FACTORS IN EARLY TERMINATION OF FAMILY DAY CARE SERVICE

A Survey of Agency Experience in Family Day Care Service in Greater Vancouver, 1966-1967, With Special Reference to the Department of Day Care Services, The Family Service Centre, of Vancouver

by

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ABSTRACT

There is an increasing need for day care services for children in most major urban centres on this continent due to marked changes in the patterns of family life, especially the tendency for women to be gainfully employed after marriage. For children under three years of age, family day care is generally considered to be the preferable type of care outside the home. There is an awareness of the need for this type of care in Vancouver, and also an awareness of the limited facilities available.

The Department of Day Care Services of The Family Service Centre, in Vancouver, is an agency which offers both group day care and family day care service. Because there are some parents who make frequent changes in family day care arrangements for their children, and because agency policy prefers that the duration of agency care be at least one year, agency staff members feel concern about the use being made of family day care services.

Also, since the literature based on psychiatric research suggests that frequent changes of substitute mothers is potentially damaging to children, the social workers at the agency are anxious to know whether there are causal factors in the terminations which could be eliminated.

The study has been designed as an experience survey, which makes use of a control group defined operationally as stable, and two groups representing short term care and multiple placements. It was expected that there would be identifiable differences between these groups, some of which might prove to be significant. The study has three main objectives. The first objective is to discover the extent of the problem. The second objective is to identify, if possible, the factors involved in early termination of service and frequent replacements. The third objective is to design an instrument which would be of value in future research. In other words, although this was to be at first an experience survey, it also became a pre-
evaluative study.

Data have been collected from family day care case files and from information supplied by agency staff members. An instrument has been designed for the collection of data from the files.

Our findings indicate that a number of factors appear in the family day care cases in various combinations but, of these, only two have proved to be significant. The families in the stable group are significantly more concerned about the quality of care their children receive. Also, in the stable group, there is a significantly higher frequency of adequate communication between the day care mothers and the natural mothers.

Our experience with this study has allowed us to conclude tentatively, that early closing or replacement of children is generally due to factors beyond the control of the agency. It is possible, however, that methods could be developed by the agency to encourage better communication between the natural mother and the family day care mother. More research on parental motivation for using day care is indicated.
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FACTORS IN EARLY TERMINATION OF FAMILY DAY CARE SERVICES

A survey of agency experiences in family day care service in Greater Vancouver, 1966-1967, with special reference to the Department of Day Care Services, The Family Service Centre of Vancouver.
CHAPTER I

DELINING THE PROBLEM

INTRODUCTION

Since World War II social workers have become increasingly aware of the expanding need for day care services of all types. It was with this awareness that we undertook to do a research project on a day care problem in the Vancouver area. We had little trouble in locating problems. A preliminary survey revealed that although the use of day care services has grown extensively in the past 20 years, there is still a great deal we do not know about its many aspects. There is a great need for research in the whole area of day care. Thus, our selection of a problem for study was purely arbitrary. However, we feel that we have chosen an area that is indeed significant, namely, the uses made of family day care.

OUTLINE OF THE PROBLEM

Our study arose from certain problems expressed by the staff of the Department of Day Care Services and Family Service Centre on Cordova Street in downtown Vancouver. While group day care for 50 to 60 children is the major function of this agency, it has also supervised a family day care programme for a number of years. This latter programme has been developed primarily to serve families who have children under three years of age who need day care. The family day care programme is a system whereby children requiring day care are placed with families in private homes. These homes are selected by the agency and must meet certain provincial regulations as well as the criteria set down by the agency. These requirements will be elaborated on in Chapter II.

The Cordova Day Care Centre expects that most of the children for whom it finds suitable family day care homes, will remain in these placements
for at least one year. Staff members have noticed, however, that many of these cases are terminated in less than one year. They feel that such short terms in family day care introduce disruptive factors in the lives of the children involved. Such disruption, they feel, can be emotionally damaging to these children.

Agency supervisors believe that this problem warrants investigation because they recognize that family day care is at least a partial solution to Vancouver's growing need for day care facilities, and because they recognize that day care in a family setting is preferable to day care in a group setting for children under three years of age.

Agency supervisors are also concerned because they fear that early termination of family day care might be an indication of deficiencies in the service they offer. If this appears to be the case they are anxious to locate these deficiencies and to make efforts to overcome them where it is possible.

PURPOSES AND OBJECTIVES OF THE STUDY

When we undertook this study we recognized that there are many things we will not be able to do. However, we decided to take a positive approach and to concentrate on things we can do.

We decided that we could determine, in this agency at least, the extent, in quantitative terms, of early termination. We felt we could estimate the proportion of family day care cases that are terminated within a given year of service. We assume that multiple placements within a short period, even though service with the agency is not terminated, can also be

\[1\] The Department of Day Care Services, the Family Service Centre is known informally as the Cordova Day Care Centre. Throughout this thesis, it is often referred to by this name.
indicative of unstable care. We felt that we could determine what proportion of the children were in more than one family day care placement within 12 months of their registration at the Cordova Day Care Centre.

A second objective is to explore various conditions, relating to a child's placement, which might lead to early termination of services or to replacement. Even tentative findings from such a brief inquiry could lead to better understanding of family day care problems.

Systematic research in the family day care field is still extremely sparse. Thus we decided that another objective of our study will be to devise methods for classifying, recording and abstracting data which will point to gaps in tested knowledge on this subject. Perhaps we can even fill in some of these gaps and lay at least a partial foundation for further research.

As mentioned earlier, we recognize that our study will have some rather serious limitations. One reason for this is the lack of tested knowledge in the field of family day care: there are too many unknown factors. Thus, we will be unable to supply any conclusive answers as to why some family day care cases terminate within a short period of time.

Several research questions closely related to the present study must be omitted from its scope. For example, it would have been desirable to interview some of the parents who withdrew their children from care in less than 12 months. Interviews with the family day care mothers would also have added depth to our study. However, because of lack of time and for other reasons, we have decided to rely on the agency case records for most of our field research materials.

BASIC ASSUMPTIONS

In conducting our study, we have started with several basic assumptions.
First: we have assumed that, for a child of three years or under, the most desirable form of substitute care is in a family setting. In Chapter II we will point out what the particular needs are of children in this age group, and how a family setting can meet these needs.

Second: we assume that unstable substitute care can be emotionally damaging to small children. We will present support for this assumption in Chapter II.

Third: we assume that the family day care homes used by the agency are essentially well chosen. We make this assumption in the belief that the people who select these homes exercise sound judgement and in the hope that their professional criteria as well as the rules and regulations set down by public welfare agencies, for the licensing of such homes, can all be met.

Fourth: we assume that one year of continuous care in the same family day care home represents stable care, and that termination or replacement in less than one year represents unstable care. This assumption is an arbitrary one which is in accord with the agency's expectations, and it serves as an operational definition for the purpose of selecting a study population. We will present some theoretical support for this decision in the next chapter.

Finally; for purposes of focusing our inquiry more sharply, we assume that family day care cases which are terminated or have replacements made within their first year of care, do not do so by chance. We believe that there must be some identifiable factors which contribute to these short-term arrangements. This assumption remains to be tested. That is one of the major concerns of this study.

1See Appendix A
LEVEL OF RESEARCH DESIGN

It has been mentioned earlier in this chapter that the Cordova Day Care Centre offered our group a topic for research. The agency is concerned about the fact that many of the children it helps to place in family day care remain in agency homes less than a year, and sometimes only for a few months or weeks. It has been decided that the study should be exploratory, to allow a flexible approach in the organization and analysis of the factors involved in the family day care process. This decision has been influenced by our discovery that the systematic knowledge base is very limited in the specific area of family day care. The current situation in research on day care, especially family day care, is that of a few and small beginnings.

The study's design is that of an experience survey. One major research goal is to seek clarification of a pressing agency problem, namely that of the high rate of early closure and thus instability in family day care cases. The study also aims at forming a methodological base for the further development and analysis of the problem of instability in family day care. There are several reasons for the choice of this design. The experience survey relies on information obtained in social work practice, and is thus suitable for the study of records at the Cordova Day Care Centre. This means that it deals with information obtained in social work practice which has not yet been classified and recorded to meet the requirements of research. Meanwhile, our design seeks to make the best possible use of the available data.

Our research design thus has two levels. The first level is the concrete and practical problem which concerns early closures in family day care cases at the Cordova Day Care Centre. The second level concerns the goal of eventually increasing knowledge about family day care by determining what types of information are needed in order to analyse day care processes
in greater depth than is possible in this project. Such research could lead to findings which would be useful for social work practitioners. This second level is called pre-evaluation research. It is described as being characterized by "emphasis on the problems requiring social work intervention and the intervention process itself."\(^1\) Pre-evaluative research is concerned with problems which need to be investigated, and it seeks to develop methods and procedures that can prepare the way for intensive study of them. The use of such a design in the study of a social work problem means that its goals are limited. Its main purpose is to develop more adequate research methods, and it places less emphasis on arriving at "results" or findings that can lead to social action. This initial stage, in what may develop into a succession of later research studies, is preparation for the evaluation of the outcome of intervention by social workers in human affairs. The present study concerns the need for family day care, the provision and use of family day care services and, specifically, the factors involved in the pattern of apparent inconsistency in the use of such services. An attempt will be made in this research project to identify the variables that operate in the processes of intervention in family day care, and the situations which make this intervention necessary.

**SAMPLING**

The year 1965 has been chosen as the study year to allow an interval of one year for disposition of cases before they are examined in the study. All family day cases which had been opened or reopened at the Cordova Day Care Centre during 1965 have been taken as the study universe. A total study

universe of 81 cases has been obtained by this procedure. This study is particularly concerned with the cases in this universe in which early closures occur. The universe has therefore been classified into three groups. Group A includes all family day care cases opened or reopened in 1965 in which there has been stable care for a twelve-month period following the opening of the case; in other words, there have been no replacements or closures.\(^1\) Group B includes family day care cases which had been opened or reopened in 1965, and in which there had been a twelve-month period of agency care following case opening and at least one replacement but no closures. Group C includes family day care cases opened or reopened in 1965 which had been closed within a twelve-month period; in other words, before twelve months of agency care had been given. Composition of the universe is as follows: Group A ten cases, Group B eighteen cases, and Group C fifty-three cases. Groups A and B have been chosen as control groups for comparison with Group C, in which early closure occurred.

A sample of thirty cases has been selected from the universe for study. This number of sample cases has been chosen so that it would be large enough to be representative of the universe, and yet limited in size to conform with the research time available for the study. Each of the three groups mentioned above was arranged alphabetically by family surname. Then the random sample was selected by choosing alternate cases from both Group A and Group B, and every fourth case from Group C. Seven cases have been selected from Group A, eight cases from Group B, and fifteen cases from Group C.

\(^1\)Replacement is defined here as placement of a child in a family day care home other than the one in which he is placed when the case opens. Closure refers to the date recorded by the agency when a family ceases to use agency services.
COLLECTION OF DATA

The main sources of data for this study have been obtained at the Cordova Day Care Centre. The agency has made materials from its files available to the study and it also agreed to give the research group access to its clients. Senior staff members have explained agency procedures and also the circumstances under which agency family day care services have developed. Staff members also answered questions raised by the research workers during their orientation to family day care operation and policy. These questions covered several areas such as: What identifying information does the agency obtain about the child and his family during agency contact? What use is made of the day care service by the family? Specific research requirements and questions are to be formulated from these later.

The types of information which are to be used becomes a relevant concern in the study. Case records consist of facts given to the social worker by family members about the family (dates of birth etc.), the social worker's observations and assessment of the family, as well as other information related by family members about incidents, feelings etc. It became evident that some distinction between the family's and the social worker's statements would be valuable. In addition, the research worker interprets, according to the purposes of the study, the case information which adds another approach to the analysis.

One of the study's objectives is to summarize and also to generalize about the factual data available that relates to the child, his family and the day care services received, as recorded by the agency. This sifting, sorting and compiling of the various materials aims at a greater understanding of the complex processes, and of the social situations that are involved in the family day care of young children. In the early stages of the present study, it was hoped that additional material would be collected by
means of interviews with families of the children placed in care in the sample. Limited time, however, later precluded this and restricted the study to the use of agency materials. Several schedules have been developed to abstract information from agency files. These have become the major instruments for the collection of data, and represent our chief objective in terms of methodology for pre-evaluative research.

OUTLINE OF THE RESEARCH REPORT

This first chapter has been an introduction to the research problem of early closure in family day care cases. It has delineated the research problem, and has stated the approach which will be used to study it in this project.

Chapter II will establish the theoretical base and orientation of the study. It will be a review of the literature which relates to the research problem, and to the family day care of young children generally.

Chapter III will describe the study design used in this project. The questions which concern early closure in family day care, and the decisions made about the way these could be answered will be considered. The instrument designed to collect data will also be discussed.

Chapter IV will analyse the results of the study in terms of its aims to establish the extent of the problem, and describe the study population. This chapter will make a comparison between the three groups in the sample.

Chapter V will summarize the research project and draw any following conclusions. Recommendations will be based on this summary and further questions for research will be indicated.
CHAPTER II

REVIEW OF THE LITERATURE

INTRODUCTION

The problems involved in the employment of women with family responsibilities are world-wide, and the need for child care facilities has become urgent. The expansion of child care services and facilities is being increasingly recognized as a public responsibility. Despite all that has been done, however, there is conclusive evidence of a distinct shortage of child-care facilities in most western countries.

In this chapter it is our intention to indicate, from a survey of the current literature, how the changing patterns of family life, which have been influenced by the employment of women, have also brought about changes in the day care arrangements for children. A brief study of these historical changes comprises Part I.

