

## **CANADA-MANITOBA EARLY LEARNING AND CHILD CARE AGREEMENT**

**BETWEEN: HER MAJESTY THE QUEEN IN RIGHT OF CANADA** (hereinafter referred to as “Canada” or “Government of Canada”) as represented by the Minister of Employment and Social Development (“Canada”) and as represented by the Minister of Families, Children and Social Development (herein referred to as “the federal Minister”)

- and -

**HER MAJESTY THE QUEEN IN RIGHT OF MANITOBA** (hereinafter referred to as “Manitoba” or “Government of Manitoba” or “Province of Manitoba”) as represented by the Minister of Education and Early Childhood Learning (herein referred to as “the Manitoba Minister”)

REFERRED to collectively as the “Parties”

### **PREAMBLE**

**WHEREAS**, Canada and Manitoba agreed to a Multilateral Early Learning and Child Care Framework on June 12, 2017 which articulated their shared vision for early learning and child care (ELCC) and describes their approach to achieve this vision;

**WHEREAS**, the governments of Canada and Manitoba have committed to work together to further develop child care, in full respect of their responsibilities to their citizens, and recognizing that the Government of Manitoba is responsible for the design and delivery of early learning and child care programs and services in the Province of Manitoba;

**WHEREAS**, the *Department of Employment and Social Development Act* (DESDA) authorizes the federal Minister to enter into agreements with the provinces and territories, for the purpose of facilitating the formulation, coordination and implementation of any program or policy within the mandate of DESDA;

**WHEREAS**, *The Community Child Care Standards Act* and *The Executive Government Organization Act* authorize the Manitoba Minister to enter into agreements with the Government of Canada under which Canada undertakes to provide funding toward costs incurred by the Government of Manitoba for the provision of early learning and child care programs and services;

**WHEREAS**, Canada has, pursuant to its Policy on Transfer Payments, established a transfer payment program to provide funds to the provincial and territorial governments for the development and delivery of regulated early learning and child care programs and services for children under six years of age, with consideration for families more in need;

**WHEREAS**, Canada and the Assembly of First Nations, Inuit Tapiriit Kanatami, the Métis National Council jointly released the co-developed Indigenous ELCC Framework in September 2018, which establishes overarching principles and sets a vision for happy and safe Indigenous children and families, strong cultural identity, and a comprehensive and coordinated system that is anchored in self-determination and centered on children and grounded in culture, and can be used as a guide for all actors involved in Indigenous ELCC;

**WHEREAS**, Manitoba invests in early learning and child care for Indigenous children;

**WHEREAS**, the Canada-Manitoba Early Learning and Child Care Agreement was signed on December 14, 2017 (2017-2020 Agreement) and extended by one year on August 24, 2020;

**WHEREAS**, in accordance with section 3.0 of the Agreement signed in 2020, Canada and Manitoba wish to extend the Agreement for a period of four years commencing April 1st 2021 and ending March 31, 2025, on the same terms and conditions as in the Agreement, save and except for amendments as provided herein;

**WHEREAS**, intentions to extend the Agreement were stated in writing and negotiations had commenced prior to the expiry of the 2020-2021 Agreement;

**WHEREAS**, Canada and Manitoba will continue to work together towards the mutual goal of establishing a Canada-wide child care system as recognized by the Canada-Manitoba Canada-Wide Early Learning and Child Care Agreement.

**NOW THEREFORE**, Canada and Manitoba agree as follows:

**1.0 VISION FOR EARLY LEARNING AND CHILD CARE**

1.1 Canada and Manitoba agree that the long term vision, principles and objectives for early learning and child care, which are set out in the Multilateral Early Learning and Child Care Framework that is attached as Annex 1, will guide the investment of funds provided under this Agreement.

**2.0 EARLY LEARNING AND CHILD CARE OBJECTIVES AND AREAS OF INVESTMENT**

2.1 Objectives

2.1.1 Canada and Manitoba agree that over the period of this Agreement, with financial support from Canada, Manitoba will further build its early learning

and child care system by addressing local, regional and system priorities that have an impact on families more in need, as described in the Multilateral Framework included in Annex 1, by increasing the quality, accessibility, affordability, flexibility and inclusivity in early learning and child care, towards achieving the objectives of:

- a) Building on existing investments in Manitoba early learning and child care to enhance and expand early learning and child care services and programs that support the needs of children, parents, families, and communities in Manitoba.

Manitoba's approach to achieving these objectives is set out in its Action Plan attached as Annex 2.

2.1.2 Canada and Manitoba agree that for Fiscal Year 2021-2022 only, Canada will provide a one-time contribution to Manitoba that will be used to support the recruitment and retention of the early childhood workforce, in accordance with Annex 3.

## 2.2 Eligible Areas of Investment

2.2.1 Manitoba agrees to prioritize funds provided by Canada under this Agreement in regulated early learning and child care programs and services for children under the age of six where:

- a) Regulated programs and services are defined as those that meet standards that are established and/or monitored by the Government of Manitoba.
- b) Early learning and child care programs and services are defined as those supporting direct care and early learning for children in settings including, but not limited to, regulated child care centres, regulated family child care homes, early learning centres, preschools and nursery schools.

2.2.2 Acceptable investments under this Agreement may include, but are not limited to: capital and operating funding for regulated early learning and child care, fee subsidies, training, professional development and support for the early childhood workforce, quality assurance, parents information and referral, and certain administration costs as described in section 4.5.1 incurred by Manitoba in implementing and administering this Agreement.

2.2.3 Canada and Manitoba also agree to promote, define, and deliver innovative approaches to enhance the quality, accessibility, affordability, flexibility, and inclusivity of early learning and child care systems, with consideration for those more in need.

2.2.4 Canada and Manitoba agree that funding will be targeted toward regulated programs and activities, as described above, that will have an impact on families more in need such as lower-income families, Indigenous families, lone-parent families, families in underserved communities; those families with caregivers who work non-standard hours; racialized families including Black families; and children with disabilities and children needing enhanced or individual supports. Needs also include having limited or no access to early learning and child care programs and services in the children's official language.

2.2.5 In Fiscal Year 2021-2022, given the extraordinary circumstances of COVID-19, Manitoba may allocate funding under this Agreement to support short-term measures to minimize the impacts of COVID-19 on Manitoba's ELCC system. These measures must be aligned with the principles of the Multilateral ELCC Framework (Annex 1) and be used to sustain ELCC programs and services.

### 2.3 Official Language Minority Communities

2.3.1 In developing and administering its early learning and child care programs and services, Manitoba agrees to take into account the needs of official language minority communities in the Province of Manitoba.

## 3.0 PERIOD OF AGREEMENT

3.1 This Agreement shall come into effect upon the last signature being affixed and will remain in effect until March 31, 2025, unless terminated in writing by Canada or Manitoba, in accordance with the terms and conditions set out in section 11. Funding provided under this Agreement, in accordance with section 4, will cover the period from April 1, 2021 to March 31, 2025.

### 3.2 Extension of Bilateral Agreements

3.2.1 Subject to Parliamentary approval of appropriations, Canada commits that the total annual allocation for all provinces and territories for the period 2025-2026 to 2027-2028 will be no less than the total annual allocation for all provinces and territories for the Fiscal Year covered under the 2020-2021 agreement. Funding during the 2025-2026 to 2027-2028 period will be provided upon the execution of another extension of this bilateral agreement and conditional on Canada's acceptance of a new Manitoba Action Plan and informed by the results achieved under the Action Plan set out in Annex 2.

3.2.2 The extension process will provide Manitoba and Canada the opportunity to review and realign new priorities in response to emerging local and regional

early learning and child care priorities and to course correct, if required, in future bilateral agreements based on progress made to date.

- 3.2.3 In the event this Agreement is extended in accordance with the terms of section 3.2.1, Manitoba may continue to use funding provided thereunder to cover the same eligible areas of investment as those covered through funding received for the periods of 2017-2020, 2020-2021, and 2021-2025, subject to the terms and conditions of that extended Agreement.

#### **4.0 FINANCIAL PROVISIONS**

- 4.1 The funding provided through this Agreement is in addition and not in lieu of those that Canada currently pays to Manitoba through the Canada Social Transfer in order to support early childhood development and early learning and child care within the Province of Manitoba.

#### **4.2 Allocation to Manitoba**

- 4.2.1 Canada has designated the following maximum amounts of funding to be transferred in total to all provinces and territories under this initiative with a fixed base rate of \$2 million per year for each province and territory and the balance of the funding on a per capita basis for the period starting on April 1, 2021 and ending on March 31, 2025.

- a) \$399,347,694 for the Fiscal Year beginning on April 1, 2021
- b) \$524,347,694 for the Fiscal Year beginning on April 1, 2022
- c) \$565,847,694 for the Fiscal Year beginning on April 1, 2023
- d) \$565,847,694 for the Fiscal Year beginning on April 1, 2024

- 4.2.2 The final yearly amount to be paid to Manitoba will be calculated using the following formula  $F \times K/L$ , where:

F is the annual total funding amount transferred to provinces and territories minus the base funding;

K is the total population of Manitoba, as determined using annual population estimates from Statistics Canada;

L is the total population of Canada, as determined using annual population estimates from Statistics Canada.

- 4.2.3 Subject to annual adjustment based on the formula described in section 4.2.2, and subject to any adjustments that may be required over the period of this agreement, Manitoba's estimated share of the amounts described in section 4.2.1 will be:

Fiscal Year	Estimated amount to be paid to Manitoba* (subject to annual adjustment)
2021-2022	\$15,549,308
2022-2023	\$20,085,732
2023-2024	\$21,591,824
2024-2025	\$21,591,824

\*Amount represents annual estimates based on Statistics Canada population estimates.

- 4.2.4 For the purposes of the formula in section 4.2.2, the population of Manitoba for each Fiscal Year and the total population of all provinces and territories for that Fiscal Year are the respective populations as determined on the basis of the quarterly preliminary estimates of the respective populations on July 1 of that Fiscal Year. These estimates are released by Statistics Canada in September of each Fiscal Year.
- 4.3 In this Agreement, “Fiscal Year” means the period commencing on April 1 of any calendar year and terminating on March 31 of the immediately following calendar year.
- 4.4 Payment
- 4.4.1 Subject to Parliamentary approval of appropriations, Canada’s contribution under this agreement as set out in 4.2.3 will be paid in approximately equal semi-annual installments as follows:
- 4.4.2 In Fiscal Year 2021-2022, the first installment will be paid within 30 days after the signatures from both parties are affixed to the Agreement. The second installment will be paid within 30 days after the first installment has been paid.
- 4.4.3 Beginning in Fiscal Year 2022-2023, the first installment will be paid on or about June 15 of each Fiscal Year. The second installment will be paid on or about November 15 of each Fiscal Year.
- 4.4.4 The amount of the first semi-annual installment in any fiscal year included within the terms of this Agreement will be an amount equal to 50% of the notional amount of Canada’s maximum contribution to Manitoba for the Fiscal Year, which will be calculated in the manner described in sections 4.2.2 and 4.2.4.
- 4.4.5 The amount of the second installment will be an amount equal to the balance of Canada’s contribution to Manitoba for the Fiscal Year based on the actual amount of the contribution determined under sections 4.2.2 and 4.2.4 for the Fiscal Year.

- 4.4.6 Canada will notify Manitoba at the beginning of the Fiscal Year of their notional amount. The notional amount will be based on the Statistics Canada quarterly preliminary population estimates on July 1 of the preceding Fiscal Year. Canada will notify Manitoba of the actual amount of the second installment in each Fiscal Year as determined under the formula set out in section 4.2.2 as soon as possible following the release in September of each year of the Statistics Canada quarterly preliminary population estimates referred to in section 4.2.4.
- 4.4.7 Starting in Fiscal Year 2022-2023, Canada shall withhold payment of its first installment for each Fiscal Year if Manitoba has failed to provide its annual action plan in respect of that Fiscal Year in accordance with section 5.1.2 until such time as the annual action plan is provided.
- 4.4.8 In Fiscal Year 2021-2022, Canada shall withhold payment of its second installment for that Fiscal Year until Manitoba provides its annual audited financial statement of the last Fiscal Year covered by the Agreement signed in 2020 in accordance with section 5.2.2 (d) of that Agreement. Beginning in Fiscal Year 2022-2023, Canada shall withhold payment of its second installment for the Fiscal Year if Manitoba has failed to provide its annual audited financial statement for the previous Fiscal Year in accordance with section 5.2.1 (d) until such time as the annual audited statement is provided.
- 4.4.9 The sum of both semi-annual installments constitutes a final payment and, subject to sections 4.7.2 and 4.7.3, is not subject to any further adjustment once the second installment of that Fiscal Year has been paid.
- 4.4.10 Payment of Canada's funding for each Fiscal Year of this Agreement is subject to an annual appropriation by the Parliament of Canada for this purpose. Likewise, use of Canada's funding by Manitoba is subject to an annual appropriation by Manitoba's Legislature.

