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# Nunavut Government Licensed Day Care Review

## Final Report

### Looking *Towards* The Future



**August 17, 2000**

**Prepared for the Department of Education  
Government of Nunavut**

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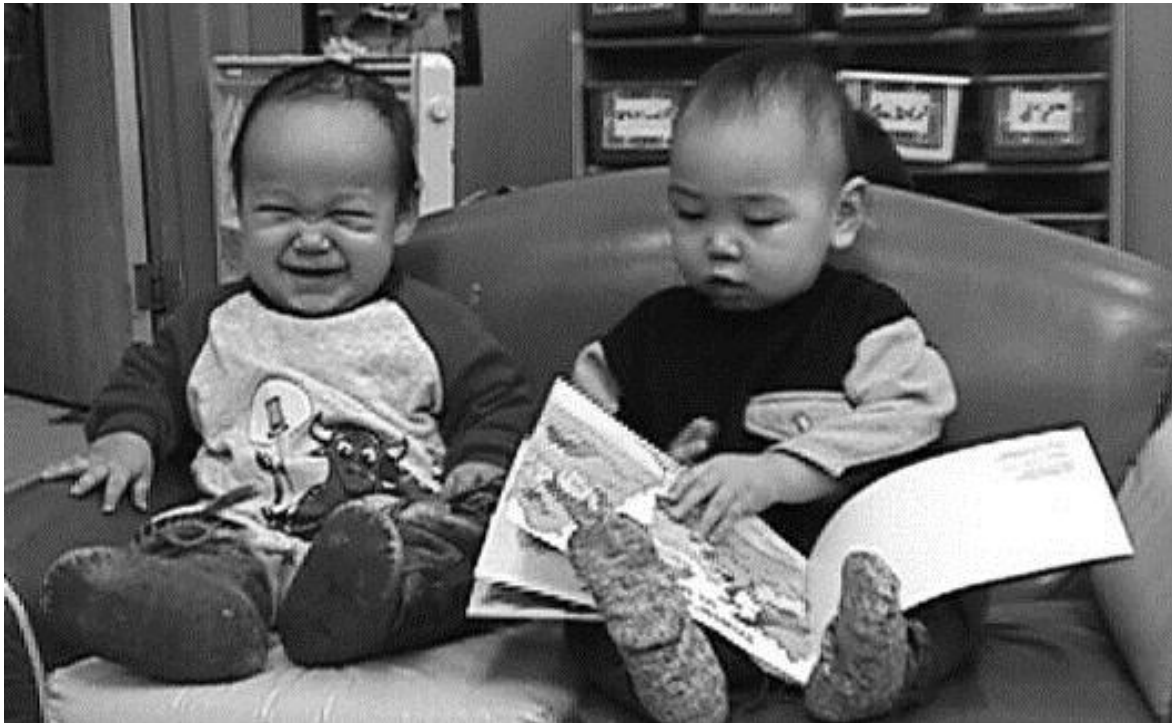
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## Foreword

The Final Report has been assembled with input from people, working to create the best possible start for young children (0-6,) from Nunavut, Nunavik, Labrador, the Inuvialuit Settlement Region, Ontario, Quebec, Nova Scotia, Manitoba, Alberta, and British Columbia.

Many thanks to all of you whose individual contributions have been combined to create a promise for improved childcare services, for the children of Nunavut now and in the future.

This Final Report is dedicated to my own three children: Naluturuk, Zebedee and Isabella Rose Weetaluktuk, who did not have the opportunity, to thrive in Inuit Qaujimagatungit day cares, because they did not exist.



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## 2. Introduction

“The Final Report will strive to answer the questions that arose from the analysis of the data and will provide recommendations and options for solutions to the concerned parties and organizations.”<sup>i</sup>

The Final Report is the second step of the Nunavut Licensed Day Care Review. It is the follow-up to the Interim Report,<sup>ii</sup> which provided an up to date, and disturbing picture of the current state of affairs in Nunavut Licensed Childcare Centres.

The Minister of Education, Mr. James Arvaluk called for the Licensed Day Care Review in response to a meeting with concerned Iqaluit Day Care Directors on January 31, 2000. During this meeting several key issues were presented these included:

- low staff wages
- lack of staff benefits
- high staff turnover
- housing shortages
- limited funding to develop and support programs
- lack of trained staff

### **The purpose of the licensed Day Care Review is to:**

1. Establish a database concerning licensed day cares in Nunavut.
2. Identify issues affecting licensed day cares in Nunavut.
3. Make recommendations for improvements.
4. Estimate the cost of quality care.
5. Generate funding options.
6. Share Best Practices Information.

The purpose of this Final Report is to lead to the improvement of childcare services in Nunavut. It is linked directly to the Interim Report and the Licensed Day Care Review. It is intended to focus on improving the existing childcare services, which currently serve about 10% of Nunavut’s children between the ages of 0 and 5. It is intended to look forward from formula’s and processes inherited from the Government of the Northwest Territories with the root causes or benign neglect going back several years. The issues addressed, did not develop overnight.

This Report provides recommendations designed to support improved licensed childcare services in Nunavut. The recommendations put forward have been made following a series of comprehensive interviews with Key Players

throughout Nunavut , and across Canada. They are intended to respond to the serious problems documented in the Interim Report.

This Final Report promotes the desire to support the developmental needs of all children in Nunavut (0-5), 100%. This vision for the children of Nunavut and their families, will need to be explored in consultation with all stakeholders in the future.

## **2.2 Executive Summary**

There exists in Nunavut today a unique and wonderful opportunity to enhance early childhood development by enhancing our partnerships in the management and delivery of day care services. There is potential for many to participate in this development and strengthening process, all aimed at benefiting our younger Nunavummiut.

This Final Report is the last step in a three-step process. The first step was the Licensed Day Care Review Questionnaire which was circulated amongst the 30 licensed child day care facilities, including Aboriginal Head Start sites in Nunavut. The Second step was the Interim Report, released on May 2,2000, which documented the findings of the survey. This third step explores the questions raised in the Interim Report and provides recommendations and options for solutions.

The Report begins by documenting the issues arising from the Interim Report and then proceeds to examine examples of Best Practices in Nunavut and elsewhere. Lessons are learned and highlights of those lessons include:

In Arviat the local District Education Authority, (DEA ) is overseeing the development and delivery of a number of various childcare services and programs including a licensed 24-place day care centre. An Early Childhood Advisory Committee has been established and an Early Childhood Program Coordinator has been hired. Services designed to respond to the global developmental needs of young children are the focus and as they are firmly linked to the administrative support that the DEA provides, are thriving. Strongly supported programs are running with DEA links in both Sanikiluaq and Igloolik, as well. In Pangnirtung the day care building is owned by the Hamlet, the administration is taken care of by an Office Manager. The Precious Children's Day Care is grounded in a strong Inuktitut language program with a 100% Inuktitut speaking trained staff. In Cambridge Bay the day care has a base of community support including the Hamlet and local business.

The Report then looks beyond Nunavut to the neighbouring Inuit regions of Nunavik, Inuvialuit Settlement Region and Labrador. Highlights from Nunavik include a known cost per space at \$66.00. An 1800 hour

competency-based training program, a salary scale based on Quebec-wide scales with built in 1.69 % increase to recognize northern cost of living, and finally strong leadership from Kativik Regional Government has enabled the pooling of resources that support a rapidly expanding child care network designed to meet the needs of all Nunavikmiut between the ages of 0 and 6.

In the Inuvialuit Settlement Region “Child Development Centres,” have been set up in some of the smaller communities. These centres operate part-time programs, designed to meet the developmental needs of the young child. All of the Early Childhood Services are administered through the offices of the Early Childhood Program Manager at the Inuvialuit Regional Corporation. Funding in the Inuvialuit region is centrally administered as it is in Labrador where even the Social Services User Subsidy payments are invoiced through the Labrador Inuit Health Commission (LIHC.) In Labrador the current focus is on using the language nest model to help promote Inuktitut language development in young children.

In the Province of Quebec the principle of universal childcare has been recognized through the provision of \$5.00 per day, parental contribution per child for all families. Families on a reduced income may have this amount reduced to \$3.00 per day. Part time childcare is available without charge to children of parents on social assistance. In British Columbia they are in the process of redefining the child care vision, with a focus on child development and a commitment to determine a plan in consultation with community representatives, stakeholders and Key players.

In Nunavut there are five main areas of concern which are dealt with in the Final Report. These include:

**funding** where the attendance-based program contribution has compromised the ability of the centres to effectively plan and where problems of accessing reliable funding are compounded by problems with many of the key funding organizations in releasing the funds to the target groups;

the **center** where quality needs strengthening; where programs are developed from an IQ base

the **staff** needing benefits and a guaranteed minimum salary;

**management** where only 25% of societies appear to be in “ good standing;”

**training** where there is an immediate need for a trained early childhood work force.

The Government of Nunavut inherited a childcare program on April 1, 1999. This report recognizes that the old GNWT program is not meeting the needs of Nunavummiut and that it is time for action. The

recommendations take a big step towards a Nunavut-designed childcare program. Steps for immediate action include:

- O &M grant based on spaces with attendance incentive
- Recognition of higher cost of Infant Space through “Unit Grouping”
- IQ Curriculum development
- Nutrition Grant
- Recommendation for minimum salary guidelines (supported through space based grant)
- Recommendation for a wage benefit
- Commitment to ensure training available within the year.

Finally the document recognizes that the **Final Report** is a **First Step**. Because the present scope of licensed child care services in Nunavut serve 10% of the 0 -6 population and in fact it has become clear that the Department of Education is interested in supporting the developmental needs of 100% of the children of Nunavut between the ages of 0 and 6.

Given that Nunavut’s population is a young population, eg. 3536 of our children are under the age of 5, there is a clear opportunity and need to build programs and partnerships, that will foster early childhood development within the context of family and community. **Let’s seize this opportunity!**

### 3. Summary of the Interim Report

The Interim Report substantiated concerns that licensed child day care in Nunavut was in trouble. The Interim Report demonstrated that the day cares are reporting operating with insufficient funds and under capacity. It documented a work force functioning in many cases without benefits, and often working with low and varying wages. It showed a staff that was largely untrained: 70% reported not having graduated from an ECE Program. It documented a service experiencing a number of different problems. Listed below are some of the key points.

#### 3.1 Funding Issues:

- Major funding gaps in part due to problems accessing government funding programs including: Day Care User Subsidy, Early Childhood Program Contribution Funds
- The Nunavut Aboriginal Human Resource Development Holders’, Inuit Childcare Program was not functioning to capacity in all regions

- Problems related to funding shortages included: many day cares operating on a day to day basis, equipment shortages, staff shortages, no or reduced benefits including holiday pay, constant state of crisis management

### 3.2 Centre Issues

- 75% of licensed spaces occupied
- 90% of day cares reported insufficient funding
- Of a total of 30 licensed day care centres 10 have opened in the last 3 years (# of Early Childhood Officers has remained the same.)
- 10% of Nunavut's children 0 -5 being served by licensed day care



### 3.3 Staffing Issues

- dramatic variations in salaries paid to workers and managers
- 90% of day cares noted problems recruiting qualified staff
- day cares report problems maintaining workers in positions sick leave and
- vacation pay considered extra's by some of the day cares

### 3.4 Management Issues

- societies struggling to provide reliable services and to survive
- identified lack of external support
- self-identified need for manager training: 85% of responding managers noted training needs
- record keeping issues: problem with reported figures





### 3.5 Training Issues

- difficulties accessing suitable staff training
- 70% staff have not graduated from recognized Early Childhood Education Programs
- 100% of centres report staff interested in participating in training programs

## 4. Best Practices Information

One of the purposes of the Licensed Day Care Review is to share information about Best Practices in early childhood program models. In every region of Nunavut there are centres operating in exemplary ways. As one of the Nunavut Early Childhood Officers reported, “ **Each community has success stories.**”<sup>iii</sup> “ This section of the report will begin by highlighting examples of Best Practices in selected Nunavut communities. Next will be highlights of notes taken from interviews with Early Childhood Program administrators in Nunavik, Inuvialuit Settlement Region and Labrador. The section will conclude with a brief description of current activities undertaken in support of licensed childcare in the Provinces of Quebec and British Columbia.

#### **Nunavut Models:**

- 4.1 Arviat
- 4.2 Cambridge
- 4.3 Igloolik
- 4.4 Pangnirtung
- 4.5 Sanikiluaq



#### **Inuit regions: operation of day care services in:**

- 4.6 Nunavik
- 4.7 Inuvialuit
- 4.8 Labrador

#### **Government activities in other parts of Canada:**

- 4.9 Quebec
- 4.10 British Columbia

## **4.1 Arviat**

Early Childhood Services have been organized in Arviat for quite a few years. Qitiqliq Shared Care Day Care has been operating in a DEA owned building since 1993. The DEA has supported the day care since its inception. Today with the direction and support that the Early Childhood Community Coordinator provides, four distinct programs designed to support early childhood developmental goals and the overall global needs of the young child are flourishing in Arviat. Childcare Services are meeting the needs of many of the communities 0 -6 population.

### **4.1.1 Administration: Arviat**

The DEA oversees the delivery of childcare services in Arviat. The DEA does all of the accounting for the many community early childhood services offered including: paying Revenue Canada as well as doing the pay roll and paying accounts receivable.

The Community Early Childhood Program Coordinator is hired through the local District Education Authority (DEA) and will, beginning in the fall of 2000, report directly to the DEAs Early Childhood Advisory Committee. The Early Childhood Advisory Committee (ECA) is composed of community representatives. The ECAs role is to support the spectrum of early childhood services operating in the community.

#### **The Early Childhood Program Coordinator's responsibilities include:**

- Identify potential funders.
- Write proposals.
- Represent Early Childhood Programs on community committees.
- Identify training needs.
- Deliver training workshops.
- Evaluation: Children, staff and programs.
- Develop policy manuals.
- Liaison with parents, professionals and community.

It should be noted that the Early Childhood Advisory Committee directs the overall operation of all Arviat's Early Childhood programs, with input from the Community Coordinator and financial support from the DEA. There are plans set up to create a Day Care Parent Advisory Committee that will report to the DEAs Early Childhood Advisory Committee.

#### **4.1.2 Early Childhood Programs: Arviat**

Many services grounded in Early Childhood purposes and very much supportive of children and their parents are operating in Arviat. Some of these services include:

- Aboriginal Head Start: operates 2 part-time programs each day, target group is pre-schoolers, aged 3 and 4. All children in Arviat in this age group can participate.
- CPNP Healthy Mom's and Babies: conduct home visits, provide on-site childcare while parents participate in out of home program, promote nutrition, goal is Healthy Birth outcomes.
- Small Steps Early Intervention Program: spaces for 10 special needs children, identified through Health Centre or Social Service referral. Activities and services include: Mom's and Tots gym program, Toy Lending Library, Home Visitation Program.
- Shared Care 24 licensed day care spaces.

#### **4.1.3 Inuit Qaujimaqatugangit: Arviat**

The Community Elder Worker organizes elder involvement in the Head Start. Elders are involved in many ways, every day in all aspects of the program development and delivery. They are telling stories, doing crafts, and leading activities. There are community feasts and the various programs are striving to improve and expand elder participation in the programming.

