ECD Governance in BC

Hamilton Best Start Network
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ECD Governance

- governance and social capital
- local governance and policy outcomes
- local governance and ECD

neighbourhood effects + community democracy

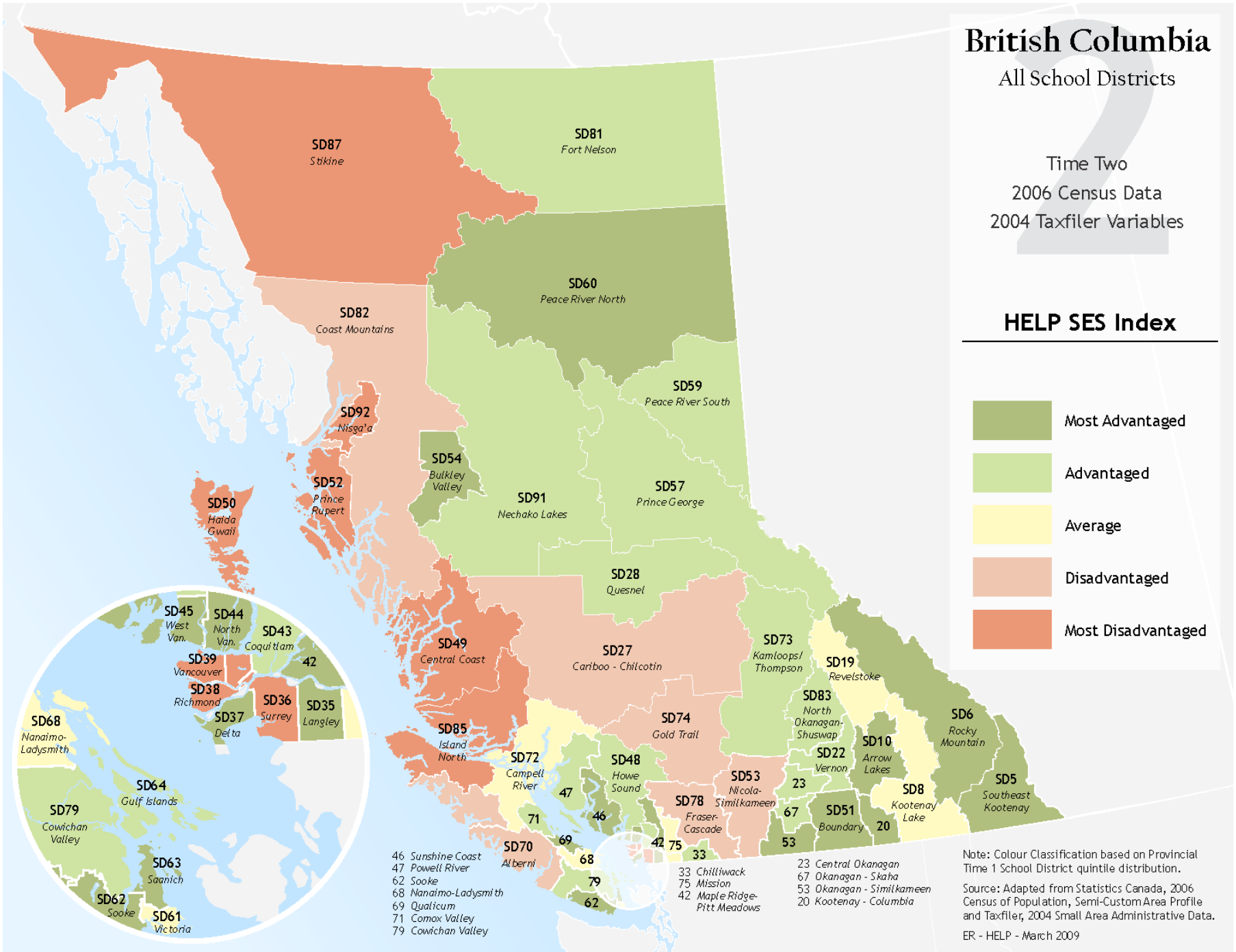
Research Methodology …

- map and compare community governance structures/partnerships in the area of ECD (i.e. ECD Roundtables) in selected BC communities
- variation across communities
- inter-community variation
- qualitative method (observation, interviews and document scan)
- feminist political economy approach