#### 4.5 Maximum annual contribution in respect of administration costs

- 4.5.1 Canada's contribution in respect of Manitoba's administration costs referred to in section 2.2.2 and section 2.3 of Annex 3 shall not exceed:

In the Fiscal Years covered under this Agreement an amount up to 10% of the maximum amount payable to Manitoba for those Fiscal Years.

#### 4.6 Carry Forward

- 4.6.1 At the request of Manitoba and subject to the approval of Canada's Treasury Board, Manitoba may retain and carry forward to Fiscal Year

2022-2023, an amount of up to 25% of the contribution paid to Manitoba for Fiscal Year 2021-2022 under section 4.2. Any unexpended funds in excess of 25% of the contribution paid represents an overpayment subject to section 4.7.

At the request of Manitoba and subject to the approval of Canada's Treasury Board, Manitoba may retain and carry forward to the following Fiscal Year any unexpended funds remaining from Manitoba's annual contribution paid under section 4.2., up to a maximum of 10% of the contribution paid in Fiscal Years 2022-2023 to 2024-2025. Any unexpended funds in excess of 10% of the contribution paid represents an overpayment subject to section 4.7.

- 4.6.2 Manitoba may only use the amount carried forward to the following Fiscal Year for expenditures on eligible areas of investment under section 2.2 incurred in that Fiscal Year.
  - 4.6.3 For greater certainty, any unexpended funds remaining from Manitoba's annual contribution paid under section 4.2, up to a maximum of 10% of the contribution paid to Manitoba in the last year of the Agreement signed in 2020 is eligible for carry forward to the first year of this Agreement.
  - 4.6.4 For greater certainty, any amount carried forward under section 4.6.1 and 4.6.3 is supplementary to the maximum amount payable to Manitoba under section 4.2 of this Agreement during the Fiscal Year in which the funding is carried forward.
  - 4.6.5 All amounts carried forward to the next Fiscal Year, pursuant to section 4.6.1 and 4.6.3 must be spent by the end of that Fiscal Year. Manitoba is not entitled to retain any such carried forward amounts that remain unexpended after the end of that Fiscal Year, nor is it entitled to retain any balance of Canada's contribution paid pursuant to section 4.2 that remains unexpended at the end of that Fiscal Year and that is not carried forward in accordance with section 4.6.1. Such amounts are considered debts due to Canada and shall be repaid in accordance with section 4.7.
- 4.7 Repayment of overpayment
- 4.7.1 Canada and Manitoba agree that every effort will be made to ensure that the calculation of Canada's contribution installments to Manitoba will be accurate.
  - 4.7.2 In the event payments made to Manitoba exceed the amount to which Manitoba is entitled under the Agreement, the amount of the excess is a debt due to Canada and shall be repaid to Canada upon receipt of notice in writing to do so within 90 days.



4.7.3 In the event that the second installment payment made to Manitoba is determined to be less than the amount to which Manitoba is owed under the terms of section 4, Canada agrees to pay Manitoba, within 90 days, the amount determined to be outstanding upon receipt of written notice to do so.

4.7.4 Canada shall, in addition to any other remedies available, have the right to recover the debt by deducting or setting-off the amount of debt from any future contribution payable to Manitoba under this Agreement.

#### 4.8 Use of Funds

4.8.1 Canada and Manitoba agree that funds provided under this Agreement will only be used by Manitoba in accordance with the areas for investment outlined in section 2.2 of this Agreement.

4.8.2 Canada and Manitoba agree that, within each Fiscal Year of the period of this Agreement, Manitoba may move funding between the individual programming categories outlined in its Action Plan in Annex 2 to ensure the maximum use of funding. Manitoba agrees to notify Canada in writing of any such change in funding allocation, including the rationale for the change.

### **5 ACCOUNTABILITY AND REPORTING**

#### 5.1 Action Plan

5.1.1 Manitoba has completed and shared its Action Plan for Fiscal Year 2021-2022 of federal funding with Canada, as set out in Annex 2 of this Agreement. Upon signature of this Agreement by both Parties, Manitoba will publicly release its Action Plan which:

- a) Includes a description of the early learning and child care system in the Province of Manitoba and an overview of the steps taken in the development of its Action Plan. Manitoba recognizes that consultations with representatives of key stakeholders, including parents, child care providers, experts, Indigenous peoples, official language minority communities, and other interested Canadians, are important for developing and revising its Action Plan; Manitoba will share with Canada the results of any consultations undertaken for this purpose;
- b) Identifies specific priority areas for investment and objectives, within the Framework's parameters, which builds upon the progress to date, including maintaining and building on the more affordable spaces created under the 2017-2020 and 2020-2021 Canada-Manitoba Early Learning and Child Care Agreements, and further enhancing the

quality, accessibility, affordability, flexibility and/or inclusivity of their early learning and child care system, with consideration for those more in need;

- c) Describes how Manitoba plans to address the early learning and child care needs of its children/families more in need as described in section 2.2.4;
- d) Outlines their planned innovation spending;
- e) Demonstrates that federal investments will be incremental, and will not displace existing Manitoba early learning and child care spending, including spending benefitting Indigenous populations;
- f) Outlines the indicators and specific targets that Manitoba will use to track progress and report on annually according to their planned investments; and
- g) May identify additional targets for jurisdiction-specific indicators in relation to the objectives of the Agreement for tracking progress.

5.1.2 By May 1 of each Fiscal Year during the period of this Agreement, starting in Fiscal Year 2022-2023, Manitoba agrees to share with Canada an annual Action Plan. The annual action plan shall include the elements described in section 5.1.1 a) – g). An annual action plan may include multi-year initiatives, and the same annual action plan may be submitted over a multi-year period, on the agreement of both Parties. Once the Parties agree that the annual action plan is final, it may be published after May 1<sup>st</sup> of each Fiscal Year.

## 5.2 Reporting

5.2.1 By no later than October 1 of each Fiscal Year during the period of this Agreement, Manitoba agrees to:

- a) Report to the people of Manitoba and to Canada on the results and expenditures of early learning and child care programs and services. The report shall include the number of children benefiting from subsidies, number of licensed early learning and child care spaces broken down by age of child and type of setting. The report shall show separately the results attributable to the funding provided by Canada under this Agreement.
- b) Continue to provide to Canada data required for the publication of the joint Federal-Provincial/Territorial report on Public Investments in Early Childhood Education and Care in Canada.

- c) Provide to Canada an Annual Report in the format and manner decided jointly by Canada and Manitoba. The report shall show separately the results attributable to the funding provided by Canada under this Agreement and shall include:
- i. Brief description of the activities, expenditures and results of the Agreement as set out in Annex 2;
  - ii. Results achieved according to the indicators and targets referred to in Annex 2;
  - iii. The impact on families more in need, as described in section 2.2.4, including progress towards specific Manitoba targets as described in Annex 2. For the elements on which Manitoba is unable to report, the Action Plan in Annex 2 should indicate how Manitoba plans to investigate the production of these elements over the course of the agreement;
  - iv. Results achieved on innovation referred to in Annex 2;
  - v. Description of any consultation processes, the type of groups consulted and annual priorities related to stakeholder feedback referred to in Annex 2; and
  - vi. Any additional results of evaluation activities that may have been undertaken in the Fiscal Year, as available.
- d) Provide to Canada an audited financial statement of revenues received from Canada under this Agreement during the Fiscal Year:
- i. The revenue section of the statement shall show the amount received from Canada under this Agreement during the Fiscal Year;
  - ii. The total amount of funding used for ELCC programs and services under section 2.2;
  - iii. The administration costs incurred by Manitoba in developing and administering ELCC programs under section 2.2.3;
  - iv. If applicable, the amount of any amount carried forward by Manitoba under section 4.6; and
  - v. If applicable, the amount of any surplus funds that are to be repaid to Canada under section 4.7.

The financial statement shall be prepared in accordance with Canadian Generally Accepted Accounting Principles and the audit shall be performed by the Manitoba Auditor General or his/her delegate, or by an independent public accounting firm registered under the laws of Manitoba and shall be conducted in accordance with Canadian Generally Accepted Auditing Standards.

- 5.2.2 Canada, with prior notice to Manitoba, may incorporate all or any part or parts of the said report into any public report that Canada may prepare for

its own purposes, including any reports to the Parliament of Canada or reports that may be made public.

5.2.3 As part of Manitoba's reporting requirements under this Agreement, Manitoba will not share with Canada any personal information.

### 5.3 Audit

5.3.1 Manitoba will ensure that expenditure information presented in the annual report is, in accordance with Manitoba's standard accounting practices, complete and accurate.

### 5.4 Evaluation

5.4.1 As per established policies and processes with respect to program effectiveness, Manitoba will evaluate programs and services receiving funds provided under this Agreement and make public the results of any such evaluations.

## **6 LONG-TERM COLLABORATION**

6.1 Canada and Manitoba agree to share and release data as available, and to share knowledge, research and information on effective and innovative practices in early learning and child care, to further support the development of and reporting on quality and outcomes. Canada and Manitoba agree to work together, and with stakeholders, towards the development of common quality and outcome measures that could be included in bilateral agreements in the future that could reinforce the Framework's long-term vision.

6.2 Canada and Manitoba agree to work together to improve data collection and dissemination on key early learning and child care information for children under age six.

6.3 While respecting the federal/Indigenous partnership in the Indigenous early learning and child care framework, Canada and Manitoba agree to exchange information regarding both streams of investment into early learning and child care within Canada.

## **7 COMMUNICATIONS**

7.1 Canada and Manitoba agree on the importance of communicating with citizens about the objectives of this Agreement in an open, transparent, effective and proactive manner through appropriate public information activities.

- 7.2 Canada will make publicly available up-to-date Early Learning and Child Care Agreements entered into with all provinces and territories, including any amendments by posting them on a Government of Canada website.
- 7.3 Each government will receive the appropriate credit and visibility when investments financed through funds granted under this Agreement are announced to the public.
- 7.4 Canada reserves the right to conduct public communications, announcements, events, outreach and promotional activities about the Framework and bilateral agreements. Canada agrees to give Manitoba 10 days advance notice and advance copies of public communications related to the Framework, bilateral agreements, and results of the investments of this Agreement.
- 7.5 Manitoba reserves the right to conduct public communications, announcements, events, outreach and promotional activities about the Framework and bilateral agreements. Manitoba agrees to give Canada 10 days advance notice and advance copies of public communications related to the Framework, bilateral agreements, and results of the investments of this Agreement.

## **8 DISPUTE RESOLUTION**

- 8.1 Canada and Manitoba are committed to working together and avoiding disputes through government-to-government information exchange, advance notice, early consultation, and discussion, clarification, and resolution of issues, as they arise.
- 8.2 If at any time either Canada or Manitoba is of the opinion that the other Party has failed to comply with any of its obligations or undertakings under this Agreement or is in breach of any term or condition of the Agreement, Canada or Manitoba, as the case may be, may notify the other party in writing of the failure or breach. Upon such notice, Canada and Manitoba will endeavour to resolve the issue in dispute bilaterally through their Designated Officials, at the Assistant Deputy Minister level.
- 8.3 If a dispute cannot be resolved by Designated Officials, then the dispute will be referred to the Deputy Ministers of Canada and Manitoba most responsible for early learning and child care, and if it cannot be resolved by them, then the federal Minister and Manitoba Minister shall endeavour to resolve the dispute.

