STANDARDS FOR DAY CARE PROGRAMS

A creative approach to the care of pre-school children outside of the home, based on a review of day care facilities in Greater Vancouver, 1962-1963

by

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ABSTRACT

Though a progressive day care philosophy has been developed and is practised in a few communities in the United States and Canada, the day care program generally has occupied a position of secondary importance in the network of community social services, rather than being recognized as a service which requires professional leadership and substantial financial support. In Greater Vancouver, as in other communities, concern is expressed about the adequacy of present resources to meet the needs of children who require day care. The assumption of this study is that constructive planning must be based on objectives which (a) will assure enriching experiences to the children who require care, and (b) will give to families the opportunity to select the community resource which will support and strengthen the family life. These objectives are enunciated in the dynamic approach to day care services, and have been translated into a method of practice by the Child Welfare League of America in Standards for Day Care Services.

The special needs of children which must be met in day care placement are first put in perspective through a review of current literature and discussion of present knowledge about the nature of human growth and development. These needs can be met when the day care program is viewed as a special field of Child Welfare, which requires a multi-disciplinary team approach to ensure that the total needs of the child and family are considered. The core of this study, based on a questionnaire survey, analyzes present practice in eleven day care facilities in the Greater Vancouver area, and compares it with the criteria established as acceptable by the Child Welfare League of America. This analysis is concerned particularly with the contribution of social work to the multi-disciplinary team.

The findings indicate that present services do not make adequate provision for the child's welfare, and do not evidence appreciation of the day care program's responsibility to strengthen and enhance family life. The need for professional leadership, financial support, and community planning to establish "good standards for day care" are supported with suggestions as to how the community might take action to develop a better and more creative day care service.
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STANDARDS FOR DAY CARE PROGRAMS

A creative approach to the care of pre-school children outside of the home, based on a review of day care facilities in Greater Vancouver, 1962-1963
Day care services for children under five years, which have been available in many urban areas since the turn of the century, have during the past decade become the centre of public interest and inquiry. The rapid increase in maternal employment during this period has given rise to questions about what effect this will have on young children and what responsibility the community should assume in providing for the protection and welfare of children who require care outside of their home during the day-time.

Day care may refer to a broad range of services and facilities through which parents plan for the care of their children outside of the home. For this study the term will specifically refer to those services which are required when parents must arrange for the care of their children outside of the home for regular and lengthy periods each day. This service implies care of a child for a large proportion of his waking hours by a person who has been delegated to assume responsibility for his welfare. Day care is therefore differentiated from other preschool programs such as nursery schools, play schools, and kindergartens, in which the objective is educational, and the parents retain full
responsibility for the care and the welfare of the child.

During recent years a number of communities have attempted to determine whether resources meet the needs of children requiring day care. Of particular interest are the findings of a study conducted in Winnipeg which reveal that "of 15,476 children of working mothers, 5,724 required improved care.

The breakdown is as follows:

9,434 children of working mothers have apparently adequate care.
318 are in situations where the need for improved care is unknown.
2,756 need improved care.
2,968 need improved care acutely.¹

This study, which was concerned solely with children of working mothers, indicates that approximately one-third of these children in the city of Winnipeg required improved care. This proportion might differ in other communities, depending upon such factors as employment opportunities, social attitudes to the working mother and availability of day care facilities. It would appear to be a valid assumption, however, that a significant proportion of mothers do not make adequate arrangements for the care of their children when they go to work.

Traditionally, communities have assumed responsibility for the protection of children. One of the first developments

in the field of child welfare was that of Children's Aid Societies to assure that children would be protected from neglect. With increased knowledge and skill, the emphasis of social service has been directed to the development of a network of services to support the family and enable it to carry out its function of child rearing more effectively.

Today we find a broad range of community services to support the family through family counselling services, child guidance, family allowances and social assistance programs; and a variety of resources to meet the needs of children who require placement outside of the home in foster homes and treatment centres.

The question today is whether we have made adequate provision for the care and protection of children whose mothers are unable to make satisfactory arrangements for their care due to maternal employment.

A recent study of community resources in the United States notes that:

Another community resource found to be woefully neglected and almost without regulations is the day care service.... The idea is prevalent that anyone can look after children when the mother is away...(and) little thought is given to the effect on the personality and emotional development of the children when the mother is out of the home.  

Though it is recognized by these authors that progressive

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programs have been developed in some urban areas with corresponding regulations requiring high standards of day care, most communities neglect this field. A similar study in Canada would, in all probability, reveal comparable findings.

Public attitudes to the working mother have been cited as one of the major factors contributing to the lack of adequate planning in the field of day care. In our culture, "a mother's place is in the home", so that there is a tendency to judge as "good" the mother who remains at home with her child and as "bad" the one who leaves her child with others while she goes to work. In recent years, these responses to the working mother have been supported by the belief that working wives take employment from the men. Professional attitudes have further supported these views. Psychoanalytic theory has highlighted the importance of the mother-child relationship to healthy child development and studies in maternal deprivation have revealed the traumatic effects of separation on children placed in institutions. In any study of day care services it is important to recognize the influence of public attitudes to the working mother which includes not only the objective judgments of the professional concerned with the hazards of separation but also subjective and frequently irrational judgments related to our social and ethical values. These public attitudes no doubt have contributed to the present failure of many communities to make available
sufficient resources to meet the changing needs of society.

What Is the Community Responsibility

The impact of social change, as reflected in the changing role of women and the subsequent implications on the child-rearing practices of our present culture has contributed to a social lag in the development of social resources to meet the changing needs of the family in present urban society.

In his opening address to the Canadian Conference on Children, Sir Geoffrey Vickers notes the impact of cultural change on the institution of the family:

...the modern family does not and can not carry as large a share as its predecessor of the work of cultural transmission. Yet its more important functions remain and are greater in volume and difficulty than ever before, partly because these changes have made them harder to perform, partly because of the complexity and changeableness of the world into which parents are required to introduce children, and partly because of the increase in the volume of knowledge related to their task.

Sir Geoffrey suggests that:

Society must either transfer more of the family's responsibilities to other institutions or provide help to the family in one form or other. These are not alternatives, both are being and must be used. A state which really wishes to insure that the family shall be fortified rather than displaced can do a great deal to ensure this; and the amount that it actually does is a measure of the importance which it really attaches to this aim.3

Sir Geoffrey recognizes the impact of social change on the institution of the family and emphasizes the responsibility of society to "fortify" the family in its increasingly more difficult task of child-rearing.

Within this context, society will need to provide a variety of institutions to serve the family and protect the welfare of children. Historically, Children's Aid Societies were authorized to protect children in cases of neglect and provide resources for the care of children whose parents are unable or unwilling to give adequate care to their children. Social Assistance programs provide financial assistance to enable mothers to remain in the home with their children when there is no breadwinner in the home. This, however, may not provide the answer for the mother, who for a variety of reasons looks to employment as a means of resolving problems within the family. It is now being recognized that the community has a responsibility to these mothers and its planning should be made on the basis of the particular needs of the family rather than on the resources available. This principle of choice is recognized by Alfreda F. Yoemans, formerly a director of a children's nursery "...we now believe that a mother's plan to support her family through outside employment should involve choice rather than absolute necessity. Financial assistance should be made available so that a mother can remain at home when this is what she wants to do,
or when for other reasons her employment is neither practical or wise." The mother's ability to make a choice will depend upon the adequacy and variety of resources available in the community.

If it is true that day care services are "woefully neglected" in many communities, and that only about two-thirds of the working mothers make adequate arrangements for the care of their children while they are working, it would appear that the community needs to develop services which will support the family needs and provide safeguards to assure that a child's development and welfare are protected. Public attitudes and concentration on the hazards of separation have made planning in the field of child care difficult. With the rapid increase in maternal employment it has become essential that these attitudes be reassessed in the light of our present knowledge of child development and of the implication of maternal employment on his welfare.

Implication of Maternal Employment on Child Development

Our understanding of human growth and behavior draws upon the knowledge of medicine, the social sciences, and psychoanalytic and other psychological theory. It is now recognized that healthy personality development depends upon

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a variety of factors, which include physical and mental capacity, physical well-being, and gratification of social and emotional needs in interpersonal relationships. These needs vary at different stages of development and may be met in a variety of ways. In fact, the uniqueness of personality is, to a great extent, determined by the particular adjustments which the individual makes as he seeks satisfactions in his social world.

This "holistic approach" to an understanding of human growth and behavior recognizes the influences of all interacting forces, which may promote, immobilize, or retard development and points out that human behavior is something different from a sum of its parts. This concept highlights the importance of understanding human behavior and needs in totality and provides a framework for discussing the needs of preschool children and the possible effects on the child's development of a mother's being out of the home.

In the early years of life, the infant's physical, social, and emotional development is dependent upon the close relationship with his mother. In the preschool years the child needs adequate satisfactions and security in this relationship so that he will develop and move from the omnipotence of infancy to the stage where he is able to differentiate his "self" from the other "selves" and gain satisfactions through socially acceptable means in relationships with his
family and his peers. This process of socialization is slow, and the small child requires continuing support of his primary relationships as he begins to explore his social world. He also needs a feeling of security that he can return for nurture and love when the outside world is frightening and confusing, or when he begins to lose his sense of self.

A child's capacity to adjust to separation from his mother will depend upon the stage of his physical, mental, social and emotional development; upon his sense of security in his important and primary relationships within the family unit; and upon the type of experiences he encounters as he enters his social world.

Research on the effects of institutional placement and hospitalization indicates that maternal deprivation (i.e., deprivation of a sustaining relationship with a mothering person) during the early years of life can be detrimental to the child's emotional, mental, and physical development and if prolonged may result in irreversible damage to the child's capacity to form personal relationships. The effect of maternal employment on the child's development, however, has not yet been satisfactorily studied. According to Dr. Maccoby, the pertinent questions are: "Does a mother's working affect the quality and effectiveness of training a child receives? Is the kind and duration of separation involved in a mother's working sufficient to produce separation trauma
in a child? Does a mother's working interfere with the orderly development of identification, and if so, what are the consequences of this?"\(^5\)

The lack of scientific data about the effects of maternal employment on child development is mentioned by many writers in this field:

> It is clear that there is no single best way of organizing family life. Some mothers should work while others should not, and the outcome for children depends on many factors other than the employment itself. Some of these factors are: the age of the children, the nature of mother's motivation to work, the mother's skill in child care and that of her substitute, the composition of the family (especially if it contains a good substitute caretaker); the stability of the husband and the pressure or absence of tension between husband and wife. We cannot yet specify just how these factors influence the impact upon children of the mother's working. The necessary fact finding has only just begun.\(^6\)

Dr. Maccoby's suggestion that the effect of maternal employment on child development involves many factors reflects the holistic approach, which recognizes that there are many factors which are interdependent and interacting. As we have seen, a child's development during the preschool years


\(^6\) *Ibid.*, page 537. Dr. Maccoby in the article examines in detail a large body of evidence on the relationship of maternal employment and the effects on children which should be helpful in stimulating a more constructive approach to the problems related to maternal employment.
is dependent upon the satisfactions and sense of security derived from his relationship with his mother. It might also be stated that his development is dependent upon his mother's capacity to meet his needs. Financial worry, marital conflict, and frustrations arising from feelings of inadequacy in the child-rearing role may affect the mother's capacity to meet the emotional needs of her child. In such instances, a mother's capacity may be enhanced through maternal employment.

The pertinent questions would be: What is the problem which the family hopes to resolve? Is maternal employment an effective means of achieving these goals? Are there alternative solutions which would be more appropriate? What capacities and strengths are evident in the family relationships to help the family to adapt to mother's temporary absence from the home? The answers to these questions are essential to determine whether maternal employment will strengthen the family unit and thereby enable the parents to perform their role as parents more effectively.

Child development is dependent upon the quality and nature of the mother-child relationship, which in our present society is frequently disturbed by many social and emotional factors which affect the stability of family life and its capacity to meet the total needs of the child. In many instances, maternal employment may relieve stress and anxiety in the family and thereby create a happier and more stable
home environment for the child. This plan, however, will be helpful to the child only if planning for his care ensures that his particular needs are met.

When a child is separated from his mother for long periods during each day, it is essential that the "caring person" assume some of the mother's responsibilities. These responsibilities include supervision of the child's physical well-being, provision of well balanced meals, planning for rest and physical activity, and care when the child is ill. The child also requires opportunities to develop his mental capacities through stimulating and varied experiences.

The caring person also has to assume responsibility for the socialization of the child. As we have seen, this task of preschool years is generally carried out in the home where the mother is able to train the child to behave in a socially acceptable manner and is able to instil family values when the child is willing to give up gratification of his own wishes to retain the approval and love of the mother. How this task is to be achieved when the child is separated from the influence of the mother for long periods each day is one of the important areas of planning in day care.

7 The term "caring person" will be used throughout the text to denote the adult who is responsible for the care of the child during the mother's absence and on whom the child must depend for nurture and understanding as well as for supervision of his general welfare.
Current knowledge emphasizes that the family remains the primary source of the child's security and the role of the day care person is that of supplementing and supporting the care and values of the child's family. It is essential, therefore, that day care planning be based on a partnership between the parent and the caring person in which both agree upon mutually desirable goals for the child. Too great a disparity between the home and the caring person is likely to lead to confusion and frustration and to hamper the child's development.

It is essential, therefore, that the caring person be mature, and be able to assume a complementary role in relationship to parents in the life of the young child. She must be capable of supporting the family values and of enhancing the parental relationship. A danger which frequently arises in day care planning is rivalry and competition for the child's affection which may be as devastating for the child as neglect or rejection.

