



TIME FOR ACTION

An Economic and Social Analysis of Childcare in Winnipeg



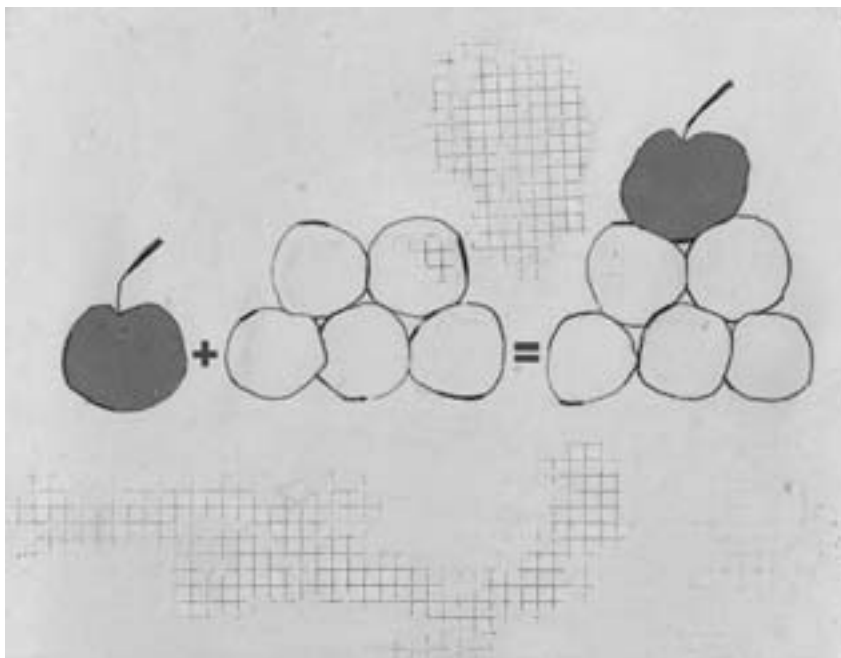
CHILD CARE COALITION OF MANITOBA
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Executive Summary



This report has been prepared by the Child Care Coalition of Manitoba, and is intended to stimulate a ‘made-in-Winnipeg’ discussion of childcare, and spark some homegrown solutions. The project was led by a broad Advisory Council of leading Winnipeggers and involved over a dozen community consultations in ten neighbourhoods, in addition to original and secondary data analysis. It provides detailed quantitative and qualitative evidence of the economic and social impact of childcare in our Winnipeg community, as well as information on what other Canadian cities are doing on the issue.

The childcare sector has a significant economic and social impact in Winnipeg. It enables parents to work, and reduces poverty. Childcare, just like a transportation system, is a part of the urban infrastructure that enables people to get to work. Employers need childcare, since their bottom line is hurt when they can’t recruit and retain staff. Children benefit in demonstrable ways from early childhood care. Good quality childcare, research shows, is good for children, good for mothers, good for their families, and good for society. Investments in early childhood development yield high public as well as private returns. Economists have estimated returns between two to seven times the original investment. Childcare is both an economic industry in its own right, as well as providing a service that enables the rest of the economy to thrive.

Winnipeg’s childcare sector is comprised of 252 licensed childcare centres, 74 part-day nurseries, and 295 licensed family homes. Together, these 621 facilities provide 16,749 licensed spaces for children aged 0–12 years. There is a childcare space for about 17 percent of the City’s children. As an industry, childcare is worth \$101 million/year to the City of Winnipeg. The field employs over 3,230 people who earn an average \$80 million/year. Every \$1 invested in childcare returns \$1.38 to the Winnipeg economy—even before child benefits are factored in. Childcare also is a job creator: for every 1 childcare job, 2.15 other jobs are

created or sustained. Childcare affects over 12,700 households, allowing mothers and fathers to work or study, and to earn an estimated \$715 million/year.

Childcare services are not distributed evenly across Winnipeg. The distribution tends to advantage higher-income neighbourhoods with greater social capital and disadvantage inner-city and poorer neighbourhoods. Services for infants and school-age children are in particularly short supply. There is a pressing need for culturally and linguistically appropriate services for Aboriginal, Francophone and other minority communities. The high cost of childcare, the need for extended hours care, and the importance of high quality and neighbourhood-based childcare are equally important themes. Overall, the distribution of childcare services is inadequate and inequitable, creating real barriers for Winnipeg children and their parents.

Childcare services are regulated by the provincial government, but are not centrally planned or coordinated. Neither the City, the private sector, or the voluntary sector has seriously addressed the importance of childcare in their economic and community planning processes. We propose that political leadership and concerted cross-sectoral involvement is badly needed, and we argue it is time for action.

We call upon the Premier of Manitoba and the Mayor of Winnipeg to establish a Childcare Task Force to be led by a Chair or co-Chairs with extensive experience in Winnipeg's public, private or voluntary sector. The mandate of the Task Force shall be:

1. To invite members from a range of Winnipeg communities, including representatives from the public, private and voluntary sectors, labour, the Aboriginal community, the Francophone community, women's organizations and immigrant groups, as well as other key stakeholders, to join the Task Force;
2. To document the current and potential economic and social effects of childcare in Winnipeg, including an analysis of cost, availability, accessibility, and quality, as well as inclusion and cultural sensitivity;
3. To propose a "Childcare Agenda for Winnipeg" which includes appropriate ways to integrate childcare into cross-sectoral policy and planning for economic and community development and social infrastructure;
4. To release its final report within twelve months of being established.

We call upon the Winnipeg Foundation to support the Task Force, by ensuring that it has the resources and expertise required to complete its mandate, including the capacity to commission research and undertake community dialogue.

Il est temps d'agir: étude sur les conséquences économiques et sociales des garderies d'enfants à Winnipeg

Ce rapport a été préparé par la Child Care Coalition of Manitoba et a pour objectif de susciter des débats sur les garderies d'enfants de Winnipeg et de permettre d'élaborer quelques solutions bien de chez nous. Dans le cadre de ce projet, sous la direction d'un conseil consultatif composé de nombreux Winnipegéois influents, une consultation de plus d'une douzaine de communautés œuvrant dans dix quartiers différents a été réalisée en plus d'une analyse des données primaires et secondaires. Ce rapport offre non seulement des preuves détaillées quantitatives et qualitatives des répercussions économiques et sociales des services aux enfants dans notre communauté de Winnipeg, mais aussi de l'information sur les actions entreprises par les autres villes canadiennes dans ce domaine.

Nous en sommes arrivés à la conclusion suivante : le secteur des garderies d'enfants a des conséquences économiques et sociales significatives à Winnipeg. Les garderies permettent aux parents de travailler et réduisent la pauvreté. Les garderies, tout comme les systèmes de transport, font partie de l'infrastructure urbaine qui permet aux personnes de se rendre au travail. Les employeurs ont besoin des garderies, car s'ils ne peuvent recruter ni retenir le personnel, leurs résultats financiers en souffrent. Il a été prouvé que les garderies sont bénéfiques aux enfants dès leur plus jeune âge. Les études révèlent que des garderies de bonne qualité profitent aux enfants, aux mères, aux familles et à la société. Des investissements dès la petite enfance engendrent des revenus importants non seulement dans le secteur public mais aussi dans le secteur privé. Les économistes estiment que le rapport est de deux à sept fois l'investissement original. Les garderies représentent non seulement une industrie à part entière, mais offrent également un service qui permet aux autres secteurs de l'économie de prospérer.

Le secteur des services aux enfants de Winnipeg compte 252 garderies agréées, 74 crèches de jour et 295 gardes en milieu familial reconnues. Ensemble, ces 621 établissements offrent 16 749 places accréditées pour les enfants entre 0 et 12 ans. On compte une place pour environ 17 pour cent des enfants de Winnipeg. En tant qu'industrie, les services aux enfants représentent 101 millions de dollars pour la ville de Winnipeg. Le secteur emploie plus de 3,230 personnes qui génèrent approximativement 80 millions de dollars. Chaque dollar investi dans les services aux enfants rapporte 1,38 dollar à l'économie de Winnipeg, avant même que les prestations pour enfants ne soient prises en compte. Les services aux enfants sont également un secteur créateur d'emplois : pour chaque emploi dans ce secteur, 2,15 autres emplois sont créés ou maintenus. Les services aux enfants concernent plus de 12 700 foyers, permettant à des mères et à des pères de travailler ou d'étudier et de gagner environ 715 millions de dollars par an.

Les services aux enfants ne sont pas répartis de manière égale dans Winnipeg. Les garderies ont tendance à se situer dans les quartiers à revenus et à capital social supérieurs au détriment du centre-ville et des quartiers plus pauvres. Les garderies pour les bébés et les enfants en âge scolaire sont rares. On constate un besoin urgent de services culturels et linguistiques appropriés pour les communautés autochtones et francophones et les autres groupes minoritaires. Les coûts élevés des garderies, la nécessité d'offrir des heures de garderie prolongées et l'importance des garderies de qualité supérieure desservant les quartiers sont

des thèmes d'égale importance. En général, la distribution des services à l'enfance est inadaptée et inégale, et crée de véritables obstacles pour les enfants de Winnipeg et leurs parents.

Les services de garderie sont réglementés par le gouvernement provincial, mais ils ne sont pas gérés ni coordonnés de façon centrale. Ni la ville, ni le secteur privé, ni le secteur bénévole n'a pris en compte de façon sérieuse l'importance des garderies dans leur processus de planification économique et communautaire. Nous convenons qu'il faut un leadership politique et un engagement concerté de la part de toutes les parties. Il est temps d'agir.

Nous proposons la création d'un groupe de travail sur les services aux enfants sous la direction commune de la ville de Winnipeg, et de la province du Manitoba. Nous proposons que le groupe de travail soit présidé par une personne ou personnes possédant une grande expérience du secteur public, privé ou bénévole de Winnipeg. Le mandat du groupe de travail serait le suivant :

1. Inviter les membres des différentes communautés de Winnipeg à participer au groupe de travail, y compris les représentants des secteurs public, privé et bénévole, les communautés autochtones et francophones, les groupes de femmes et d'immigrés, de même que les acteurs clés;
2. Documenter les effets économiques et sociaux actuels et potentiels des garderies à Winnipeg, y compris effectuer une étude sur les coûts, la disponibilité, l'accessibilité, la qualité, ainsi que sur l'inclusion et la sensibilité culturelles;
3. Proposer un « ordre du jour sur les garderies de Winnipeg » qui inclurait des moyens appropriés afin d'inclure les garderies dans la politique et la planification à des fins de développement économique et d'infrastructures communautaire et sociale;
4. Publier son rapport définitif dans les douze mois suivant sa création.

Nous demandons à la Winnipeg foundation de veiller à ce que le groupe de travail dispose des moyens et de l'expertise nécessaires pour remplir sa mission, y compris la possibilité de commander des recherches et d'entamer un dialogue avec la communauté.

