational services from birth to 8 years of age. The goal is to promote the continuity, quality and affordability of educational services up to the end of grade two, and to ensure the basic elements of literacy and numeracy.

## SERVICE DESIGN

### Regulated Child Care<sup>20</sup>

All facilities caring for six or more children are covered by the *Educational Child Care Act* and its regulations. Two types of child care services are issued permits by the Ministère: Centres

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c This document may be viewed on the website of the Ministère de l'Éducation et de l'Enseignement supérieur (MEES). [http://www.education.gouv.qc.ca/fileadmin/site\\_web/documents/PSG/politiques\\_orientations/politique\\_reussite\\_educative\\_10juillet\\_F\\_1.pdf](http://www.education.gouv.qc.ca/fileadmin/site_web/documents/PSG/politiques_orientations/politique_reussite_educative_10juillet_F_1.pdf)

de la petite enfance (CPEs) and daycare centres. As well, a person can be recognized as a home childcare service provider by a coordinating office. School boards and municipalities cannot be issued a daycare centre permit.

CPEs and daycare centres offer full-time or part-time child care in group settings.

People recognized as home child care providers offer full-time or part-time child care services in private homes.

CPEs are publicly subsidized to offer reduced-contribution spaces, as are most home child care facilities. Some daycare centres are subsidized. Daycare and home care that do not receive a subsidy set the daily rate paid by parents.

- **Centre de la petite enfance (CPE):** A CPE is a non-profit organization or cooperative that provides child care services in one or more facilities, and whose board of directors is made up of at least seven members, two-thirds of whom are parent users or future users. A maximum of 80 children may be enrolled. CPEs are publicly subsidized, offering reduced-contribution spaces for parents. A CPE implements an educational program.<sup>d</sup>
- **Subsidized or non-subsidized daycare centres:** A daycare centre is generally a for-profit business that holds a permit authorizing it to provide child care services in a single facility. Some receive public subsidies under an agreement with the Ministère and therefore offer reduced-contribution spaces to parents. Non-subsidized daycare centres set their own fees. Daycare centres implement an educational program<sup>e</sup> and are required to create parent advisory committees.
- **Home child care:** Home child care is provided in a private home by a person recognized by a home child care coordinating office. Each provider may care for up to six children, with a maximum of two under the age of 18 months. The maximum number includes children under the age of 9 years living in the home and present when care is provided. If assisted by another adult, the provider may care for up to nine children, with a maximum of four under the age of 18 months. This includes children under the age of 9 years living in the home and present when services are provided. Home child care providers must meet applicable legal and regulatory standards and implement an educational program. Providers set their own hours of operation in consultation with parents.<sup>21</sup>

### Unregulated Child Care

The Act does not apply to private caregivers that offer child care to fewer than six children without holding a permit and to community organizations that provide temporary child care, nursery schools and school-based child care services. Private caregivers, nursery schools and drop-in programs set their own fees.

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<sup>d</sup> Section 5 of the Act stipulates that the child care service provider must implement an educational program.

<sup>e</sup> *Ibid.*

- A community drop-in daycare centre offers temporary care by a public or community organization as part of its mission or as part of a specific activity where parents are on the premises.<sup>22</sup>
- A nursery school, if operating on October 25, 2005, may provide programming for children between the ages of 2 and 5 years, for periods not exceeding 4 hours a day.<sup>23</sup>

### Preschool Education Programs

School boards are responsible for kindergarten for 4- and 5-year-olds, the *Passe-Partout* program and school-based child care for children attending kindergarten to age 12.<sup>f</sup>

Preschool education includes both full-time kindergarten for 5-year-olds and half-time and full-time kindergarten for 4-year-olds (sometimes referred to as “pre kindergarten”). Part-day pre kindergarten may be supplemented for the remaining half day by free school-based child care.<sup>24</sup> Fees are not charged for preschool programs operated by school boards.<sup>25</sup>

**Kindergarten for 5-year-olds:** Kindergarten has been offered by all school boards and in private schools since September 1997. Kindergarten for 5-year-olds is not compulsory, but 98 per cent of eligible children enroll.