Furthermore, as the rapidly increasing needs for supplemental day care services, with both protective and preventive aspects, have been recognized, the literature indicates that the prevailing attitudes towards these needs often have been confused and ambivalent. Recently there has been a growing acceptance by authorities in the field, that day care is a general social utility. Indications of this trend will be considered in Part II.

In Part III, the implications of substitute mothering in relation to the development of children will be discussed. Those assumptions made in Chapter I concerning the preference for family day care for children under three years of age and the effect of the employment of mothers per se, on the psychological development of the children will be explored. We will also give excerpts from the literature which suggest that unstable care could be potentially damaging to the children.
While few of the studies examined here are of Canadian origin there will be some indication of the extent of the day care problems in Edmonton and Vancouver.

CHANGING PATTERNS OF FAMILY LIFE - AN HISTORICAL REVIEW

Ever since World War II, when day care of children was considered essential so that mothers could serve in the national emergency, communities have been trying to determine just where and how day care fits into the pattern of child welfare services. On the one hand there has been recognition that the upheaval of war brought changes in our culture. This is inevitable whether we like it or not. Many women found they were happier, more stable people and consequently better parents as a result of their outside employment. Living cost more than it had before the war, and their contribution to the family budget was necessary to provide a standard of living with which they could be satisfied. Husbands often needed help in becoming adjusted to civilian life, in completing a program of education which had been interrupted or deferred, or in establishing themselves in a new vocation. On the other hand, many people continued to believe that all mothers have a duty to remain at home to care for their children, and that leaving this responsibility to anyone else constitutes a sinful state of affairs. This difference of opinion created a dilemma which day care is now beginning to solve.¹

Actually this dilemma has been developed over the past 75 to 100 years as the family structure in our western society has been changing. It has changed from one of an extended structure to a nuclear structure. Along with this change, there has been a partial shift of functions that by tradition have been performed by the family and are now performed by society. For example, child welfare agencies now fulfill many protective functions and education has changed from a system of family apprenticeship to an elaborate educational structure; economic aid to families in the form of family

allowances and legal assistance given in family and juvenile courts further supplement family authority.

It might seem that the socialization of the children is one of the few responsibilities still remaining in the family. However, Titmuss says that the family's responsibilities have grown; "it has been placed in more situations of divided loyalties and conflicting values; it has been forced to choose between kinship and economic progress; and it has been constantly subjected to the gales of creative instability."¹ This means that the social services have new roles in the areas of stabilization, prevention and protection. It also means that a new socializing agent is emerging, the mother substitute, who is becoming a part of the family social structure.

As a growing number of mothers are entering the labour force, the problem of day care for pre-school children and in fact, for after school care for all younger members of the family, is becoming urgent in all segments of society. The more forward thinkers are saying day care should be considered a social utility in our societal structure. How have these changes developed?

Industrial development uprooted the agricultural systems of rural people and made heavy impacts on family life. Sons and daughters, and sometimes mothers also, became wage earners. No longer did son follow father in occupation, nor did families choose occupations for their sons.

Increased economic expansion after World War II greatly influenced family mobility and further divided up the old family structure. Individual family members became mobile, moving from job to job, company to company, neighbourhood to neighbourhood, community to community.

Further, the increase in the standard of living since the 1940's attracted more and more women into employment. Improvements in education have opened new fields that are interesting and lucrative. Their earnings have enabled them to equip their homes with labour saving devices and to buy extras for themselves and their families. Furthermore, if the husband's education had been interrupted by the war, he could complete it while his wife supported the family.

These environmental changes are among the reasons for the increasing proportion of women who now have entered the labour force in North America, but they are not the only reasons.

Changes in values, which have developed concurrently with the changes in the family system, have also affected the over-all societal patterns. Today, the modern view of marriage is one of partnership. As Titmuss says,

> the mutual relationships of husband and wife are very different today from the picture of married life which emerges from the literature and social investigations of Edwardian times. The idea of companionship in marriage is being substituted for the more sharply defined roles and codes of behaviour set by the Victorian patriarchal system.¹

And as this has developed, the attitudes of the husbands towards their wives working have changed too. Whereas it had been a threat to their manhood - an implication that they could not support their families adequately - many married men now consider the paid work undertaken by their wives as an accepted phenomenon in our society.

In 1949, the percentage of economically active women in the total female population of working age in the United States was 22.5%. In 1960 it

¹Ibid. p. 98.
was 36%. In Canada, at the beginning of the century it was 13.5% and in 1960 it was 28%.¹ A recent forecast indicates that by 1970 three out of ten married women will probably be working in Canada.²

There is a constellation of environmental circumstances as well as individual motives that are leading more and more women out to work. The women's motivations vary widely from person to person and many women are motivated by more than one factor. The major motives may be economic ones; for example, in cases where the father is in school, or in cases where the mother is the sole support of the children. The rising standard of living may be another major motive.

Many of these women, however, are not employed for reasons of economic necessity. Some women may be happier if they are working and they seek an escape from being 'just housewives'. A study conducted by Louise Shanahan found that mothers felt their careers made them more stimulating to their children; gave inspiration and encouragement to their children.³ Many women find their jobs give them a sense of fulfillment, through their personal achievements.

However, no matter what the motive is for a wife and mother to seek paid employment in our western societies, the community will have to face the fact that this is becoming an accepted phenomenon and that it is a situation that is here to stay. Therefore, the care for the pre-school children of

²Day Care Study. Family Service Association of Edmonton. March, 1966, p. 2
working mothers will need to be recognized as a responsibility that the community must share with parents.

Throughout the ages the care of children has been a family responsibility. Obviously in the majority of cases this responsibility has been accepted and the duty performed with a modicum of success. For those families that were unable to do so there was usually some form of assistance, although in the days of the Elizabethan Poor Laws it was often necessary to forfeit one's children in order to obtain economic relief. To avoid this desperate solution children were sometimes indentured to employers or the labour of whole families was auctioned off in return for support.

Child labour was the common practice both at home in cottage industries and in commercial undertakings. Until industrialization in Western Europe produced a new leisure class, which included some people who became the philanthropists of a more humanitarian age, little was done to protect children from these practices. In England, paupers were first protected by the act of 1802, which limited the working hours of child apprentices to twelve hours a day, but it was not until 1819 that the minimum age of employment for children was limited to nine years. The pre-school child was still cared for in the home when the home was intact. The children of widows and orphans were cared for in workhouses and, in the latter half of the nineteenth century, sometimes by such organizations as the Charity Organization Society, which was formed in England in 1869 and reached the United States in 1877. It soon came to exercise great influence on the administration of both public and private relief. Orphanages - a term used rarely today - were common. The modern equivalents are usually called 'homes' and many of the children living in them are not orphans. Either they come from homes broken for various reasons or they are themselves emotionally disturbed or delinquent.
DEVELOPMENT OF DAY CARE

The fluctuating development of day care in this century has been highlighted in times of national catastrophe. Although the benevolent concern of numerous welfare organizations has been effective to some extent in providing care for the homeless and the orphaned children, it has been mainly in times of national emergency such as during World Wars I and II that a concerted effort was made by governments and by industry to extend day care services for children. When women were needed for employment in industry to bolster the war effort, then it became a matter of urgency for governments to provide for the care of their young children during work hours so as to free the mothers from home child care and thus tap this important source of womanpower for industrial purposes.

However, when the national emergency was over and day-care for children of working mothers was no longer essential for industry, the government support for these services ceased and women were expected to return to their homes. This they failed to do. Having tasted freedom and emancipation in terms of both occupation and individual earnings, and also having found that their homes did not break up when they were working, many women had the desire to stay in the labour market. As the adjustment of the returning servicemen and the rising cost of living often made it an economic necessity for the mother, as well as the father to be employed, it was the voluntary organizations which again filled the gap in services and provided the day-care centres needed for their children. Leonard Mayo gives an interesting summary of the efforts of these voluntary organizations during the 1940s:-

An important lesson learned during this decade grew out of our experience with day care and has special significance for voluntary social work. Child Welfare agencies felt strongly that the day care of children of working mothers was primarily their responsibility, but many schools and day nurseries felt they had equal if not prior claims on
this activity. In addition family welfare agencies, labour unions, and industry had a stake in the program, and health agencies expressed a natural concern and interest. The resulting negotiations, joint planning and administration was a constructive experience for all concerned for it illustrated sharply what many knew, that day care, like all social work programmes was a community problem.¹

Unfortunately these centres were few and far between and many children were subjected to substandard substitute care because their mothers were forced to make unsatisfactory arrangements.

The first day nurseries on the continent were opened in the latter half of the nineteenth century. In 1840 the first one established in Montreal was focused on day care for orphans and the children of widows. In 1854 the first day nursery in the United States opened its doors in New York City.

It resulted from a woman's concern for those children left alone during the day while their mothers eked out an existence in domestic service, or in the factories of the community. Her solicitude reflected an inherent belief as to the importance of family life for the child.²

Judith Cauman speaks of the early efforts at day care:

Even 106 years ago, nursery care was conceived of as a service to supplement the family's care of the child during the day, paying attention to his needs and protecting him from the problems of his environment. With sensitivity, creativity and devotion, day care programs utilized what was then known of medicine, nutrition, hygiene, and child development, and tried to provide a service to meet the social problems of the day.³


She also comments:

It is true that much of what is called day care service today more closely resembles the kind of programme offered in 1856, at its beginning in this country, than it does the concept of what day care can be today.¹

Throughout the civilized countries of the whole world, the problem of child care has become one of vital concern. Studies have been done under the auspices of the World Health Organization which show that day-care services are neither unique nor revolutionary. The Public Health papers on "Care of Children in Day Centres"² give reports of these studies, and will be referred to in later pages of this thesis.

During the last decade there has been a tremendous upsurge of interest in day-care on this continent. Part of this can be credited to the inauguration of federal aid in the United States towards a day-care programme, which followed the 1962 Public Welfare Amendments to the Social Security Act. Because the law required licensing and, therefore, inspection of day care homes, many independent arrangements came to light and a more comprehensive picture was obtained of the quality of care being given at that time to children. The literature of the sixties is rich in stories of expanding programmes throughout the United States as this federal aid programme is taking effect. For them:

Day care today has a new dimension. From being on the edges of child welfare, tended by a devoted few, condescended to by many, it has moved front and center into a central and featured, if not starring, role.³

¹Ibid.  
However, the story in Canada is not quite so progressive. We are still struggling for this new dimension. Yeomans' words, written in 1960, more adequately describe the situation in Canada today. She states that:

"For a long time now day care has been permitted only a back seat when it comes to community attention and support. It has been low man on the totem pole, low on the list of community fund 'priorities'. Those of us who have actually seen what day care can do for children have an obligation to share this knowledge and conviction with our 'public'."¹

Day care has been called child welfare's step-child. We could carry the analogy further and suggest that in Canada the stepchild has been kept hidden in the attic, for only recently has the problem been brought out into the open and efforts have been made to find solutions. Two of these recent efforts are the reports prepared on day care needs in Vancouver by the Community Chest and Councils of the Greater Vancouver area in 1965,² and a Day Care Study done by the Family Service Association of Edmonton, and published in 1966.³

The attitudes toward the need for day care are often very confused and ambivalent. There has been confusion about the causal connection between separation of children from their mothers and maternal deprivation, and sometimes multiple mothering has been equated with deprivation. It is our hope in this thesis to give adequate support to the contention that this latter attitude is not only confused but inaccurate. The ambivalence is rampant in statements which are frequently voiced about women's place being in the home, day-care centres tending to institutionalize children, and working mothers

being the cause of juvenile delinquency. "These attitudes are symptoms of a social lag we can ill afford", says Esther Peterson, Assistant Secretary of Labour in the United States. "They do not take into account the changes that have taken place in the life patterns of American women."¹ We feel these statements referring to the American scene apply just as well to the Canadian scene.

As a supplemental service to the family, day care can be considered as a preventive service since it is frequently one of the means by which family life can be strengthened. It is recognized that a child's own home with his parents is the best place for him, but there are many situations which arise either temporarily or more permanently when some other arrangement has to be made. Pathological situations can include divorce, separation, illness, hospitalization, and many crisis conditions, other than substandard functioning in the home, and it is often possible to prevent full placement by arranging for supplementary day-care. Any service, which can help to keep children in their own home so that they may spend at least a part of each day with their own parent or parents, has many advantages.