## **9 AMENDMENTS TO THE AGREEMENT**

9.1 This Agreement, including all attached annexes, except Annex 1, may be amended at any time by mutual consent of the Parties. To be valid, any amendments shall be in writing and signed by the Parties.

9.2 Waiver

Failure by any Party to exercise any of its rights, powers, or remedies under this Agreement or its delay to do so does not constitute a waiver of those rights, powers, or remedies. Any waiver by either Party of any of its rights, powers, or remedies under this Agreement must be in writing; and, such a waiver does not constitute a continuing waiver unless it is so explicitly stated.

## **10 EQUALITY OF TREATMENT**

10.1 During the term of this Agreement, if another province or territory, except the province of Quebec, which is not part of the Multilateral Early Learning and Child Care Framework, negotiates and enters into an Agreement with Canada to extend a 2020-2021 Early Learning and Child Care Agreement, or negotiates and enters into an amendment to such an agreement and if, in the reasonable opinion of Manitoba, any provision of that agreement or amended agreement is more favorable to that province or territory than the terms set forth in this Agreement, Canada agrees to amend this Agreement in order to afford similar treatment to Manitoba, if requested by Manitoba. This includes any provision of the agreement except for the Financial Provisions set out under section 4.0. This amendment shall be retroactive to the date on which the Agreement or the amendment to such an Agreement with the other province or territory, as the case may be, comes into force.

## **11 TERMINATION**

11.1 Canada may terminate this Agreement at any time if the terms of this Agreement are breached by Manitoba by giving at least 12 months written notice of its intention to terminate. Manitoba may terminate this Agreement at any time if the terms of this Agreement are breached by Canada by giving at least 12 months written notice of its intention to terminate.

11.2 As of the effective date of termination of this Agreement under section 11.1, Canada shall have no obligation to make any further payments to Manitoba after the date of effective termination.

## **12 NOTICE**

- 12.1 Any notice, information or document provided for under this Agreement will be effectively given if delivered or sent by letter, postage or other charges prepaid. Any notice that is delivered will have been received in delivery; and, except in periods of postal disruption, any notice mailed will be deemed to have been received eight calendar days after being mailed.

The address for notice or communication to Canada shall be:

Federal Secretariat on Early Learning and Child Care  
140 Promenade du Portage  
Gatineau, Québec K1A 0J9  
[NC-SSP-ELCC-GD@hrsdc-rhdcc.gc.ca](mailto:NC-SSP-ELCC-GD@hrsdc-rhdcc.gc.ca)

The address for notice or communication to Manitoba shall be:

205 – 114 Garry Street  
Winnipeg, Manitoba R3C 4V4  
[melcc-ed@gov.mb.ca](mailto:melcc-ed@gov.mb.ca)

### **13.0 GENERAL**

- 13.1 This Agreement, including Annexes 1, 2, and 3, comprise the entire agreement entered into by the Parties.
- 13.2 This Agreement is based on the Multilateral Early Learning and Child Care Framework, Annex 1, concluded on June 12, 2017.
- 13.3 This Agreement shall be interpreted according to the laws of Canada and the Province of Manitoba.
- 13.4 No member of the House of Commons or of the Senate of Canada or of the Legislature of Manitoba shall be admitted to any share or part of this Agreement, or to any benefit arising therefrom.
- 13.5 If for any reason a provision of this Agreement that is not a fundamental term is found by a court of competent jurisdiction to be or to have become invalid or unenforceable, in whole or in part, it will be deemed to be severable and will be deleted from this Agreement, but all the other provisions of this Agreement will continue to be valid and enforceable.
- 13.6 This Agreement is drafted in English at the request of the Parties. *Les parties ont convenu que le présent Accord soit rédigé en anglais.*

SIGNED on behalf of Canada by the Minister of Employment and Social Development (“Canada”) and as represented by the Minister of Families, Children and Social Development at \_\_\_\_\_ this \_\_\_\_\_ day of \_\_\_\_\_, 2022.

\_\_\_\_\_  
The Honourable Karina Gould, Minister of Families, Children and Social Development

SIGNED on behalf of Manitoba by the Minister of Education and Early Childhood Learning at \_\_\_\_\_ this \_\_\_\_\_ day of \_\_\_\_\_, 2022.

\_\_\_\_\_  
The Honourable Wayne Ewasko, Minister of Education and Early Childhood Learning



## MULTILATERAL EARLY LEARNING AND CHILD CARE FRAMEWORK

### Introduction

Federal, Provincial and Territorial Ministers Most Responsible for Early Learning and Child Care agree<sup>1</sup> on the importance of supporting parents, families and communities in their efforts to ensure the best possible future for their children. Ministers also recognize that quality early learning and child care systems play an important role in promoting the social, emotional, physical and cognitive development of young children and can support positive lifelong benefits.

The early years of life are critical in the development and future well-being of the child and continuum of learning. During this period, experiences influence children's rapid brain development. These experiences create the foundation for supporting competencies, including but not limited to the ability to regulate emotions and enjoy positive interactions with others. These foundational skills in turn impact learning, behaviour and health today and in the future; this is particularly true for children who are vulnerable. The evidence is clear that there are positive relationships between quality early learning and child care, especially for less advantaged children, parental labour market participation, especially for women, and child developmental outcomes.

### A long term vision

This Framework sets the foundation for governments to work toward a shared long term vision where all children can experience the enriching environment of quality early learning and child care that supports children's development to reach their full potential.

Ministers Most Responsible for Early Learning and Child Care agree that the further development of early learning and child care systems is one of the best investments that governments can make to strengthen the social and economic fabric of our country. Federal, provincial and territorial governments have important roles to play and provide investments to support the early learning and child care needs of families. They recognize the importance of collaborating with stakeholders and may consider advice of subject matter experts in achieving the long term vision. This Framework sets the foundation for collaboration and additional federal investments in provincial and territorial early learning and child care systems. Governments recognize that each jurisdiction has the responsibility

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<sup>1</sup> While the Government of Québec supports the general principles of the Early Learning and Child Care Framework, it does not adhere to the Framework as it intends to preserve its sole responsibility in this area on its territory. The Government of Québec expects to receive its share of the federal funding and will continue to invest significantly toward programs and services for families and children.

to develop systems that best responds to the needs and priorities of their communities.

## **A set of principles**

Guided by the following principles, this Framework supports a commitment by Governments to work towards investments to increase quality, accessibility, affordability, flexibility, and inclusivity in early learning and child care, with consideration for those more in need. Governments also recognize the diverse and multicultural fabric of Canada. Early learning and child care systems are respectful of language and culture and in particular recognize the unique needs of French and English linguistic minority communities and those identified by provinces and territories in their action plans, and of Indigenous peoples. Governments agree to work together over time to achieve broad long term goals for early learning and child care systems that are:

### High Quality

High quality early learning and child care:

- Provides rich early learning experiences and environments and views children as capable, competent learners who are full of potential.
- Values the importance of building strong, responsive and respectful relationships in which purposeful interactions support optimal learning for children.
- Recognizes the importance of qualifications and training for the early childhood work force.

### Accessible, Affordable and Flexible

- High quality early learning and child care should be flexible and broadly available to respond to the varying needs of children and families to promote early childhood development. Accessible, affordable and flexible early learning and child care also supports families participating in employment, education or training, and harder-to-serve populations.

### Inclusive

Inclusive early learning and child care systems respect and value diversity, which could include but is not limited to:

- Children and families who are experiencing vulnerability.
- Children with varying abilities.

## **Objectives**

Early learning and child care needs across the country are vast and diverse. Investments in early learning and child care benefit all children, particularly those who are vulnerable. In support of this Framework, the Government of Canada commits that the annual allocation until 2027-28 will be no less than the allocation of 2017-18. In keeping with the guiding principles of this Framework, Provinces and Territories will use investments allocated by the Government of Canada to further build early learning and child care systems by addressing local, regional and system priorities that have an impact on families more in need, such as lower-income families; Indigenous families; lone-parent families; families in underserved communities; those working non-standard hours; and/or families with children with varying abilities. The Government of Canada will work with provinces and territories over time to build long-term capacity in the early learning and child care sector.

### **Scope of investments**

To align with the guiding principles and advance the objectives set out above, funds provided under this initiative will build upon existing provincial and territorial investments in early learning and child care and will prioritize investments in regulated early learning and child care programs and services for children under age six.

- Regulated programs and services are defined as those that meet standards that are established and/or monitored by provincial and territorial governments.
- Early learning and child care programs and services are defined as those supporting direct care and early learning for children in settings including, but not limited to, regulated child care centres, regulated family child care homes, early learning centres, preschools and nursery schools.

Provincial and territorial governments will use federal funding under this agreement to support the delivery of early learning and child care systems that reflect their particular local and regional needs in support of the objectives of this Framework.

### **Innovation and Knowledge**

#### Innovation

Early learning and child care systems are operating in increasingly complex and challenging environments. Innovative practices can help develop solutions that better meet the complex needs of children and families, and can support more integrated and higher quality early learning and child care systems. In keeping with the guiding principles and investment areas identified in the Objectives section of this Framework, as part of the funding provided under this Framework, provincial and territorial governments will, as identified in bilateral agreements, promote,

define and deliver identifiable innovative approaches to enhance the quality, accessibility, affordability, flexibility, and inclusivity of early learning and child care systems, with consideration for those more in need.

### Knowledge

Research, knowledge and information are the foundations of evidence-based decision-making and are critical to informed policy development, strong accountability and encouraging innovation. Governments agree to work together to share and release data as available, and knowledge, research, and information on effective and innovative practices in early learning and child care, to further support the development of and reporting on quality and outcomes. Governments also agree to work together to improve data collection and dissemination on key early learning and child care information for children under age six (e.g., number of children receiving subsidies, number of licensed early learning and child care spaces broken down by age of child and type of setting).

### **Working together**

Governments will work together in full respect of their responsibilities to their citizens, recognizing that Provinces and Territories have the primary responsibility for the design and delivery of early learning and child care systems. Each provincial and territorial government determines its own priorities for early learning and child care and the Framework provides flexibility on how Provinces and Territories will meet objectives as defined in this Framework.

This Framework acknowledges the successes achieved by jurisdictions in developing their early learning and child care systems. Governments will work together to ensure that concrete, incremental results are achieved and reported to Canadians. New federal funding under this Framework will not displace existing federal, provincial and territorial funding in support of early childhood development and early learning and child care.

This Framework is intended to be complementary to the proposed development of a separate framework for Indigenous early learning and child care. Governments acknowledge the mutual impact of both streams of investment into early learning and child care within Canada. While respecting the federal/Indigenous partnership in the proposed development and implementation of an Indigenous early learning and child care framework, federal, provincial and territorial governments agree to ongoing discussions regarding the two frameworks.

This Framework will form the basis for the development of subsequent early learning and child care bilateral funding agreements between the Government of Canada and Provinces and Territories. As part of bilateral funding agreements with each Province and Territory, action plans will demonstrate how federal investments under this Framework will be used and identify the associated

indicators from the list below. Action plans will also make specific reference to innovation. Federal funding will be provided following the approval and signature of bilateral agreements. The first bilateral agreements with Provinces and Territories will be for three years and will be updated and renewed as necessary.

The Government of Canada will make publicly available up-to-date early learning and child care bilateral agreements entered into with all Provinces and Territories under this Framework, including any amendments, by posting them on a Government of Canada website.

## **Public Reporting**

Governments will report annually on progress made in relation to the Framework and the impact of federal funding, while reflecting the priorities of each jurisdiction in early learning and child care. Reporting and data build knowledge and disseminates information to families, communities and service providers.

Governments agree to demonstrate progress based on the principles outlined in the Framework for early learning and child care programs set out in the Scope of Investments section of the Framework.

Provinces and territories will choose from the following list of indicators all those which reflect their areas of investment. Additional indicators may be agreed to under bilateral agreements:

## **High Quality**

- Number and proportion of providers with Early Childhood Education (ECE) certification and/or participating in professional development or training.
- Number and proportion of providers adopting innovative new tools, such as an evidence-based curriculum framework for early learning and child care.