Children who do not speak the language of instruction are entitled to language support provided by the school board. To attend an English prekindergarten or kindergarten program, children must meet the eligibility conditions for English instruction.<sup>9</sup>

**Kindergarten for 4-year-olds:** In June 2013, the *Education Act* was modified to allow school boards to offer kindergarten for 4-year-olds living in disadvantaged areas. These services prioritize children who do not attend regulated child care.<sup>26</sup>

- In the 2017/18 school year there were 388 authorized kindergartens for 4-year-olds, distributed throughout Québec.<sup>27</sup>
- Half-day kindergarten is available for children aged 4 years living in disadvantaged areas on the Island of Montreal. For the remaining half day, children attend free, school-based child care (measure 30012).<sup>28</sup>

**Animation Passe-Partout:** Passe-Partout is a parenting skills support program offered in designated school boards for families with a 4-year-old living in disadvantaged areas. The program suggests a minimum of 16 sessions with children and 8 with parents. Children must be 4 years by September 30 of the enrolling year to participate.<sup>29</sup>

**School-based child care:** A school board or a private educational establishment may offer school-based child care services for students between the ages of 5 and 12 years. Students may attend the child care service on a regular basis or sporadically, before classes start, during lunch or after classes.<sup>30</sup> The reduced contribution fee for child care services in public schools is determined by the yearly fiscal rule of the MEES. For 2017–2018, the daily rate for attending

f Role of the school boards: <http://fcsq.qc.ca/publications/commissions-scolaires/role-des-commissions-scolaires/>

g See eligibility conditions for instruction in English: <http://www.education.gouv.qc.ca/en/parents-and-guardians/instruction-in-english/>

on a regular basis is \$8.15. The fees charged for occasional use, professional development or special activity days are determined by school boards and are based on the funding received from the MEES. The additional geared-to-income fee does not apply to school-based child care.<sup>h</sup> Private educational establishments set their own fees.

## LOCAL SERVICE DELIVERY

**Home child care coordinating offices** support families using home child care services and ensure child care providers comply with the Act and its regulations. The office has authority to do the following:<sup>31</sup>

- Grant, renew, suspend or revoke child care providers' recognition;
- Ensure that child care providers comply with the applicable standards;
- Offer parents information about the provision of home child care services;
- Determine whether a parent is eligible for the reduced-fee contribution;
- Administer the subsidies intended for home child care providers;
- Offer pedagogical and technical support to home child care providers as requested;
- Encourage child care providers to engage in continuous training and development activities;
- Handle complaints related to home child care providers;
- Allocate subsidized child care spaces, in accordance with the instructions of the *Ministre de la Famille* and parent need.

## COMMUNITY OVERSIGHT

**Space Allocation Advisory Committee:** In accordance with the provisions of the Act, the *Ministre de la Famille* relies on the recommendations of a Space Allocation Advisory Committee to identify needs and priorities when distributing new subsidized spaces in a region or when conducting a reorganization. The members of the advisory committee also have responsibility for reviewing all expansion proposals. In addition to child care, these committees advise on the rollout of new full-time kindergarten classes for 4-year-olds in disadvantaged areas.<sup>32</sup>

**Avenir d'enfants:** In September 2009, the *Fondation Lucie et André Chagnon* partnered with the Québec government to create the Early Childhood Development Fund. This marked the beginning of *Avenir d'enfants* (AE), a non-profit organization responsible for managing a \$400M fund (\$250M from the *Fondation* and \$150M from the Québec government) paid over a 10-year period, from 2009 to 2019. AE's mission is to equip local communities to support the development of children to age 5 years living in poverty. AE contributes to services for children and their parents, and the professional development of professionals working with young children.<sup>33</sup>

The *Ministère* also offers financial support to regional authorities and municipalities to develop or update their family policies, and to drop-in child care services.<sup>34</sup>

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h <http://www.education.gouv.qc.ca/parents-et-tuteurs/services-de-garde/financement>



**Social pediatric centres:** In 2015, the Québec government partnered with the Fondation du Dr Julien<sup>i</sup> (Fondation) to establish a network of community social pediatric centres. The partnership includes the Ministère de la Famille, Ministère de la Santé et des Services sociaux, Ministère de l'Éducation et de l'Enseignement supérieur and Ministère de la Justice. Community social pediatric centres use an integrated social medicine model, which combines medicine, law and social work, to serve children living in very vulnerable circumstances. The Fondation offers care and services to 20,000 children. The Fondation will receive \$22M in government financing over the five-year period from 2015/16 to 2019/20, which could be increased depending on the progress of the centres in meeting their objectives.