As children mature, they are able to tolerate and benefit from different experiences, but during the preschool years, it must always be remembered that the small child can cope with only a comparatively small social world. He continues to need the security of familiar surroundings and the support of a warm personal relationship with an adult who is able to give him reassurance and love when he needs it and thereby provide the stimulus for him to continue to explore and
experiment in his social world of new activities and friendships. It is this same relationship which should provide the nurture and love the child will require as he learns to give up gratification of his own wishes and begins to acquire socially acceptable habits of behavior.

As we have seen, this process of socialization is slow. It is crucial to the child's welfare that a day care plan meets the need for socialization as well as the needs for physical care and mental stimulation. How these needs will be met will be determined not only by the age of the child, but also by his particular stage of emotional, physical and social development and the unique pattern of family relationships which contribute to his readiness for separation.

In summary, then, present research indicates that the effects of maternal employment on child development are related to a number of factors rather than to the isolated factor of the mother's working. Often the child's welfare may be enhanced if the mother's employment provides more financial and emotional stability in the home. The important factor to be considered is how the child's need may be met in the absence of the mother.

The child's growth and development during the preschool years is dependent upon support of his primary relationship with his parents. Planning must therefore assure the child the support of shared care by a mature adult who is able
to support the parental roles and provide the emotional security which the child requires during the long hours when he is separated from his parents. The child will also need continuing supervision of his physical well being, well balanced meals, special consideration of his need for rest during the long day, and provision for physical activity. Provision must also be made for a variety of stimulating experiences to assure continuing development of curiosity and mental potential. The primary need in the day care setting will be his need for socialization. Socialization, defined in the broadest sense, recognizes the child's need for a secure relationship with an adult which provides individualized attention and emotional support; to reassure and encourage him, to allow him to be dependent and to allow him to be independent; to support him in the process of giving up self interest for socially acceptable behavior. This can only be achieved in a small social world in which the child feels secure under the supervision of an adult he can trust. In this environment the child will learn socially acceptable ways of gaining satisfactions which is, in essence, the task of the preschool years.

When mothers are employed, these, then, are the needs which must be met in planning the care of children - whether by relatives, private placement, or in community facilities.
The uniqueness of each child's needs is best understood within the framework of the holistic approach which highlights the interaction and interdependence of physical, mental, emotional and social factors. Most significant to this study is the recognition that positive experiences in one area may enhance the child's total functioning. The corollary is equally true. Negative experiences may have detrimental effects on the child's total development. Within this framework we will proceed to consider the Day Care Program as a resource to meet the needs of children arising from maternal employment.

**Development of Day Care Programs**

Day care programs developed in the latter part of the 19th century and the early part of the 20th century as a service to mothers who had to work. The pioneers and founders of the early programs displayed little concern "with the complex social or psychological issues" and did not understand the implication of separation of infant from mother, the detrimental effects of group care of infants or the value of play as an essential for the child's growth. The primary idea of the early day nursery was the feeding and housing of babies and small children and it is from these early programs that the term "custodial care" is derived. In the present day "custodial care" generally refers to mass regimented programs or baby sitting programs in which there is little consideration of the individual child or recognition of the
special relationship with parents based on shared responsibility in the care of the child.⁸

Between 1920 and 1940 medicine, social work and preschool education were influenced by psychoanalytic theory and the emphasis in child care was transferred from physical to mental health with growing recognition of the importance of childhood experiences during the formative years. During the 1930's, some of the progressive day care programs turned particularly to the fields of social casework and nursery school education for added insight in the development of their programs.

As day nurseries evaluated their programs, it became evident that long hours in a custodial day nursery could actually be harmful to the child and might even provoke some kinds of family problems. But there was also evidence that good nursery care could provide a constructive solution to certain family difficulties and at the same time give an enriching experience to the young child.⁹

The turning point in the development of day care programs came when some leaders in the field of day care became aware of both the positive and negative factors in group care of preschool children.

During the war years government grants to group day care

⁸ Winifred Y. Allen and Doris Campbell, *The Creative Nursery Center*, Family Service Association of America, New York, 1948. This reference has been used extensively as a resource for the historical development of day care services in the United States.

⁹ Ibid., page 14.
programs tended to stimulate the development of such programs. In the United States, Lanham Act funds\textsuperscript{10} were made available for day care services. New programs were developed, already existing programs expanded services, and nursery schools extended their hours of service. Increased community interest, participation of a broader segment of the population as consumers of day care services, and involvement of social work, nursery school education and medicine in the program created the milieu in which day care of preschool children began to mean different things to different people.

To the educator, it was an opportunity to give more children the values of nursery school experience; to the social worker, a means of protecting family life and of preventing full time placement of children; to the psychiatrist, a constructive opportunity to prevent personality difficulties; to the doctor and public health worker, an opportunity for a preventive health program. To parents, it was a means of meeting a problem of the child's day time care in a way that contributed to his total development.\textsuperscript{11}

With the withdrawal of federal government support in 1946, day care in the United States again became the responsibility of the local communities and development of day care programs has depended upon community interest and professional

\textsuperscript{10} A section of the Lanham Act made federal funds available to local communities early in 1942 for day care of children in "war impact" areas where women were needed to replace men in war-related employment. Lanham Act funds were discontinued as of March 1, 1946 and public support of day care services was continued in only a few cities and states.

\textsuperscript{11} Allen and Campbell, op. cit., page 17.
leadership. In some communities, such as Cleveland, Baltimore, New Haven, New York City and Philadelphia, programs integrated knowledge of child development, social work and medicine. From units in these cities has come the leadership in the development of the concept of a dynamic approach to day care programming.

A review of the historical development of day care facilities in the United States and of current philosophy indicate that there is a wide divergence not only in the quality of day care facilities available in any community but also in the amount of responsibility for planning in the field of day care that the community is willing to assume. Social values have been cited as contributing to apathy and lack of community planning for day care in many areas.

Many communities assume that provision for the care of the child is the responsibility of the working mother, not of the community. This public attitude to maternal employment does not take into consideration the detrimental effect of inadequate planning for the child during the mother's absence. Furthermore, it has been recognized that group programs may be harmful to the child. In some communities progressive day care programs have been developed to assure that the hazards of maternal employment are minimized through planning based on an understanding of the total needs of the child. It is to these programs that we must turn, therefore, to
consider day care as a resource to meet the needs of children arising from maternal employment.

The Concept of the Dynamic Day Care Program

In their book, Creative Nursery Center, Winifred Allen and Doris Campbell describe "practice primarily developed in day care programs under social welfare auspices" on the assumption that "this philosophy and practice is applicable to the nursery school programs where the integration of the knowledge and insights of medicine, social work and preschool education has not been so advanced." According to these authors, planning and operation of a day care center must be based on a body of knowledge about child development derived from research in the fields of medicine, social sciences and psychology. Within this framework three basic principles are considered to be essential if group programs are to enhance the child's development.

Care and education are recognized as inseparable aspects of any group program.
Awareness of the emotional development of the child; of the value of close parent and staff relationships; of the importance of a rich, creative, flexible educational program.
The concept of a dynamic day care center (is one) in which teacher, caseworker, psychiatrist, and medical staff cooperate to serve children and parents.  


13 Ibid., pages 18, 20.
This concept of a dynamic day care program would therefore reflect the same principles and body of knowledge previously discussed as the holistic approach. The child is regarded as an individual, the primary relationship of the family is recognized and the multi-disciplinary team approach is cited as essential for understanding and planning to meet the social, physical, mental and emotional needs of the child. To the day care setting the specialists, from health, welfare and education, bring their own unique contribution and the key to effective service is their ability to share and integrate knowledge which is to be applied to a specialized service - the day care of children.

The dynamic day care program, therefore, may help meet the special needs of children who will require care out of the home regularly and for long periods each day. This program is developed on the principles of shared care; individualized service to child and family, based on an understanding of child development and human behavior; the recognition of the importance of nurture to assure the stimulation and support for growth and socialization; and an enriching experience in group living based on recognition of the needs of a small child. These objectives can only be achieved through the integration of professional skill and knowledge. A multi-disciplinary approach is essential if a day care program is to achieve its goal - an enhancing and enriching experience for the child who
requires day care services.

This then must be the objective of any day care service which is provided by the community, if the welfare of the child is to be assured and the hazards of maternal employment minimized.

The Problem

In Vancouver, community leaders are expressing concern about the increase in maternal employment and the adequacy of present resources to meet the new needs. It is the assumption of this study that, before a community can plan constructively to meet the needs of children requiring day care, the objectives and purpose of day care programs must be clarified. These objectives must be based on an understanding of the needs of small children requiring care out of the home. How can day care programs meet these needs?

Method of Study

Standards are a means of assuring that basic principles are translated into constructive practice. Our approach will therefore be directed to an analysis of local day care services in the light of the current philosophy of child development and the recognized standards of practice in the field of day care. Our analysis will include:

1. Clarification of current philosophy and practice in the field of day care through a review of the literature and current research.
2. Discussion of how these principles may be translated into practice through a study of the *Standards for Day Care Services* published by the Child Welfare League of America. These standards have been accepted as valid criteria for this study as they reflect the opinions of a representative body of experts and laymen from all fields which have contributions to make to the day care program; they have been authorized by an internationally recognized organization and are consistent with current philosophy and knowledge in the field of child development.

3. Analysis of current practices in the light of current philosophy and recognized standards of day care practice.

This study is based on findings of a questionnaire (see Appendix A) which was distributed to all known and licensed programs offering day care services in the areas of Vancouver City, North Vancouver, West Vancouver, and Burnaby. The eleven programs participating in this study were located through information given by the Supervisor of Welfare Institutions and a telephone survey of licensed kindergartens. As day care programs are not licensed separately, it is quite possible that some programs in this area offering day care have not been located.

The eleven programs participating in this study represent many different forms of day care services. Seven are commercially operated programs, three are sponsored by the community
and one is a private non-profit organization maintained by a religious order. All programs were cooperative and completed, at least partially, the questionnaire as requested. In some instances, follow-up interviews and consultation with agency directors and supervisors of day care programs were arranged.

Problems have arisen in this study as a result of the lack of published material on the development and present practice of day care services in Canada; the lack of a national, provincial or local association whose interest is directed to day care service. Consultation with the professional leaders of day care services in both Winnipeg and Toronto and the writer's personal experiences as a social worker on a day care team have been used as resources to compensate for this gap.

Any study of day care service must recognize the broad range of the subject. The perspective of this study will be consideration of the needs of children under five years and the services designed to meet them, with emphasis on the contribution of social work to the day care program and the role of the social worker on the day care team.
CHAPTER II

STANDARDS FOR DAY CARE SERVICE

Day care standards are based upon psychological insights and practical experience. As such they must be flexible and responsive to changes in knowledge, and by providing challenges to improve and develop services, be a source of stimulation to those involved in the programs. This is particularly significant in the field of day care where it has been suggested that services are "woefully neglected" in many communities and that standards of care are inadequate to meet the needs of children. It is generally accepted that standards are goals to strive for and do not necessarily represent the minimum requirements that a community demands through licensing requirements. It is essential, however, that any service provided by the community should have these standards rather than regard them as the hopeful illusion of dreamers and the "never, never land of Utopia".

Standards, therefore, should represent what a community is currently planning to achieve and it is pertinent to consider the present stage of development in Canada. Leadership and stimulation for a dynamic approach to day care originated through the activities of the Institute of Child Study in Toronto. This institute, which developed after the war,
is primarily concerned with the study of preschool child
development and preschool nursery education. Its influence,
through training of nursery school personnel, was first felt
in the nursery school programs, but gradually seeped through
to the more progressive day care programs operated under
private auspices. The West End Creche in Toronto was the
first day care program to hire a professionally trained nursery
school teacher for its day care program. A few years later
professionally trained social workers were also introduced
into this program.

The experience of this centre influenced the development
of day care in Ontario, where minimum standards of day care
are enforced by the Day Nurseries Branch of the Provincial
Welfare Department. It is worthy of note that within the
framework of this legislation there is a wide divergence in
practice where minimum standards lag behind the standards
and practices of the more progressive programs in the larger
urban areas. The development of day care programs in Canada
has been slow. At the present time only two provinces provide
training facilities for nursery school personnel and one
province is in the process of developing a program. In only
three provinces - British Columbia, Manitoba, and Ontario-
has legislation been enacted to provide safeguards and establish
minimum standards of care.¹

Historically, progressive programs have developed through the initiative and leadership of professionals who translate professional insight and experience into action. The need today is to broaden the influence of this professional leadership to ensure that children and their families have the benefits of sound day care planning regardless of the community in which they live. In Canada, as we have seen, there has been no leadership on a national level and licensing regulations which represent the minimum requirements for care of children have been passed in only three provinces. In the city of Winnipeg, the day care programs are being regulated under a special city by-law which enforces standards in line with the progressive day care programs. There is no legislation, however, for this same provision in the suburbs or in the province as a whole.

In the United States, The Child Welfare League of America has assumed the task of implementing progressive standards of day care on a national level. In 1955, a committee on

¹ Examination of the literature indicates no evidence of a national organization devoted to planning for day care in Canada. The information for the above historical review was secured through personal interviews and correspondence with persons active in the development of day care services in Canada and from information available in a report of the Committee to study availability of and regulations concerning preschool education for the Canadian Conference on Children, 1960.
Standards for Day Care Service was established to "provide an opportunity to think about what we are doing, to define objectives, to clarify concepts and to affirm convictions about what we want for children and believe society should make it possible for them to have." Membership on this committee included experts from all fields including health, welfare and education; representation from all geographical areas of the nation; and the participation of both public and voluntary agencies. As a result of this comprehensive study, a statement of standards for day care service was published in 1960 which

represents practices which are considered to be most desirable in providing the social services which the community offers through various agencies out of its concern for children to help them and their parents with problems affecting the rearing of children.