The City-Childcare Connection

Early childhood development programs are rarely portrayed as economic development initiatives... and this is a mistake. Such programs often appear at the bottom of economic development lists. They should be at the top. Studies find that well-focused investments in early childhood development yield high public as well as private returns.

– Art Rolnick and Rob Grunewald,
Federal Reserve Bank of
Minneapolis [7]

Childcare may seem like an unusual issue for a Winnipeg discussion—in Manitoba, like most provinces, there is no legislated municipal role in childcare. Yet, in 2000, the Federation of Canadian Municipalities declared that all children are entitled to quality childcare and called for a universal, not-for-profit national child care program [1]. In signaling their support for this issue, the powerful FCM points to the important role of childcare for cities.

“Childcare is a must for a modern city” argue Charles Coffey and Margaret McCain, who led the Commission on Early Learning and Child Care for the City of Toronto in 2002 [2]. The same awareness is taking root in other forward-thinking Canadian cities. After all, cities are centres of human and economic development, and childcare affects cities in dramatic ways. “Everyone from experts on brain development to economists, sociologists, human relations experts and child development specialists and educators recognize that childcare services form a vital part of our social infrastructure” [3].

Childcare is central to urban economic development, even though it has historically been overlooked. New research shows conclusively that early childhood development programs *should* be viewed as economic development. Across Canada and the USA, people and groups as diverse as the governor of the Bank of Canada, the Vancouver Board of Trade, and James Heckman, recipient of the 2000 Nobel Prize in Economics, are united on this point [4-6].

Economists at the University of Toronto have shown that for every \$1 spent on childcare there is a \$2 economic benefit, as returns come back through increased workforce participation, higher tax revenues, enhanced child development, and lower social spending [8]. Other economic research points to even higher returns [9]. Childcare is fundamental to healthy child development and lifelong learning, and is key to labour strategy, equality for women, social integration of newcomers, strengthening social cohesion, and is a social determinant of health [10]. While all children benefit from quality early learning and care, childcare is particularly beneficial to poor children. Childcare is an essential part of a poverty reduction strategy for parents and children, can mitigate some of the disadvantages of poverty, and bring about a greater measure of social inclusion. Alleviating the effects of child poverty is an urgent priority in Manitoba, which has a child poverty rate of 22.5 percent—the highest in the country [11].

Yet quality childcare programs are scarce and unavailable to many children and parents in Winnipeg. The evidence shows that across Winnipeg, inequity is the norm—the kind and type of services that children and parents can access in River Heights-Fort Garry, for example, is very different from that available in Transcona, Old Kildonan or Point Douglas. In neighbourhoods high in social capital, childcare provision is better; in neighbourhoods lower in social capital, childcare provision is worse.

The overwhelming research consensus is that early childhood education and care is good for children, good for mothers, good for families and good for society as a whole. Early learning and childcare services contribute in equal part to social and economic development. Childcare can be rightly considered part of the knowledge economy that develops human capital. Human capital is central to new theories of economic development, which emphasize investments in social

infrastructure and quality of life as foundations for a new creative economy [12].

Winnipeg—both as a community and as a level of government—has yet to begin acting on this new understanding of childcare. Childcare is not yet integrated into economic development activity and planning or community and social development. The business community, the broad voluntary sector, the Aboriginal community, elected representatives and City officials all could play a role in remedying the fragmentation and inequities of childcare in our City. Across all sectors of our community we can—and should—do more to meet the childcare needs of Winnipeg.

Significant benefits are created by childcare. As our community confronts labour shortages, childcare will be a key tool in labour market growth, with particularly strong effects for female employees. Winnipeg must integrate childcare if economic planning and development is to be effective. In Section 5 of this report, we explain the division of responsibility for childcare. Childcare is a provincial responsibility. Yet within this political reality, there are creative and workable ways that the Winnipeg community, including public and private stakeholders and municipal government, can begin to meet the need for childcare. Through this report, the Child Care Coalition intends to stimulate a made-in-Winnipeg discussion of childcare, and spark some homegrown solutions.

As an economic sector, childcare is sizeable—with an impact that might seem surprising. It is a \$101.6 million/year sector employing more than 3,236 staff. Childcare creates more jobs and generates more economic activity than many higher-profile sectors.

In this report, we concentrate on Winnipeg's regulated childcare sector (see Note 1) to lay out a complete picture of:

- the size and scope of the childcare sector
- the economic and social effects of childcare
- key dimensions of service provision in our City
- the need for political leadership and concerted cross-sectoral involvement in childcare.

RESEARCH PROJECT BACKGROUND

This project was initiated by the Child Care Coalition of Manitoba, a public education and advocacy organization founded in 1994. A key element of the project's research design was community consultation: we held thirteen consultations with a wide range of Winnipeg organizations (See Appendix).

A broadly representative Advisory Council guided the project, and provided valuable advice, suggestions and input, including extensive comments on this report and recommendation. It included key Winnipeg stakeholders, including business, education and training, the voluntary sector, the Aboriginal community, children's services, Franco-Manitobans, elected officials, labour and women's organizations. We are proud to announce the fifteen members:

Dave Angus, *President and CEO, Winnipeg Chamber of Commerce*

Daniel Boucher, *Executive Director, Societe Franco-Manitoban*

Glenn Crook, *Sales & Market Manager, Winnipeg Central, Royal Bank of Canada*

With so much at stake, we issue a challenge to Winnipeg: Make childcare everybody's business.

Childcare in Winnipeg is a \$101.6 million/year industry, employing more than 3,236 people, and enabling mothers and fathers in over 12,700 households to earn an estimated \$715 million/year.

Doug Edmond, *Director of Research, Planning and Technology, Winnipeg School Division*
Sid Frankel, *Past Chair, Social Planning Council of Winnipeg*
Heather Grant-Jury, *President, Winnipeg Labour Council*
Susan Lewis, *President, United Way of Winnipeg*
Jo Magnifico, *Chief Executive Officer, Magnifico Communications*
Karen Mitchell, *Administrative Co-ordinator, Community Resource Protection and Safety Services, City of Winnipeg*
George Munroe, *Manitoba Institute of Management Inc.*
Anita Neville, *Member of Parliament for Winnipeg South Centre*
T. Michael A. Owen, *Chair, Campaign 2000 and Executive Director, Winnipeg Boys and Girls Club*
Kathy Reid, *Director, Child Day Care Office, Province of Manitoba*
Eleanor Thompson, *Co-Director, Urban Circle Training Program*
Belinda Vanden Broeck, *Executive Director, Wabung Abinoonjiiag*

We are particularly grateful to members of the Advisory Council for their time, input, leadership and support.

Molly McCracken, MA, was the Research Coordinator of the Winnipeg Project. Dr. Susan Prentice, Associate Professor of Sociology at the University of Manitoba, was the Project's Principal Investigator and lead author. Cecile Cassista and Roberta Simpson comprised the Community Team that worked with the Research Coordinator and Principal Investigator. Thelma Randall, member of the Child Care Coalition of Manitoba and Director of Cornish Child Care Centre, provided financial management and book-keeping.

We gratefully acknowledge that financial assistance for this project was provided by the Women's Program, Status of Women Canada. The opinions expressed in this document do not necessarily represent the official policy of Status of Women Canada.

Development and Childcare

The childcare sector is economically significant to Winnipeg. It enables parents to work and study, creates jobs (particularly jobs for women), and directly generates over \$101 million worth of economic activity each year. Each dollar spent in the childcare sector re-circulates throughout the economy, creating further spin-offs and more benefits.

The overall economics of childcare are impressive, and its direct and indirect effects make it an attractive economic sector in comparative terms. Significant economic returns from childcare are not unique to Winnipeg—equivalent results have been documented in numerous studies [8, 13-17].

The bottom line? Childcare is good for the bottom line. That is why the Vancouver Board of Trade has concluded that investing in childcare provides “remarkable economic payback.” [18].

CHILDCARE ENABLES PARENTS TO WORK AND REDUCES POVERTY

Childcare enables parents to work or study while providing children with safe and developmentally appropriate care. About 21,861 Winnipeg parents in 12,776 households depend on the childcare industry to care for their children. Childcare is used by 9,085 two-parent families and 3,691 single-parent households. Winnipeg’s childcare-using mothers and fathers earn an estimated \$715 million/year, and spend \$476 million of these earned dollars as disposable income in the Manitoba economy (See Note 2). Childcare is an essential employment support for working mothers.

Most children have mothers in paid employment. Winnipeg mothers, like most Canadian women, are in the labour force in unprecedented numbers: over 70 percent of mothers of young children have full-time jobs [19].

Given high and persistent rates of child poverty in our city, childcare is particularly important. As Winnipeg Campaign 2000 and the Social Planning Council point out, “childcare enables parents to work, increases their family income and reduces child poverty” [11].

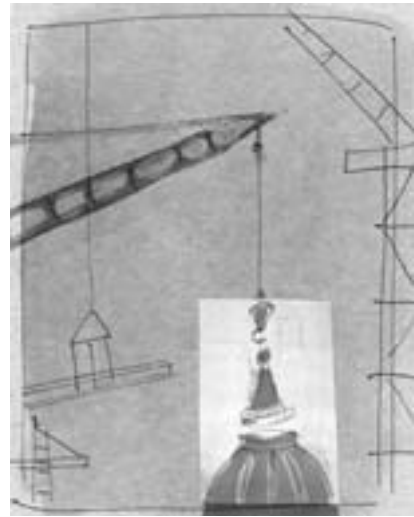
CHILDCARE IS URBAN INFRASTRUCTURE

To borrow an analogy, childcare is like the transportation system. That is, the system of roads, mass transit and airports enables people to get to work, with the confidence that at the end of the day they’ll be able to come home. Traffic congestion and poor quality transit, just like inadequate childcare infrastructure, slows down workers and reduces overall productivity [13].

Childcare services are part of the social infrastructure of cities [3]. City leaders in the US view early childhood development as a top priority, according to the National League of Cities [20]. The Canadian Federation of Municipalities is likewise supportive. Vancouver Mayor Philip Owen declares “Access to licensed, quality, safe and affordable childcare is one of the greatest contributors to the quality of life for children and families in communities across the province” [21].

EMPLOYERS NEED CHILDCARE

The Winnipeg Chamber of Commerce has recently identified labour issues as the biggest constraint to economic growth [22]. The Chamber has cited retention, training and succession planning as key concerns for employers. Childcare can help business meet these challenges.



The overall cost to Canadian businesses due to work-family conflict is conservatively estimated at \$2.7 billion annually.

Childcare contributes to building a labour force. It permits increased labour force participation. It also contributes to higher incomes, as parents are able to maintain labour force attachment as well as continuous employment experience. Income growth is particularly important to the business community, and childcare directly contributes to this outcome.