Day-care is not only a preventive service. It can also be protective. Children need to be protected from the haphazard arrangements that are frequently damaging. Even a father, if he is resentful about being in charge of small children, may give unsatisfactory care. Grandmothers, too, are frequently unable to manage effectively as they find it difficult to cope with small children. When siblings are left in charge the damage is often double-barreled. Not only does the younger child suffer from irresponsible care, but the older child can suffer emotional damage from the excessive demands of too much responsibility. Mrs. Guggenheimer, President of the National Committee for

the Day Care of Children in the United States emphasizes the great need for increased services:

Another great concern ... is the poor care being given children who are out of their homes for part of the day. Lack of community responsibility has led to the use of substandard arrangements as the only alternative.¹

The community has a stake in the well-being of its children because the future of any society depends upon their healthy physical and emotional development. The fact that at present nearly one-quarter of the married mothers working in Canada have pre-school-age children² means that the need for supplementary care for these children is acute. The working mother, as we have already pointed out is not a new phenomenon. The fact, that many women want to work and do so not only because of economic necessity but also for other valid reasons, has yet to be accepted sufficiently for supplementary care to be considered as a social utility. Until recently day care services have been thought of in an extremely narrow sense, and family day care has been arranged by mothers in an informal manner with a surprising degree of casualness. That this is often damaging to the child, especially when this care lacks continuity and stability, is a matter of grave concern to social workers and the community leaders. Florence Ruderman, Director of the Day Care Project of the Child Welfare League of American, in New York City, has expressed this opinion in an editorial in the American Journal of Public Health:


² "Child-Care Services in Relation to the Needs of Working Mothers." World Health Organization Public Health Papers #24, Page 57.
Day care needs to be conceptualized as a general social service needed on a broad basis because of a continuing trend toward more maternal employment (not because of the breakdown or inadequacy of individual families); and the day-care centre considered as a potentially desirable form of supplementary child-care with social, educational, and developmental values and safeguards that typical 'informal' arrangements (even 'in-home', 'individual', or 'family-type') are unlikely to have.\(^1\)

THE IMPLICATIONS OF SUBSTITUTE MOTHERING IN RELATION TO THE DEVELOPMENT OF CHILDREN

The majority of experts involved in day-care services consider that children under three years of age whose mothers are unable to care for them personally should be cared for by substitute mothers in family day-care homes. There is consistency in the opinion, so far undisputed, that infants and small children need the warm and intimate relationship that only a mother or a mother substitute can supply. Mrs. Seimann, Executive Director of Children's Services in New York City expresses this opinion:

Although basic research neither confirms nor denies our belief that the child under three should not be in group care, at this time the best we know is that sharing love and affection too broadly is not within the capacity of the small child.\(^2\)

That the ideal arrangement for the young child is a warm and satisfying relationship with his mother is certainly the majority opinion in our western civilization. However, it is only realistic to admit that this ideal arrangement is not always possible. While with good mothering and consistent care most children learn to cope with the exigencies of life, it is unfortunate that for some, these stabilizing influences are not always


present. Erikson\textsuperscript{1} expounds convincingly that during every phase of a child's development there are possibilities for serious psychological damage and Dr. J.G. Howells expresses the opinion that this damage can occur without separation, while the child is still with the parents:

99.5\% of children live at home, and privation here is equally to be deplored. No one would question the value of loving care from an affectionate mother, but 'normal home life' can be far from normal. Clinical work suggests that degrees of emotional disturbance in children arise from degrees of privation while with some parents. This is the major cause of mental ill health in children. Relief for the children can sometimes, after careful investigation, come only by separation, either permanently or in the form of day foster care.\textsuperscript{2}

In the broadest sense, education continues throughout life's processes but the early years are by far the most important. It is then that the child develops his concept of self and establishes the patterns of behaviour, which greatly influence his later adaptations to life's events. The incomplete maturity of an infant creates a need for dependency. No knowledgeable person disputes the fact that the mother-child relationship is of vital importance. Rene Spitz has shown, perhaps better than anyone else, that the relationship of the child to his mother and the development of his first object-relations condition and determine the future psychological well-being of the personality. It has even been suggested by the President of the Italian Psychoanalytical Society that a child reacts to the unconscious and undisclosed feelings of others by extrasensory means, and he suggests that:-


\textsuperscript{2}J. G. Howells (Letter to the Editor) \textit{Lancet} March 29, 1958. Page 691.
The sudden appearance on the infantile psychical horizon of a new 'mother' whose mental world is radically different from that of the previous maternal person could engender, also by nonsensory perception, a grave state of shock in the child, such as to lay the groundwork for future mental illness.¹

We cannot generalize, however, that it does permanent damage to all children to spend part of each day in a substitute home. Although Yudkin and Holme, with an admitted bias towards concern for the welfare of children, concluded that full-time work by mothers of children under three years is undesirable² researchers such as Spitz, Bowlby and Anna Freud have shown that children vary greatly in their reaction to separation, and that very young infants show few disturbing effects. It is admitted that most of these studies have been concerned with either hospitalization of children or other long-term separation but the effect of separation, whether necessary or not, will depend upon a constellation of factors in the child's life. In considering some of these factors, particularly in relation to the working mother, Eleanor Maccoby suggests that:

... a mother's working is only one of the very many factors bearing upon a child's development. It may even be a minor one, when viewed as part of a constellation which includes such other factors as the child's inherited intellectual and physical capacities, his parent's emotional stability, the number and characteristics of other children in the family, whether he is being raised in a city or on a farm, and whether he grows up in an extended or an isolated nuclear family.³


Much of the controversy concerning separation and maternal privation was initiated by the publication of Bowlby's monograph "Maternal Care and Mental Health" in 1951. His theoretical conclusions were subjected to considerable criticism over a period of years. In 1958 Dr. Howells and others were still debating these conclusions with Dr. Bowlby. In a letter published in Lancet, Dr. Bowlby replied:

Were I now to prepare a revised edition of Maternal Care and Mental Health, it would, of course, be necessary to rewrite part one so as to include many new studies, mostly confirmatory but some not so, and to take account of various criticisms which have appeared. Though the picture would appear more complex and the emphasis vary here and there, the overall pattern I believe would look much the same. What is more important, the practical recommendations would stand. In my judgment the separation of a young child from his mother-figure is not to be undertaken without weighty reasons, and then only provided there is a suitable and stable substitute care available to care for him.

During the past ten years, however, many studies have emphasized that deprivation can occur without separation, and as Dr. Howells concluded from his experiments:

It is not separation per se which causes mental ill health in children, but the privation arising from the separation or, more commonly the privation suffered while still with the parents.

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2 Bowlby's initial hypothesis: "...actual physical separation from the mother in early childhood, to the extent that it involves privation or deprivation of a relationship of dependence with a mother-figure, will have an adverse effect on personality development, particularly with respect to the capacity for forming and maintaining satisfactory object relations." Ibid.


In the United States, a number of studies have also been conducted on the employed mother. Nye, Perry and Ogles considered whether the employment of mothers of pre-school children is accompanied by personality damage to these children. Their findings suggested that by itself 'the employment of mothers of preschool children does not damage the children.' Similarly Siegel, Stoltz et al. in studying the differences between children of working and non-working mothers, and measuring with variables such as socio-economic class and one or two-parent homes kept constant, concluded that "maternal employment per se is not the overwhelmingly influential factor in children's lives that some have thought it to be." It seems, therefore, that current research does not uphold a necessary causal connection between separation of children from their mothers and maternal deprivation. Nor does the employment of mothers per se seem to be considered damaging. There is even some evidence that there can be beneficial effects from both situations. Even when damage through lack of sufficient warmth and stimulation has produced a reaction severe enough to be confused with mental retardation, the provision of a satisfying mother-substitute relationship seemingly can reverse the trend. Erikson, too, suggests that with proper substitution damage from a lack of mother love can be averted. Herzog also points out that:


There is a strong and growing conviction among psychiatrists and social workers that some mothers are better mothers if their mothering activities are part-time rather than full time, and that their children may suffer adverse effects if the mother is constrained not to work.¹

It is possible, then, that the mother who is a happier, more balanced person because she is out of the home for part of each day, is better able to give affection, satisfaction of needs and warmth to her children than when she is deprived of the stimulation of outside interests. It follows that this situation will benefit their personality development because it has been established that:

The less affection, satisfaction of dependence, or warmth the infant and child receives... the less developed is his subsequent personality likely to be... and the less strength of character and sense of self he is likely to have, leading even to the development of a psychopathic personality that feels no responsibility to others.²

From the literature, then, it would seem that there is some evidence to suggest that, under certain conditions, some children receive better mothering when their mothers work. Two of the requisite conditions for good care would appear to be the quality of the substitute mothering, and the stability of the care.

In 1964, Friendly House in Portland, Oregon, undertook a two year study of existing family day care arrangements and experiments on ways of steering families needing day-care service to families likely to provide good child care. They assumed at the start of their study that the quality of day care was high in homes where:

1. The day-care mother is able to perceive the child as a person having particular social, emotional and physical


² Berelson and Steiner, Human Behavior. Harcourt, Brace and World, Inc. 1964, Page 75.
needs and capabilities which are related to
his level of development and the interaction
between himself and his culture.

2. The day-care mother is able to respond to, and
meet, the needs of the child.

3. The day-care mother and the natural mother col-
laborate on behalf of the child in a relationship
which is more like a friendship than a strictly
business relationship.

They report that:

One of the most significant findings was that all the day-care
mothers who ranked highest in quality of care had intact families of their
own, with children of school age, and were above the poverty level economi-
cally...the case interviews generally gave the impression that the relation-
ship between the day-care mother and the natural mother might be of crucial
importance both to the quality and continuity of care the children received.\(^1\)

The lack of stability of care due to discontinuity was also re-
vealed in the study:

One of the most troubling findings suggested by these inter-
views was the high degree of discontinuity in care to which
children were being subjected. Children, it became evident,
were being moved from one day-care mother to another, to re-
lative's care at home, to another day-care mother, to part-
time care by older brothers or sisters, to caring for them-
selves and round again.\(^2\)

It seems unlikely that this unhappy state of affairs is restricted
to Portland, and it is expected that there will be some evidence indicated
by the present study that similar situations exist in Vancouver. Numerous
factors could be influential. John Ross, Director of the Philadelphia Child
Guidance Clinic, suggests that:


\(^2\)Ibid.
Examinations of various arrangements for sharing child care suggest that the complications involved spring partly from (1) maternal conflict, partly from (2) the social situation in which it occurs, and partly from (3) the attitudes of the person, or persons, with whom care is shared.¹

Many problems also arise when the part-time caretaker, either consciously or unconsciously, is in rivalry with the mother for the child's affections and is in a position to be very important to the child. Generally, the younger the child, the more the balance of power over him lies in the hands of the person giving him the most physical care.²

Unfortunately, the child is caught daily in the midst of these by-plays which may affect him profoundly. Karl Menninger, writing on the frustrations of the child, dwells with concern on this unhappy state:

The tendency toward the use of substitute mothers is quite understandable in the light of the widespread change in women's vocational interests in late years. Of course it is conceivable, and no doubt frequently true that these hired women may be more objective, stable and affectionate than the mothers themselves but they certainly do not have the same incentives to give the child love or to exert their utmost skill in managing the hard transition stage from uncontrolled instinctual life to life according to difficult social standards. Sometimes they are neurotic; not infrequently they are feeble-minded...If mothers who are disinclined to care for their own children were as seriously concerned over the problem of getting the best possible substitute parents as they are over getting the best beauty-parlor operator, or the best dressmaker, or the most competent dentist, they might really do their children a favour by putting them in more skilled hands.³

Undoubtedly, a family day care home should be chosen with thoughtful care, and the substitute mother should be one in whom the natural mother has confidence. The lack of a good relationship can be the cause


²Ibid. Page 216.

of much anxiety for the natural mother and, through her, for the child. The day-care mother has almost a partnership relationship with the child's mother, and this can be a valuable source of strength for both. Good casework can help immeasurably here as experienced social workers have found that:

It takes all the casework skill, experience and maturity that the best practitioners can bring to it. If it is hard for a child to separate from his parents for family foster care, it is daily anguish for many children in day-care. If it takes a lot to help a foster mother to accept the parents, it takes even more to help day-care mothers accept them twice each day. ¹

A well chosen family day-care home, and good case work to assist in building an understanding relationship between the day-care mother and the natural mother can be positive factors in preventing frequent placements.

There is still another possible cause of instability which is referred to by the Chief of the Division of Day-Care, in the New York City Health Department:

If family day care were to have adequate financing, many of the problems of quixotic withdrawal of the child by the mother would be eliminated. When a mother knows that her child is in a supervised, agency-approved home and that the care is partly subsidized, she is likely to work out minor irritations and to leave the child there, even if there are changes in her life which would otherwise encourage her to withdraw the child.

It may be noted in this connection that in June, 1965, the Vancouver Community Chest and Councils presented a report on the day care needs of the Vancouver area. It was estimated that the minimal cost of


family day care at that time was $2.90 per child per day. The Council also stated that the existing services were inadequate in quantity as they met only 10 to 12 percent of the need.

Similarly, a brief prepared in 1965 by the Unitarian Church in Vancouver on Day-Care Services stated that the available resources in Vancouver did not begin to meet the community's need. In speaking of the family day-care service, the brief stated "this programme is restricted by a totally unrealistic budget...it is estimated that these services meet only one-tenth of the need."

Thus it can be seen that there is a growing acceptance of community responsibility for providing day care services in the larger urban centres on this continent. In contrast to this, the recognition of the need and the development of sufficient day-care services in Vancouver, lags far behind the attempts at solution of other urban areas.

In discussing, in this chapter, the development of day care, and specifically the importance of family day-care for the younger child, we have emphasized that in Alfred Kahn's words "children need warm, intimate primary relationships with their parents or substitute adults if they are to mature satisfactorily." Also we have presented the considered opinions of informed writers on the question of whether mothers being employed was damaging to their children. The consensus of these opinions is that employment per se

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is not damaging. On the contrary, it was expressed that there were many positive gains for some children when their mothers were relieved of some of the responsibilities of their care, and were able to be out of the home for parts of each day. It was suggested further, that the damaging aspects appeared to be the result of inconsistent and unstable care which resulted from the varying arrangements made for them during the mother's absence.

Stimulated by an increased understanding of the family day-care situation derived from the various theories and opinions expressed in the literature, plus an awareness of existing knowledge gained from research findings in the day-care field, we carefully considered the felt difficulty of the agency involved in our study. They were concerned about the rapid turnover of family day-care cases and we knew from the literature that this was potentially damaging to the children. This influenced the selection of relevant questions for our instrument, and the choice of a design for the study, utilizing a control group in order to compare the cases in which short term care was a factor with those in which it was not.
CHAPTER III

STUDY DESIGN

This chapter will describe the design formulated and used to study family day care. Our research question concerns early closures in family day care cases; it asks what factors or combination of factors are involved in early closures of family day care cases? The first step in formulation of a study design has been to ask what these factors might be, and then to decide what information would be needed to reveal this and answer the questions raised in the study concerning them. The second step has been to devise a plan for and means of obtaining and analysing this information or data. This plan for data collection has then to be actually implemented. This chapter will discuss the study design in terms of this outline under headings of relevant questions, the research instruments and data collection.

