



Moving Child Care Forward at the University of Manitoba:

BACKGROUND, ANALYSIS
& RECOMMENDATIONS

SUBMITTED TO THE UNIVERSITY OF MANITOBA CHILD CARE WORKING GROUP
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Executive Summary:

The University of Manitoba began its venture into child care with the opening of the Campus Day Care Centre in 1974. A second facility, the University of Manitoba Play Care Centre became available in 1983, and in 2012 a few more spaces were allotted to children of faculty and students through an agreement with Makoonsag Intergenerational Children's Centre. The University of Manitoba is to be commended for these achievements.

Cognizant of the fact that more services are needed even while aware that moving ahead on child care is never simple, the U of M Childcare Working Group commenced a series of consultations to examine the university's child care needs and level of service. The research activities resulted in two important contributions to date: the Childcare Working Group's Briefing Paper (August, 2013) and Friendly and Macdonald's Child Care in Canadian Universities, Background research and analysis for a child care feasibility study for the University of Manitoba (2014).

This research paper adds to the previous work by offering historical and comparative analyses that help frame a set of recommendations and initiatives designed to enhance child care services at the University of Manitoba.

The brief historical narrative on child care in Manitoba reveals that the current strength of the province's child

care program lies in its predominate community-based non-profit structure. The model relies on government oversight, using public dollars to help finance the construction and operation of child care centres offering quality programming with qualified staff and with a fee schedule that keeps child care reasonably affordable for a broad spectrum of Manitoba society.

The review of how child care services is currently offered both on campus at the University of Manitoba and off campus by other services providers uses the critical lenses of affordability, accessibility, and quality to assess the impacts of services on those needing child care, whether faculty, staff, but especially students. This review draws on a comparison of child care services at other Canadian universities, showing how the University of Manitoba fares in comparison.

The suite of recommendations offers a range of opportunities to advance the child care agenda at the University of Manitoba. All ten of the recommendations are important and should not be read as a hierarchical list; the 10th recommendation is as important as the first. In general the suite points to the need for capacity building and sustaining engagement by the many involved in this issue, while also acknowledging the wide variety of stakeholders' interests and agendas around child care.

Recommendations for Action:

1. Relocate Play Care Centre:

A relocation plan for Play Care Centre must be developed and implemented as soon as possible.

2. Child Care Centre Development:

- a) Develop new child care centres at both the Fort Garry campus and Bannatyne campus as satellites of Campus Day Care Centre Inc., with the executive director and board of directors full partners in the planning.
- b) Maintain the current model of child care service delivery, including:
 - i) the existing landlord / centre relationship with long term lease agreements,
 - ii) not-for-profit service delivery, and
 - iii) the funded programs and subsidized fee structure that combined together have served the University so well for over 30 years.

3. A Child Care Services Lead at U of M to serve both the Fort Garry and Bannatyne campuses:

Create a Child Care Services Office with a staff position designated as The University of Manitoba Child Care Services Lead. This Office and staff position should have a clear mandate to actively facilitate the development of child care services at the University of Manitoba, as well as undertaking a government relations and community outreach campaign to advocate for university child care.

4. Family Resource Program for U of M students and staff:

Develop a Family Resource Program as part of the Child Care Services Office,

and allocate the resources necessary to ensure a comprehensive range of supports are available to families with complex family care needs. This service could be provided a) directly by the U of M or b) through a partnership with an off-campus agency. Links to a network of family child care homes should be an integral component of this family resource program.

5. Government relations and outreach activities:

Initiate a strong government relations and outreach campaign that involves all levels of the University of Manitoba, with a goal of securing Manitoba government approval for additional funded, subsidized child care spaces as well as capital funding approval for projects developed in partnership with the University of Manitoba.

6. Explore a pilot for new ways of financing child care capital builds with Province of Manitoba:

Ensure that advocacy with the Province of Manitoba include consultations regarding a pilot initiative to recognize that other public institutions besides elementary schools, especially universities and hospitals, are also optimal sites for Early Learning and Child Care centres, and should be considered for up to 100% capital funding.

7. Internal U of M Child Care Implementation Team:

Establish an internal cross-department Child Care Implementation Team (with a makeup similar to the initial needs working group) to support and advise the Child Care Services Lead.

8. Explore multi-partner options to develop child care spaces for Bannatyne campus, such as partnering on developing child care spaces at Ellen Douglas School.

9. Consider flexible part-time child care services for each campus:

Explore the need for a flexible part-time, short-hour-care option and wrap around school age care on each campus especially through discussions with the Active Living Centre and the Aboriginal Student Centre.

10. Include child care services in all planning processes as a required and important component of a quality university environment to ensure that it cannot be lost to financial pressures or simply to changes in corporate memory.

Child care needs to be solidly entrenched in the University of Manitoba culture and expectations.

Exploring these options to enhance child care services requires attention be given to affordability, accessibility, and quality. Accommodating these competing

contingencies when developing child care programming is a challenge, but striking a balance among each is fundamental if the interests and needs of the family and children are to come first. Understanding the interplay of these factors in the various actions that can be undertaken to enhance child care services is as critical as recognizing the meaningful benefits that faculty, staff, students, and children, and the entire University of Manitoba community gain:

- An enriching learning environment for children provided by professional staff,
- A responsive and positive academic and work environment for faculty and staff,
- A program to facilitate student success and alumni support by delivering services geared to students needs,
- Brand name recognition by becoming a front-runner in the delivery of exemplary quality child care in Manitoba.

Seizing this initiative does come with risks and challenges, but moving ahead also promises real successes, which can be as assured now as when child care began in Manitoba.



Introduction

The University of Manitoba's bold first steps into child care were taken in 1974 with the establishment of the Campus Day Care Centre, a licensed facility now providing some 64 spaces. An additional 20 spaces became available in 1983 with the opening of the University of Manitoba Play Care Centre. Over the 30-year period to the present, the university has also made tremendous advances in its academic programming and accompanying building campaigns. Both are a mark of a visionary institution taking innovative steps in its pursuit of teaching and research excellence in fulfilment of its academic mission while addressing the needs of its community members. For all these progressive steps forward, it has taken some 30 years before any changes in the child care landscape appear. The few spaces offered to faculty and students through an agreement with Makoonsag Intergenerational Children's Centre are a clear benefit, but all signs show that this is not nearly enough.

While no university has the resources to resolve the need for child care services, the University of Manitoba has not stood idly by but has taken the issue, the serious shortage of child care, to heart. Over the last 2 years, a number of research activities and recently completed reports have informed the debate on this issue; two important contributions include the Childcare Working Group's Briefing Paper (August, 2013) and Friendly and Macdonald's Child Care in Canadian Universities, Background research and analysis for a child care feasibility study for the University of Manitoba (2014). The Briefing Paper provides a clear picture of the status of child care service and needs at the University of Manitoba, while the latter offers a comparative analysis of child care at a cross-section of Canadian U15 universities.

To inform future discussions around child care services at the University of Manitoba, this research paper now adds the following to this analysis:

A historical narrative on child care in Manitoba establishing just how far the province has come since its early ventures in kindergarten and day nurseries. This review reveals that the current strength of Manitoba's child care program lies in its predominate community-based non-profit structure. The model relies on government oversight, using public monies for a capital building program and ongoing operating grants in order to build a system of child care centres with quality programming and qualified staff while also setting a fee and subsidy scheme that keeps child care reasonably affordable for a broad spectrum of Manitoba society.

A critical review of how the current child care services offered both on campus at the University of Manitoba and off campus by other services providers impacts those needing child care, whether faculty, staff, but especially students. This review draws on a comparison of child care services at other Canadian universities, showing how the University of Manitoba fares in comparison and points to opportunities to expand child care services.

A suite of practicable and feasible recommendations and actions that can be implemented to move the child care agenda significantly forward at the University of Manitoba. In general, the suite points to the need for resolute action and participation from the many engaged in this issue, all the while acknowledging the wide variety of stakeholders' interests and agendas around child care, whether these individuals work on or off-campus, whether they be faculty, staff, or students, university administrators, government

The University of Manitoba's bold first steps into child care were taken in 1974 and in 1983.

department officials, or other community agencies. Each has a vital voice and stake in child care. The suite highlights the importance of a champion, whose child care expertise, community involvement, and breadth of perspective and foresight can be applied to marshal others to become advocates willing to provide energy and time to the cause.

Each recommendation demands a high level commitment over the long-term in order to advance child care programming and services; this goal relies on building networks, alliances, and cross-campus capacity that can be harnessed and focused on the hard decisions around planning and implementing new child care services that will have a meaningful and positive impact on child care users. The work the University of Manitoba has achieved to date on the child care agenda is a clear demonstration of such resolve. The University of Manitoba is to be commended for considering and recognizing child care as an important and valuable service to the university community, realizing how it can enhance the academic successes of its students and the professional pursuits of its faculty and staff. The high level of commitment and awareness on the part of the Child Care team speaks volumes to their understanding of the issue. So too, the campus is fortunate to have an early childhood education and care advocate like Susan Prentice on faculty, with her international reputation as an expert in child care policy.

Exploring possibilities to develop additional child care resources also requires special attention be given to three features of effective child care – affordability, availability, and quality. Each dimension puts the interests and needs of the family and child first. Simply opening

new spaces without provisions for part or full time care and cost-effective fees as well as the professionalism of staff is counter-productive. Adjusting for these competing contingencies while moving ahead with child care is never simple; child care has no easy fix. Otherwise, the firmly established need for more quality care by students, faculty, and staff at the University of Manitoba, as singularly confirmed in the university's recent reports, would have been resolved long ago.

Understanding this complex interplay of factors and the various actions that can be undertaken to address child care services is as critical as recognizing the concrete benefits:

- Children gain by receiving attentive quality programming from professional staff,
- University parents – faculty, staff and students – gain by focusing on work or study, knowing their children are well cared for in a positive learning environment,
- The University of Manitoba gains through student success and alumni support by delivering support services geared to students' needs,
- The University of Manitoba gains by becoming a front-runner in the delivery of exemplary quality child care in Manitoba.

It is in light of these benefits that Martha Friendly's note in her report needs to be considered, the U of M "child care initiative has enormous potential for exploring innovation, partnerships and leadership" (p 24). Seizing the initiative comes with challenges, but moving ahead does lead to real successes, which can be as assured now as when child care began in Manitoba.

"U of M Child Care Initiative has enormous potential for exploring innovation, partnerships and leadership"

(Martha Friendly)

Child Care Services: Key Factors for Deliberations

Various factors can be used to evaluate the effectiveness of any child care delivery system. Of special importance are affordability, accessibility and quality. As the University of Manitoba moves forward with a comprehensive plan for child care services that will effectively meet the needs of students, staff and faculty, it is important to keep these key concepts in mind. It is also important to be aware of the complexities of each issue and to have a shared understanding of how each impacts child care delivery. This paper will explore the complex interplay of provincial child care program policies, child care centre policies and the unique needs of user groups, all with a view to the best fit for the University of Manitoba.

Affordability: In Manitoba, affordability, the ability of families to pay the daily cost of child care for their children, gets a major boost through the province's child care fee ceiling and child care subsidy program. Despite this clear benefit, the limitations of the subsidy system and how it impacts various parent groupings, especially students, warrants careful consideration.