## **Accessible, Affordable and Flexible**

- Number and percentage of children who have access to regulated child care spaces and/or early learning programs.
- Number of children receiving subsidies or other financial supports.
- Number of flexible early learning and child care arrangements (e.g., non-traditional arrangements such as flexible/irregular hours, weekend and emergency services; and geographic distribution of spaces) for harder-to-serve populations of children.

## **Inclusive**

- Number of children benefiting from programs and/or number of programs designed to serve children from diverse populations, which could include

but not limited to: children from French and English linguistic minority communities, Indigenous people off-reserve, recent immigrants and refugees.

- Number of children with additional support needs participating in early learning and child care programs.
- The number and proportion of children from low income and middle class families participating in early learning and child care programs.

Governments also agree to work together, and with stakeholders, towards the development of common quality and outcome measures that could be included in bilateral agreements in the future that could reinforce the Framework's long-term vision.

## MANITOBA ACTION PLAN – 2021/22

Acronym Table	
Applied Behavioural Analysis	ABA
Child Care Assistant	CCA
Circle of Security	COS
Competency Based Assessment	CBA
Early Childhood Educator	ECE
Early Learning and Child Care	ELCC
Manitoba Child Care Association	MCCA
Red River College	RRC
Science of Early Child Development	SECD

### **Introduction**

The agreements between Canada and Manitoba - the Canada-Manitoba ELCC Agreement (including a one-time Early Childhood Workforce Funding allocation), and the Canada-Manitoba Canada-Wide ELCC Agreement are based on a common set of principles established between Canada and the provinces and territories under the Multilateral Framework in 2017. These principles work towards investments that will increase quality, accessibility, affordability, flexibility, and inclusivity in early learning and child care, with consideration for those more in need.

Manitoba's Action Plans under both agreements were developed to be interconnected, and will inform Manitoba's roadmap for the modernization of its ELCC system. Modernization work is focused on strengthening and building on existing services to ensure children receive high quality early learning and child care. This will better support Manitoba parents to be employed, return to work or undertake training.

The modernization work is based on key principles that align the ELCC Multilateral Framework and will measure the strategic, targeted outcomes of this priority work.

Manitoba's initiatives under the Canada-Manitoba ELCC Agreement experienced success under the original pillars of the 2017/18 to 2019/20 Action Plan, and the 2020/21 extension agreement. Despite the challenges presented by the pandemic, Manitoba has met or exceeded several of its target outcomes. This includes 1,732 new and newly subsidized child care spaces; 10,304 unique users accessing the Manitoba Access portal for Science of Early Child Development (SECD) Living Textbook for current research and best practices on early child development; and training 1,409 board members across 211 child care facilities through the Basics of Effective Board Governance initiative. With the proposed allocation of \$15,549,308 for Manitoba in 2021/22, and a carry-forward of 10 per cent (\$1.5M) from the 2020/21 fiscal year, Manitoba's Action Plan for 2021/22 builds on many of the initiatives contained in the original agreement, with some changes to reflect current programming needs.

## **The Impact of COVID-19**

At the outset of the COVID-19 pandemic, Manitoba responded to the needs of the ELCC sector and families throughout the province with emergency measures to help flatten the curve of COVID-19, which included:

- Establishing a temporary child care system to support Manitoba's essential service workers;
- Adjusting licenses to meet immediate demands and needs to critical service workers; and,
- Allowing child care centres to re-open with limited capacity and programming changes to meet public health orders.

Manitoba's ability to deliver on the initiatives outlined in its 2020/21 Action Plan were compromised by COVID-19 public health measures, including provincial shutdowns resulting from stay-at-home orders. Initiatives that were impacted by the pandemic either experienced delays, or were placed on hold for the 2020/21 fiscal year, which includes:

- Delayed completion of capital projects in 2020/21. However, most have since opened with the final project anticipated to be opened in the 2021/22 fiscal year.
- The Minister's Consultation Table (MCT) previously placed on hold, reconvened in May of 2021 with new and expanded membership. The Table has a new Bilateral Subcommittee that is tasked with providing feedback and input on initiatives developed under the federal funding agreements.
- The Indigenous Programming Grant experienced delays, due to the suspension of regular child care services.
- The Francophone Training Enhancement Grant was placed on hold, due to public health orders.
- Operating block grants for larger rural and Northern child care centres were placed on hold due to the suspension of child care services.
- The Community Organizations Grant to hire casual ECE's to provide child care services for families engaged in services and programming was placed on hold due to public health orders.
- Training programs including Circle of Security (COS), and the Competency Based Assessment (CBA) program had been placed on hold due to the need to meet public health orders.
- The Dual Stream Service Model to support children with additional needs, including Applied Behavioural Analysis (ABA) training experienced setbacks and delays due to public health orders to reduce in-person contact.

The pandemic demonstrated the need for flexibility to re-allocate financial resources under the Canada-Manitoba ELCC Agreement essential to support and stabilize the ELCC sector under such exceptional circumstances. To reduce the financial impact of COVID-19 and maximize the use of federal funding, Manitoba provided financial support to the ELCC sector with two separate funding grants:



- The COVID-19 Response Grant: Providing \$2.4M in financial support to 927 facilities that remained open from March 23, 2020 to June 30, 2020 to reduce costs associated with meeting public health orders, including the purchase of personal protective equipment, and changes to programming.
- The COVID-19 Response Block Grant: Providing \$4.4M in financial support to over 230 non-profit child care centres facing financial risk, providing care to children ages six and under.

The financial impact of the events of 2020/21 are outlined in the table below.

2020/21 Action Plan Initiatives	Allocations	Actuals	Variance
<b>Pillar 1: Supporting New and Newly Funded, Affordable and Accessible Spaces</b>			
New and newly subsidized spaces through pilot enhanced capital funding approach	\$6,358,440	\$2,823,477	\$3,534,963
Subsidies for new expansion spaces	\$2,833,445	\$2,833,445	\$0
COVID-19 Response Grants (includes additional carry-over of \$580,584)	\$2,120,692	\$6,870,525	-\$4,749,833
<b>SUBTOTAL</b>	<b>\$11,312,577</b>	<b>\$12,527,447</b>	<b>-\$1,214,870</b>
<b>Pillar 2: Building Sector Capacity and Stability</b>			
Science of Early Childhood Development - Manitoba Access online platform	\$270,000	\$281,600	-\$11,600
Circle of Security - Core professional development training on inclusion	\$200,000	\$57,511	\$142,489
MCCA online board governance	\$86,370	\$72,850	\$13,520
Mentorship program for home-based providers	\$15,000	\$5,700	\$9,300
<b>SUBTOTAL</b>	<b>\$571,370</b>	<b>\$417,661</b>	<b>\$153,709</b>
<b>Pillar 3: Rural and Northern Strategy</b>			
Competency Based Assessment programs in rural/northern communities	\$50,000	\$150	\$49,850
Hybrid Group Home Child Care Pilot	\$200,000	\$0	\$200,000
<b>SUBTOTAL</b>	<b>\$250,000</b>	<b>\$150</b>	<b>\$249,850</b>
<b>Pillar 4: Diversity and Inclusion</b>			
Dual Stream Service Model and ABA Training with St. Amant Centre	\$4,823,000	\$2,864,469	\$1,958,531
Indigenous Programming Grant	\$50,000	\$50,000	\$0
<b>SUBTOTAL</b>	<b>\$4,873,000</b>	<b>\$2,914,469</b>	<b>\$1,958,531</b>
<b>Pillar 5: Administrative</b>			
General Administration	\$1,560,193	\$1,560,193	\$0
<b>GRAND TOTAL</b>	<b>\$18,567,140</b>	<b>\$17,419,920</b>	<b>\$1,147,221</b>

\*\* Manitoba's ability to deliver on its 2020/21 Action Plan were impacted by the pandemic.

### Carry-Forward

Manitoba may carry-forward up to 10 per cent of its full allocation from 2020/21, 25 per cent from 2021/22 into 2022/23, and 10 per cent in the remaining years of the Canada-Manitoba ELCC Agreement, in order to maximize funding allocations and support Manitoba's Action Plans. The projected carry-forward amounts are listed in the table below, subject to final adjustment through audited financial statements.

<b>Fiscal Year</b>	<b>Annual Allocation (subject to final adjustment)</b>	<b>Max %</b>	<b>Carry-Forward (from previous fiscal year)</b>
2020/21 – 2021/22	\$15,549,308	10	<b>\$1,147,221*</b>
2021/22 – 2022/23	\$20,085,732	25	\$3,887,327

\*Amount shown is less than the maximum of 10 per cent based on the allocation from the 2020/21 fiscal year, confirmed in Manitoba's Audited Financial Statement provided to Canada.

## **The Modernization of ELCC in Manitoba**

In June 2019, Manitoba engaged in a review of its current ELCC provincial funding model aimed at modernizing the ELCC system and funding approach. The review focused on strategically assessing the effectiveness and sustainability of the current ELCC funding model and the development of an outcomes-based approach that ensures improved accessibility and affordability for low- and middle- income families.

On March 11, 2021, Manitoba introduced Bill 47: The Early Learning and Child Care Act. The act provides the legislative framework to support the modernization of Manitoba's ELCC system, and formally introduces the concept of early learning into legislation. Changes enabled through the act will strengthen and improve ELCC services across the province by prioritizing health, safety and well-being of children, provide diverse, inclusive and responsive child care options for families and ensure sector sustainability through responsible use of public funds. The new act builds on progress made through recent amendments to the Child Care Regulations and lays the foundation for greater equity through a modernized funding approach and, increased flexibility through regulations that support extended-hour child care options and part-time spaces. Until official proclamation of Bill 47 and the coming into force of new ELCC regulations, Manitoba will be undergoing a transitional period, and is committed to providing targeted operating grants to maintain current licensed programs and child care centers.

## **2021/22 Bilateral Agreement Initiatives**

Manitoba's Action Plan for 2021/22 builds on the success of the previous 2020/21 Action Plan, including the continuation of initiatives previously delayed or placed on hold during the pandemic, strengthening ELCC services in Manitoba by emphasizing the vision of the original pillars. Changes to Manitoba's Action Plan for 2021/22 include new initiatives such as the Renovation Expansion Grant, and funding for the Child Care Assistant 40-hour course. The Circle of Security (COS) training is re-aligned under the Dual-Stream Service Model in Pillar 4: and funding was increased to support Indigenous and Francophone programming. Manitoba's Action Plan for 2021/22 focuses its investments on:

- Providing accessible and affordable spaces through subsidized operating costs, and capital development projects.
- Providing education and training to ELCC sector staff and board of directors to build sector capacity and stability.
- Lowering the barriers of obtaining an ECE certification, and simultaneously increasing the number of ECEs in rural and Northern locations.
- Providing specialized supports and programming to children with additional needs, staff development and training to meet the needs of children with unique needs and

challenges, and offering programming grants that foster inclusivity and diversity in ELCC programming.

- Administrative programming costs that offer innovative IT solutions, the Minister's Consultation Table, and support for modernizing business practices.

## **Pillar 1: Supporting new and newly funded, affordable and accessible spaces**

Manitoba will continue investments to meet target outcomes for increasing accessibility and affordability under Pillar 1 of the Canada-Manitoba ELCC Agreement: Supporting New and Newly Funded, Affordable, and Accessible Spaces. Under the previous agreement, Manitoba exceeded its initial target outcomes of providing operating subsidies to unfunded spaces, and the creation of new spaces. For its 2021/22 Action Plan, Manitoba will allocate up to \$8.8M in federal funding in order to maintain operational costs associated with these spaces, aligning with the objectives for increasing accessibility and affordability.

Under The Community Child Care Standards Act, Manitoba provides capital grant funding to develop non-profit child care spaces through the ELCC Building Fund. Other recent provincial initiatives to increase space capacity include the Child Care Centre Development Tax Credit, and the Child Care Expansion Fund Start-Up grants - developed to assist operators in opening more spaces as part of Manitoba's COVID-19 response. Manitoba's 2017/18 Bilateral Action Plan delivered an enhanced capital approach that leveraged existing project management resources within the Department of Families to support non-profit organizations in the construction and development of new child care spaces.