RELEVANT QUESTIONS

When the operation and effects of possible factors in the family day care process are considered, there seem to be three natural groupings or areas of concentration. There is a number of possibly significant factors, which could effect the nature of family day care services that originate in the characteristics and interaction of the child and his family. There are also factors which primarily involve the Cordova Day Care Centre and its policies and procedures. The day care mother and her family comprise a third area in which important factors are concentrated. Each of these areas will be described briefly.

THE CHILD AND HIS FAMILY

Each child has certain needs and characteristics. Some of these
are held in common with other children, for example those of the same age, developmental level, cultural background, and some are especially or uniquely his own. These needs related to day care have been outlined and discussed in Chapter II. The implication of family day care for each child will vary, and it was of concern in this study to know what sort of child was receiving this type of care. Did he or she have any special problems or needs which might pose a difficulty in a family day care home? Although we are aware that this type of care is generally used for children under three years, it is also sometimes used for older children, especially older siblings of a young child. We wanted to discover whether a pattern by age or sex existed, or of brothers and sisters receiving the same care in a family day care home. We also wanted to know whether a child had previously experienced substitute care, since this seemed of significance in a child's adjustment to a family day care home, and thus in the use made of family day care service. In short, we felt there was a number of individual characteristics which a child might have which could influence the course of his placement in a family day care home.

As well as the child, who is the central figure in family day care, the child's family is also of primary importance. It is here that the reasons for the use of family day care may be found. Does the mother work, is she ill or is the family head a mother or a father raising a family alone? Answers to these questions seem crucial when an understanding of family day care is sought. In addition, the reason for a mother's employment and whether this is related to the family's financial situation becomes important. We wanted to know how the family functions - is it a stable family with two parents in the home or one broken by separation, divorce or death? Generally, we wanted to discover the types of families using this
day care service, and their reasons for doing so, and to find whether there was any typical trend or pattern relating to early case closures.

Since our research problem concerns early closures, we wanted to examine closely any factors which might be directly associated with this. In addition to a socio-economic description of the family and the possible social, financial or health reasons for use of day care services, we wanted to study parental expectations concerning day care. What did each family expect concerning agency service? How did parents evaluate the care received by their children? Were there problems of distance involved for them and the children? Although we know the Cordova Day Care Centre charges fees on a sliding scale, we wanted to know whether there was an incidence of financial difficulties for families in the use of family day care. It was essential to know the reason given for closure, whether early or not, so that various factors could be related to this and some conclusions drawn about the reasons for closure.

THE AGENCY

As an experience survey, this study relies greatly upon agency knowledge. It becomes evident that some areas of the day care processes particularly involve the agency and its staff. Thus we wished to know what the Cordova Day Care Centre knew about each family and child when the case opened (this could be called identifying information), and then also what the staff knew during contact and at closure. The record of the social work staff's contact with these families is important. How often did the social worker see the child and his parents? Was the social worker instrumental in the family's decisions about and plans for the best use of family day care services, or was the agency notified of the family's decision by a specific request for day care? This seemed to be important since it
could have later meaning e.g. if family day care was not the help a family really needed, if it proved of little advantage, the family would discontinue use. We wanted to know also how soon after a request for service has been received is the agency usually able to make a placement. As the provider and administrator of family day care services, The Cordova Day Care Centre is in a key position both as a source of knowledge about the children and families using the service and also the entire process of family day care which, in some cases, ends in early closure.

FAMILY DAY CARE HOME

The day care mother is a maternal substitute and, therefore, seems a very important person in a programme of family day care for young children. The sort of person she is, whether she is warm and has an accepting attitude, what her standards of child behaviour are, could be factors in a child's adjustment to her and her home, and thus to the day care process. This seems significant enough to warrant examination of the Cordova Day Care Centre's procedure for selecting day care mothers and its assessment and subsequent supervision of them. What qualities make these women capable of caring for someone else's child by the day? What experience do they have and what training or education for the task?

Family day care of children involves a communication triangle between the child's family, the agency and the day care mother. It has been decided to include in the study some description and assessment of this communication triangle since it effects the child's welfare and the family day care process itself. Is the agency usually informed of a family's plans, especially prior to closure? There has been an indication from agency staff members that this is not the case and that it has been a major factor in
their lack of knowledge concerning the reasons for closing. What is the communication pattern between the day care home and the agency? Does the day care mother indicate when she is having difficulty with a child or family so that the social worker can intervene? It also seems of interest to know whether the child's parents and the day care home are co-operating. Do they have an understanding of each other's positions and do they exchange information, changes of plan, etc.? It seems that good communication between the agency, the day care mother and the child's family would enhance and facilitate family day care as a family-centred social service.

RESEARCH INSTRUMENTS

At the core of these questions is an attempt to discover which factors might influence family day care and early closures, how this influence is shown and what significance it has for the process of family day care. We had to decide what means to use to obtain this information with several considerations in mind. Since research time has been limited, and the theoretical knowledge base for family day care has not yet been well developed a survey of the agency's experience has been selected as the level of design. For similar reasons a schedule, specially designed for this study, has been chosen as the primary means of abstracting data from agency records. It is the main source of information in the present experience survey. It has been decided to incorporate the questions about significant factors into a schedule or classified list. The data collected in it are grouped under various classifications in order that they may be used for the later research stages of compilation and analysis. The agency's family day care records were developed to serve its practice, but they were not planned to serve research purposes. Thus it became necessary to construct a schedule that would meet the requirements of the research design. The development of such
a schedule is, therefore, not only a means of obtaining relevant information about the Cordova Centre's problems. It can also serve as a means of determining what information is needed before family day care can be systematically studied and analysed.

The three major areas within the family day care process about which we had many questions have been outlined. The content and the form of the schedule has now to be considered. It has been decided to draw up a schedule of questions which could be completed by the research workers for each sample case. The Cordova Day Care Centre keeps a case file for each family using family day care and one file for each day care mother. Staff members provided examples of these which were read by the research group to obtain an idea of the type of record kept and how this is done. It was decided to develop a schedule to abstract information from the family file, and if it seemed feasible to formulate a second one later on for examination of the day care mother's file.

Based on this plan, questions have been formulated and arranged in order in a schedule. Questions which seek information that identifies the child, his parents and the day care home(s) in which he received care have been placed at the beginning of the schedule. These record family surname, family address, child's name, birthdate and sex, and similar information about his siblings, parental names, ages, occupations and marital status and the home, address and age of the child's day care mother. The sample group from which the case has been selected (whether group A, B or C) is also noted here. This has been done for purposes of analysis so that each case could be distinguished easily at a glance and sorted into its proper group later on.

The first five questions in the schedule have to do with the date of registration, date of placement, number of replacements, date of closing
and fee charged by the agency. These questions all concern agency procedure and facts about each case. Questions which aim at gathering specific information about the child have been placed next in the schedule. A child's age at registration and his health were felt to be significant in this study. Problems, if any, in family day care could be related to a child's special behaviour, to his physical problems, to his previous experience away from home or to distance and communication between his home and the day care home. These assumptions prompted a series of questions designed to probe into the various factors listed here. Questions aimed at a description of the family using this service have also been posed. They include information about family accommodation, other adults in the home, parental employment patterns and the family financial situation. It was hoped that these questions would reveal information about employment, hours of employment, financial difficulties, etc., which might have a bearing on questions concerning closure of a given case.

The latter part of the schedule concerns the parent's motivation and their assessments in the use of family day care at the Cordova Day Care Centre. Their reasons for the use of family day care services replacements and closure are sought in a number of questions. This series is followed by questions concerning parental expectations and assessment of family day care of their child, or children. The day care mother's assessment of the child's parents is also sought. The importance attached to these items has been mentioned in earlier pages. All these questions are aimed at explaining the factors affecting family day care closure and especially early closures. The last three questions on the schedule ask the research worker who abstracts the data to assess the family day care process in terms of the social work action and the changes in family functioning insofar as
these estimates can be made from the recorded materials.

Several difficulties arose once a preliminary draft of this schedule had been made. Definitions of terms had to be established, and data collection techniques had to be standardized by the research workers. We decided to complete the schedule for every child in the sample who was in care during the study year, since some questions (such as those of child health and special problems) would differ for siblings. How some of these terms are defined has been indicated on the schedule (e.g. in questions 3, 7, 8) to serve as a guide in completion of the schedule. It became necessary to outline the alternatives possible in those questions to which there were several answers. For example, in the question on marital status possible answers are: married, single, separated (including legal separation and desertion), divorced, widow, widower so the meaning of each had to be defined and used the same way by each research worker. We defined separation as occurring when a couple did not live together and we also wanted to indicate which parent had custody of the children. We decided to indicate when a couple lived together in a common-law union. The purpose of this question is to gauge marital and family stability. Other alternative responses have been provided for other questions in the schedule, usually with provision for an unanticipated response. "Suite" and "apartment" differentiate between accommodation in several rooms of a private home and self-contained living quarters in an apartment block as noted on the case record. The purpose of this definition and standardization of terms has been to ensure common interpretation of the same data and also valid research findings.

One further great difficulty has arisen in the development of this schedule. This has been the use made of the materials available in the
files on the family day care cases. As mentioned in Chapter I, several different types of information are found in case records: identifying facts about the family and child, assessment by the social worker, and opinions and statements made by the family about their feelings or certain incidents, the day care home, etc. We felt it necessary to distinguish between these different sources of information. As one means of doing this, we drew up a second part of the schedule giving the social worker's assessment of the child, the family, and the day care process generally, and also the research worker's assessment. As the study has developed, it has become increasingly dependent upon agency information. Limitations of time have forced us to abandon our plans to collect material from the files of the day care mothers, or from other agency records. The study is based mainly, then, on the records kept for children in family day care. In view of these limitations, it is all the more important for the study that the most appropriate use of these records be made. It has been the evaluative information which has proven so difficult to manage. Both the social worker's assessments and those made by the research workers have proven difficult to define and standardize. We have hoped to minimize this by separating these types of information into two parts of the schedule. (See Appendix B for schedule).

DATA COLLECTION AND LIMITATIONS

The first part of the schedule, which records factual information has been completed for the thirty cases in our sample. This part of the schedule has emerged as the major source of data for this study, and has been used for the analysis presented in Chapter IV. The schedule has been developed and applied with reference to our understanding of the family care process at Cordova Day Care Centre based on staff members' orientation.
The second part of the schedule, which involves the motivation and the assessment of the family day care process remains incomplete because of lack of time. Supplementary information has not been taken from the day care mothers' files. No interviews with the families in the study sample have been done. Thus the study has been limited by a paucity of data as well as lack of time, as later analysis will describe. Nevertheless, one aim of the study, which has been to obtain information about early closures in family day care cases, has been fulfilled by the schedule. Since another aim of the study has been to discover what information is needed for an analysis of family day care, the process of developing and testing a schedule has been worthwhile in terms of pre-evaluative research.
CHAPTER IV

DATA ANALYSIS

INTRODUCTION

This chapter follows the chapter on study design and its intent is to analyze some of the data which we received from the questions we asked in our study design.

It is our purpose, in section one, to determine the extent of the unstable care in the Centre's day care programme. The second section will give a descriptive profile of the thirty families (parents and children) in our study sample. The profile will be described in two ways: one part will describe the personal characteristics of the parents, such as their ages, by sex, their marital status and the number of parents in the home; the second part of the profile will describe the economic situation of the families, for example, the family incomes, the employment patterns, by sex, and the fee charged by the day care centre for the child or children in each group.

The next two sections will present other findings on the study questions. These will include comparison of maturity factors by examining questions such as the parents' expectations of the day care home and the parents' promptness in picking up the child from the day care home. A comparison of other factors such as the child's health, the child's special problems, the communication patterns between the day care agency, the parents and the day care mothers and the distance between the child's home and the day care home, will also be discussed.

The next sections will attempt to answer why do some cases close in less than twelve months and why do some children have one or more replacements in less than twelve months?

In the final section we will summarize our findings.
SECTION I

The Extent of the Problem.

Because the agency was concerned about the seemingly large number of cases which were either closed within twelve months or in which the day care home placement was changed, it was decided that our task, first of all, was to determine the actual extent of this problem.

We found that unstable care was indeed a large problem in this programme. The Department of Day Care Services, the Family Service Centre of Vancouver opened, or reopened, a total of 81 cases in the calendar year 1965. Of these 81 cases, only 10, or 12.35 percent, of the universe, remained in the same family day care home for at least twelve months. Another group of 18 cases, or 22.22 percent of the total, continued using the services of the agency for at least twelve months, but these cases had one or more replacements within that time. A total of 53 cases, or 65.43 percent, were closed within twelve months of opening or reopening.

We do not have exact figures as to how many children were involved in unstable care, but from our sample we can tentatively project that approximately 102 children out of a total of approximately 113, or slightly more than 90 percent, were subjected to what, by our operational definition, is unstable care.1

We have seen, in Chapter II, that the literature suggests that disruptions in mothering, such as changes in mother substitutes, can be emotionally damaging to children. Thus, it seems possible that about 90

---

1The mean number of children in our total sample was 1.4 per family. By multiplying this mean by the 81 cases in the universe, we arrive at a universe of about 113 children. The mean number of children in Groups B and C, the groups operationally defined as unstable, was 1.44. By multiplying this mean by the total universe of 71 cases in Groups B and C, we arrive at a Group A and B universe of 102.
percent of the children placed in family day care homes, by this agency, are in danger of being damaged emotionally as a result of the inconsistent care they are receiving.