Accessibility: Even when parents can afford the child care fees without undue hardship, access remains a separate, critical issue. If parents cannot find a licensed space for their age of child, at a centre that is both open for the hours they need care and willing to enrol their child for those hours, these families are no further

ahead. As a result, parents are often faced with paying for a full 5 day per week spot, when they really need child care only for part time classes, and part time evening/ weekend employment. For families that are struggling to afford child care, paying for a full time spot in order to access care is an even bigger challenge. Enrollment policies and the availability of part time, flexible care spaces are important issues to consider when assessing the effectiveness of child care services.

Quality: Quality is important for all child care programs¹, but as Martha Friendly suggests, it is an even more important consideration for university child care programs. Universities are looked to as models of quality for all services. Research clearly shows that high quality child care strengthens a child's overall development, while poor quality care does the opposite. Quality is an especially complex criterion, influenced by issues such as the suitability of the physical space, the motivation and professional qualifications of the ECE's and the types of program materials and supplies available to the children. Long term budget stability and the ability to maximize financial efficiency are factors that influence quality more than one may expect. As is the case for many services, there is a fine line between being efficient and operating in ways that have a negative impact on quality in order to save money.

High quality child care strengthens a child's overall development, while poor quality care does the opposite.

1. Martha Friendly and Lindsay Macdonald, Child Care in Canadian Universities, Background research and analysis for a child care feasibility study for the University of Manitoba (Toronto, ON: September, 2014).

The Current Context:

We have child care spaces in Manitoba for only 17% of Manitoba’s children. The total number is currently just over 32,500 licensed child care spaces; specifically, 32,555 licensed child care spaces as of March 31, 2014², or enough full and part time child care for only 17.3% of Manitoba’s children ages 0 – 12 years. This is less than one licensed, subsidized spot for every 5 children. Table 1 gives a full accounting of spaces for non-profit,

for-profit, and licensed child care homes. Put in this broader context, the University of Manitoba has 84 spaces on Fort Garry campus and another 52 shared spaces at Makoonsag Intergenerational Child Care Centre Inc. (Inner City School of Social Work). Given the demographic makeup of the university population, it is estimated that these 136 spaces meet even less of the need on the University, than the 17% provincial average.³

Table 1: Current Child Care Spaces in Manitoba.

SPACES IN NON-PROFIT CENTRES		SPACES IN FOR-PROFIT CENTRES (No subsidies or grants)		SPACES IN LICENSED FAMILY CHILD CARE HOMES	
27,898 85.7% of total		1,604 4.9% of total		3,053 9.4% of total	
Funded, Subsidized Spaces In Winnipeg	Funded, Subsidized Spaces Outside Winnipeg	For-Profit Spaces in Winnipeg	For-Profit Spaces Outside Winnipeg	Funded, Subsidized Spaces in Winnipeg	Funded Subsidized Spaces Outside Winnipeg
17,791 or 68%	8,522 or 32%	1,453 or 91%	151 or 9%	1,092 or 49.6%	1,108 or 50.4%
<i>Note: not all non-profit centres are funded and offer subsidy*</i>				<i>Note: not all family child care homes are funded and offer subsidy.</i>	

Of these Manitoba spaces, just over 26,000 are in funded, non-profit child care centres, while there are just over 1500 in unfunded non-profits* and only 1,604 or 5% of the

total in commercial, for-profit facilities. It is important to note that many of the for-profit centres (91%) are clustered in high socio-economic growth areas of Winnipeg.

2. "MB Family Services Annual Report," http://www.gov.mb.ca/fs/about/pubs/fs_ar_2013-2014.pdf
 3. "Childcare Working Group Briefing Paper," August 2013, <http://umanitoba.ca/childcare/>

Figure 1: MB Child Care Current Context

32,255 licensed child care spaces in Manitoba;
Provides spaces for **17.3%** of Manitoba's children
0-12 years old

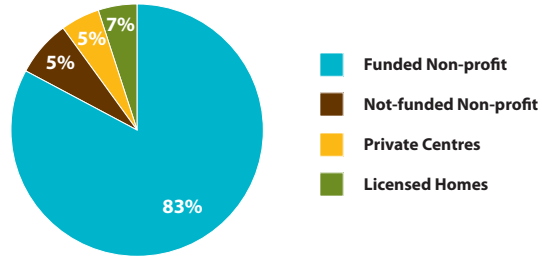


6 out of 10 people in MB live in Winnipeg and surrounding area



7 out of 10 licensed child care spaces in MB are in Winnipeg

MB Child Care Spaces



But how have these child care programs developed? Understanding the history of how programs for preschool children and families came into existence in Manitoba, and in Winnipeg, who developed them with what goals in mind, and how those efforts have waxed and waned over the

years is important background knowledge for any initiative striving to increase early learning and child care services. The historic Manitoba context can help inform the future.

Background – Manitoba’s Historical Context:

Licensed Child Care, or just “Day Care” as it has been labeled for many years, began in earnest in Manitoba in the early 1970’s. It should be noted, however, that day care centres were in operation much before

that time in Winnipeg, in the province and across the country. The historic roots of public education and then early education and child care in Winnipeg go back to the late 19th century.

Table 2. Historical Highlights of Manitoba’s Child Care Program and Policy Development.

<p>Pre 1900</p> <p>Before MB’s Public Early Childhood Care</p>	<ul style="list-style-type: none"> • 1877 - The University of Manitoba is established as a provincial University through a legislative act • 1890 - The public schools act is passed • 1892 - Manitoba’s first free public kindergarten is established in Winnipeg (at Logan and Ellen)
<p>1900 - 1967</p> <p>The Beginning of Public Early Childhood Care</p>	<ul style="list-style-type: none"> • 1909 - Manitoba’s first day nursery is established by Mother’s Association • JS Woodsworth & the All People’s Mission becomes known for their community work setting up day nurseries • 1953 - Gretta Brown becomes director of Mother’s Association Day Nursery – it is soon recognized as Western Canada’s most innovative child care centre
<p>1968 - 1990</p> <p>MB’s Child Care Hey Days</p>	<ul style="list-style-type: none"> • 1968 - Child Care eligibility under the Canada Assistance Plan provides subsidies for care and requirements for regulation • 1974 - MB establishes the Child Day Care program <ul style="list-style-type: none"> - Start-up and operating grants for Non-profit centres - Family day care homes - Subsidies for low-income families • 1983 - MB Community Child Day Care Standards Act

1990 - 2001

The Lean Times

- **1991** - Provincial child care funding is dramatically restructured and spending reduced

2001 - 2014

Rebooting MB's child care

- **2001** - Substantial public input results in the release of the first 5 Year Plan for Child Care in Manitoba
- **2004** - Economic impact study: \$1.38 returned to Winnipeg economy for every \$1.00 spent on child care⁴ - amended to \$1.58 return in 2007⁵
- **2007** - The Association of Manitoba Municipalities endorses child care for its benefit to the economy and community infrastructure
- **2014** - Manitoba's 3rd 5 Year Action Plan is released and calls for 5,000 new spots – a call for new building proposals is released

By the early 1970s, the Canada Assistance Plan's focus on poverty served to shift thinking about child care from a combined early learning and care program to seeing child care as a poverty reduction strategy. In this respect, the CAP was responsible for two philosophical legacies that shaped the future vision of child care in Manitoba and in Canada. The CAP cost-sharing criteria stipulated: funding eligibility was limited to public or non-profit organizations, and child care services needed to be regulated. Both requirements clearly affirmed and strengthened the philosophical vision that the wider community has a role in supporting its children and families.

As provincial governments started to develop child care and take advantage of the CAP cost-sharing, child care services were located under the provinces' welfare and social services ministries. This shift away from a primary kindergarten and education focus would have important implications for the next 40 years, and still impacts the Manitoba context today.

4. Time for Action: An Economic and Social Analysis of Childcare in Winnipeg. Childcare Coalition of Manitoba, Winnipeg. (May 2004) http://childcaremanitoba.org/images/stories/docs/cccmpublications/winnipeg_report5_04.pdf

5. Prentice, S. (2007) Rural ChildCare: Childcare as Economic and Social Development in Parkland. Winnipeg, MB: Child Care Coalition of Manitoba http://childcaremanitoba.org/images/stories/docs/cccmpublications/parkland_report.pdf

What about Auspice? The History of Manitoba's Not-for-Profit perspective:

In Manitoba and Winnipeg, day care continued to increase in numbers with such services usually organized by church groups or women's organizations. In 1974 the Province of Manitoba signed on to the Canada Assistance Plan and launched the beginnings of its child care program with both fee subsidies and maintenance grants available to child care programs that applied for a licence. The CAP funding requirements reinforced the importance of non-profit auspice to both the policy-makers and the child care community.

With Manitoba's long term history of social justice and community service, the majority of existing child care was already non-profit. As new programs developed, non-profit incorporation became an accepted part of the start-up process. The MB government's Day Care Office, the licensing and resource body, provided workshops and resources on how to create a non-profit corporation. By the time the Community Child Day Care Standards Act was enacted in 1983, the expectation of a not-for-profit governance model for child care had taken root and was strongly engrained in both the government of the day and the child care community's psyche. The public or non-profit requirement for eligibility for government grants was written into both the Act and the accompanying regulations. As a measure of public accountability, the legislation also included a requirement that parents be represented on the board of directors and thus be ensured of a voice in the overall governance of the child care centre. The Act also ensured compliance with the provincially-set maximum fee structure as a requirement for receipt of provincial funds.

These sections of the Community Child Care Standards Act remain at the core

of how Manitoba's child care program is delivered and funded. The basic wording has not changed since the first version of the Act in 1983, except for the term day care being changed to child care. While in other provinces, such as Alberta and Ontario, private for-profit child care has had a much stronger presence; in Manitoba child care development has stayed firmly rooted in the not-for-profit sector. Both the child care associations and ongoing government ministers have consistently espoused the benefits of a community-based not-for-profit service. Muriel Smith, Minister of Community Services from 1983–1987, reflecting on the importance of a not-for-profit publically supported child care system, commented recently that:

*A quality child care system has to be consciously developed over time. To think sufficient care will magically appear through the private sector is like thinking that if you gave each family on a street a cubic yard of gravel, you would magically have a road. It won't happen. It is not realistic. The economics of child care almost guarantee that for-profit child care will skimp on both the quality of staff and their pay. 'There is no profit (monetary at least) in child care.'*⁶

As we consider the pros and cons of each delivery model for the University of Manitoba it will be important to keep this piece of sage advice in mind. If there is no profit in child care one might then ask if the for-profit child care organization needs to make money, what impact does that have on the program. How do the not-for-profit and for-profit models compare in terms of meeting those measures of affordability, accessibility and quality? What does the Manitoba funding context add to the comparison?

6. Muriel Smith, email message to author, November 27, 2014.

To think sufficient child care will magically appear through the private sector is like thinking that if you gave each family on a street a cubic yard of gravel, you would magically have a road. It won't happen.