Under its 2021/22 Action Plan, Manitoba will provide a Renovation Expansion Grant to existing non-profit child care facilities to expand space capacity to meet community need. The grant will provide one-time funding for a facility to open a full group of infant or preschool spaces. Under Manitoba's Child Care Regulations, a group of infant spaces is four, and a group of preschool spaces is eight; group sizes align with the regulated staff-to-child ratio.

The Renovation Expansion Grant will provide funding to existing facilities to make incremental increases to their space capacity in response to community need. Funding will be based on the development of a full group for a type of space, as determined by the current child care regulations. Eligibility will be based on developing a full "new group" or increasing spaces within a potential group that currently is less than 50 per cent of the group size, by providing up to \$88K for a group of infant spaces and up to \$140K for a group of preschool spaces for a total investment of \$735K. Funding will support the development of spaces and the administrative and overhead costs associated with opening new spaces to expedite development. The program will target the development of up to 42 new preschool or 32 new infant spaces, or a combination of both.

## **Pillar 2: Building Sector Capacity and Stability**

Successful initiatives implemented under Pillar 2 of the 2017/18 Action Plan include the web-based Science of Early Child Development (SECD), and the Basics of Effective Board Governance. In previous years, the SECD Access Portal has provided free access for all Manitobans to the most current research, education, and training information on early child development, with over 10,000 unique users that accessed the portal between 2017/18 and 2019/20. Noting the success of SECD, ELCC Branch will continue its partnership with Red River College (RRC), allocating up to \$92K for SECD to maintain the Access Portal.

As per the Child Care Regulation, Child Care Assistants (CCAs) are required to complete 40-hours of course work that meets the criteria for certification, which must be completed within the first year of employment; the 40-hour Intro to SECD course offered by RRC meets the criteria. Complementing recruitment and retention strategies outlined in the accompanying Early Childhood Workforce Agreement, Manitoba will allocate \$130K to increase the number and size of cohorts offered by RRC, and decrease the barrier of entry. This will include expanding the number of cohorts from three to four in the spring and fall semesters of 2022 and from six to eight in the winter semester of 2023; increasing the number of participants per cohort from 20 to 30; and providing tuition subsidies of \$179 per CCA, and decreasing the costs of tuition for students from \$429 to \$250.

In the regulated non-profit sector, participation on a board of directors is voluntary, with high turnover rates as children change centres or age out of child care. The Basics of Effective Board Governance assists by mitigating the effects of high turnover, and supporting new members that require training on roles and responsibilities of board members. Manitoba will allocate an additional \$50K to the development of new training modules in partnership with the Manitoba Child Care Association (MCCA) to continue providing supports and build on the foundation of the Basics of Effective Board Governance.

Manitoba's 2017/18 Action Plan included the implementation of a pilot mentorship project for home-based child care providers, in which experienced home-based providers (mentors) were paired with newly-established providers or those who need support (mentees) to strengthen the delivery of quality child care services. Under the Canada-Manitoba Canada-Wide ELCC Agreement, Manitoba will work with community organizations through requests for proposals to establish a local agency-based model for recruiting, licensing assistance, monitoring and supporting home-based providers. This focused support through an agency-based model is anticipated to result in greater retention and quality programming that is responsive to higher need communities. The new model will be implemented in 2022/23.

To ensure home-based providers are supported during the transition to the agency-based model, Manitoba's 2021/22 Action Plan will allocate \$50K toward continued professional development for home-based providers that will support outcomes increasing quality in the regulated sector.

### **Pillar 3: Rural and Northern Strategy**

Manitoba's 2021/22 Action Plan will provide funding to continue offering the CBA Program for rural and Northern participants. The Program continues to be an effective method for participants to obtain an ECE II certification, by recognizing the value of previous and related education and hands-on experience. Manitoba will allocate \$50K in federal funding to the CBA Program to build sector capacity in rural and Northern communities; and it is anticipated that the number of interested participants will be greater than previous years, due to the program-pause during the pandemic. This will require Manitoba to contract with additional advisors to the CBA specifically to support Northern participants.

### **Pillar 4: Diversity and Inclusion**

Manitoba’s 2021/22 Action Plan, will expand supports for children with additional support needs, through Applied Behavioural Analysis (ABA) training and the addition of Circle of Security (COS) training (previously a Pillar 2 initiative), and increased funding for grants that enhance Francophone and Indigenous programming.

Manitoba will allocate \$4.8M in federal funding to continue supporting the Dual Stream Service Model to provide funding to effectively address the distinct needs of the children with life-long disabilities and those with emotional and behavioural needs. Funding will also be directed at ABA training for sector staff to support and meet the needs of the children for whom this approach is a best-fit. Manitoba’s 2017 Action Plan outlined COS training under Pillar 2; however, its focus is on inclusion by supporting the diverse needs of all children in a secure environment, and therefore supports re-alignment under Pillar 4.

The 2021/22 Action Plan funding will provide increased funding of \$100K to support training for the Francophone ELCC sector. In previous years prior to 2020/21, the ELCC Branch provided block funding to Indigenous ELCC facilities based on the number of spaces, ranging from \$2,240 for home-based providers, and up to \$19,200 for larger child care centres. With significant demand for the Indigenous Programming Grant in 2020/21, the allocation for the initiative will be increased by 600 per cent in Manitoba’s Action Plan, raising the total allocation from \$50K in 2020/21 to \$300K in 2021/22. Increasing the allocation of the Indigenous Programming Grant demonstrates Manitoba’s commitment to advancing reconciliation within the ELCC sector, supporting the expansion of culturally appropriate ELCC programming throughout the province, and the children and families accessing those spaces.

### **Pillar 5: Public Reporting and Community Engagement**

The Minister’s Consultation Table was initiated under the 2017/18 – 2019/20 bilateral agreement with the intent of being the primary mechanism to regularly consult on the bilateral agreement Action Plan with a membership that represents a wide range of provincial stakeholders including advocates, educators, facility directors and operators, parents and early childhood educators, from a cross section of cultural backgrounds including Francophone and Indigenous communities. In 2021/22, the Table was expanded with a focus on Manitoba’s modernization of the full provincial child care system. A Bilateral Subcommittee of the Table is tasked with providing feedback and informing the Minister about matters related to the regulated sector and the federal ELCC agreements Action Plans.

Federal investments will also be made to enhance Manitoba’s information technology systems and staffing to help meet the progress tracking and public reporting commitments of the bilateral action plan.

The table below demonstrates Manitoba’s proposed allocations to maintain ongoing initiatives for its 2021/22 Action Plan.

<b>2021/22 Manitoba Action Plan Initiatives</b>	<b>Ongoing Costs</b>
<b>Pillar 1: Supporting New and Newly Funded, Affordable and Accessible Spaces</b>	
Operating costs for new and newly subsidized spaces	\$8,812,000
Renovation Expansion Grant	\$734,599
<b>PILLAR 1 SUBTOTAL</b>	<b>\$9,546,598</b>
<b>Pillar 2: Building Sector Capacity and Stability</b>	

Science of Early Childhood Development (SECD) – Access Portal • Maintenance of the Manitoba Access Portal through RRC	\$92,000
40-Hour Child Care Assistant Course • Increasing the number of cohorts offered by RRC for the 40-Hour Intro to SECD course. • Subsidizing tuition by \$179 per CCA.	\$130,000
Home-Based Mentorship • Professional Development	\$50,000
Basics of Effective Board Governance Training • New and expanded training modules	\$50,000
<b>PILLAR 2 SUBTOTAL</b>	<b>\$322,000</b>
<b>Pillar 3: Rural and Northern Strategy</b>	
Rural and Northern Competency Based Assessment Program • Advisor to the CBA program specific to rural and Northern participants	\$50,000
<b>PILLAR 3 SUBTOTAL</b>	<b>\$50,000</b>
<b>Pillar 4: Diversity and Inclusion</b>	
Dual Stream Service Model – Children with Additional Needs • Supports for children with additional support needs • Applied Behavioral Analysis (ABA) training with St. Amant Centre • Circle of Security (COS) – Facilitator Training • Child Development Supports	\$4,823,000
Indigenous Programming Grant	\$300,000
Francophone Training Enhancement Grant	\$100,000
<b>PILLAR 4 SUBTOTAL</b>	<b>\$5,223,000</b>
<b>Pillar 5: Administrative</b>	
• General Administration • IT Platform • Minister’s Consultation Table	\$1,554,930
<b>PILLAR 5 SUBTOTAL</b>	<b>\$1,554,930</b>
<b>PILLAR GRAND TOTAL</b>	<b>\$16,696,529</b>
<b>CANADA FULL ALLOCATION 2021/22</b>	<b>\$15,549,308</b>
<b>2020/21 CARRY FORWARD</b>	<b>\$1,147,221</b>
<b>FULL ALLOCATION + CARRY-FORWARD</b>	<b>\$16,696,529</b>

A summary of Manitoba’s 2021/22 Action Plan is provided below, including financial allocations, previously achieved targets up to 2019/20, indicators, and initiative descriptions. Due to the ongoing COVID-19 pandemic, Manitoba’s ability to deliver on the initiatives outlined in the 2021/22 Action Plan may be affected, and as such, the target outcomes may require adjustment and expenditures may differ. All changes are subject to the approval of the Government of Canada, as outlined in Section 2.2.5 and 4.8.2 of the Canada-Manitoba ELCC Agreement.

<b>Pillar 1: Supporting New and Newly-Funded Affordable and Accessible Spaces</b>						
<b>Initiative</b>	<b>Principles Supported</b>	<b>2021/22 Funding</b>	<b>Indicators</b>	<b>2017/18 – 2019/20 Cumulative</b>	<b>2021/22 Targets</b>	<b>2021/22 Actuals</b>
<b>Operating costs for new and newly subsidized spaces</b>	Accessible, affordable, flexible, high quality	\$8.8M	<p>Number and percentage of children who have access to regulated ELCC spaces and/or programs</p> <p>Number and proportion of children from diverse populations served by the capital projects (i.e. French Language, low-income, low coverage, Rural/Northern)</p>	<p>1,732 new and newly subsidized expansion child care spaces were created:</p> <p>A total of 316 new spaces were created from 2017/18 through 2019/20</p> <p>A total of 390 spaces were created in 2020/21</p> <p>A total of 282 were created in 2021/22</p> <p>A total of 744 spaces received funding from 2017/18 through 2019/20</p>	92 new spaces created and funded. Funding for 1,732 spaces to support financial stability of newly funded spaces. From 2017/18 – 2021/22.	

Description:

- Manitoba has exceeded its target set under the initial bilateral agreement of providing operating subsidies to 650 unfunded expansion spaces by funding 744 new expansion spaces across the province. An additional 234 spaces ages 0-6, created through federal/provincial partnered capital projects, also received operating subsidies under federal funding. Continued operating grant funding will provide ongoing access to affordable child care spaces for Manitoba families.
- Some projects have experienced further construction delays impacted by public health restrictions. The remaining project with a targeted 92 new spaces will open in 2021/22.

Initiative	Principles Supported	2021/22 Funding	Indicators	2017/18 – 2019/20 Cumulative	2021/22 Targets	2021/22 Actuals
<b>Renovation Expansion Grant</b>	Accessible, affordable, flexible, High Quality	\$735K	Number of new spaces created	N/A	Up to 42 new preschool or 32 new infant spaces or; a combination of both created for children ages 0-6.	

Description:

- Providing funding to existing facilities to open incremental spaces for children ages 0-6 in response to community need.
- \$88K funding for capital and resources for a group of infant spaces; and
- \$120K funding capital and resources for a group of preschool spaces

**Pillar 2: Building Sector Capacity and Stability**

Initiative	Principles Supported	2021/22 Funding	Indicators	2017/18 – 2019/20 Cumulative	2021/22 Targets	2021/22 Actuals
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<b>The Science of Early Child Development (SECD) – Living Textbook</b>	High quality, Inclusive	\$92K	Maintenance of the online platform with RRC  Number of ELCC sector stakeholders accessing the portal for information/ professional development	10,304 unique users accessed the portal	1,000 new users access the portal	
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Description:  
  
Continued maintenance of the online platform, which provides free, province-wide access to current research, training and resources on early childhood development through living textbook modules, one of which is available in French.