Now that the extent of the problem in turnover has been determined, our next task is to compare the three groups and subject the differences we find to statistical analysis.¹

SECTION II

Descriptive and Economic Profile of the Study Sample.

In this section we will describe the personal characteristics of the parents and children by looking at the age of the parents, by sex, ages of the children, the number of parents in the home and the marital status of the parents in the home.

Our purpose in asking the age of the parents was to determine whether this factor is related to early closing or to replacement. We chose to look at the median ages, because our sample was small.

TABLE I. Median Ages, in Years of Mothers and Fathers, in 30 Families

<table>
<thead>
<tr>
<th>Sub Groups</th>
<th>Median Age of Parent, by Sex</th>
<th>Total Sample</th>
<th>A.</th>
<th>B.</th>
<th>C.</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Median age of mothers (years)</td>
<td>24.5</td>
<td>25.2</td>
<td>24.1</td>
<td>25.5</td>
</tr>
<tr>
<td></td>
<td>Total number of mothers</td>
<td>28 *²</td>
<td>7</td>
<td>7</td>
<td>14</td>
</tr>
<tr>
<td></td>
<td>Median age of fathers (years)</td>
<td>27</td>
<td>31</td>
<td>25.5</td>
<td>27.5</td>
</tr>
<tr>
<td></td>
<td>Total number of fathers</td>
<td>23 *²</td>
<td>5</td>
<td>6</td>
<td>12</td>
</tr>
</tbody>
</table>

It can be seen by Table I that the median ages of the parents in the 3 groups were not significantly different. The range in ages for the total study sample, was from 19 years to 48 years.

¹In this analysis we will use the chi square test, and the .05 level of confidence.

²In some cases the mother or the father were absent from the home. This will be explained more fully in another table.
We examined the children's ages at the time they were registered for day care, to see if there was any relation between their ages and the fact of early closing or replacement. We found no significant differences between the three groups. For Group A, the mean age in years was 2.3; for Group B, the mean age in years was 1.9; and for Group C, the mean age in years was 1.9; and for Group C, the mean age in years was 2.3. Our data do not indicate what proportion of these children are only children.

To examine further the composition of the families in our study group, we noted how many one-parent families there were, as a result of separation, divorce, death of a partner, etc. We also wanted to see how many families had both parents present. This information would give further insight into the home situations of the 30 families.

**TABLE II. Parents Living in the Home, in 30 Families**

<table>
<thead>
<tr>
<th>Number of Parents</th>
<th>Totals</th>
<th>Sub-Groups</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td>A.</td>
</tr>
<tr>
<td>Totals</td>
<td>30</td>
<td>7</td>
</tr>
<tr>
<td>Two-parent homes</td>
<td>19</td>
<td>4</td>
</tr>
<tr>
<td>One-parent homes</td>
<td>11</td>
<td>3</td>
</tr>
</tbody>
</table>

**TABLE III. Reason For One-Parent Homes**

<table>
<thead>
<tr>
<th>Marital Status of Parents in the Home</th>
<th>Totals</th>
<th>Sub-Groups</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td>A.</td>
</tr>
<tr>
<td>Totals</td>
<td>11</td>
<td>3</td>
</tr>
<tr>
<td>Separation</td>
<td>4</td>
<td>1</td>
</tr>
<tr>
<td>Divorce</td>
<td>4</td>
<td>2</td>
</tr>
<tr>
<td>Widow</td>
<td>2</td>
<td>1</td>
</tr>
<tr>
<td>Single</td>
<td>1</td>
<td>0</td>
</tr>
</tbody>
</table>

Although the differences are not statistically significant, we can see from Table II that in Group A, 3 out of 7 are one-parent homes, and in Group B, 3 out of 8 are one-parent homes. In Group C, 5 out of 15 are one-parent homes.

In examining the circumstances as to why the homes have only one parent present, we can see from Table III that separation and divorce are
the most common reasons.

The family composition will have a great influence on the economic situations of these families and this will be examined further shortly.

In summary, then, the profile we have gained by examining the personal characteristics of the 30 families is as follows: the differences in ages of the parents between the three groups are not particularly significant, nor are the differences in the ages of the children between the three groups. More than 63 percent of the families have both parents present and almost 37 percent of the families have only one parent present. The two most common reasons for this are separation and divorce. The following section will give a profile of the economic situation of the 30 families. We will examine the family income, the employment patterns of the parents, by sex, and the fee charged to these families by the day care centre. We will then endeavor to relate the significant factors that become obvious in this section to the personal characteristics profile which we have just discussed.

It is obvious that family income is an important feature of the families in our study. We were interested to know if the parents using the day care facilities were of the lower, middle or upper income groups. Related to this is the employment pattern of the parents, by sex, and what fees they were charged. We thought all these factors could be related to the question of why the cases in Group C were closing prematurely.

**TABLE IV. Family Income Per Month for 30 Families**

<table>
<thead>
<tr>
<th>Family Income in Dollars</th>
<th>Totals</th>
<th>Group A</th>
<th>Group B</th>
<th>Group C</th>
</tr>
</thead>
<tbody>
<tr>
<td>Total</td>
<td>30</td>
<td>7</td>
<td>8</td>
<td>15</td>
</tr>
<tr>
<td>200-299.99</td>
<td>8</td>
<td>4</td>
<td>1</td>
<td>3</td>
</tr>
<tr>
<td>300-399.99</td>
<td>6</td>
<td>-</td>
<td>2</td>
<td>4</td>
</tr>
<tr>
<td>400-499.99</td>
<td>3</td>
<td>1</td>
<td>1</td>
<td>1</td>
</tr>
<tr>
<td>500-599.99</td>
<td>3</td>
<td>-</td>
<td>3</td>
<td>-</td>
</tr>
<tr>
<td>600 or more</td>
<td>3</td>
<td>1</td>
<td>-</td>
<td>2</td>
</tr>
<tr>
<td>Unknown (a)</td>
<td>5</td>
<td>1</td>
<td>1</td>
<td>3</td>
</tr>
<tr>
<td>Other (b)</td>
<td>2</td>
<td>-</td>
<td>-</td>
<td>2</td>
</tr>
</tbody>
</table>
(a) It should be noted that altogether there were 5 unknowns, which is a large number in a study sample of 30 cases.

(b) These two cases were in the category of Social Assistance and therefore, their monthly incomes were unknown.

The mean income for the total known sample is $368.00. Groups A. and C., are slightly below this mean, while Group B., is considerably above it. However, the differences in family income between the three groups do not quite reach the level of significance. Further information can be obtained about who contributes to the family income, by examining the employment patterns of the mothers and the fathers for each family in each of our sub-groups.

TABLE V. Employment Patterns of Mothers and Fathers For 30 Families

<table>
<thead>
<tr>
<th>Patterns</th>
<th>Totals</th>
<th>A.</th>
<th>Mo.</th>
<th>B.</th>
<th>Fa.</th>
<th>C.</th>
<th>Mo.</th>
<th>Fa.</th>
</tr>
</thead>
<tbody>
<tr>
<td>Totals</td>
<td>60</td>
<td>7</td>
<td>8</td>
<td>8</td>
<td>15</td>
<td>15</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Regular</td>
<td>28</td>
<td>5</td>
<td>6</td>
<td>3</td>
<td>5</td>
<td>6</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Irregular</td>
<td>10</td>
<td>1</td>
<td>1</td>
<td>2</td>
<td>1</td>
<td>4</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Unknown</td>
<td>13</td>
<td>1</td>
<td>2</td>
<td>-</td>
<td>2</td>
<td>3</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Absent</td>
<td>9</td>
<td>-</td>
<td>-</td>
<td>2</td>
<td>3</td>
<td>2</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

Although the differences are not statistically significant, we can see that just over one half of the mothers work regularly as compared with the fathers, where we see that just under one half work regularly. However, in one half of the cases, it was either unknown whether the father was employed regularly or irregularly, or if he was absent from the home. His absence from the home would be a key factor in whether or not the wife had to work because she was the sole source of income for the family. If he works irregularly, she may work to supplement the family income. In cases where the father is the only parent in the home, it is reasonable to expect that he is probably the sole source of support for the family. Perhaps this point could be clarified by examining the number of homes in which both parents were employed or in which only one parent was employed.
TABLE VI. Number of Employed Parents Per Family

<table>
<thead>
<tr>
<th>Number Working</th>
<th>Total</th>
<th>Sub-Groups</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>30</td>
<td>A.</td>
</tr>
<tr>
<td>Both parents work</td>
<td>20</td>
<td>4</td>
</tr>
<tr>
<td>One parent works</td>
<td>10</td>
<td>3</td>
</tr>
</tbody>
</table>

We can see that in 2 out of 3 of the homes both parents were working, which perhaps suggests that in these families the mother is working possibly to supplement her husband's income. As was seen in Table II, 11 homes out of 30 had only 1 parent present. Thus it is possible to infer that in these homes the parent must work out of economic necessity.

Now we will examine the fee charged to these families by the day care centre, and relate this to the family incomes.

TABLE VII. Mean Weekly Fee as Compared with Mean Income Per Month

<table>
<thead>
<tr>
<th>Item</th>
<th>Group A.</th>
<th>Group B.</th>
<th>Group C.</th>
</tr>
</thead>
<tbody>
<tr>
<td>Mean income per month</td>
<td>$350.00</td>
<td>$435.00</td>
<td>$350.00</td>
</tr>
<tr>
<td>Mean weekly fee</td>
<td>$ 7.19</td>
<td>$ 5.59</td>
<td>$ 5.06</td>
</tr>
</tbody>
</table>

Here a significant fact does appear. Group A. pays a higher fee per week for day care than does Group C, and yet their mean monthly incomes are similar. Group B., whose mean monthly income is higher than both Group A. or Group C, pays the lowest fee. However, when we see from Table VIII how many children are in care for each group, we find that families in Group C., have more children in day care than do those families in Groups A. or B., and this may explain why the fee is lowest for Group C. For all three groups, however, the mean fee is considerably less than the $13.75 per child, which is the maximum fee the agency charges.
TABLE VIII. Number of Children in Day Care For Each Study Group

<table>
<thead>
<tr>
<th>Group</th>
<th>Number of children in day care</th>
<th>Number of families</th>
</tr>
</thead>
<tbody>
<tr>
<td>A</td>
<td>8</td>
<td>7</td>
</tr>
<tr>
<td>B</td>
<td>12</td>
<td>8</td>
</tr>
<tr>
<td>C</td>
<td>22</td>
<td>15</td>
</tr>
</tbody>
</table>

From this point our comments will be confined to Group C. only. We felt that the length of time the children in Group C. (the group in which the cases were closed in less than one year) were in care could be an important factor, especially if it could be related to what we have discovered about the personal characteristics and the economic situations of the families in this particular group.

TABLE IX. Length of Time in Care for Group C.

<table>
<thead>
<tr>
<th>Period</th>
<th>Mean</th>
<th>Mode</th>
<th>Median</th>
</tr>
</thead>
<tbody>
<tr>
<td>Months</td>
<td>5.4</td>
<td>1.3</td>
<td>5.5</td>
</tr>
</tbody>
</table>

From this table we see the average length of time in care is less than six months.

To summarize the profile we have gained by examining the economic situations of the 15 families who comprised Group C., we find that in this group, 40 percent of the fathers were employed regularly, whereas, only 33.3 percent of the mothers were employed regularly. The average family income for Group C. was very similar to that for Group A., but lower than the income of Group B. When we turn to the personal characteristics of this group, we find that the ages of the parents are not particularly significant, that is, they were not extremely young as compared to the ages of the parents in Groups A. or B., and in two-thirds of these families both parents are present in the home.
All these facts seem to indicate that one reason why the short
term cases in Group C. are so unstable is possibly due to the fact that the
mother may not have to work to supplement her husband's income. Therefore,
if she does not like her job or is unable to find one that really interests
her, she stops working. This seems much more likely to be the case for fa­
milies in Group C. than for those families in Groups A. or B., where there
are more one-parent homes present and therefore, the mother or father must
work due to economic necessity.

We return now from the discussion of the C group alone, to a sum­
mary of the economic situation for all the 30 families in the study sample.
The profile appears to be as follows: 63.3 percent of the families have both
parents present in the home; 36.7 percent of the families have only one per­
cent present and the two most common reasons for this are separation and
divorce. 53.3 percent of the mothers were employed regularly, whereas only
40 percent of the fathers were employed regularly. In 66.6 percent of the
two-parent families, both parents were employed.

As mentioned earlier the mean income for the total known sample
was $368.00. Groups A., and C., were slightly below this mean, whereas
Group B. was considerably above it. However the differences in family in­
come between any two groups are not significant.

At a glance, it first seemed as though the lower income families
in Group A. were paying a higher fee for their children than those in Group B.
or Group C. However, the families in Group C. had more children in day care
than did the families in Groups A. or B. and therefore their fee was slight­
ly less. The total picture suggests that these families are composed of
mothers and fathers in their twenties, who are just beginning to raise fa­
milies: Some of them are in an insecure financial position and therefore
the mother feels it is her responsibility to work and help to supplement the
family income. In the one-parent families, it is probable that the parent is working due to economic necessity.

SECTION III

Comparison of Maturity Factors

This section will deal with the comparison of maturity factors. These factors involve parents' expectations of the day care home and the parents' promptness in picking up their child from the day care home.

We thought that the maturity of the parents might have some bearing on the fact of early closing or replacement. Consequently, we included several items in our instrument which were designed to sample this factor. One such item was worded in alternatives, as follows: "Parent's expectations of day care home expressed in terms of; convenience, quality of care, not stated." We expected that the more mature parents would express their expectations of the day care home in terms of quality of care, while the more immature parents would be more concerned about convenience to themselves.