Community social pediatrics is focused on the complex developmental challenges that result from difficult living conditions.

## 2. FUNDING

**Table 2.1 Québec Provincial Allocations for Regulated Child Care to March 31, 2016**

Refundable tax credit for child care	\$639,000,000 <sup>a</sup>
Funding of subsidized child care (by the Ministère)	\$2,350,436,100
Agreement with the Government of the Cree Nation	\$18,099,400
Funding by the MEES for the school-based child care program	\$248,600,000
<b>TOTAL</b>	<b>\$3,256,135,500</b>

<sup>a</sup> Ministère des Finances, Tax Expenditures – 2016 Edition, gouvernement du Québec, 2017, Forecast for 2016. This expenditure does not apply exclusively to child care services regulated by the Act.

**Table 2.2 Québec Funding for Early Childhood Education/Child Care to March 31, 2016<sup>a</sup>**

Kindergarten for 5-year-olds	\$783,055,000
Prekindergarten for 4-year-olds (half-time and full-time)	\$94,247,000 <sup>b</sup>
Private school funding (4- and 5-year olds) <sup>c</sup>	\$31,510,000
Total – Kindergarten and prekindergarten for 4- and 5-year olds	\$908,812,000
Total – Child care services (see table 2.1)	\$3,256,135,500

continued on next page

<sup>i</sup> For more information see <http://www.fondationdrjulien.org/en/>

**Table 2.2 Québec Funding for Early Childhood Education/Child Care to March 31, 2016<sup>a</sup>**  
(continued)

Other early childhood education spending	
Family support initiative	\$19,399,000
Drop-in child care services	\$3,850,000
Total ECE spending	\$4,188,196,500
Total budgetary expenses for Québec	\$97.4 billion
ECE as a percentage of provincial budget	4.3%

- a The Quebec Economic Plan 2017 provides for a total investment of \$67.4 million over six years including: \$7.4 million allocated for 2016-2017 to enable CPEs and child care centres to facilitate the transition to school for 4-year-olds; \$12 million per year for 2017-2018 to 2021-2022 to support quality in subsidized daycares and enhance the monitoring of child care centres; an increase of \$25 million over the next five years to foster the integration of children with disabilities; \$15 million over the next five years to encourage centres to enrol children from underprivileged neighbourhoods. Retrieved from [http://www.budget.finances.gouv.qc.ca/budget/2017-2018/en/documents/EconomicPlan\\_March2017.pdf#page=141](http://www.budget.finances.gouv.qc.ca/budget/2017-2018/en/documents/EconomicPlan_March2017.pdf#page=141)
- b An additional \$12 million in 2016/17 was allocated to support 100 new prekindergarten classes. Retrieved from [http://www.budget.finances.gouv.qc.ca/budget/2017-2018/en/documents/Budget1718\\_Education.pdf#page=19](http://www.budget.finances.gouv.qc.ca/budget/2017-2018/en/documents/Budget1718_Education.pdf#page=19)
- c Certain private schools have permits from the Ministère to operate a child care service.

### 3. ACCESS

**Table 3.1 Québec Child Population 0-5 years 2016<sup>a</sup>**

Child population 0-5 years	534,849
0-1 year	173,541
2-4 years	269,956
5 years	91,352
Total population of Québec	8,321,888
Children 0-5 years as percentage of total population	6.4%

- a Statistics Canada (2016). Table O51-0001 - Estimates of population, by age group and sex for July 1, 2016, Canada, provinces and territories, annual, CANSIM (database). [Online], updated September 27, 2016: <http://www5.statcan.gc.ca/cansim/a01?lang=eng> (accessed October 30, 2017).

**Table 3.2 Québec Labour Force Participation of Mothers by Age of Youngest Child 2016**

Child's age	Number mothers in labour force <sup>a</sup> by age of youngest child	Labour force participation rate of mothers <sup>b</sup> by age of youngest child
0-1 year	126,900	76.9
2-4 years	137,900	82.7

continued on next page

**Table 3.2 Québec Labour Force Participation of Mothers by Age of Youngest Child 2016 (continued)**

Child's age	Number mothers in labour force <sup>a</sup> by age of youngest child	Labour force participation rate of mothers <sup>b</sup> by age of youngest child
5 years	33,000	82.6
Total mothers in labour force with child 0 to 5 years of age	297,800	
Average labour force participation of mothers with children 0 to 5 years of age		80.7

a Statistics Canada, Labour Force Survey, custom tabulation O517\_29 Table 1.ivt.

b Statistics Canada, Labour Force Survey, custom tabulation O717\_O4 Table 1.ivt.