Childcare is also important to business for its effects on productivity. The link between absenteeism and work-life stress has been underscored by the Conference Board of Canada. Its 1999 study discovered that workers who reported that balancing work-life was ‘very difficult’ were away from work for 11.8 days/year, making them three to four times less productive than those workers who reported little or no stress [23]. The overall cost to Canadian businesses due to work-family conflict is conservatively estimated at \$2.7 billion annually—and so we can assume significant losses here in Winnipeg because childcare infrastructure is inadequate [24].

Employers’ bottom lines are hurt when they can’t recruit and retain staff. Research shows that high levels of role overload and work-to-family interference negatively affect recruitment and retention. Employees experiencing such overload also reported much higher levels of job stress, made more use of employee assistance programs, and more frequently gave serious consideration to quitting their jobs. These employees were also less likely to rate their organization as an ‘above average place to work’ [25].

CHILDCARE CREATES JOBS

The childcare industry in Winnipeg employs 3,236 people, mainly women, as early childhood educators, directors, and childcare assistants (see Note 3). In 2002–03 early childhood educators in Winnipeg earned over \$80 million.

As an employment-creating sector, childcare is an impressive performer. There are more jobs in childcare than in the entire Manitoba film industry (which employs about 400 people) [26]. The childcare sector has about as many employees as the better-known bio-technology and health research sector (3,400 people) and the energy and environment sector (3,200)—both of which are City of Winnipeg priority areas [27].

CHILDREN BENEFIT FROM CHILDCARE

Canadian research shows childcare creates real benefits to children. Renowned expert Steve Barnett concludes that the economic benefits from intensive, high-quality programs far exceed their costs [16]. Numerous studies have shown the benefits to children, with returns as high as \$7 for every \$1 invested in childcare [9]. Returns come from several sources, including enhanced child outcomes, (among them, savings to education and school systems through higher rates of school success, and earlier identification of learning disabilities with lower remedial and special education costs) as well as increased family income (including better lifetime earnings, lower social assistance and welfare costs) and society in general (lower crime and law enforcement expenses, more educational success, reduced healthcare costs associated with better health outcomes) among others.

Because of a shortage of licensed childcare spaces in Winnipeg, most children who need care are in ‘informal’—unlicensed and unregulated—arrangements.

Sometimes, such informal arrangements work well, and are the first choice of the family. More often, informal arrangements are the only choice for families who can't find or afford quality regulated care. Thanks to requirements for quality, safety, training and licensing, we know that regulated childcare contributes to children's development; the same cannot be said for the large informal market. These children may be at risk of less than optimal development [28, 29].

The Washington-based Business Roundtable's Joint Statement puts it all together: quality childcare produces "long-term positive outcomes and cost-savings that include improved school performance, reduced special education placement, lower school dropout rates, and increased lifelong earning potential. Not only does high-quality early childhood education make a difference for children, it matters to their employed parents. Employers increasingly find that the availability of good early childhood programs is critical to the recruitment and retention of parent employees" [cited in 30].

Canadian researchers have yet to calculate the dollar value of childcare to children. We predict, from American research, that the returns will be very high—but the American figures are based on US realities, including different health, education and criminal justice systems than we have. The safest assumption is that the economic returns presented in this report are extremely cautious—they would grow significantly if we estimated in child development benefits on top of other documented economic effects.

WOMEN NEED CHILDCARE

Most mothers of young children are working full-time—well over two-thirds of mothers of young children have jobs and nearly three-quarters of mothers of older children are employed. Childcare tends to be 'mother's work' and is usually organized as a mother's responsibility. As a result, work-family balance generally falls more heavily on women than men. When childcare is unavailable, mothers more often than fathers will limit their work-force participation, take up part-time (rather than full-time) employment, or opt for flexible work which generally carries few benefits and rarely has pensions [31].

The accommodations women make in search of work-family balance have life-long consequences, including the very real risk of poverty in old age because of low life-time earnings and inadequate pensions. A solid body of research demonstrates that childcare can help ease the strain of work-family obligations, while also enhancing women's economic security [32]. For these reasons, childcare is essential for gender equity.

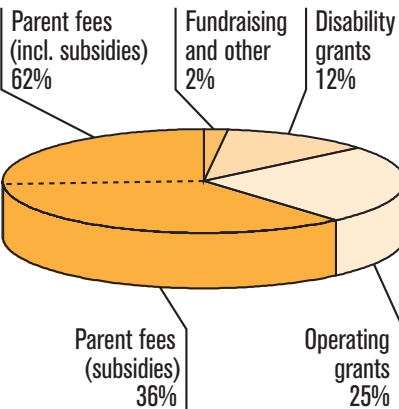
Childcare and the Winnipeg Economy

FIGURE 3.0 Child Care Fees Paid by Parents 2004

	Per day	Per year
Infant	\$28.00	\$7,280
Preschooler	\$18.80	\$4,888
School-age before and after	\$10.91	\$2,836
School-age before, after and lunch	\$12.07	\$3,138

See Note 6

FIGURE 3.1 Winnipeg Childcare: \$101,600,000 in Gross Receipts



Childcare is an industry in its own right, as well as being an infrastructure that enables other industries to thrive. Childcare was worth over \$101 million to Winnipeg in 2002-03 (see Note 4). The main sources of revenue in the childcare sector are parent fees and public funding. More than \$63 million of the sector’s revenues—or about two-thirds of total revenue—can be attributed to parent fees. About 45 percent of childcare-using parents in Winnipeg received some fee subsidy in varying amounts. Subsidies worth \$22.80 million were paid towards the fees of 7,675 children in 2002-2003 (See Note 5). Virtually no parent had ‘free’ childcare: nearly all paid some fees, even if they qualified for the maximum subsidy. **SEE FIGURE 3.0.** The remaining receipts come from public funds in the form of operating and disability grants (provided by the Province of Manitoba), with a small amount made up by fundraising and foundation grants.

SEE FIGURES 3.1 AND 3.2.

Childcare has a significant direct impact on the Winnipeg economy. The direct impact in 2002-03 was \$101.6 million in receipts and the employment of 3,236 people. More economic activity is stimulated when parents are able to earn income which is spent locally, when childcare facilities spend money on goods and services, and when employees spend their wages—these are called economic ‘ripple effects.’

The standard tool used by economists to estimate the broader impact of an industry is input-output analysis, which counts the ‘ripple’ effects in an economy [12]. Input-output analysis looks at how an industry’s money multiplies through the economy as an industry spends money on goods and services. It also gauges the impact of employment by the industry and how this affects the local economy. Input-output analysis is conducted by the System of National Accounts at Statistics Canada and is considered one of the most comprehensive and powerful accounting frameworks (see Note 7).

There are two types of multiplier effects:

Indirect Effects measure how much economic activity is stimulated by childcare businesses when they purchase goods and services from local suppliers; and how much additional economic activity is stimulated by these local suppliers when they, in turn, purchase good and services from other local businesses.

For every \$1 spent by childcare facilities, \$1.16 is returned to the Manitoba economy (an even greater \$1.23 is returned to the Canadian economy, as childcare facilities purchase goods from outside the province).

Induced Effects measure how much economic activity is generated by childcare workers when they spend their wages to purchase goods and services, and extends to include the economic activity that is further generated when employees in the goods and services sector spend their wages on other goods and services. Manitoba’s overall induced effect (also known as the GDP consumer multiplier) is \$1.22.

For every \$1 invested in childcare, over \$1.38 is returned to the local economy and \$1.45 returns to the Canadian economy. These impressive returns are *conservative*, since they exclude the proven child development benefits of childcare, which can be as high as \$7 for every \$1.

The Winnipeg childcare labour force earns an annual total of \$80.3 million (\$73 million in wages and \$7.3 million in benefits). Input-output analysis of induced effects shows that jobs generated by childcare workers' spending support an additional \$21.9 million of spending. The total earnings that can be attributed to the childcare industry is therefore \$102 million. Once one-third is subtracted for savings and taxes, an estimated \$68 million is spent as disposable income in the Winnipeg and Manitoba economies. Given the economic multiplier for consumer spending in Manitoba is 1.22, disposable earnings from the childcare sector generate \$83 million dollars of spending in the Manitoba economy.

Perhaps the most spectacular economic effect of childcare is that it is a job creator. This is proven by the childcare employment multiplier, which input-output analysis can also calculate. For every 1 job in childcare, an additional 2.15 jobs are sustained or created.

Childcare supports jobs. Every 1 job in childcare creates or sustains 2.15 jobs in Manitoba

PARENTAL EARNINGS

Because of childcare, parents can work or prepare for future jobs. Winnipeg's 16,749 licensed childcare spaces enable adults in 12,776 households to work, study or train. Of these households, 9,085 are two-parent families, and 3,691 are headed by single parents. The annual earnings of mothers and fathers who use childcare in Winnipeg is estimated to be \$715 million (see Note 2).

One in two Manitoba workers is a parent—and this number is expected to rise [33]. The greatest increase in labour force participation over the last 30 years has been women with pre-school age children. Most mothers of young children work, as the chart Figure 3.3 demonstrates. **SEE FIGURE 3.3.**

FIGURE 3.2 Calculated Sources of Revenue for Winnipeg's Childcare Industry

Source of Revenue	Amount
Parent fees includes fee subsidies	\$63,333
Operating grants	\$23,480,000
Disability grants	\$11,600,000
Other grants	\$2,080,000
Fundraising	\$841,000
Interest	\$240,000
Total	\$101,570,000

See Note 4

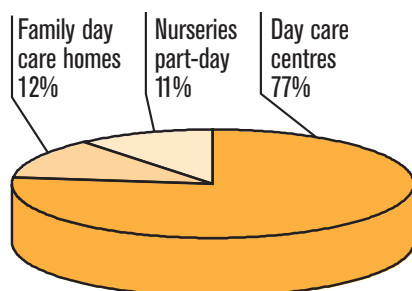
FIGURE 3.3 Employed Mothers Working Full-time, by Age of Youngest Child, Canada, 1999

Youngest child less than age 3	67.9%
Youngest child aged 3-5	70.7%
Total with children less than age 6	69.1%
Youngest child aged 6-15	73.1%
Total with children less than age 16	71.4%

[34]

Winnipeg's Childcare Services

FIGURE 4.1 Percentage of Regulated Childcare Spaces by Type of Facility



The Winnipeg childcare sector is comprised of licensed childcare centres (including nurseries) and licensed family homes, which offer full and part-time care to children aged 0–12 years. Both kinds of care facilities are regulated by the provincial *Community Child Day Care Standards Act* and the *Child Day Care Regulations*.

The city's licensed childcare system has a capacity of 16,749 spaces. In Winnipeg, 252 daycare centres offer mainly full-time programs to 12,933 children and 74 nurseries supply a half-day program of two-and-a-half hours to 1,765 children. In 295 family homes, 2,051 children receive care. Licensed centres are the predominant form of service, supplying over three-quarters of the spaces. **SEE FIGURE 4.1.**

According to 2001 Census data, the City of Winnipeg's child population aged 0-12 is 100,537 (see Note 8). This represents an overall drop of 6,694 children since the 1996 Census—a decline of 6.7 percent, and a loss worth noting. Statistics Canada recently announced that birth rates have fallen to 1.5 per Canadian woman—the lowest ever recorded [35].