#### **4.1.4 Other features: Arviat**

- Community partnerships
- Participation on community interagency committee.
- Excellent parental involvement through program activities including: picnics, games, parades
- Ongoing assessment
- Team concept approach
- Waiting lists for many programs including the day care

### **4.2 Cambridge Bay**

When the Cambridge Bay Day Care Society wanted to expand its facilities some time ago, it did so in order to increase its capacity to broaden the base of the services it offered. Today the Cambridge Bay Nursery School operates in what used to be the old day care and the day care functions in an adjacent but attached new facility. The Hamlet

sponsored this new building.

#### **4.2.1 Administration**

The position of Executive Director oversees many early childhood related programs in the community. Her responsibilities include accounts receivable and payable, and fundraising which includes proposal writing. The Day Care Manager supervises the day care staff and oversees the operation of all the activities in the day care. The day care manager reports to the Executive Director, who is the link between the childcare services and the Cambridge Bay Childcare Society. This society is presently striving to regain its “good standing status,” with Legal Registries, which they expect to be obtained this fall. The creation of the new position of Executive Director, which is partially funded through the Healthy Children’s Initiative, has improved the capacity of the society to run the day care effectively. One of the first tasks for the Executive Director this fall will be to identify the remaining 50% of funding required to pay her own salary.

#### **4.2.2 Early Childhood Programs: Cambridge Bay**

A variety of early childhood programs are offered in Cambridge Bay these include:

- Day Care
- After School Care
- Pre-school
- Nursery school
- Homework Club
- Toy lending library
- Books in Home Club



#### **4.2.3 Inuit Qaujimajatuqangit: Cambridge Bay**

Both nursery and day care programs are delivered in two languages. There are Inuinaqtuun books. The staff arrange center-based activities to incorporate Inuit lifestyle. This summer the play kitchen area has been transformed to a tent. The current day care Manager was previously a language instructor at the day care.

#### **4.2.4 Other Features: Cambridge Bay**

In Cambridge Bay, there is a base of community corporate and municipal support for the early childhood programs. The Day Care and Pre-school building is supported by Hamlet. The Hamlet is not responsible for maintenance but does actually provide some emergency maintenance for the building. A local plumbing

contractor, Nakasuk Plumbing has provided free plumbing services. A recent Friday afternoon, Sundae Fund-raiser was made possible through a large donation of ice cream from the Northern Store.

## **4.3 Igloolik**

The Igloolik program began 6 years ago when a group of support teachers at the local school noticed that a significant percentage of children were not participating in the regular Kindergarten program. The teachers had noticed that those children missing the first non-compulsory Kindergarten year were not catching up, with the Kindergarten attendees, over the course of their elementary school years. Hence a four-year-old program was begun. Subsequently when the Aboriginal Head Start program, designed to serve pre-schoolers began, Igloolik was anxious and ready to access AHS Program funding. The original core program with child development goals continues to function but has expanded to operate in conjunction with a wide range of programs for parents and teens. The goal is, “ The best possible start for the child.”

### **4.3.1 Administration: Igloolik**

Together the early childhood activities operating in Igloolik, with sponsorship from the District Education Authority are called the Early Intervention Project. The DEA administers the funding, does the payroll, and oversees the entire operation. The many programs offered in support of young children and their parents currently offered in Igloolik are linked directly with the school.

Fundraising for the various programs is the responsibility of a part-time volunteer, who also works at the school 1/2 time as a support teacher.

The Head Start Coordinator oversees the entire operation, in cooperation with the volunteer fundraiser. Each Monday they meet with the teaching group including elders and educators to plan the coming weeks activities.

Presently the group does not operate with direction from a parent board. The organizers feel that they have excellent communication with the parents. They felt that there were already many committees in the community and that the priority would be to work constructively amongst the staff, who are largely composed of parents anyway.

### **4.3.2 Early Childhood Programs: Igloolik**

Early Childhood Programs in Igloolik are designed with the goal of

providing the best possible start for the child. The various services have evolved in consideration of this purpose, to include Health Programming for High School students. In Igloolik there is an elevated incidence of teenage pregnancy and the High School Health program meets the needs of young parents, while simultaneously educating other young people about the benefits of nutrition and much more.

- Provides programming supportive of healthy child development: 12 hours a day.
- The AHS centre in Igloolik is open four nights a week which includes Kids Night with a special focus on play, where children under 4 are accompanied by adults and children 4 to 6 can be dropped off.
- The other nights feature: sewing, pre-natal, parenting workshops, childcare is available during all evening programming.
- Part-time programs are run for infants, toddlers and preschoolers in the two room Head Start building. 42 - 4 year olds participate twice weekly in daytime pre-school programming.
- High School Health classes are delivered to teenage students for 1.5 hours, twice daily. The focus is: social, emotional, mental wellness.
- Family Resource Centre: has video's, toys and books that can be borrowed.
- Monthly party for the four-year-old parents.
- Home visitation program directed at special needs children and their parents. Special needs assistants visit the houses with materials and information. They provide support.
- Special Needs specific programming is offered at the centre on Saturdays.

#### **4.3.3 Inuit Qaujimaqatugangit: Igloolik**

There is elder participation in all levels of program planning and delivery. The elders attend the Monday morning planning sessions. This fall a parenting program will be delivered by a respected Qikiqtani based elder. The Igloolik facility has many Inuktitut materials and Inuit activities. They have many hand made traditional

toys The language of programming is Inuktitut. It is a place where the staff are striving to function with Inuit Qaujimajatuqangit as the foundation of their activities.

#### **4.3.4 Other features: Igloolik**

The Igloolik centre actively involves community members in its programming. Elders, nurses, RCMP officers have all been invited to make special presentations. The group is actively promoting its activities in the community through on air radio presentations, and poster campaigns. All literature is published in Inuktitut. The centre staffs have created a book titled, “ Children and our Future.” It is about their program and they have assembled this book in order to share information about their program with other communities. A “ Best Practices “ video about the Igloolik Intervention Project has just been produced. This video is designed to be shared with communities to help them develop early childhood education programs to meet their own community’s needs.

### **4.4 Pangnirtung**

The Pangnirtung, Precious Children’s Day Care is situated on the first floor of the municipal building. It is a building owned by the Hamlet of Pangnirtung. Two years ago the entire staff of the Day Care participated in the Arctic College, Early Childhood Education Program, delivered in the community. Since then four of the graduates have been employed continuously in the day care and there has been a continuity in staffing so crucial to the delivery of quality childcare services.

#### **4.4.1 Administration: Pangnirtung**

In Pangnirtung the Office Manager does all of the office work including: proposal writing, pay roll, fee collection, accounts receivable and accounts payable. The Supervisor, who is a unilingual Inuktitut speaker is responsible for all aspects of the day care related to the children and staff. The supervisor oversees staff, programs and ensures that the day care runs with respect to the regulations. The overall operation of the day care is overseen by the Precious Children’s Day Care Society, that is a parent majority board. The society was first incorporated in 1990.

#### **4.4.2 Early Childhood Programs: Pangnirtung**

- 16 Pre-school and 4 toddler spaces are run out of the 20 place day care centre.

#### **4.4.3 Inuit Qaujimaqatuqangit: Pangnirtung**

The day care operates 100% in Inuktitut. Four of the staff members are unilingual Inuktitut speakers including the supervisor. Two elders come daily to the day care for story time and Inuit dolls with songs. Inuktitut materials for the day care have been developed through a local material creation project.

#### **4.4.4 Other features**

The entire staff with the exception of the office manager took part in a community based training program. They are all graduates of the Arctic College ECE Training Program. The course was delivered in Inuktitut, through an interpreter.

The Precious Children's Day Care Society has a supportive relationship with the Hamlet of Pangnirtung. The Hamlet owns the day care facility and pays the cost of hydro. They also provide ongoing maintenance. Recently the day care administration has been informed that they should find their own maintenance help, however in the interim, the Hamlet has continued to provide any necessary support.

### **4.5 Sanikiluaq**

The Najuqsivik Day Care in Sanikiluaq is a twenty-place centre running with the support of a thriving childcare society. The society has been so successful with its fundraising activities, that children have been attending the day care, without charge, since April 2000.

#### **4.5.1 Administration: Sanikiluaq**

The society plays a very active role in supporting the day care centre. Society meetings are held every two weeks. 7 society members participate actively on the board. The recent Annual General Meeting (AGM) was attended by 30 people: 20 of whom put their name forward to run for the board. During the AGM the society by-laws were reviewed and financial information was presented. During the year the board focuses its attention on Fundraising.

The Treasurer does the books for the day care, she takes care of all the accounting and does the pay roll. Learning about the societies obligations to revenue Canada, managing the GST and figuring out the accounting were amongst the most difficult challenges in preparing to operate the new day care.



The Day Care Director oversees the activities of the staff and the centre programming.

#### **4.5.2 Early Childhood Programs: Sanikiluaq**

- 20 place day care centre, with 4 infant spaces.
- Setting up a radio station from which to broadcast child development information as well as child specific content.

#### **4.5.3 Inuit Qaujimaqatunqangit: Sanikiluaq**

The Sanikiluaq day care is an Inuktitut language day care. It is run and staffed entirely by Inuit. They offer culturally relevant materials and activities. They would very much like to access information and support to further develop and strengthen all aspects of their programming, with particular consideration of school readiness.

#### **4.5.4 Other Features: Sanikiluaq**

The Childcare Society in Sanikiluaq has been particularly successful with its fundraising activities. They have purchased photo equipment for school package type photo sales. They have taken and sold pictures in Iqaluit and Kuujuarapik. They will be selling post cards in the fall. Recently the society purchased a building for \$1.00 , which they are currently leasing to Arctic College for \$2,700. per month. They also run weekly Bingo's.

The Childcare Society and the day care are both closely linked to the DEA. One of the staff members is the Treasurer and the Principal makes an important contribution to the fundraising.

### **Lessons Learned**

#### **Arviat**

- DEA supports all community based Early Childhood programming and services: does the administration and oversees operations.
- Early Childhood Advisory Committee provides direction.
- Early Childhood Community Program Coordinator: supervises and evaluates staff, links to parents, oversees all programs, writes proposals etc.

- Programs include: Day Care, Head Start, Early Intervention: First Steps with centre and home based support, Healthy Mom' and Babies.
- Community elder organizes elder involvement in the AHS.

### **Cambridge Bay**

- Link to Hamlet
- Executive Director oversees community's Early Childhood Services and Programs
- The creation of the Executive Director position is helping the society to regain its "good standing" status.

### **Iglolik**

- Recognized value of early start through observing that the children missing non-compulsory Kindergarten were not catching up over the course of their school careers.
- Operate centre 12 hours plus a day providing programming for babies, toddlers, preschoolers, teenagers, parents and grandparents with goal, "Best Possible start of the young child."
- Programs are overseen by the DEA, which also does the administration.
- Variety of programs includes: Aboriginal Head Start, High School Health classes, Family Resource Centre, Home Visitation program, Babysitting Classes, Parenting Classes, and Parent and Child evening playtimes.

### **Pangnirtung**

- Municipally owned building.
- Day care operates 100% in Inuktitut.
- Inuktitut materials have been developed through a local material creation project.
- 100% trained Early Childhood Staff.

### **Sanikiluaq**

- Thriving childcare society: meet every other week, have 7 active board members.
- Very successful fundraising activities: have charged no fees since April 2000.
- Seeking to strengthen all aspects of their programming.

## Conclusion

**Many of the Nunavut communities are offering early childhood programs and services that extend far beyond the specific requirements of parents working or training between the hours of 9 and 5. The scope of District Education Authorities, Day Care Societies, parents committees and municipalities' childcare activities in Nunavut is broad and includes a wide spectrum of programs and services designed to meet the more global and developmental needs of children and their families.**

**Each of the success stories involves a significant supportive link. Arviat, Igloolik and Sanikiluaq are all connected with their local DEAs and both Pangnirtung and Cambridge Bay Day Cares operate in Hamlet sponsored centres.**

## 4.6 Nunavik

Licensed child day care services in Nunavik, the region of Northern Quebec in which according to the 1996 Census, 1220 children between the ages of 0-6 reside, is currently providing licensed early childhood services to about 57% of the population. In two years, Kativik Regional Government (KRG), which administers the funding for the 10 currently existing centres in the region, expects to be able to provide services to every child (0 -6) whose parent chooses to access preschool programming.

In Nunavik, it has been determined that 100% of children 0 -6 need either full-time childcare or part-time pre school programming because it is considered that all children in the region are at risk for school readiness. It should also be noted that 60% of infants have acute anemia which can result in serious developmental delays if left untreated. The childcare centres have made it a priority to provide young children with dietary supplements and meals rich in iron.

The licensed day care services in the region are all independent, non-profit, parent managed corporations. The majority of the people in Nunavik are Inuit. The day cares are being managed by Inuit. The members elect a Board of Directors, and the Board is responsible for managing the day care.

The Minister of the Famille et de 'l'Enfance (MFE), or Minister of Child and Family Welfare, in English, is responsible for licensing and regulating the centres. It is also the major funder, providing 87% of the budget. Kativik Regional Government is presently negotiating with the MFE to

assume all responsibility for MFE activities in the region with the exception of issuance and suspension of licenses.

Regional training needs are being met through a 1400-hour: Native Early Childhood Training course. This course is recognized by the Department of Education and the MFE. It is a competency-based course. 50% of the course is delivered in the centre and the other 50% is directed to the competencies. It has been quite successful with 10/13 graduates in Kuujuaq and 6/12 in Inukjuak. The dropouts were those who traveled to attend the course, away from their home community.

In Childcare Centres where the staff is untrained, KRG offers untrained staff a 4 week intensive course offered in two sessions of 2 weeks each. The content stems from the competency based program. This course is not recognized by the college, but is accepted by the MFE as a palliative measure, as long as the region has a training plan. The training is grounded in the High Scope model.

All of the day cares in the region use the same accounting system. It is the same system that is used by the municipal corporations. Day care managers and bookkeepers are trained along with the Municipal staff. The accounting system has been set up in consideration of the year-end audited financial statement. This audited financial statement is presented to both KRG and the MFE at year-end.

Day Care Managers have begun to be trained in areas where they have the most difficulty.

The average cost of a day care space in Nunavik is \$66.00 per day.

MFE	85%	\$ 53.00
KRG	11%	\$ 7.00
Parents	4%	<u>\$ 5.00</u>
total		\$ 66.00



(Please note that presently in Nunavut we do not have access to figures for comparison.)

Any child with parents on social assistance can attend day care free of charge for 2.5 days. On the recommendation of a Professional or Social Services the child can attend 5 days a week, free of charge. The parent shows proof that he or she is on social assistance and is exonerated from paying the \$5.00 per day parent fee.

KRG's overall operating budget is \$1,700,000. This does not include the Quebec contribution of 85% of the total day care operating budget.

Salaries for staff are on a scale. An untrained worker is paid \$13.75. A trained worker starts at \$16.00. All full-time staff: Managers and Educator's are paid a Northern Benefit of \$4.80 per hour or \$8770. per year. The day care manager is paid \$25.00 per hour.