<b>Initiative</b>	<b>Principles Supported</b>	<b>2021/22 Funding</b>	<b>Indicators</b>	<b>2017/18 – 2019/20 Cumulative</b>	<b>2021/22 Targets</b>	<b>2021/22 Actuals</b>
<b>Child Care Assistant 40-Hour Course</b>	High quality, Inclusive	\$130K	Increasing the number of available cohorts through Red River College for the 40-Hour Intro to SECD course	N/A	Up to 16 cohorts funded from spring 2022 through winter 2023 semesters  Up to 30 students per cohort	

Description:

- Increase the number of available cohorts for the 40-Hour Intro to SECD course required for CCA's to complete within the first year of employment.
- Compliments the recruitment and retention strategies of the Workforce Addendum.
- Decreases the cost of tuition by subsidizing \$179 per CCA.
- Includes funding for a coordinator for the course through Red River College.

Semester	Number of Cohorts	Students per Cohort	Cost per Semester
Spring 2022	4	30	\$31,170.00
Fall 2022	4	30	\$31,170.00
Winter 2023	8	30	\$66,540.00
<b>Totals</b>	<b>16</b>	<b>480</b>	<b>\$128,880.00</b>

Initiative	Principles Supported	2021/22 Funding	Indicators	2017/18 – 2019/20 Cumulative	2021/22 Targets	2021/22 Actuals
<b>Home-Based Mentorship</b>	High quality, Inclusive	\$50K	Number of home-based ELCC providers participating in professional development	N/A	65 home-based providers receive professional development training to enhance quality	

Description:

- Under the Canada-Manitoba Canada-Wide ELCC Agreement, Manitoba will work with community organizations through requests for proposals to establish a local agency-based model for recruiting, licensing, monitoring and supporting home-based providers.
- The new model will be implemented in 2022/23.
- To ensure that home-based providers are supported during the transition to the agency model, Manitoba will allocate funding for home-based providers to engage in professional development that increases the quality of child care in the regulated sector.

Initiative	Principles Supported	2021/22 Funding	Indicators	2017/18 – 2019/20 Cumulative	2021/22 Targets	2021/22 Actuals
<b>Basics of Effective Board Governance training</b>	High quality	\$50K	Number of licensed non-profit facilities trained  Number of francophone licensed non-profit facilities trained  Improved or additional modules	1,409 board members of 211 unique ELCC facilities have been trained Created two new training modules related running effective meetings	Up to 450 Board members and directors from up to 70 facilities access training  Development of two new training modules	

Description:

- Provincial access for licensed non-profit ELCC centres to online board governance training has been successful in building the capacity of centre boards.
- Building on the successes of this pilot, the Manitoba Child Care Association (MCCA) will create a new manual to continue to improve the capacity of board members who participated in the training.
- Continued access to this online board training will be offered to new board members and to boards experiencing turnover due to the temporary child care system in place during the COVID-19 response in order to build capacity in the recovery period.
- In addition, a French version of the online board governance training will be developed and offered to support Manitoba's Francophone boards. Anticipated to be rolled-out to facilities in 2022/23.

**Pillar 3: Rural and Northern Strategy**

Initiative	Principles Supported	2021/22 Funding	Indicators	2017/18 – 2019/20 Cumulative	2021/22 Targets	2021/22 Actuals
<b>Competency Based Assessment programs in rural/Northern communities</b>	High quality	\$50K	Number and proportion of providers with Early Childhood Education (ECE) certification residing in rural and Northern communities	6 participants and 1 rurally based contracted advisor	6 participants and 1 Northern advisor	

Description:

- Manitoba will continue to provide focused efforts to help remove barriers for individuals in rural/Northern Manitoba to provide training for child care assistants or others with related experience and training to become eligible for ECE certification. This includes a redesigned module to better meet rural and Northern training needs and a contracted advisor to work exclusively with applicants from rural and Northern regions.
- One of the regular contract advisors is Francophone and is available to provide additional support to on Francophone participant currently enrolled in the CBA program for rural/Northern communities.

**Pillar 4: Diversity and Inclusion**

Initiative	Principles Supported	2021/22 Funding	Indicators	2017/18 – 2019/20 Cumulative	2021/22 Targets	2021/22 Actuals
<b>Dual Stream Service Model – Children with Additional Needs</b>	Inclusive Flexible High Quality Accessible	\$4.8M	Number of children with additional support needs enrolled in ELCC programs  Number of facilities receiving Applied Behavioural Analysis (ABA) training  Number of facilities receiving COS Training	846 children with additional support needs  supported 265 staff from 28 facilities trained in ABA  150 facilitators trained from 2017/18 through to 2019/20	400 children with additional support needs  Support 200 staff from a further 25 facilities  10 facilitators trained in COS; 10 ELCC facilities receive COS training.	

Description:

**1. Dual Stream Service Model – Service and funding approach for children with additional support needs**

- Manitoba will continue to provide funding to ELCC facilities requiring support to include children with disabilities in their child care programming through a coordinated service and funding approach.
- A range of interventions and funding are included: equipment, room modifications, specialized training and enhanced staffing.

**2. Applied Behavioural Analysis training for ELCC facilities**

- Manitoba will continue to work with St. Amant Centre to offer training to child care centres on Applied Behavioural Analysis (ABA).
- Providing this training to ELCC centres increases the skills of the staff and builds the capacity of centres to work with children with diverse needs.

**3. Circle of Security (COS) – Facilitator Training**

- Manitoba has established a train the trainer system on the Circle of Security (COS) approach, which has been successful in building overall capacity in the sector to provide more responsive and inclusive services that better meet the diverse needs of all children in a secure environment.
- Manitoba will also expand on the success of this pilot initiative by working towards supporting facilities to move towards incorporating the COS approach into their business practices.
- A manual will be developed to enable facilities to implement the COS approach into their business model.

Initiative	Principles Supported	2021/22 Funding	Indicators	2017/18 – 2019/20 Cumulative	2021/22 Targets	2021/22 Actuals
Indigenous Programming Grant	Diversity and Inclusion, Accessible, affordable, and flexible	\$300K	Number of grants issued	14 self-identified Indigenous ELCC facilities received grant (one facility closed)	28 facilities to implement culturally appropriate Indigenous programming	

Description:

- The eligible facilities can use this grant to purchase resources and equipment supporting an Indigenous-focused curricula that is responsive to the needs of staff, children, and families in their communities.
- In Manitoba's 2017/18 to 2019/20 Action Plan, 14 self-identified Indigenous ELCC facilities, serving 530 children received \$126K in grant funding to support their Indigenous programming and curriculum. This represents 100 per cent of the existing self-identified Indigenous facilities in Manitoba. As many of these programs are currently closed as per Manitoba's public health guidelines for COVID-19, they have yet to completely utilize the funding provided to them in 2019/20.
- These programming grants ranged from \$2,240 for home-based providers, and up to \$19,200 for larger child care centres.

Initiative	Principles Supported	2021/22 Funding	Indicators	2017/18 – 2019/20 Cumulative	2021/22 Targets	2021/22 Actuals
<b>Francophone Training Enhancement Grant</b>	Diversity and Inclusion, High Quality, Accessible	\$100K	Number of Francophone ELCC facilities receiving resources and training supports	\$50K in Grant funding provided to Fédération des Parents du Manitoba (FPM) to support training and professional development in 2019/20	25 facilities access resources to support French language programming	

Description:

- To engage the FPM ensuring ELCC resources and professional development opportunities are accessible to the Francophone child care community throughout Manitoba.
- Supporting the 40-hour Child Care Assistant Course expansion through the Université de Saint-Boniface.

**Pillar 5: General Administration**

Initiative	Principles Supported	2021/22 Funding	Indicators	2017/18 – 2019/20 Cumulative	2021/22 Targets	2021/22 Actuals
<b>General Administration</b>	N/A	Up to 10% of agreement~\$1.5M	N/A	N/A	N/A	N/A

Description:

- Maintenance and implementation of IT platforms that support provincial needs for child care.
- Minister's Consultation Table – funding to support the operations of the MCT and Bilateral Sub-committee such as Diligent software, meeting preparations and member accommodations, food and travel, staffing to support the Committee.
- General Administration costs.

\*Note: Financial allocations in this table use an abbreviated notation.

## Early Childhood Workforce Funding

### Introduction

Manitoba's child care regulations recognize three different classifications of child care workers.

- Child Care Assistants (CCAs) are required to complete a 40-hour course
- Early Childhood Educators (ECEs) are required to complete a two-year diploma program to be classified as an ECE II
- ECE III are required to complete post-diploma studies after receiving their ECEII certification.

As per Section 7(4) of the Child Care Regulation of The Community Child Care Standards Act, two-thirds of all staff working in licensed early learning and child care (ELCC) centers in Manitoba must be classified as an ECE II or ECE III. As of March 2020, 76.5 per cent of licensed ELCC centres meet the regulated requirements for trained staff; however, a number of higher-need areas of the province are below this provincial average including remote rural regions and Northern communities.

The Department of Families provided \$9.4M to child care providers in 2019/20 for supportive workforce initiatives including a wage adjustment grant, tuition support, pension reimbursements, staffing replacements grants, and college expansion funding and scholarships for ECE education and training.

The workforce challenges identified by the regulated care sector, including centres and home - based providers focus on recruitment and retention of qualified staff at all three certification levels. Barriers most consistently noted are:

- Offering competitive wages while balancing operational costs based on revenue.
- ECEs leaving the child care sector for other employment opportunities, most notably as Educational Assistants in schools.
- Access to training programs particularly in non-urban areas and minimal flexibility in the format of educational and training programs are offered i.e. in person versus online.
- Ability to offer supportive benefits that reflect the value of the work.

The ability to recruit and retain staff has been further compounded by the COVID-19 pandemic, with health orders and meeting new fundamentals of practice resulting in temporary closures, reductions in enrollment capacity, adjusted hours of operation, and new position responsibilities to ensure safe and healthy learning and care environments.

In the wake of the COVID-19 pandemic, families struggled to find suitable child care to support parents who continued to work, and those that needed to seek new employment. The pandemic emphasized the invaluable service that the ELCC sector



provides for families, and the critical need for more flexible and responsive child care programs. The need for greater professional recognition of the workforce was further amplified as essential in order to engage with the sector in expanding child care options for families and to continue providing high quality ELCC services.

With the single-year workforce allocation of \$19,166,459 provided by Canada for 2021/22, Manitoba is focusing on recruitment and retention strategies to provide immediate measures aimed at increasing the number of new ECEs in the regulated sector. It will also provide recognition for existing CCAs and ECEs through enhanced wages and benefits in order to set the stage for transitioning to longer-term initiatives set out in the new Canada-Manitoba Canada-Wide ELCC Agreement.

### **Recruitment Strategies**

Manitoba's recruitment strategies are focused on:

- Attracting qualified ECEs already enrolled in, or who are recent graduates of an ECE training program.
- Reducing entry barriers for ECE programs, with a particular focus on underserved communities.
- Providing supports to CCAs working toward an ECE II certification.
- Modernizing the career landscape by establishing a supportive continuum of competencies that will guide career-laddering for individuals in the early childhood education field.

To receive certification as an ECE II in Manitoba, an individual must complete a two-year diploma program, offered by one of eight post-secondary institutions (PSI), with an average tuition cost of \$4K per year. To increase accessibility, Manitoba will fund additional cohorts through a Request for Proposal process, including eligibility for cohorts in private vocational institutions not eligible for ongoing public funding. Approved proposals will need to demonstrate an ability to implement innovative measures (such as remote learning) to train ECEs for higher need communities including Indigenous, newcomer, racialized, Francophone and rural and Northern individuals. To maximize the Workforce funding, Manitoba will provide two-years of funding upfront to support an additional 6 ECE training cohorts, with a size requirement of 15-20 students per cohort and targeting a 70 per cent graduation rate. This is expected to result in the addition of approximately 74 additional ECEs who can be added to the workforce by September of 2024. Manitoba's allocation for this initiative is \$2.4M to cover a period of two-years.