This study will assume that the standards for day care service prepared by the Child Welfare League of America provide the most valid criteria at present available to assess and evaluate day care service.

The Team Approach

Current philosophy, as we have seen, emphasizes the multi-disciplinary approach which, when applied to the day care team, indicates an integration of the professional


3 Ibid.
insights of medicine, preschool education and social work. The day care program must turn to medicine for leadership in planning for the health of the child, which will include his mental health; to education for insight in stimulating a child's development through enriching and satisfying group experiences; to social work for understanding of the unique needs of each child as a member of a particular family and planning with parents oriented to implementing the principle of "shared care" of the child. The total approach is supported by the Standards for Day Care Service:

Day care requires a team approach and blending of professional skills. No one part of the service can be considered the whole. Acknowledgment of the interdependence of the child care, social work, education and health aspects of the service, and their integration, are the key to adequate services to the child and family, for whom day care is appropriate.4

This study is to consider how the total functioning of the child may be enhanced through the social worker's participation on the day care team. Before proceeding with this subject it will be helpful to consider briefly the role of medicine and nursery school education on the day care team.

Day care standards emphasize that the health of the child is the responsibility of the parents and the role of the program is to establish policies which will protect

4 Ibid., page 13.
and promote the child's health.

The staff physician should be responsible for help in planning, organizing and supervision of the health program, for consultation in regard to health problems, and for being available in case of emergency and for giving only such direct services to children as agency policy provides.\(^5\)

The staff physician therefore assumes responsibility primarily as a consultant to staff in helping to assure sound planning for the child's physical and mental health. The services of public health nurses are frequently utilized to provide regular examination of children, supervision of preadmission medical examinations, and provisions of help to the staff in planning for the control of communicable disease.

The role of the teacher

The teacher shares with the social worker the major responsibilities in the day-to-day planning for the child and family.

The Child Welfare League defines the role of the teacher as follows:

The teacher sets the stage for the day-by-day living experiences of the children. She creates the environment which promotes good learning. It is the responsibility of the teacher not only to plan a program which encompasses the child's entire day..., but to observe and understand each child and his individual needs, to enable him to have the experiences and opportunities he should

\(^5\) Ibid., page 40.
have, and to offer comfort, security, guidance and protection to him as he requires it.\(^6\)

The teacher, then, is the team member directly responsible for the care of the child and it is to her that the young child must turn for nurture, socialization (as defined in Chapter I), mental stimulation, as well as sensitive planning for his physical care. In accomplishing this task the teacher requires personal maturity, professional skills developed through training in child development and the ability to use the knowledge and skills of the other staff members. When one recognizes that

Education is implicit in a day care service in carrying out the purpose of promoting healthy growth and development of the child. Although an education...may be the setting in which the service is given and both education and recreation play important roles, neither is the primary purpose of the day care service.\(^7\)

The primary purpose of day care is to care for and protect children.\(^8\)

The dependence of the teacher on the other staff members as well as her own maturity to be flexible and adapt principles to a new situation, is quite clear.

One of the major difficulties in planning day care services is to find personnel with these qualifications.

6 Ibid., page 25.
7 Ibid., page 9.
8 Ibid., page 8.
Though training is available, as we have seen, in a few centres, the lack of qualified professional staff in this field is experienced by most programs. Staffing is further complicated by the confusion arising about what actually qualifies a person to carry responsibilities in the nursery school setting. The trend is to a more unified approach to training for the education of small children:

Generally the standards specify that a qualified nursery school teacher should be a graduate of a college (accredited by the state) which gives a bachelor degree with a major in child development, nursery-kindergarten education, or early childhood education, including supervised work with children of these age levels; or she may be a graduate of a specialized training school affiliated with a college giving such a degree; or she may hold a master's degree in child development or early childhood education.9

This standard of training for nursery school personnel would appear to be essential if the teacher in the day care program is to function as a professional equal on the "team", and is to provide the leadership required to assure that the needs of the small child are met and his development is enhanced in the group care program.

Social Work in the Day Care Program

Day care as a child welfare service should have social work as one of its integral parts. Casework skills developed in social work education and practice can help parents with problems in providing suitable care for their children, and in making

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best use of available community resources and services to do so. Casework methods used to study and evaluate foster family homes, and to place and supervise children in foster care are adapted to family day care.... Knowledge of administration and community planning of child welfare services is required in day care services.10

Intake

If the day care program is to "fortify the family" it is important that the applicants have an opportunity to weigh the pros and cons of a day care plan as a resource to meet their needs. In agencies which have utilized the social work method at intake, it has been found that day care is not always appropriate. The decision with regard to placement should be made on a basis of assessment of the family situation, and the stage of the child's development, rather than on such factors as age, space, and the cooperative attitudes of parents.11

The responsibilities of the social worker are clearly defined in the Child Welfare League Standards for Day Care Service.


11 A study of intake in a Winnipeg day care program over a five-year period indicated that 50% - 60% of families applying for day care service were unknown to other social agencies and over one-half of the applications were not accepted because day care placement could not meet the family need.
The caseworker should be responsible for making the intake study...which should consist of several inter­views with the mother and father during which:

The caseworker obtains information about the reasons for their needing service, the family situation, pertinent developmental history, the child-parent relationship; and evaluates the capacity of both child and parents to make constructive use of day care ser­vice as a solution to their problem.

Since the request for day care service may involve a problem of family or child, it is important to help parents explore their needs, and to understand the possible effect on mother and child of absence from each other for all or part of the day.

The caseworker who knows community resources and other services, such as homemaker service, foster family care and financial assistance, can inform parents... so that they can decide whether day care can best meet the need...or whether other resources would be more suitable. 12

The intake study thus supports the supposition that those individuals requiring services should have a variety of resources available and should have help in making a choice as to which will be most appropriate to their needs. If day care programs are to achieve this aim, it is essential that social work services be available to applicants who request day care services.

Decision to Accept the Child for Service

In the decision-making with regard to placement of a child in the day care program, the social worker participates as a member of the team. In her work with parents, her capacity is enhanced by the special knowledge gained as a team member

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and she is better able to act as liaison between the team and the family in the initial stages of planning. Experience has taught her the values and limitations of day care, and she will be able to help the parents as she can foresee the positives or negatives in the plan to place the child in the program. The importance of being a team member cannot be exaggerated in terms of the social worker's usefulness to the family and to the other team members, particularly in the early stages of planning and in preparation of the child and family for placement.

The Child Welfare League standards suggest the following procedure to ensure that the decision to accept the child is thoughtfully planned:

The child and parents should always be seen by the social worker; the teacher and the doctor or nurse if there are health questions. They should jointly evaluate the developmental level of the child, the child-parent relationship and the child's readiness to separate from his mother and to go into a group or another family. The decision to accept the child for services should be based on pooled information; the social worker's findings, the recommendations of the teachers and of the doctor where indicated. In the day care center, the social worker should confer with the teacher of the group in which the child could be placed. Whether the child is normal or has special problems, need and composition of the group have to be considered in deciding whether he can be accepted.13

This procedure again reinforces the objectives to be met

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in day care services, as it highlights the multi-disciplinary approach which is essential to plan adequately for the total needs of the child.

Fee Charging

The purpose of the day care program is to strengthen the family unit and provide community services to families who are unable to make adequate provisions for the care of their children on their own. One of the problems for many families will be their inability to pay the cost of care provided by commercial services in the community. When one considers the interrelationship of economic stress, poor housing, debts and family instability, it becomes apparent that the community service has a responsibility to provide services so that the cost of care will not be a deterrent to the use of the facilities. It is therefore necessary to establish a flexible fee-charging policy to assure services to many of the families and children who may need them most.

The Child Welfare League statement on fee charging recommends that the "setting of fees should be part of the casework service in the intake process".

The full or maximum fee should be the full cost of the service to the child and family. There should be provision for downward adjustment of the fee, either through use of a sliding scale based on size of family and income, or through use of a budget guide which enables the worker to take family income and expenses into consideration in determining the amount a particular family
will be asked to pay.\textsuperscript{14}

The principle of fee charging for day care service has been accepted practice. In the custodial day care program, a nominal charge has been made on the assumption that the mother who requires service could not pay the costs. Since that time, day care programs have varied in their approach to fee charging: some relate charges to cost of care; some set fees with adjustments for special needs; and others have no set fee charge. In Toronto, fee charges are established by a formula based on family income and expenses. In Cleveland, they are based on income and family size. In Winnipeg, a plan has been worked out combining the principles of both in which income, size of family, and exceptional financial problems are taken into consideration. We can see, therefore, that there is a variety of methods by which agencies make provision for flexibility in their fee charging policy.

If the process of fee charging is to meet the unique needs of each family, it will involve sharing of emotionally charged information with regard to family income, expenditures and financial problems. The skills of the social worker are particularly significant in enabling the client to share information, to assure confidentiality, and through this process involve the parents, who may have problems related

\textsuperscript{14} Child Welfare League of America, \textit{op. cit.}, pages 65, 66.
to budgets and incomes, in the problem-solving process. This service will play an important role in assisting a group of day care families to plan more effectively and thereby relieve stress and strengthen the family unit. This then may be cited as an objective of any day care program provided by the community to meet a social need.

_Social work services to families using group day care_

To some families, day care service in itself will provide the required support to enable the family to cope effectively with the problems which brought them to the day care agency:

The majority of families have problems with which they may need help. This may be due to the circumstances which make it necessary to seek care away from home such as low income, illness, marital problems, inadequate housing; the impact of these on the child; and the stresses for child and parent inherent in daily care in two different places. The mother may be faced with difficulties in carrying a job, managing a home, and meeting her children's needs. Some feel unprepared to care for children, or inadequate in the role of a parent. ¹⁵

To these families, the social worker has a responsibility to support the family through appropriate treatment techniques and through the use of community resources. If day care has been planned as a means of strengthening the family unit, we may assume that some stress has been relieved. New problems arise, however, as the family adjusts to mother's absence from the home and the child's placement in the day care program.

¹⁵ _Ibid._, page 19.
We may therefore expect many families to require support and help in learning how to budget time, money and energy to the best advantage.

The day care program is in a unique position to support parents in their child-rearing task which we have seen is becoming more difficult and complex in our present society. Each member of the team has a contribution to make and the social worker's role will be determined by the individual needs of each family and child. The social worker's area of competence is helping people to make more satisfying adjustments in interpersonal relationships, through the use of a therapeutic relationship and community resources. When applied to the day care setting this would mean helping parents to gain more satisfaction in their relationship with their children through individual interviews with the social worker and through facilitating communication between the teachers and the parents.

Parental feelings of frustration, anger, and guilt will be detrimental to the child's development and these feelings may be stimulated at the time of a child's placement. These feelings may be expressed in over-anxiety, inability to separate from the child, and impatience and hostility to child or staff. It will be the social worker's task to help alleviate these negative feelings which stand in the way of healthy adjustment for the child; to assist parents
to make up in quality of relationship during their shorter periods with the child; to relieve feelings of guilt with regard to placement. The social worker also has an important function as she interprets the parent's problems to other members of the team. The understanding and cooperation of the caring staff is essential to the welfare of the child whose security is dependent upon the attitudes and feelings between his parents and the teacher who cares for him each day.

The Standards for Day Care Service define the social worker's function in the ongoing services to family and child in group care setting:

The caseworker, together with those who are caring for the child, should take part in making a plan which meets the needs of the particular child and family and strengthens the child-parent relationship; in evaluating the service periodically to determine whether it is of benefit to them; and in providing the help they want and should have.

The caseworker should confer regularly with other staff members working with the child and family to determine whether the child's needs are being met; whether the plan is working satisfactorily for both child and parents, and at what point another plan may be suitable; the kind of help needed in the situation; when referral or consultation is indicated; when the service is no longer of benefit.16

These standards again point out the interdependence of the team members and clarify the role of the social worker as a coordinator of the home and day care experience. A new principle is introduced in this section of the standards which recognizes

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16 Ibid., page 21.
the dynamic aspects of social living and the need to evaluate and reassess day care plans, to ensure that services meet the changing needs of both family and child. This is an area of day care planning which is dependent upon the social worker's contribution to the team understanding and is essential for effective evaluation and planning.

It has become apparent that the social worker's participation in the day care team is essential if the program is to achieve the objectives cited in Chapter I. Of particular significance is the role of social work in enabling the day care team to individualize the needs of each child in relationship to his particular family milieu; to offer the applicant the opportunity of making a choice based on thoughtful consideration of his particular needs; and to facilitate communication between the home and caring staff in order to achieve the objective of shared care of the child. These criteria have been cited as essential if the task of the preschool years - socialization of the child - is to be fulfilled in the day care setting. It has also become apparent that the day care program is dependent upon the resources of the community.

The Day Care Program as a Child Welfare Service

Day care, as a child welfare service, is an expression of the community's concern for the welfare and protection of children whose parents need help in providing the care, protection and experiences essential for their healthy development.17

17 Ibid., page 8.
The Child Welfare League of America identifies the purpose of the day care program with the purpose common to all child welfare services, which is to "provide a remedy for problems affecting the rearing of children that grow out of deficiencies within the family and the community." Day care defined as a child welfare service would imply that this service is part of a comprehensive community program for child welfare. The particular responsibilities of the day care service would include the provision of adequate resources to meet day care needs of the community; the interpretation of gaps in community resources to meet these needs; and the participation in community planning to ensure that adequate standards for day care are maintained in the community.