(Muriel Smith)



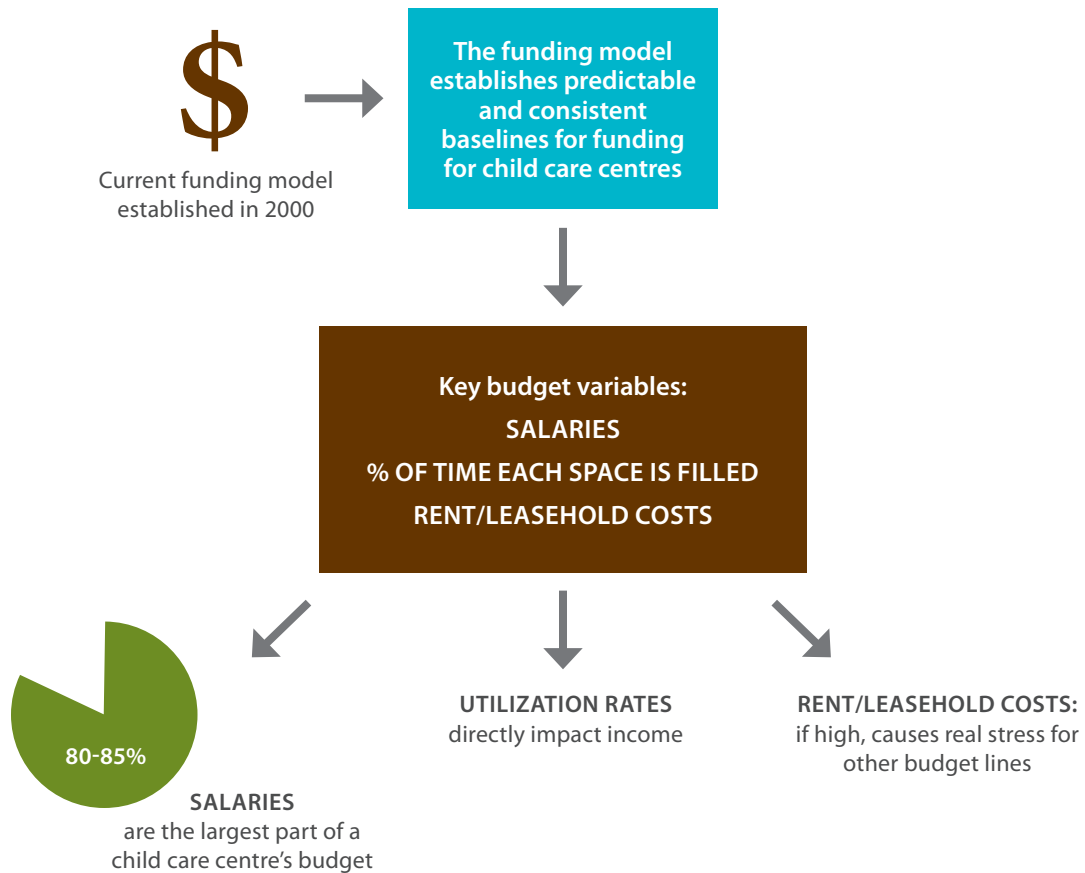
Manitoba's Unit Funding Model:

Since 2000, MB ELCC has funded the Manitoba child care program using a unit funding model that is based on the total cost of providing one unit of care (the staff to child ratio) to four infants, 8 preschoolers or 15 school agers (see Figure 1). Average operating expenses including salaries, calculated using the Manitoba Child Care Association recommended wage scale, were initially used to determine the expenses side of the

unit funding calculations. The maximum fee level and the amount of the operating grant provide the revenue half of the equation. When MB ELCC increases the unit funding amount it does so via increases to the operating grant and/or child care fees. For a typical Manitoba child care centre, the child care fees generate about 60% of their operating budget, and the provincial operating grant approximately 40%.

Figure 2. Manitoba's Unit Funding Model.

Child Care Fees typically generate about 60% of a child care centre budget; provincial operating grants about 40%.



Benefits of the Unit Funding Model

Operating under the unit funding model for the past 14 years, Manitoba's early learning and child care programs have experienced a stable, if basic funding strategy. Each centre knows their base income from year to year, and while always hoping for an increase to the operating grant, they have reassurance that their core funding is in place. This allows them to plan ahead without the added fear of being unable to continue operating due to losing their funding. It also ensures that programs can deliver good quality programming.

For the most part, this common baseline of funding also holds the programs at a similar level in terms of their budget

expenses and income. The unit funding model is not a line-by-line budget process so centre boards have the ability to adjust their budget within the model to reflect their own unique situation. Salaries, which typically make up 80-85% of a budget, are set by the individual board of directors, but are strongly influenced by the unit funding formula, and the MCCA recommended salary scale. It should be noted that the number of qualified staff is a key determinate of program quality. The other main variables that impact on a centre's budget are the percentage of time that each licensed space is occupied and generating income (utilization), and the rent/leasehold building costs.

Utilization Policy Affects Accessibility

Depending on the centre's location and their philosophy regarding parent policies some centres achieve a >95% occupancy rate, while others are somewhat lower. Centre boards of directors set these parent policies, and struggle with the challenge to maintain a high occupancy level, while still maintaining a family friendly focus. Key questions addressed in setting these policies include:

- Do we accept part time children, and risk having vacant days?
- How aggressively do we fill a space that has just become vacant?
- Will we allow an incoming family any time to give notice to their previous sitter, or start charging immediately once a space is available to them?
- Do we allow parents any sick days or vacation time, or always charge for 5 days per week?
- Do we charge students for care over Christmas break and summer holidays to keep their space?
- How do we balance the benefit of lower numbers as a way to improve program quality and working conditions against the option of juggling children between groups to be continually running at maximum capacity, with the minimum number of staff?

Centres have a continuum of perspectives and philosophies regarding these questions. The more vulnerable the parent population the more impact the policies have on families. In general, smaller centres that have a close relationship with families in their community are more flexible. Centres with large numbers of low-income families are more flexible. In an effort to encourage some balance over these contingencies, MB ELCC has incorporated utilization into the operating grant calculations for each centre. There is an annual utilization level below which operating grant is reduced for the upcoming year. Built into this calculation is recognition of the centre's willingness to enrol part time children, the size of the facility, and the remoteness of the location. However, a key aspect of the board of director's ongoing responsibilities is setting the centre's parent policies and then monitoring the financial impact of those policies against both the organization's mission statement and balance sheet. Or to say it differently, maintaining maximum income against accessibility and quality.

Fee Levels Kept Affordable

Naturally, the income variable in the unit funding calculation is directly impacted by the actual amount of the daily fee for each age group of children. Remember that the maximum fee that a funded child care centre can charge is set by the Province. The Manitoba government is now moving into its third 5 year vision or plan for the MB ELCC program. A constant for all three plans has been a commitment to keep child care fees at a reasonable level in order to make child care affordable to as many families as possible. Manitoba's fees are, and continue to be, the second lowest in Canada after Quebec.⁷

The fee subsidy program is designed to help families whose income is very low access licensed care. Non-profit and

for-profit centres and family child care homes may all enroll children receiving subsidies as long as they abide by the maximum fee limits. Non-profit child care facilities receiving provincial operating grants are required to accept subsidized children. Non-profit funded centres may not charge subsidised parents more than the maximum surcharge of \$2.00/day. However, a centre which does not receive any government funding, (i.e. usually a commercial for-profit centre), may choose to set its own fees and charge parents as much as they believe the market will bear. Thus the for-profit centres typically charge a significantly higher fee, which effectively limits the families that can afford to use their care.

Manitoba's child care fees are the second lowest in Canada after Quebec.



7. Carolyn Ferns and Martha Friendly, The State of Early Childhood Education and Care in Canada 2012. Moving Childcare Forward Project (a joint initiative of the Childcare Resource and Research Unit, Centre for Work, Families and Well-Being at the University of Guelph, and the Department of Sociology at the University of Manitoba) (Child Care Resource and Research Unit, 2014).

Fees are a Barrier for Low Income Families

Fee subsidies are paid directly to the child care centre or family child care provider on behalf of eligible parents. In order to qualify for subsidy a parent must first find a child care space for her child in a centre that does offer subsidy, and apply for subsidy. Eligibility is determined by an application process that includes an income test, and considers the hours that the parent needs care. To be eligible,

a family's net income must be under a certain amount and the parents using preschool or school-age centre-based or family child care must show they need care because they are employed or are looking for work, attending school or a training program; have a special need based on a family plan that the parent, professional and a child care provider will complete; or have a medical need and are undergoing treatment.⁸

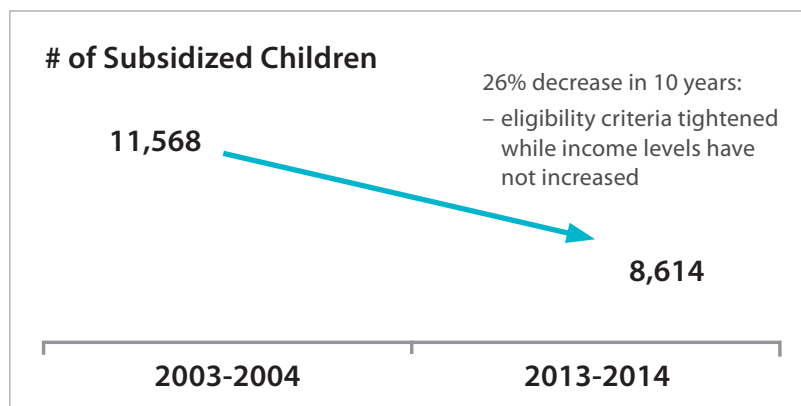
Figure 2: The Manitoba Child Care Subsidy Income Level Test.

Subsidies

Any centre receiving provincial funding **MUST** accept subsidized children.

ALL licensed centres (not-for profit, profit, home centres) can accept subsidized children.

\$2.00 per day is the maximum surcharge allowed for subsidized children.



Turning Point \$16,420
Single parents with income less than \$16,420 receive full subsidy for child care

Break Even Point \$28,354
Single parents with income less than \$28,354 receive partial subsidy for child care

No Subsidy
Single parents with income greater than \$28,354 don't receive any subsidies for child care

Low Income Cut-off \$29,004
Low income cut-off for cities of 500,000

8. Manitoba Government, Manitoba Early Learning and Child Care home page, <http://www.gov.mb.ca/fs/childcare/about.html>

Child Care Often Costs More Than University Tuition

At just over \$5,000 for 8 months, a parent's child care cost for an infant can be almost equal to his or her tuition costs. Added together it is costing her over \$10,000 of her limited income to go to university before she is able to cover the other basic living costs such as rent, food, clothing and transportation.

Unfortunately, that is not all. For even if students can demonstrate that they are a full time student by submitting their course schedule, as often requested, and are eligible for some level of subsidy according to their income, they may not be approved for child care on days they do not have classes. For such families, the centre's parent policy regarding part-time or flexible enrolment then becomes especially important. Moreover, most students need to work some time during the year. Even through Manitoba's fees are reasonable, the full 12 month child care cost for an infant rises to a staggering \$7,200 for any parent who does not have access to a subsidized child care space and eligibility for full subsidy. With these costs and other complicating factors, most parents find it very difficult to save money for university tuition and expenses. Going to university is undeniably a major commitment for any parent with young children, but the added cost of child care presents a major barrier. With subsidy support, it's a challenge; without a subsidized space a low income family has very few options. Access to subsidized child care is essential.

Families need access to child care on evenings and weekends as well. The cost and availability of child care are both challenges for students. As mentioned, centres are encouraged to be good financial managers and to give priority to full day time families. However, students (and employees) who are trying to juggle family, employment and education priorities often need care beyond the classic 8-5 Monday to Friday schedule. They are even more challenged when having to pay the \$5,400 – \$7,200 needed for full time care, plus the cost of private care for evenings and weekends. The Childcare Working Group Briefing Paper clearly spoke to the high need for more child care spaces, both full and part time. Again, these spaces need to be non-profit subsidized spaces in order to maximize affordability and accessibility for as many families as possible.

