



MOVING FORWARD ON EARLY LEARNING AND CHILD CARE
AGREEMENT-IN-PRINCIPLE BETWEEN
THE GOVERNMENT OF CANADA
AND THE GOVERNMENT OF NEWFOUNDLAND AND LABRADOR

May 13, 2005

Preamble

The early years of life are critically important for the development and future well-being of children. Research demonstrates that high quality early learning and child care (ELCC) can play an important role in promoting social, emotional, physical and cognitive development of young children. Promotion of learning and development in early childhood supports the participation of parents in employment and education, and in their primary responsibility for the care and nurturing of their children by improving early learning and child care for families with young children.

In June 2000, the Federal-Provincial-Territorial Ministerial Council on Social Policy Renewal articulated a shared vision for children in the National Children's Agenda. As part of this vision, governments set goals to help ensure that all children are healthy-physically and emotionally, safe and secure, successful at learning and socially engaged and responsible. Consistent with that vision, Ministers Responsible for Social Services have worked collaboratively to develop and implement a range of initiatives supportive of families with children, including the National Child Benefit, the Early Childhood Development Agreement, and the 2003 Multilateral Framework on Early Learning and Child Care.

In its October 2004 Speech from the Throne, the Government of Canada acknowledged that "*the time has come for a truly national system of early learning and child care*". In this Speech, the federal government committed to put the foundations in place with its provincial and territorial partners, charting a national course that focuses on results, builds on best practices and reports on progress to Canadians.

At their February 2005 meeting, Ministers Responsible for Social Services recognized the urgent need to accelerate development of quality early learning and child care across the country. To address that need, Quality, Universally Inclusive, Accessible and Developmental (QUAD) principles were developed for early learning and child care.

Governments have acknowledged that some jurisdictions have already made significant investments and are recognized as leaders in establishing quality regulated early learning and child care programs. New arrangements between governments must have the flexibility to acknowledge these successes, while ensuring that concrete, incremental results are achieved and reported to Canadians.

The Government of Canada and the Government of Newfoundland and Labrador have developed this Agreement-in-Principle to articulate their shared vision for early learning and child care and to describe specific objectives and investments to achieve this vision. At the same time, Newfoundland and Labrador commits to work with its federal, provincial and territorial partners in a multilateral process to create an overarching early learning and child care framework for all Canadians, which meets the unique circumstances and priorities of each jurisdiction.

Newfoundland and Labrador's vision is to build on its significant investments to date, creating an early learning and child care system that focuses on quality, affordability, accessibility and developmental.

Over the past seven years, the Government of Newfoundland and Labrador has made significant progress in the capacity and quality of early learning and child care services. Initiatives include: introduction of new child care services legislation and policy based on current best practices; introduction and support of regulated family child care and infant care; significant increases in subsidy levels for low income families; supports for training and development of a certification system for early childhood educators and providers; an educational supplement; supply and equipment grants; introduction of a quality enhancement initiative; support for children with special needs; and increased professional services.

Further building on Newfoundland and Labrador's early learning and child care system will require time, shared commitment, and collaboration, as well as incremental, predictable and sustained investments over the long term. This Agreement will help the province achieve its long-term vision.

The federal budget announced that the Government of Canada is committing \$5 billion nationally over the next five years. Newfoundland and Labrador will be committing all additional federal money for early learning and child care to the fulfillment of this Agreement. This further investment will complement existing federal and provincial investments in Newfoundland and Labrador and will support the on-going development of regulated early learning and child care as a key element of a comprehensive approach to supporting children and families.

This initiative builds on early learning and child care investments made in Newfoundland and Labrador by the Governments of Newfoundland and Labrador and Canada and recognizes that flexibility is needed to address provincial priorities and circumstances.

Part 1 – A National Vision for Early Learning and Child Care

Canada's young children will benefit from high quality early learning and child care that is grounded in the value and respect Canadians give to children and their families.

Quality early learning and child care recognizes the unique needs of every child. It provides stimulating enriching experiences and healthy physical environments where children can develop and flourish to their full potential.

Across Canada, those parents who choose to use regulated early learning and child care in their communities can be confident that their children will experience high quality, inclusive, developmental programs and services that best meet the needs of their young children.

Early learning and child care reflects the value that parents and communities place on qualified and dedicated early childhood educators and child care providers.

Early learning and child care complements the array of supports available for children and families including other early childhood development programs and services.

Achieving this vision will require time, shared commitment, and collaboration, as well as incremental, predictable and sustained investments over the long term.