TABLE X: Parental Expectations of the Day Care Home

<table>
<thead>
<tr>
<th>Parental Expectations</th>
<th>Total</th>
<th>Group A</th>
<th>Group B</th>
<th>Group C</th>
</tr>
</thead>
<tbody>
<tr>
<td>Total</td>
<td>30</td>
<td>7</td>
<td>8</td>
<td>15</td>
</tr>
<tr>
<td>Quality of Care</td>
<td>8</td>
<td>4</td>
<td>1</td>
<td>3</td>
</tr>
<tr>
<td>Convenience</td>
<td>6</td>
<td>-</td>
<td>3</td>
<td>3</td>
</tr>
<tr>
<td>Not Stated</td>
<td>16</td>
<td>3</td>
<td>4</td>
<td>9</td>
</tr>
</tbody>
</table>

As can be seen in this table, more parents in Group A than in either Groups B. or C., expressed concern about the quality of day care they wish for their children. The idea of day care as a convenient service is more common to Groups B. and C. There is unfortunately no information about parental expectations for 16 out of 30 cases in the study sample, so our findings on this factor become less significant. The difference between Group A and Group B, for the cases which did respond to this item, is, however, statis-
tically significant. The difference between Group B and Group C is not significant. Our research findings would seem to suggest that the way in which a parent expresses his expectations of the family day care home is critical in determining how stable the child's care will be. If the parent is concerned about the quality of the care the child receives, he is likely to leave the child in the same family day care home for at least the year that the agency expects. On the other hand, if the parent is more concerned about his own convenience, that is, he wants a day care home that is close to his home or to his place of work, then the child is more likely to be subjected to unstable care. The Director of the agency has noticed this tendency. She has said, "unfortunately the great majority of parents are simply looking for a place to leave their children. There are exceptions, but it is alarming how many of them are not too selective."\(^1\)

We thought that parental dissatisfaction with the family day care home might be correlated with early closing or with replacements.

### TABLE XI. Parent's Assessment of the Day Care Home

<table>
<thead>
<tr>
<th>Parental Assessment</th>
<th>Total</th>
<th>Group A</th>
<th>Group B</th>
<th>Group C</th>
</tr>
</thead>
<tbody>
<tr>
<td>Total</td>
<td>30</td>
<td>7</td>
<td>8</td>
<td>15</td>
</tr>
<tr>
<td>Satisfied</td>
<td>7</td>
<td>2</td>
<td>2</td>
<td>3</td>
</tr>
<tr>
<td>Dissatisfied</td>
<td>3</td>
<td>-</td>
<td>1</td>
<td>2</td>
</tr>
<tr>
<td>Unknown</td>
<td>20</td>
<td>5</td>
<td>5</td>
<td>10</td>
</tr>
</tbody>
</table>

At this table demonstrates, there are no significant differences between the three groups on this factor. It should be noted, however, that none of the parents in Group A. expressed dissatisfaction with the family day care home, while there was some dissatisfaction in the unstable groups. However,

\(^1\)Miss M. B. Dick, Director of the Department of Day Care Services, The Family Service Centre of Vancouver. In a letter to the research group, March 14, 1967.
7 out 10 homes or 70 percent of all parents who assessed the day care homes were satisfied with them. We have no information about this factor for 20 out of 30 cases in our sample.

We also looked for day care home assessments of the parents.

TABLE XII. Day Care Mother's Assessment of the Parents

<table>
<thead>
<tr>
<th>Day Care Home Assessment</th>
<th>Totals</th>
<th>Group A.</th>
<th>Group B.</th>
<th>Group C.</th>
</tr>
</thead>
<tbody>
<tr>
<td>Totals</td>
<td>30</td>
<td>7</td>
<td>8</td>
<td>15</td>
</tr>
<tr>
<td>Positive comment</td>
<td>2</td>
<td>1</td>
<td>1</td>
<td>-</td>
</tr>
<tr>
<td>Negative comment</td>
<td>7</td>
<td>1</td>
<td>4</td>
<td>2</td>
</tr>
<tr>
<td>No comment</td>
<td>21</td>
<td>5</td>
<td>3</td>
<td>13</td>
</tr>
</tbody>
</table>

The differences between the three groups are not significant.

As another measure of parental maturity, we included an item in our instrument relating to the promptness of the parent in picking up the child from the day care home. We expected that the mature parent would be prompt in picking up the child, while the more immature parent would be less concerned with promptness.

TABLE XIII. Does the Lack of Promptness Pose a Problem?

<table>
<thead>
<tr>
<th>Day Care Mother's Response</th>
<th>Totals</th>
<th>Group A.</th>
<th>Group B.</th>
<th>Group C.</th>
</tr>
</thead>
<tbody>
<tr>
<td>Total</td>
<td>30</td>
<td>7</td>
<td>8</td>
<td>15</td>
</tr>
<tr>
<td>Yes</td>
<td>5</td>
<td>2</td>
<td>2</td>
<td>1</td>
</tr>
<tr>
<td>No</td>
<td>5</td>
<td>3</td>
<td>1</td>
<td>1</td>
</tr>
<tr>
<td>Unknown</td>
<td>20</td>
<td>2</td>
<td>5</td>
<td>13</td>
</tr>
</tbody>
</table>

The differences between the groups are not statistically significant. Again, responses from only 10 of the 30 cases in our sample leave us with major gaps which render our findings of less significance.

We also expected that children who had had previous experience away from home might be more subject to unstable care. However, we found no significant difference between the three groups in relation to this factor.
Comparison of Other Factors

We sampled a number of other factors which we thought might bear on early closing or replacements. Some of these factors are: the child's health, the child's special problems, the triangle of communication patterns between the day care agency and the child's mother and the day care mother, and finally, the distance between the child's own home and the day care home.

The first factor we examined was the child's health. Since we had difficulties in defining what constituted a health problem we decided that we would use any case record comment on the child's health as indicative of a health problem. Thus if the record contained a reference to health problems, the child's health was construed as being remarkable. If there was no reference to health problems, the child's health was construed as being unremarkable.

<table>
<thead>
<tr>
<th>Comments</th>
<th>Totals</th>
<th>Group A</th>
<th>Group B</th>
<th>Group C</th>
</tr>
</thead>
<tbody>
<tr>
<td>Totals</td>
<td>42</td>
<td>8</td>
<td>12</td>
<td>22</td>
</tr>
<tr>
<td>Remarkable</td>
<td>13</td>
<td>4</td>
<td>4</td>
<td>5</td>
</tr>
<tr>
<td>Unremarkable</td>
<td>29</td>
<td>4</td>
<td>8</td>
<td>17</td>
</tr>
</tbody>
</table>

Although the differences between the three groups are not quite significant, we were surprised, at first, to note that the children in Groups A and B seemed to have more health problems than did the children in Group C. Upon reflection, however, it seemed likely that, due to the way we defined health problems, we were not getting a valid measure of the child's health. Rather, we concluded, the mention of health was related to length of care. Since we included any mention of health problems, even persistent colds, it seemed logical that the longer a child was in care the more likely it was that references to his health would appear in the case record. Thus, if a valid picture of the child's health is required, sharper definitions are needed.
We experienced a similar problem in trying to compare special problems the child might have. In this item we included any mention of behavioural problems, for example, disability, retardation, emotional problems or dietary problems, as indicative of special problems.

**TABLE XV. The Child's Special Problems**

<table>
<thead>
<tr>
<th>Comments</th>
<th>Totals</th>
<th>Group A</th>
<th>Group B</th>
<th>Group C</th>
</tr>
</thead>
<tbody>
<tr>
<td>Totals</td>
<td>42</td>
<td>8</td>
<td>12</td>
<td>22</td>
</tr>
<tr>
<td>Remarkable</td>
<td>17</td>
<td>6</td>
<td>6</td>
<td>5</td>
</tr>
<tr>
<td>Unremarkable</td>
<td>25</td>
<td>2</td>
<td>6</td>
<td>17</td>
</tr>
</tbody>
</table>

As can be seen in the table, the differences between Groups A and B and Group C are statistically significant. Again, as with the child's health, it appears likely that we are really getting an indication of the length of time in care rather than special problems.

Yet another factor that we compared as possibly relating to early closing or replacement was the distance of the parents' home from the family day care home. If this distance posed a problem to the parents we wondered if this might be a factor in early closing or replacement.

**TABLE XVI. Does the Distance from the Day Care Home Pose a Problem to the Parents?**

<table>
<thead>
<tr>
<th>Comments</th>
<th>Totals</th>
<th>Group A</th>
<th>Group B</th>
<th>Group C</th>
</tr>
</thead>
<tbody>
<tr>
<td>Totals</td>
<td>30</td>
<td>7</td>
<td>8</td>
<td>15</td>
</tr>
<tr>
<td>Yes</td>
<td>5</td>
<td>1</td>
<td>1</td>
<td>3</td>
</tr>
<tr>
<td>No</td>
<td>21</td>
<td>6</td>
<td>6</td>
<td>9</td>
</tr>
<tr>
<td>Unknown</td>
<td>4</td>
<td></td>
<td>1</td>
<td>3</td>
</tr>
</tbody>
</table>

The differences between the three groups are not significant at the .05 level of confidence.

We attempted to judge the adequacy of communication in three channels: between the parents and the agency; between the day care home and the agency; and, between the parents and the day care home. The findings are shown in the next three tables.
TABLE XVII. Communication Between Parents and Agency

<table>
<thead>
<tr>
<th>Comments</th>
<th>Totals</th>
<th>Group A</th>
<th>Group B</th>
<th>Group C</th>
</tr>
</thead>
<tbody>
<tr>
<td>Totals</td>
<td>30</td>
<td>7</td>
<td>8</td>
<td>15</td>
</tr>
<tr>
<td>Adequate</td>
<td>16</td>
<td>5</td>
<td>4</td>
<td>7</td>
</tr>
<tr>
<td>Inadequate</td>
<td>7</td>
<td>1</td>
<td>3</td>
<td>3</td>
</tr>
<tr>
<td>Unknown</td>
<td>7</td>
<td>1</td>
<td>1</td>
<td>5</td>
</tr>
</tbody>
</table>

TABLE XVIII. Communication Between the Day Care Home and the Agency

<table>
<thead>
<tr>
<th>Comments</th>
<th>Totals</th>
<th>Group A</th>
<th>Group B</th>
<th>Group C</th>
</tr>
</thead>
<tbody>
<tr>
<td>Totals</td>
<td>30</td>
<td>7</td>
<td>8</td>
<td>15</td>
</tr>
<tr>
<td>Adequate</td>
<td>18</td>
<td>7</td>
<td>4</td>
<td>7</td>
</tr>
<tr>
<td>Inadequate</td>
<td>6</td>
<td>-</td>
<td>3</td>
<td>3</td>
</tr>
<tr>
<td>Unknown</td>
<td>6</td>
<td>-</td>
<td>1</td>
<td>5</td>
</tr>
</tbody>
</table>

TABLE XIX. Communication Between the Parents And the Day Care Home

<table>
<thead>
<tr>
<th>Comments</th>
<th>Totals</th>
<th>Group A</th>
<th>Group B</th>
<th>Group C</th>
</tr>
</thead>
<tbody>
<tr>
<td>Totals</td>
<td>30</td>
<td>7</td>
<td>8</td>
<td>15</td>
</tr>
<tr>
<td>Adequate</td>
<td>11</td>
<td>6</td>
<td>2</td>
<td>3</td>
</tr>
<tr>
<td>Inadequate</td>
<td>6</td>
<td>-</td>
<td>2</td>
<td>4</td>
</tr>
<tr>
<td>Unknown</td>
<td>13</td>
<td>1</td>
<td>4</td>
<td>8</td>
</tr>
</tbody>
</table>

Only in the communication between the parents and the family day care home do we find a significant difference. The difference between Group A and Group C is significant, and the difference between Group A and Group B nearly reaches the level of significance. Thus, it would seem that adequate communication between the parents and the day care home is crucial to stable care. Although this finding is based on the subjective judgement of the research workers, and thus subject to question, another study reported in Chapter II, by Alice H. Collins in *Children*, July-August, 1966, page 137, lends support to this finding.
SECTION IV

Why Do Some Cases Close in Less Than Twelve Months?

Since many of our findings are not significant, and in order to provide our study with more depth, we decided to take a closer look at the cases that were closed within one year of opening or of reopening. The Social Workers' reports indicate that in only one case did the parents terminate because they were dissatisfied with the day care home. This case involved two children, aged three years and fifteen months. One of these children had a physical disability. The parents expressed their expectations of the day care home in terms of quality of care. After three months of care they complained to the agency that the day care mother was neglecting the younger child. They did not discuss this with the day care mother. In the agency's opinion the child was not neglected and the agency thought that both children benefitted from family day care.

Six cases were closed because a parent was not working. All six cases are two parent families. The mean family income of the cases is $525.00 per month. One of these cases was a planned short term case in that the mother is a teacher and the father was a student, and therefore the case closed at the end of the school year. In another case, the mother became pregnant and subsequently left her job. In another case, the mother no longer needed to work because the father received a raise and because the family bills were reduced. In yet another case, the father lost his job and so he looked after the children. In two cases the mother left her employment, but we were unable to learn the reason for this.

In four cases the parents made other arrangements. All four cases had two children in family day care. In three of the four cases, the distance to the day care home was a problem. All four were one parent families. Two of these cases expressed their expectations in terms of convenience; one
in terms of adequacy of care; and, one, not stated. The mean family income for these cases was $225.00 per month. Three of these cases had one or more replacements. Only one of them expressed any dissatisfaction with the day care home.