Additionally, Manitoba will allocate up to \$2.0M in tuition reimbursements for students either current enrolled in an ECE training program in the province for the 2021/22 academic year, or the upcoming 2022/23 academic year. Students will need to apply for tuition reimbursement by providing proof of enrollment, and tuition paid for each year. Tuition reimbursement will be for a maximum of \$4K per year, which is targeted to support up to 250 ECE students

As outlined above in Manitoba's Action Plan under the Canada-Manitoba ELCC Agreement, the CBA program is a cost-effective program for CCAs with prior or related education (including international education) working toward an ECE II certification. While there are no direct costs associated with enrollment in the CBA program, there are personal costs incurred for materials including the purchase of materials for the development of portfolios, supplies to support assignments and journals for placement experiences. Participants in the CBA program will be able to apply for a benefit of up to \$200 to reimburse for those costs, with Manitoba allocating a total of \$6K for 2021/22.

The Child Care Qualifications and Training Committee (CCQTC) is established under The Community Child Care Standards Act to research, review and make recommendations for matters pertaining to training of all staff working in the early learning and child care sector. Along with reviewing and making recommendations to the Minister for approval of ECE educational programs offered by PSIs, the CCQTC is responsible for establishing the full continuum of workforce competencies. In 2019, the CCQTC re-developed competencies to inform ECE II training but has not been able to develop a broad continuum to encompass the full workforce landscape from entry level positions at the CCA level through to ECE IIIs that hold managerial and leadership positions. Under the Early Childhood Workforce Agreement, Manitoba will allocate \$400K to secure a consultant to work with the CCQTC to develop the continuum of competencies that support the full range of workforce training and inform potential new classifications to improve career laddering and bolster long-term recruitment and retention of the workforce landscape.

Under the Canada-Manitoba Canada-Wide ELCC Agreement, Manitoba is allocating a further \$200K toward the procurement of a consultant to assist with the development of staff re-certification requirements, and the re-development of Manitoba's ELCC curriculum framework, increasing quality and expanding inclusivity of child care services. Currently, once a child care worker receives their certification in Manitoba, they remain certified indefinitely. The re-certification process will require CCAs and ECEs to participate in professional development to remain certified supporting increased quality throughout the sector. Modernizing the workforce certification requirements and process to endorse continued professional development and career laddering in the early learning field will set the stage to ensure the workforce is delivering services based on current early learning information and approaches.

### **Retention Strategies**

Manitoba's retention strategies are focused on:

- Maintaining qualified staff, both new and experienced through appropriate remuneration.
- Recognizing the invaluable service provided by sector staff, and providing adequate compensation for their year-of-service.

- Providing short-term benefits that enhance economic stability for sector employees.

In Manitoba, the regulations for public sector employee pension plans falls under the Child Care Worker Retirement Benefits Regulation of The Community Child Care Standards Act. The employee's contribution to the pension fund of the license holder is equal to four per cent of the employee's wages, with the employer matching employee contributions of four per cent. Section 3.1(2) of the Child Care Worker Retirement Benefits Regulation, authorizes disbursements of grants to reimburse an employee's contributions to an employer's pension plan equal to two per cent of the employee's regular wages. Manitoba will allocate up to \$2.9M in federal funding to enhance pension plans by providing an additional two per cent to the employee pension plan contributions, based on employee wages, and targeting up to 6,261 eligible staff working in regulated non-profit child care centres that have been active over the past 20-months during the COVID-19 pandemic.

In Manitoba, home-based providers are not eligible for enrollment into a pension fund for reimbursement; however, they are eligible for reimbursement for Registered Retirement Savings Plan (RRSP) contributions under Section 4(1) of the Child Care Worker Retirement Benefits Regulation of the *Community Child Care Standards Act*. This reimbursement grant is up to 50 per cent of the license holder's contribution, or up to a maximum dollar amount, depending on the type of home-based provider they are, and if they have an ECE certification. As per Section 4(2) of the regulations a license holder is eligible of up to 50 per cent of the total amounts contributed by the license holder for that year, with a range depending upon their classification and type of child care operation (family home or group family home). To enhance the retention of home-based providers in the province, Manitoba will allocate a total of \$117.5K to support up to 235 home-based providers with RRSP contribution benefits in the amount of \$500 per license holder.

In addition to the enhanced pension contributions, Manitoba will also allocate up to \$3.0M in funding for a one-time Tax-Free Savings Account (TFSA) deposit, eligible for the regulated non-profit child care sector, including child care centres and home-based providers. To ensure equitable distribution of funds, the TFSA deposit will be based on a years-of-service model, providing a range of deposits from a minimum of \$450 for ECEs with two to five years of service, up to a maximum of \$1,400 for ECEs with 15 years or more of service, with an average of \$1083 per TFSA deposit. Manitoba will provide this benefit for up to 2,761 ECEs providing immediate economic benefits to eligible applicants. CCAs are ineligible for this benefit, as Manitoba has allocated significant investments supporting their career growth through workforce recruitment initiatives by providing tuition reimbursements. This one-time deposit will provide recognition to trained ECEs who have been long-time sector employees and demonstrate to new hires Manitoba's commitment to supporting and growing a qualified trained workforce.

In Manitoba, child care facilities operate as private businesses, and board directors are responsible for establishing wages at non-profit centres, and owner/operators at for-profit facilities. This has resulted in a wide range of wages across the sector. Under the Canada-Manitoba Canada-Wide ELCC Agreement, a minimum wage grid will be implemented in Manitoba to provide guidance to non-profit boards in developing equitable wage scales by establishing a minimum wage based on the position and classification of the employee, which will establish higher wages for entry-level ECEs and CCAs at the outset. Implementation of the minimum wage grid in Manitoba will require amendments to the regulations under The Community Child Care Standards Act in the form of a schedule or development of a robust policy with related reporting requirements.

In order to maximize funding and support the ELCC sector workforce until the minimum wage grid can be fully implemented, Manitoba will allocate up to \$6.6M from the Early Childhood Workforce Agreement to support Wage-Bridge initiatives, with \$5.5M allocated for ECEs, and \$1.1M allocated for CCAs. Manitoba has identified up to 48 ECEs that earn less than \$16.58 per hour, which is the average hourly wage of an ECE with two years of experience or less; 960 ECEs earning less than the average starting wage of \$20.90 per hour, and 115 ECE II supervisors who work on the floor that make less than \$23.32. Manitoba's current minimum wage is \$11.95 per hour; there are approximately 815 CCAs, earning less than \$13.11 per hour, as proposed in the Minimum Wage Grid. The Wage-Bridge initiative will strengthen the economic stability of sector staff earning below the entry-level wages of the proposed Minimum Wage Grid by immediately raising the wages of the identified sector personnel to the meet the average minimum wages noted above.

Through these initiatives, Manitoba will work to retain the ELCC workforce as Manitoba and Canada work together toward supporting a new Canada-Wide Child Care system, by providing appropriate remuneration to new and experienced employees, and benefits that provide economic stability for sector employees.

### **Carry-Forward**

To fully implement the initiatives Manitoba will carry-forward 25 per cent of the 2021/22 allocation into the 2022/23 fiscal year. This is necessary to maximize allocated funds particularly for any initiatives requiring application for funds including:

- Additional ECE Training Cohorts
- ECE Tuition Reimbursement
- CBA Program Benefit
- TFSA Benefit

The table below summarizes Manitoba’s allocation for its recruitment and retention strategies supported by the Early Childhood Workforce Agreement.

<b>Early Childhood Workforce Agreement Initiatives and Allocations</b>	
<b>Initiatives</b>	<b>Allocation</b>
<b>Recruitment Strategies</b>	
ECE Training Programs – Additional Cohorts	\$ 2,400,000
ECE Tuition Reimbursement	\$ 2, 040,000
CBA Program Benefits	\$ 6,000
Competency Continuum Development - Consultant	\$ 200,000
<b>Retention Strategies</b>	
Retirement Enhancement Benefits	\$ 2,900,000
Tax-Free Savings Account Deposit	\$ 2,990,150
Wage Bridge Benefit - ECE	\$5,536,450
Wage Bridge Benefit - CCA	\$ 1,177,776
Administration Costs	\$1,916,083
<b>ALLOCATION TOTAL</b>	<b>\$ 19,166,459</b>

A full summary of Manitoba’s recruitment and retention strategies, including detailed descriptions, financial allocations (abbreviated), and indicators and target outcomes, is provided in the table below.

Recruitment Strategies				
Initiative	Funding	Indicators	Targets	Outcomes
<b>ECE Training Programs – Additional Cohorts</b>	\$2.4M	<ul style="list-style-type: none"> <li>• Number of ECE cohorts funded for two years</li> <li>• Number of ECE students per cohort</li> <li>• Total number of ECE students funded</li> <li>• Number of new ECE graduates</li> <li>• Number of post-secondary, vocational, and technical schools funded</li> </ul>	<ul style="list-style-type: none"> <li>• Up to 6 new ECE cohorts funded for two years, including public and private vocational institutions.</li> <li>• 15 - 20 students per cohort</li> <li>• Up to 74 potential new ECE graduates based on a 70 per cent graduation rate</li> </ul>	
<p>Description:</p> <ul style="list-style-type: none"> <li>• Funding is provided directly to institutions providing Early Childhood Education (ECE II) training.</li> <li>• Cost per cohort is up to \$400,000.</li> <li>• The number of students per cohort can vary across institutions, but an average of 15-20 students per cohort has been observed across programs in Manitoba.</li> </ul>				
Initiative	Funding	Indicators	Targets	Outcomes

<b>ECE Tuition Reimbursement</b>	\$2.04M	<ul style="list-style-type: none"> <li>• Number of students and new graduates applying for tuition reimbursements, and number of reimbursements provided.</li> <li>• Average tuition reimbursement (\$) per ECE</li> </ul>	<ul style="list-style-type: none"> <li>• Up to 250 students and recent graduates receiving tuition reimbursements.</li> <li>• Maximum \$4,000 tuition reimbursement per year, per student.</li> </ul>	
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Description:

- Maximum tuition reimbursement is \$4,000 per student, per year.
- Students will need to provide proof of enrollment, and tuition paid for the 2021/22, and 2022/23 academic years.

Initiative	Funding	Indicators	Targets	Outcomes
<b>Competency Based Assessment (CBA) Program Benefit</b>	\$6K	<ul style="list-style-type: none"> <li>• Number of CBA program participants applying for benefit</li> <li>• Maximum benefit of \$200 per CBA participant</li> </ul>	<ul style="list-style-type: none"> <li>• Up to 30 CBA program participants awarded the benefit in 2021/22 and 2022/23</li> <li>• Total federal funding provided</li> </ul>	

Description:

- The CBA program is a cost-effective program that allows CCA's with related education (including international education) and combined work experience to obtain an ECE II accreditation.
- There is not cost for entry into the CBA program, however, personal expenses can be incurred for books and materials, and the development of portfolios.
- Maximum benefit is \$200 per participant to reimburse for costs incurred.