**Table 3.3 Québec Regulated Child Care Services Enrolment to March 2014<sup>a</sup>**

	0-1 year	2-5 years	Total
CPE	19,748	69,017	88,765
Subsidized child care centres	9,367	34,458	43,825
Unsubsidized child care centres	10,864	26,821	37,685
Total - Centre-based child care services	39,979	130,296	170,275
Child care services in family settings	35,831	58,319	94,150
Total enrolment	75,810	188,615	264,425

a Ministère (2016). Situation des centres de la petite enfance, des garderies et de la garde en milieu familial au Québec en 2014. Gouvernement du Québec, 228 pp. [online] [https://www.mfa.gouv.qc.ca/fr/publication/Documents/Situation\\_des\\_CPE\\_et\\_des\\_garderies-2014.pdf](https://www.mfa.gouv.qc.ca/fr/publication/Documents/Situation_des_CPE_et_des_garderies-2014.pdf) (accessed August 2, 2017).

**Table 3.4 Québec Licensed Child Care Programs to March 31, 2017**

CPEs	1,543
Subsidized child care centres	711
Unsubsidized child care centres	1,129
Total - Centre-based child care services	3,383
Home child care coordinating offices	161

**Table 3.5 Québec Number of Children Enrolled in School-based Child Care Services, 2016/17 School Year<sup>a</sup>**

4 years	5 years	6–12 years	Total number of children who received school-based child care services
4,647	73,051	384,801	462,499

a Data offered in the context of the 2017 exercise involving updating and validating data from the 2014 Québec review conducted by the Direction des politiques budgétaires of the Ministère de l'Éducation et de l'Enseignement supérieur.

**Table 3.6 Québec Kindergarten and Pre kindergarten Enrolment, 2016/17 School Year (provisional data)**

Kindergarten for 5-year-olds (including private kindergartens)	89,365
<b>Prekindergarten</b>	
Kindergarten for 4-year-olds	6,850 <sup>a</sup>

a Excludes the 11,547 students in Animation Passe-Partout not attending pre kindergarten. Retrieved from <http://www.mels.gouv.qc.ca/references/publications/resultats-de-la-recherche/detail/article/effectif-scolaire-par-commissionscolaire/>

**Table 3.7 Québec Percentage of Children Attending Educational Child Care Programs**

Child's age	Child population <sup>a</sup>	Child care attendance <sup>b</sup> (2014)	
0-1 year	177,212	75,810	43%
2-4 years	269,834	178,408	66%
5 years <sup>c</sup>	90,633	10,207	11%
Child's age	Child population <sup>d</sup>	Pre-K / Kindergarten attendance (2016-2017)	
4 years	90,507	6,850	7%
5 years	91,352	89,365	98%

a Statistics Canada (2016). Table O51-0001 – Estimates of population, by age group and sex for July 1, 2014. Canada, provinces and territories, annual, CANSIM (database). [Online], updated September 27, 2016: <http://www5.statcan.gc.ca/cansim/a01?lang=eng> (viewed October 30, 2017).

b Ministère (2016). Situation des centres de la petite enfance, des garderies et de la garde en milieu familial au Québec en 2014. Gouvernement du Québec, 228 pp. [online] [https://www.mfa.gouv.qc.ca/fr/publication/Documents/Situation\\_des\\_CPE\\_et\\_des\\_garderies-2014.pdf](https://www.mfa.gouv.qc.ca/fr/publication/Documents/Situation_des_CPE_et_des_garderies-2014.pdf) (viewed October 30, 2017).

c Children who do not turn 5 years old by September 30 are not eligible for kindergarten and will remain in child care for an additional year.

d Statistics Canada (2016). Table O51-0001 – Estimates of population, by age group and sex for July 1, 2016, Canada, provinces and territories, annual, CANSIM (database). [Online], updated September 27, 2016: <http://www5.statcan.gc.ca/cansim/a01?lang=eng> (viewed October 30, 2017).

## AFFORDABILITY

On April 22, 2015, Quebec instituted a two-part fee schedule.