The day cares are given an incentive to attract children to the program. This incentive program begins once the day care has had time to get going. If after 4 years the 30 place day care has 15 children, the operating budget is cut by 25%. In order to be eligible for 100% of funding, the centre must be operating at 80% capacity. Building grants and fixed cost grants, include building related expenses such as rent, heat and hydro, are maintained at 100% regardless of occupancy.

The Quebec government determined that every \$1.00 invested in day care saves \$7.00 later. KRG officials will know the success rate in the future if/when the dropout, suicide and welfare rates decline.<sup>iv</sup>

#### **4.7 Inuvialuit**

Early Childhood Development Centres are being managed in the Inuvialuit Settlement region through the Inuvialuit Regional Corporation (IRC). The Inuvialuit have their own land claims settlement, and reside in 5 communities and one town: Inuvik in the western arctic.

Licensed Childcare Services in the Region are regulated through the Government of the Northwest Territories, Department of Education, Culture and Employment. In the region these services are managed through the office of the Early Childhood Program Manager situated at IRC in Inuvik.

Some of the services are society based and some are not.

IRC is trying to promote community responsibility for the delivery of early childhood programs and IRC is now giving material and nutrition budgets directly to the community early childhood development programs.

All Early Childhood Dollars in the region flow through the offices of IRC including the O and M contribution funding from the Department of Education, Culture and Employment. Funders include: Aboriginal Head Start (AHS), Inuit Childcare Program, GNWT, and Brighter Futures. Through a grant from the Mutard Foundation the organization has been able to hire a full time Regional Training Coordinator.

The Regional Training Coordinator has played a vital role in supporting the Early Childhood staff in the communities. She organizes courses

with colleges, workshops, and exchanges. A four-year plan for educator's and community coordinators has been developed. An Early Childhood Certificate course is being delivered by Yukon College through Aurora College. At the end of four years the staff will have a certificate. Last year each of the centres was equipped with a speakerphone. The course was delivered via the telephone on Tuesday evenings. 60% completed the first course and 50% the second. Participation in the courses is a condition of employment.

The cost of operating a childcare space varies from community to community, but at one 15-place centre that operates 10 months of the year a space costs \$8,390.

The early childcare staff have a starting salary of \$15.00 per hour. This rate may increase dependent upon a performance review. Each community has an Early Childhood Community Coordinator, starting salary \$15.00, who reports directly to the Early Childhood Program Manager. The workers are responsible for the children, the community coordinator insures that everything is in order in the community and the Regional Manager oversees the entire operation.

The staff receive vacation pay and sick leave benefits. They are laid off each summer so that they can apply for Employment Insurance.

The Early Child Development Programs in the Inuvialuit Settlement region are grounded in Inuit culture. They have a spectrum of materials developed by their cultural resource people.

“ We have a cultural puppet, we have dolls and games, it is much more now. It would be great to do an exchange.”

Maria Storr, Early Childhood Program Manager

## **4.8 Labrador**

The Labrador Inuit Health Commission (LIHC) is a wing of the Labrador Inuit Association. It directs the delivery and development of Health and Social Programs for the Inuit of Labrador. LIHC manages licensed child day care in the 5 coastal communities, in which their Inuit membership resides. Childcare Services in Labrador are licensed and regulated by the Department of Social Services, Government of Newfoundland and Labrador.

LIHC manages day care in Labrador through the offices of the Regional Childcare Coordinator. She developed the day care policy manual, coordinates the activities of the coastal day care, supervises staff and ensures that the day cares are operating in consideration of government

regulations. Community childcare supervisors report directly to the childcare coordinator. Local administrative and maintenance concerns are dealt with through the community based LIHC team leader. This team leader supports all LIHC programs in the community.

The day care centres are run by LIHC. The day care staff are employees of LIHC and as such receive benefits equivalent to other LIHC staff. There is a minimum starting wage of \$10.00 per hour.

The User Subsidy Program is handled by social services, it is easy to access. Families on social assistance automatically qualify for a fully subsidized childcare space. LIHC invoices Social Services for the spaces used by identified and approved individuals.

LIHC helps low-income parents access childcare through parental services in lieu of payment. Parents can acquire a space at the day care for their child by: snow shoveling, pumping oil, supplying country food, reading to the children in the centre or accompany the children on outdoor walks.

Presently the Regional Childcare Coordinator is directing her focus to supporting the revival of the Inuktitut language in the Inuit communities of Labrador. They hope to have Language Nests in September. Four elders will be hired to work in teams of two. The elders will train the workers to speak Inuktitut and expose infants under 2 to the Inuktitut language. Staff training activities are currently focused on the acquisition and development of Inuktitut language skills.

## **Lessons Learned**

### **Nunavik**

- Cost per space is \$66.00.
- The same accounting program is used by all day cares in the region, as well as by municipal corporations.
- 1400 hour competency based training program
- Strong leadership from regional government.
- Successful pooling of childcare funding through Regional office.
- Salary scale starting at \$13.75 with Northern Benefit for full time staff.
- Day Care operation overseen by non-profit, majority parent corporations.

### **Inuvialuit**

- Child Development Centres
- Early Childhood Program Manager works from Inuvialuit Regional

Corporation offices.

- All funding is centrally administered.
- Full-time Training Coordinator.

## **Labrador**

- Parents can pay fees through services in lieu of payment
- Social Service User Subsidy payments invoiced through Labrador Inuit Health Commission (LIHC).
- Using Language Nest model to help promote Inuktitut language development in small children.
- Administration of childcare programs centralized through offices of LIHC.
- LIHC team leader addresses all LIHC administrative and mechanical concerns in the small communities.

## **Conclusion**

**It should be noted that in each of the Inuit regions studied above there is a single organization that has assumed responsibilities for leadership in the area of childcare.** In Labrador, Early Childhood Services and Programs are run through the Labrador Inuit Health Commission. In Nunavik Childcare programs and support are organized through Kativik Regional Government (representational with an Inuit majority), and in the Inuvialuit Settlement Region all Childcare funding is pooled and organized through the offices of the Inuvialuit Regional Development Corporation. In each of these Inuit majority regions, Inuit organizations have taken on the role of funder and leader of program development and support.

This has contributed greatly to the ability of these organizations to pool funds. For example the Day Care Centre in Kuujuaq operates both an Aboriginal Head Start Program and a Day Care out of the same building, as two distinct programs. In the smaller communities Aboriginal Head Start/Inuit Childcare Program and provincial funding are combined in order to enable the small community to operate a service and respond to the needs of an ever increasing proportion of the 0 - 6 population.

We see similar developments in both Labrador and in the Inuvialuit Settlement regions. The ability of the Inuit organizations to pool the many packets of available funding, to support the staff and program has contributed greatly to the successful development of childcare services in these regions.

It is also clear that in each of these jurisdictions the mandate of the Early Childhood Service extends far beyond the definition of child day care as



a service designed to provide shelter for children whose parents are involved in employment related activities. In fact these services are focused on furthering the developmental needs of the young child and supporting his/her parents.

Finally, in each, of these Inuit area's the role of the provincial/territorial government is that of funder and supervisor. The government funds, regulates and licenses. It also, in varying degrees provides support, but it is Inuit majority organizations that are leading the way.

#### **4.9 Province of Quebec**

On September 1, 1997 a new Family Policy came into effect in the Province of Quebec. The policy created a network of non-profit daycare's and home day care agencies. As of September 1, 2000, these services will be available to all children between the ages of 0 and 6, for \$5.00 per day. This program is administered through the offices of the Minister of Child and Family Welfare.

The policy includes a provision for full time 5 year old, non-compulsory, Kindergarten, and in school services available for children attending kindergarten or Elementary school at a cost of \$5.00 per day.

In Quebec,

“ A childcare centre is a non-profit organization which accepts first and foremost children between birth and kindergarten age. It is administered by a private corporation, and the board of directors consists primarily of parents who use the childcare service.”

Quebec Family Policy Brochure

Families receiving social assistance are entitled to 23.5 hours per week for their 3 and 4 year old children.

4 Year old Kindergarten is offered free of charge to under privileged children living in Montreal. Supplemented by the 23.5 hours available to families receiving social assistance, these children are provided full time services free of charge.

There is a Parental Wage Assistance Program (PWA.) This is available to eligible low-income workers and entitles the worker to a maximum remuneration of \$3.00 per day.

By regulation 2/3 of all day care staff must have either university or college level early childhood training. All educators must have completed the First Aid course.

A program based on High Scope principles has been developed. It is a flexible curriculum designed to be adapted to the needs of different parents and communities.

The Quebec Government's Family Policy promotes universal access to licensed child day care. It is also, in its intention designed to support families and is viewed by the Minister as consisting of, " broad reaching social measures." <sup>v</sup>Funding for the broader goals has yet to be made available.

#### **4.10 British Columbia**

In the fall of 1999 the Government of British Columbia published an Interim Report on childcare titled, "Building a Better Future for B.C. Kids."<sup>vi</sup> The interim report calls for a broad range of initiatives needed to best meet the changing needs of families and children in B.C. The headings of these recommended initiatives included:

- Create a comprehensive childcare system that can meet the full range of parent and child needs.
- Reduce childcare costs to parents.
- Ensure quality of Care.
- Improve the economics of Providing Quality Care.
- Increase the diversity of care.
- Expand childcare in aboriginal communities.
- Improve parent access to support services.
- Make work places family friendly.
- Increase federal funding for childcare.
- Assist parents with the cost of raising children.
- Improve maternity and parental benefits.
- Increase local government participation.



taken from: Building a Better Future for B.C. Kids BC Ministry of Social Development and Economic Security

The Childcare Policy Branch of the Ministry of Social Development and Economic Security produced a paper exploring the potential of these various initiatives<sup>vii</sup>, and said clearly that they could not do it alone and embarked on a broad reaching community consultation process.

This spring the Final Report, " Childcare for BC," was published. It fully explored many of the suggested initiatives. And put forward a concrete plan to initiate a funding strategy aimed at increasing the availability of "Out of School Care."

The BC work is grounded in the desire to create a much more child and

family focused program and service, with direction and involvement from parents, caregivers, stakeholders and concerned citizens.

In 1995, with funding from the Strategic Initiatives Program the B.C. Government initiated a series of projects designed to “work in partnership with families, childcare providers and communities to test ways of delivering quality, affordable, accessible childcare services in B.C.” The projects were set up on a community by community basis to ensure that the, “unique and diverse needs of each community were incorporated into the project.”<sup>viii</sup>

One model that was tested involved the One Stop Access (project.) One Stop Access (OSA) centres coordinate a range of childcare services in one central location. They provide a “single entry point,” for parents and providers. The staff of the OSA help parents access information about childcare subsidies and spaces, while assisting caregivers to learn about licensing, training, resources and grants. One of the key goals is to raise the awareness of childcare within the community, in partnership and with direction from key stakeholders and community players.

Quite a few projects were tested and as one of the organizers noted, “...can’t have a cookie cutter approach to developing services,” flexibility, responsiveness and tenacity are all significant to success.”<sup>ix</sup>

## **Lessons Learned**

### **Quebec**

- Universal day care principle focused on the child.
- 50% space paid for children of income support recipients, with potential for 100%, with professional recommendation.

### **British Columbia**

- Vision with focus on child development.
- Commitment to determine long-term strategy in consultation with community, stakeholders, and Key players.

## **Conclusion**

In Quebec a great deal of the work towards the development of a new vision for childcare has taken place. Day Care in the province is funded 85% by the provincial government. Subsidized places are easily available for targeted groups and a vision for a more all embracing family policy including Universal day care has been put in place.

In British Columbia the platform is being developed in partnership with community based stakeholders, it is clear that a broad vision, enveloping a spectrum of services and programs designed to support the youngest portion of the population, is being laid out.

What will be the direction that Nunavut will choose to take?

## 5. Nunavut Specific Issues

The licensed day care review was initiated by the Minister in response to concerns articulated by members of the Iqaluit Early Childhood Community. The Interim Report objectively charted and described the situation in March 2000 with respect to the participating Nunavut day cares. The information displayed in the interim report substantiated the presentation of the Iqaluit directors, on a Nunavut wide basis. It reported wages varying between \$8.00 and \$15.00 per hour for untrained staff. It recorded Director's wishing that they could pay staff on sick days. It cited a staff turnover rate of 42%.<sup>x</sup> It noted major funding shortages. It concluded that 70% of staff were not trained in Early Childhood Education.<sup>xi</sup>

The Minister has directed this Final Report to address the questions raised including:

- What has to happen in order for day cares to access sufficient funding to be able to provide quality care to the children of Nunavut?
- Is there a gap between the user group and the programs offered?
- What can be done to begin to implement a training program as soon as possible?
- Is it possible to arrange a Nunavut wide Northern Allowance package?
- What can be done to raise the wages of workers who are not making a fair wage? What is a fair wage?
- What is the impact of the rapid expansion of licensed day care programs in Nunavut on the capacity of the Department of Education to meet the needs of the licensed programs?
- To what extent are quality culture and language programs being offered and how strong is the basis of Inuit Qaujimajutuqangit?

The purpose of this report is to make serious recommendations to address the issues. To be effective those recommendations must be based on an understanding of the problems and in consideration of the solutions. The next section of this report will attempt to identify the problems and explore possible responses. The substance of this work has been made possible through the direct participation of many key players, whose contribution is recognized as being so important. The Final Recommendations will be made in Section 6.

The problem area's will be explored as follows:

- 5.1 Funding
- 5.2 Centre
- 5.3 Staff
- 5.4 Management
- 5.5 Training



## 5.1 Funding

The Interim Report identified that 90% of day cares in Nunavut reported operating with insufficient funds.<sup>xii</sup> This section of the report will consider the main components of the Department of Education's funding strategy look at the problems and consider possible solutions. It will also look at the day cares identified funding problems.

### 5.1.1 Early Childhood Program Funding

The main funding component of the Department of Education's support to licensed day care is the operating and maintenance grant. This grant is attendance based. Day cares receive funding on the basis of occupied spaces. Funds for the first quarter should be forecasted based on the last quarter of the previous year. However one ECO has forecasted based on full occupancy and on a 12 month year while actually the majority of the centres are only open 10 months. This tends to inflate the figures for decommitment.

For example: Najusivik day care was in 1999/2000 scheduled to receive \$36,300. in committed funds based on a 100% occupancy rate over the course of the year<sup>xiii</sup>. Najusivik's actually received based on reported attendance figures \$10,441. The difference of \$25,858. was decommitted at year-end.

In the Qikiqtani region every day care listed with committed o and m funding had money that was decommitted at year-end. In the three regions a total of \$413, 536.<sup>xiv</sup> was decommitted from the over-all program funding. Decommited funds go back into GN coffers.

It is expected that the amount of decommitted funds will be significantly reduced this year as reporting systems become available.

1999/2000 Childcare Program Contribution Dollars			
	Budget	Actual	Variance
<b>Qikiqtani</b>	\$941,000.	\$483,787.	\$457,213.
<b>Kivalliq</b>	\$191,000.	\$ 97,932.	\$ 93,088.
<b>Kitikmeot</b>	154,000.	\$ 89,760.	\$ 64,240.
<b>Grant<sup>xv</sup></b>		\$200,985.	(200,985.)
<b>Total</b>	\$1,286,000.	\$872,464.	\$413,536.