The City has a childcare supply of 16,749 regulated spaces. In Winnipeg, therefore, about 1 in 6 children (16.7 percent) who might need childcare can be

FIGURE 4.2 Distribution of Childcare Facilities in Winnipeg by Ward

City ward (2001 boundaries)	(Part-day) Nursery centres	Childcare centres	Family day care homes	Total facilities
Charleswood	7	20	12	39
Daniel McIntyre	0	26	31	57
Elmwood	3	12	38	53
Fort Rouge–East Fort Garry	6	15	12	33
Mynarski	1	14	13	28
North Kildonan	9	6	19	34
Old Kildonan	4	12	23	39
Point Douglas	5	23	17	45
River Heights–Fort Garry	8	21	6	35
St. Boniface	9	18	36	63
St. Charles	3	13	23	39
St. James–Brooklands	4	14	5	23
St. Norbert	2	20	25	47
St. Vital	8	25	21	54
Transcona	4	11	14	29
Total	73	250	295	618

Plus one nursery and two childcare centres outside the Perimeter. See Note 8.

served—slightly better than Manitoba overall, which can serve 1 in 8 youngsters (or 12.4 percent) [36].

Parents pay childcare fees which vary by age of child, length of day, and type of care. Infant fees average \$28.80/day for an annual cost of \$7,280; preschool daily fees are \$18.80, for an annual \$4,888 and school-age fees range from \$10.91—\$12.07/day, for annual totals of between \$2,836 and \$3,138.20 (See Note 6). In 2002-2003, Winnipeg parent fees totaled \$63 million. Some low-income parents qualify for a fee subsidy (on their behalf, the provincial government contributes a fee subsidy.) Approximately 45 percent of Winnipeg children using childcare (about 7,675) received some subsidy because of economic or other need in 2002-03 (See Note 5).

Childcare facilities are not evenly distributed in Winnipeg (see Note 8). Some neighbourhoods have many more facilities than others—for example, St. Boniface has the largest number of facilities at a total of 63, while Mynarski is near the bottom at just 28. Some wards have many times more childcare centres than others. Some areas have only one or two nursery centres, while others have up to eight or nine. Some centres are large, serving up to 180 children, while others are smaller, with a capacity of under 15. The number of family day care homes, for example, is three times as high in Elmwood as it is in other wards. Other examples abound. The cumulative effect is a hodgepodge: there is no equity of service across Winnipeg. **SEE FIGURE 4.2.**

A simple count of facilities doesn't always tell the full story since facility size varies. A community with one large childcare centre may have more spaces than a community with two smaller centres. Thus, we must also assess the distribution of spaces. In Figure 4.3, we summarize the total number of childcare spaces by ward. **SEE FIGURE 4.3.**

How many children are there in different neighbourhoods? Obviously, areas with higher child populations need more childcare spaces, and vice versa. **SEE MAPS.** Yet, distribution of spaces is not planned around need. Instead, childcare facilities develop in an ad-hoc manner, without coordinated planning. Group centres start-up when and where non-profit parent groups, private owners or workplaces establish them. One result is that neighbourhoods high in 'social capital' tend to have more service, while those with lower social capital have less [37].

In Figure 4.4, below, we present the rate of licensed group and family spaces as a percentage of the child population as well as the overall ward rate of low-income families. Again, it shows enormous variation in Winnipeg. This becomes clear when we compare two wards. In Daniel McIntyre, for example, where 27.6 percent of families are low-income, there are spaces for only 18 percent of the neighbourhood's children. By contrast, River Heights-Fort Garry has a much lower rate of low-income households (at 8.6 percent), yet can provide childcare for 24 percent of the ward's children. **SEE FIGURE 4.4**

The distribution of childcare spaces across Winnipeg is closely linked to neighbourhood affluence. In Figure 4.5, we have calculated an index of service by need. It represents the percentage of licensed spaces per child population divided by the incidence of low-income economic families by ward. The distribution from worst to best is striking: the table clearly demonstrates a socio-economic gradient, with poorer and inner-city neighbourhoods faring worst, and more affluent neighbourhoods faring better. Despite the gradient, no

The number of children under 12 in Winnipeg fell 6.7% between 1996 and 2001

FIGURE 4.3 Distribution of Total Licensed Spaces in Winnipeg, Including Nurseries, Childcare Centres, and Family Homes

City ward	Total spaces
Charleswood	1167
Daniel McIntyre	1335
Elmwood	934
Fort Rouge – East Fort Garry	1072
Mynarski	912
North Kildonan	610
Old Kildonan	890
Point Douglas	1344
River Heights – Fort Garry	1582
St. Boniface	1491
St. Charles	949
St. James – Brooklands	1006
St. Norbert	1175
St. Vital	1501
Transcona	659
(Outside Perimeter)	122
Total	16,749

The number of childcare centres in Winnipeg fell over 2002/2003. Three centres closed due to financial pressures:

- BLAST Child Care (30 school age spaces)
- College Child Care (40 preschool spaces)
- Corecare (20 school age 10 preschool)

neighbourhood, however affluent, can meet the needs of more than one-quarter of its children. **SEE FIGURE 4.5 AND MAPS.**

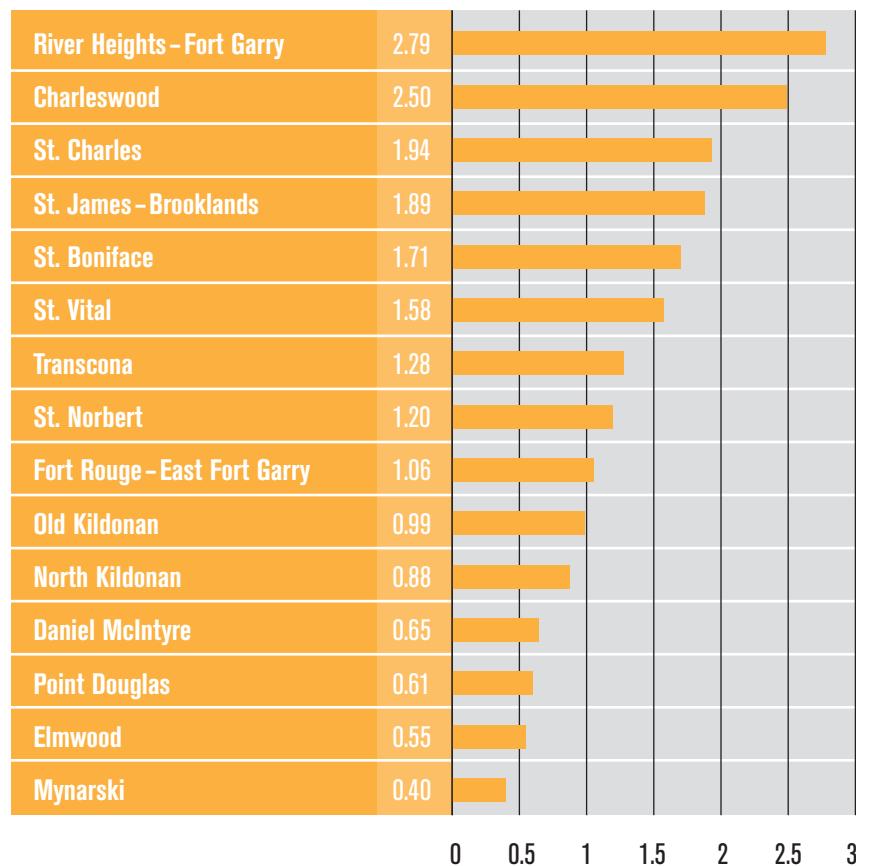
Services for children of different ages are also unequally distributed. While there are about as many children in every age bracket, services by age group vary widely. Winnipeg has seven times more service for preschoolers (aged 2–5) than for infants, as Figure 4.7 demonstrates. School-aged children aged 6–12 make up half the population that need service, but only one-third of Winnipeg’s spaces are for them. Within this overall problem, access in different neighbourhoods is even more dramatically different, as Figure 4.7 illustrates. **SEE FIGURES 4.6 AND 4.7.**

These are the stark statistical data. In our consultations, we heard directly from Winnipeggers—and we share some of their stories in Section 6. Across the City, we learned that childcare is inadequate to meet the needs of parents and

FIGURE 4.4 Percentage of Licensed Spaces by Children by Winnipeg Ward

City ward	Rate of licensed spaces / child population (2001)	Incidence of low income for economic families (2001)
Charleswood	16%	6.4%
Daniel McIntyre	18%	27.6%
Elmwood	12%	22.0%
Fort Rouge – East Fort Garry	22%	20.8%
Mynarski	12%	30.1%
North Kildonan	11%	12.5%
Old Kildonan	13%	13.1%
Point Douglas	16%	26.2%
River Heights – Fort Garry	24%	8.6%
St. Boniface	20%	11.7%
St. Charles	20%	10.3%
St. James – Brooklands	24%	12.7%
St. Norbert	15%	12.5%
St. Vital	19%	12.0%
Transcona	11%	8.6%
Overall	17%	15.5%

FIGURE 4.5 Index of Service by Need



children living in our community. Parents of infants can rarely find licensed care, and parents of school-aged children also have few services to use. There is little evening or weekend care for children of shiftworkers. There are no services to care for mildly-ill children—and, since family-friendly policies are absent from so many workplaces, parents usually face income loss if they take time off from work. Parents who seek a match between their family language or culture cannot always find a childcare program. Children with special needs still find too few inclusive and welcoming facilities, even though Manitoba is among the better Canadian provinces on this dimension. The wages and benefits of early childhood educators do not yet reflect the crucially important work they do on behalf of the City’s children, and staff turn-over rates are high. Overall, the quality of childcare in regulated facilities is not the best it could be—and our children, like their parents, deserve more than they get [38, 39].