All parents with a child occupying a subsidized space pay a basic fee directly to their child care program. An additional fee is added to the basic fee, adjusted to family income. It is paid

to Revenu Québec as part of the annual filing of income tax returns. The additional fee is halved for a second child. No additional fee is paid for a third or subsequent children attending subsidized child care at the same time.

All monies collected from the additional fees are reinvested into the educational child care services fund, which is used by the Ministère to finance subsidized child care services.

The basic fee and the additional fee are indexed annually. On January 1, 2017, the basic fee rose to \$7.75 per child per day.<sup>j</sup>

### Other Measures Facilitating Access to Child Care Services<sup>35</sup>

**Fiscal measures:** Parents whose children are not in a reduced-contribution space are entitled to the Québec refundable tax credit. Under certain conditions, they may receive the tax credit in the form of advance payments.

**Active public employment service measures:** Parents taking part in job training programs may, under certain conditions, have their child care fees reimbursed for the time they are enrolled in training.

**Educational financial assistance:** Loans and bursaries for parents attending post-secondary education take into consideration the cost of dependent children. Monthly child care expenses may be recognized for dependent child under the age of 11 years and for every child over the age of 12 years with special needs.

**Full-time French courses with the MIDI:** Parents eligible for full- or part-time French courses and eligible for financial assistance from the Ministère de l'Immigration, de la Diversité et de l'Inclusion (MIDI) may be reimbursed for child care expenses.<sup>k</sup>

## INCLUSION

**Child Care:** Additional funding is available to support the participation of children with special needs in child care. It covers children aged 59 months or younger and children of school age (under certain conditions) whose disability has been certified by a professional recognized by the Ministère or by a certificate from Retraite Québec. The eligibility conditions, allowance standards and funding scales related to the integration allowance are provided in the budget and occupancy rules published annually by the Ministère.<sup>36</sup>

Transitional funding extends parent eligibility for reduced-fee child care for 12 months to allow children with identified special needs to attend child care for an additional year before entering kindergarten.<sup>37</sup>

The Exceptional Assistance Measure (EAM) helps children with significant special needs to attend child care. The assistance helps offset parents fees and the additional costs of

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j <https://www.mfa.gouv.qc.ca/en/services-de-garde/revision-programme-services-garde/nouvelle-tarifcation/Pages/index.aspx>

k Additional information on financial assistance, for a full-time course: <http://www.immigration-quebec.gouv.qc.ca/en/french-language/learning-quebec/full-time/financial-aid.html> For a part-time course: <http://www.immigration-quebec.gouv.qc.ca/en/french-language/learning-quebec/part-time/financial-aid.html>

integration for the child care provider. Children with substantial needs aged 59 months or younger are eligible.<sup>38</sup>

**Special Education:** The policy on special education, *Adapting our Schools to the Needs of All Students*, was created as part of the education reform changes. It aims to help students with disabilities or those with adjustment or learning challenges to succeed in terms of knowledge, social development and qualifications. It includes a basic orientation and six action areas that the educational community should prioritize in order to help students succeed. To support the educational community in implementing the orientations, the policy is accompanied by an action plan consisting of 36 measures that were created over a five-year period.<sup>39</sup>

## 4. LEARNING ENVIRONMENT

Table 4.1 Québec Curriculum Frameworks

Child care	<p>Section 5 of the Act stipulates that child care service providers must implement an educational program. Providers may choose their own curriculum.</p> <p>The program developed and published by the Ministère, <i>Meeting Early Childhood Needs</i>, is not compulsory. It defines “the foundations, principles and values underlying the actions and interventions of educational child care services in Québec. It establishes guidelines to support programs in creating optimal conditions in which to live and develop and to offer the children that attend them.” An updated version is being developed.</p> <p>Activities are designed to:</p> <ul style="list-style-type: none"> <li>• Foster children’s overall well-being by allowing them to develop all aspects of their being, including their emotional, social, moral, cognitive, language, physical and motor skills;</li> <li>• Gradually bring children to adapt to living as part of a community and to adapt harmoniously to this way of living;</li> <li>• Promote the healthy living and eating habits and behaviours that have a positive impact on children’s health and well-being.</li> </ul> <p>Reference frameworks are also developed and published by the Ministère, including:</p> <ul style="list-style-type: none"> <li>• <i>Framework for Environments Conducive to a Healthy Diet, Active Play and the Development of Motor Skills</i> (Gazelle and Potiron, 2014);</li> <li>• Reference framework for children’s social and emotional development (In development).</li> </ul>
Cultural integration	<p><i>Guide pour l’élaboration d’une politique d’intégration des enfants de nouveaux arrivants et de gestion de la diversité dans les services de garde éducatifs</i><sup>40</sup></p>
Integration of children with disabilities	<p><i>Guide pour faciliter l’action concertée en matière d’intégration des enfants handicapés dans les services de garde du Québec</i><sup>41</sup></p> <p><i>Ensemble dans la ronde! en services de garde éducatifs. Réussir l’intégration des enfants handicapés</i><sup>42</sup></p>

