

# 2021/2022 MANITOBA ANNUAL REPORT

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Canada–Manitoba,  
Canada-wide Early  
Learning and Child Care  
Agreement—2021 to 2026



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## SECTION 1: Introduction

The Canada-Manitoba Canada-Wide Early Learning and Child Care Agreement provides an estimated \$1.2 billion over five years to advance the shared objective of creating access to a high-quality, affordable, responsive, integrated and culturally receptive early learning and child care system in Manitoba.

Areas of priority for investment under the 2021 to 2023 Canada-Wide Action Plan were based on feedback from sector stakeholders and include establishing access to affordable, high-quality, inclusive child care services. This provides an opportunity for Manitoba to expand on the important work already started under the Canada-Manitoba Early Learning and Child Care Agreement.

Priorities of the first two-year Action Plan included reducing average out-of-pocket parent fees to \$10 per day by the end of March 2023, establishing a wage grid for the non-profit regulated sector, advancing flexible child care options and establishing commitments towards creating 23,000 net new child care spaces by the end of 2025/2026.

The results outlined in this annual report are specifically aligned to Manitoba's 2021/2022 Action Plan that allocated funding of \$129,109,750 (final amount based on actual populations).

## SECTION 2: Affordability

Manitoba's 2020/2021 Action Plan identified three initiatives that would support making child care more affordable for Manitobans:

- a threshold increase to the child care subsidy program
- financial assistance for parent fees
- revenue supplement for child-care providers to lower parent fees

Manitoba's subsidy rates had not been re-indexed to reflect changes to household incomes since 2012/2013, making families with even modest adjustments to their net income ineligible for the Child Care Subsidy Program. Prior to that, re-indexing of 13% occurred in 2007, after not being adjusted since 1991.

Manitoba's commitment to make child care more affordable was demonstrated through the recently implemented February 2022 improvements to the child care subsidy program:

- The expanded eligibility resulting from the 45 per cent threshold increase for household income levels increased the number of families receiving a full or partial subsidy ensuring that reduced parent fees are provided first to those who need it most.
- In partnership with federal counterparts, Manitoba invested a further \$3.3M toward a six-month subsidy and three-month parent fee advance to ensure financial stability of facilities throughout this transitional period.
- Families are now applying for subsidies and facilities are adjusting administrative practices to charge a range of parent fees. A six-month subsidy and a three-month parent fee advance were distributed to all licensed child care facilities to cover the full cost of child care while parents' applications are being assessed under the new subsidy threshold.
- Further improvements are planned to the financial assistance provided to families to keep parent fees at the \$10 out-of-pocket average and to simplify the subsidy application process.

These initiatives reduced the average parent fees from \$20.70 per day on March 31, 2021, to \$17 per day by March 31, 2022.

\*Additional information located in APPENDIX A: Manitoba Early Learning and Child Care (ELCC) Subsidy Program and APPENDIX B: Manitoba ELCC Current Fees.

## Table 1: Affordability Table

Program Initiative	Indicators	Baseline (2020)	Targets	Funding Allocated (2021/2022)	Funding Spent (2021/2022)	Results (2021/2022)
Threshold Increase	Greater number of families receiving subsidy	Number of families with children 0 to 6 years old = 5,259 Number of children 0 to 6 years old = 5,998	Up to 4,800 additional children receive a child care subsidy	\$64,550,803	\$52,484,230.12	Threshold increases by 45% in February 2022 2021/2022 data: Number of families = 5,489 Number of children = 6,545 Increase in the number of families = 230 Increase in the number of children = 547
Financial Assistance for Parent Fees	Average out-of-pocket fee of \$10 per day per child for children 0 to 6 years old	0 to 6 year old average daily fee \$18.80 to \$28.00	Up to an additional 10,000 children receive a child care subsidy	\$39,088,080	\$0	N/A
Revenue Supplement to Lower Parent Fees	Supporting the average \$10 per day fee: number of facilities receiving the supplement	N/A	Approximately 26,800 lower parent fees supported by the supplement	\$75,949,321	\$3,271,769.72	Funds spent on parent fee advance for the non subsidized portion

## SECTION 3: Access

Manitoba's 2020/2021 Action plan identified four initiatives that would support making child care more accessible for Manitobans:

- extended hour childcare benefit
- shared space per diem
- capital development investment
- employment transition program

To improve accessibility and increase flexibility in child care hours and spaces, the Government of Manitoba introduced the Extended Hour Child Care Benefit and Shared Space Per Diem to eligible child care facilities providing child care services outside of normal operating hours, such as evenings, weekends, holidays, and overnight or who enroll more than one child into a full-time space.