Their briefing paper also noted that a number of students reported missing classes due to lack of child care. A patchwork of neighbours, family and private sitters may be the only option available to many families, all of which impacts their ability to focus on their studies, their work, and their family. It is also well documented that stable caregiving arrangements are important for optimal child development. Amanda's story (a long-term student at the University of Manitoba) gives a graphic picture of what this child care juggling act can look like. Her story is certainly not unique.

Amanda's Story:

"I was accepted into the nursing program in September 2004, and tried to fast track my course load (take over the full time requirements) in anticipation to start my career early. The year before graduation, we found out I was pregnant with our first daughter. My husband was able to obtain parental leave through his employer for 9 months, and I was determined to breastfeed and supplement with formula if needed. Therefore, when our daughter arrived on October 14th, I was in the midst of clinical rotations for med/surg. rotation of the nursing program. My husband brought our daughter to either HSC - where I was doing my clinical rotation at the time or to the U of M every two hours so I could nurse her. A few of the teachers at the U of M were kind enough to offer their office to allow for privacy.

When I was accepted into the Masters of Nursing program in the fall of 2010, my husband and I already had our second daughter and she was approaching her 1st birthday. I once again, was quite privileged to find a home daycare close to the university. I was able to drop off S. before my courses, and pick her up after. I switched my rotation at work to now work nights part time, to allow the opportunity to keep a steady source of income, attend courses, and ensure daycare was available for both our daughters. This worked until I found out I was pregnant with our third daughter.

Thankfully I had the foresight to take on a full time course load and was near the end of my course requirements through the U of M. I made arrangements with the 1 course leader to allow me to take our baby to our weekly 4 hour class as long as she was not a 'distraction'. Needless to say I worked nights until I was able to get our third daughter into the daycare with her two sisters.

Physically nights are the most challenging shift to work when you are a mom. I worked on very limited sleep for quite a few years. I am thankful I chose a career path that is flexible with hours, and am motivated to provide our daughters with the opportunity to know that they too can succeed if they are determined enough to do so."

Personal story shared with author via email Oct. 10th, 2014

By former U of M student: Amanda, RN, BN

Strengths and Challenges of the Manitoba Program

The Strengths

Manitoba's Early Learning and Child Care program has some strong benefits, but there are still challenges that affect groups wanting to establish child care spaces. Manitoba's child care system is built upon a community-based, non-profit model. As noted, the Community Child Care Services Act and Regulation 62/86 require that government funding flow only to not-for-profit incorporations or co-operatives. Similar to parts of our health care system not supporting private health care, child care legislation limits the use of taxpayers' dollars to the not-for-profit sector. Legislation also requires that each of these organizations include parents on the volunteer board of directors. Ensuring parent and community input is a public good, as it builds a sense of ownership and empowerment as well as helps ensure the service meets local needs.

A. Working within Manitoba's ELCC funded system provides a number of operational benefits for the child care service. As well as the community-based focus, this ELCC system makes it possible to access considerable public financial support, i.e. 40% plus of a typical centre's annual operating budget. This long term commitment of operating funding:

- Allows centres to plan and budget.
- Maintains more affordable fees than in other provinces.
- Ensures child care is accessible to all income levels, and discourages centres from setting high fees and using parents' income as a way to prioritize enrolment i.e. limits 'cherry picking'.

- Ensures Manitoba's strong commitment to a level playing field and quality care for all.

B. The key variables for each centre as management strives to deliver a quality program, which is also affordable and accessible, are the costs related to a) the physical space, i.e. rent or mortgage costs, plus building & maintenance expenses and b) the labour costs, i.e. ECE and child care assistant salaries. The amount of a centre's fixed costs for rent or mortgage plus utilities, and building and maintenance costs then determine how much remains to cover any additional staffing and programming costs. All centres staff to minimum ratios first and then consider strengthening their staffing complement, which in turn is proven to enhance quality, if there is any surplus in the budget.

- Reduced rent or mortgage costs do benefit those centres that get supports from University landlords. As Martha Friendly notes in the Child Care in Canadian Universities report "university child care centres appear to employ more ECE-qualified staff than is required by their provincial regulations" (p. 23). There is no doubt that the ongoing rent support from the University of Manitoba helps the child care programs reach a higher level of best practise and higher quality care.

C. As well as the operating grant and parent subsidies, there is a package of other specific supports available to licensed, not-for-profit child care centres and to their staff from the Province of Manitoba ELCC program.

Provincial operating grant = approx. 40% of a funded child care centre's annual budget.

Building and start-up costs for a new centre can easily reach \$2.5 - \$3 M.

- A key item that aims to support a quality ECE work force has been the establishment of a pension plan. Recognizing that qualified, stable staffing is a key aspect of a quality ELCC program, in 2010 the MB Government introduced funding support for pension plans and retirement supports for child care workers including supports for the employer contributions to pension plans up to 4% of employee salary, matching RRSP contributions for family child care providers, and a retirement benefit for child care workers.

Table 3: Average Building Costs for Child Care Centre in Manitoba

▶	\$250 - \$350 PER SQUARE FOOT <i>Current Average in Manitoba.</i>
▶	88 - 100 SQ. FEET <i>Per licensed space recommended as plan for total build.</i>
▶	\$350 x 100 x 80 SPACES = \$2,800,000 <i>Est. for an 80 space centre built to best practise size.</i>
▶	MB ELCC Capital Grant <i>If approved: \$600,000.</i>

The Challenges

- Getting approval as a “funded centre” is the first major hurdle facing any new child care centre. Each year provincial financial constraints limit the number of new centres approved for subsidized spaces and ongoing operating funding.
- The start-up costs for building and then equipping a 72 - 80 space centre can now easily reach \$2.5 - \$3 million with current health and safety requirements and building costs (see Table 3). As opposed to 30 – 40 years ago repurposed spaces, especially basements, now often

do not pass the health and fire safety requirements. As the Campus Planning internal work showed, it can be quite expensive to retrofit an unused building.

- Subject to the Department’s annual budget, capital building grants may be available to community-based programs up to \$600,000.00 or 40% of costs, OR up to 100% of basic construction costs for centres located in public schools. However, this capital funding is a limited provincial government budget line determined by each year’s provincial budget. As costs increase, and government budgets get stretched, there is a ceiling on capital grant dollars as well as the number of new centres that can be funded. Interested programs are well advised to have a strong building and financing plan, ready and waiting for when the call for applications is issued.
- Even if approved for the capital funding, the group is responsible for raising the rest of the money. Major fundraising is a special skill, and a large time commitment. While a capital funding drive typically includes successful applications to a number of granting and philanthropic organizations such as Community Places, the need to raise this large fund of money, usually \$1.5 - \$2 million, is enough to stop many groups.
- If they manage to proceed, community child care centres frequently start with a substantial mortgage or loan payment to add to an already tight operating budget. Many new groups do not have collateral to secure the loan and committed board members have been known to personally co-sign second mortgages. In several rural communities, a community appeal resulted in supportive community members (often grandparents) each co-signing for \$10 - \$20,000.
- Again, while Manitoba government funding typically makes up 40 - 45% of the operating budget (see Table 4), interested groups must put their name on

a waiting list for this funding, and there is no guarantee when, or if their application will be approved.

G. As Muriel Smith reminds us, there is little or no profit to be made in child care. The budget is tight, and centres consistently spend similar amounts on the main items (see Table 4). As programs try to find the balance between fiscal health and affordable, accessible services, the provincial government operating grant is an important component of each funded centre's budget. A for profit centre would be using very different definitions of affordable and accessible child care.

Developing any new enterprise requires a strong package of organizational and project planning skills; child care is no different, except that these expectations often fall on the shoulders of very busy working parents, students and community volunteers. The importance of a well thought out long-term plan involving the support of several stakeholder groups cannot be overstated. The University of Manitoba has important expertise in these areas; these are strong assets to bring to a partnership.

Table 4: Generic Budget Summary of a 80 Space Centre.

GENERIC BUDGET SUMMARY 80 SPACE CENTRE		
Revenue	Average % for a Typical Centre	Budget this Year
Fees	0.51	\$417,456.00
Requested Operating Grant	0.49	\$430,672.00
Total Budgeted Revenue	1	\$848,128.00
Expenditures		
Salaries & Benefits	0.84	\$712,428.00
Program	0.05	\$42,406.00
Office & Building	0.06	\$50,888.00
Administrative	0.05	\$42,406.00
Total Budgeted Expenditures	1	\$848,128.00
Annual Surplus (Deficit)	0	0

*Note: Operating grant calculated using January 2015 increases;
 Fees calculated at 87-90% enrolment, and at max funded fee levels
 Increasing the utilization (attendance) % - impacts the % of income from fees and grants
 Percentages for expense breakdown from "Financial Considerations for New Child Care Centres"
 As shared by MB ELCC as part of new centre orientation (40 space centre).*

The Current Situation:

To date, the development of the University of Manitoba child care system mirrors that of the other U15 universities across the country and Manitoba's own provincial child care system. The two centres on the main campus were both established over 30 years ago, one directly under University management and the other as a not-for-profit incorporation (see Table 5).

The University also now has connections with Makoonsag Intergenerational Children's Centre, which opened in 2012 and enrolls children from the William Norrie Centre's Inner City Social Work Program as well as the Urban Circle Training Program. Both training programs and a strong committed group of other community stakeholders helped fundraise for the 52 space child care centre, which took 7 years of planning, fundraising and construction to come to reality. The project had strong leadership from Eleanor Thompson throughout the project. They also received inspiration and guidance from the vision

of aboriginal elders active in this inner city area. Currently about one-third of the parents using Makoonsag are students from the Inner City School of Social work.

Makoonsag is looked to as a success story in terms of child care and community collaboration. It also clearly demonstrates how much more complex the process of developing child care services can be now as opposed to several decades ago. A careful look at the models available to the University of Manitoba needs to consider all options.

Table 5 offers an assessment of the Child Care services currently available at the University of Manitoba, applying the key factors of affordability, availability, and quality as measures of the effectiveness of its various child care programs and aligned service. The table also offers an assessment of Family Resources services provided at other U15 campuses.