**Day care resources to meet needs**

Day care as a child welfare service assumes responsibility for the care of children and as such must provide a comprehensive program to meet the needs of children at various stages of emotional and physical development. As we have seen, the appropriate day care plan will depend upon a number of factors which would not only include the child's age and his level of emotional, social and mental development, but also would be related to an understanding of his unique needs as an individual within a family. All these factors must be considered.

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18 Ibid., page 8.
in planning, and the Child Welfare League suggests that the community has a responsibility to provide a variety of resources to meet the different needs.

Group Day Care should be available for the child from three to five years of age; and for the school-age child from six to twelve.

Family Day Care, which is care in the home of another family, is needed for the child who is chronologically or developmentally under three, and for older children with special needs that can be better met in a family home than in a day care center.

Both forms of day care must be available so that parents may have the service they need rather than having to depend upon a single resource.19

In planning day care resources, it is also essential that consideration is given to accessibility of resources. "Insofar as possible, day care facilities should be located in or near the neighborhoods where children needing them live."20 This is an important factor when it is recognized that day care means care of small children for long periods each day. Long trips to a group program will be detrimental to the health of the child and in many instances counteract benefits which might have been derived in placement.

Interpretation of gaps in community resources

The social worker in the day care setting acts as liaison between the applicant and the community resources designed to meet social needs, and also between the day care program and

19 Ibid., page 8.
20 Ibid., page 46.
the other agencies providing services to the child and the family. These may include family counselling, recreational programs, and nursery schools, as well as social assistance and child welfare agencies. In association with other agencies in planning referrals, the social worker not only has responsibility to find the right resource for a particular family but also plays an important role in interpreting day care services to other agencies and learning more about the resources which are available in the community. In this process gaps in community resources become apparent and the social worker, who has a professional commitment to identify social needs and interpret the need to the community, will be the agency member responsible to stimulate interest and action to plan for the unmet needs.

Community planning to ensure standards

Community planning for day care services is the function of the community planning agency which should:

secure data on unmet needs and on population changes, employment, neighborhood transitions and other community factors, to estimate changes in need for day care service.21

The Child Welfare League standards suggest that this agency should provide leadership to help agencies modify functions to meet changing needs; to develop new programs to fill gaps in community services; to carry out public education directed

21 Ibid., page 71.
to the appreciation of high quality day care; and to help to
develop and achieve standards for day care service. "A commit­
tee on day care services should be organized by the community
council" 22 to achieve this aim. The day care program then
may legitimately look to leadership from the community planning
council in the development of standards of day care service.

Support and leadership may also be expected from the
licensing agency in the day care program's attempt to develop
standards.

The state or local licensing agency should develop
recommended standards for day care service and day
care facilities which are desirable goals, as well
as regulations used as criteria for licensing,
which represent minimum requirements. 23

As the Child Welfare League points out:

When surveying available resources for day care
and recommending changes in community sponsored
services, it is necessary to consider the adequacy
and use of resources for group and family care
provided by individuals or groups on a business
basis, supported entirely by fees paid by parents. 24

Though it is recognized that parents have the right to choose
the care arrangements for their child and the responsibility
for selecting suitable facilities, the licensing agency
offers certain protection for children.


23 Ibid., page 73.

24 Ibid., page 71.
in setting requirements in relation to physical facilities, health, safety, number of children to be served, number of persons involved in their care.

in offering consultation and guidance to owners and directors of private facilities in regard to daily programs, so that the quality of service may be continually improved.

in interpreting to the public, and to parents in particular, desirable standards of care and education, and the basis on which it should be decided that a child is ready for care away from his own home or for group experience. Private individuals and groups offering day care should be included in community planning to stimulate in-service training and interpretation.25

The licensing agency therefore has the broadest range of influence, derived from its authority to enforce standards of day care for children in the community. This influence may be seen on three levels: the protection of children through the enforcement of regulations for minimum standards of care; authority to raise and enforce standards of day care for the whole community; and the means of educating the total group of operators of day care services in the most beneficial methods to achieve the objective - the welfare of the child.

If community planning councils and licensing agencies are going to provide effective leadership in developing standards, it is essential that these groups understand and reflect the basic philosophy and knowledge to assure that the total needs of children are considered in planning for their care out of the home. This brings us back to the basic concept that

25 Ibid., page 72.
day care programs require the multi-disciplinary team approach. This principle may be applied to community planning committees and licensing agencies.

In Chapter I, we saw that development of standards for day care was dependent upon professional insight gained through participation on the day care team. This we would suggest is the type of leadership which is essential at all levels of community planning to ensure that the community plans for the total needs of the child in this specialized field of child welfare.
CHAPTER III

DAY CARE SERVICES: A GREATER VANCOUVER SURVEY

Licensing

The Provincial Social Welfare Department, Division of Welfare Institutions, is responsible for the enforcement of the Welfare Institutions Licensing Act (B. C. Reg. 56/62) which covers regulations for day care services. This Act outlines regulations to cover all welfare institutions, which include boarding homes, orphanages and other children's institutions; maternity homes; boarding homes and institutions for the aged and disabled; hostels for the "destitute" and "creche, day nursery, play school, kindergarten or other similar institution wherein children are cared for during the day."¹ The supervisor of Welfare Institutions is responsible for licensing all new day care programs and supervising the licensed facilities. Investigation of physical facilities and safety requirements are carried out by the appropriate municipal officials and the regulations governing space, lighting, play space, plumbing and fire precautions are rigidly enforced before licenses are granted.

Group day care, at present, is being administered under

¹ Welfare Institutions Licensing Act Regulations, B. C. Reg. 56/62 (section 1.01).
Division 10 of the regulations (see Appendix B), which covers "every play school, kindergarten or other similar institution". There are at the present time 105 such institutions licensed by the Welfare Department in the areas under study. These institutions may be the formal kindergarten, play school, nursery school, day care program or a combination of one or two. All are administered under the same regulations and there is no classification of programs made by the licensing body. In planning this study, it was exceedingly difficult to locate the programs which offered day care services, as most of the programs were called kindergartens or nursery schools. There is therefore no differentiation made by the licensing body with regard to the types of services being offered locally, and all are expected to provide the same standard of service.

The regulations specify that children must be between the ages of three to school age, and the ratio of children and supervisors is one supervisor for twenty children over five years of age and where some children are under five there shall be one supervisor for the first fifteen children and an additional supervisor for every ten children above this number. This is in sharp contrast to the standards outlined by the Child Welfare League:

Each group should have a full-time teacher and an assistant, and should be limited to the number of children of a given age whose individual needs can be met appropriately.
The desirable number of children in different age groups, using enrollment figures is:

- Three to Four year olds 12-15 children
- Four to Five year olds 15-20 children
- Five to Six year olds 15-20 children

The size of the group may add strain to small children who, in a long day-care day particularly need some degree of closeness to an adult. Each group should have its own facilities and program in the same or in separate buildings.2

It would seem apparent that the regulations have not sufficiently taken into consideration the specific and unique needs of the small child in the day care setting. The standards specify the necessity of having two supervisors in each group which reflects the philosophy that children always require adult supervision in a group setting. What happens when a child is hurt or an emergency arises requiring the supervisor's attention? Of even greater significance is the question of how the supervisor is able to give the child individualized attention and nurture, which is essential for his growth and development. A small child in a family of 15 children may become a deprived child emotionally. In the group setting, divorced from primary relationships for long periods each day, the harm to the child would probably be more extreme. The same danger may arise from the fact that in the licensing regulations there is no provision for limiting the size of groups. As was noted in Chapter I, the preschool child can

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only function in a small social world. It would seem reasonable to suggest that in the day care setting the size of groups should be limited to that of an average family of about six.

The British Columbia regulations have been cited as "advanced" insofar as they not only spell out requirements for physical facilities and numbers of children but also state that the "supervisor must be a person who has specialized knowledge of and adequate experience in preschool methods of child care" (see Appendix B). This regulation is quite broad and the pertinent point will be how this regulation is being interpreted. At the present time, a person with a high school education and training in preschool education may qualify as a supervisor of a day care program. A three weeks' training course during the summer will be accepted as adequate training if the applicant fulfils other requirements (see Appendix C for Qualifications of a Supervisor for a Preschool Centre and Courses in Preschool Supervisor Training). The qualifications acceptable to the licensing authority are training in education and/or teaching experience. A graduate of normal school, a person with grade 12 and teaching experience, or a retired teacher could qualify under the present regulations. Training in formal teaching methods as qualification for supervisor of a day care program should be contrasted with the trend in preschool education which is emphasizing a
specialization in early childhood development.

Supervision of all institutions as defined by the Welfare Institutions Licensing Act is the responsibility of the Supervisor of Welfare Institutions. It is not the purpose of this study to analyze this position but some of the facts which have come to light in our consultations with this department need comment. The Supervisor of Welfare Institutions is a trained social worker and her responsibilities to license day care and preschool programs are only part of the total responsibility of supervision of boarding homes and institutions in Vancouver. It is a time-consuming task to handle the new applications for licenses for preschool programs, check on complaints, and to follow up to assure that programs are attempting to conform to licensing requirements. Frustrations are many. The task is made more difficult because there are no recognized standards for day care services and no community group organized to establish criteria for acceptable practices in this field. Under these conditions it would be exceedingly difficult for the Supervisor to make decisions if there were conflicting points of view. The interest expressed in this present study indicates, in the writer's opinion, a real desire for help in determining what standards should be expected in this field.
Evaluation

The needs of children requiring the specialized services of the day care program have not been recognized in the present regulations. The 11 day care programs are lost in the maze of 105 preschool programs which offer a wide range of different preschool services. The regulations are based on requirements for preschool education. Standards related to size of groups, ratio of children and supervisors and qualifications of supervisors have been cited as particularly significant. It is possible that at present supervisors cannot provide the individualized attention which the preschool child requires. Indeed, one wonders whether day care is still guided by the custodial day care philosophy and the "residual" attitude to welfare services.

Since day care programs are not defined specifically in regulation 10, it would be possible to introduce legislation to cover this service separately without revision or interference with the Act as a whole. The broad definition of qualifications for supervisor could provide a standard suitable to meet the needs of the day care program simply by interpreting the present legislation. This would require a program of education for the administrators of the regulations - the licensing body - as to what are acceptable standards for day care of children.
Description of Day Care Services in Vancouver

In February 1963, questionnaires were distributed to the eleven known day care programs in the Vancouver district and the following data have been derived from the answers to this questionnaire. Of the eleven programs participating in the study:

Seven were privately owned businesses operated for profit in which the owner was the director.

One was a non-profit organization maintained by a religious order.

Two were programs offered by community-sponsored Neighborhood Houses.

One was a community-sponsored program with the specific function of day care for children.

The services provided by these programs show a wide difference in emphasis and service offered:

4 provided day care only.

5 provided day care and kindergarten and/or nursery school.

2 provided day care, kindergarten, boarding care, casual and baby sitting services.

Table I indicates that seven out of eleven day care programs, or nearly two-thirds of all services in the Vancouver area, are being provided by centers offering nursery school programs, kindergarten and, in some cases, a variety of casual and boarding care arrangements.
### TABLE I

<table>
<thead>
<tr>
<th>Sponsorship</th>
<th>Day Care</th>
<th>Day Care and Kindergarten</th>
<th>Day Care Kindergarten and other</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Owner-operated</td>
<td>2</td>
<td>3</td>
<td>2</td>
<td>7</td>
</tr>
<tr>
<td>Private Non-Profit</td>
<td>1</td>
<td></td>
<td></td>
<td>1</td>
</tr>
<tr>
<td>Community Chest</td>
<td>2</td>
<td>1</td>
<td></td>
<td>3</td>
</tr>
<tr>
<td>Total</td>
<td>4</td>
<td>5</td>
<td>2</td>
<td>11</td>
</tr>
</tbody>
</table>

**Attitudes of Commercial Owners**

In the city of Vancouver, where kindergarten is being provided in the local schools, private kindergartens are looking to services to provide new sources of income. One operator reported she was now "offering nursery school and day care as she had to change her program with the change in the local situation". She remarked she would much prefer "not to have to take day care children". In the municipalities, where no kindergarten is being offered in the local schools, the trend is to offer nursery school in the morning session and kindergarten in the afternoon. Children who require day care attend both programs and the school makes different arrangements with regard to their supervision during the rest of the day. A number of commercial operators also commented
that they would like to offer group day care for infants and children under three years of age. One operator commented that day care is a good business and expressed some concern that "the government might take over". It is recognized that a vested interest in the business aspects of day care does not necessarily mean that commercial interests are exploiting day care services and neglecting the child's interest. On the other hand, the comments of the owners suggest that in a number of the commercial programs the money motive is the decisive factor rather than the welfare of the child. What are the implications for the children in programs where the present licensing regulations are providing inadequate safeguards for the protection of children requiring day care?

**Enrolment**

**Day care services only**

Day care is the only service being provided by four organizations participating in this study.

**TABLE II**

**ENROLMENT FIGURES OF 4 AGENCIES AS AT FEBRUARY 1, 1963**

<table>
<thead>
<tr>
<th>Agency</th>
<th>B</th>
<th>C</th>
<th>7</th>
<th>8</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Licensed</td>
<td>45</td>
<td>60</td>
<td>40</td>
<td>8</td>
<td>153</td>
</tr>
<tr>
<td>Enrolment</td>
<td>40</td>
<td>49</td>
<td>40</td>
<td>8</td>
<td>137</td>
</tr>
</tbody>
</table>
With the exception of Agency C, all day care programs have full enrolment. Programs 7 and 8 report that they have to refuse applications because of lack of space. The situation with regard to Agency C will be discussed in a later section.