The Communities

8 communities, 4 for discussion today:

- **South Peace** (18, 211): South Peace Success By 6 Council of Partners
- **Revelstoke** (8, 500): Children First
- **Surrey/White Rock** (480, 885): Surrey/White Rock Make Children First (MCF)
- **Vancouver** (578, 000): Windows of Opportunity Coalition


British Columbia
All School Districts
Time Two
2006 Census Data
2004 Taxfiler Variables
HELP SES Index
Most Advantaged
Advantaged
Average
Disadvantaged
Most Disadvantaged
SD87 Stikine
SD81 Fort Nelson
SD60 Peace River North
SD82 Coast Mountains
SD92 Nisga'a
SD59 Peace River South
SD54 Bulkley Valley
SD52 Prince Rupert
SD50 Haida Gwaii
SD91 Nechako Lakes
SD57 Prince George
SD28 Quesnel
SD49 Central Coast
SD27 Cariboo - Chilcotin
SD73 Kamloops/ Thompson
SD19 Revelstoke
SD83 North Okanagan-Shuswap
SD6 Rocky Mountain
SD74 Gold Trail
SD85 Island North
SD72 Campell River
SD48 Howe Sound
SD53 Nicola-Similkameen
SD10 Arrow Lakes
SD22 Vernon
SD78 Fraser-Cascade
SD8 Kootenay Lake
SD5 Southeast Kootenay
SD51 Boundary
SD70 Alberni
SD45 West Van.
SD44 North Van.
SD43 Coquitlam
SD39 Vancouver
SD38 Richmond
SD36 Surrey
SD37 Delta
SD35 Langley
SD68 Nanaimo-Ladysmith
SD64 Gulf Islands
SD79 Cowichan Valley
SD63 Saanich
SD62 Sooke
SD61 Victoria
46 Sunshine Coast
47 Powell River
62 Sooke
68 Nanaimo-Ladysmith
69 Qualicum
71 Comox Valley
79 Cowichan Valley
33 Chilliwack
75 Mission
42 Maple Ridge-Pitt Meadows
23 Central Okanagan
67 Okanagan - Skaha
53 Okanagan - Similkameen
20 Kootenay - Columbia
Note: Colour Classification based on Provincial Time 1 School District quintile distribution.
Source: Adapted from Statistics Canada, 2006 Census of Population, Semi-Custom Area Profile and Taxfiler, 2004 Small Area Administrative Data.
ER - HELP - March 2009

BC ECD Roundtables

South Peace	Revelstoke	Surrey/White Rock	Vancouver
School District 59	School District 19	School District 36	School District 39
Northern Health Authority	Interior Health Authority	Fraser Health Authority	Vancouver Coastal Health Authority
Cities of Dawson Creek, Chetwynd, Tumbler Ridge + 5 Aboriginal Agencies & Communities	City of Revelstoke	Cities of Surrey & White Rock	City of Vancouver
United Way, Credit Union, MCFD, Community Resource, Literacy, Mother Goose, City, Child Development, Aboriginal, CCRR	CCRR, cc providers & ECEs, School Psychology, Speech & Lang Pathology, family literacy, Jumping Jacks, Community Connections, Strong Start, Screen Smart, MCFD, Mental Health, Kindergarten Teachers, Community Living, Community Foundation, Credit Union, Business, City Councillor, Women's Shelter	Children's Foundation, Child Development, Office of EDL&C, DIVERsity, OPTIONS, MCFD, Public Library, Community Services, Public Health, women's equality, Aboriginal; religious groups	YMCA, Community Centres, Neighbourhood Houses, Aboriginal, Mosaic, Developmental Disabilities, MCFD, Library

Multilevel Governance

- modern policy needs involvement of several levels of government (federal, provincial, municipal)
- and complex web of non-governmental actors
- political economy of scale: ówho does what and whereôof governance
- ECD - responsibilities of all three levels of government in Canada; multiple policy areas and community actors