Table 5: Child Care Availability at UM – Assessment of Delivery Models

CENTRE & MODEL	AFFORDABILITY	ACCESSIBILITY	QUALITY
	<i>Average cost</i>	<i>Licensed spaces # Ages</i>	<i>Staff # working with children University Supports</i>
Campus Day Care Centre Inc. Est. 1974 Non-profit Non-profit located on campus with University as landlord.	\$30.00/day Infants \$20.80/day Preschool MB ELCC approved for funded spaces Subsidy Available	64 spaces Only 4 spaces for children under 2 yrs. Centre Board sets enrolment priorities Capacity to develop new spaces impacted by: <ul style="list-style-type: none"> • Board commitment & knowledge, • Access to capital \$\$, • Site has child care programming, licensing and policy management expertise 	15 staff 9 ECE; 6 CCA Reduced or No-cost (rent, occupancy costs, payroll service, accounting) Use of University facilities Often higher quality as all \$\$ are reinvested in programming
The University of Manitoba Play Care Centre Est. 1983 Non-Profit University is the license holder.	\$30.00/day Infants \$20.80/day Preschool MB ELCC approved for funded spaces Subsidy Available	20 spaces * 2 – 6 yrs. Provision for up to 8 SA spaces during school holidays within the 20 licensed spaces University sets enrolment priorities Capacity to develop new spaces impacted by: <ul style="list-style-type: none"> • University budgeting and approving development or expansion plans 	6 staff 3 ECE; 3 CCA Reduced or No-cost (rent, occupancy costs, payroll service, accounting) Use of University facilities University benefits for staff.
Makoonsag Intergenerational Children’s Centre Inc. Est. 2012 Community based non-profit	\$30.00/day Infants \$20.80/day Preschool MB ELCC approved for funded spaces Subsidy Available	52 spaces** 12wks – 12 yrs. Approx. 1/3 of spaces used by U of M students and faculty Centre Board sets enrolment policy for spaces allocated to University students, staff, and faculty	UMSU provides annual donation Any additional funding support from partners would facilitate higher quality care
U of T and U of BC both have Family Resource Programs & off-campus network of Family Child Care Home	MB Family Child Care homes can offer subsidy MB FCC maximum fees: \$22.10/day infants \$18.20/day Preschool	None at present: U of M Students Services offers limited child care supports. Numbers of licensed family child care homes is declining in MB and across Canada. A support network could: <ul style="list-style-type: none"> • Encourage licensing, • Connect students with home providers. 	Resource network provides: <ul style="list-style-type: none"> • Ongoing contacts • Stabilizes enrolment • Reinforces professionalism and monitors quality
Kids & Company Close to U of M For-profit commercial organization on campus	\$70.00 / day Infants \$47.00 / day Preschool Subsidies unavailable	None on U of M campus None on U15 University campuses For-profit centres in communities prioritize enrolment via high registration and daily fees.	Both Canadian and international research shows quality often lower in for-profit centres.

* Exemption granted to MB Reg. 62/86 section: 9 (1.1) Natural light

** Compliance with MB Reg. 62/86 Section 7 (4) Proportion of Trained Staff

Table 6 provides added details on the comparison of child care services in Manitoba, at the University of Manitoba, as well as at responding U15 universities.

The details provide an informative glimpse at how the University of Manitoba compares to other universities across Canada.

Table 6: Child Care Models in Context

MODEL	MANITOBA	U OF M	RESPONDING CENTRES ON U15 UNIVERSITIES
Non-profit corporations	95% of Manitoba centres are not-for-profit	1 / 3 - Campus Day Care Centre Inc.	27/32 centres or 84%
University ownership and management	Infrequent	1 / 3 - Play Care Centre	5/32 centres or 16%
Partnership with non-profit child care centre near campus	Multiple sites encouraged in MB to increase organizational and financial efficiency	1 - Makoonsag U of M students use approx. 1/3 of spaces. Received start-up support from School of Social Work students and UMSU. UMSU provides annual grant.	21/32 of responding centres are situated on campus, while 11/32 are located off campus 17/32 are operated by an off campus non-profit child care organization (satellites)
Family Resource Programs Network of off campus Family Child Care Homes	Each family child care home directly licensed by province. Family Dynamics Inc. piloting a training and resource program for initial licensing.	None at present: A rich range of Student Services on campus but limited focus on child care and family resource supports. U of M Child Care Website posts contact info for the two Child Care centres and a link to the MB ELCC online registry	4/32 of the centres' universities have family resource programs & links with family child care provider networks and agencies. Provide evening and extended hour care. Used esp. for ESL families who prefer a home setting. No family child care is directly on campus
For-profit commercial organization on campus	5% of Manitoba centres are for-profit Two for-profit centres are located in south Winnipeg.	None	None at any of the responding universities

Summative Reflections

Before considering next steps to move forward with child care services and programs at the University of Manitoba, it is important to reflect on the various models outlined in Tables 5 and 6. The following provides a number of reflections on the current state of child care at the University of Manitoba and issues relevant to the proposed initiatives.

Non-profit child care centres: This model has much to recommend it as the preferred delivery model.

- U of M acts as the supportive landlord; the Child Care board of directors is the accountable organization.
- An incorporated framework already exists, including administrative and program policies.
- If the existing child care centre board of directors is in agreement, the model can be replicated with a minimum of risk or uncertainty.
- Non-profit = Government funding and subsidy = Increased Affordability and Quality

University Ownership and Management: This model comes with benefits, but also more challenges.

- U of M is the legally responsible organization and licensee.
- Financial responsibility also rests with the University.
- The provincial unit funding model applies but the government funding must be directed to the program.
- The salary agreements for the unionized staff increases the size of salary expenses.
- The small size of the Play Care Centre seriously limits the centre's ability to operate efficiently.

- Government funding and subsidy = Increased Affordability and Quality

For profit commercial organization on campus: Just as no other U15 universities have chosen this model, it is not recommended here.

- No commercial for-profit centres operate at U of M; nor do any exist on other U15 campuses. All universities have been cognizant of public opinion regarding the 'business' of making profit off students and their children. All have looked to other options and decided to not proceed with this for-profit model.
- Higher fees and no subsidized spaces reduce affordability.
- Research shows for-Profit model shown to be of lesser quality.

It must be noted that there are two for-profit centres located in the south quadrant of Winnipeg. These facilities are accessible to parents with the ability to pay the higher fees (at least double) charged by these centres. The University may simply decide to ensure that information about these centres is included on the list of community centres and homes provided to families looking for care. As of January 2015, these centres advertise that they do have spaces available.

Partnership with another non-profit child care centre near campus: Strong potential for future development.

- Makoonsag Intergenerational Children's Centre Inc. is an excellent example of such a partnership. It also highlights the complexity of a child care development project. Because of this complexity, partnerships are encouraged by MB ELCC as a way for community groups to move forward. Similar partnerships exist at

Home-based child care can be more comfortable setting for some families.

many U15 universities with 17 of the 32 responding centres identifying as located off campus. This option will be especially relevant as the Southwood Lands are developed, as well as for ongoing development near Bannatyne campus.

- An opportunity may exist in the near future to partner with Children at the Centre and Winnipeg Regional Health Authority. While the number of spaces dedicated to the University of Manitoba families will be small, the investment should also be smaller.

Family Resource Program and an off campus network of family child care homes: A new model to Manitoba that can build on models at other U15 universities. Strong potential for addressing unmet needs.

- A number of the U15 centres have family resource programs and network with family child care homes in the community.
- Home-based child care can be a more comfortable setting for some families. As well family child care providers are more likely to provide flexible hour, evening and weekend care than a child care centre. A network of family child care homes would increase accessibility.

- In Manitoba family child care rates are lower and can be subsidized. Subsidized spaces and regulated fee results in increased affordability.
- Developing a supportive relationship with a network of FCC providers will require time and child care knowledge. Working in partnership may again be the solution. A network could be facilitated through partnership with an agency such as Family Dynamics Inc.

Note that MB ELCC has identified an interest to pilot family child care development and network models to increase the number of licensed homes. Family Dynamics is piloting a training project to help new family child care applicants become licensed providers.



What UM has Accomplished (2012-2014):

The University of Manitoba has been considering the issue of additional child care capacity for a number of years. The background report by the Childcare Working Group has confirmed a large unmet need; plus an ever-increasing number of communications and planning documents demonstrate that overall the University of Manitoba understands the importance of child care, that the University 'gets it'. The sense of excitement we were greeted with by everyone we talked to over this past year at the University shows that faculty and staff see child care as a valuable resource. In summary:

- In 2012, the University of Manitoba struck a working group to look at the issue of child care on all campuses and assess the needs of students, faculty and staff. The Child Care Working Group submitted a report to the Vice Provost (Students) in the summer of 2013.⁹ The Child Care Working Group Briefing Report (2013) confirmed a large unmet need for child care for the University of Manitoba students, for staff and for faculty members. The report gave special mention of the academic success of Indigenous students and international graduate students being closely connected to family needs such as child care (p. 11-12). The report also highlighted the need to intentionally incorporate child care services into Southwood Lands development and into all future student housing developments.
- The President of the University of Manitoba attested to the University's understanding of the importance of child care in a submission to the Province of Manitoba's child care consultation, Nov. 20, 2013:

We know that access to high quality licensed child care is essential for student success – particularly for Indigenous students – and to help reconcile the work/family needs of our staff and faculty. As you will see from our recommendations, the University will continue to do its part to integrate early learning and care services into our campus developments.¹⁰
- The University of Manitoba Bannatyne Campus Master Plan (May 2014)¹¹ noted that the community engagement feedback named child care as a serious need, and that a child care centre should be a priority in campus development. The plan identifies an opportunity to partner with community stakeholders as day care has been identified as a neighbourhood issue as well (p. 22).
- "Taking Our Place: The University of Manitoba Strategic Plan 2015 – 2020" released in the fall of 2014 names 5 strategic priorities:¹²
 - There is an especially clear link between child care and priorities III. *Creating Pathways to Indigenous Achievement* and V. *Forging Connections to foster high impact community engagement*. It is amply proven that the presence of accessible, quality

"We know that access to high quality licensed child care is essential for student success"

*(David T. Barnard,
President,
University of Manitoba)*

9. Childcare Working Group Briefing Paper, August 2013, <http://umanitoba.ca/student/media/Childcare-working-group-report-2013.pdf>

10. David T. Barnard, President, November 20, 2013. Correspondence to Deanne Crothers, MLA re University of Manitoba's submission to the Province of Manitoba's childcare consultation. http://umanitoba.ca/student/media/UofM_submission_mb_consultation.pdf

11. "The University of Manitoba Bannatyne Master Plan", May 2014. Cibinel Architects Ltd. Winnipeg, MB

12. "Taking our Place: University of Manitoba Strategic Plan 2015 – 2020, Winnipeg, 2014", <http://news.umanitoba.ca/university-of-manitoba-launches-strategic-plan-for-2015-2020/>

All 32 of the centres surveyed (at U15 universities across Canada) were not-for-profit.

child care available for students, faculty and staff, will support the successful attainment of each of these priorities. Child Care acts as an enabler for a number of the specific goals and the supporting actions that build on each of them. The plan also tells readers, "Staff wanted better work-life balance, which they suggested could be enhanced through offerings such as accessible child care and flexible work schedules." (p. 7)

- The 2013 Working Group's Needs Briefing Paper resulted in the University of Manitoba undertaking further work on the Child Care Initiative, including a website, and a contract for the U15 research and this current paper. The University of Manitoba Child Care Website notes "In response to the report, the University has committed to better understanding the issues, and to exploring child care options that may help to support students, staff and faculty." A contracted research team, Martha Friendly and Canadian Childcare Research and Resource Unit, has recently completed a thorough research scan of child care at the U15 universities. Thirty child care centres associated with U15 universities plus other Manitoba universities and two other Manitoba public institutions completed the survey.

The results show that:

- All U15 universities have child care on some or all of their campuses.
- All 32 of the centres surveyed were not-for-profit; 27 were operated as separately incorporated non-profit incorporations, while 5 were operated directly by the university. None of the centres on university campuses operated as private for-profit businesses.
- University support for child care was quite high, with 25 of 29 centres answering indicating reduced or no rent, and 20 having reduced or no occupancy costs. Support for communications and repairs/maintenance were also common. Fifteen of the centres reported receiving annual grant or cash contributions from the university.¹³

Yes, clearly U of M sees the need to consider what short and longer term opportunities exist to develop child care services as an expected and intentional aspect of the university environment. They are to be commended for that commitment.

13. Martha Friendly and Lyndsay Macdonald, Child Care in Canadian Universities, Background research and analysis for a child care feasibility study for the University of Manitoba (Toronto, ON: September, 2014).