It is pertinent to note that the answers to the questionnaire did not disclose the number of children at present enrolled for day care service in the licensed units in Greater Vancouver. One operator, who is in charge of a large school, said she could not "sort out how many of the children were day care" and could not give a figure for the number allowed under license. Another operator indicated that she was licensed for a total of 22 children, which included her kindergarten classes. When her total kindergarten class attends, she makes arrangements for the day care children to be cared for by a relative in the family home. The remarks of the first operator strongly suggest that there is inadequate governmental supervision of day care facilities. One would expect that little or no provision has been made for individualized care or emotional support by an adult figure which is essential for the child's development. The second example shows the tendency of kindergarten personnel to place major emphasis on the teaching program. What sense of security and stability does the small preschool child gain in a setting where his care is adjusted to the changing requirements of the overall kindergarten program? If our criteria of the needs of small children in
the day care setting is based on valid concepts of the nature of human growth and the needs of the preschool child, these examples would indicate situations where children in licensed day care programs are subject to experiences which will be detrimental to their development and welfare and may be the source of emotional damage.

**Nursery School Concept of Day Care**

Another factor which makes the number of children enrolled in day care uncertain is the apparent confusion in many operators' minds as to what day care is. In a number of reports, enrolment for kindergarten and nursery school was included in the figure for children in day care. When this was questioned, the writer was told that day care is nursery school. This attitude appears to be quite prevalent in the community. One community-sponsored program offering only day care, for example, reported that a nursery school program was being offered. This reply to the questionnaire appears to reflect again the failure to recognize day care as a special field of child welfare which requires specialized planning including the skills and insights of nursery school education but is not nursery school education.

The impact of the nursery school concept of day care is reflected in our findings that of seven programs offering day care service, two operators could not advise how many children were receiving day care. The five others reported that
65 children were receiving care in programs which were licensed to serve 207 children per session. There would be little opportunity in this setting to provide the stable group and the small social world which the preschool child needs if he is to obtain the security essential to his well-being. This highlights quite clearly the implications of planning the day care program as an extension of kindergarten and nursery schools.

It would appear that one of the first essentials in community planning for standards for day care will be to clarify the basic concept that day care is a specialized field of child welfare. Guided by the nursery school concept of day care, no agency could provide the type of service discussed in Chapter I and Chapter II.

The question then becomes what kind of care are these children receiving? This could only be answered by a detailed investigation of each program and the care being offered to the child. Questionnaire findings indicate that children attending programs primarily directed to kindergarten and nursery school are required to bring their own lunch. No information is available with regard to the arrangements made for the children before the kindergarten session, at lunch time, or after the school session in the afternoon. The writer would suggest that such arrangements are important, particularly in view of observations made at two programs during the period four to six o'clock.
1. In one well developed program, with qualified staff, twenty children were under the supervision of one teacher, and activity was play with table toys. There was no indication of any special planning for these children from 3:30 until their parents called for them.

2. A more difficult situation was observed in another program where six children - one quite upset, two worried and anxious, were being supervised by an eight-year-old girl. The writer learned that one of these children "was just learning to be away from mother who had started to work the previous day". The child had been boarded overnight and would not see mother until midnight of the second day.

These situations cannot be regarded as data material, but have been included to point out some of the conditions which may arise when planning is not based on an understanding of the needs of small children separated from their family for long periods daily, and the basic philosophy is oriented toward nursery school education. The Child Welfare League standards point out that day care programs should provide:

...a rhythm in the day, with intervals of stimulation and relaxation, and a balance between periods of active play and quiet play or rest. Fatigue of the child due to long hours and the constant stimulation of the group should be recognized, particularly in planning activities at the end of the day. Special care must be taken to avoid over-exciting activities and yet provide a rich variety. 3

The standards highlight the need to understand that the child's security depends upon the familiarity of his environment, his relationship to a friendly understanding adult, and consistent handling throughout his day. Insofar as possible, each child should have a particular adult, usually the teacher to whom he can feel close, and who helps him when he needs

it with care of his bodily needs. The younger the child, the greater his need for a warm protective and supportive relationship, particularly when he is away from his mother for long hours. It is important that he should not be shifted from room to room, that his group be small and that he have a relationship with as few teachers as possible.4

This standard is consistent with the criteria established in Chapter I for the needs of a preschool child in the day care setting. These needs are not being met in many of the day care programs under study.

**Qualifications of Nursery School Supervisors**

The kind of care which a child will receive will be determined to a great extent by the qualifications of the directors of the programs. Only ten of the eleven programs gave information as to the qualifications of the directors or supervisors of the group program. These findings are as follows:

- Post-graduate study in child development 1
- Undergraduate training in child development 3
- Grade 12 with special course in nursery school education 4
- Normal school 2

Questions have already been raised as to the interpretation of regulations governing training and how effective a three-week summer course actually is for the preparation of supervisors of day care programs. (For course content see Appendix D.)

The fact that many supervisors of preschool programs are working with children in the day care setting with minimal qualifications and no supervision should be of special concern to those responsible for the welfare of children.

These findings have been based on general observations of day care services. It will be helpful to consider in more detail specific aspects of service which are being provided by the community sponsored agencies.

Community-Sponsored Programs for Day Care Service

Three agencies participating in this study receive funds from the Community Chest, private funds, and government grants to subsidize day care programs for preschool children.

A. Neighborhood House

Day care service was made available to working mothers in September 1960, when supervisors of a well established nursery school program became aware of the need of many of the Neighborhood House mothers for care of their children during the daytime while they were working. This program was planned as an extension of an already existing nursery school program which was being provided to supplement home care of children residing in the neighborhood. An additional part-time staff person was hired to supervise the day care children from 3 o'clock when the nursery program closed until 5:45 when the day care program closed. A decided improvement has been made in this arrangement since January 1963, when a full-time staff
member assumed responsibility for supervision of day care children until the parents arrived.

This program is licensed for a total enrolment of 50 children of which 25 may be day care. As of February 1st 1963, 43 children were enrolled and of this number 18 were day care children.

**B. Neighborhood House**

Day care for children of working mothers has been provided by this Neighborhood House since September 1956. The program provides care for children between the ages of three to six years of age during the hours 8 a.m. to 5 p.m. This program is limited to day care services and provides service in three age groups, each with their own supervisor. This program is planned to meet the needs of children requiring full day care. In this setting, groups are based on the age of the child so that a continuity of relationship with one supervisor is assured. The ratio of children and supervisors is that defined by the licensing regulations - one supervisor for 15 children.

This agency is licensed to accept 45 children and on February 1st, 1963, 40 children were enrolled.

**C. An integrated program for day care services**

This program, which is located in an industrial area of the city, is providing an integrated program of day care services as defined by the Standards for Day Care Service which
includes foster day care and group care programs. The agency also has a summer camp program for children and mothers.

Agency G has been delegated responsibility by the licensing department to license and supervise foster day care homes in the city of Vancouver. On February 1st, 1963, 112 children were receiving care in foster day care homes and 49 children were enrolled in the group care program.

In common with the day care services available in the community as a whole, the community-sponsored programs appear to be governed by the standards required by the licensing regulations so that the questions raised previously with regard to size of groups, ratio of children and supervisors, and day care as an extension of nursery school programs would be applicable.

Administration and Organization of Community-Sponsored Programs

These three agencies are administered by committees of the Board of Alexander House Neighborhood Activities which are responsible for establishing policy. Programs and services provided by these agencies, then, will reflect the philosophy of the voluntary committee. It is interesting to note at this time that though the three agencies are administered by committees of the same board, there is no apparent consistency in policy with regard to day care services. Day care is being provided in two neighborhood house agencies, one of which is an extension of nursery school, the other a service which
accepts day care children only. Another agency has a primary purpose - the day care of children. As we shall see later, there is also no uniformity in standards for staffing nor in policies related to fee charging or services to families requiring day care placement.

The setting chosen for these programs is also of interest. Two day care programs are part of the many services provided by a Neighborhood House, which generally includes preschool program, group activities for school age children, family programs and many programs and services to the senior citizens. Neighborhood Houses have the reputation of being warm, friendly organizations which display remarkable sensitivity to the needs of the community and a readiness to develop services to meet changing needs. This basic philosophy has, not doubt, contributed to the fact that two of the day care programs are to be found in this particular setting. Neighborhood Houses also have the reputation of being very busy organizations, bursting with activity. The question which must be asked is what planning has been carried out to assure that the day care program is isolated from the hurly burly of the overall activities of the Neighborhood House. Is there recognition that children must have the security of familiar surroundings, free from interruptions and changes in which they may develop close attachments with the adult on whom they need to rely for nurture during the long day-care day. Visitors, the coming
and going of staff not involved in the child's care, disruption in his activities due to adapting the program to meet the needs of other groups using the building may all contribute to an environment which undercuts the fundamental need of the small child in the day care setting.

In common with the Neighborhood House program, Agency C also has a fairly broad range of services which includes summer camp and foster day care, as well as the group care program. In these agencies, where there is a variety of services, particularly in the Neighborhood House setting, there is a danger that the needs of the day care service will get lost in the maze of other activities and interests. Neither Board members nor staff can be specialists in all fields. Budgeting, personnel practices and the broader administrative policies are dependent upon the appreciation of the needs of small children in day care and a conviction based on sound philosophy of how these needs should be met. Without this philosophy and conviction, there would be a tendency to provide low budgets, encourage high enrolments and hire staff without training guided by, to a greater or lesser degree, the idea that "anyone can look after children", rather than appreciation of the unique needs of the day care program.
I. STAFF STRUCTURE

TABLE III

STAFF STRUCTURE IN COMMUNITY-SPONSORED AGENCIES

<table>
<thead>
<tr>
<th>Duties</th>
<th>A</th>
<th>B</th>
<th>C</th>
</tr>
</thead>
<tbody>
<tr>
<td>Administration and Policy</td>
<td>Executive Director</td>
<td>Executive Director</td>
<td>Executive Director</td>
</tr>
<tr>
<td>Intake</td>
<td>Nursery Director</td>
<td>Intake Worker</td>
<td>Social Worker</td>
</tr>
<tr>
<td>Fee Charging</td>
<td>Nursery Director</td>
<td>Intake Worker</td>
<td>Social Worker</td>
</tr>
<tr>
<td>Admission and Discharges</td>
<td>Nursery Director</td>
<td>Nursery Director</td>
<td>Social Worker</td>
</tr>
<tr>
<td>Counselling with Family</td>
<td>Nursery Director (consultation)</td>
<td>Nursery Director (consultation)</td>
<td>Executive Director and Social Worker</td>
</tr>
</tbody>
</table>

The Executive Director

In the three agencies, the Executive Director is responsible for the overall administration of the agency policy which is established by the Committee to the Board of Alexander Neighborhood Activities. The function of the Executive Director is twofold insofar as he must provide leadership not only to the staff but also to the board in developing programs which provide appropriate services. The three Directors are trained
social workers; two are oriented in recreational group work with a primary interest in the field of Neighborhood and Settlement House services; one is a partially trained social caseworker. It is questionable whether the directors of either Agency A or Agency B have the time, interest or special skills and insights required to perform the twofold function of providing leadership to staff and board in developing policies which will be appropriate to the needs of the day care program. In Agency C, the director is more directly involved in the day-to-day planning of the program. She is responsible for coordinating the various aspects of the total program, and for supervising the two social workers. She also carries some responsibility for direct services to families. Again there would be questions whether this director has had adequate training and experience in the special field of day care services and also whether she has enough time to provide the leadership required in this position.

When one recognizes that the standards of day care are dependent upon an adequate budget and qualified personnel, the need for dynamic and knowledgeable leadership by the Executive Directors is apparent. Though the directors of all the community-sponsored programs are professionally trained in one method of social work, there would appear to be a strong possibility that none has the convictions based on philosophical insights, experience and special interest which are essential if they are
to provide leadership in this special field of child welfare.

**Social Service**

There is a wide range of difference in the way each of these agencies uses the social worker in the day care program. In Agency A the caseworker is employed by the agency for two days a week and is available for consultation, conferences, and direct service to a nursery family under special circumstances. Her major role, however, is as consultant to the total staff of the Neighborhood House. In Agency B, a group worker acts as intake worker for the Neighborhood House and in this capacity interviews all applicants for day care, establishes fees and is available as a consultant to the Nursery School Director. This group worker is also Supervisor of Girls' Programs and it may be assumed that, in view of her special training, interests and skills, as well as limitations in time, her contribution to the day care program is limited. In Agency C, an untrained social worker is responsible for the supervision of the foster day care program, which at the present time serves 112 families. The *Standards for Day Care Service* specify that one professionally trained social worker can adequately service "20 children in family day care."⁵ Intake services are provided by an untrained social worker under the supervision of the Executive Director.

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One would question whether this agency has made adequate provision for the helping, treatment-oriented service to applicants and families using this service as outlined in Chapter II. The Standards of Day Care Service require "one full time professionally trained social worker for 50 children in group care."^6

The contribution of social work to the three agencies appears to be limited to consultation and direct services to families by a staff who have minimal qualifications. This is in contrast to standards outlined in Chapters I and II in which the role of the social worker is defined as an active member of the multi-disciplinary team. It would appear to be a valid assumption that the lack of qualified staff will affect the services to both children and families requiring day care.