The development of new child care spaces is ongoing and work has already begun on a number of initiatives to create new spaces to help meet our goal of 23,000 new spaces by the end of the 2025/2026 fiscal year.

Other initiatives in the 2020/2021 Action Plan that support new space creation are the capital development investment and employment transition program; planning is underway to increase development in higher need communities where construction projects are more challenging.



## Table 2: Access

Program Initiative	Indicators	Baseline (2020)	Targets	Funding Allocated (2021/2022)	Funding Spent (2021/2022)	Results (2021/2022)
Extended Hour Child Care Benefit	Develop flexible child care options for families	Licensed non-profit* 682 facilities 34,051 spaces	5% of facilities develop 1,700 spaces by end of 2022-2023 fiscal year	\$16,197,315	\$110,331.30	191 extended-hour space created
Shared Space per diem	Increase flexible child care for families	N/A	5% of spaces offering part-time care (1,036 spaces)  7% of spaces offering part-time care with an additional 414 spaces (total 1,450).	\$1,345,500	\$243,000	447 shared spaces created
Capital Development Investment	Improved child care coverage rates in higher needs communities	N/A	Funding to create up to 5,890 spaces prior to 2025/2026	\$70,680,000	\$0	Planning underway to create more spaces in higher need communities.
Employment Transition Program	Number of children enrolled in program; Number of children remaining in child care three months after the program	N/A	Guarantee 100 spaces for 5 months.  300 spaces in existing programs	\$3,003,000	\$0	Planning underway to roll out Q4 2022/2023

\* Note: the facilities and spaces reported represent the total of spaces available for children aged 0 to 12 years.

## SECTION 4: Quality

In the 2020–2021 Action Plan, Manitoba identified many initiatives that would support this objective, such as the following:

- minimum wage grid operating supplement
- curriculum re-development
- certification requirements modernization
- business improvement grant
- home-based agency model

As the timeframe to implement these initiatives was shortened due to the mid-year negotiation of the Agreement, funding allocated to this objective was not fully spent in 2021/22; however, either some initiatives were implemented early in 2022/2023 or planning is underway to implement them in future. An example is the Wage Grid which was drafted and provided to Boards to use as a guide to raise wages across all positions and classifications in the regulated non-profit child care sector, resulting in a starting point of \$20.90, with a target wage average of \$22.29, for experienced, frontline staff classified at the Early Childhood Educator II level.

The Wage Grid, in its current form, will serve as the foundation for further work on a framework for wages under future Agreement Action Plans. Our goal is to raise wages across the child care sector to a level that recognizes the qualifications and experience of our child care professionals and attracts new early childhood educators and child care assistants to the field.

Both the curriculum re-development and certification requirements modernization are underway in the procurement process for consultants to support the development of these initiatives.

We want to continue supporting child care facilities so they can operate successfully as independent businesses. The Business Improvement Grant offered one-time funding to support business administration functions and reporting and provided up to \$2,500 to home-based providers and up to \$5,000 to child care facilities.

This is in addition to the Software Benefit offered in 2021/2022 that covered annual subscription costs for software to manage the waitlists and registration for facilities with a maximum grant of \$1,200 for child care centres and \$400 for homes and nursery schools.