FIGURE 4.6 Total Winnipeg Centre Spaces by Age Group

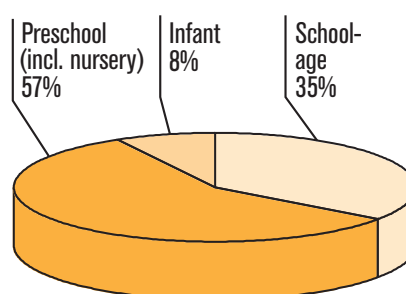
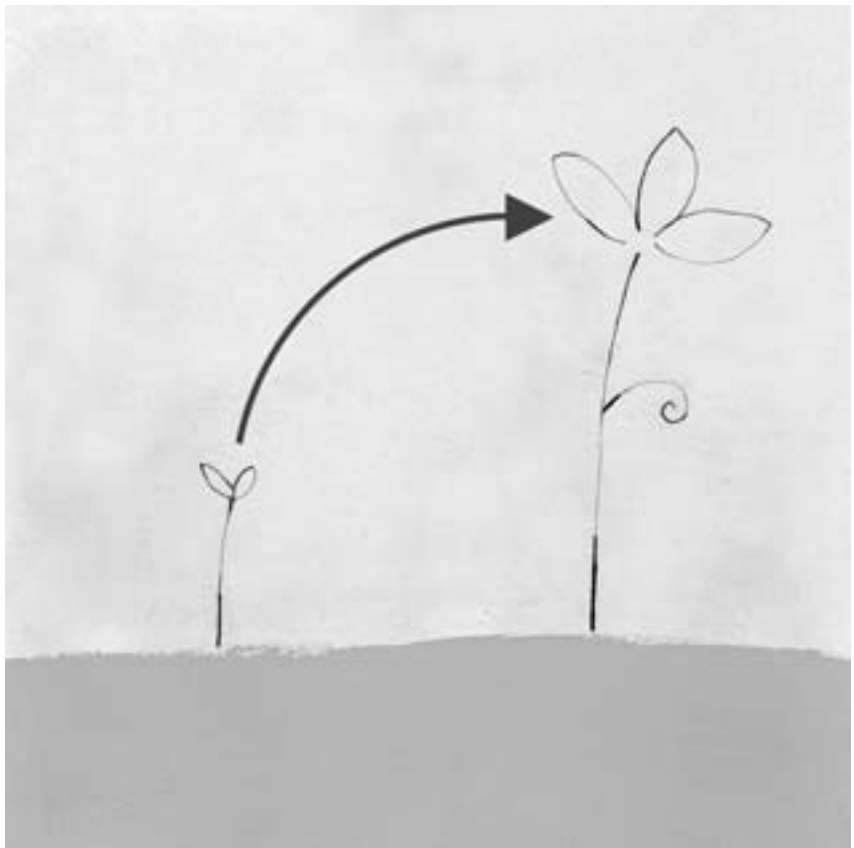


FIGURE 4.7 Distribution of Centre Spaces for Infants, Nursery-age, Pre-Schoolers and School-aged Children by Ward

City ward 2001 ward boundaries	Nursery spaces Under 4 years	Infant spaces 0-2 years	Preschool spaces 2-5 years	School-age spaces 6-12 years	Total centre spaces
Charleswood	177	87	431	389	1,084
Daniel McIntyre	0	88	695	336	1,119
Elmwood	46	0	397	226	669
Fort Rouge – East Fort Garry	115	80	646	148	989
Mynarski	18	56	438	310	822
North Kildonan	166	12	107	193	478
Old Kildonan	92	24	327	287	730
Point Douglas	154	124	636	312	1,226
River Heights – Fort Garry	247	60	525	709	1,541
St. Boniface	250	48	539	403	1,240
St. Charles	68	86	329	306	789
St. James – Brooklands	78	51	498	345	972
St. Norbert	61	44	534	362	1,001
St. Vital	188	28	629	510	1,355
Transcona	75	20	273	193	561
Total	1,735	808	7,004	5,029	14,576

Childcare: Who is Responsible?



In Winnipeg, like all of Manitoba, neither the provincial nor municipal government directly operates childcare. Instead, commercial and non-profit organizations own and run centres, and independent business people operate family care homes. Childcare is therefore officially part of the voluntary or private sector, not the government sector [40]. Childcare is a private service provided by the market and parents who want to use childcare must pay childcare fees.

The provincial government licenses and monitors facilities; provides grants and program assistance to eligible facilities; provides subsidies to eligible families and supports children with special needs. Part of the funds the province pays to childcare comes from the federal government: federal-provincial funding arrangements have changed considerably over the past years. Funds come to Manitoba expressly for childcare through the Multi-lateral Framework Agreement on Early Learning and Care (2003) and the Early Childhood Development Agreement (2000), and generally through other transfers. In this way, both the federal and provincial government underwrite a portion of the cost of childcare.

The Manitoba government, using some federal money, helps to defray the full market cost of childcare in three ways. First, since 2001 the province has provided 'unit funding' to most regulated childcare facilities. Second, the province will pay a fee subsidy on behalf of low-income parents who qualify under strict eligibility criteria. Finally, the provincial government has established a uniform fee structure across the province: all licensed facilities that wish to enroll

subsidized children or receive funding must adhere to the ‘flat’ fee structure. The basic childcare architecture in Manitoba was established in the 1980s and continues today [41]. In 2002, a modest “Five Year Plan” for childcare was announced by the Minister of Family Services and Housing (See Note 9).

Historically, the province has played a passive role with respect to growth and expansion. If an organization (such as a community-based parent board of directors, a private owner, or an employer) wishes to start up a childcare facility, the province will regulate and license it. Thus, the distribution of facilities and spaces is the result of private initiatives rather than coordinated planning. The only exception is the Childcare in the Schools program, which was revived in 2000. Under this program, the province’s Public Schools Finance Board will consider requests for capital funding for childcare development in schools that are being constructed, replaced or undergoing major renovations/additions.

Within some Winnipeg schools, there are childcare programs. Depending on the Division and private arrangements negotiated with individual Principals, these school-sited childcare programs may be able to share in school facilities (such as gymnasium and library) and may be charged non-market rent; in other cases, however, childcare may be viewed as a revenue-generator for the school. Overall, however, no school board is required to share space and facilities with childcare, nor to integrate childcare into regular planning.

The province’s public housing units occasionally include childcare. Some childcare centres are located in public housing—for example Cornish Child Care Centre shares space with public housing in the West Broadway neighbourhood, and several other childcare centres are also located in provincial public housing across the City.

Within the City of Winnipeg, there is no policy that childcare be integrated into new developments. The City nevertheless supports childcare in two ways: first, some childcare programs are situated within City-owned buildings, and some of them may be charged a non-market rent. Secondly, the City has a policy of deferring taxes on some childcare programs. Childcare facilities can also apply for funding to the Community Incentive Grants program, like other non-profit organizations. The City does not levy property taxes on non-profit childcare centres, and so supports these facilities by reducing their annual municipal tax bill. In Manitoba’s largest urban centre, there is no integration of childcare into economic development planning. The City is, however, concerned about child poverty. While some City officials are charged with economic development (such as Destination Winnipeg) and others have responsibility for community development, there is no City official with responsibilities for childcare. Childcare is not mentioned in *Plan Winnipeg 2020 Vision* or the *Homegrown Economic Development Strategy for Winnipeg* (2001).

Outside the provincial and municipal government, what other organizations are working on childcare? Community and economic development initiatives have largely overlooked childcare. The private sector has started up a handful of workplace childcare facilities. Some employers provide on-site workplace childcare to their employees. There are a small number of workplace centres in Winnipeg, including “Bumper Crop” in the Canadian Wheat Board Winnipeg Head Office and “Kid Gloves” at the Western Glove Works Factory. These progressive employers have established childcare on their own initiative, and

have underwritten the costs of their centres.

There are a small number of childcare centres designed to serve primarily Aboriginal families, and which strive to provide culturally appropriate care. One well-known example is Kookum's Place in the Aboriginal Centre, with 60 spaces licensed for infants and preschool children; another is the Ma Mawi Wi Chi Itata's Child Development Centre, licensed for 20 infants. Kookum's Place and Ma Mawi, like other centres, are formally administered under provincial authority: they receive a provincial license, unit funding, and must adhere to provincial regulations. None of Winnipeg's Aboriginal organizations has a direct mandate to promote or develop licensed childcare. Likewise, there are no community development or voluntary sector development organizations that help establish new childcare programs. In the absence of such support, each time a community group or other organization opts to begin a childcare facility, they are on their own. The challenge for groups that want to start childcare are formidable. One of the most daunting aspects is the hunt for capital funding, since there are no designated provincial or foundation grants to provide capital or renovation costs for childcare, and none in the Five Year Plan.

From this overview, we learn that the federal and provincial governments pay some of the costs of childcare, and that the provincial government has jurisdiction over licensing. The City has no formal role to play in planning or policy development. Some businesses play a small role in directly operating childcare. Neither the voluntary nor charitable sectors are expressly involved in childcare. This lack of coordination, communication and collaboration is a historical development: it has occurred for multiple reasons. City government reasonably believes that childcare is a provincial responsibility. The voluntary sector—stretched thin—hasn't prioritized childcare. Economic development plans have not considered childcare. Community organizations are generally supportive of childcare, but none save the Child Care Coalition of Manitoba has a mandate to advocate for childcare. For the most part, the business community has relied on parents to make private arrangements to cover their childcare needs.

As this report has documented, diffuse responsibility and lack of shared involvement has created a hodgepodge of insufficient and inadequate services. The inefficiencies are glaringly obvious. So are the cross-sectoral alliances that could support childcare. As a community, Winnipeg would be economically stronger and socially more inclusive if childcare were integrated into community and economic development planning across the public, private, and voluntary sectors.

What Winnipeggers Say About Childcare

Winnipeggers care about childcare, and it is a major issue and challenge for many Winnipeg parents. Over the course of our project, we held thirteen consultations in ten City Wards to ask what people thought about childcare services, and how the needs of children and parents could be met (see Note 10). We consulted with parent councils in schools, women's groups, the Manitoba Women's Advisory Council, aboriginal groups, students, neighbourhood groups, business leaders and the Francophone community. At every consultation, participants spoke of the essential role childcare has for children, families, schools and communities. Overwhelmingly we heard that current childcare services are not adequate.

Parents rely on a blend of informal and regulated childcare. Family, friends, and neighbours all pitch in to care for children. For those without extended family, and for single parents, arranging childcare is particularly difficult. Parents worry about the quality of their children's experiences in informal care and, in some cases, are concerned about the well-being of their children, and the effects on their jobs. This reality is summed up in the experience of one single mother from St. Vital: "I have 2 kids under 10 and a 77 year old mother looking after them. Even with a subsidy, I couldn't afford day care. I have to work, I'm a single mom. I have an anaphylactic son, so I'd need to have registered daycare. It's a lot of kissing up to my bosses all year to make sure that I'll get time off for my kid's appointments."

PARENTS ARE CONCERNED ABOUT COST

One of the biggest barriers to accessing licensed childcare is cost. Parent fees are \$7,280 per year for an infant, \$4,888 for a preschooler, and \$2,836–\$3,138 for a school age child. "The middle class pays through the teeth for child-care," said one mother in North Kildonan.

Most parents told us that childcare currently is too expensive and, for many, the cost influenced their ability to study or work:

"It's too expensive to pay for childcare for three kids, I'm working for what?"

—francophone mother in St. Boniface;

"The cost of childcare to parents means for some there is little incentive to stay in the labour force."—parent in Elmwood;

"You have to make enough money to pay for it. Me, I was dishing out more than I took home, so I quit and went on EI [Employment Insurance] and now I'm making more [on EI]."—mother in St. Vital;

"Look at immigrants, they are the poorest of the poor... and don't understand how child care works here. They have a double burden," —mother who is an immigrant.