Why was so much money left unspent in the O and M program budget? One of the reasons mentioned earlier was due to a budget based on inflated attendance and number of operating months. Some of the other reasons include that the day cares were not operating at capacity due to staffing shortages and there were not as many children in the community using the day care. During the last three years, ten new day cares were licensed. Some of these were built during the time when capital funds were available to the communities through Pauktuutit. New day cares can take time to build up to full occupancy. Other problems reported by Early Childhood Officers were with submission of paper work including budgets, financial statements, and accuracy of reported attendance figures.

A further complication is that in all regions there are a number of communities, at least 6 in total, preparing to open day care centres. The ECOs could have scheduled funding in anticipation of these pending openings, and then been left with uncommitted funding due to delays associated with the development of those new day cares.

Another O and M funding problem is 1st quarter payment delays. More than one day care reported first quarter delays. One explanation provided was that the day care needed to submit a financial statement with the request for payment, and that year-end financial statements in her community were processed in June. Further explanation was that it takes time for Headquarters to load funds into the regional systems and that this creates delays in the ability of the Early Childhood Officers to commit funds and issue cheques. Headquarters notes that ECOs were told never to delay payments but to go ahead with funding on a quarterly basis each new quarter, because the money would be forthcoming as it is guaranteed in the budget. This did not happen partly due to ECO workload and the lack of a system in place in the regional ECE offices when the ECOs traveled.

**Possible Solutions:**

- Grant based on spaces combined with attendance incentive grant
- 75% of grant could be based on number of spaces, with 25 % being linked to attendance
- program contribution funding could be issued on a monthly basis
- Spaces funded by type: infant, toddler, preschooler to reflect ratio's
- Encourage stability in administration
- Train managers
- Revise attendance forms to enhance accuracy of reporting
- Hire administrative assistants
- Cross program uniformity: ECOs should follow the same forecasting process.
- Create seamless year-end
- Include nutrition component in base grant
- In order to maximize the use of existing funds, the early childhood needs of each community needs to be assessed and a community based early childhood services strategy developed

**5.1.2 User Subsidy**

The Day Care User Subsidy is an important part of the Early Childhood program funding system. Its present purpose is twofold:

1. It is designed to offset the cost of childcare for low-income parents and students.
2. Provide childcare to identified children "at risk."

Many reasons were identified as to why the Day Care User Subsidy Program is not working in Nunavut. These include:

***Problem related to access:***

- Community unaware of program and how to access it
- Based on Needs Assessment
- Difficult for parents to access (ceiling too low, forms too complex)
- Doesn't factor in debt.
- Both parents have to be participating in the economy.
- Difficult for students to access.
- Problems related to parents access include: mother's being encouraged by the department to seek child support through legal



means.

- Income support staff are not in all cases knowledgeable about the program.
- Day Care staff may not know about the program and may not be telling parents

***Problems related to the process:***

- Funding received undocumented.
- Letters of approval not consistently issued.
- Operators do not know extent of funding to be expected.
- Delays in payments being received.
- Form is complex. It is two legal size pages and can require as many as six separate signatures, this is not user friendly.
- Income support workers seem to be having problems processing identified high-risk children.
- In some regions students receive the subsidy directly, in others it is the day care that receives the funds. There is a lack of continuity in the delivery of the program across the regions.

The year-end financial report from the Department of Education attests to the extent to which the User Subsidy funds are not being expended.

<b>Daycare User Subsidy: 1999/2000</b>			
	<b>Budget</b>	<b>Actual</b>	<b>Variance</b>
<b>Qikiqtani</b>	\$362,000.	\$81,299.	\$280,701.
<b>Kivalliq</b>	\$94,000.	\$73,109.	\$20,891.
<b>Kitikmeot</b>	\$93,000.	\$66,643.	\$27,357.
<b>Total</b>	\$549,000	\$220,051.	\$328,949.

The problem with the issuance of Day Care User Subsidy Funds seems to be most elevated in the Qikiqtani Region where 22% of the fund was spent in 1999/2000. Overall about 40% of the funds were used.

- One-day care reported that 4 or 5 parents from the day care were told to get money from the father. Legal Aid refused to help, so they just dropped their application process.
- Another reported that students are quitting school because the subsidy is so hard to access.
- Other's stated that they didn't know how much money to expect

from the User Subsidy grant and that gaps between submission of forms and receipt of payment can exceed one month.

- Iqaluit Childcare Association Director stated,  
“ Director’s hope they won’t get children on subsidy because they provide service for many weeks before getting any money.”

In a report to the Department of Education following the delivery this winter of the Income Support sponsored, Home Day Care program at Arctic College, the teacher wrote,

“The existing childcare subsidy rules are such that few students were eligible for a subsidy. Students were forced to make a choice between reliable care and attending class. Although there may be another adult in the house, this does not necessarily mean that there is dependable, quality care for their children.... Several times students had no care for their children, because the caregiver/spouse had assaulted the student the night before and as a result had been asked to leave the house. This is not reliable care.

Another issue involves care of school-aged children after school and during school closures. There should be a subsidy to cover childcare for these children.”<sup>xvi</sup>

### **Possible Solutions:**

Presently the Day Care User Subsidy program is set-up to focus on parents participating in the economy, it is tied to parents income and occupation. **A program focused on child development and well being, while recognizing the consequences of low income could substantively shift the focus and lead to a 100% expenditure of Day Care User Subsidy funds.** In Labrador all children whose parents are receiving social assistance are automatically eligible for a childcare space. The Quebec Government provides a 50% space to children of parents on income assistance across the province and funds three and four year old children from underprivileged backgrounds 100%, in educational programs on the Island of Montreal. In Nunavik all children are recognized as being “ at risk, ” children whose parents are not participating in the wage economy are provided free of charge, a minimum of a 50% space.

### **User Subsidy can play a vital role in supporting children at risk**

Some children are referred to childcare centres by professionals. These referrals are made for social and developmental reasons. The access to full time childcare service for professional referrals must be

expedited. Many of these children are in crisis. All of them are at risk. The support and services that quality childcare can provide to children at risk is well known<sup>xvii</sup> and the Day Care User Subsidy can play a vital role in this domain. **A straightforward mechanism for funding these types of referrals must be devised.**

#### **Day Care User Subsidy Solutions:**

- Clear Nunavut wide policy that makes it easy to apply for the funding from any Nunavut community
- Inter-departmental client centred approach
- System to auto-process high risk kids
- Program promotion
- Clarify paper work, identify community support person and train that individual and a back-up to do the paperwork (presently the following people are listed as contacts on the form: Income Support Worker, Guidance Counselor, Licensed Program Operator, Career Development Officer)
- Subsidies could be administered through day care centre
- Shift focus from parent to child
- Institute automatic approval process for students
- Institute direct deposit to day care centre bank account
- Increase Income Support staff and/or training for income support workers
- Create and deliver workshops about the program
- Create deadlines for submission of information
- Create firm policy statements
- Simplify the form
- Develop a balance sheet which includes names and totals
- Standardize the program across the territory
- Restrict eligibility to licensed childcare providers
- Remove obligation to father's contribution

The Income Support Program is very complex. It would be very useful if the staff of the Income Support Program re-examined the applicability and usability of the Day Care User Subsidy guidelines to ensure as much simplicity and accessibility as possible. Easier accessibility would lead to a higher user rate. In the event that it was determined that the present guidelines are appropriate, then it could be recommended that the unused portion of the User Subsidy funding be flipped over into the Early Childhood Program Contribution funding pot.

It should be noted that the Department of Education is currently reviewing the Income Support Program. That report is expected soon.

### **5.1.3 Healthy Children's Initiative**

The final key piece in the Department of Education's current Early Childhood Program funding strategy is the Healthy Children's Initiative. This funding is not specifically earmarked for Licensed Child Day Care. It is allocated to each community for Community Initiative projects and Support services based on number of children, cost of living index and base amount. It has a Proposal based application process, which must include a culturally based, family centred, parent involved, interagency approach. The criteria are quite specific and much more far-reaching than the traditional daycare service. Day cares need to be innovative in expanding early childhood services in order to access this funding.

It should be noted that HCI funding goes to community projects that have been developed through an interagency approach. Multiple proposals from a community are not supposed to be considered. There is a need for daycares that wish to access funding to work out program details and gain the support of a broadly based community organization. This needs to be done through the DEA's or the office.

In the Interim Report, the day cares noted the Healthy Children's Initiative (HCI) funding contributing to about 10% of their overall budgets. HCI's total budget is about 1.5 million. As HCI it is not a direct and integral part of the current Licensed Day Care Funding it will not, for the purposes of this report be explored in detail. Two main concerns did present themselves regarding the HCI funding however: the proposal based manner of project identification and the increasing role that is being promoted for the DEA's. Some participants in the interviews felt that a Proposal based project call restricts access to program funding to communities and groups with proposal writing skills

### **5.1.4 Department of Education general funding problems**

Several points were made about the funding generally that will be mentioned here.

1. Funding must be loaded into regional systems before being released to day cares. This takes time. It causes delays. Solutions could include loading the funding into the system more quickly, creating a direct link from the regions to the funding, arranging for first quarter budget allocations prior to year-end.
2. Slow arrival of first quarter payments/ delays accessing funds at year-end.
3. 10 different funding scales. Presently childcare funding is

distributed in Nunavut according to 10 different inherited funding scales. These scales need to be reviewed

### **5.1.5 Centre Specific Funding Concerns**

The day cares articulated a number of funding related problems those included: arrears in fees, problems with subsidy and O and M based on attendance. Parents do not pay fees when the workers have statutory holidays, but workers are paid just the same. There is a serious lack of a reliable ongoing source of funding.

Money is needed to pay wages, train staff and boards. Funding is required in order to buy nutritious food and to stock the centre with appropriate toys and consumable materials.

#### **Need for reliable funding**

There is a need for reliable ongoing funding. There is a need for support people to help the day cares access financial resources.

There is a need for a continuous flow of funding as in multi-year funding agreements. There is a need to involve service providers in planning solutions.

#### **Time for change**

The Department of Education's two main funding pieces, both inherited from the Government of the Northwest territories on April 1, 1999, did not work to potential in 1999/2000. The attendance based allocation formula resulted in committed funds remaining unspent at year-end. The User Subsidy piece was not well accessed and did not provide intended support to the target group Major changes to both these programs will be called for in the recommendations section of this report.

### **5.1.6 Inuit Childcare Program**

In 1999 Pauktuutit the Inuit Women's Association of Canada ceased to receive funding for the Inuit Childcare Program from Human Resources Development Canada (HRDC.) Pauktuutit had between 1995 and 1999, played a key role in the development of Licensed Childcare Services in Nunavut.

On April 1, 1999 the funds were transferred to the three Nunavut Aboriginal Human Resource Development Agreement Holders (AHRDAHs.) The transition meant that Inuit Childcare Program funding in some regions was minimally accessed, due to delays

related to the transition. Some of the new facilities which were started under Pauktuutit found themselves without funds to operate their buildings when the

AHRDAH programs did not get funding out to them. Funding for facilities with large overheads is not covered under the existing GN, Department of Education O and M Program funding.

The AHRDAHs are currently involved in their own Childcare Planning Process. These include: Kakivak, Kivalliq Partners and the Kitikmeot Economic Development Commission. A Childcare Action Plan has been developed and a Nunavut wide Childcare Forum is scheduled for the end of September. The overall AHRDAH budgets for the Inuit Childcare Program total approximately \$3,000,000. It is expected that once the Forum has been held that the AHRDAHs will be in a strong position to work towards a serious investment in Licensed Childcare in Nunavut. **This funding presents a magnificent opportunity for licensed day care in Nunavut.** Interested day care societies can approach their own regional AHRDAH for information concerning the program. <sup>xviii</sup>

#### 5.1.7 Other funding sources

Other possible funding sources with funding that can be used by the day cares include Brighter Futures. The Brighter Futures Budget is around \$3,500,000. Funding allocations for this program are determined at the community level, and are made following a community based proposal review and selections process. Facets of the program that can connect meaningfully with Licensed Day Care include: Healthy Babies; Child Development; Parenting. Many day cares are presently accessing Brighter Futures funding for nutrition programs.

Some day cares generate funds through innovative fundraising projects. In Sanikiluaq, in addition to the weekly Bingo, the society has purchased photographic equipment and is taking “ School Photo’s. <sup>xix</sup>”

The Inuvialuit Regional Development Corporation has connected with the Mutard Foundation. Private foundations can contribute. It does take much time and energy to get results. The 2000 Directory of Grants is one source of Foundation information.

Health Canada is making a major contribution to the Early Childhood Services Network in Nunavut through the Aboriginal Head Start Program. Health Canada also funds the pre-natal nutrition program

and Cap C projects. The current Health Canada budget not including Brighter Futures is approximately \$2,100,000.00

<b>Summary of known potential sources of funding for Children's Programming 0 -6 including</b>	
	<b>2000/2001</b>
<b>Parent Fees</b> (based on licensed Day Care Review)	\$921,176.68
<b>Nunavut Education</b>	
Program Contribution	\$1,255,000.00
Healthy Children's Initiative	\$1,540,000.00
Day Care User Subsidy	\$ 500,000.00
<b>Health Canada</b>	
Brighter Futures *	\$3,500,000.00
Aboriginal Head Start	\$ 789,500.00
CPNP	\$ 643,850.00
CAP C **	\$ 693,700.00
<b>Nunavut AHRDAHs</b>	
Inuit Childcare Program	<u>\$3,000,000.00</u>
<b>TOTAL</b>	<b>\$12,843,226.00</b>
* About 3/6 program elements related directly to young children	
** About \$593,700. has yet to be designated.	
Note - all figures are approximate.	

### 5.1.8 Meeting of Joint Funders

There are many pots of funding available with overlapping purposes. The dollars are presently dispersed into a series of small, medium and large envelopes. It is important that these various funders meet to share amongst themselves information about the program dollars with which they work and then to plan together how they can each contribute to the development and support of licensed childcare in Nunavut. All parties have begun to act more assertively in efforts to assure best possible outcomes for young children. There is the potential for the evolution of a truly vital, Nunavut designed, Childcare Program.

**There is, with a shared vision, and planned goals and objectives the opportunity, for the youngest children of Nunavut to be cared for, exceedingly well.**

## 5.2 The Centre

This report is abundant with references to the day cares shortage of funds: the consequences of poorly funded services are many.

**The day care directors are overworked.** They spend hours each week replacing absent educators. They devote many weekends and evenings to fundraising activities, board meetings, and any other managerial that might fall their way including scrubbing the toilets.

**There are major shortages of supplies.**

“ We’d just like to replace some of the old and broken toys, ” reported one Director

“ Our day care has so few materials,” said another.

“We need money for minor renovations like removing the rugs. “

These are not huge expenses. But when the center is struggling to cover its payroll from week to week, the procurement of basic classroom materials seems extravagant.

**The really big expense for the day cares are wages.**

Low and unpredictable budgets make it impossible for the day cares to offer competitive salaries with benefit packages.