The Challenge Now is to Move From Theory to Action

In spite of the University of Manitoba reports and letters highlighting the clear appreciation of the need to develop more child care services for students, faculty and staff on all campuses, and declaring the intention to do so, the way forward is still uncertain.

In the fall of 2014, Manitoba Early Learning and Child Care released a call for applications for the Family Choices Building Fund – Community Based Stream to provide up to \$600,000 of capital funding to community based child care centres to support the development of new child care spaces. This presented an opportunity for the University of Manitoba.

- Senior members of the Child Care Working Group and Campus Planning began the pre-application process.
- The background work included an initial scan of potential space available in existing University buildings and renovation costs vs. identifying potential sites and building costs for a new purpose-built facility. A new build was determined to be the most cost effective.
- An approach was made to University senior financial management in mid-November for approval to submit the application in co-operation with Campus Day Care Centre Inc. Exec Director and Board members.
- The final decision was that, unfortunately, at this time the University of Manitoba could not support or partner on a \$2 million capital child care project.
- The Board of Directors of Campus Day Care Centre Inc., which had come into the discussion at the eleventh hour, was unprepared to proceed with the application without the University's partnership.
- The application deadline passed.

What Next Steps Can the University of Manitoba Consider?

Even though the University of Manitoba has been actively considering the serious shortage of child care for over 2 years, it is apparent that more work needs to be done. There is agreement that an additional child care centre at Fort Garry Campus and a centre at Bannatyne campus are required immediately. It is also acknowledged by those involved in the child care initiative that 2 additional centres will address just the tip of the iceberg – in the long term, much more is required. As noted on their Website, the University requires long term planning and a better understanding of the issues and options in order to develop additional child care resources.

2 additional centres will address just the tip of the iceberg

Even with a broader understanding of the issues and options surrounding child care, as detailed in this report, moving ahead with child care is not a simple equation; it is never an easy process to construct a new child care centre, or even to renovate an existing building. As a community or organization considers how to best develop more child care, simply building a building may be the first idea that comes to mind, but it is only one piece of the puzzle. Capital dollars and operating funding are other critical elements, but the planning process cannot even stop there. A comprehensive child care services plan also needs to incorporate part-time and flexible care spaces, and family resource supports that help parents understand

what services are available and how to access child care centres, family child care homes, and parent-child groups, both on-campus and in the wider community.

At the intersection of these various questions and issues lies the possibility of developing a well-rounded comprehensive child care initiative at the University of Manitoba. A clear sense of the vision and the options is part of the equation, but it must also address strengthening the University's capacity to move the vision forward to reality. Dimensions of this initiative are outlined in the next section of this report as a comprehensive suite of options. The ten recommendations are inter-related and should not be read as a hierarchy – all are important and build one on the other to create a complete child care services initiative. Each option is framed in reference to one essential goal:

At its simplest, the goal must be an increased number of affordable child care spaces accessible to the University of Manitoba students, faculty and staff. Given the impact of MB's funding structure, i.e. operating grants & maximum fee = subsidized, affordable spaces with a strong base of quality care and financial viability; the overarching recommendation is to opt for not-for-profit status, and to seek ongoing operating funding.

Rebooting the University of Manitoba's Child Care Agenda: U of M Child Care Options

Recommendations for Action:

1. Relocate Play Care Centre:

A relocation plan for Play Care Centre must be developed and implemented as soon as possible. The University of Manitoba Play Care Centre management should consult with the Play Care Centre director, with Campus Day Care Centre and the Child Care Services Lead (if in place) to develop a relocation plan for the Play Care Centre that ensures the centre relocates as soon as possible, and that these 20 licensed and funded spaces are maintained on campus. Ideally, this relocation will result in a larger centre, one able to serve more members of the University community.

RATIONALE: The current location in the basement of University College does not meet licensing requirements and presents long term health and safety concerns. It is essential that the children are not cared for in this present location any longer than absolutely necessary. The relocation plan should determine a new physical location for the 20 child care spaces that meets all licensing criteria and provides the children a safe and high quality play environment. Efforts should also be made to merge organizational and management structures to improve efficiency of operations. While The University of Manitoba Play Care centre has been in existence since 1984 and has provided important support for many children and families from that time, it has an ongoing licensing provision regarding its basement location. It is also a well proven challenge for a centre with only 20 spaces to operate efficiently.

2. Child Care Centre Development:

- a) **Develop new child care centres at both the Fort Garry campus and Bannatyne campus as satellites of Campus Day Care Centre Inc., with the executive director and board of directors full partners in the planning.**
- b) **Maintain the current model of child care service delivery, including:**
 - i) **the existing landlord / centre relationship with long term lease agreements,**
 - ii) **not-for-profit service delivery, and**
 - iii) **the funded programs and subsidized fee structure that combined together have served the University so well for over 30 years.**

RATIONALE RE AUSPICES: The need for more child care spaces for students, staff and faculty at each campus is pressing and growing. In Manitoba's child care climate, not-for-profit auspice is by far the recommended option for developing these new programs. This model is both financially more viable, with over 40% of operating costs coming from the public purse once approved for funding, and the non-profit model has a long history in Manitoba as a trusted and respected mechanism of delivery. The University of Manitoba is in a strong position to model the development of high quality child care that is in keeping with what other universities across Canada are doing.

Rather than compounding the challenge of developing new incorporations for each new centre at Fort Garry and Bannatyne Campuses, best practise suggests developing each one as a satellite of Campus Day Care under their existing incorporation and management. This allows for efficiencies of scale, builds on the expertise already developed at Campus Day Care, expands the career ladder for the ELCC staff, and facilitates families moving between programs. The new centre on Fort Garry Campus could include the 20 licensed and funded spaces of Play Care, as it relocates out of unsuitable space in the basement of University College.

RATIONALE RE LANDLORD ROLE AND LEASE AGREEMENTS: As at the majority of U15 Universities, the University of Manitoba has a collaborative and long term relationship with the not-for-profit funded child care centres on campus. As is the case at the University of Manitoba, the majority of U15 universities act as partners and do not charge the child care centres on their campuses rent or occupancy costs. It is strongly recommended the University of Manitoba maintain this relationship with Campus Day Care Centre and Play Care Centre and all future child care centres. It is also strongly recommended that the University of Manitoba extend the current lease agreements to provide long term stable lease agreements of at least 25 – 40 years.

- 3. A Child Care Services Lead at U of M to serve both Fort Garry and Bannatyne campuses:**
Create a Child Care Services Office with a staff position designated as the University of Manitoba Child Care Services Lead. This Office and staff position should have a clear mandate to actively facilitate the development of child care services at the University of Manitoba, as well as undertaking a government relations and community outreach campaign to advocate for university child care.

RATIONALE: The Early Learning and Child Care system in Manitoba is complex, as is the University of Manitoba's organizational structure and planning processes. For the University of Manitoba to successfully implement a comprehensive child care development plan the individual charged with leading the initiative must have a strong base of knowledge, expertise and passion as well as being well-integrated into the university structure. Child care service development will be an ongoing planning issue for years to come. It is not a one-off activity. Child care services must have a responsible 'go-to' office and a champion, a.k.a. a Lead or Director.

- 4. Family Resource Program for U of M students and staff:**
Develop a Family Resource Program as part of the Child Care Services Office, and allocate the resources necessary to ensure a comprehensive range of supports are available to families with complex family care needs. This service could be provided a) directly by the U of M or b) through a partnership with an off-campus agency. Links to a network of family child care homes should be an integral component of this family resource program.

RATIONALE: The University of Manitoba does not have a specific Family Resource office. By developing a family resource centre on each campus the University of Manitoba has an opportunity to:

- strengthen the linkages between the existing U of M services,
- provide increased resources for U of M families, and
- support the ongoing development of additional family child care spaces in off campus student housing, as well as in the Fort Garry and Bannatyne neighbourhoods.

Top U15 universities have been very intentional about supporting the family needs of their students, staff and faculty, for instance:

- The University of Toronto has a Family Care Office and its website describes their work this way:
*The Family Care Office supports current University of Toronto Students, staff, faculty, post-doctoral fellows and their families with any family care related issue.*¹⁴
- The University of BC has a Family Resource Centre that offers a wide range of supports to both single parents and families on campus. Organized under Student Services the program has a detailed informative website that welcomes families and provides many links to on-campus resource programs:
*Students who are parents: Many students bring their families with them when they attend UBC. If you are a student who is a parent, there are plenty of programs, resources and initiatives that can assist you.*¹⁵

Family child care development:

As well as providing a range of family supports directly, it is recommended the resource centre investigate the possibility of a partnership with an organization such as Family Dynamics Inc., a long established family resource agency in Winnipeg to develop a network of family child care homes in the surrounding housing developments and residential areas. Family Dynamics already has a network of Family Resource centres located across the city. Currently Family Dynamics is piloting a Family Child Care training program, and 3 of the participants are from the Fort Garry area of the city. Potential providers near both campuses may well be attracted to a new model of networked, well-resourced homes caring primarily for university families.

Also Manitoba Early Learning and Child Care's 5-year plan identifies the possibility of

“setting up new approaches to licensing and monitoring centres and homes” (p. 6). Even more recently, the province has posted a RFP for Early Learning and Consulting Services to act as Commissioner and lead the redesign of MB's system of early learning and child care. The Scope of Work makes mention of “hub models that integrate services for children and families, possibly under one governance body, including family child care” (p. 23).¹⁷ Clearly there is an interest in exploring new models such as these and the University of Manitoba Family Resource Centre and the Child Care Services lead could be instrumental in developing some real time pilots. Direct service development could be the responsibility of Family Dynamics Inc. The possibility of a new model of child care service already exists; Anne Grewar, Coordinator of the Family Child Care project at Family Dynamics, has signalled her interest in discussing this unique opportunity further.

5. Government relations and outreach activities:

Initiate a strong government relations and outreach campaign that involves all levels of the University of Manitoba, with a goal of securing Manitoba government approval for additional funded, subsidized child care spaces as well as capital funding approval for projects developed in partnership with the University.

RATIONALE: a) The MB ELCC funding, with its unit funding structure, makes Manitoba's program strong in terms of financial stability and support for quality care. Funding approval is essential for the stable long term expansion of child care programs at the University of Manitoba, and across Manitoba. But just as the University has limited funds, so too does government. It will be difficult for either

The University of Manitoba could be instrumental in developing some real time pilots.

14. University of Toronto, Family Care office, http://www.familycare.utoronto.ca/about_us/index.html

15. University of British Columbia, Student Services, <http://students.ubc.ca/campus/diversity/student-parents>

16. Family Dynamics, main web page, <http://www.familydynamics.ca/>

17. Government of Manitoba Request for Proposals for Early Learning and Child Care Consulting Services, RFP # 15O002245, Issued January 16, 2015

party to 'go it alone' to pay the cost of building several new centres. Currently there is an opportunity to suggest a partnership and both parties need to become excited about the possibility of working together. Released in June 2014, Point One of MB ELCC's 5-year plan, Family choices: Manitoba's Plan to Expand Early Learning and Child Care, states "Manitoba will also explore the possibility of using new models and partnerships to support centre development."(p. 4) **b)** Funded, subsidized spaces are essential for accessibility and affordability. By partnering on the capital build-side, it may also be possible to secure operating grant and approval for subsidized spaces.

To support this recommendation further initiate a strong public awareness campaign within the University of Manitoba and in the community regarding the benefits of child care for students, faculty, staff and the wider community.