Four cases were closed for other reasons. Three of these cases were planned short term. Two cases were closed when the mother returned from the hospital; one when the mother completed her schooling. The fourth case was closed when the day care mother requested removal of the child due to his behaviour.

Thus, 26 percent of the cases that closed in less than one year were planned to be short term cases. Another 40 percent were closed because the mother was no longer working. The evidence seems to suggest that the remaining 34 percent of the closures were probably due to parental immaturity, as we have defined the term.

Why Do Some Children Have One or More Replacements in Less Than Twelve Months?

We also decided to take a closer look at cases where there were one or more replacements in less than twelve months. This includes cases from both Groups B and C, and involves a sample of 13 cases and 19 children.

TABLE XX. Number of Replacements Per Child

<table>
<thead>
<tr>
<th>Comments</th>
<th>Totals</th>
<th>Group B</th>
<th>Group C</th>
</tr>
</thead>
<tbody>
<tr>
<td>Totals</td>
<td>19</td>
<td>12</td>
<td>7</td>
</tr>
<tr>
<td>1 replacement</td>
<td>8</td>
<td>5</td>
<td>3</td>
</tr>
<tr>
<td>2 replacements</td>
<td>6</td>
<td>4</td>
<td>2</td>
</tr>
<tr>
<td>3 replacements</td>
<td>1</td>
<td>1</td>
<td>-</td>
</tr>
<tr>
<td>4 replacements</td>
<td>4</td>
<td>2</td>
<td>2</td>
</tr>
</tbody>
</table>

The number of replacements, as shown in this table, ranged from one to four.
TABLE XXI. Reasons for Replacements by Case

<table>
<thead>
<tr>
<th>Reasons</th>
<th>Totals</th>
<th>Group B</th>
<th>Group C</th>
</tr>
</thead>
<tbody>
<tr>
<td>Totals</td>
<td>13</td>
<td>8</td>
<td>5</td>
</tr>
<tr>
<td>D/C home closed</td>
<td>2</td>
<td>2</td>
<td>-</td>
</tr>
<tr>
<td>D/C home unsatisfactory</td>
<td>1</td>
<td>1</td>
<td>-</td>
</tr>
<tr>
<td>D/C home requests change</td>
<td>1</td>
<td>1</td>
<td>-</td>
</tr>
<tr>
<td>Parent removes child</td>
<td>4</td>
<td>2</td>
<td>2</td>
</tr>
<tr>
<td>Other</td>
<td>3</td>
<td>2</td>
<td>1</td>
</tr>
<tr>
<td>Unknown</td>
<td>2</td>
<td>-</td>
<td>2</td>
</tr>
</tbody>
</table>

In the two cases where the family day care home was closed, one closing was due to the day care mother's illness, and the other was closed when the day care mother left on an extended vacation. The day care home that was unsatisfactory was also closed. We do not know, however, why this home was judged unsatisfactory.

In the case where the day care home requested a change, there were three children from one family in the home. The reason for the day care home request was given as behaviour problems with the children.

We were unable to find reasons why parents in four cases changed the child care arrangements. Three of these cases were one parent families. In two of the cases there were other adults in the home.

In all three cases marked other reasons for replacement, the family moved to another residence.

SECTION V

Conclusions

We have thus been able to identify only two factors which bear significantly on early closing or replacement. These are: parental expectations of the day care home, and communication between the parents and the family day care mother. From our findings we conclude that if the parents are concerned about the quality of care the child receives, and if there is adequate communication between the parents and the day care mother, the child is less
likely to be subjected to the disruptive influence of early closing or replacement.

We also draw the tentative conclusion, from looking at the reasons for closing and replacement, that these events generally appear to be due to circumstances beyond the control of the agency. Yet, because of the extent of the problem, and its implications, it is mandatory that efforts to bring these events under control be continued, and indeed, expanded.

We also saw that most of the families consisted of young mothers and fathers, who are just beginning to raise families. Many of the families appeared to be in an insecure position financially and this fact may have influenced many of the mothers in our sample groups to seek paid employment, in order that they could supplement their husband's income.

It should be noted that we have not exhausted the schedule of questions in our analysis. This was mainly due to the fact that we were limited by the time available for this; hence many of the data in the schedule have not yet been used. Perhaps further research could give these questions closer scrutiny.

Further, we omitted some of the questions on the schedule from any analysis, not because of the limited time factor, but because we found that the questions were not workable. The questions in question are; Is there evidence of social work action? yes - no -; are there changes in family functioning negative - positive - static- ; and are these changes in family functioning attributed to the day care home - own home - social worker - other -. We expected that by asking these questions they would further assess or point out the maturity or immaturity of the parents, as it is reflected in their plans when they considered day care for their child or children.

When we came to analyze these questions we found that the answers
to them did not seem to have any bearing on the parents' maturity or immaturity. At the same time, however, we experienced difficulties in agreeing on operational definitions for the following terms used in these three questions. The terms used were: social action, positive family functioning, negative family functioning and static family functioning. We assumed that these terms could be used as they appear in the social work literature, but unfortunately, there does not appear to be any consensus of opinion even among experienced social workers, as to what constitutes 'social action'. We found 35 definitions for this term! So it is hardly surprising that we could not reach any agreement on an operational definition for this term or for any of the other complex terms in these questions. Perhaps this indicates that a group of people doing research cannot adopt and use for themselves, many definitions of terms which some other persons, whose research is published, have found useful in their experience. We need to find our own definitions, useful to us, for our particular study.

To summarize, the three questions around which there were difficulties are: 1. Is there evidence of social work action? 2. Are there changes in family functioning? 3. To what can these changes be attributed? Because there were difficulties, we therefore agreed to eliminate these three questions from our analysis.
CHAPTER V

SUMMARY

This study has been suggested by the social workers at the Department of Day Care Services, the Family Service Centre of Vancouver. They are concerned about the rapid turnover of placements for children in their family day care service. In spite of thoughtful consideration given to the choice of the day care homes and substitute mothers, many of the children have been moved from one day care arrangement to another - sometimes as often as six times within a year. This is felt to be potentially damaging to the children and the workers have been anxious to have a research project undertaken to establish where the difficulties lie and whether their own procedures are adequate. If the causes of the frequent changes of placement could be established, then possibly some of them could be eliminated and the services of the agency thereby strengthened.

At the outset, it was hoped that it would be possible to interview the natural parents of the children to evaluate the effectiveness of the day care programme in relation to the functioning of the family, as seen from the parents' point of view. This was not feasible, however, chiefly because of the limitations of the time available for research work. For the same reason, any investigation of the quality of the day care homes could not be undertaken. There were also gaps in the agency's information about the natural parents of the children in care which limited the scope of the study.

It was therefore decided that this would be an experience survey based on the agency's experience with its family day care services as recorded in its files. It was anticipated that it would be possible to extract a sufficient number of facts from the information on the application forms and the recordings to provide meaningful research evidence.
The research team made the decision, arbitrarily, to limit the study to those cases which had been opened or re-opened within one year. Further, that 1965 would be the selected year. This meant that cases opened or re-opened in December 1965 and continuing through December 1966 would be included as being within the survey period designed for this project.

Examination of the current literature about day care indicated that the problems facing the Vancouver agency are not unique. Published research studies show that similar difficulties are being revealed in other parts of the western world, and professionals in the field are indicating their concern that they have encountered difficulties in arousing public interest and legislative support. The rapidly increasing number of married women in the labour force, and the apparent inadequacy of care available in the community for their children have underlined the need for research to point up the urgency of the problem. It is hoped that knowledge gained from systematic studies might lead to more public awareness of the difficulties many families are having and thereby instigate some remedial action.

The literature has been surveyed not only to seek an understanding of some of the ramifications of the problem of day care as a whole, and family day care in particular, but also to find evidence to support several assumptions on which the research team have based the present study.

The first of these assumptions is that family day care is essentially best for children under three years of age. The importance of the pre-school years, from the standpoint of personality development, point up the inherent dangers in the lack of adequate substitute care. Infants are the most susceptible of all age groups to the damaging effects of a lack of consistent loving care. Meanwhile it has been suggested that the mothering role "can be fulfilled by persons other than the natural mother, and that the child can fill his reciprocal role with a mother substitute who meets
his affections and security needs."\(^1\) There seems to be consistency in the opinion, however, that the warm and intimate relationship required for infants and small children is not usually attainable in group care, so that for these children, family day care is the preference.

The second assumption, seemingly supported by the literature is that employment of the mother per se is not damaging to the child. There is even some evidence of opinions to the contrary; it appears that some mothers are enabled to function more adequately in their mothering role when they are relieved of some of these responsibilities.

The third assumption is that day care arrangements of short duration are essentially damaging to children. For the purpose of the study, it was decided that one year in continuous care in the same day care home would represent stable care and that termination in less than one year represented unstable care. This was an arbitrary decision as the research team were aware that this might not always be true.

Fourthly, it is assumed that when cases were terminated after a short period it was not by chance, and that one might expect to discover and identify some differences between cases where the care is classified as stable and cases where it is not. This latter point forms the basis of the present study and three main objectives have been articulated.

The first of our objectives has been to investigate the extent of the problem at the particular agency we have been studying. This was easily established from the case records. It was found that 81 cases were opened or re-opened in 1965. Of these, only 10 continued in the same placement for 12 months, 18 cases had one or more placements but continued with the agency

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and 53 cases were closed within 12 months. In considering these figures we realized that there were many variables and that our decision to consider that one year in continuous care in the same day care home represented stable care, was purely arbitrary. On the other hand there seemed less doubt that termination and subsequent changes within one year could represent unstable care.

The second objective has been to explore the conditions relating to a child's placement which might have lead to early termination and attempt to identify some, if not all, of the factors involved, that may have been significant in the changes in day care arrangements. To this end, we developed a schedule for the abstracting of data relating to the case situations and this prepared the way for discovering the possible factors involved in unstable care. We found that these schedules did abstract many of the data we had hoped to derive from them. Due to the gaps in schedule responses, represented by the number of "unknowns", many of the answers we sought in our second objective must necessarily be deferred for future research. Thus another objective was added, namely the development of pre-evaluation procedure. This third objective involves devising methods of collecting, recording and classifying relevant material which would be useful, not only for the present study, but also for some systematic research at some future time.

The design of this study, therefore, is partly a survey of the agency's current experience in family day care, and partly pre-evaluative research. We have developed a plan for evaluating, but at a deeper level than is needed to indicate the extent of the problem which was our first objective. Most of the material abstracted from the files must be omitted from our analysis because of the limited scope of the present study. This means that we have not actually reached our second objective. We have only exposed certain selected areas to be examined and questions to be explored in
We have been able to come to one definite conclusion, however. From the number of factors which appeared on the family day care application forms, in varying combinations, it seems clear that the turnover of cases at the agency cannot be considered to have a single cause.

CONCLUSIONS

Two factors which could possibly be significant have emerged as a result of this study. The concern of the parents in stable group A about the quality of care their children would receive in the day care home is one factor. The other is the adequacy of communication between the natural parents and the day care mother.

The evidence indicates that those parents who were looking for more than just a place to leave their children are less likely to make arrangements for day care and then terminate the service within a short space of time. It appears that these parents in the stable group also want to be assured that their children would receive adequate care.

The second tentatively significant factor concerns the quality of communication between the natural parents and the day care mother. Our evidence gives support to the importance of this factor and its value in stabilizing the relationship between the two homes. In family day care service there is more opportunity for frequent interaction between these participants than there is between either of them individually and the agency. Hence the quality of co-ordination seems to be a decisive factor.

In the examination of the unstable cases in groups B and C, it is apparent that in many of them the day care arrangements have been either changed or terminated for obvious reasons. If the mother stopped working and no longer needed the service; or if one of the parents had been studying and the study term was ended; or if illness of the mother had been the reason
for opening and when able to resume the care of her children she no longer needed the service, then it was considered that the day care arrangements had been terminated on reasonable grounds. Similarly in the B. group, if the day care family moved away from the city, or the natural parents moved to another area, a change in day care arrangements could be considered reasonable. The fact that the change was reasonable did not lessen the potential damage to the child due to the inconsistency of care, but it did point up that the turnover in placements did not necessarily indicate unstable behaviour on the part of the parents. This was particularly evident in the B cases. In those cases of the C group in which there were a greater number of changes the reasons were more apt to be quixotic.

The mean length of time in care in the C group was 5.4 months. In some of these cases, a short term placement was the original intention. In others, the reasons for withdrawal were unknown. We assumed that age might be related to immaturity as factors influencing the rapid turnover of placements. This assumption was not upheld by the findings. However it was felt that our instrument failed to bring out some of the indications of parental immaturity which may have, in fact, existed. Parental immaturity may not necessarily be related to age. We found that the unstable group C was composed of a greater number of older mothers than groups A and B which were the stable groups. The families in group C also had the greater number of children, which would increase their financial responsibilities. It may be difficult to make more permanent arrangements when a family is under financial stress.

It is not within the scope of this thesis to discuss the adequate financing of day care services in Vancouver. However in considering the stability of day care arrangements, it has been apparent that it is in the lowest income levels that the decision to work is forced by elementary need.
Therefore it could be questioned whether the full-time employment at a low wage of the mother without adequate day care for her children represents a gain or a loss to the community as a whole. At a conference on woman power in the United States, held in 1957, Katherine B. Oettinger, Chief of the Children's Bureau of the U.S. Department of Health, Education and Welfare stated that:

If a mother cannot provide adequate daytime care for her children, either by herself or by some friend or relative, then either the community must foot the bill for daytime care or foot the bill for the consequences of inadequate time care. The cost of adequate care may be very close to what the mother can earn. The cost of inadequate care or no care at all may be considerably higher in the long run.