continued on next page

**Table 4.1 Québec Curriculum Frameworks** (continued)

School environment	
Kindergarten for 5-year-olds	<i>Québec Education Program</i> , chapter 4, Preschool Education <sup>43</sup>
Kindergarten for 4-year-olds (Prekindergarten)	<i>Québec Education Program</i> , Preschool Education Program for 4-Year-Olds <sup>44</sup>
Passe-Partout Program – parenting skills support	Passe-Partout is a 16-session <sup>b</sup> program offered to parents and children that promotes skills to support preparation for kindergarten. Passe-Partout provides parents with the skills needed to foster attitudes and practices in their children, that will help their overall development. <sup>45</sup>
Transitioning to school	<i>Guide pour soutenir une première transition scolaire de qualité</i> (2010) provides information on transitioning successfully to kindergarten and makes it possible to analyze, improve and establish transitional practices between the different settings in which children live and receive services. It is intended mainly for child care service providers and for those working in schools and in the health and social service network. <sup>46</sup>
School-based child care services	<i>Document d'information sur les services de garde à l'école</i> (2002) is intended for schools offering child care services to school-aged children. <sup>c</sup>

- a Retrieved from [https://www.mfa.gouv.qc.ca/fr/publication/Documents/programme\\_educatif\\_en.pdf#page=11](https://www.mfa.gouv.qc.ca/fr/publication/Documents/programme_educatif_en.pdf#page=11)
- b The number of meetings is given as a general guideline in the reference framework. It recommends 16 sessions for children and 8 for parents. On average, school boards offer between 24 and 32 meetings per year for the children and 10 for parents, not including parent-children meetings.
- c The Regulation respecting Child care Services Provided at School or the *Guide pour la rédaction d'une politique sur les services de garde en milieu scolaire* may also be referred to: <http://www.education.gouv.qc.ca/commissions-scolaires/gouvernance/services-de-garde/redaction-dune-politique-guide/>

## WORK ENVIRONMENT

**Child care program size:** A maximum of 80 children may be present in a CPE facility or a daycare centre. A single building cannot house more than two facilities.

**Home child care:** See the Service design – Home Child Care section of this document.

**Kindergarten class size:** The number of children in a class is between 17 and 19 for 5-year-olds, and between 14 and 17 for 4-year-olds (according to the teachers' collective agreements).

**Table 4.2 Québec Educator-Child Ratio by Age of Child**

Age of child	Supervision ratio <sup>a</sup>	Maximum group size
Birth–18 months	1:5	No maximum group size is prescribed by the <i>Educational Child Care Act</i> and its Regulations.
18 months–4 years	1:8	

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**Table 4.2 Québec Educator-Child Ratio by Age of Child (continued)**

Age of child	Supervision ratio <sup>a</sup>	Maximum group size
4 years–under 5 years as of September 30	1:10	No maximum group size is prescribed by the <i>Educational Child Care Act</i> and its Regulations.
5 years and older as of September 30	1:20	

<sup>a</sup> When only one member of the child care staff is present, an adult must be available to replace them if they have to leave in the event of an emergency.