**Nursing School Director**

In Agency A, the Nursery School Director, a normal school graduate with special courses in child development and extensive experience, is responsible for the actual planning, management and supervision of the day care program which is an extended service of the nursery school. In Agency B, the director, a grade 12 graduate with special training in nursery school education, has major responsibility for the supervision and planning of the day care service.

^6 Ibid.
This director indicated that she would like to have more help in working with parents, as she thinks such work requires skills which she does not have. In Agency C, the Nursery Director is a B.A. graduate with special training in preschool education and would appear to be the only director with training in line with standards. Her responsibilities are directed to planning for the children requiring group care and counselling services with the parents. The Executive Director in this agency acts as a liaison between the social services and the group care program. It did not become apparent in the answers to the questionnaire how much actual interaction takes place between the staff.

In summary, it would appear that the nursery school director assumes major responsibility for the day-to-day planning for children and families using the group care program and the social worker functions on the periphery as a consultant. Qualifications of personnel, large case-loads, an apparent lack of leadership by personnel whose primary interest, training and skill is in the field of day care per se, and the emphasis on the nursery school education aspects of the service have been cited as factors which may hinder the development of a program capable of meeting the total need of the children and their families. An analysis of some of the services at present being provided
may indicate if these apparent weaknesses do, in fact, affect services.

II. FINANCIAL SUPPORT

TABLE IV

INCOME AND FEE CHARGES IN COMMUNITY-SPONSORED AGENCIES

<table>
<thead>
<tr>
<th>Agency</th>
<th>Community Chest</th>
<th>Private Funds</th>
<th>Government Grants</th>
<th>Fee Charges</th>
<th>Fees Charged</th>
</tr>
</thead>
<tbody>
<tr>
<td>A</td>
<td>40%</td>
<td>16%</td>
<td>44%</td>
<td>$10.00</td>
<td></td>
</tr>
<tr>
<td>B</td>
<td>68%</td>
<td>2%</td>
<td>30%</td>
<td>8.50</td>
<td></td>
</tr>
<tr>
<td>C</td>
<td>50%</td>
<td>1%</td>
<td>5%</td>
<td>44%</td>
<td>10.00</td>
</tr>
</tbody>
</table>

These figures represent the percentage of the annual budget derived from the four sources and the variation may therefore indicate a discrepancy in the amount received by different agencies or reflect a difference in the cost of service being provided in each of the agencies. Two programs would tend to have a financial advantage insofar as they are able to share resources of the larger administrative structure of the Neighborhood House. This might account for the lower fee charges in Agency B and the
comparably higher percentage of the budget from Community Chest.

All agencies have set fee charges but make provision for families unable to pay the full cost by using a sliding scale. There are indications that fee charges restrict service, as all agencies report that they have problems related to the inability of families to pay fee charges and also in the collection of fees. In Agency C, "new families unable to pay the full fees are given a period of several months at a reduced rate...fees are then reviewed and increased if possible."

In these agencies, provision has been made for use of a sliding scale to reduce fees when families are unable to pay the cost of care. These arrangements are made at the discretion of the worker who establishes fee charges. Table III, on page 67, indicates that this is the function of the nursery school director, a group worker or an untrained social worker. It is quite possible that when parents are unable to pay fees, or there is difficulty in collecting fees, the problem is related to the lack of perception and understanding of the staff member responsible for assessing the applicant's ability to pay. Of course, administrative pressure to increase income may restrict the proper use of the worker's discretionary powers.
It would appear that all community-sponsored programs quote a set fee charge to applicants and attempt to make special arrangements when a family indicates they are unable to pay the full cost. It is quite possible that this is a deterrent to low-income families and sole-support mothers, who might never be able to pay weekly fee charges of $8.50 to $10.00. In an analysis of average fee charges over a period of five years in a day care program which had no set fee, but based charges on applicant's income and expenses, it was found that the average fee paid by parents was $3.50 a week. If community-sponsored programs are to serve the families who need priority consideration, that is, the sole-support mother and the low-income family, it is important that they re-evaluate their present philosophy with regard to fee charging to make certain that it is not a deterrent to the most constructive use of the services.

Voluntary agencies are dependent upon support from financing bodies, and, services provided are determined and limited by the budget. In order to increase or improve services it is essential to increase income. In day care, this may be done through increasing charges to the consumers of the service or finding additional sources of income. The way an agency will approach this problem of reconciling
needs with budget will depend to a great extent upon the conviction and philosophy which direct agency policy.

III. APPLICATIONS

TABLE V

APPLICATIONS ACCEPTED AND REASONS FOR REJECTING OTHERS

<table>
<thead>
<tr>
<th>Agency</th>
<th>% Accepted</th>
<th>Under Age</th>
<th>Maximum Enrolment</th>
<th>Transportation</th>
<th>Residence</th>
<th>Cost of Care</th>
</tr>
</thead>
<tbody>
<tr>
<td>A</td>
<td>80%</td>
<td>x</td>
<td>only periodically</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>B</td>
<td>95%</td>
<td>x</td>
<td>x</td>
<td>x</td>
<td></td>
<td></td>
</tr>
<tr>
<td>C</td>
<td>67%</td>
<td></td>
<td>x</td>
<td></td>
<td>x</td>
<td></td>
</tr>
</tbody>
</table>

In the Neighborhood House programs we find similarities in their experiences with services to applicants. The difference in the percentage of applications accepted may reflect different procedures for record keeping, different definitions of who is an applicant, or a difference in the skill of the person who handles inquiries and processes applications. In agency A this is done by the Nursery School Teacher; in agency B, by an agency intake worker who is a trained group worker. Residence requirements, established as agency policy, is responsible for the refusal of some applications.
Agency C reports difficulty in building up the enrolment in the group care program. The foster day care program is used by applicants with children under three and by those who are unable to transport children to the group care program. Shortage of foster day care homes in some areas of the city tends to make it impossible to service all applicants requesting this service.

Agency C reports that their admission policy is determined by the fact that services are dependent upon fee income. When fee income drops, it is necessary to refuse applicants who are unable to pay the full cost of care. The staff express concern that a number of sole-support mothers have been refused service at times when the agency could not afford to subsidize the cost of care. The agency "hope(s) later to be able to include more of the higher income families to enable us to cater to more of the lower income group." The policy of making services to the lower income group depend upon services to the higher income group must be seriously questioned. The criteria for providing services as defined in the standards in Chapter II has been established in terms of what is best for the child and the family. It is suggested that if Agency C followed this criterion, most of the families served would be able to pay only a small proportion of the cost of care and few spaces would be available for the higher income family, who would not be eligible on the basis of priority need.
Community-sponsored programs have a unique responsibility to provide services to the sole-support mother and the low-income family who are financially unable to make adequate provisions for the care of children independently.

It is recognized that agency C has never had to limit service to applicants on a basis of maximum enrolment. At the same time they are only able to provide services to 67 per cent of the applicants. Location, intake services, and fee-charging policies may all be contributing factors to this situation. We have seen that financial problems within the agency are reducing service to a group of applicants who are the legitimate responsibility of a community-sponsored program. It may be questioned whether this agency has a clear understanding of its purpose and function and whether administrative planning is directed to meeting the needs of preschool children and their families who require day care service.

This may be the situation in all community-sponsored programs. The findings of the questionnaire indicate that acceptance of applications is based on decisions involving the age of the child, residence and ability to pay fee charges. Services may also include help in working out transportation problems, interpretation of the program, referral to other resources and establishing fees. It is significant that not one agency reported that they consider the family situation as a whole in planning with families who apply for service.
It would appear that agencies in the local community tend to take an applicant's request for service at face value without looking into the motivations and particular needs of each family. In Chapter II, it was stated that day care is not always the answer to the applicant's problem and professional services offered at this point may help many families to plan more constructively to meet their particular needs. This service does not seem to be available to applicants for day care services locally where the emphasis appears to be on whether the child can be placed in a group, rather than on an understanding of the child's needs based on a study of the total family situation.

IV. COUNSELLING WITH FAMILIES

Table III indicates that counselling services to families is the responsibility of the Nursery School Director in the two Neighborhood House programs, with consultation available on request. In Agency C, an untrained social worker and the Executive Director provide continuing services to families using the group day care service. The question of availability of social work services and the qualifications of personnel providing this service has been previously discussed under the headings of Staff Structure and Applications.

In the services to parents in the group care setting, we have found that the role of the day care agency is to
provide services which will strengthen the family unit and assure that the principle of shared care is maintained. Both the social worker and nursery school teacher have an important function to perform. To the teacher falls the task of maintaining daily contacts with parents, sharing day-to-day experiences of the child and listening to parents as they talk about what has been happening at home. The teacher knows that the child's experiences during the day will influence his behavior in the home just as upsets or family activities will influence his behavior in the group. The relationship of teacher and parent is a close one, based on the mutual interest in the daily activity and progress of the child.

The social worker's role in relation with the family is a broader one than that of the teacher, insofar as the social worker will be interested in the total planning of the family, and in helping them to achieve goals which will bring greater satisfactions to each of the family members. With the social worker, the mother is freer to discuss her frustrations, anger and negative feelings about the child and all other problems which may be causing stress and in so doing may gain better understanding and become more relaxed in relationship with the child. This is in contrast to the relationship with the teacher, where the parent in many instances feels obliged to live up to the expectations of the person who is perhaps more successful.
in the handling of their child. Both relationships are helpful to parents and both play an important role in building the bond between home and family which is essential to the child's welfare.

It has frequently been pointed out that working mothers have only limited time and are unresponsive to suggestions that they use counselling services. The writer, who was the social worker on a day care team for five years, did not find that this was the situation when intake was regarded as a process (see Chapter II) and the parents were involved in planning at the point of application. Applicants for day care service are frequently mothers who are overwhelmed by the responsibilities which they have to carry and will take the initiative to utilize a service which provides them support in carrying out these responsibilities. Before they can use this service, however, it is essential that they have an experience of a "helping" relationship.

This relationship is established at intake when the social worker attempts to gain an understanding of the family situation and interprets both verbally and through actions, how the social worker and the agency may support the family in resolving problems and achieving goals. To do this task effectively, the social worker must be available at times convenient to the working mother and must be an active member of the day care team. It is suggested that when mothers are unresponsive
to suggestions that they use counselling services, the problem
is related to agency policies which do not recognize the need
for skilled and qualified staff to work with children and
parents in the day care setting. As we have seen in our
erlier discussion of the development of progressive day care
programs, the leadership came from professional social worker
and nursery school teachers who were oriented to the special
needs of the day care setting. This leadership appears to be
lacking in the local scene at the present time. The impli­
cations of this will be considered in Chapter IV.

Standards of Day Care Service

In Chapter I it was found that day care services could
provide an enriching experience for the preschool child and
strengthen the family unit if planned on an understanding
of the needs of small children who require care out of the
home for long periods each day. As stated in Chapter I, this
program must make provision for shared care; individualized
service to child and family based on understanding of child
development and human behavior; nurture to assure the stimula­
tion and support essential for growth and socialization;
and an enriching experience in group living based on recogni­
tion of the needs of a small child. Unless these needs are
understood, recognized and met in the day care program, group
care may be harmful to the child's development. Within the
context of this concept of what the preschool child will need
in the day care program, services being provided in eleven centers in the city have been evaluated and assessed comparatively with what has been defined as acceptable practice by the Child Welfare League of America.

In summary, this study reveals that day care services being provided by the eleven licensed programs fall considerably below *Standards for Day Care Service* and do not reflect understanding of the physical, psychological and social needs of the preschool child in the day care setting. All programs show some variations, as would be expected, since there is no local group organized with a specific interest in the field of day care services. Basically, however, all programs are governed by the licensing regulations which stipulate minimum requirements for physical facilities, ratio of children and supervisors and qualifications of supervisors of nursery school programs. It is significant that the minimum requirements of the licensing body are correlated with acceptable standards and there is no evidence in the questionnaire findings to indicate a desire to improve present services.

In the questionnaire, seven of eleven programs answered the items with regard to present licensing requirements and standards of day care. Of the seven which responded, five reported that the licensing requirements were adequate. A private owner commented that they were "quite strict but were probably good for the child". Two directors thought the
licensing requirements were inadequate. Of these, one agency director suggested that more leadership and supervision is required from the licensing body. A private owner (agency no. 8) suggested that regulations were restrictive to creative programming and also permitted some programs to operate which did not give adequate care. Present standards of day care were rated as good by one director; satisfactory by two directors; and unsatisfactory by the two directors who suggested that licensing requirements were unsatisfactory.

Though these findings reflect the opinions of only seven directors, it seems apparent that there is some complacency about present day care practices. Even in the two instances where there was dissatisfaction, there did not appear to be any feeling of responsibility for developing or improving standards. It is recognized that the data, though severely limited in scope, does have significance, as it includes the opinions of the three community-sponsored groups which might be expected to provide leadership in the development of standards. Complacency will have implications on the development of standards.

Since the needs of children are not being met in the day care programs locally, such complacency seems unjustified. Some observations have been cited which indicate that some programs may be harmful to the child's welfare. Only an intensive study of the effects of placement on individual
children and families would reveal the degree and extent of harm being done to children placed in the day care programs. It is the assumption of this study, however, that the child's welfare will only be protected and his needs met in programs which are planned on fundamentally sound principles and practices. These principles and practices have been defined in Chapters I and II and will be the basis of our evaluation of day care services.

SUMMARY OF FINDINGS

1. There is no adequate safeguard to assure that the child receives the individualized attention and nurture which is essential for healthy development when separated from his family for long periods each day. Regulations, which are regarded as the standards for practice locally, require one supervisor for 15 children; they set no limitations on the size or composition of groups. One supervisor cannot provide individualized attention to 15 children, and it is questionable whether she will even be able to ensure the physical safety of the preschool child, to say nothing of his needs for physical and emotional care. In the confusion of large groups of differing ages, the child will lack the security of the small and friendly social world essential for his growth and development.