1) Principles

The principles set out below help shape a shared vision for the future, guiding investments and decisions regarding local needs and priorities under this initiative. They are reflective of, and build on, the principles for effective approaches established under the previous *Multilateral Framework on Early Learning and Child Care (2003)*. Although each of the principles is a critical component of effective early learning and child care, they are also related and need to be considered together. The following principles will help advance the shared national vision for early learning and child care.

Quality

High quality early learning and child care supports optimal child development, by demonstrating evidence-based quality practices, including provincial/territorial regulation and monitoring, and an appropriate complement of staff and child care providers qualified in early learning and child care.

Universally Inclusive

Universally inclusive early learning and child care is open and responsive, without discrimination, to young children, including children with special needs, Aboriginal children, and children with various cultural and linguistic circumstances. Diversity is respected and valued.

Accessible

Accessible early learning and child care is broadly available to children and parents. It is also affordable to all parents who choose to use it.

Developmental

Developmental early learning and child care demonstrates quality and contributes to improved lifetime outcomes for children by supporting social, emotional, physical and cognitive development and parents' knowledge and involvement. Developmental early learning and child care is child centred, reflects family and community contexts and encourages meaningful partnerships between parents and child care providers.

2) Goals

The following goals will help advance the shared national vision for early learning and child care.

Quality

Improve the quality of early learning and child care across Canada by investing in evidence-based quality practices that could include¹:

- Support developmentally appropriate programs for children;
- Develop training, education and supports for early childhood educators and child care providers;
- Support recruitment and retention strategies for qualified early childhood educators and child care providers;
- Strengthen and enhance Provincial/Territorial regulation and monitoring of early learning and child care; and
- Promote community engagement and partnerships.

Universally Inclusive

Increase the responsiveness of early learning and child care across Canada to respond to the diverse needs of children by investing in evidence-based practices that could include:

- Develop and strengthen programming and supports for children's cultural, linguistic and/or special needs; and
- Support the development of education, supports and resources for early childhood educators and child care providers which recognize children's cultural, linguistic and/or special needs.

Accessible

Increase the availability and affordability of early learning and child care across Canada, reflecting the needs of each region, which could include:

- Develop innovative approaches to service provision in rural and underserved areas;
- Enable flexible approaches that address a range of family and employment circumstances;
- Enhance operational funds and/or fee subsidies; and
- Increase early learning and child care opportunities.

¹ Actions could address more than one goal.

Developmental

Strengthen the learning and developmental component of early learning and child care across Canada to meet more fully the cognitive, physical, emotional and social development needs of children by investing in evidence-based practices which could include:

- Support developmentally appropriate early learning and child care for children;
- Support the development of appropriate child-centered activities;
- Support the engagement of parents in their children's early learning and child care; and
- Strengthen safe, secure, nurturing and stimulating early learning and child care environments.

Part 2 – Objectives and Investments

1) Objectives

Over the next five years, Newfoundland and Labrador, subject to the availability of new federal funding, will develop and enhance its regulated early learning and child care system towards achieving the following objectives:

- Measurable and demonstrable improvements in the *quality and developmental component* of early learning and child care services through:
 - increasing developmental opportunities in early learning and child care settings;
 - expanding on initiatives to improve quality in early learning and child care settings;
 - promoting the importance of early learning and child care experiences and the field of early childhood education;
 - promoting community involvement in supporting early learning and child care opportunities and community networks; and
 - strengthening recruitment, retention and training for early learning and child care providers.
- Better *access* to early learning and child care, which is *universally inclusive*, by:
 - increasing the availability of regulated early learning and child care opportunities;
 - enhancing inclusive and supportive early learning and child care opportunities;
 - increasing affordability of early learning and child care for low income families;
 - addressing the needs of children with unique cultural, linguistic or special needs;
 - working with the Government of Canada and Aboriginal people to find practical solutions to address the early learning and child care needs of Aboriginal children; and
 - working with Regional Integrated Health Authorities and francophone associations, continue to address the needs of Francophone children in early learning child care settings.

2) Areas for Investment

Newfoundland and Labrador agrees that funds provided by the Government of Canada under this initiative will be invested in regulated early learning and care programs and services for children under age six.

Regulated programs and services are defined as those that meet quality standards that are established and monitored by the Government of Newfoundland and Labrador.

Early learning and child care programs and services are defined as those supporting direct care and early learning for children in settings such as child care centres and family child care.

Types of investments could include: capital and operating funding, fee subsidies, wage enhancements, training, professional development and support, quality assurance, and parent information and referral. Programs and services that are part of the formal school system will not be included in this initiative.