### Table 3: Quality Table

Program Initiative	Indicators	Baseline (2020)	Targets	Funding Allocated (2021/2022)	Funding Spent (2021/2022)	Results (2021/2022)
Wage Grid – Operating Supplement	Minimum wages by position	Dir. \$33.27 A/Dir. \$27.52 Sup. \$23.67 ECE \$20.07	Support for wage increases for 3,400 ECEs and CCAs	\$33,289,945	\$0	Implemented July 1, 2022 FY 2022/2023
Curriculum Re-development	Quality/ Inclusivity	N/A	N/A	\$178,400	\$0	Procurement process underway for consultant
Certification Requirements Modernization	Quality/ Inclusivity	N/A	N/A	\$178,400	\$0	Procurement process underway for consultant
Business Improvement Grant	Quality	N/A	Up to \$5,000 for centres and \$2,500 for homes 75% of facilities	\$3,500,000	\$2,356,623.95	797 facilities received this grant
Home-Based Agency Model	Flexible Child Care	N/A	2.5% annual net increase in home-based spaces. Through RFP identify four organizations to license, monitor, and support home-based providers through a community approach.	\$1,300,000	\$0	Planning is underway for this initiative

## SECTION 5: Inclusivity

Manitoba identified many initiatives that would support this objective in the 2020/2021 Action Plan. For the 2021/2022 fiscal year, the focus was on expanding the Abecedarian Initiative; however, due to the timing of signing the agreement, there are no results to be reported for the Abecedarian Expansion Initiative. Results will be reported beginning in 2022/2023.

**Table 4: Inclusivity Table**

Program Initiative	Indicators	Baseline (2020)	Targets	Funding Allocated (2021/2022)	Funding Spent (2021/2022)	Results (2021/2022)
Abecedarian Expansion	Increased literacy and school readiness for children attending in higher need communities	1	Four sites fully implement the Abecedarian Approach	\$1,448,000	\$0	One pre-existing site prior to Canada-Wide Agreement.  Funding is being confirmed for one site and planning is underway for the other sites.

## SECTION 6: Consultation with Stakeholders

Manitoba has focused on several Ministerial tables for stakeholder engagement:

- Minister’s Consultation Table (MCT): Main Table  
Advancing ELCC system modernization; sector representatives, diverse and inclusive representation including regulated/unregulated, non-profit/profit, education/training, regional (northern, urban, rural), Indigenous peoples, persons with disabilities, newcomers, Francophone.
- MCT: Bilateral Subcommittee (regulated sector representatives)  
Accountable to the MCT and actively supports meeting the terms of multi-year Canada-Manitoba ELCC Agreements by collecting and providing feedback, and consulting on Action Plan initiatives.
- The Child Care Parent Advisory Committee: Provides feedback from a parent/family perspective on targeted issues/initiatives as needed, including legislative and policy frameworks.
- Child Care Qualifications and Training Committee: Focus to informing Competency Continuum for Career Laddering and Formal Training Programs.

## SECTION 7: Census

No annual child care census available. This is on the agenda for the Joint Implementation Committee meeting in December 2022.

## SECTION 8: Additional Information

Included in Manitoba’s Action Plan was an administrative component to support implementation of the objectives and initiatives outlined in the agreement.

**Table 5: Administration Table**

Item	Funding Allocated (2021/2022 and 2022/2023)	Funding Spent (2021/2022)	Results (2021/2022)
Administration (including IT)	\$32,667,088	\$548,557	Includes: salaries, IT costs, and other costs associated with the implementation of the various initiatives

## Other Canada-wide ELCC Reporting Indicators

Table 6 provides additional information and results on the following indicators outlined in Manitoba's Action Plan.

**Table 6: Canada-wide ELCC Indicators**

<b>Principle: Affordability</b>				
<b>Outcome: Decrease the average daily child care fee</b>				
<b>Indicator</b>	<b>Results</b>			
Average daily parental out-of-pocket fee for regulated child care spaces at the beginning of the 2021/2022 fiscal year and at the end of 2022	<ul style="list-style-type: none"> <li>The threshold increase to the Child Care Subsidy Program is Manitoba's first step toward reducing parent fees by 50 per cent in 2022/2023, and to an average out-of-pocket fee of \$10 per day by the end of March 2023.</li> <li>Prior to the threshold increase, the average out-of-pocket daily parent fee across all space-types for children under seven years (infant, preschool, nursery school) was \$20.70. By March 31, 2022, the average parent fee was \$17 per day.</li> <li>The tables below demonstrate that the change to the subsidy threshold resulted in an additional 520 children accessing child care with full or partial subsidy in 2021/2022 compared to 2020/2021.</li> </ul>			
Number of children under age six and six to 12 year old children fee subsidies, broken down by families receiving partial and full subsidies	<b>Numbers by children age groups</b>			
	<b>April 01, 2020 to March 31, 2021</b>			
	<b>Subsidy Type</b>	Number of children 0 to 6 years old	Number of children 6 to 12 years old	Total number of children
	<b>Full Subsidy</b>	4,227	1,886	6,113
	<b>Partial Subsidy</b>	1,771	618	2,389
	<b>Total</b>	5,998	2,504	8,502
	<b>April 01, 2021 to March 31, 2022</b>			
	<b>Subsidy Type</b>	Number of children 0 to 6 years old	Number of children 6 to 12 years old	Total number of children
	<b>Full Subsidy</b>	4,381	1,817	6,198
	<b>Partial Subsidy</b>	2,164	660	2,824
	<b>Total</b>	6,545	2,477	9,022
	<b>Numbers by families</b>			
	<b>Subsidy Type</b>	Total number of families (2020/2021 fiscal year)	Total number of families (2021/2022 fiscal year)	
<b>Full Subsidy</b>	2,835	3,061		
<b>Partial Subsidy</b>	2,424	2,428		
<b>Total</b>	5,259	5,489		