The report of the Committee to Assess the Day Care Needs in Vancouver in 1965 suggests that it is the children who are the victims of inadequate day care services:

In the final analysis the problem of serving children of working mothers boils down to two basic facts; 1. There is in our population a significant number of mothers with young children who do work. The number of mothers working is increasing and, short of legislating women back into the home, is likely to continue to increase. 2. The second point is a corollary of the first. Since mothers of young children who are the victims of day care services which are inadequate neither in quality or quantity. The greater the necessity of the mother working, the more valid the argument becomes.

It is to be hoped that the community will recognize that lack of adequate day care for the children of working mothers is potentially damaging to the community and that a delay in response to the needs of these children can be a costly one. Justine Wise Polier, in speaking of the connection between delinquency and community values, suggests that neglect in the community

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can be a causal factor in delinquency. She cites:

Almost every case history tells a story of neglect - neglect that takes many forms - neglect in the home, neglect in the school, neglect in the community...¹

The fact that there is a connection between community responsibility and the dangers of neglect is further endorsed by some of the citizens of Vancouver. The brief prepared by the Unitarian Church in 1965 emphasizes this with the following statement:

When the overall question of prevention in the foster care area is considered, the cost of increasing subsidized day-care would be more than compensated for by the consequent savings in foster home care costs, institutional care costs for mentally ill or delinquent children, and assistance to broken families.²

As a final conclusion of this study it can be stated that our findings have not been as meaningful as we had hoped. The agency records were not designed for intensive research. Therefore the results are not sufficiently conclusive due to the large number of unknowns. In order for research to produce conclusive results, it would be necessary to have records which were more explicit and complete.

RECOMMENDATIONS

Having considered the findings and the conclusions reached in our study of the factors in early termination of family day care service, we would like to make the following recommendations:

1. One of the findings of our experience survey has indicated that the parents, who are concerned about the quality of day care for their children, are less likely to change placement or to terminate the service in a

²Foster Care in British Columbia, 1965, p. 17.
short period of time. If this is so, the question arises as to whether the concern of the natural parents could be intensified by involving them to a greater extent in the selection of the family day care home for their child. The agency social workers could supply the parents with a list of two or three prospective homes and suggest that they make the final decision themselves. They could also provide a few pertinent clues or pointers to help them in making an adequate assessment. This system could serve to improve the relationship between the natural parents and the day care mother, too. It is sometimes easier to accept something one has selected than something which has been assigned by another person.

2. The second significant finding of our survey is that stable care is more likely to be experienced by the child when there is good communication between the child's natural mother and the substitute mother. The day care mother has almost a partnership role with the child's own mother and this can be a source of strength for them both. It has been suggested by researchers who made a study of day-care centres in the Paris region, that lack of a good relationship can be the cause of much anxiety to the child's mother and, through her, to the child. They state "whether the young mother works in order to increase the family income, or because she must herself alone provide for the child, or simply because she likes her work, maternal anxiety - more or less acute and conscious - is the rule....If the mothers are given a warm welcome and if each day there is a friendly exchange for a few moments when the child arrives, so that all necessary information can be given and discussed, the mother's anxiety will very quickly subside and the necessary co-ordination between the child's two homes will be established."¹

¹Dr. F. Davidson, "Day-Care Centres in Paris and Its Suburbs", Care of Children in Day Centres, Public Health Papers #24, World Health Organization, p. 187.
Considering the suggestions from this French study in relation to our own findings, we wonder if it might be possible to encourage better communication between the natural mother and the day care mother. It might be possible to suggest to both of them ways and means to emphasize and enhance the subtle nuances of their relationship.

QUESTIONS FOR FUTURE RESEARCH

As a result of this pre-evaluative study, several questions have arisen which suggest possible areas for future research. Some of those which could be considered are presented herewith:

1. Our research findings have shown that the quality of the communication between the mother of the child in care and the day care mother is a significant factor in early closing of day care service. It would appear that more research is needed to gain further understanding of the conditions which foster this communication. In order to do this it would be helpful first to appraise quite carefully the values represented by the "quality" of the communication.

2. The present study revealed that many of the children had been exposed to successive changes in day care arrangements. Further research could be undertaken to evaluate the effects of these experiences in relation to the level of the children's emotional development.

3. In searching for the causes of unstable care for children of working mothers, it might be found that the problems which arise may be related to the mother's motivation for working. Research studies could be initiated to evaluate this motivation.

In general, it could be stated that the problem of how to improve the supplemental care given to children, when the natural mother is absent,
is worthy of future study.

The children of the future do not "belong to their parents alone: they are the concern of every one of us; they are literally the hope of the world."  

\(^1\) Karl Menninger, M.D. op. cit., p. 225.
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APPENDIX A

STANDARDS FOR DAY CARE

Legislation has been enacted in 1962 in British Columbia to provide safeguards and establish minimum standards of care in day care centres. Any persons who wish to provide day care for two or more pre-school children unrelated to the operator, with or without fees, must contact the Chief Inspector of Welfare Institutions for inspection, licensing and supervision.

The Welfare Institutions Licensing Act, Divisions (9) and (10) is as follows:

Division (9)

9.01 No licence for day care shall be issued for the care of more than five children, unless in the opinion of the Board there are special circumstances which justify the care of more than that number of children in the institution.

9.02 Children shall at no time be left without supervision.

9.03 No child shall be kept overnight in a foster day-care home, a creche, a day-nursery, or similar institution unless permission has been obtained in writing from the Chief Inspector.

9.04 Adequate accommodation shall be provided for daytime rests.

9.05 Regulations 9.01 to 9.04 inclusive, apply only to foster day-care homes, creches, day-nurseries, or similar institutions as defined in clause (e) of the definition of "welfare institution."

Division (10)

10.01 Every play school, kindergarten, or other similar institution shall have a person in charge at all times who is known as supervisor. The supervisor shall be a person who

(a) has an understanding of the welfare of children;
(b) has a specialized knowledge of and adequate experience in pre-school methods of child-care;
(c) is suitable as to age, health, and personality to occupy the position.

10.02 The children admitted to a play-school, kindergarten, or other similar institution shall be between the ages of three and school age.
10.03 Where the children are all five years of age or over, there shall be one supervisor for every twenty children. Where some of the children are under five years, there shall be one supervisor for the first fifteen children and an additional supervisor for every ten children above this number.

10.04 The number of children allowed in a play-school, kindergarten, or other similar institution is dependent upon the floor space available. There shall be a minimum of fifteen square feet of classroom space per child in any private home used for this purpose and twenty five square feet of classroom space in any other building.

10.05 There shall be an adequate supply of suitable equipment for indoor and outdoor play.

10.06 Children shall at no time be left without supervision.

10.07 No child shall be kept overnight in a play-school, kindergarten or other similar institution except with the permission in writing of the Chief Inspector.

10.08 Regulations 10.01 to 10.07 inclusive, apply only to welfare institutions for the care of pre-school children as defined in clause (e) of the definition of "welfare institution."

The British Columbia Licensing Act also outlines the -

Qualifications of a Supervisor for a Pre-School Centre.

A supervisor as defined by regulation 31 (b) shall be a person who has fulfilled one of the following qualifications:

I. Has completed high school graduation standing or its equivalent and has successfully completed a training programme in pre-school education and the care of children of pre-school age satisfactory to the Department of Social Welfare;

or

II. Is a teacher legally certified to teach in the public schools of British Columbia or elsewhere in Canada, the British Empire or the United States of America, provided certification is based on a teachers' training programme of at least one academic year's duration and has completed successfully a methods course in pre-school education satisfactory to the Department of Social Welfare.

Another section of the Licensing Act pertains to -

Courses in Pre-School Supervisor Training.

According to regulations of the Welfare Institutions Board, persons in B.C. wishing to qualify themselves as supervisors in any kind of pre-school centre (excluding those under the public school system) may do so as follows:
1. If a person has a teaching certificate recognized in this province, she may complete her qualifications as a pre-school supervisor by taking the three week summer Demonstration Course in Pre-School Methods offered annually by the Extension Department, University of British Columbia. It is desirable, but not required, that she supplement this by a private reading program or by attending some of the series of evening classes listed below under (2).

2. Persons who have high school graduation standing or its equivalent may qualify themselves by taking a series of 9 evening classes, plus the three-week Summer Demonstration Course in Pre-School Methods given at the University. Evening classes consist of 13 two hour weekly lecture-discussion sessions, under the following titles:
   - Methods in Pre-School Education
   - Child Growth and Development (Psychology I.)
   - Personality Development (Psychology II.)
   - Play and Play Techniques for Pre-School Children
   - Music and Rhythms for Pre-School Children
   - Arts and Crafts for Pre-School Children
   - Language and Literature for Pre-School Children
   - Social Studies and Science for Pre-School Children
   - Parent-Teacher Relationships in the Pre-School Setting
These are given under the auspices of the Extension Department, U.B.C., the Adult Education Department of the Vancouver School Board, in Vancouver, and by Victoria College Evening Division, in Victoria. Several are offered each year so that training may be completed over a two-year period if desired.

It is recommended that the basic courses, Child Growth and Development, Methods in Pre-School Education, and if possible, Personality Development, be taken first, before the other courses or the Demonstration Course in Pre-School Methods.

3. Persons who have high school graduation or its equivalent may qualify themselves by taking a correspondence course, "Child Development and Pre-School Education," offered through the Extension Department, University of British Columbia, plus the three week Summer Demonstration Course in Pre-School Methods given at the University. Students are allowed two years to complete the correspondence course, which consists of 27 lessons. They should have completed the first half of the correspondence course and at least have read the second half before taking the Demonstration Course in Pre-School Methods.
APPENDIX B

PART I

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Name and address of D/C Home | Age of D/C Mother

1. Date of registration ____________________________
2. Date of placement ____________________________
3. Replacements during study year # __________. Replacement is any change in child care arrangement, whether it be; (A) move from one d/c home to another, (B) move from d/c home to a private arrangement, (C) move from d/c home to care in own home and back to d/c, (D) other (circle)
4. Date of closing ____________________________
5. Fee charged $ __________ per week __________ (changes, if any)
6. Child's age at registration __________ yrs. __________ mo.
7. Child's health—Remarkable—Unremarkable (circle). Remarkable if child's health problems are noted in the case record.
8. Special problems. --Remarkable--Unremarkable (circle). If remarkable then requires categorization as noted in the case record. (circle)
   A. behavioural
   B. disability (physical)
   C. retardation
   D. emotional
   E. diet
   F. other __________ (specify)
9. Any previous experience away from home. -yes-no-(circle) Previous experience as noted in the case record.
10. Does distance from home to d/c home present problems? -Yes-No- (circle) As noted in the case record.
11. Who brings the child to the d/c home? Mother--Father--Sibling--Other __________ (circle) specify
12. Who picks up the child? Mother--Father--Sibling--Other __________ specify
13. Does the parent(s) lack of promptness in delivering or picking up the child(ren) pose any problems? Yes--No--Unk. (circle) Promptness as noted in case record. If d/c mother has seen fit to comment on lack of promptness on any occasion this would be construed as posing a problem.
14. Communication between natural mother and d/c mother, and agency. Adequate--Inadequate--Unknown (circle). Then circle either A, B. or C. Adequate- if advises d/c mother of changes in plans and vice versa. Inadequate- if parent does not advise d/c mother of changes in plans and vice versa.
15. Accommodation. House Apartment Suite Other (circle)
16. Other adults in child's own home. (number)
17. Relationship of other adults to child. (circle)
   Grandmother       Aunt       Other relative
   Grandfather       Uncle       Not related
18. Employment of mother
   Regular ___________ Hours ___________ to ___________
   Irregular ___________ Days ___________
   Regular—same hours and same days every week.
   Irregular—hours and/or days change from week to week.
19. Employment of father
   Regular ___________ Hours ___________ to ___________
   Irregular ___________ Days ___________
20. Family income. (in dollars per month) Check
   0-99.99 per mo.
   100-199.99
   200-299.99
   300-399.99
   400-499.99
   500-599.99
   600 and over
   Social Assistance
21. Mother's income (in dollars per month) 22. Father's income (in dollars per month)
   0-99.99
   100-199.99
   200-299.99
   300-399.99
   400-499.99
   500-599.99
   600 and over
   Social Assistance
23. Reason for applying for family day care. As stated in case record.
   mother working  parent ill  M  F (circle)  parent in school  M  F  (specify)
   parent deceased  M  F  parent working away from home  M  F  other
24. Reason for replacement. d/c home closed  d/c home unsatisfactory
   d/c home requests change  parent changes child  other (circle). As stated in case record.
   specify
25. Reason for closing. As stated in case record. (circle)
   parent not working  parent dissatisfied with d/c home
   parents make other arrangements  no suitable d/c home available
   unknown  other (specify)
26. Parent(s)' expectations of d/c home expressed in terms of;
   convenience  quality of care  not stated  other (specify)
   as stated in case record.
27. Parent(s)' assessment of d/c home. As stated in case record.
   satisfied  unsatisfied  not stated (circle)
28. Parent(s)' assessment of previous child care arrangements.
   satisfied  unsatisfied  not stated
29. D/C home assessment of parent(s). As stated in case record.
   positive comment  negative comment  no comment
30. Agency role in changing arrangements. As stated in case record.
   active  inactive  unaware (circle)
31. Is there evidence of social work action? Yes No. (In research worker's judgement)
32. Changes in family functioning. positive negative static (In research worker's judgement)
33. Are these changes in family functioning attributed to:
   d/c home own home social worker other specify (circle)

**NOTE:** UNK, indicates that the information for the item is not available in the record.
N/A, indicates that the item is not applicable to this case.

**PART II**

**RESULTS AND RESEARCH WORKER'S ASSESSMENT OF FAMILY D/C**

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<tr>
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<th>Conclusions</th>
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