- 6. Explore a pilot for new ways of financing child care capital builds with Province of MB:**
Ensure that the government relations and outreach campaign with the Province of Manitoba include consultations regarding a pilot initiative to recognize that other public institutions besides elementary schools, especially universities and hospitals, are also optimal sites for Early Learning and Child Care centres, and should be considered for up to 100% capital funding.

RATIONALE: The Province of Manitoba Child Care in Schools policy has encouraged the development of child care in schools since 1986. This Child Care in Schools policy articulates the understanding that capital investment in child care using taxpayers' dollars is best situated in public buildings, such as schools that provide services to children and families. There is potential here for an expansion of the policy to include other

public educational institutions and the University of Manitoba is well-positioned to explore it with senior government representatives.

Note that currently the 100% for public schools capital funding comes with a minimal licensing level of space and design criteria. This must be referenced as less than ideal, and should be refocused on best practise criteria. Again, a partnership between the University of Manitoba and the provincial government to pilot a new best quality build may be a way forward.

- 7. Internal U of M Child Care Implementation Team:**
Establish an internal cross-department Child Care Implementation Team for the University of Manitoba (with a makeup similar to the initial needs working group) to support and advise the Child Care Services Lead.

RATIONALE: An open and transparent consultation and advisory process will accomplish two goals. **First**, it will go a long way to securing across-campus support at both campuses for future investment on the part of the university. Currently, there is considerable excitement across all parts of the University about child care. Over this past year, as we organized meetings to gather information for the child care initiative and this report, faculty, staff, and students were all interested in talking about the importance of child care, or the lack of it, to the University's continued success. An active well-chosen advisory committee can build on this excitement. **Second**, a cross-department advisory team will ensure that necessary information and stakeholder groups are included so decisions are fully researched, and opportunities are not missed.

- 8. Explore multi-partner options to develop child care spaces for Bannatyne campus, such as partnering on developing child care spaces at Ellen Douglas School:**

RATIONALE: Discussions are currently underway between Winnipeg Regional Health Authority, Children at the Centre Inc. (the child care centre at HSC), and the University of Manitoba regarding the RHA making an offer to purchase Ellen Douglas School at 800 Elgin Avenue. It is reported that the plan for the school includes developing a child care space that will become the new home for Children at the Centre, but it will also include some additional child care spaces. Initial conversations have explored the possibility of a partnership with the University so that some spaces could be allocated to U of M parents. Much like the spaces at Makoonsag are being used by a number of community stakeholders, there could be a partnership between Children at the Centre and WRHA, and U of M. Should the University decide to partner on this development, it will be important to have a clear understanding regarding a number of key policies including:

- Immediate and ongoing financial commitments
- Allocation of spaces, plus the criteria for ages and for prioritizing enrolment,
- Determination of the management structure of the new centre and U of M's role
- Potential for a long-term lease with supportive, affordable terms.

While this new initiative would provide the first U of M child care spaces at Bannatyne campus, it would be a very limited number of spaces, and should not be seen as a solution to the child care problem, or even to be considered a major step forward. Rather, a clear child care development strategy is required, and community partnerships such as this should be a component of that strategy.

9. Consider flexible part-time child care for each campus:

Increased awareness and understanding of Early Learning and Child Care at all levels of the University of Manitoba management, plus ongoing advocacy with internal and external stakeholders is essential for success of the University of Manitoba Child Care Initiative.

Explore the need for a flexible part time, short-hour-care option and wrap around school age care on each campus, especially through discussions with the Active Living Centre and the Aboriginal Student Centre.

RATIONALE: There is no licensed subsidized care for school age children on U of M campuses. The need for flexible short-hour-care is also well documented, but limited to the occasional special circumstance accommodation by the existing child care centres. This service could also be developed as a component of a Family Resource Centre with a network of licensed family child care homes. Alternately, there is potential to integrate the 20 Play Care funded spaces into a licensed child care site that offers primarily part time and short-hour-care.

10. Include child care services in all planning processes as a required and important component of a quality university environment to ensure that it cannot be lost to financial pressures or simply to changes in corporate memory.

RATIONALE: Child care needs to be solidly entrenched in the University of Manitoba culture and expectations in order to support this suite of recommendations and to maintain momentum on the long term child care initiative. Equally important is a clear understanding by the University of Manitoba of the value of child care services for students, staff and faculty, of the value of continuing to be a supportive landlord for the child care services, as well as the value of strengthening this relationship further by extending the length of the lease agreements. This increased understanding and commitment will in turn further strengthen the case for corporate donations and new funding partnerships with government.

Conclusion

The University of Manitoba is currently well positioned to move its Child Care Initiative forward. Given the solid interest and commitment at the University to develop increased child care services for their students, staff and faculty, and given the clear interest on the part of the provincial government to further develop the province's early learning and child care program - clearly there are opportunities to turn vision into reality. The University is encouraged to recognize this opportunity, to recognize that this is the time for action.

The University is encouraged to act on the suite of options before it and take steps to develop a comprehensive child care initiative that addresses the needs of students, staff and faculty, now and for years to come. The University of Manitoba, working in partnership with Campus Day Care Centre Inc. and with ongoing dialogue with the Province of Manitoba has the opportunity to model effective new ways of developing and supporting early learning and child care services. The University of Manitoba also has the opportunity to model leadership and service excellence, both in Manitoba and across the U15 network. Seize the opportunity; build for today's and for tomorrow's children.



Appendix I: Links to Relevant Service and Information Sites

1. Link to Lakehead University official opening of new child care centre - a current example that speaks to vision and partnership between the university and province.
<http://www.childcarecanada.org/documents/child-care-news/14/12/lakehead-university-nanabijou-childcare-centre-officially-open>
2. Link to University of Toronto Family Resource Centre services, on campus and in the community.
http://www.familycare.utoronto.ca/child_care/frp.html
3. Link to University of British Columbia Family Resource Centre services.
<http://students.ubc.ca/campus/diversity/student-parents>
4. Family Dynamics Inc. and its family resource and child care services.
<http://www.familydynamics.ca/family-and-child-care-resources/>
5. Link to article on Family Dynamics Family Child Care training project for new licensed family child care home providers.
<http://www.childcarecanada.org/documents/child-care-news/14/10/program-designed-produce-licensed-child-care-providers>
6. Province of Manitoba Early Learning and Child Care resources and publications.
<http://www.gov.mb.ca/fs/childcare/publications.html>
7. Child Care Coalition of Manitoba. The Child Care Coalition is an advocacy and resource organization, their website is especially strong for background policy information, including research and publications by Susan Prentice.
<http://childcaremanitoba.org/>
8. Manitoba Child Care Association website. MCCA is the provincial professional early childhood provider organization, and provides many workshops, professional resources, and an annual conference.
<http://mccahouse.org/>
9. Childcare Resource and Research Unit website. Located in Toronto, CRRU focuses on early childhood care and education research and policy from a national and international perspective. Their website provides links to a wealth of research documents and news articles, including publications by Susan Prentice and by Martha Friendly.
<http://www.childcarecanada.org/>

The U of M is well positioned to move its Child Care initiative forward. The university is encouraged to develop a comprehensive child care initiative that addresses the needs of students, staff and faculty, now and for years to come.

Appendix II: Recommendations to Develop & Enhance Child Care Services at the University of Manitoba

RECOMMENDATIONS TO DEVELOP AND ENHANCE CHILD CARE SERVICES AT THE UNIVERSITY OF MANITOBA						
Initiative	Key aspects	Benefits / Impact	Affordability	Availability	Quality	Requirements & Cost
<p>1. Relocate Play Care Centre: Relocate these 20 spaces out of the current basement location.</p>	<ul style="list-style-type: none"> The existing location requires a permanent licensing provision; A 20 space centre is too small to be efficient as a stand-alone centre; A minimum of 42–60 spaces is recommended for efficiency; Grants may be available to support expansion such as Community Places, & Winnipeg Foundation) 	<ul style="list-style-type: none"> Current health and safety deficits will be addressed; A review of the current governance and staffing structure will address financial efficiency and program quality. 	<p>Yes:</p> <ul style="list-style-type: none"> Spaces are currently funded and subsidized and should be maintained on campus. 	<p>Yes:</p> <ul style="list-style-type: none"> Maintaining these spaces on campus will keep current level of availability 	<p>Yes:</p> <ul style="list-style-type: none"> Relocation to a purpose-built or renovated space will improve quality. 	<p>Costs dependent upon the option(s) selected and variables that may include:</p> <ul style="list-style-type: none"> Renovation of alternate space Ongoing staffing costs vs severance pay Options include: <ol style="list-style-type: none"> Relocation under existing U of M governance to a new space on campus Close Play Care Centre as an entity and amalgamate the governance and licensing with Campus Day Care Centre Inc. Build an addition to Campus Day Care centre to provide physical space for these 20 spaces. <ul style="list-style-type: none"> 70ft2 x 20 x \$300 = \$420,000 — rough est. (Lower cost as an addition to Campus CC vs a separate site as only building play space). If physical space cannot be added to Campus Day Care, identify an alternate location on campus where these spaces can operate as part of a second Campus Day Care centre site.
						<p>Time Line Important and urgent. While it will take some time to consider options and develop a relocation plan, it is important to demonstrate firm commitment to addressing the health and safety requirements A.S.A.P.</p>

RECOMMENDATIONS TO DEVELOP AND ENHANCE CHILD CARE SERVICES AT THE UNIVERSITY OF MANITOBA

Initiative	Key aspects	Benefits / Impact	Affordability	Availability	Quality	Requirements & Cost	Time Line
<p>2. Child Care Centre Development:</p> <p>a) Build child care centres on both University of Manitoba Campuses, in partnership with Campus Day Care Centre Inc.:</p> <p>b) Maintain the landlord/centre relationship with long term lease, not-for-profit service delivery and funded, subsidized spaces.</p>	<ul style="list-style-type: none"> New child care centres are developed as satellites of Campus Day Care Centre Inc Both centres are under Campus Child Care Inc licensing and management Long-term lease agreements to mirror terms of current lease U of M and Campus DC to partner on Capital Building fund applications; U of M to oversee building projects and maintenance. 	<p>Yes:</p> <ul style="list-style-type: none"> Achieves goal of increased child care services; Strong recruitment incentive at each campus for students, faculty, & staff; Expanded service will enhance student success. 	<p>Yes:</p> <ul style="list-style-type: none"> Subsidized and funded spaces Not-for-profit centres will adopt current fee schedule: \$30.00 / day Infants & \$20.80 / day Preschool 	<p>Yes:</p> <ul style="list-style-type: none"> 70-80 additional spaces located on each campus; Enrolment policy to confirm priority for U of M students, staff, & faculty Expands spaces from 64 to 180+ 	<p>High:</p> <ul style="list-style-type: none"> Campus Day Care Centre Inc. has proven ELCC program & management skills Low cost lease and MB ELCC funding increases # of qualified staff & enhances quality of program; New purpose-built spaces are designed to best practice standards. 	<p>High Cost: High return</p> <p>Each Capital build costs approx. \$3 M: \$2.5 M from U of M & Campus & \$600,000. from MB ELCC AND \$400,000 in annual operating grants from MB ELCC</p> <p>Initial building costs of \$2.5 M results in: \$4.6 M of Provincial \$ invested over 10 years.</p> <p>Provincial direct support for child care at U of M over 10 years of approx. = \$600,000. + \$4,000,000. (calculated at current funding level for each centre)</p>	<p>Mid-term – long term: (3 – 5 years)</p> <p>Annual call for proposals by MB ELCC expected with a two-year time line to begin construction.</p> <p>6– 12 months of collaboration required asap in order to be positioned for the next call for proposals.</p> <p>Caution: Provincial election may impact time-line and availability of capital and operating funding.</p>
<p>3. Create a Child Care Services Lead at U of M to serve both campuses:</p> <ul style="list-style-type: none"> Ensure a mandate to facilitate development of child care services on both U of M campuses The Lead will provide expertise and resources to U of M plus support to families regarding child care needs; The lead will provide subject matter support to campus planning. 	<ul style="list-style-type: none"> Recent Needs Assessment shows benefit of this resource; Changing student, faculty, & staff demographics and economic constraints will make this Office more urgent; Lead Position is critical for considering new building projects & other family care options. 	<p>Strong Indirect:</p> <ul style="list-style-type: none"> Helps families identify subsidized child care on campus or in the surrounding catchment Facilitates the development of new subsidized child care on campus and in community 	<p>Strong Indirect:</p> <ul style="list-style-type: none"> Works with families to access child care services that meet their need; Develops a network of child care centres and homes in the surrounding catchment area that: <ol style="list-style-type: none"> Priorize spaces for U of M students; Share enrollments for siblings. 	<p>High:</p> <ul style="list-style-type: none"> High potential for family child care to increase range of quality care options offered, and to improve quality; Networking and mentoring is shown to strengthen family child care providers' professionalism (see Rec #4) 	<p>Moderate Cost: High Return</p> <p>Staffing Costs: ¾ - 1 full time program Lead ½ - 1 full time admin. Assist. (could be shared with another program)</p> <p>Costs will be ongoing and need to be built into annual budget.</p> <p>Returns: Increased child care services over time. Students, staff and faculty have access to increased knowledge of services and supports. U of M has increased organizational capacity to address other recommendations</p>	<p>Short term: Within 3 – 6 months Child Care Services Office Lead could be in place and actively involved in moving child care development forward.</p> <p>Long term: Using a collective impact/social innovation focus will achieve strong returns: benefits should increase exponentially as expertise, collaborations, and relationships with stakeholders/corporate donors are developed and strengthened.</p>	