2. In seven of the eleven programs, day care services are an
extension of kindergarten and nursery school programs. In two instances at least, the programs also offer casual and boarding care. These programs have been planned for the primary purpose of preschool education. The question which must be answered is what planning has been done to meet the "care" needs of the children who are remaining in the "school" for long periods each day. Standards specify that day care is a specialized service requiring skill and planning to meet the unique needs of children requiring care, and though education has a contribution, the program is not educational. Examples have been cited of situations in this setting which are quite likely harmful to the children's welfare.

3. In all but one program, the responsibility for supervision, planning and care of the children rests with the Nursery School Director. Licensing regulations do not provide adequate safeguards to ensure that these directors, who are operating programs on their own, have adequate training or qualifications. Present qualifications of the directors are low, with only one director having training in line with the minimum requirements acceptable in a progressive day care program.

4. Of the eleven day care services, three programs are community-sponsored insofar as they receive funds from Community Chest, private funds and government grants. Though these programs make some provision for social services,\

6 This is a requirement defined by Community Chest policy for member agencies.
make adjustment in fee charges, and display concern for the welfare of children, questions have been raised with regard to

a. the adequacy of intake services to families.

b. the lack of active participation of the social worker in on-going services to families.

c. the apparent lack of awareness of the need for an integrated approach to the care of children in the day care setting.

d. fee charging policies which in all instances may act as a deterrent to use of services by the family who cannot afford to pay the full cost of care.

e. the philosophy underlying one agency's solution to financial problems which embraces the idea of accepting lower income families through increased enrolment of higher income families.

Judged on a basis of questionnaire findings, these programs do not seem to reflect an awareness of responsibility for leadership in developing standards for day care services in the community. The question has been raised whether this unawareness is due to a lack of qualified leadership; a lack of stimulation arising from the dynamics of a team approach; or whether the community-sponsored programs have been lulled to complacency through acceptance of the nursery school concept of day care and the feeling that the licencing regulations make adequate provision for the protection of children in the day care setting.

5. It would appear that the number of day care services provided by commercial centers will increase. Some owners report that they are turning to day care as an alternative to the
kindergarten programs which have recently been provided in public schools. These operators favor including day care children in nursery programs planned for educational purposes. Under the present legislation, these operators can offer services economically without making adequate provision for the child's welfare. Large enrolments, small and poorly qualified staff, and provision of many different types of service can be expected in programs being developed under the influence of the money motive. Vested interests combined with an apathetic and unknowledgeable public opinion could make the enforcement of higher standards difficult to implement.

Day care, it would appear, has been developed on the basic assumption that supervision of day care children by nursery school personnel will ensure adequate standards of care. This nursery school concept of day care services cannot be validated in current literature, basic philosophy of recommended standards of day care programming. On the other hand, it is being suggested by such writers as Allen and Campbell (see Chapter I) that the nursery school educational program should look to the progressive day care programs for insights which will improve the educational nursery school.

It would be hard to determine what effect this concept has had on the slow development of standards for day care locally. It is significant, however, that many directors of programs offering day care are confused regarding the difference
between day care and nursery school. This inability to differentiate the services implies a lack of awareness of the needs of children in the day care setting. It is also quite likely that Boards and directors of day care services have been lulled to complacency with the false reassurance that supervision of day care children by nursery school personnel will ensure adequate standards of care.

This study indicates that there is an urgent need to re-evaluate present philosophy and practices in the field of day care. At the present time, no agency is using the insights and knowledge available to improve their services to preschool children and, what is more, none apparently feels the need to do so. At the same time, there is indication of increased services by private owners with vested interests in providing care economically and without too much concern for the nurture of the children. The problem, then, is how the community is to develop acceptable standards for day care service to ensure that the total needs of the small child are understood and met in the day care setting. Generally, leadership comes from the voluntary agency dissatisfied with standards of care. The question is, where will the leadership and stimulation come from in the local situation?
CHAPTER IV

COMMUNITY PLANNING FOR DAY CARE SERVICES

Planning for day care services is dependent upon many factors. The degree of urgency and recognition of the need for social action will be influenced by the extent of need, the resources already available and the general conditions in the community, such as employment, industrialization and social attitudes to the working mother. The way a community responds to its social needs may also be influenced by "social consciousness" and the feelings of responsibility the citizens have towards social services. An active and aware social milieu will stimulate and support standards in all fields of social welfare. The crucial factor is that decisions about day care services must be made, and should recognize the rights of an important segment of the population whose needs are not being met at the present time.

It is important, therefore, that community planning for day care services be based on objectives which will ensure enriching experiences for children and will fortify the family who requires day care. It has been the theme of this study that these objectives be based on sound principles established through the experiences of a few progressive day care programs and recently incorporated in Standards for Day Care Service.
by the Child Welfare League of America.

Present philosophy emphasizes the uniqueness of day care as differentiated from other child care services and preschool education programs.

1. Day care emerges from this study as a specialized field of child welfare, which differs from other child care and preschool education programs in that it implies a unique relationship between parents, child, and caring agency based on the concept of shared care.

2. Sound planning for children in the day care setting must be based on fundamental principles of the nature of human growth and behavior which emphasizes individualization; the holistic approach to interaction and interdependence of social, emotional and physical factors; and the role of institutions in enhancing child development and strengthening family life.

3. In group care, the multi-disciplinary team approach provides the method which will assure that there is integration of the professional skills and insights of medicine, social work and preschool child development.

4. The day care program has a dual responsibility: firstly to provide services which are consistent with available knowledge and secondly to continue to improve practices in light of new psychological insights and knowledge gained through experience.
5. Day care is a community service which requires financial support, coordinated planning and leadership, and legislation to assure that a child's development is enhanced in the day care program.

Our findings would indicate that in Greater Vancouver, day care services have been developed by each agency autonomously, influenced by the idea that supervision of children by nursery school personnel will ensure adequate protection for the children. It has been found in a comparative study of existing services and recognized standards that:

1. Regulations are inadequate to protect children against emotional neglect or to stimulate growth and development.

2. Standards for qualification of personnel are extremely low.

3. Regulations are accepted as standards for practice, rather than as minimum requirements which must be altered in the light of insights gained through practice.

4. Intake, fee-charging policies, and on-going services to families are based on a limited understanding of the nature and purpose of day care services.

5. Parents and professional groups tend to see day care as custodial rather than as an enhancing and enriching experience for children and families.

6. Nursery school education assumes either total or major responsibility for direct services to day care families and children, with medicine, including child psychiatry, psychology
and social work, when used, functioning on the periphery of the program. In practice there would appear to be little application of the multi-disciplinary team approach as a method in planning services.

7. There is no apparent coordination or community planning for day care services nor the leadership which is essential if the community is to take social action to improve standards and extend the program to more of the population.

Recommendations

Licensing regulations

There is an urgent need to take action to ensure that regulations do, in fact, protect children from neglect in day care placement. This study has revealed the possibility that instances do arise in the community where the welfare of children is being jeopardized in day care placements in licensed institutions.

It is recognized that the task of the licensing body is to administer the regulations and theoretically they have no power to alter standards. As we have seen, however, the question is one of how the regulations are interpreted. Under present legislation, it would be possible to interpret the clause defining qualifications for supervisors as requiring professional training rather than the present interpretation of educational training and/or a three-week summer course in preschool methods. Another point which may be noted is
that day care is at present being administered under regulations for nursery schools, play schools, and kindergartens. As the day care service is not specified in the legislation, it would be quite simple to introduce the necessary regulations for day care service as a special program requiring different standards. This would remove one of the most difficult problems in the present situation by identifying the difference between day care service and educational programs.

The licensing body will be one of the most influential resources to the community in any attempt to improve standards. To a planning group, representatives of this body will have a major contribution to make in providing information about present facilities and services and in highlighting any possible problem areas. Participation on a committee for day care services would provide a possible resource for the Supervisor of Welfare Institutions who has indicated a desire for help and guidance in the administration of the regulations.

When it is recognized that the only control which the community has over the development of day care services is the authority of the licensing department, the need to provide stimulation and guidance to personnel administering the regulations is evident.
The dilemma for many communities is how to ensure that adequate services are provided and standards established in a social environment which does not appreciate or recognize the need. Where progressive programs have been developed, leadership has come from professionals in the field of day care who have been concerned about the welfare of children and have taken the initiative in demanding higher standards of care. In centers such as Cleveland, Toronto and, more recently, Winnipeg, individuals oriented to the concepts of the dynamic day care services have developed programs on a basis of their understanding of what the small child needs in the day care program. Through these programs, it has been possible to demonstrate what is meant by the creative use of day care programs to meet the needs of children and families who require the service. One of the significant points is that in each of these instances, standards have not been developed as a result of pressure from the community for better services. In fact, resistance to improvement in standards has been general in each of these communities. Their experience warns that it requires a long slow process of demonstration and education before the community has the capacity to make sound judgments with regard to the appropriateness of community services to meet day care needs.

Standards can not be developed in a vacuum. At least
one community-sponsored program will have to initiate a self-study of agency services with the objective of developing programs consistent with acceptable standards. To do this it will be necessary that the Board of Directors recognize the value of critical self-analysis as a means of developing a new understanding and approach to standards. At the same time, the cooperation of the Community Chest and Councils will be important to ensure adequate financial support and the community leadership essential to the development of standards.

The logical agency to assume this responsibility would be the Child Care Center, which at the present time offers an integrated service of group care and foster day care and is the only community-sponsored program which has the sole function of providing day care services. It would appear likely that this agency will require the help and guidance of a consultant who has been oriented to the philosophy of the dynamic day care program. Securing this leadership and assisting in planning would be a legitimate responsibility of the Community Chest and Councils.

**Professional leadership and education**

This item covers findings four, five and six and is closely related to the discussion of the need for active participation of a community-sponsored agency in the development of standards. Lack of professional leadership oriented
to the multi-disciplinary team approach to day care services, and the complacency of personnel at present providing services have been cited as contributing to the fact that day care resources are not being used creatively and imaginatively. Participation of agency board members, staff, consultants, and Community Chest and Councils in an agency self-study is suggested as a means of not only improving services but stimulating an active and critical approach to the need for improved services to children and families requiring day care.

Development of standards for day care services will be dependent upon education. This will include training of professional staff, interpretation to leaders in child welfare and community services and a broad program of public education. It would seem realistic to propose that the community should look to the professional training schools for leadership. The school of social work curriculum provides the conceptual framework for an institutional approach to services and the holistic approach to understanding human behavior. Application of these concepts to the day care program has, in fact, been the essence of this study. It may be hoped that in the future, plans could be made for placement of social work students in the day care agency. This placement would afford the student an excellent learning experience and would also provide stimulation to the agency in developing programs utilizing the professional insights and skills of social work. As the lack of
social work leadership has been found to be a serious gap in present day care services, this recommendation has particular significance to community planners.

**Financial aspects**

There have been indications throughout this study that services being offered by agencies have been influenced by the problems of balancing the budget. It is only realistic to recognize this factor and face the fact that the cost of service will increase substantially if the standards which have been discussed in this study are implemented. Requirements will reduce the number of children who may be accepted in any program and double the number of staff required. The staff will not only be increased but there will be the need to budget for professionally trained staff in each unit. It may also be anticipated that there will be a decrease in income as the agency will need to make provision for accepting families on a basis of what is the best plan for the family.

In most progressive community-sponsored programs, these fees are based on family income and are not related to the cost of care except in the few situations in which income is not a factor in providing care. In order to have some perspective in considering the implications of standards on cost of service, the experience of a day care unit in Winnipeg may be cited. Over a 10-year period, fee charges represented 25 per cent of the annual budget. The other 75 per cent was provided
by the Community Chest. Since the cost is at present estimated at approximately $4.50 per day per child, it can be clearly seen that provision of day care services will represent a substantial financial commitment by the community. This cost can only be justified on the basis of providing services to families who need it - low-income or otherwise - to enhance the child's development and to strengthen the family unit.

If a program does not meet this objective, one would question the validity of any community support for the service.

In view of the need for substantial financial support for day care programs, it is essential that any community planning committee should include representatives from financing bodies. Locally, representation from the Provincial Social Welfare Department, the City Social Service, and the City Council, as well as representatives from the Community Chest, should be encouraged. No financing body can be expected to support services unless it is well informed about the needs and the implications if services are not provided. Participation on a community planning council would afford an opportunity for the leaders of financial groups to gain added insights and increase the possibility of their cooperation in establishing more adequate day care services.

It has been the experience of the other communities cited throughout this study that government participation in financing day care service is only achieved through a long slow process
of interpretation and demonstration. It would appear likely, therefore, that the Community Chest may have to assume responsibility, traditionally theirs, for the support of a progressive day care program until the need for the service has been demonstrated and public responsibility accepted.

**Community planning**

It has become apparent that the two greatest needs are education and leadership. The responsibility for taking the initiative in planning in the field of day care would logically fall to the Community Chest and Councils. This agency has the task of evaluating community services, identifying gaps and promoting standards. In the local situation the need for all three services is more than amply highlighted in the present study.