Other important expenses include: food, consumable materials: for the centre and staff, freight, minor renovations, equipment.

**There is a major shortage of trained staff.**

In Iqaluit, staff shortages have contributed to funding problems because the day cares operate in consideration of the ratios in the regulation. A minimum child/teacher ratio must always be maintained. If the centre falls below the minimum, children must be and have been sent home.

**This is not reliable childcare.**

When asked why some day cares seem to have a lot of staff and many children and others have few staff and many children, Loralie Shupe the Early Childhood Officer in the Kivalliq and Kitikmeot responded,

“ ... Overall day care is a new concept in many communities and lots of development needs to take place informing and educating residents about daycare, the importance of the early years, and the idea’s behind



quality care.

Other day cares have children on the wait lists. The daycares can only have so many children at one time, based on their license and the square footage of the centre. Hence a wait list. Positions may be available in the preschool room and those on the wait list may be on the wait list for infants and toddlers. There may also be difficulty finding staff to work, forcing the day cares to take fewer children.”

### **What are the components of quality care in Nunavut?**

**“Best Practices Programs that are founded in the child’s culture and in his or her’s first language with trained Inuit staff”<sup>xx</sup>**

#### **Quality includes:**

- Environment designed to serve the global needs of the young child.
- Trained staff.
- Culturally appropriate, and in the child’s first or heritage language
- Parental involvement
- Best current knowledge of Early Childcare is employed
- Salaries, benefits and working conditions: fair compensation
- Ongoing staff professional development<sup>xxi</sup>

**In Nunavut quality care is grounded in Inuit Qaujimajatuqangit.**

**In Nunavut quality care must be sufficiently funded.**

Quality Care is the essence of supporting appropriately the global needs of the child. It involves parents and supports staff. It is culturally grounded. It is regulated.

#### **What will it cost to run quality care in Nunavut?**

Presently we do not have access to Nunavut based figures on quality care. We can however look to our neighbours. In Nunavik the cost of a childcare space is \$66.00 per day.<sup>xxii</sup> In Holman Island the cost per space, based on a 200 day year is about \$47.00.<sup>xxiii</sup> Based on this information it is not unreasonable to consider \$66.00 as a possible general starting figure for Nunavut. (Recognizing of course that in Nunavut there are many more distant communities with high cost of living index’s)

What would be required to fund the current 481<sup>xxiv</sup> licensed full time day care space using the \$66. per space formula? **\$8,380,944.**

264 days in day care year x 481 full time spaces =126,984 space/days

126,984 space/days X \$66.00 = **\$8,380,944.**

When considering ways in which day care centres in Nunavut could be better supported some solutions include:

- Grant per space
- Attendance incentive
- Guarantee minimum funding levels
- Building grants to help defray cost of rent where needed
- Nutrition grant
- Inuktitut language bonus
- IQ elders component
- Inuit Qaujimaqatugangit materials and resources
- Nunavut Childcare Association
- Appropriate staffing levels and positions to support the service
- Funds to replace broken and worn out toys and materials.
- Increase Education Department's Early Childhood Staff at headquarters
- Early Childhood Coordinator in each community.
- Increase the number of Early Childhood Officers.
- Support/promote ongoing evaluation
- Promotion of Quality Childcare
- Community workshops on Quality Care
- Nunavut conference of Early Childhood Educators

### **5.3 Staff**

Quality Care, from a staff perspective is defined by Gillian Doherty in You Bet I Care:

“Providing good quality care for a group of unrelated young children requires patience, energy, commitment and knowledge of children’s developmental levels and needs. A wide range of skills and competencies is also necessary. This includes but is not limited to, being able to ensure children’s safety, planning and providing daily learning experiences that are appropriate for the children’s developmental level, and assisting children to handle and understand their emotions constructively.”<sup>xxv</sup>

In Nunavut, the general working conditions for Early Childhood Educators

are poor. The staff salaries are low. Few workers are getting benefits. Some workers are not being paid for holidays or sick days.

Clearly Nunavut's early childcare educators and centre directors deserve to be compensated fairly for the valuable and important work they do.

What are the components of quality care for staff?

5.3.1 salary

5.3.2 benefits

5.3.3 working conditions

Each of these components will be explored in this section.

### **5.3.1 Salary**

When responding by E-mail to a series of questions posed in preparation for this report, Gillian Doherty author of [You Bet I Care](#), made several important points. They are summarized below:

- Low wages lead to high turnover, which reduces quality.
- Wages must reflect the cost of living in the jurisdiction.
- "If the wage for a given occupation is lower than that which an individual could earn in another job given their level of education and skills, the individual will opt for the higher paying work."
- Pay equity determines fair wages by comparing jobs that require same level of formal education and responsibility.<sup>xxvi</sup>

For purposes of comparison Elaine Ferguson and colleagues at Childcare Connections in Nova Scotia developed work descriptions for childcare teachers and early childhood centre administrator's using the Federal Government's Universal Classification Standard system. The key activities are as follows:



### **Early Childhood Centre Administrator**

#### **Client Service Results**

Childhood development and childcare services to primary caregivers, children, employees and the community.

#### **Key Activities**

Leads and manages centre services, programs and business functions.

Creates centre policies and procedures.

Develops and implements marketing strategies for the centre.

Generates and secures funding requests and proposals.

Manage the centre's human and financial resources.

Encourages well-being of children.

Liasses with other professional and community services and agencies.

### **Early Childhood Teacher**

#### **Client-Service Results**

Early childhood development and childcare services

#### **Key Activities**

Creates program curriculum and delivers classroom learning programs.

Teaches early childhood development programs.

Ensures well-being of children.

Provides First Aid and Emergency care.

Liaison with other professional and community services<sup>xxvii</sup>.

Elaine Ferguson of Childcare Connections in responding by e-mail to questions regarding the Final Report suggested that the Government of Nunavut could rate these jobs using their own system, in order to gain an understanding of comparative value for the work.<sup>xxviii</sup>

Salary scales have been developed in some jurisdictions, these represent as Elaine Ferguson reminded, "market value, which is not the most desirable way to get at wages."<sup>xxix</sup> They are presented below as information intended to assist in further understanding what is happening elsewhere in order that Nunavummiut can better plan for themselves.

<b>Comparison of hourly wages</b>		<b>1999/2000</b>
<b>Jurisdiction</b>	<b>Early Childhood Educator Entry Level</b>	<b>Director</b>
<b>Nunavik</b>	\$13.50 plus <sup>xxx</sup> (\$4.80 per hr. Northern Benefit)	\$25.20
<b>Inuvialuit</b>	\$15.00	(Community Coordinator) \$18.00
<b>Manitoba</b>	\$7.21 (assistant) <sup>xxxii</sup> \$11.56 (level II/III)	\$15.83
<b>Nunavut<sup>xxxii</sup></b>	\$9.50 - \$15.00 per hr.	\$12.00 - \$25.00

Being compensated fairly for the work being done with recognition for the elements of experience and education is one part of understanding salary considerations. It is recommended that Nunavut day cares adopt a minimum salary scale based on the Quebec model, combined with a Northern Benefit based on the Nunavut Northern Allowance grid. This position prompts an important question:

**How do the day cares access sufficient funding to assure their ability to pay a recognized minimum wage for the work?**

In Manitoba the Manitoba Childcare Association (MCCA) developed a Minimum Salary Scale Guideline so that the Child Day Care Regulatory Review Committee could make recommendations to the Government of Manitoba regarding funding levels that would enable day cares to pay staff a higher wage.

They developed a **unit-funding model**.

- The model recognizes that 79% of the centres budget is staffing costs.
- The model is intended to help centres generate revenue to enable them to pay salaries equivalent to MCCA scale.
- The model is grounded in the principle that funding for childcare centres is a combination of parent fees and government grants.
- The model considers staffing requirements for day care centres based on ratio's. The figures represent Unit Revenue per day:

Infant Unit	4 children	\$206.00
Preschool Unit	8 children	\$206.00
School Age Unit	15 children	\$190.00

When considering salary and fair wages a number of points have been raised:

- Wages should reflect the cost of living.
- Wage compensates equitably by paying comparably to work with similar educational requirements and level of responsibility.
- **Funding Units** can be used as a means of determining how much money a day care needs to operate based on ratio's, and can help in determining the extent to which government funding is required.

### 5.3.2 Benefits

In her work, You Bet I Care, Gillian Doherty provides a chart listing “Benefits that provide a Measure of Long Term Security,”<sup>xxxiii</sup> The areas are listed below for reference:

#### **List of Longer term security benefits**

- Reduced childcare fee for parent employee
- Paid sick days
- Can carry sick days to following year
- Unpaid, job protected maternity/paternity leave
- Yearly cost of living increase
- Yearly wage increase
- Extended health care
- Short-term disability insurance (17 weeks)
- Long term disability insurance
- Dental coverage
- Life Insurance
- Retirement or pension plan



In Nunavik Early Childhood Educators and Directors receive a Northern Benefit. Full time staff are paid across the board \$4.80 per hour this totals \$8,770. per year.

Benefits are important and access to appropriate benefit packages are an important part of a valued staff members employment package.

The inclusion of the recommendation for a Northern Benefit in the final section helps substantiate the value of the Early Childhood Profession in Nunavut.

### 5.3.3 Working Conditions

Gillian Doherty provides two charts related to working conditions. One focuses on benefits that assist staff with their professional development<sup>xxxiv</sup> and another which plainly lists benefits and daily working conditions. Again the lists have been presented below for consideration.

#### Benefit or working condition

- Paid coffee break
- Paid lunch break
- Paid preparation time
- Compensation for overtime childcare provision
- Compensation for staff meetings held after hours
- Compensation for attending board meetings after hours
- Written job description
- Written job contract
- Formal grievance procedure
- A room set aside for staff use only
- A separate staff washroom



#### Benefits that assist staff with their professional development

- A collection of childcare journals or books available for staff use
- Regular written job appraisal
- Paid release time for off-site training
- Compensation for on-site training
- Financial assistance for professional development activities
- Payment of association membership fee

**Access to appropriate benefit packages are important to the overall effectiveness of Early Childhood Educators and Directors.**

This accessibility requires reliable, stable base funding.

The elements of a comprehensive benefits package for Nunavut based Early Childhood Staff need to be defined. On an interim basis perhaps it would be appropriate to recommend that day cares adopt the Quebec model, complete with salary scales and benefit package. The scale is based on the one used by the Ministère de la Famille et de l'Enfance multiplied by 1.69. 1.69 is the figure determined in Quebec to recognize the differences with cost of living, between the southern and northern parts of the province.

In Nunavut we may want to recognize the value of the Inuktitut language to the development of children and provide a bonus for Inuktitut speakers.

## 5.4 Management

1. What are the management issues?
2. What kinds of organizational support do the day care organizations need?
3. What can be done to improve the organizational situation?

There are three main areas within which the management issues, impacting on day care, will be considered. The Management section of the report will therefore be divided into three sections:

### 5.4.1 Department of Education

### 5.4.2 Day Care Centre

### 5.4.3 Sponsoring Organization

#### 5.4.1 Department of Education

The Early Childcare Officer's (ECO) report being overworked. There are 20 licensed day cares in Qikiqtani that are funded by the Department and an additional 3 Aboriginal Head Start sites, and 2 out of school programs, which are also licensed. There are a total of 25 currently licensed services, for which the Qikiqtani ECO is responsible. In Kivalliq there are 4 Societies which received funding for day care in 1999/2000 and two AHS sites. In the Kitikmeot there are an additional 3<sup>xxxv</sup> licensed day care centres and 3 AHS sites. Making a total of 12 services requiring support and supervision by the ECO responsible for the Kitikmeot and Kivalliq regions. There are 37 licensed day care services in Nunavut, 10 of those have opened during the last 3 years, and as many as 6 more day cares could open this year 2000/2001.





### Distribution of Licensed Childcare in Nunavut

Name of Region	Day Care	AHS	Out of School
Qikiqtani	20	3	2
Kivalliq	4	2	n/a
Kitikmeot	3	3	n/a

### Total Number of Services Served by the ECO

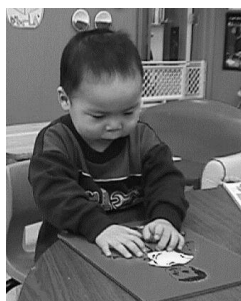
Name of Region	Number of Licensed Childcare Services
Qikiqtani	25
Kivalliq/ Kitikmeot	12

### The Early Childhood Officers responsibilities include:

1. Ensure facilities and programs meet the required standards as defined within the Nunavut Child Day Care Act;
2. Ensure high quality early childhood programs;
3. Promote early childhood programming.<sup>xxxvi</sup>

When the ECOs travel their paper work stops. The ECOs job involves community visits. While in the communities, the ECOs help with the centre's paper work, deliver workshops, inspect facilities, provide any kind of work related support that centre staff and management require. Often their evenings are spent in workshops and meetings with board members and/or staff. In their absence the deskwork back in their offices accumulates.

**The ECOs also noted a need for ongoing professional development.**



During the interviews it was noted that there are 179 spaces in Iqaluit, which due to the large number might require additional support from the ECO. With respect to this particular situation it should be noted that Early Childhood issues are a part of larger community issues. In Arviat, they have hired through the DEA an Early Childhood Program Coordinator. The Arviat DEA saw this as a responsibility for them because early childhood education is a part of the educational continuum and they provide services to families and children. Certainly there is a need for more communities to become involved and to become proactive in championing the Early Childhood issue.

In fact in Iqaluit, there is an HCI newly funded Iqaluit Childcare Coordinator who will perform very similar function to the DEA hired Program Coordinator in Arviat. Both of these positions provide support at the community level with many similar responsibilities to the ECO with the exception of the licensing and regulating roles.

Many of those interviewed underscored the need for a higher level of support available from the Department of Education to community groups. This need for greater support could be met through increased staffing. Suggested increased staffing options included:

- Full-time administrative assistant in each regional office.
- Create a fourth region: Qikiqtani North, then staff each of the four regions with an ECO and administrative assistant.
- Create two or three positions to specifically support community needs.
- Create position of Early Childhood Training Officer at HQ level.
- Hire for the position of Trainee with the Early Childhood Program Coordinator.

A community-based Early Childhood Program Coordinator reporting to a local early childhood focused organization, creates the opportunity for strong ongoing community based development and support. If this job were linked for support to a regional officer with licensing responsibilities, and the regional officer was directly connected to the adequately staffed office of the Nunavut Early Childhood Coordinator, many of the support issues would be addressed.

Another suggestion involved creating a call forward link so that when absent, ECO calls are forwarded to the Early Childhood Coordinator at Headquarters.

Internally there are problems with the current structure with the Early Childhood section of the Department of Education. It is causing confusion and impeding accountability.

The ECOs report a lack of support. Presently their positions report to the regional superintendents.

The Early Childhood Program Coordinator reports that the Regional Superintendents are not really familiar with the work of the ECOs and there is an unclear link between the ECOs and the Headquarters staff. Also that she does not have the same amount of support time as her NWT predecessor had to dedicate to the ECOs.