Limits of Local Governance

- practical limits to local capacity
- governance on its own will not be enough to significantly affect child outcomes
- research consensus is that strong national policy framework and effective multilevel governance are crucial
- ECD Roundtables operating in a broader neoliberal context, with weak, uncoordinated multilevel governance

Canada's Social Policy Regime

- (neo)liberal welfare state; residualism
- cuts at federal and provincial levels
- gendered social policy; public/private divide
- ECD as a family and/or market responsibility

This context shapes the governance of ECD in the province

NPM

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TPA NPM CD

restoration consolidation transformation

Governance Regimes

Traditional Public Administration (TPA)	New Public Management (NPM)	Community Democracy (CD)
Ågovernment over governance Ålimited community participation Åthe úusual suspectsô as partners Åbias toward the most powerful Åpolicy ósilosô ÅECD as a private responsibility or as welfare policy	Åconsumer choice and efficiency Åmarketization, privatization, contracting-out, PPPs, offloading to community; cost-saving Åcontrol via funding and accountability mechanisms Åpower inequalities intensified ÅECD as a private (family or market) responsibility Åtargeting; learning over care Ågender neutrality; child-focused	Ådemocratic administration: citizenship rights, participation and equality Åcommunity capacity-building Ågovernments address power imbalances Åpower-sharing, community control ÅECD: universal entitlement Åintegrated services; work/life balance Ågender and diversity lens Ådiverse and inclusive representation

Levels of community engagement
International Association for Public Participation IAP2

INCREASING LEVEL OF PUBLIC IMPACT

INFORM	CONSULT	INVOLVE	COLLABORATE	EMPOWER
Public Participation Goal:	**Public Participation Goal:**	**Public Participation Goal:**	**Public Participation Goal:**	**Public Participation Goal:**
To provide the public with balanced and objective information to assist them in understanding the problems, alternatives and/or solutions.	To obtain public feedback on analysis, alternatives and/or decisions.	To work directly with the public throughout the process to ensure that public concerns and aspirations are consistently understood and considered.	To partner with the public in each aspect of the decision, including the development of alternatives and the identification of the preferred solution.	To place final decision-making in the hands of the public.
Promise to the Public:	**Promise to the Public:**	**Promise to the Public:**	**Promise to the Public:**	**Promise to the Public:**
We will keep you informed.	We will keep you informed, listen to and acknowledge concerns and provide feedback on how public input influenced the decision.	We will work with you to ensure that your concerns and aspirations are directly reflected in the alternatives developed and provide feedback on how public input influenced the decision.	We will look to you for direct advice and innovation in formulating solutions and incorporate your advice and recommendations into the decisions to the maximum extent possible.	We will implement what you decide.
Example Tools:	**Example Tools:**	**Example Tools:**	**Example Tools:**	**Example Tools:**
• fact sheets • web sites • open houses.	• public comment • focus groups • surveys • public meetings.	• workshops • deliberate polling.	• citizen advisory committees • consensus-building • participatory decision-making.	• citizen juries • ballots • delegated decisions.

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Communities with very good, or improving child outcomes (EDI) also seem to have very innovative community governance processes (i.e. Revelstoke & Surrey/White Rock)

What's Working?: CD

- strong organizational structure (i.e. Office of ECDLC)
- committed institutional partners
- public communication and outreach strategy
- commitment to universal entitlement; broad vision ("dreams")
- ECD within family context
- gender equality and diversity lens
- service *and* advocacy oriented
- diverse representation
- building social capital (*bonding* and *bridging*)
- good community research and knowledge capacity
- "multiscaler" strategies
- transformational

EDI and Governance

“City of White Rock council was in shock when they saw the information from EDI. Now the mayor is going, óoh, whatôs all this,ô and really actually getting concerned and talking to her staff, their bureaucracy, basically about whatôs going on. Because they didnôt realize é that there was vulnerability é so that was another little aside of how the EDI has made some difference. You know, making it a point where people like mayors and managers and whatever, kinda go, óoh, thereôs metrics. And oh, those metrics arenôt the best.ô