It may therefore be recommended that the Councils should establish a committee on day care services and assume responsibility for ensuring representation of financing agencies, the licensing authority, personnel of day care programs, and board members. In planning a committee of this nature it is essential to recognize the educational function and the necessity of providing leadership capable of stimulating interest in the concept of the dynamic day care service. As has been pointed out, this leadership must come from professionally qualified staff who are oriented to the multi-disciplinary team approach to day care services. Social workers and
nursery school teachers would have a contribution to make to this committee. Unless they also have the added insights and perceptions of the total needs of child and family in the day care setting, they will not be able to provide the leadership which is crucial to constructive planning in this special field of child welfare.

An urgent need for evaluation of existing day care services is apparent from this study and suggestions have been made with regard to the basic philosophy and standards which should direct future planning in this field of social service. A committee on day care services, sponsored by the Community Chest and Councils, has been recommended as the central planning group which would provide leadership, direction and stimulation for the development of standards for day care practice, and initiate social action. Specific recommendations have included:

Immediate planning for the revision and reinterpretation of regulations governing licensing of day care services.

Formulation of "Good Standards for Day Care Services" which would recognize as acceptable practice by community-sponsored programs.

A self-study, conducted by Child Care Center, directed to critical analysis of services and philosophy, in light of trends and standards in Day Care.

Interpretation of day care needs to financing groups to assure the necessary financial support.

Leadership of professional schools, which would include student placement in a day care agency.
The future

This study has emphasized some of the unique features of the day care program. Many questions require further study. Of immediate concern, though only suggested in this study, is the question whether there are enough day care resources and whether these facilities are located in appropriate areas of the city. Another issue which should be given consideration is the kinds of plans mothers are actually making when they require care for their children out of the home and the effect this is having on the child and the family. On the basis of our understanding of the fundamental principles of child development and the nature of human needs, it is reasonable to assume that children's welfare is being jeopardized. An intensive study of individual children and their families, focusing on the nature of the child's development and changes in the family since placement, which would include psychological testing, would be required to assess the implications of day care on child development and family welfare.

As is true in any field, there is still much to be learned about the care of children out of their homes and research is being initiated to ascertain what positive and negative influences arise from the necessity for "shared care". The University of British Columbia could provide much needed leadership in this field. A group project under the joint auspices of the faculties of education, social work, public health and
psychiatry, might be considered as an appropriate means of integrating knowledge from the various disciplines and applying it to the special field of day care. A project of this nature, which might be considered in relation to the Child Study Center, would provide an excellent teaching resource for students from all faculties, as well as stimulate professional interest and participation in day care services.

In this setting, it would be possible to carry out research programs which would advance knowledge, not only in the special field of day care, but also in the broader areas of child development and interpersonal relationships.

It is significant to note, in conclusion, that many of the principles which have been developed in the day care programs are relevant to other programs which provide services to the small child. One naturally thinks of the children with special needs arising from physical handicaps, mental retardation, and emotional disturbance. Play therapy groups, treatment centres, and training programs for the retarded child, frequently emphasize one particular aspect in treatment of the child. This may be education, therapy or medical treatment. In these settings there may be a tendency to lose sight of the total needs of the child and the importance of the parental relationship in meeting these needs. The day care philosophy points the way to meeting the needs of children through the multi-disciplinary team approach and has contributed
to our understanding of the interdependency of child, parent and caring staff. These principles and practices, it is suggested, are relevant and applicable to services for exceptional children, where, indeed, parents need the support of "shared care".

A study of standards for day care services has highlighted the interdependency of the professional disciplines and indicated that knowledge gained in one special field may be applied to other services. It would appear that the key to progressive planning is to be found in creative and imaginative leadership.
APPENDIX A

- QUESTIONNAIRE USED FOR THE STUDY
DAY CARE SERVICES FOR CHILDREN
(GREATER VANCOUVER - 1963)

1. DESCRIPTION

1. Is Day Care programme a social agency........... business............ other............

2. When was day care service first offered............. 19...

3. Do you offer other services?
   (a) After-school care........................
   (b) Infant care...........................
   (c) Foster Day Care.......................
   (d) Nursery school programme............
   (e) Kindergarten programme..............
   (f) Neighbourhood House..................
   (g) Other................................

4. Is Day Care programme
   (a) A separate unit........................
   (b) Included with a
       1. Kindergarten programme............
       2. Nursery School programme........
       3. Other................................

5. Is Day Care programme located
   (a) In residential area..................
   (b) In industrial area..................
   (c) Other.............................

II. SERVICES

1. Enrollment
   (a) allowed by license...................
   (b) as at Feb. 1st, 1963................

2. Ages
   (a) Number children under 3............
   (b) Number children 3 - 4..............
   (c) Number children 4 - 6..............

3. Number of groups........................

4. Hours of day care service.................

5. How many children(approx.) reside
   (a) within the neighbourhood.........
   (b) 15 minutes from centre...........
   (c) over ½ hour from centre.........

6. What proportion of children(approx.) are
   (a) within walking distance..........  
   (b) use public transport.............
   (c) use family car...................
   (d) use agency transport...........

III. SPECIAL SERVICES

1. Health
   (a) Are pre-admission medical
       examinations required............
   (b) Do you use
       1. Doctor as consultant...........
       2. Public Health Nurse...........
       3. Family Doctors................
       4. Outpatient clinics............
       5. Other...........................

2. Social Work Services
   (a) Is caseworker available
       1. full-time......................
       2. part-time.....................
       3. as consultant................

3. Service to Parents
   1. Casework services....................
   2. Interviews with nursery school
      teachers...........................
   3. Parent education groups............
IV. APPLICATIONS, ELIGIBILITY, DEMAND FOR SERVICES

1. What factors are considered in determining eligibility?
   (a) Age limits (specify).
   (b) Child's development

<table>
<thead>
<tr>
<th>AREA</th>
<th>NORMAL</th>
<th>DOUBTFUL</th>
<th>DEVIANT</th>
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<tbody>
<tr>
<td>Mental</td>
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<td>Physical</td>
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<tr>
<td>Emotional</td>
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(Indicate by X's)

(c) Family situation (indicate priorities by X's):
   Working mother.
   One parent home.
   Housing conditions.
   Emotionally deprived home.
   Relief for mother.
   Other (please specify).

(d) Socialization needs of child.
(e) Therapeutic care.

2. Indicate which of the undernoted groups are Not eligible for service.
   (a) Child: Mentally retarded.
   (b) Family: too high income.
   Disturbed behaviour.
   Physical disability.
   Other.

3. Do you have to refuse applications because:
   (a) you consistently have maximum enrollment.
   (b) request for care of child under age limit over age limit.
   (c) residence requirements.
   (d) problem to plan transportation.
   (e) overloading of group with difficult children.
   (f) not beneficial to the total planning of the family.

4. How do applicants learn about the service?
   (a) advertising.
   (b) from other parents.
   (c) referred by social Agencies.
   (d) other.

5. Is there any provision for service to families not accepted?
   (a) caseworker.
   (b) referral to social Agency.
   (c) to other service.
   (d) none.

6. Approximately what proportion of your total applications are admitted to your programme? (e.g. for year 1962).

7. In your estimation, what are the major needs, gaps or problems in community facilities for day-care of pre-school children.
V. STAFF

1. Please indicate training of nursery school staff (if more than one person, please indicate separately).

<table>
<thead>
<tr>
<th>Staff position</th>
<th>A.</th>
<th>B.</th>
<th>C.</th>
<th>D.</th>
<th>E.</th>
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<tr>
<td>Director</td>
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<tr>
<td>Nursery School Director</td>
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<td>Supervisors</td>
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<tr>
<td>Assistants</td>
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</tbody>
</table>

A. - Post-graduate study in child development
B. - Undergraduate training in child development
C. - Normal school training
D. - Grade 12 with special courses in nursery education
E. - In-service training

2. Do other staff have responsibility for the supervision of children? Please specify.

3. Does your agency employ:
   (a) clerical staff
   (b) staff for maintenance
   (c) staff for food preparation

4. Staff training (for nursery school staff)
   (a) Inservice training programme
   (b) Staff attending nursery school education programmes

5. Regular staff meetings held:
   (a) to discuss new admissions
   (b) to discuss ongoing planning for child
   (c) to discuss ongoing planning with family
   (d) general programme planning
   (e) special problems
   (f) new ideas

6. Do you have staff meetings? How often?

7. Do you have case conferences? How often?

8. Does your agency have any problems with regard to
   (a) securing staff with adequate training and qualifications
   (b) limited by budget in paying competitive salaries
   (c) lack of training facilities for staff
   (d) hours of employment
   (e) Are there any positions which you find difficult to fill

Executive Director
Nursery School Director
Caseworker
Other
9. Please indicate (by X's) who performs the following duties:

<table>
<thead>
<tr>
<th>DUTIES</th>
<th>EXECUTIVE DIRECTOR</th>
<th>NURSERY SCHOOL DIRECTOR</th>
<th>CASEWORKER</th>
</tr>
</thead>
<tbody>
<tr>
<td>Administration Board and all general aspects of programme-staffing, procedures</td>
<td>..................</td>
<td>..................</td>
<td>.............</td>
</tr>
<tr>
<td>Supervision of nursery school staff</td>
<td>..................</td>
<td>..................</td>
<td>.............</td>
</tr>
<tr>
<td>In-service training of nursery school staff</td>
<td>..................</td>
<td>..................</td>
<td>.............</td>
</tr>
<tr>
<td>Processing of applications</td>
<td>..................</td>
<td>..................</td>
<td>.............</td>
</tr>
<tr>
<td>Decision re admissions</td>
<td>..................</td>
<td>..................</td>
<td>.............</td>
</tr>
<tr>
<td>Decision re discharges</td>
<td>..................</td>
<td>..................</td>
<td>.............</td>
</tr>
<tr>
<td>Chairs Staff Conferences and meetings</td>
<td>..................</td>
<td>..................</td>
<td>.............</td>
</tr>
<tr>
<td>Counselling with parents</td>
<td>..................</td>
<td>..................</td>
<td>.............</td>
</tr>
<tr>
<td>Parent education programmes</td>
<td>..................</td>
<td>..................</td>
<td>.............</td>
</tr>
<tr>
<td>Referrals (to and from agencies)</td>
<td>..................</td>
<td>..................</td>
<td>.............</td>
</tr>
<tr>
<td>Follow up after discharge</td>
<td>..................</td>
<td>..................</td>
<td>.............</td>
</tr>
<tr>
<td>Establishes fees</td>
<td>..................</td>
<td>..................</td>
<td>.............</td>
</tr>
<tr>
<td>Liaison with Community Chest</td>
<td>..................</td>
<td>..................</td>
<td>.............</td>
</tr>
<tr>
<td>Liaison with Social Assistance</td>
<td>..................</td>
<td>..................</td>
<td>.............</td>
</tr>
<tr>
<td>Liaison with social agencies</td>
<td>..................</td>
<td>..................</td>
<td>.............</td>
</tr>
<tr>
<td>Liaison between Day Care and family</td>
<td>..................</td>
<td>..................</td>
<td>.............</td>
</tr>
</tbody>
</table>
VI. FINANCE

1. How is your organization financed (% of annual budget)
   Fee charges..........................
   Community Chest....................
   Private funds....................... 
   Government grants...................

2. What is the present rate of fee charging (specify)
   (a) weekly rates..........................
   (b) sliding scale..............
   (c) sliding scale, comments..........

3. Are fee charges based on
   (a) Cost of care plus profit ............
   (b) Cost of service......................
   (c) Sliding-scale based on financial situation of the family..........
   (d) Other.............................

4. Have you had any problems related to fee charges?
   (a) Applicant's inability to pay the cost of the service..........
   (b) Applicant's unwillingness to pay the cost of the service....
   (c) Collection of fees...................
   (d) Other...........................

5. Are there any changes that you would like to see in present fee charging policy..........................

VII. GENERAL

1. Does your agency find the present legislation and licensing requirements
   Too restrictive?...In what way...
   Too lenient?... In what way......
   Adequate..........................
   Other comments..................

2. Where do you find the most help in developing your programme
   The licensing authority.............
   The Nursery School Education Department..........................
   From within your own agency........
   From national or international Day Care Associations..........
   From the Community Chest......
   Other.............................

3. Would you rate present standards of Day Care and pre-school children in Vancouver as
   good..........................
   satisfactory..................
   unsatisfactory..............

4. Are there any problems of particular concern
   Gaps in service (What kind)......
   Lack of leadership...................
   Financial difficulties.............
   Other............................
APPENDIX B

WELFARE INSTITUTIONS LICENSING ACT, DIVISIONS (9) AND (10)

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".
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 program 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 certificated 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 program 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.
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 E

DESCRIPTION OF AGENCIES PARTICIPATING IN STUDY

(For Full Description See Text.)

Community-Sponsored Programs

A. Day care services as part of nursery school program. Licensed for 25 day care children. In city of Vancouver.

B. Day care services only. Licensed for 45 children. In North Vancouver.

C. Group and foster day care services. Licensed for 60 children. In city of Vancouver.

Private Program

1. A day care agency operated by a religious order. Includes nursery school and kindergarten. Licensed for 40 children. In city of Vancouver.

Commercial Programs


6. A kindergarten program. Service includes day care and kindergarten. No information with regard to day care enrolment. In West Vancouver.

7. A service for day care only in a private home. Licensed for 8 children. In city of Vancouver.

8. A service for day care only. Licensed for 40 children. In city of Vancouver.
APPENDIX F

BIBLIOGRAPHY


Bernhardt, Karl S. "Some principles of pre-school education and emotional needs of the pre-school child." Lectures delivered during an Institute on Pre-School Education at the University of Manitoba, March 1962.


*Standards for Day Nurseries.* Compiled by a committee representing the Department of Health and Public Welfare of Manitoba and the Department of Health of the City of Winnipeg.