**Table 4.3 Québec Educator Qualifications**

Early Childhood Educators	<p>Section 23 of the Regulation stipulates that “a permit holder must ensure that at least 2 child care staff members out of 3 are qualified and with the children every day while child care services are being provided.”</p> <p>To be recognized as a qualified educator, the person must hold a diploma of college studies (DCS) in early childhood education or any other equivalent training recognized by the Ministère, in compliance with section 22 of the Regulation.</p> <p>No diploma is required for unqualified child care staff members. Equivalencies to the DCS in early childhood education are given in the Directive concernant l'évaluation de la qualification du personnel de garde et les équivalences de formation reconnues (Directive):</p> <ul style="list-style-type: none"> <li>A) A DCS in Early Childhood Education;</li> <li>B) A DCS in Special Education or Social Work, to which is added:             <ul style="list-style-type: none"> <li>a. Attestation of College Studies (ACS) in Early Childhood Education consisting of a minimum of 1,200 hours of instruction,</li> <li style="text-align: center;">OR</li> <li>b. a specialized university certificate in early childhood education whose program includes, or which is supplemented by, courses dealing with children's health, children's safety and educational approaches;</li> </ul> </li> <li>C) An ACS in Early Childhood Education consisting of a minimum of 1,200 hours of instruction, which is supplemented by:             <ul style="list-style-type: none"> <li>a. three years of relevant experience as defined in section 2 of the Directive;</li> </ul> </li> <li>D) A specialized university certificate in early childhood education, whose program includes, or which is supplemented by, courses dealing with children's health, children's safety and educational approaches, and which is supplemented by:             <ul style="list-style-type: none"> <li>a. Three years of relevant experience as defined in section 2 of the Directive.</li> </ul> </li> </ul>
Kindergarten Teachers	<p>Kindergarten teachers must hold a Bachelor in Preschool and Primary Education (4 years), which includes 750 hours of practice teaching. A teaching permit is then issued.</p>



**Table 4.4 Québec Professional Recognition and Development**

Qualified Educators	
Professional Recognition	<p>No professional certification is required. It is the responsibility of the child care service permit holder to evaluate whether the person is qualified, in compliance with the Directive.</p> <p>Home child care provider: The minimum qualification for a home child care provider is 45 hours of training in the three-year period preceding their application for recognition, covering child safety, health and nutrition, child development and the educational programming.<sup>47</sup></p>
Professional Development	<p>Not required for staff working in centres, however first aid certification must be updated every 3 years and include a component on managing severe allergic reactions.<sup>48</sup></p> <p><b>Home child care provider:</b> Under section 59 of the Regulation, the home child care provider must take 6 hours of professional development activities annually, dealing with the role of a home child care provider, child safety, health and nutrition, child development and educational programming. At least 3 hours must deal with child development and educational programming.<sup>49</sup></p> <p>The requirement and conditions that apply to educators with respect to first aid training also apply to home child care providers.</p>
Qualified Kindergarten Teachers	
Professional Recognition	Certification is required. This falls to the Ministère de l'Éducation et de l'Enseignement supérieur (MEES), which issues teaching permits.
Professional Development	In accordance with school board requirements.

**Table 4.5 Québec Ratio of Qualified Child Care Staff in Child Care Centres**

The permit holder must ensure that at least 2 out of 3 members of the child care staff are qualified and present with the children when child care services are in operation.

**Table 4.6 Québec Teacher and ECE Annual Salaries<sup>a</sup>**

Teachers <sup>b</sup>	Early Childhood Educators	ECE Salary as a % of Teacher Salary
\$77,633	\$48,027	62%

- a For comparison purposes, top of the wage grid was used for teachers (2016-17), based on a full-time equivalent, and the maximum annual salary for a qualified educator was based on the higher level of the salary range applicable in the 2014-2015 fiscal year, based on a 40-hour work week. The revised salary scale was not available at the time of writing.<sup>50</sup>
- b Teachers' wages are negotiated at the provincial level in accordance with the Act respecting the process of negotiation of the collective agreements in the public and parapublic sectors. Retrieved from [https://www.tresor.gouv.qc.ca/fileadmin/PDF/echelles\\_traitement/cs\\_enseign.pdf](https://www.tresor.gouv.qc.ca/fileadmin/PDF/echelles_traitement/cs_enseign.pdf)

## 5. ACCOUNTABILITY, MONITORING AND EVALUATION

### PROGRESS REPORTS

*Situation des centres de la petite enfance, des garderies et de la garde en milieu familial au Québec* provides an annual statistical overview of child care services, including the administration of facilities, staff members and their working conditions, home child care providers, the mandate of home child care coordinating offices, and specific child care methods.<sup>51</sup>

*Survey on the Child Care Use, Needs and Preferences of Families (2009)*, conducted by the Institut de la statistique du Québec (ISQ), included over 11,000 families in the 17 administrative regions of Québec. It provides a picture of the child care situation for children under the age of 5.<sup>52</sup>