RECOMMENDATIONS TO DEVELOP AND ENHANCE CHILD CARE SERVICES AT THE UNIVERSITY OF MANITOBA

Initiative	Key aspects	Benefits / Impact	Affordability	Availability	Quality	Requirements & Cost	Time Line
4. Family Resource Program for U of M students and staff	<ul style="list-style-type: none"> Develop a Family Resource Program as part of a Child Care Services Lead job description. Allocate resources necessary to ensure a comprehensive range of supports are available to families with complex family care needs. 	<ul style="list-style-type: none"> Links to a network of family child care homes should be an integral component of a family resource program. Family Resource programs can help families locate care. 	<p>Yes: Strong indirect impact</p> <ul style="list-style-type: none"> Family child care homes offer subsidized care and lower fees. 	<p>Yes: Strong indirect impact</p> <ul style="list-style-type: none"> Family child care homes offer subsidized care and lower fees. 	<p>Yes, Strong indirect impact</p> <ul style="list-style-type: none"> Quality of child care programs is enhanced when centre or home is part of a provider network. Mentoring and resource support enhance quality. 	<p>Moderate Cost: High Return</p> <p>Costs dependent upon variables such as:</p> <ul style="list-style-type: none"> Renovation of office space Ongoing staffing costs or service contract <p>NOTE: This service could be provided:</p> <ol style="list-style-type: none"> directly by the U of M or through a partnership with an off-campus agency. <p>A service agreement may be achieved at minimal cost.</p>	<p>Short – Mid-term: (2 – 3 years)</p> <p>Develop Family Resource program incrementally as the Child Care Services Office identifies needs and develops relationships with potential service providers.</p>
5. Government relations and outreach campaign that involves all levels of the University of Manitoba.	<ul style="list-style-type: none"> Strengthen U of M support for capital grant proposal, as well as prov. gov't support for the capital grant applications. Child Care Lead to ensure these efforts are well resourced and remain focussed. 	<ul style="list-style-type: none"> Both short term and ongoing awareness of the importance of and support for child care are essential for the success of U of M's long term child care initiative. 	<p>Yes: ongoing indirect impact</p>	<p>Yes, ongoing indirect impact</p>	<p>Yes, ongoing indirect impact</p>	<p>Costs dependent upon the Human Resource capacity to undertake and sustain fund raising campaign:</p> <ul style="list-style-type: none"> Costs could be shared through a combined Fundraising/corporate donor campaign to address the high capital costs – perhaps similar to campaign used by Makoosag and Urban Circle. 	<p>Mid-term – long term: (3 – 5 years)</p> <p>Fund raising Campaign to be coordinated with MB ELCC Annual call for proposals expected with a two-year time line to begin construction. An ongoing long-term campaign encouraged.</p>

RECOMMENDATIONS TO DEVELOP AND ENHANCE CHILD CARE SERVICES AT THE UNIVERSITY OF MANITOBA

Initiative	Key aspects	Benefits / Impact	Affordability	Availability	Quality	Requirements & Cost	Time Line
6. Explore a pilot for new ways of financing child care capital builds with Province of MB	<ul style="list-style-type: none"> Consult with Manitoba Early Learning and Child Care regarding a pilot initiative to recognize that other public institutions besides elementary schools, especially universities and hospitals, are also optimal sites for Early Learning and Child Care centres, and should be considered for up to 100% capital funding. 	<ul style="list-style-type: none"> Such a Pilot builds on MB ELCC calls for new innovative proposals to advance child care programming in the province. If successful will result in new funded centres approved and built more quickly. 	<p>Yes:</p> <ul style="list-style-type: none"> more funded subsidized spaces 	<p>Yes:</p> <ul style="list-style-type: none"> more funded, subsidized spaces 	<p>Yes:</p> <ul style="list-style-type: none"> more funded spaces increases number of quality spaces on campus. Increased centres will increase career options for ECEs; which directly impacts quality. 	<p>Costs minimal: High Impact if successful</p> <p>Some costs required to develop the pilot proposal and secure approval. Cost sharing of capital costs may be an aspect of the proposal.</p>	<p>Short – Mid-term: (2 – 3 years)</p> <p>Pilot Proposal development and consultation with MB ELCC will require a full schedule of networking activities to hopefully achieve a positive response.</p>
7. Internal U of M Child Care Implementation Team	<ul style="list-style-type: none"> Composition of team could be similar to initial Child Care Working Group Provide support and advise Child Care Services Lead Use key factors of Affordability, Accessibility and Quality as benchmarks 	<ul style="list-style-type: none"> Initiative would establish a formal advisory body to guide Child Care Lead and Office activities. Help maintain momentum for moving child care forward Serve as a catalyst for new initiatives. 	<p>Indirect impact</p> <ul style="list-style-type: none"> Should be an ongoing reference point 	<p>Indirect impact</p> <ul style="list-style-type: none"> Should be an ongoing reference point 	<p>Indirect impact</p> <ul style="list-style-type: none"> Should be an ongoing reference point 	<p>Costs Minimal: High Return</p> <p>Cost - Staff time for meetings; Returns – Strong support and mentorship for the Lead Increased awareness and buy-in on part of University departments</p> <p>Increased knowledge of and ability to address cross-departmental issues and needs.</p>	<p>Short Term: (1 – 2 years) of more intensive meetings (monthly at minimum)</p> <p>Mid-term less frequent meetings required.</p> <p>Benefits will be ongoing.</p>

RECOMMENDATIONS TO DEVELOP AND ENHANCE CHILD CARE SERVICES AT THE UNIVERSITY OF MANITOBA							
Initiative	Key aspects	Benefits / Impact	Affordability	Availability	Quality	Requirements & Cost	
8. Explore Multi-Partner options to develop child care for Bannatyne Campus, such as partnering to develop new child care spaces at Ellen Douglas School, 800 Elgin Ave	<ul style="list-style-type: none"> This multi-stakeholder partnership would be similar to the involvement with Makoonsag. 	<ul style="list-style-type: none"> Initiative would provide a limited number of U of M child care spaces at the Bannatyne Campus. 	<p>Yes:</p> <ul style="list-style-type: none"> If some subsidized spaces are designated for U of M families. 	<p>Yes:</p> <ul style="list-style-type: none"> If some spaces are committed to U of M families. 	<p>Yes:</p> <ul style="list-style-type: none"> MB ELCC funding and licensing increases quality; Children at the Centre has a proven management structure, and stable staffing; re-purposed space provides potential for high quality environment. 	<p>Costs are dependent upon partnership agreement:</p> <ul style="list-style-type: none"> Ongoing operation should be cost recovery. However, there will be initial capital costs; As at Makoonsag, the initial investment re. capital renovations should be a shared partnership/corporate campaign. 	<p>Time Line</p> <p>Dependent upon partnership and development plan.</p> <p>3 – 5 yrs. probable. (Makoonsag took 7 years)</p>
9. Explore the need for flexible part time and short-hour-care for each campus	<ul style="list-style-type: none"> Program could include wrap-around SA care; Specific # of spaces could be funded initially as a pilot program. 	<ul style="list-style-type: none"> U of M Child Care Initiative and MB ELCC both recognize that families have a wide variety of child care needs. Impacts utilization and budgeting criteria. 	<p>Yes: High Positive Impact</p> <ul style="list-style-type: none"> Low-income families would pay lower fees by not having to pay for a full time space 	<p>Yes: increased availability for these families.</p> <ul style="list-style-type: none"> May reduce availability for full time families if existing full time spaces are reallocated as flexible short-hour spaces 	<p>Yes</p> <ul style="list-style-type: none"> Access to part time spaces that would be a component of a high quality, family-friendly program 	<p>Costs minimal: High Return</p> <p>Child Care Needs Report confirms lack of service at present, but implementing a part-time program could impact budget; Here too, a pilot funding agreement could be explored.</p> <p>Risk:</p> <p>Establishing part-time spaces may sacrifice accessibility to existing full time spaces – if no new child care centres are developed</p> <p>Reduced utilization might impact funding.</p>	<p>Short – Mid-term:</p> <p>(2 – 3 years) Possible.</p> <p>Mid – long term:</p> <p>3 – 7 years more probable</p>
10. Include child care services in all planning processes. Child care must be solidly entrenched in the University of Manitoba culture and expectations.	<ul style="list-style-type: none"> Initiate a strong public awareness campaign within the University and in the community regarding the benefits of child care for students, faculty, staff and the wider community. 	<ul style="list-style-type: none"> Increased understanding strengthens the child care initiative, landlord / child care relations, and potential implementation of long term lease agreements. 	<p>Indirect impact over long term</p> <ul style="list-style-type: none"> A shared goal of new funded child care spaces is key to success. 	<p>Indirect impact over long term</p> <ul style="list-style-type: none"> A shared commitment to new funded child care spaces is key to success. 	<p>Yes:</p> <ul style="list-style-type: none"> As quality child care becomes part of the University culture, this in turn further strengthens ECE motivation and professionalism 	<p>Cost minimal: High Impact</p> <p>Measurable evidence of a positive impact arising from this recommendation may take some time to be evident; monitor via a focus on planning processes to ensure child care is included.</p>	<p>Short – long-term</p> <p>Depending on target audience and specific goals.</p>



Moving Child Care Forward at the University of Manitoba:
BACKGROUND, ANALYSIS & RECOMMENDATIONS

Betty Kelly & Associates