THE PROBLEM OF ACCESS

Parents repeatedly told us they had problems finding licensed childcare. Winnipeg has a licensed childcare space for only 1 in 6 children. Long waiting lists take a toll on parents: "I had to hold off on my education for an extra year in order that the day care could accommodate her," said one young mother in Fort Rouge.

Parents must put themselves on waiting lists at each individual childcare centre and family day care home. There is no data available on average wait time

The middle class pays through the teeth for childcare.

– Mother in North Kildonan

for childcare in Winnipeg, however, some of the parents we spoke to had waited up to 2 years for licensed childcare. Other parents can't wait for a licensed childcare space and use unregulated care instead. "The desperate need for day care forces parents to be silent about the poor quality of care they are getting," said one mother in North Kildonan. It is also difficult for parents with children in two different age-brackets (for example a preschool child and a school-age child) to find care in the same location. Additionally, parents told us they prefer childcare in their neighbourhoods, rather than at their workplaces. "I would like part time care in my neighbourhood with someone I know in a home setting," said a mother in Elmwood, reflecting the concerns of parents who want both part-time and neighbourhood-based care.

Many parents spoke of the need for more licensed childcare spaces of all types, especially infant, school-age, and part time spaces, and 24 hour care. Currently there are only 1,321 licensed spaces for infants (ages 3 months to 2 years). Parental leave covers only 52 weeks (for those parents fortunate enough to qualify), and infant childcare is needed if parents of young children are to return to work. Other parents, including many working in the healthcare field as well as others in training for healthcare, emphasized the importance of weekend, evening, over-night and emergency childcare.

Childcare services are required for employees who do shift work. "I was excited when they built a daycare in the hospital where I work, but it's not open the hours I work, and there are no spaces available, so it doesn't help me at all" said one nurse. Nurses told us they need access to part time, evening and over-night childcare. "Nurses who work permanent nights often come home and care for their children all day while their partner is at work. They try and sleep in the evenings because they can't afford daycare. Consequently there are a lot of nurses who are sleep-deprived, and [this arrangement] puts a strain on their relationship [with their partner]," explained one nurse.

There is an acute need for before- and after-school childcare. "As a school administrator, I see kids here at 7:30 in the morning. If it's really cold we let them in, but it's not a service our school offers. There is no one here to supervise them." There are not enough school-aged licensed spaces to meet the demand. "Here there are 36 licensed spaces for before and after care in a school with over 500 kids. You have to put yourself on the waiting list when you get pregnant," an Old Kildonan mother told us.

Parents also face challenges covering childcare when there are school professional development days, holidays, or facility closures. "After-school programs close down for teachers' in-service days, but I still have to work," said one weary parent. "There is frustration around holidays when day care centres are closed even though my employees still need their service," said a business owner. Mildly-ill children pose a problem for working parents, and few resources exist to help them. At one workplace centre, we learned "we offer emergency care for employees whose regular child care arrangement falls through. They can use the day care on a drop-in basis and the workplace covers the cost for that day. This is a good arrangement for our workplace because otherwise the parent would be at home taking care of their children." But most parents don't have access to such flexible services.

What Other Canadian Cities do for Childcare

All across Canada, childcare is emerging on urban agendas. Childcare is a provincial responsibility in all jurisdictions; in Ontario and Alberta there is a mandated municipal role as well. Even in provinces such as Saskatchewan and British Columbia, where cities have no mandated authority, there is urban action on childcare.

Below, we present a snapshot of eight Canadian cities in three provinces. Together, they provide a sample of initiatives that progressive urban communities can take to support childcare.

Childcare is a must for a modern city.

– Commission on Early Learning and Child Care for the City of Toronto in 2002

BURNABY, BRITISH COLUMBIA

The City established a “Child Care Resources Group,” which is charged with implementing a new policy. “The Revised Burnaby Childcare Policy” outlines the City’s eight policy elements. They include supplying information to those planning or providing childcare, as well as helping groups and individuals in planning childcare facilities and matching those up with quadrants in the City with the most need. The City has committed to being a progressive employer by supporting City employees in meeting their childcare needs. Burnaby is committed to improving availability, accessibility, and affordability of childcare, by incorporating childcare into community plans, zoning bylaws and other City regulations. It works to promote quality childcare by working with the provincial licensing body. Further, the City of Burnaby has worked to make childcare development funds more available by urging the BC Ministry of Municipal Affairs to amend its policies to support capital development of childcare facilities. It works with school boards to develop childcare. Finally, Burnaby makes recommendations to other public agencies, and works with other levels of government to meet Burnaby’s childcare needs. You can read more about Burnaby initiatives at www.city.burnaby.bc.ca/cityhall/departments_planning/plnng_scpln_chldcr.html.

RICHMOND, BRITISH COLUMBIA

Richmond has undertaken a five-year needs assessment, over 2001–2006. The City aims to:

- Identify childcare changes and trends from 1995 to 2001;
- Project childcare needs from 2001 to 2006;
- Provide information, options and recommendations to support the continued development of childcare services, and enable Richmond to continue to be a leader in childcare.

Recommendations for action on childcare based on this needs assessment, are presented to City Council, key stakeholders, the School Board, Community Associations and other key actors in the child care sector. You can read about Richmond’s initiatives at: www.city.richmond.bc.ca/planning/childcare/childcare_index.htm

VANCOUVER, BRITISH COLUMBIA

Vancouver has been active on childcare since the 1970s. It passed a “Civic Childcare Strategy” which includes Vancouver’s Childcare Policy and Goals for a Comprehensive Childcare System. Their Childcare Action Plan was adopted in 1990.

Access to licensed, quality, safe and affordable childcare is one of the greatest contributors to the quality of life for children and families.

– Vancouver Mayor Philip Owen

The City's role includes:

- Planning for childcare;
- Capital programs that provide affordable appropriate space for non-profit childcare services;
- Operating assistance and program support;
- Development and administrative support and advocacy towards other levels of government;
- Community entities in the development of a comprehensive childcare system.

City officials lead this work. The City Childcare Coordinator oversees the Civic Childcare Strategy, and works closely with the Child and Youth Advocate.

The City of Vancouver's involvement translates into initiatives such as requiring the provision of childcare centres as a condition of rezoning; establishing targets for the number, type and location of childcare services; and undertaking land inventories of sites that could be reasonably used for childcare facilities. You can read about Vancouver initiatives at www.city.vancouver.bc.ca/commsvcs/socialplanning/initiatives/childcare/index.htm

SASKATOON, SASKATCHEWAN

Saskatoon Communities for Children (SCC) was established in 1997 to bring together government and community representatives to make Saskatoon a safer, healthier, and happier place in which to grow up. SCC is a planning mechanism that works to enhance inter-agency collaboration and engages in community based research. Partners in SCC include Saskatchewan Community Resources and Employment, Police Services, Fire and Protection, Provincial and local Education, Saskatoon Health Region, Saskatoon Tribal Council, and the City of Saskatoon with community representatives from various local non-profit organizations as well as concerned parents, citizens and youth. It is co-chaired by an Aboriginal leader from the Saskatoon Tribal Council and an official from the Department of Social Services. You can read about the SCC on-line at www.members.shaw.ca/cmmties_children/

TORONTO, ONTARIO

Ontario municipalities have a mandated role in funding childcare, and are permitted to directly operate childcare as well. In 2001, Toronto developed a Child Care Service Plan, and appointed a Children's Advocate. The Plan outlines a holistic, integrated service model for childcare and includes provision of licensed childcare to Toronto children, family resource centres. The City prioritizes childcare services in low-income neighbourhoods. Specific attention is paid to fee subsidies, wage subsidies, special needs, and the service needs of Aboriginal and Francophone communities. Services are implemented through neighbourhood-based Community Action Plans.

In 2001, the City struck a Commission on Early Learning and Child Care, led by Charles Coffey and Hon. Margaret McCain. The role of the Commission was to document the role of the City of Toronto as a centre of human and economic development. It linked childcare to economic innovation, attracting and retaining a skilled workforce, as well as maintaining ethnic and socio-economic harmony.

Building on this civic work, the City has established an innovative pilot project

called Toronto First Duty Project. First Duty links early childhood education, family support and childcare together in five Toronto neighbourhood sites. The project concentrates on building high quality learning environments, developing early childhood staff teams, forming local governance models, developing integrated services and increasing parent participation. You can read more about Toronto's initiatives at www.city.toronto.on.ca/children/report/ccsplan/ccsplan.htm and www.city.toronto.on.ca/firstduty/index.htm

OTTAWA, ONTARIO

Childcare is a top priority for Ottawa, and is incorporated into one of the five strategic directions for The Human Services Plan for the City of Ottawa. Childcare is a component of Ottawa 20/20, the City's Growth Management Strategy. The City has prioritized nurturing quality childcare resources.

Like other Ontario municipalities, Ottawa has a role in financing and delivering childcare. You can read more about the Ottawa initiatives at http://ottawa.ca/city_services/finempsupport/children/8_2_1_en.shtml

KINGSTON, ONTARIO

In 2002, Kingston approved a Local Childcare Service Plan. This plan outlines how childcare facilities will be managed and developed, based on consultations within the community to establish need for different types of childcare services. You can read more about the Kingston initiative at www.cityofkingston.ca/residents/social/childcare.asp

HAMILTON, ONTARIO

The newly amalgamated City of Hamilton's Social and Public Health Services Department adopted a new "Social Vision" in October 2002. The Vision presents a rationale for why local governments should be concerned with social issues, and makes a link to the City's new economic development plan. The City was concerned that the lack of affordable, high-quality childcare was a major barrier to training and workforce participation. It set the goal of ensuring access to regulated childcare.

You can read the full research report, A Social Vision for the New City of Hamilton, prepared by the Caledon Institute of Public Policy, on-line at www.caledoninst.org/Publications

Time for Action: Recommendation

We call upon the Premier of Manitoba and the Mayor of Winnipeg to establish a Childcare Task Force.

The childcare sector has significant economic and social impact in Winnipeg. As an industry, childcare is worth over \$101 million/year to the City of Winnipeg. The field employs over 3,230 people, who earn an average \$80 million/year. Every \$1 invested in childcare returns \$1.38 to the Winnipeg economy, even before child benefits are factored in. Childcare also is a job creator: for every 1 childcare job, 2.15 other jobs are created or sustained. Childcare affects over 12,700 Winnipeg households, allowing mothers and fathers to work or study, and to earn an estimated \$715 million/year. The childcare sector is an effective element in economic development, both as an industry in its own right and as an infrastructure that enables the rest of the economy to thrive. Yet, the distribution of childcare services is inadequate and inequitable across the City, creating real barriers for Winnipeg children and parents and hurting the City's economic and social well-being. Diffuse responsibility and lack of shared involvement has created a patchwork of services, and gaps in coordination and planning. The public, private, and voluntary sectors need to integrate childcare in their economic and community planning, policies and programs. We propose that political leadership and concerted cross-sectoral involvement is badly needed, and we argue it is time for action.

