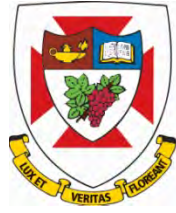


Study on Day Care: Report and Recommendations

**by the Community Day Care Study Commission
1978**

The Institute of Urban Studies





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WINNIPEG

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STUDY ON DAY CARE: REPORT AND RECOMMENDATIONS

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The Institute of Urban Studies is an independent research arm of the University of Winnipeg. Since 1969, the IUS has been both an academic and an applied research centre, committed to examining urban development issues in a broad, non-partisan manner. The Institute examines inner city, environmental, Aboriginal and community development issues. In addition to its ongoing involvement in research, IUS brings in visiting scholars, hosts workshops, seminars and conferences, and acts in partnership with other organizations in the community to effect positive change.

COMMUNITY DAY CARE
STUDY COMMISSION

STUDY ON DAY CARE:
REPORT
and
RECOMMENDATIONS

November 1978

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PART I

LETTER OF TRANSMITTAL

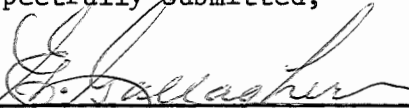
November 1, 1978


To: The Executive and Members,
Community Day Care Study Committee.

The Community Day Care Study Commission was formally appointed on August 11, 1977, subsequent to resolution by your Committee and under the joint sponsorship of The United Way of Winnipeg, The Winnipeg Foundation and the Mrs. James A. Richardson Foundation.

The members of your Commission have now completed their study and are pleased to submit their report. It is our sincere hope that we have successfully complied with the terms of reference established for our study and that you will consider the resulting findings and recommendations useful.

Respectfully submitted,


ELLEN N. GALLAGHER, Chairman


ALEDA TURNBULL, Member


HARRY MUNRO, Member

TERMS OF REFERENCE

1. To receive briefs and hold public hearings on day care issues.
2. (a) To outline the aims and objectives of day care programs in general and specifically.
(b) To describe existing day care programs in Winnipeg.
3. (a) To review available literature on day care standards to identify programs which have adhered to stated standards and which are considered demonstrably effective.
(b) To survey the standards of current Winnipeg programs.
(c) To recommend a set of standards which are reasonable and feasible.
(d) To propose methods for the regulation of standards.
(e) To review and to comment on licensing of day care facilities.
4. After reviewing day care funding, recommend the resources necessary to achieve agreed upon standards and recommend how these resources should be secured.
5. To recommend on the nature and extent of any additional support services which are required to maintain adequate day care programs, both within a day care setting and within the community.
6. To recommend, with respect to planning in the field of day care, including:
 - (i) Location of services
 - (ii) Availability of services
 - (iii) Variety of services
 - (iv) Role of parents
 - (v) Priorities among potential users.
7. General recommendations:
 - (a) Most desirable pattern of services and funding
 - (b) Possible alternative courses of action
 - (c) Other issues.

These Terms of Reference were established by the Community Day Care Study Committee of the United Way of Winnipeg and govern the study and report of the Community Day Care Study Commission.

ACKNOWLEDGMENTS

It was with much pleasure and gratitude that we accepted the commission from the United Way of Winnipeg to conduct the study which resulted in this report. We were pleased, naturally, by the fact that the people who selected us for this task placed faith in our ability to fulfil it, for we recognized the undertaking as serious and important.

Very particularly, we are grateful to the United Way for conceiving this project and for giving us the opportunity to learn about aspects of our society, learn facts about our city and about large numbers of its people, of which we might otherwise have remained wholly ignorant. Unanimously, we feel that we have been enriched by the experience and the insights this appointment has brought to us. To cite only two examples, the often sheer delight of our encounters with the children we met in the various day care facilities which we visited, and the sometimes truly tremendous intensity of feeling that surrounded us at some of our public hearings, are not likely to fade soon from our individual memories.

We would like to thank the United Way most sincerely for the manner in which this enquiry was set up. As explained in the introductory chapter, a widely representative "Community Committee" was set up to establish our terms of reference and to direct our efforts. This gave us complete assurance of our independence. What is more, United Way executive and board members reinforced this assurance by making it absolutely clear to us -- and to the public at the press conference announcing our appointment -- that our responsibility was to the *community*, to the people of Winnipeg, not to the United Way. In spite of this, every co-operation and assistance -- from United Way board members, staff, members and executives

of the Community Committee, individually and collectively -- was extended to us.

We were provided with highly skilled, professional research back-up. In that connection, we owe large debts of gratitude to the three sponsoring agencies who funded the research -- the United Way, the Winnipeg Foundation and the Mrs. James A. Richardson Foundation -- and to the Institute of Urban Studies of the University of Winnipeg which accepted the research assignment.