The Program Manager reports that the structure of the GN is the same as that of the GNWT. However what has changed is that there is presently an obligation of accountability, to the Minister, at the Headquarters level that has increased, the Early Childhood Coordinator's job now includes responsibilities that did not exist in the old GNWT structure.

In the past, in the old GNWT, the Early Childhood Coordinator was in a position to send off the funding and it was up to the regions to cover off any deficit and to account for the spending. The previous Early Childhood Coordinator did not have to be a watchdog for the funding. Those financial responsibilities have evolved. Under the present Minister, the Early Childhood and School Services Headquarters staff are expected to be accountable for ensuring that the funding actually provides for its intended use. It is extremely difficult for the HQ people to achieve the level of accountability they would like when ECOs report to regional superintendents and not directly to the Early Childhood and School Services Division of the Department of Education.

Is it necessary to reorganize the early childhood components to create strong linkages among Regional ECOs, Regional Superintendents and the ECOs Headquarters staff? Would it be useful for this group to meet amongst themselves and examine their respective roles and functions, in an effort to ensure that the Department of Education programs work best for the whole client?

The centres need ongoing support from the Department of Education. The department has an obligation to ensure that the centres are functioning in consideration of the Regulations. In addition to those responsibilities the centres are clearly saying they want and need support. The manner in which the Department of Education will respond to this need, must be defined.

## **Conclusion**

In order to be in a position of strength, to be truly capable of providing tangible support and direction, the Department of Education's Early Childhood section needs to be sufficiently well staffed and structured to ensure optimum support.

### **5.4.2 Day Care Management**

**Some of the Management problems described by stakeholders include:**

"We thought we'd have more support getting started. We didn't know about bookkeeping. The financial aspect was very hard. We didn't know about GST or responsibility to Revenue Canada."

- Based on the Interim Report, about 1/2 of the reporting day cares have management with some early childhood/education background.
- Many of the day cares are not operating as a business.
- Lack of models
- Lack of trained staff
- Lack of trained managers
- Untrained and unsupportive boards
- Tight budgets
- Perpetual state of crisis management due to funding shortages
- Unreliable staffing
- Unreliable funding

**What kind of organizational support do the day cares need?**

- The day care administrators need financial management training.
- They need support with the administration of the program including record keeping.
- The Directors need ongoing support.
- Development of a community understanding of the goals and objectives related to Early Childhood Development and the principles of licensed/non-profit childcare.
- Comprehensive Early Childhood Staff training including: child development, communication, health and safety, planning and evaluation.

### **What can be done?**

- Increase the level of ECO support
- Secure funding
- Stable staff
- Trained staff
- Separate administrative officer
- On floor supervisor responsible for staff
- Flexibility of models depending on size of centre and community
- Ongoing evaluation
- Clear policy and procedures manual
- Increased accountability
- Annual external audit
- Develop/Distribute with training: Administrative Manual including policies.
- Provide training at all levels of the operation: Management/Board, Director, Staff
- Promote the creation of a network of support
- Develop community understanding of the value of child development and the purpose of centre based services
- Link with the DEA. (DEA can do accounting, payables, broaden support base.)
- Create the position of an Early Childhood Coordinator in each community. This person can link the spectrum of Early Childhood Services and provide broad reaching organizational support.
- In Iqaluit, Iqaluit Childcare Association could run the day cares as one
- Create fee structure/ salary guidelines
- Assure adequate budgets.

The picture of actual day-to-day management of the day cares in Nunavut, changes from community to community. The success stories involve a couple of different models. In Pangnirtung for example the position of Office Manager assumes responsibility for the accounting and fundraising aspects of administration, while the Supervisor oversees the actual on site centre management including: staff supervision and programming components.



In Arviat, the DEA has hired a Community Early Childhood Coordinator, with Healthy Children's Initiative funding. The Coordinator is technically linked to the DEA through a community based Early Childhood Committee. The function of the Community Coordinator is very much administrative it includes: budgeting, fundraising, monitoring, supervision, contracts for all staff, proposal writing, children's evaluations, attendance records, program development and implementation, job rostering, monthly staff and parent meetings, monthly report to DEA, training programs etc. The position does this work not only for the day care society but on behalf of all the community based early childhood programs operating in Arviat. The other advantage of the DEA link is that in Arviat the DEA assumes responsibility for accounts payable. They take care of the pay roll, Revenue Canada payments, and the bills. This model is working and could be particularly interesting as the scope of Early Childhood support programs expand to encompass the needs of all children between the ages of 0-6 in Nunavut.

### **5.4.3 Sponsoring Organizations**

Of the 20 reporting day cares in the Interim Report, 19 were society-based. The 20th was a licensed Family Home Day Care, and therefore not required to obtain society status. In fact the application for the Program Contribution requests: proof of non-profit status and Regulation 47 requires that a majority parent run Board of Directors oversees and is responsible for the, "operation of the childcare facility."<sup>xxxvii</sup> The Guidelines recognize parent majority boards as a means of assuring that culture is incorporated into individual programs as well as the role parents play as monitors of quality and support to staff.

It appeared in the Interim Report that the licensed non-profit day cares were 100% supported by parent majority societies. This does in fact seem to be the case. It has been reported that in Arviat the society has not been operating as a society for a couple of years. Many of the societies are not "in good standing." The whole relationship between the society and the day care needs to be further examined in order to determine the best means of assuring parental control, while maintaining and promoting centre viability.

The guidelines in the Child Day Care Manual recognize the importance of the parent as the child's first provider, caregiver, teacher. They recognize the importance of parental input in the operating of the day care. But as the information about the role of the society in the management of the day cares unfolds, it is clear that something is not working correctly, and that action must be taken in order to effect change.

The society component of licensed child day care management will be explored within the framework of the three questions listed below:

1. What are the society issues?
2. How could the functioning of the societies in Nunavut be improved?
3. What do the societies need?
4. Is another sponsorship model needed, DEAs?

### **1. What are the society issues?**

**There are 26-day care societies in Nunavut. Of those 6/26 or 24% are currently in good standing with Nunavut Legal Registries.**

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Participants in the interviews suggested that the boards may not understand their financial liability, that there are problems in attracting membership and that it can be difficult to obtain a quorum for meetings. Others mentioned that some of the day care societies are not following their own by-laws, are not holding regular meetings and are not reporting regularly.

This is substantiated by Gary Crowe, Director of Nunavut Legal Registries, who pointed out that some societies are six or seven years late with the submission of paper work.<sup>xxxix</sup>

There are no support tools available for the boards and the lack of policy manuals, contributes to a general lack of knowledge about the role of the society with respect to the management of the day care.

In fact one of the ECOs acknowledged that she had little understanding about the role of the society and its obligations to Nunavut legal registries, and had never received any information in this domain.

### **2. How could the functioning of the societies be improved?**

The society must do three things each year in order to maintain its good standing status.

<b>Societies must do 3 things each year to remain in good standing.</b>
1. Hold AGM on date or in time frame specified in incorporation papers.
2. File Notice of Directors ( list of names and addresses of Board of Directors
3. File Financial Statements (balance sheet and income statement)

If the address of the society changes, Legal Registries must be informed.

**The functioning of the society would be greatly improved if the society could meet these three requirements.**

### **3. What do the societies need?**

The societies need support.

The Department of Legal Registries stated that they would like to participate, if a program were developed to assist societies. They would be willing to make a presentation. Certainly workshops to Boards describing their roles and responsibilities created in partnership with Nunavut Legal Registries could make an important contribution.

The development of a policy manual for boards, clearly describing the roles and responsibilities of Directors in three ring binders inclusive of the documents required by Legal Registries as well as current Society by-laws would be very helpful.

**Presently the Application for Program Contribution asks for 1.(d) Proof of non-profit status. This could be changed to read "certificate of good standing." This certificate is proof that the society is functioning according to the requirements of legal registries.** This would actively encourage the societies to maintain the paper work required of a society in good standing and would also promote a higher level of accountability.



#### **4. Is another Sponsorship model needed, DEAs?**

In Arviat and Igloolik DEA sponsored services extend far beyond the delivery of a working hours day care service designed to care for children whose parents are working or training. These DEA services include: home visits, pre and post natal information sessions, nutrition programs, child-rearing workshops, special needs support etc. The programs and services that the DEA sponsored groups are offering support in a more global way the developing needs of the young child and help equip the parents and caregivers to provide the best possible support they can.

The DEA link can promote stronger community links, strengthen opportunities for lifelong learning, facilitate effective use of both staff and volunteers, as well as, promote efficient use of administrative resources.

Certainly as we look towards a new vision for expanded childcare services, the DEA model, will be one to thoroughly consider and explore.

#### **Conclusion**

Sanikiluaq is an example of a highly functioning society. There are many societies, 74% that are not in good standing.

Non-profit societies with board members: grounded in the skills needed to provide direction, and with an understanding of their roles and responsibilities, have the potential to direct and oversee community childcare services meaningfully and in consideration of their own culture and values.

Certainly board members should not have to take care of daily paper work. The engagement of an office manager, the hiring of local community childcare coordinator's are two positions whose job descriptions can include accounting responsibilities. An association with the DEA could also enhance the overall operation of the licensed child day care particularly if the DEA assumes responsibility for pay roll, accounts payable and other such financial responsibilities. In the long run, the DEA may provide a community-based sponsorship organization equipped to support a wide range of programs and services designed to meet the needs of Nunavut's youngest citizens.

### **5.5 Training**

“ Nunavut should try to establish affordable, accessible training programs so that it could require at least a two-year specialized training at some

point in the foreseeable future.”

Gillian Doherty, author of, You Bet I Care.

The absence of funding has been a visible rope linking every section of this report. Another equally important component of the licensed childcare dilemma involves the lack of a trained Early Childhood Workforce and the structure to support it.

**What are the training problems identified in the Interim Report and throughout the interview process?** In point form they are as follows:

In responding to the Review Questionnaire<sup>xl</sup>:

- 100% of respondents in the Kivalliq and Kitikmeot regions indicated immediate training needs.
- 100% of respondents indicated that staff would participate in workshops and courses offered locally.
- 89% identified staff training needs in program planning, behaviour management and working with parents
- 85% identified supervisor training in Proposal Writing
- 75% identified supervisor training needs in record keeping and computer training

During the course of the interviews some of the points made concerning:

Training problems included:

- lack of training programs
- lack of trained educators
- shortage of trained managers
- no funding for training workshops
- no funding for replacement salaries for staff involved in training programs

Areas in which training required:

- managers need training in budgeting, recruitment, communication, proposal writing, bookkeeping
- boards need training in roles and responsibilities
- teachers need training in Health and Safety, planning and evaluating, communication, child development, First aid and CPR
- Other points
- There is a need for training to be delivered in the community.
- There is a need for Inuktitut delivery and Inuit Qaujimagatunqangit content.

**What are the solutions?**

**What are components of quality training for Early Childhood Educators in Nunavut?**

- Long term funding commitment to a two year College level Early Childhood Education program
- Qualified instructor's
- Inuktitut language delivery with support of ECE specialists
- Community based
- Accessible to the learner

### **What is the most effective way to develop a qualified early childhood Workforce?**

- Incentives are key
- Legislate a phased training requirement which recognizes equivalent experience
- Wages have to be tied to training and salary scales need to include training component
- Training must be designed to meet the needs of the community being served: it requires flexibility in delivery time, may require shifts in daily content focus
- Training allowances available to staff in training
- Replacement salaries made available to centres to hire substitute staff during training programs

### **What is the best way to offer community-based training?**

- Community-based training must be flexible.
- On the job models using job sharing approaches so that twice as many people get trained at once.
- Work based training.
- It must include elders. It must be culturally relevant.
- Each community might need a slightly different approach.
- Core program can be supported out of one central location with satellite programs being offered in the various communities. Then the base can respond to specific concerns arising from the communities.

### **Quality Licensed childcare includes a qualified trained workforce.**

There is an immediate need for recognized training programs in Nunavut. This requires a long term commitment of funds to an Early Childhood Education Program. **It requires money to pay staff and a legislated obligation to engage trained staff.**<sup>xii</sup>

A training action plan needs to be assembled immediately. One which plans for a comprehensive response to the three main areas of training needs: Early Childhood Educator, Centre Director and Board.

## **5.6 Iqaluit specific:**

When the Iqaluit Directors met with the Minister on January 31, 2000, they reported on Iqaluit specific concerns which included:

- low staff wages
- low staff benefits
- high staff turnover
- housing shortages
- limited funding to develop and support programs
- lack of trained staff.

This report has dedicated itself to an analysis of each of the above listed problems and has explored solution with the exception of the housing shortage. What may originally have been perceived by the Iqaluit Directors as problems specific to the capital have revealed themselves as systemic problems impeding the delivery of quality care in Nunavut.

Iqaluit directors noted a particular issue around housing. The wage benefit is intended to be used at the discretion of the employee and can be used to help defray housing costs.

There is another problem which is currently Iqaluit specific and may in the future effect other communities as well. That is that there are at least two day cares in the community leasing their buildings. Those centres with high overheads related to rent find it very difficult to operate. As new offices are developed in Iqaluit pressure for space in Iqaluit will decrease. The Iqaluit childcare Association should be encouraged to explore space availability in conjunction with the governments current move to decentralization. Furthermore it is suggested that the Iqaluit Childcare Association approach the Municipality of Iqaluit, and large employers in an effort to link with local municipal government and community business on issues specific to Iqaluit childcare.

## **6. Recommendations**

The following section lists based on each of the main subject headings, a set of recommendations. The recommendations below are intended to be comprehensive. Some of these recommendations can be acted upon by the Department within the next three months pending funding approval. These have been marked with an asterix\*. The non-asterixed recommendations will require planning and funding, and can be acted upon in the future.

The Government of Nunavut is one player in Nunavut Childcare, it is a key player and it needs within itself to carefully consider and define the role it wants and intends to play as licensor, regulator and funder of childcare programs in the territory. There are many other Key players including the users and deliverers of

childcare programs, the Nunavut AHRDAH's, Kakivak, Kivalliq Partners, Kitikmeot Economic Development Commission and Health Canada. Plans around many of the longer-term recommendations will need to be developed in consultation and partnership with the key players.

## **6.1 Funding**

### **Goal:**

- Predictable and Stable Funding
- Accountable financial management

### **Recommendations:**

6.1.1\* O and M Grant issued based on # of spaces

6.1.2\* Recognition of higher cost per infant space through "Unit Grouping"

6.1.3\* Incentive grant for attendance through occupancy supplement paid quarterly on more than 75% attendance

6.1.4\* Ensure continuity of program funding through provision for allocation and dispersal of new year funding prior to end of fourth quarter

6.1.5 Immediately improve the cash advance system to Day Care

6.1.6\* Attendance incentive for workers

6.1.7\* Elder incentive

6.1.8\* Nutrition Grant, basic grant plus top-up on cost of living and] occupancy

6.1.9 Review funding scales

## **6.2 Day Care Center**

### **Goal:**

- Quality Child Care Services: designed to meet the global needs of children ( 0 -6 ) and their families.
- Quality Child Care Services which are: affordable, child centered, accessible, and accountable.

- Services operating with an Inuit Qaujimajatuqangit foundation with trained Inuit staff and using prescribed curriculum.