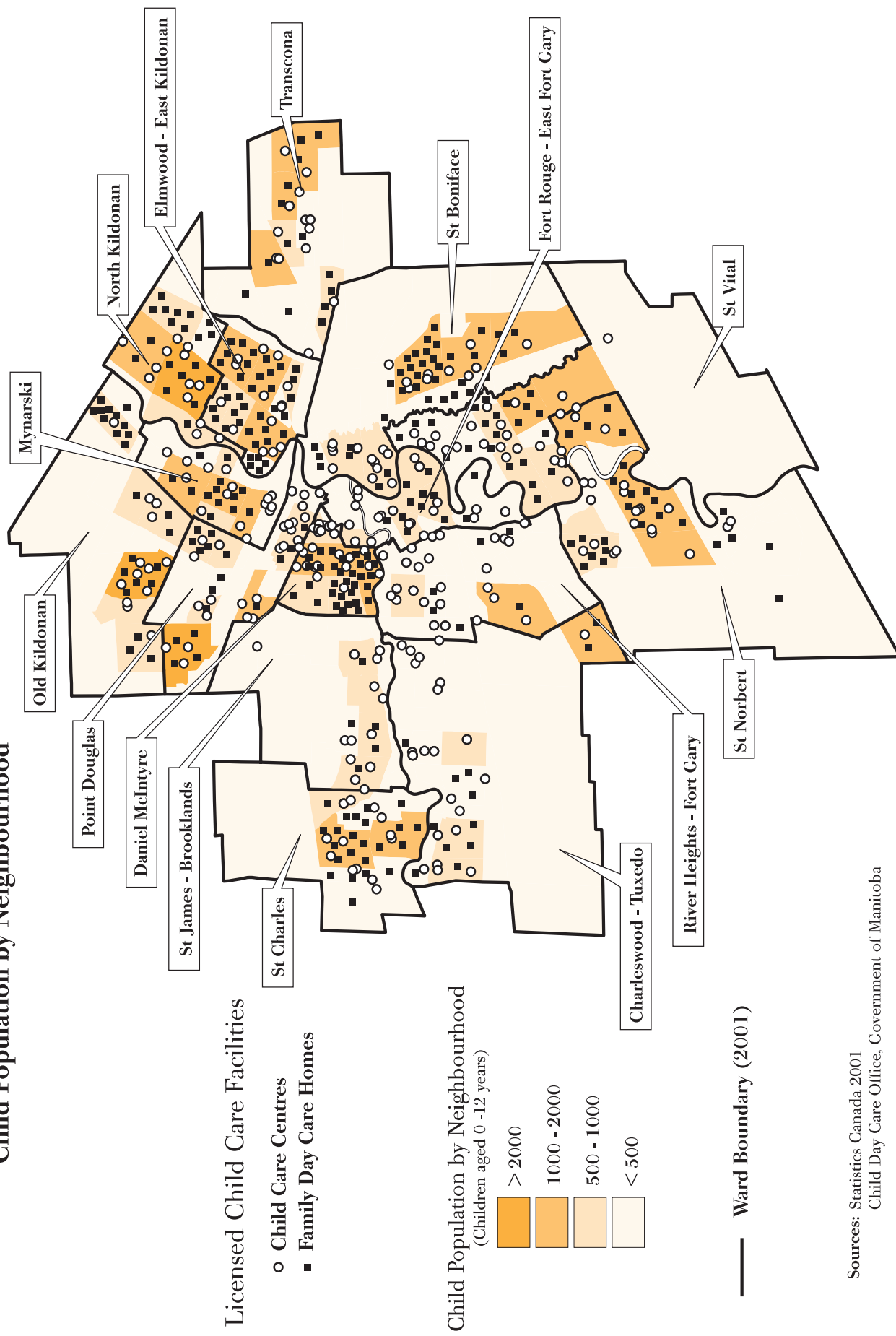
We call upon the Premier of Manitoba and the Mayor of Winnipeg to establish a Childcare Task Force to be led by a Chair or co-Chairs with extensive experience in Winnipeg's public, private or voluntary sector. The mandate of the Task Force shall be:

1. To invite members from a range of Winnipeg communities, including representatives from the public, private and voluntary sectors, labour, the Aboriginal community, the Francophone community, women's organizations and immigrant groups, as well as other key stakeholders, to join the Task Force;
2. To document the current and potential economic and social effects of childcare in Winnipeg, including an analysis of cost, availability, accessibility, and quality, as well as inclusion and cultural sensitivity;
3. To propose a "Childcare Agenda for Winnipeg" which includes appropriate ways to integrate childcare into cross-sectoral policy and planning for economic and community development and social infrastructure;
4. To release its final report within twelve months of being established.

We call upon the Winnipeg Foundation to support the Task Force, by ensuring that it has the resources and expertise required to complete its mandate, including the capacity to commission research and undertake community dialogue.

Location of Licensed Child Care Facilities in Winnipeg

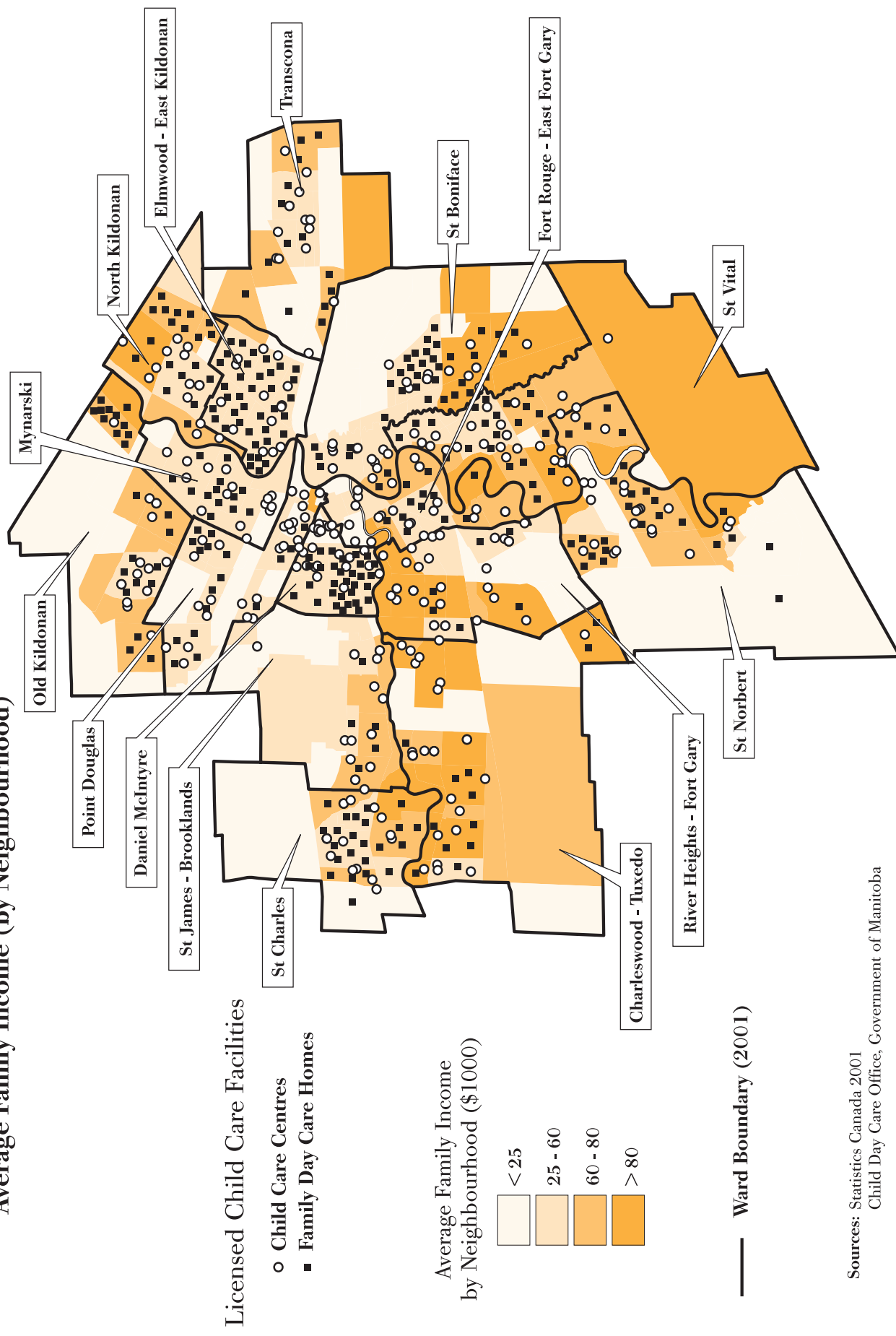
Child Population by Neighbourhood



Sources: Statistics Canada 2001
Child Day Care Office, Government of Manitoba

Location of Licensed Child Care Facilities in Winnipeg

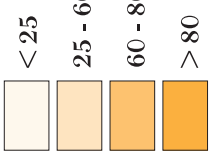
Average Family Income (by Neighbourhood)



Licensed Child Care Facilities

- Child Care Centres
- Family Day Care Homes

Average Family Income by Neighbourhood (\$1000)