*Grandir en qualité* (ISQ, 2015) was commissioned by the Ministère to assess the quality of regulated child care services offered to children between birth and age 5 years and to better understand the factors related to it. This was the second quality survey conducted by the ISQ; the first was in 2003.<sup>53</sup>

### PROGRAM STANDARDS

- To ensure that the Act and its Regulations are observed, the staff of the Ministère may conduct inspections at the facilities of daycare and CPE permit holders and at the homes of people who are recognized as home child care providers. Beyond these latter provisions, the responsibility for conducting compliance visits to home child care providers falls to the home child care coordinating offices. Child care services not governed by the Act are not subject to inspections, other than to ensure they are not illegally providing child care services.<sup>54</sup>
- Policy from the Ministère establishes the general guidelines for handling complaints concerning child care services. This policy details how a complaint is handled at the Ministère, from the time it is filed until its settlement. It also specifies the roles and responsibilities of the actors concerned: the staff at the Ministère, the child care centres and the home child care coordinating offices. The goal of this complaint-handling policy is to ensure the continuous improvement of the

quality of services. Any person may file a complaint to the Ministère concerning a situation involving a child care service.

- **An Act to improve the educational quality and foster the harmonious development of educational child care services (Bill 143)** was submitted to the National Assembly on June 16, 2017. It seeks to tighten regulation in terms of child care service safety, to ensure the continuity of the child care network, to enhance its quality and to encourage children's educational success. It also provides for a broader role for advisory committees in the distribution of spaces.<sup>55</sup>
- **The Childcare Establishment Locator** allows families to find the contact information of all CPEs and daycare centres in Québec and view their location on a map. The Locator includes operating child care services and those under development and slated to open within 18 months. It is updated weekly.<sup>56</sup>
- **La Place O-5**, a single gateway to reduced-contribution daycare spaces was instituted in November 2015. La Place O-5 is the only portal for parents who wish to register their children in any of the CPEs and subsidized daycare centres in Québec. Parents may register their children on the waiting lists of the child care centres of their choice, and view and follow up on their file electronically. La Place O-5 ensures strict management of its waiting lists. Parents who register with them have their files handled transparently and in accordance with the laws and regulations in force. Parents are invited to update their file regularly.
- The Ministère created the **Recognized Daycare Centre logo** to clearly identify child care service providers that are regulated by the Act. These include CPEs, subsidized and non-subsidized daycare centres, and home child care. The logo allows parents to easily identify child care facilities that must meet the standards of the Act.<sup>57</sup>

## POPULATION MONITORING

*Québec Survey of Child Development in Kindergarten - QSCDK (ISQ 2012)* was conducted in collaboration with the Ministère de la Santé et des Services sociaux, the Ministère, the MEES and Avenir d'enfants. The QSCDK is part of the *Initiative concertée d'intervention pour le développement des jeunes enfants (ICIDJE)*. The results of the QSCDK are presented in the ISQ's report. A second edition of this survey was conducted by the ISQ in the spring of 2017 and its results are expected in the fall of 2018.<sup>58</sup>

*Enquête québécoise sur le parcours préscolaire des enfants de maternelle 2017* surveys families on their children's preschool experiences in child care and/or pre kindergarten to assess their influences on child development.

## OTHER STUDIES

**Parents' opinions:** This qualitative study deals with the opinions and understanding of parents of young children with respect to child care services. A total of 69 parents of children from birth to the age of 5 years participated in one of nine discussion groups held in four regions of

Québec at the end of 2014. The study, carried out to provide food for thought in the context of the Action Strategy to Counter Illegal Child Care, explored the features of child care services that parents were seeking, and parents' understanding of the parameters that define the different types of child care services. It tried to identify parents' knowledge and opinions about legal and illegal child care. The study also reported on the information that parents want in this regard and the communication channels they prefer.<sup>59</sup>

**Portrait du réseau des services de garde éducatifs à l'enfance en vue d'une évaluation de sa performance:** This study provides a descriptive picture of the educational child care service network, laying the groundwork for a performance evaluation of the network.<sup>60</sup> The study presents the reference framework underlying this evaluation, namely, the key performance aspects, as well as the first indicators developed for each of the aspects. It then outlines the measures observed for each of the chosen indicators.

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