**Principle: Affordability**

**Outcome: Decrease the average daily child care fee**

Total number of ELCC spaces available during the fiscal year- broken down by age groups and type of setting (for example, for profit/not-for-profit/public regulated child care centres, regulated family child care homes, etc.)

<b>Count of Licensed Child Care Facilities in 2021/2022</b>			
<b>Provider Type</b>	<b>Non Profit</b>	<b>Profit</b>	<b>Total</b>
<b>Centre</b>	595	35	630
<b>Home</b>	433	0	433
<b>Nursery</b>	102	6	108
<b>Total</b>	697	474	1,171

<b>Count of Licensed Spaces in 2021/2022</b>			
<b>Provider Type</b>	<b>Non Profit</b>	<b>Profit</b>	<b>Total</b>
<b>Centre</b>	32,904	1,962	34,866
<b>Home</b>	3,250	0	3,250
<b>Nursery</b>	2,137	97	2,234
<b>Total</b>	38,291	2,059	40,350

<b>Count of All Licensed Spaces by Age in 2021/2022</b>			
<b>Age</b>	<b>Nursery</b>	<b>Centre</b>	<b>Home</b>
<b>Infant</b>	4	3,258	1,130
<b>Preschool</b>	0	18,362	1,127
<b>Nursery</b>	2,210	800	0
<b>School Age</b>	20	12,446	993
<b>Total</b>	2,234	34,866	3,250

<b>Count of Licensed Child Care Facilities in 2020/2021</b>			
<b>Provider Type</b>	<b>Non Profit</b>	<b>Profit</b>	<b>Total</b>
<b>Centre</b>	583	30	613
<b>Home</b>	443		443
<b>Nursery</b>	99	6	105
<b>Total</b>	682	479	1161

<b>Count of Licensed Spaces in 2020/2021</b>			
<b>Provider Type</b>	<b>Non Profit</b>	<b>Profit</b>	<b>Total</b>
<b>Centre</b>	31,930	1,744	33,674
<b>Home</b>	0	3,312	3,312
<b>Nursery</b>	2,121	107	2,228
<b>Total</b>	34,051	5,163	39,214

## Principle: Affordability

### Outcome: Decrease the average daily child care fee

<p>Number of net new spaces created during the fiscal year, broken down by age groups and type of setting (for example, for profit/not-for-profit/public regulated child care centres, regulated family child care homes, etc.)</p>	<ul style="list-style-type: none"> <li>• Shared space calculation – 447 spaces x \$5 premium x 100 days = \$223,000</li> <li>• Planning is still underway to support capital development in higher needs communities. Results will be reported beginning with the 2022/2023 fiscal year.</li> </ul>
<p>Information about waiting lists to access regulated ELCC spaces</p>	<p>Provincial online child registry was decommissioned during COVID. It was replaced with the Manitoba Child Care Search Tool, which allows parents to find facilities with vacancies.</p> <p>Each facility is responsible for tracking their own waitlist.</p>