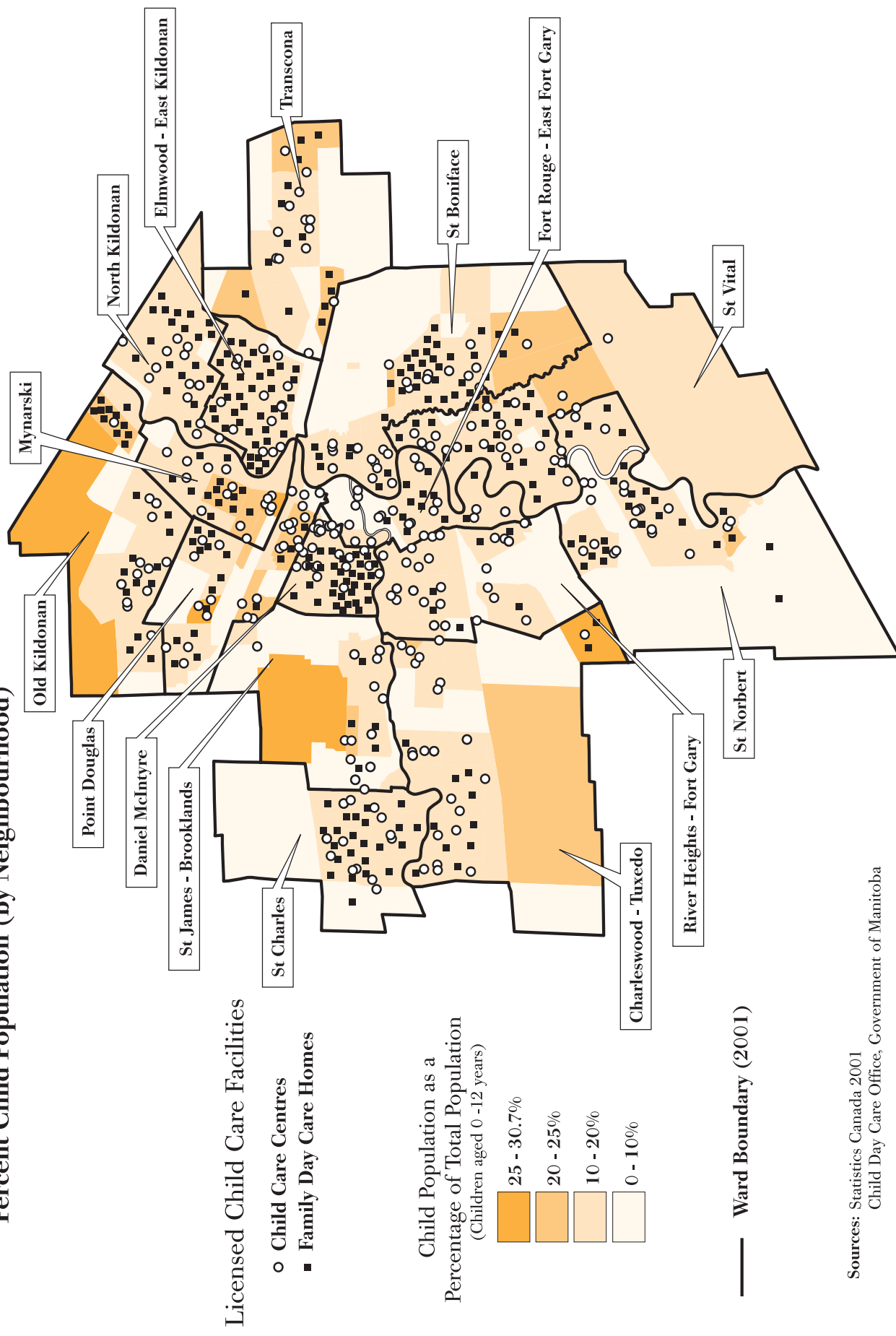


— Ward Boundary (2001)

Sources: Statistics Canada 2001
Child Day Care Office, Government of Manitoba

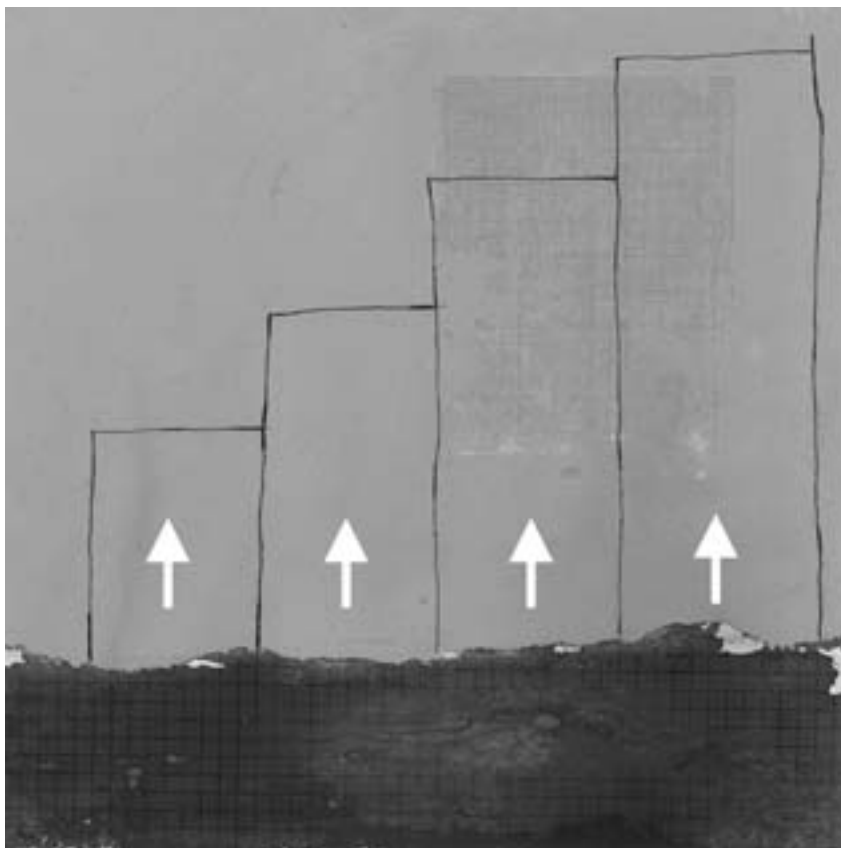
Location of Licensed Child Care Facilities in Winnipeg

Percent Child Population (by Neighbourhood)



Sources: Statistics Canada 2001
Child Day Care Office, Government of Manitoba

Methodological Notes



1. We use ‘childcare’ to refer to a range of regulated early learning and care services for children aged 0–12 inclusive. These include nurseries, child day care centres and family day care homes. Such childcare services provide both care and education to children, and are publicly regulated and licensed. This report focuses only on regulated and licensed services. Most children who require non-parental care receive service from the informal childcare sector. Childcare centres and nurseries are licensed for specific age groups; the ages of children served by family home care may vary. Source for childcare centre and family home data: Child Day Care office. Centre data is drawn from the ‘Alphabetical Directory of Child Care Centres by Region: Winnipeg’ (July 27, 2003). On family homes, there is a minor discrepancy in the number of homes. Provincial data shows 295 (December 13, 2003) or 298 family homes (July 22, 2003) in 2002-03. We use the lower figure for facilities and the higher number for spaces. In this report, we assume 2,051 licensed child care spaces in 295 family homes, with an average of 6.9 per home. This is the figure we used when calculating distribution of spaces by geography. The vast majority of Winnipeg’s 251 centres are incorporated as non-profit businesses and are operated by a voluntary board of directors; only 35 centres are commercial, incorporated as a for-profit business. We refer to both types of centres as comprising the childcare market and industry in Winnipeg—even though the non-profits are an atypical ‘market.’ In this report, we have used capacity and enrollment as equivalent, mainly due to

data limitations. We further assume that each licensed space represents one child.

2. Calculations by Pyramid Consultants, using 2001 Census data, on households and parental income. We assume that the distribution of family size and type in childcare using families is representative of all Winnipeg family size and types. By this assumption, there are 9,085 common-law or married households, 3,066 female-headed households, and 625 male-headed households represented by the 16,749 childcare spaces in Winnipeg. To calculate parental earnings, we used average full-time (gross) wages for men and women (Source: Earnings of Canadians. Highlight Tables for Winnipeg Metropolitan Census Areas Earnings Groups, Full-Year, Full-Time Workers Male Female.) An adjustment is needed to accommodate the low wages of subsidized parents. Since approximately 45 percent of Winnipeg children in childcare receive partial or full fee subsidy, we assume that 45 percent of parents have lower incomes, and calculated their wages as 50 percent of the average for male and female workers. Parent eligibility for fee subsidy is based on net income and family size: subsidy ceases for a one-parent, one-child family at \$24,369; and for a two-parent, two-child family at \$40,059 [36]. For calculation purposes, we assume all parents are employed. While some parents use childcare while they study or train, we attribute anticipated average wages to them.
3. The average salary for early childhood educators depends on classification. The majority of workers (57.6 percent) are untrained, and are classified as Child Care Assistants. Staff with specialized two or four-year education programs are classified as ECE II or III respectively. Wages of trained staff are higher than of untrained staff. Wage figures used in this report were calculated by a budget replication which used average budgets of pre-school and school-aged centres by size, provided by the Child Day Care Office September 2003. To validate the total wage figure, we used an unweighted average salary of each classification and multiplied it by the number of staff. That figure was within 1 percent of the wage total derived from the budget replication. There were 2,923 child care workers in centres, 283 licensed family homes (one person self-employed) and 15 licensed group homes (two people self-employed) for a total of 3,236 child care workers in Winnipeg in 2003.
4. Childcare industry receipts were calculated though a budget replication which used weighted average budgets of pre-school and school-age centres by size obtained from the Child Day Care Office in September 2003. 1) We counted how many of each type of centre there were by size. 2) We multiplied the number of centres in each category by the average budget for a centre that size. Because Nursery centre budgets were unavailable, we approximated them by using school-age figures. 3) We obtained a sample of family home childcare providers' budgets and created average budget lines for family home care. 4) We multiplied the average family home day care budget lines by the number of family home day cares in the City. 5) The total of all the average budgets multiplied by the corresponding number of facilities. The sum is gross receipts of \$101.6 million dollars. This method over-estimates Disability Grants, which had an actual of \$7,931,400 in

- 2002-03 (source: Personal Communication, Child Day Care Office, April 8, 2004), but is accurate on wages, the largest single budget item (see Note 3).
5. The number of children receiving subsidies at any one time is calculated from the average number of children receiving a subsidy over a four week period, using data provided by the Child Day Care Office.
 6. Facilities receiving funding from the Provincial Child Day Care Office are limited to this maximum fee (which includes a \$2.40/child per day surcharge which is levied at the discretion of the facility). The fees listed for school-age care are an average of the school day and non-school day charge. Family home fees are the same or may be slightly lower than centres.
 7. The Winnipeg Project used the services of Statistics Canada, System of National Accounts Input-Output Division to determine the multiplier effects of childcare in Winnipeg. On October 23, 2003 we received a special report on the childcare industry in Winnipeg. Data in this section is drawn from that commissioned research, titled “Input-Output Simulation Model of the Childcare Industry in Winnipeg.”
 8. Three childcare centres used in this report are situated outside City of Winnipeg boundaries. The Child Day Care Office categorizes these centres as being in Winnipeg. They are not within a City Ward, however, and so in the detailed discussion of childcare services by geography, these three centres (representing 122 spaces) are excluded. The three centres are included when we present overall (non-ward specific) Winnipeg data. On family homes, there is a minor discrepancy in the number of homes. Provincial data shows 295 (December 13, 2003) or 298 family homes (July 22, 2003) in 2002-03, a difference of approximately 21 spaces. We use the lower figure for facilities and the higher number for spaces. Source for city 2001 data is the Community Data Network, Custom Tabulation, Statistics Canada, Census of Population 2001, provided by the City of Winnipeg.
 9. The Manitoba “Five Year Plan” can be accessed on-line at: https://direct.gov.mb.ca/cdhtml/html/internet/en/five_yr_plan.html.
 10. We received approval from the University of Manitoba Research Psychology/Sociology Ethics Review Board (Protocol #P2003: 072) to hold our community consultations.

Appendix and Acknowledgements

APPENDIX

Community consultations were held with the following groups. Names are mentioned where the group waived confidentiality

Aboriginal training group

Business leaders

Francophone Parent group in St. Boniface

Manitoba Women's Advisory Council

Nurses' group

Parent group in Elmwood

Parent group in Fort Rouge

Parent group in North Kildonan

Parent group in Old Kildonan

Parent group in Point Douglas

Parent group in St. Vital

Women's group in Daniel McIntyre

Women's group in St. Norbert

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