Collaboration

“so often in the past é agency was pitted against agency, was pitted against government and it was a bit of a turf war. And I think itôs lovely to see everybody working together we all have the same common goal so it just makes total sense for everybody to be on the same page and for the government and the agencies and school board and everybody to be working collaboratively é It allows people to see things globally as opposed to seeing things from simply their own perspectiveò

Bridging Social Capital

“the South Asian ECD Task Force é they've done focus groups with parents and grandparents together, and then the children, and South Asian, obviously. And one of the things that they've identified is the whole issue of multigenerational parenting é as grandparents they're isolated, they don't speak the language é it was interesting, they were saying how at the seniors's centre, they have a number of South Asia seniors' centres, where the seniors congregate, well, a lot of them don't show up because they're home with the kids é so it may be that we're looking at child care in a very different way, and we're providing it on site at a seniors' centre because that's where the kids are.”

What's Not Working? TPA & NPM

- top-down approaches (i.e. Vancouver)
- partnership gaps: women's equality, labour, special needs, immigrant, racialized, ethnic, cultural communities, Aboriginal, federal govt
- weak or hierarchical social capital (i.e. parenting education)
- limited research capacity; shallow knowledge base
- local politics of scale
- business sponsorship
- targeting; "boutique-program" focus; child-focused
- service-dominated orientation

Multilevel Governance and Surrey

- ñThe main challenges right now, are the lack of strategic leadership from the City and the School District to advance ECD in a coordinated, strategic way.ò
- ñItôs herding cats.ò
- ñThey have no clue. They have no clue.ò

Municipalities & Multilevel Governance

ñThereôs no provincial vision for children. Thatôs what really is lacking é Thereôs no regional vision for children, now whether thatôs because thereôs no provincial, I donôt know. I think one of the biggest gaps é is that provincial policy totally ignores the role of municipalities. Totally ignores it é You can have health, and you can have school districts, health is miniscule in all of this, really. But if you donôt have the municipality as part of this, they are the biggest providers in Surrey. Now that may not be everywhere else, but in Surrey they are the biggest providers of ECD é And yet they are a non-entity when it comes to provincial policy. Theyôre not even acknowledged. Theyôre off doing their own thing. And thatôs alright, if there was vision that linked them together.ò

The Provincial Role

ñThe lack of vision and leadership at a provincial level, I would say, is the absolute number one barrier to all of this. Thatôs, you know, other than the 15 By 15 stuff, which, you know, policies federally and all that. But even if the feds did nothing, right? If you had provincially a vision and leadership, it would go a long way in being able to mobilize what they could have an effect on. Right now, weôre not getting traction from anything you can do provincially. If you look at 15 By 15, right? The provincial role, we have no traction on it, because thereôs no leadership.ò

Social Capital & Governance

ñAnd so much of this work is relationship-driven, right? And failing mandate, and failing clarity of strategy, all you have is relationships. ó'Cause you don't have the other authoritative structures - the policy frameworks and/or bureaucratic structures to deal with these things.ò

- social capital as last resort
- hierarchical social capital

Hierarchical Social Capital

“[i]f youôre a young mom who grew up here and you always felt ostracized as a child here for whatever reason, youôre not inclined to put your children in that same group. And some of them é it attracts bright, high functioning people, or at least on the surface they appear high functioning and so, if you donôt identify yourself in that group, for whatever reason, you donôt go. And there are some activities that are quite cliqueyò

Aboriginal Communities

“The one that everybody really, really worries about is that there are very few Aboriginal families. Aboriginal families are absolutely not using Strong Starts é there’s another very large population that we’ve targeted within our strat plan é we have to have really different strategies. And what we’re doing now isn’t working, obviously. Obviously, it’s not working.”

Consolidation of Neoliberalism?

- community overload
- low community expectations (limited ódreamsô)
- targeting; boutique-programs
- local orientation
- under-resourcing
- female-dominated governance
- offloading; shifting responsibilities (i.e. coordinating govôts)
- labour missing

Why Local Governance?

Å lessons on how community governance could be ñscaled upò

Å pan-Canadian roundtable of roundtables governing ECD?

Thank-you,

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