## Principle: Quality

### Outcome: Increase quality early learning and child care

Indicator	Results
<p>Number and percentage of staff working in regulated child care programs who fully meet Manitoba's certification/educational requirements</p>	<p>Total number of staff in licensed facilities = 6,930</p> <p>Total number of CCAs = 4,102</p> <p>Total number of ECEs II = 2,025</p> <p>Total number of ECEs III = 803</p> <p>CCAs are required to complete a 40-hour course related to child care, within their first year of employment, and each facility is responsible for monitoring this requirement.</p> <p>All ECEs II and III meet our certification/educational requirements.</p>
<p>Wages of the early childhood workforce according to the categories of certification, including any wage enhancements, top-ups, and/or supplements.</p>	<p>Due to the timing of signing the agreement, there are no results to be reported on wages in the 2021/2022 fiscal year. Results will be reported beginning with the 2022/2023 fiscal year.</p>



**Principle: Quality**

**Outcome: Increase quality early learning and child care**

Annual public expenditure on training and professional development of the early childhood workforce

Manitoba invested \$148,000 of provincial funding for early learning and child care staff training including:

- Supported 23 individuals to receive ECE II classification through four streams of the ECE II Assessment Program.
- Supported 55 new participants in the ECE II Assessment program. Competency Based Assessment (CBA): 18 participants; Prior Learning Assessment (PLA): 31 participants; Modified Prior Learning Assessment (MPLA): 5 participants; Internationally Educated Qualifications (IEQ): 1 participant
- Issued 226 Staff Replacements Grants to support CCAs in full-time day and workplace ECE diploma programs.
- Provided an Annual Training Grant to 11 home-based child care providers and 422 CCAs for course work required to become an ECE II.

Average child-to-staff ratio among licensed child care service providers

Type of Program	Age of Children (w = weeks, y = years)	Staff : Child Ratio	Maximum Group Size	Required Proportion of Trained Staff
<b>Full Time Centre</b>	12 w – 2 y	1:4	8	two-thirds
	2 y – 6 y	1:8	16	two-thirds
<b>Nursery School</b>	12 w – 2 y	1:4	8	one-half
	2 y – 6 y	1:10	20	one-half
<b>School Age</b>	6 y – 12 y	1:15	30	one-half

Due to the timing of signing the agreement, there are no results to be reported on wages in the 2021/2022 fiscal year. Results will be reported beginning with the 2022/2023 fiscal year. This table provides the regulated requirements for facilities to be licensed in Manitoba.

## Principle: Inclusivity

### Outcome: Increase number of inclusive spaces

Indicator	Results
Total number of inclusive spaces created/converted – broken down by age group of child and type of setting	Total number of inclusive spaces 0 to 6 years old = 1,119 Includes: Shared Space, Extended Care and Children served under the Inclusive Support Program Total number of inclusive spaces 6 to 12 years old = 562 Additional details below under each area
Number and proportion of children under age six and six to 12 years old in flexible regulated ELCC arrangements	The department tracks the number and types of spaces: Extended hour care spaces = 191 Shared spaces = 447
Number and proportion of centres/providers that provide flexible arrangements (i.e., non-traditional arrangements such as flexible/irregular hours, weekend and emergency services; and geographic distribution of spaces)	Facilities with flexible arrangements: <ul style="list-style-type: none"><li>• Facilities with Shared Spaces = 92</li><li>• Facilities with Extended Care = 35</li></ul>
Number of children under age six and six to 12 year olds with disabilities and children needing enhanced or individual supports that are in regulated ELCC spaces	For the 2021/2022 fiscal year, there were 1,043 children served under the Inclusion Support Program (ISP). Of that number, 481 children were between the ages of 0 to 6 years old and 562 were between the ages of 6 and 12.

**Principle: Inclusivity**

**Outcome: Increase number of inclusive spaces**

Number or proportion of child care service providers who provide services that are adapted to the needs of children with disabilities and children needing enhanced or individual supports	For the 2021/2022 fiscal year, the total number of facilities who received ISP is 372 (352 centres and 20 FCC homes—five with the staffing grant and 15 Guaranteed space payments).
Number of Indigenous children under age six years in regulated ELCC spaces, distinction-based (First Nations, Inuit, Métis) where possible	The department does not collect this data at this time.
Number of racialized children, including Black children under age six in regulated ELCC spaces	The department does not collect this data at this time.