### **Recommendations**

- 6.2.1\* Ensure that there is sufficient funding, appropriately trained work force, and effective support
- 6.2.2\* Develop and maintain partnerships with other key child care funders in the territory including the Nunavut Aboriginal Human Resource Development Agreement Holders
- 6.2.3\* Take action to improve accessibility to licensed child day care services through complete overhaul of the Day Care User Subsidy Program
- 6.2.4\* Educate Day Care Societies about expanding their Early Childhood Programs to includes more young children and their families and thereby accessing more funding.
- 6.2.5 Fund Early Childhood Coordinator position in sponsoring agency for each community. Full or part-time position based on the community's population of young children 0 to 5 years.
- 6.2.6 Create cultural allocation including Early Childhood Elder position.
- 6.2.7 Develop IQ as the foundation of all Early Childhood Education Programs with elders as the core.
- 6.2.8 Develop Early Childhood IQ curriculum and materials
- 6.2.9 Support creation of Nunavut Child Care Association.
- 6.2.10 In the future review and support other formats of child care including licensed after school programs and unlicensed home care.

### **6.3 Staff (salary and benefits)**

#### **Goal:**

- Wages and benefits appropriate to the profession of Early Childhood Educator
- Benefits in recognition of northern situation

- Trained staff with ongoing opportunities for professional development

**Recommendations:**

6.3.1\* Provide recommendations for minimum salary guidelines

6.3.2\* Provide wage Benefit package for full-time staff

6.3.3 Training opportunities especially on the job and field based

6.3.4 \*Mandatory paid participation of 20hrs/year in professional development. Following Early childhood and School Services Branch Guidelines (First Aid, Child Development, Behaviour Management etc.)

## **6.4 Management**

### **6.4.1 Department of Education, Early Childhood and School Services Division**

**Goal**

- To support Early Childhood Officers and Coordinators
- To fund, license, monitor and regulate the provision of Licensed Child Day Care Services in Nunavut.

**Recommendations**

6.4.1.1\*Review and revise Early Childhood Officers' job description and evaluate the role, responsibilities and accountability processes.

6.4.1.2 \*Remove the licensing responsibility from the ECO position and develop these positions to focus more on support and development of ECE programs for all Nunavut children 0 - 6 years.

6.4.1.3\*Review organization of Early Childhood division and assess needs with specific reference to the number of ECO positions needed in Nunavut.

6.4.1.4\* Create a direct link among the Early Childhood Officers, Coordinator of Early Childhood and School Services and the Regional Superintendents

6.4.1.5 \*Provision for continuity of availability in the offices of the Early Childhood Officer, administrative assistance in regional office, and link to Acting Early Childhood Officer in ECOs absence

6.4.1.6\* Work with sponsoring organizations to assist with funding for inclusive early childhood programs

6.4.1.7\* Increase direct support to communities through increase in departmental staff at Education Headquarters

6.4.1.8 Evaluate the results of the implementation process of these recommendations annually.

#### **6.4.2 Sponsoring Organizations**

6.4.2.1 Review whether Day Care Societies are the best sponsors for Day Cares

6.4.2.2 Review the responsibilities of the DEA for Early Childhood Education

6.4.2.3 Take action through the development of a comprehensive Manual for Day Care Boards and Managers to support administrative activities including information concerning employers employment standards act: like vacation pay, statutory holidays etc.

6.4.2.4 \*Department of Education generated contribution agreements with Day Care Societies request that societies submit Certificate of Good Standing

6.4.2.5 \*Nunavut Legal Registries support to be provided in order to assist the Society Boards to function responsibly

6.4.2.6 Strike an implementation team chaired by Early Childhood and School Services Division with representation from Regional Field Offices, Superintendents, Early Childhood Officer's, Income Support Services and Inuit organizations





## **6.5 Training**

### **Goal:**

Trained Early Childhood Work force through the provision of appropriate educational and professional support.

### **Recommendations:**

- 6.5.1 Immediate call for an ECE Training action plan with complete Needs Assessment
- 6.5.2 Link the ECE training action plan to the Inuit Leadership Training Plan and involve partners
- 6.5.3\* Review what First Aid courses are being offered and ensure that First Aid and CPR are up to date amongst all staff working in licensed child care centers
- 6.5.4\* Legislate qualifications for Early Childhood positions and recognizing equivalent experience and skills and link to salary scale
- 6.5.5\* Promote and contribute funds to the creation of an Early Childhood component within the Nunavut Teacher Education Program
- 6.5.6 \*Create an Early Childhood Training position at the Early Childhood and School Services Branch of the Department of Education
- 6.5.7 \*Take action to ensure that appropriate community based training is available within the year to Early Childhood Educator's, Program managers, Sponsoring Organizations

## What we can do at No substantial cost, Immediately:

<u>Previous Section #</u>	<u>Recommendation</u>	<u>Action to be Taken By<sup>xlii</sup></u>
6.1.4	Ensure continuity of program funding through provision for allocation and dispersal of new year funding prior to end of fourth quarter	Corporate Services, Regional Field Offices, Department of Education
6.1.5	Immediately improve the cash advance system to Daycares	Regional Field Offices, Corporate Services
6.1.9	Review funding scales	Early Childhood and School Services, Department of Education
6.2.1	Ensure that there is sufficient funding for an appropriately trained work force, and effective support	Children's First Secretariat, Federal partners, Regional Inuit Organizations
6.2.2	Develop and maintain partnerships with other key child care funders in the Territory including the Nunavut Aboriginal Human Resource Development Agreement Holders	Early Childhood and School Services, Department of Education
6.2.4	Educate Day Care Societies about expanding their Early Childhood Programs to include more young children and their families and thereby accessing more funding.	Early Childhood and School Services, Department of Education, Children's First Secretariat
6.2.7	Develop IQ as the foundation of all Early Childhood Education Programs with elders as the core.	Early Childhood and School Services, Department of Education, Curriculum Partners

6.2.9	Support creation of Nunavut Child Care Association.	Children's First Secretariat, Early Childhood and School Services, Department of Education
6.3.1/6.3.2	Provide recommendations for minimum salary guidelines / Provide recommendations for Northern Benefit package for full-time staff. The move towards this new salary scale will occur as increases in funding become available and as staff become trained. EC&SS will work with sponsoring organizations over the next 12-24 month period to facilitate that this is accomplished.	Early Childhood and School Services, Department of Education, based on recommendations attached as appendix A
6.4.1.1	Review and revise Early Childhood Officers' job description and evaluate the role, responsibilities and accountability processes.	Early Childhood and School Services, Department of Education, Regional Field Offices
6.4.1.2	Remove the licensing responsibility from the ECO position and develop these positions to focus more on support and development of ECE programs for all Nunavut children 0 - 6 years.	Early Childhood and School Services, Department of Education, Interdepartmental Partners
6.4.1.3	Review organization of Early Childhood division and assess needs with specific reference to the number of ECO positions needed in Nunavut.	Early Childhood and School Services, Department of Education, Regional Field Offices
6.4.1.5	Provision for continuity of availability in the offices of the Early Childhood Officer, administrative assistance in regional office, and link to Acting Early Childhood Officer in ECOs absence	Regional Field Office

6.4.1.6	Work with sponsoring organizations to assist with funding for inclusive early childhood programs	District Educational Authorities, Societies, Early Childhood and School Services, Department of Education
6.4.2.1	Review whether Day Care Societies are the best sponsors for Day Cares	Early Childhood and School Services, Department of Education
6.4.2.2	Review the responsibilities of the DEA for Early Childhood Education	Department of Education / Education Act
6.4.2.4	Department of Education generated contribution agreements with Day Care Societies request that societies submit Certificate of Good Standing	Early Childhood and School Services, Department of Education, Interdepartmental Partners
6.4.2.5	Nunavut Legal Registries support to be provided in order to assist the Society Boards to function Responsibly	Nunavut Legal Registries
6.5.1	Immediate call for an Early Childhood Education Training action plan with complete Needs Assessment	Early Childhood and School Services, Department of Education
6.5.2	Link the ECE training action plan to the Inuit Leadership Training Plan and involve partners	Early Childhood and School Services, Department of Education, Inuit Leadership Planning Committee
6.5.3	Review what First Aid courses are being offered and ensure that First Aid and CPR are up to date amongst all staff working in licensed child care centers	Children's First Secretariat, Early Childhood and School Services, Department of Education

6.5.4 Legislate qualifications for Early Childhood positions and recognizing equivalent experience and skills and link to salary scale  
Corporate Services, Education

6.4.2.6 Strike an implementation team chaired by EC + SS with representation from Regional Field Offices, ECOs, Income Support, Corporate Services and Inuit organizations  
Early Childhood and School Services, Department of Education

### **What we can do at No substantial cost, in the Future:**

6.2.10 In the future review and support other formats of childcare including licensed after school programs and unlicensed home care.  
Early Childhood and School Services, Department of Education, Nunavut Child Care Association

### **What can we do with the existing money in The Department of Education's budget for 2000/2001?**

<u>Source</u>	<u>Amounts forecast for reallocation</u>
O + M	\$370,000
ECO Admin	\$ 30,000
Total Available	\$400,000

<u>Previous Section #</u>	<u>Recommendation</u>	<u>Amount 2000/1</u>	<u>Amount 2001/2</u>
6.1.1	Adjust funding formula to increase base funding to all existing daycares	\$ 140,500	\$100,000
6.1.6	Attendance incentive for workers- a bonus of \$250 for fulltime and \$125 for part-time workers will be paid at the end of a 6 mo. work period based on 100% attendance (except for allowable leave). The incentive will be payable Dec.1 <sup>st</sup> and June 1 <sup>st</sup> .	\$ 7,500	\$ 15,000

6.1.8	Nutrition grant- a \$5,000 grant to each center to help defray the cost of nutritious snacks.	\$ 70,000	\$140,000
6.3.4	Training Incentive- Mandatory paid participation of 20 hrs./yr. in Professional development following ES&SS guidelines.	\$ 15,000	\$ 30,000
6.5.6	Trainee Position- staff the position of an EC Coordinator Trainee and develop the training profile for this position until formal funding can be secured.	\$ 87,000	\$ 87,000
6.4.1.7/ 6.4.1.8	Increase direct support to communities through increase in departmental staff at Education Headquarters (Provide travel money for support to communities to conduct on-going evaluations)	\$ 80,000	\$28,000

**Total required:** **\$400,000    \$400,000**

### **What can be done with the expected under expenditure from User Subsidies 2000/2001?**

User Subsidy Projects	\$300,000 funds available for re-allocation
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It is critical that a review of the process and procedures around the User Subsidies be reviewed and that processes which enable parents to access this funding more effectively be put into place. It is recognized that since the fiscal year is already 6 months old, even with new procedures there will be some under expenditure again this fiscal year. The following are 1 time funding costs which could be identified for this year and funded with the moneys left in the User Subsidies.

<u>Previous Section #</u>	<u>Recommendation</u>	<u>Amount 2000/1</u>	<u>Amount 2001/2</u>
6.2.3	Take action to improve accessibility to licensed child day care services through a complete overhaul of the Day Care User Subsidy (EC&SS, Income Support)	\$60,000	\$150,000
6.5.7	Take action to ensure that appropriate community-based training is available within the year to EC educators, program managers and sponsoring organizations. (EC&SS, Income Support, Interdepartmental Wellness Committee, DEAs, Societies, Hamlet Councils).	\$40,000	\$30,000
6.3.3	On-the-job and field-based training opportunities for staff. (Income Support, EC&SS, NAC, NTEP, Regional Field Offices).	\$60,000	\$50,000
6.2.8	Develop EC IQ curriculum and materials. (EC&SS with Elders).	\$120,000	\$40,000
6.4.2.3	Development of a comprehensive Manual for Day Care Sponsoring Agencies and Managers to support administrative activities.	\$20,000	\$30,000

If it is determined that NOT ALL user Subsidy money can be accessed through the redefined formula, any long term surplus will be diverted into base grants for community children placements beginning in the fiscal year 2001.

**Total required** **\$300,000**    **\$300,000**

### **What are the costs for the remaining recommendations for potential partners to consider?**

Potential partners include Human Resource Development Canada, Health Canada, Inuit organizations: Kakivak, Kivalliq Partners, Kitimeot Economic Development Commission, communities, foundations, Nunavut Department of Education.

6.1.1/6.1.3	O and M Grant issued based on # of spaces / Incentive grant for attendance through occupancy supplement paid quarterly on more than 75% attendance	\$317,000
6.1.2	Recognition of higher cost per infant space through "Unit Grouping". \$8.65 Toddlers, \$10.15 Infants	\$ 53,592
6.1.7/6.2.6	Elder incentive / Create cultural allocation including Early Childhood Elder position.	\$2,301,210
6.2.5	Fund Early Childhood Coordinator position in sponsoring agency for each community. Full or part-time position based on the community's population of young children 0 to 5 years.	\$1,674,000
6.5.5	Promote and contribute funds to the creation of an Early Childhood component within the Nunavut Teacher Education Program	\$ 125,000
6.5.6	Create an Early Childhood Training position at the Early Childhood and School Services Branch of the Department of Education	\$ 62,000

## 7. Conclusion

The process of the Licensed Day Care Review began when the Minister responded to the concerns of the Iqaluit Day Care Directors. The problems were articulated in January, studied in March, revealed in May and detailed in August. This Report has studied the issues. It has considered in consultation with stakeholders and experts a series of solutions and it has made recommendations.

Amongst the Nunavut best practice models real success stories were revealed in Arviat and Cambridge Bay, where through the office of the Early Childhood Program Coordinator, (Executive Director in C.B.) a spectrum of services for young children and their families are organized and supported.

In Igloolik, there are wonderful programs developed to support young children and their families, focused on the "Young Child," supported and managed through the offices of the DEA. However the link with the day care has not been made. The day care is still not open. Is it possible to consider that the



installation of the position of community childcare program coordinator linked to the existing DEA supported programs would facilitate the realization of the opening of the community based day care centre?

In Pangnirtung, the staff is educated. Inuktitut is the language of the centre. The supervisor is a unilingual Inuktitut speaker. There are many activities and materials based in Inuit Qaujimatuaqangit (IQ). In Sanikiluaq as well, the staff have been trained, they need curriculum content direction and materials. There is the need for the development of a program and activities founded in IQ principles and knowledge. It must be carefully researched, developed thoroughly and effectively shared with Early Childhood Educators for use in Early Childhood settings.

Amongst the other Inuit regions we saw integration of federal/territorial and provincial dollars at the regional level. The funding was organized from within Inuit organizations. In those regions the community-based childcare programs and services were supported through those regional offices and directed by Regional Childcare Coordinators.

Nationally, within the two provinces selected for consideration, there was a definite movement towards universal childcare and the creation of programs designed to support the global needs of young children. In British Columbia, the government has adopted a very much hands-on approach to the development of a new childcare vision and has employed a method of community consultation which ensures stakeholders input.

In Nunavut, the development of the day cares has been very much community specific. The main funding programs have not been expending all available budgets and the funders themselves have been working parallel to each other, crossing paths as needed.