3) Action Plan

Consistent with principles and goals set out above, and subject to availability of new federal funding, Newfoundland and Labrador agrees to develop and release by December 2005, an Action Plan on ELCC covering the federal funding. The Action Plan will:

- Identify specific priorities for investment, based on an assessment of progress to date in establishing quality, universally inclusive, accessible and developmental (QUAD) early learning and child care;
- Identify measurable targets for tracking progress in relation to the objectives of this Agreement;
- Demonstrate that federal investments will be incremental, and will not displace existing provincial spending; and
- Describe how Newfoundland and Labrador plans to address the ELCC needs of Aboriginal children, children in official language minority communities and, more generally, those with cultural, linguistic or other special needs.

Newfoundland and Labrador will continue to consult with parents and early learning and child care stakeholders, including Aboriginal peoples and official language minority communities. As committed in Budget 2005, the Government of Canada will work with First Nations organizations and communities to meet the early learning and child care needs of First Nations people living on reserve.

4) Public Reporting

Under the existing 2003 Multilateral Agreement on ELCC, the Government of Newfoundland and Labrador releases an annual public report that includes descriptive and expenditure information on all early learning and child care programs and services, as well as broad indicators of availability, affordability and quality. Building upon that

commitment, beginning with the 2005-2006 Annual Report, to be released by November 2006, Newfoundland and Labrador will incorporate the following specific comparable indicators in its annual reports:

- Availability: changes in the number of funded regulated early learning and child care spaces by type of setting, language of delivery, age group and changes in the number of children with disabilities accessing regulated early learning and child care.
- Affordability: the number of families and children receiving subsidies, and subsidy levels and rates.
- Quality: training requirements, child to staff ratios and group size in regulated programs.

Newfoundland and Labrador may also include additional indicators as appropriate and as governments develop other comparable indicators, Newfoundland and Labrador will incorporate these indicators in its annual reports, to the extent to which data are available.

5) Funding

Newfoundland and Labrador and Canada agree that further investments in early learning and child care should be incremental, predictable and sustained over the long term. New federal funding provided under this initiative is in addition to funds already committed under the previous Multilateral Framework on Early Learning and Child Care. The Government of Canada will transfer the following amounts to the Government of Newfoundland and Labrador, for the purpose of implementing its Action Plan:

	Funding under existing ELCC Agreement (CST)	New ELCC Funding	Total
	(\$ million)	(\$ million)	(\$ million)
2005-2006	3.6	11.3	14.9
2006-2007	4.8	10.3	15.1
2007-2008	5.5	18.0	23.5
2008-2009	5.4	17.8	23.2
2009-2010	5.4	17.6	23.0

The \$11.3 million indicated for 2005-06 is in recognition of amounts put in trust for Newfoundland and Labrador, which the province may draw in either 2004-05 or 2005-06. Newfoundland and Labrador will have the flexibility to draw down funds as they require up to the end of March 31, 2006.

Following completion of an Action Plan, Newfoundland and Labrador and Canada will work together to conclude a detailed multi-year funding agreement by February 2006 for the period 2006-2007 to 2009-2010. Exact per capita amounts are to be more fully defined in a detailed multi-year funding agreement.

Parliament of Canada approval is required before federal funding is available and may be disbursed.

6) Working Together on Knowledge and Information

Research, knowledge and information are the foundations of evidence-based decision-making and are critical to informed policy development, strong accountability and program planning. In this context, and to support the development of strong systems of early learning and child care, the Government of Newfoundland and Labrador will work over time with the Government of Canada and other interested provincial and territorial governments to:

- Develop a National Quality Framework, which will identify best practices in quality, developmental early learning and child care, and provide the basis for research and development of guidelines and forward-looking, evidence-based benchmarks to guide future programming.
- Adapt and finalize the Evaluation Framework initiated under the previous Multilateral Framework on Early Learning and Child Care, to serve as a tool and guide to assess program effectiveness.
- Develop and implement an enhanced knowledge, information and data strategy, including data to support comparable program and child outcome indicators.
- Develop additional comparable program and child outcome indicators.
- Undertake a review of this initiative, to be completed by March 31, 2009, to take stock of progress towards the realization of the national vision, consider any adjustments, and establish next steps.

With respect to each of the above activities, the Governments of Canada and Newfoundland and Labrador will move forward in consultation with experts and other interested parties.

7) Fair Treatment

Amendments to this Agreement-in-Principle may be made if the Government of Canada and the Government of Newfoundland and Labrador mutually agree that changes are required to ensure fair treatment of participating provinces and territories.

Signed on _____ at _____

For Canada,

The Honourable Ken Dryden
Minister of Social Development

For Newfoundland and Labrador,

The Honourable Loyola Sullivan
Minister (Acting) of Health and Community Services

And,

Premier Danny Williams
for
The Minister for Intergovernmental Affairs