## APPENDIX A: Manitoba Early Learning and Child Care Subsidy Program

The Manitoba government understands that a parent’s ability to work or attend education may be dependent on access to child care. We want to support working parents by ensuring they have access to affordable care, no matter where they live.

The eligible household net income levels for subsidy have undergone a significant change, for example:

- A single parent with a preschool child now receives a full subsidy with a net household income of up to \$23,883 which was previously up to a net household income level of \$16,471.
- A single parent with two preschool children receives a full subsidy with a net household income of up to \$32,705, which was previously \$22,555. This same household will receive a partial subsidy up to a net household income of \$55,612.
- A two-parent household with one infant and two preschool children will receive a full subsidy with a net household income of up to \$37,116 and a partial subsidy up to \$82,877.

Household Type	Previous Eligibility (January 2022)		New Eligibility (February 2022)	
	Full subsidy up to	Partial subsidy up to	Full subsidy up to	Partial subsidy up to
One parent, one preschool	\$16,471	\$28,850	\$23,883	\$37,542
One parent, one infant, one preschool	\$19,513	\$49,150	\$28,294	\$60,396
One parent, two preschool	\$19,513	\$44,350	\$28,294	\$55,612
One parent, one infant, two preschool	\$22,555	\$64,600	\$32,705	\$78,466
Two parents, one infant, one preschool	\$22,555	\$51,155	\$32,705	\$64,807
Two parents, two preschool	\$22,555	\$47,370	\$32,705	\$60,023
Two parents, one infant, two preschool	\$25,597	\$67,670	\$37,116	\$82,877

## APPENDIX B: Manitoba Early Learning and Child Care Fees

In Manitoba, the provincial government does not operate any licensed early learning and child care services directly. Licensed centres are run by boards of directors, and licensed child care homes are run by the licensed home provider(s).

The government provides annual operating grants to eligible, licensed, non-profit child care facilities and sets maximum fee limits for those facilities. If a facility receives a provincial operating grant, it is called a **funded facility**. Funded facilities must follow the Manitoba regulation that sets out the maximum fees that can be charged for the type of child care spaces being offered.

If a licensed facility chooses not to receive a provincial operating grant, it is considered an **unfunded facility**. An unfunded facility can set its own fees.

The Maximum Daily Fee chart below shows the maximum amount a family can be charged, by a **funded facility**, for the type of space their child is in. The maximum daily fee is set out in Schedule D of Manitoba Regulation 62/86.

## Maximum Daily Fee Schedule—Effective July 1, 2013

Age of Child	Hours of Care	Maximum Subsidized Daily Fee per Child		Maximum Non-Subsidized Additional Fee per Child	Total Maximum Centre Fee	Total Maximum Home Fee
		Child Care Centres and Family or Group Child Care Homes Where Licensee is Classified as ECE II or III	Family or Group Child Care Homes Where Licensee is NOT Classified as ECE II or III			
<b>Infant</b>	Less than 4 hours per day	\$14.00	\$10.10	\$1.00	\$15.00	\$11.10
	4 to 10 hours per day	\$28.00	\$20.20	\$2.00	\$30.00	\$22.20
	More than 10 hours per day	\$42.00	\$30.30	\$3.00	\$45.00	\$33.30
<b>Preschool Age</b>	Less than 4 hours per day	\$9.40	\$8.10	\$1.00	\$10.40	\$9.10
	4 to 10 hours per day	\$18.80	\$16.20	\$2.00	\$20.80	\$18.20
	More than 10 hours per day	\$28.20	\$24.30	\$3.00	\$31.20	\$27.30
<b>School Age</b>	<b>Regular school days</b>					
	1 period of attendance	\$5.15	\$5.15	\$1.00	\$6.15	\$6.15
	2 periods of attendance	\$6.80	\$6.80	\$1.80	\$8.60	\$8.60
	3 periods of attendance	\$8.30	\$8.30	\$2.00	\$10.30	\$10.30
	<b>Inservice and school holidays</b>					
	Less than 4 hours per day	\$9.40	\$8.10	\$1.00	\$10.40	\$9.10
	4 to 10 hours per day	\$18.80	\$16.20	\$2.00	\$20.80	\$18.20
	More than 10 hours per day	\$28.20	\$24.30	\$3.00	\$31.20	\$27.30