The Arviat model is interesting because the community-based Early Childhood Program Coordinator, who is supported by and accountable to the DEA's Early Childhood Advisory Committee, has made possible an integration of services at the community level. The role of the DEA in the Arviat model is significant and has certainly played an important part of that community's success in accessing funds from many pots and developing a range of programming dedicated to the many needs of the young child and their families. Certainly services in Arviat are reaching far more than 10% of the population (0-6.)

Planning, organization and the development of a shared understanding of the mutual goals and objectives of the key funders must be determined and the roles of each defined. So that together their respective obligations can be met within a defined framework.

The Report has specifically focused on the problems impacting on licensed child day care in Nunavut, because that was the purpose of this Licensed Day Care Review. In the future, other forms of childcare will need to be reviewed including licensed after school care and family day homes.

The Report has revealed information about the current situation in each key area: funding, centre, staff, management and training. It has explored, in a brainstorm fashion, sets of solutions. Recommendations have been made in support of an improved and fortified Licensed Child Day Care Service. It is expected that the Recommendations put forward in this report will be acted upon, and that major changes will take place. It is expected that this Review will result in a greatly improved licensed child day care service, sufficiently funded, with IQ as the foundation of well stocked, well staffed, Inuktitut language centres. Day Care Services where parents are involved in the overall organization, staff are fairly compensated and opportunities for professional development exist.

Licensed Child Day Care currently meets the needs of a small, 10% portion of the population. The recommendations support goals of 100% occupancy and if that is achieved 15% of the 0 - 6 population will be served. The Department of Education Early Childhood and School Services Branch would like to see the development of an Early Childhood and Family Strategy. They would like to promote community awareness and education about young children ( 0 - 6) and their developmental needs. The Department would very much like to develop in consultation with key players, community groups and stakeholders a shared vision for the future.

A vision which embraces the goal of supporting the developmental and global needs of all children 0 - 6 living in Nunavut.

A vision which includes a network of appropriately funded and staffed community support services for families and children.

A vision which includes Inuit Qaujimajatuqangit as the foundation.

A vision which will become clear with community consultation and participation.

In closing the final recommendation is to acknowledge this Licensed Day Care Review as the beginning of a process. A process of developing in consultation with stakeholders, a *Vision for Childcare Services in Nunavut* for the new millennium. A vision that directs its focus to the global well being of children 0 -6 and their families. A vision intended to create a network of community based services designed to meet the needs of the entire population of Nunavut children between the ages of 0 to 6.

## 8. List of Key Documents

British Columbia, Ministry of Social Development and Economic Security  
Building a Better Future for BC Kids, Fall 1999 Childcare for BC,  
Spring 2000

Canadian Association of Family Resource Programs, *Play and Parenting  
Connections*, Spring 2000 issue

Canadian Childcare Federation  
National Statement on Quality Care,  
Guiding Principles for Quality Childcare in Canada  
Assessing Quality Care in Childcare Centres  
Towards Excellence for ECE Training Programs: A self-assessment  
guide  
Improved Access to Childcare, *Interaction*, Fall 1997

Childcare Connections  
UCS Early Childhood Teacher / R and R Project, April 2000  
Early Childhood Administrator/Director , March 2000

Childcare Services Managers ( In Native and Non-Native Communities) Analysis  
of the work situation, February 1998

Child Day Care Manual, includes Child Day Care Standards Regulations,  
Northwest Territories Education, Culture and Employment (Revised 1994)

Friendly, Martha, Child Care Policy in Canada, Addison Wesley, Canada, 1994

Inuuqatigiit, The Curriculum from the Inuit Perspective, Department of Education,  
August 1996

Managers of Aboriginal Child and Family Services, Validation report of the  
general goals of the training project, March 1998

Manitoba Childcare Association, Minimum Salary Scale  
Manitoba Child Day Care Regulatory Review Committee, Unit Funding Model

Ministere de la Famille et de l'Enfance  
Speech given by Maurice Boisvert Deputy Minister of Child and  
Family Welfare, Government of Quebec World Summit on Social  
Development, Geneva, 2000-06-26  
Family Policy, Quebec, " Answers to your questions."

National Conference on Aboriginal Training Programs in Early Childhood  
Education: Proceedings, March 6 and 7, Delta Hotel, Montreal

Nunavik Childcare Centre, Policy Concerning Management Personnel

Nunavut Government, Department of Education

User Subsidy Application Form, Check List and Application Form

Program Contribution Application Form

Year-end Financial Reports: Childcare related funding

Training on the Job, information

Report of Home Care Program, May 29, 2000

Nunavut Government Licensed Day Care Review, Interim Report,

Brighter Futures Information materials

Bathurst Mandate

Our Childcare Workforce From Recognition to Remuneration, More than a Labour of Love, Executive Summary, Childcare Human Resources Steering Committee, Ottawa, 1998

You Bet I Care, A Canada-Wide Study on: Wages, Working Conditions and Practices in Childcare Centres, centre for Families, Work, and Well Being, University of Guelph, Ontario, 2000.

## 9. Appendix A

### Nunavut Early Childhood Educators Recommended Salary Scale (Including Wage Benefit)

#### Early Child Educators that do not have a college degree

	Hr/ Salary	Hrs/ Week	Wage/ Benefit	Weekly Salary without Benefit	Weekly Salary/ Benefit	Yearly Salary without Benefit	Yearly Salary with Benefit	Yearly Wage Benefit
1	\$ 13.75	27.5	\$ 4.82	\$ 481.25	\$ 649.95	\$ 25,025.00	\$ 33,797.40	\$ 8,772.40
2	\$ 14.28	27.5	\$ 4.82	\$ 499.80	\$ 668.50	\$ 25,989.60	\$ 34,762.00	\$ 8,772.40
3	\$ 14.83	27.5	\$ 4.82	\$ 519.05	\$ 687.75	\$ 26,990.60	\$ 35,768.00	\$ 8,772.40
4	\$ 15.41	27.5	\$ 4.82	\$ 539.35	\$ 708.05	\$ 28,046.20	\$ 36,818.80	\$ 8,772.40
5	\$ 16.00	27.5	\$ 4.82	\$ 560.00	\$ 728.70	\$ 29,120.00	\$ 37,892.40	\$ 8,772.40
6	\$ 16.62	27.5	\$ 4.82	\$ 581.70	\$ 750.40	\$ 30,248.40	\$ 39,020.80	\$ 8,772.40
7	\$ 17.28	27.5	\$ 4.82	\$ 604.80	\$ 773.50	\$ 31,449.80	\$ 40,222.00	\$ 8,772.40
8	\$ 17.94	27.5	\$ 4.82	\$ 627.90	\$ 796.60	\$ 32,650.80	\$ 41,423.20	\$ 8,772.40
9	\$ 18.64	27.5	\$ 4.82	\$ 652.40	\$ 821.10	\$ 33,924.80	\$ 42,697.20	\$ 8,772.40
10	\$ 19.37	27.5	\$ 4.82	\$ 677.95	\$ 846.65	\$ 35,253.40	\$ 44,025.80	\$ 8,772.40
11	\$ 20.12	27.5	\$ 4.82	\$ 704.20	\$ 872.90	\$ 36,618.40	\$ 45,390.80	\$ 8,772.40
12	\$ 20.91	27.5	\$ 4.82	\$ 731.85	\$ 900.55	\$ 38,056.20	\$ 46,828.60	\$ 8,772.40
13	\$ 21.73	27.5	\$ 4.82	\$ 760.55	\$ 929.25	\$ 39,548.60	\$ 48,321.00	\$ 8,772.40
14	\$ 22.59	27.5	\$ 4.82	\$ 790.85	\$ 959.35	\$ 41,113.80	\$ 49,886.20	\$ 8,772.40

#### Early Child Educators with a college degree

	Hr/ Salary	Hrs/ Week	Wage/ Benefit	Weekly Salary without Benefit	Weekly Salary/ Benefit	Yearly Salary without Benefit	Yearly Salary with Benefit	Yearly Wage Benefit
1	\$ 16.00	35	\$ 4.82	\$ 580.00	\$ 728.70	\$ 29,120.00	\$ 37,892.40	\$ 8,772.40
2	\$ 16.62	35	\$ 4.82	\$ 581.70	\$ 750.40	\$ 30,248.40	\$ 39,020.80	\$ 8,772.40
3	\$ 17.28	35	\$ 4.82	\$ 604.80	\$ 773.50	\$ 31,449.60	\$ 40,222.00	\$ 8,772.40
4	\$ 17.94	35	\$ 4.82	\$ 627.90	\$ 796.80	\$ 32,650.80	\$ 41,423.20	\$ 8,772.40
5	\$ 18.64	35	\$ 4.82	\$ 652.40	\$ 821.10	\$ 33,924.80	\$ 42,697.20	\$ 8,772.40
6	\$ 19.37	35	\$ 4.82	\$ 677.95	\$ 846.65	\$ 35,253.40	\$ 44,025.80	\$ 8,772.40
7	\$ 20.12	35	\$ 4.82	\$ 704.20	\$ 872.90	\$ 36,618.40	\$ 45,390.80	\$ 8,772.40
8	\$ 20.91	35	\$ 4.82	\$ 731.85	\$ 900.55	\$ 38,056.20	\$ 46,828.60	\$ 8,772.40
9	\$ 21.73	35	\$ 4.82	\$ 760.55	\$ 929.25	\$ 39,548.60	\$ 48,321.00	\$ 8,772.40
10	\$ 22.59	35	\$ 4.82	\$ 790.65	\$ 959.35	\$ 41,113.80	\$ 49,886.20	\$ 8,772.40

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- <sup>i</sup> Jayne Dator-Freeman, Early Childhood Coordinator, Department of Education, June 23, 2000. In correspondence with Mary Wilman, NSDC.
- <sup>ii</sup> Nunavut Government Licensed Day Care Review, *Interim Report*, May 2, 2000.
- <sup>iii</sup> Interview with Loralie Shupe, July 2000.
- <sup>iv</sup> Margaret Gavvin, Regional Coordinator for the Kativik Regional Government
- <sup>v</sup> Deputy Minister, Maurice Boisvert, *Speech to the World Summit on Social Development*, June 2000.
- <sup>vi</sup> Building a Brighter Future for BC Kids, BC Ministry of Social Development and Economic Security, Fall 1999
- <sup>vii</sup> Ibid
- <sup>viii</sup> Canada/British Columbia Strategic Initiative, Improved Access to Childcare, Interaction, p. 18 - 33, Fall, 1997
- <sup>ix</sup> Ibid, p. 31
- <sup>x</sup> National staff turnover rate is 21.7%, You Bet I Care, A Canada Wide Study on Wages, Working Conditions, and Practices in Childcare Centres, Centre for Families Work and Well Being, University of Guelph, Ontario, 2000, page 99.
- <sup>xi</sup> Ibid, p. 42, Canada wide an average of 70% are trained..
- <sup>xii</sup> Nunavut Licensed Day Care Review, Interim Report, May 2000, p.13
- <sup>xiii</sup> A full day care year is 264 days in Nunavut. The actual committed figure for the year is based on the normal number of operational days at the specific centre based on information provided in the application form.
- <sup>xiv</sup> Not all of the money referred to here would have been committed to the operation of licensed day care based on the attendance figures. Some of this funding would have not been committed and could have been used for Start-up and Fire and Health grants.
- <sup>xv</sup> Grant refers to the one time grant that was offered to licensed day cares in the winter of 2000.
- <sup>xvi</sup> Home Childcare Program Instructor's Report, May 29,2000.
- <sup>xvii</sup> Linking Research to Practice, A Canadian Forum, Proceedings Report, October 25 -27, 1998. Dr. Paul Steinhauer's Keynote on page 6 is one example.
- <sup>xviii</sup> Qikiqtaluuk: Kakivak; Kivalliq: Kivalliq partners; Kitikmeot: Kitikmeot Economic Development Corporation.
- <sup>xix</sup> For a complete list of the Sanikiluaq fundraising ventures please refer to page\_\_ of this report.
- <sup>xx</sup> Jayne Dator Freeman, Coordinator Early Childhood Programs, Department of Education ,Response to Interview questions, August 2000.
- <sup>xxi</sup> adapted from, Guiding Principles for Quality Care in Canada, [ht://www.cfc-efc.ca/docs/00000093.htm](http://www.cfc-efc.ca/docs/00000093.htm)
- <sup>xxii</sup> Interview with Margaret Gavvin, Kativik Regional Government, Regional Childcare Coordinator.
- <sup>xxiii</sup> Calculate on cost per year per space of \$9462., as reported by Maria Storr, Early Childhood Program Manager, Inuvialuit Regional Corporation.
- <sup>xxiv</sup> Interim Report, page 10, based on licensed non-Head Start spaces
- <sup>xxv</sup> Gillian Doherty, You Bet I Care, p. 2
- <sup>xxvi</sup> Gillian Doherty, E-mail response to Final Report Questions, July 25, 2000.
- <sup>xxvii</sup> *UCS Early Childhood Teacher/ Administrator*, R &R Project, April 2000, Childcare Connections Community Based Development Project.
- <sup>xxviii</sup> E-mail correspondence from Elaine Ferguson, July 26,2000.
- <sup>xxix</sup> Ibid.
- <sup>xxx</sup> Based on Salary Scale created by Ministere de la Famille et l'Enfance x 1.69%
- <sup>xxxi</sup> Minimum wage Level 1 based on work of the Manitoba Childcare Association
- <sup>xxxii</sup> Interim Report, The wages represent the range reported during the Licensed Day Care Review, March 2000.
- <sup>xxxiii</sup> Doherty, Gillian, You Bet I Care, p. 82
- <sup>xxxiv</sup> Ibid, p.81
- <sup>xxxv</sup> The 4th licensed service in the Kitikmeot is a Family Day Home
- <sup>xxxvi</sup> Job Description, Position # 71-5804, Early childhood Officer, Department of Education, Rankin Inlet.
- <sup>xxxvii</sup> Child Day Care Manual, p.41
- <sup>xxxviii</sup> Faxed letter in response to questions for Final Report, Gary Crowe, Nunavut Legal Registries, July 30,2000.

<sup>xxxix</sup> Ibid.

<sup>xl</sup> Nunavut Government Licensed Day Care Review, Interim Report, May 2, 2000, p. 25

<sup>xli</sup> Much of input in this section came from the interview with Diane Stenton, former Arctic College instructor.

<sup>xlii</sup> Children's First Secretariat - Government of Nunavut interdepartmental committee

Corporate Services - Department of Education, Financial division

Curriculum Partners - various partners including Elders, Inuit organizations

Department of Education - Government of Nunavut

EC + SS - Early Childhood + School Services Division of Department of Education

Education Act - Legislation governs all aspects of education

Interdepartmental Partners - other Government of Nunavut partners, federal government and Inuit organizations

Inuit Leadership Planning Committee - a committee struck by the Department of Education to develop a leadership training plan aimed at increasing Inuit in leadership positions

Nunavut Legal Registries - Government of Nunavut

Regional Field Offices - 3 regional Department of Education offices which provide services for Income Support, career development, employment and early childhood

Special thanks to the parents of children enrolled in The Arviat District Education Authority's Early Childhood Programs for letting us take pictures of their children.