Initiative	Funding	Indicators	Targets	Outcomes
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<b>Competency Continuum Development Project - Consultant</b>	\$200K	<ul style="list-style-type: none"> <li>Continuum of learning competencies to support the full career landscape for the early childhood workforce.</li> <li>Development of competencies for ECE programs</li> </ul>	<ul style="list-style-type: none"> <li>Continuum of competencies to inform training requirements from entry level to leadership positions in the early childhood educator career path.</li> <li>Competencies for CCAs to ECE IIIs</li> </ul>	
<p>Description:</p> <ul style="list-style-type: none"> <li>Manitoba plans to hire a consultant to work with the CCQTC and develop a continuum of competencies addressing the full early learning and child care career landscape.</li> <li>This includes developing training programs with clear and comprehensive career laddering to attract individuals into an early childhood educator career path and retain them with the opportunities to grow and advance through the system.</li> </ul>				

<b>Retention Strategies</b>				
<b>Initiative</b>	<b>Funding</b>	<b>Indicators</b>	<b>Targets</b>	<b>Outcomes</b>



<b>Retirement Enhancement Benefit</b>	<p>\$2.9M</p>	<ul style="list-style-type: none"> <li>• Number of active employees during the past 20 months to receive retirement enhancement benefits.</li> <li>• Pension enhancement amount (\$) provided by federal funding.</li> <li>• Number RRSP contribution benefits.</li> <li>• RRSP benefit amount (\$) provided by federal funding.</li> </ul>	<ul style="list-style-type: none"> <li>• Up to \$2.9M in federal funding provided to enhance pensions and RRSP's.</li> <li>• Up to 6,261 sector employees receiving pension enhancement benefits (2,566 centre-based ECEs).</li> <li>• Up to 235 home-based providers eligible for an RRSP benefit of \$500.</li> <li>• Up to \$117.5K in federal funding for RRSP contribution benefits.</li> </ul>	
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Description:

- The Pension Enhancement Benefit is based on a 2 per cent increase for sector employees that have been active over the past 20 months.
- The average annual pension contribution to the employee pension fund was \$5.5M (from 2016-2019), based on a rate of four per cent.
- A two per cent increase would be added to the employee pension fund in the amount of \$2.8M for 2021/22.
- Manitoba will allocate \$177.5K for 195 Home-Based providers to support the RRSP benefit at \$500 per license holder.

Initiative	Funding	Indicators	Targets	Outcomes																								
<b>Tax Free Savings Account (TFSA) Deposit</b>	\$3.0M	<ul style="list-style-type: none"> <li>Total number of ECE's receiving TFSA deposits.</li> <li>Average TFSA deposit (\$) per ECE.</li> </ul>	<ul style="list-style-type: none"> <li>Up to 2,761 ECEs eligible to receive TFSA deposits.</li> <li>Estimated average of \$1,083 per TFSA deposit for ECEs.</li> </ul>																									
<p>Description:</p> <ul style="list-style-type: none"> <li>Years of service based model to ensure equitable use of federal funding to strengthen the retention of both experienced and newer staff members:</li> </ul> <table border="1"> <thead> <tr> <th>Years of Service</th> <th>Number of ECEs</th> <th>TFSA Deposit</th> <th>Total TFSA Deposits</th> </tr> </thead> <tbody> <tr> <td><b>ECEs 2-5 years</b></td> <td>221</td> <td>\$450</td> <td>\$99,450</td> </tr> <tr> <td><b>ECEs 5-10 years</b></td> <td>635</td> <td>\$700</td> <td>\$444,500</td> </tr> <tr> <td><b>ECE's 10+ years</b></td> <td>552</td> <td>\$1,000</td> <td>\$552,000</td> </tr> <tr> <td><b>ECEs More than 15 years</b></td> <td>1353</td> <td>\$1,400</td> <td>\$1,894,200</td> </tr> <tr> <td><b>Grand Total:</b></td> <td><b>2,761</b></td> <td><b>\$ 887(average)</b></td> <td><b>\$2,990,150</b></td> </tr> </tbody> </table>					Years of Service	Number of ECEs	TFSA Deposit	Total TFSA Deposits	<b>ECEs 2-5 years</b>	221	\$450	\$99,450	<b>ECEs 5-10 years</b>	635	\$700	\$444,500	<b>ECE's 10+ years</b>	552	\$1,000	\$552,000	<b>ECEs More than 15 years</b>	1353	\$1,400	\$1,894,200	<b>Grand Total:</b>	<b>2,761</b>	<b>\$ 887(average)</b>	<b>\$2,990,150</b>
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Initiative	Funding	Indicators	Targets	Outcomes																								

<b>Wage Bridge Benefit - ECE</b>	<p style="text-align: center;">\$5.5M</p>	<ul style="list-style-type: none"> <li>• Number of ECEs earning less than \$20.90 per hour eligible for the Wage Bridge Benefit</li> <li>• Average ECE wage prior to Wage Bridge Benefit</li> <li>• Minimum wage raised to \$20.90 for eligible ECEs</li> <li>• Total federal funding used for Wage Bridge Benefit</li> </ul>	<ul style="list-style-type: none"> <li>• 48 ECE IIs identified as eligible for a wage increase to \$16.58 per hour</li> <li>• Up to 960 ECE IIs identified as eligible for wage increase to \$20.90 per hour.</li> <li>• 115 ECE II Supervisors eligible for a wage increase to \$23.32 per hour</li> <li>• Up to \$4.5M in federal funding used for Wage Bridge Benefits</li> </ul>	
<p><b>Description:</b></p> <ul style="list-style-type: none"> <li>• Manitoba will allocate \$5,536,450 to support the Wage Bridge Benefit.</li> <li>• In Manitoba there are an estimated 48 ECEs earning less than the targeted \$16.58 per hour and 960 were earning below the starting minimum wage of \$20.90 from the Wage Grid in the Canada-Manitoba Canada-Wide ELCC Agreement.</li> <li>• Manitoba will allocate up to \$155,877 to increase wages for ECEs earning less than \$16.58 per hour.</li> <li>• Manitoba will allocate up to \$4,318,678 to increase wages for ECEs earning greater than \$16.58 per hour, but less than \$20.90 per hour.</li> <li>• Manitoba will allocate up to \$1,061,895 to increase wages for ECE II Supervisors earning less than \$23.32 per hour.</li> <li>• To strengthen retention of the workforce, Manitoba will implement a Wage Bridge Benefit that will raise the minimum wage for those ECE's identified until such time as the proposed Wage Grid is implemented across Manitoba.</li> </ul>				
<b>Initiative</b>	<b>Funding</b>	<b>Indicators</b>	<b>Targets</b>	<b>Outcomes</b>

<b>Wage Bridge Benefit - CCA</b>	\$1.1M	<ul style="list-style-type: none"> <li>• Number of CCA's earning less than \$13.11 per hour eligible for the Wage Bridge Benefit</li> <li>• Average CCA wage prior to Wage Bridge Benefit</li> <li>•</li> </ul>	<ul style="list-style-type: none"> <li>• Up to 815 CCA's identified as target for Wage Bridge Benefit</li> <li>• Up to \$1.1M in federal funding used for Wage Bridge Benefits</li> <li>• Minimum wage raised to \$13.11 per hour for eligible CCAs</li> </ul>	
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Description:

- Manitoba will allocate \$1,177,776 to increase wages for the CCA's identified.
- Manitoba's ELCC branch was able to identify up to 815 CCAs that were earning below the starting minimum wage of \$13.11 from the Wage Grid in the Canada-Manitoba Canada-Wide ELCC Agreement.
- To strengthen retention of the workforce, particularly those that are just entering, Manitoba will implement a Wage Bridge Benefit that will raise the minimum wage to \$13.11 per hour for those CCAs identified until such time as the proposed Wage Grid is implemented across Manitoba.

\*Note: Financial allocations in this table use an abbreviated notation.

## EARLY CHILDHOOD WORKFORCE FUNDING FOR 2021-2022

**WHEREAS**, Canada and Manitoba agree that the early childhood workforce is integral to providing high-quality ELCC;

**WHEREAS**, The Multilateral ELCC Framework is based on five key principles, one of which is ensuring ELCC systems are of high quality; and

**WHEREAS**, The Multilateral ELCC Framework recognizes the importance of qualifications and training for the early childhood workforce as part of a high quality ELCC system.

**NOW THEREFORE**, the Parties agree as follows:

### **1.0 Purpose**

1.1 Canada and Manitoba agree that for Fiscal Year 2021-2022 only, a one-time financial support from Canada to Manitoba will be used support the recruitment and retention of the early childhood workforce.

### **2.0 Area of focus**

2.1 Manitoba agrees to utilize funding in licensed/regulated settings to support the attraction and retention of a qualified workforce, including through training, professional development, wages, bursary programs, tuition support and grants.

2.2 For greater clarity, activities that may support the objective of attracting and retaining a qualified workforce include but are not limited to: providing employment and training supports, lowering the cost of education for those seeking their early childhood educator degree/certificate, supporting the workforce in providing quality ELCC, and improving the ability to provide support to families more in need, including lower-income families; Indigenous families; lone-parent families; Black and racialized children; families from Official Language Minority Communities; families in underserved communities; those working non-standard hours and/or families with children with disabilities and children needing enhanced or individual supports. Needs also include having limited or no access to programs and services in the children's official language.

2.3 Manitoba may use up to 10% of its workforce funding allocation towards administration costs.

### **3.0 Financial provisions**

3.1 In Fiscal Year 2021-2022, to be paid concurrently with the contribution provided under section 4.2. of the Agreement, Canada has designated the following maximum amount to be transferred in total to all provinces and territories under this initiative with a fixed base rate of \$2 million per year for each province and territory, and the balance of the funding on a per child (0-12) basis: \$420,000,000 for the Fiscal Year beginning on April 1, 2021

3.2 The final amount to be paid to Manitoba is determined by the formula:

$$F \times K/L$$

Where F is the total funding amount transferred to provinces and territories minus the base funding:

K is the population of children aged 0-12 in Manitoba in Fiscal Year 2021-22, as determined using population estimates from Statistics Canada; and

L is the total population of children aged 0-12 in Canada in Fiscal Year 2021-22, as determined using population estimates from Statistics Canada.

3.3 Subject to adjustment based on the formula described in section 3.2 of this Annex, Manitoba's estimated share of the amount described in section 3.1 of this Annex will be:

Fiscal Year	Estimated amount to be paid to Manitoba (subject to adjustment)
2021-2022	\$19,166,459

For the purposes of the formula in section 3.2 of this Annex, the population of children aged 0-12 in Manitoba for the 2021-2022 Fiscal Year and the population of children aged 0-12 in all provinces and territories for that Fiscal Year are the respective populations as determined on the basis of the preliminary estimates of the respective populations on July 1 of that Fiscal Year. These estimates are released by Statistics Canada in September of each Fiscal Year.

3.4 Sections 4.6.1 – 4.6.5 of the Agreement, respecting carry forward, apply to funds provided under this annex.

#### **4.0 Accountability**

4.1 Action Plan

4.1.1 In addition to the requirements outlined in the Agreement under section 5.1, for Fiscal Year 2021-2022, Manitoba agrees to include the following additional information in the Action Plan (as set out in Schedule 1) for that Fiscal Year:

- a) specific priority areas for investment and objectives in supporting the recruitment and retention of the early childhood workforce in Manitoba;
- b) demonstrate that federal investments will be incremental, and will not displace existing Manitoba spending in support of the early childhood workforce;
- c) indicators that will be reported on according to Manitoba's planned investments in the workforce; and
- d) specific targets for each indicator that will be reported on according to Manitoba's planned investments.

## 4.2 Reporting

4.2.1 In addition to the requirements outlined in the Agreement under section 5.2, for Fiscal Year 2021-2022, Manitoba agrees to:

- a) Report to the people of Manitoba and to Canada on the results and expenditures to support the recruitment and retention of the early childhood workforce. The report shall show separately the results attributable to the funding provided by Canada under this Annex.
- b) Provide to Canada additional information in the Annual Report for that year that shall show separately the results attributable to the funding provided by Canada under this Annex and shall include:
  - i. A description of the activities, expenditures and results of Annex 3 of the Agreement as set out in Annex 2;
  - ii. Results achieved according to the indicators and targets referred to in Annex 2;
  - iii. The number of early childhood workforce staff (current and/or planned) supported by federal funding provided under this Annex including a description of how they were supported;
  - iv. A description of the increase in recruitment and/or retention of the early childhood workforce in Fiscal Year 2021-2022.

- c) Provide to Canada an audited financial statement of revenues received from Canada under this Annex in Fiscal Year 2021-2022:
- i. The revenue section of the statement shall show the amount received from Canada under this Annex in Fiscal Year 2021-2022;
  - ii. The total expenditures under this Annex in Fiscal Year 2021-2022;
  - iii. If applicable, the amount of any surplus funds that are to be repaid to Canada under section 4.7 of the Agreement.

The financial statement shall be prepared in accordance with Canadian Generally Accepted Accounting Principles and the audit shall be performed by the Manitoba Auditor General or his/her delegate, or by an independent public accounting firm registered under the laws of Manitoba and shall be conducted in accordance with Canadian Generally Accepted Auditing Standards.