Very specific thanks must go to Joyce Epstein, of the Institute, who was our Director of Research, and to her colleague, Sheila Vanderhoef. Without Jean Altemeyer, who made all the arrangements for our visits to 14 day care facilities and for our 12 public hearings -- and made them faultlessly -- these could simply not have been the success we deemed them to be. Ms. Altemeyer also assumed responsibility for the massive mailing campaign which the Commission decided to undertake, including the compilation of the mailing lists. We thank her.

We owe thanks to Rosemary Proctor for editorial assistance and to the skilled and hard-working stenographers who suffered our innumerable drafts, redrafts, revisions and rewrites.

Most of all our enormous gratitude goes to all the many directors and teachers of day care centres who offered personal assistance, made themselves freely available to us, and devoted inestimable time and energy to the preparation of truly excellent briefs and oral presentations. Similarly, we thank most sincerely the large number of individuals and community organizations who took the time and trouble to prepare most valuable presentations. To the many parents of children in day care, who spoke or wrote to us so candidly and earnestly, we would like to say that you, most

especially, invested us with the feeling that our project was well worthwhile.

Our sincere thanks to the many members of Winnipeg's press corps -- print, radio and television -- who, particularly in the early phases of our enquiry, went out of their way to publicize the study and to create awareness of our objectives in the Winnipeg community.

We greatly hope that this report will reflect, at least in some measure, the efforts of the many people who tried to help us in our appointed task.

INTRODUCTION

Background

Early in February of 1977, the Board of Trustees of the United Way of Winnipeg decided that the state of child day care -- throughout the entire Winnipeg community -- was in critical need of review. Accordingly, on February 16, 1977, the Board passed a resolution that:

...the United Way take steps to have commissioned a community study of day care services for children which will report on:

1. desirable minimum standards for day care services for children.
2. the extent to which present day care agencies in Winnipeg are able to provide desired day care services under the present levels of support.
3. means by which present day care services and funding can be improved.

The first of the steps which the Board took was to contact a wide variety of community organizations, conveying to them the United Way's concern about day care, its intention to launch a study, and inviting them to participate. The object was to form a "Community Committee" of some 40 to 50 people to oversee the projected study -- a committee that would represent the widest possible spectrum of organizations and individuals concerned with or interested in day care services in Winnipeg.

This Committee, chaired by Mr. Robert Talbot, was assembled

and at work by early June, 1977. Its considerable task was to determine the nature and form of the study, to appoint a volunteer commission of enquiry, to define its terms of reference, and to appoint a research directorate to assist the commission. The Committee's ultimate instruction was to evaluate the commission's report before submitting it, together with its own analysis and recommendations, to the study's sponsors.

The product of the Committee's deliberations was the appointment of this Commission and the appointment of Mrs. Joyce Epstein, of the Institute of Urban Studies of the University of Winnipeg, as Study Director. These appointments were announced on August 11, 1977.

It was also announced at that time that the Winnipeg Foundation and the Mrs. James A. Richardson Foundation would be joining the United Way as co-funders of the cost of the research commissioned.

The Community Committee decided that this Commission should be formally styled as the Community Day Care Study Commission. The members of the Commission accepted the terms of reference established for them and commenced work at once.

The Procedure and Process of Study

The terms of reference which the members of the Commission undertook to carry out are awesomely wide. In truth, when we became fully conscious of the magnitude of the task we had so cheerfully undertaken, our confidence in our ability to achieve the task (particularly within a relatively short time frame) was substantially less than total; our only consolation lay in the excellence of the research support which had been provided to us. However, undertaken the job

we had, so we gathered our courage and proceeded to plot what we hoped would be the best course of action.

It seemed to us self-evident that, if the members of the Commission were to be able to come to intelligent conclusions and to make meaningful recommendations, we must, first of all, become as knowledgeable as possible about all aspects of day care services in Winnipeg. It seemed equally obvious that, in order to do so, we must gain the benefit of the experience and the advice of as many people as possible who are actively involved in the field -- advice from professionals, from parents and, indeed, from children in day care.

It followed that the first step was to make the community aware of the Commission's existence and of its objectives. This we set out to do with what, we hoped, would amount to a "saturation" campaign of informing both the day care community and the community at large of the study in progress.

The United Way helpfully launched our study with a press conference to which all members of the media in Winnipeg had been invited. Next we started writing letters. In total, during the course of our investigation, the Institute of Urban Studies, on the Commission's behalf, sent out some 1,500 letters (exclusive of letters sent in connection with surveys, thank you letters, and so on). There were letters distributing the Commission's terms of reference. There were letters soliciting advice, asking for briefs, seeking help in disseminating information and seeking help in distributing (and/or putting up) posters. If no response was received from an organization or a day care centre which, in the Institute's view, could make a valuable contribution, follow-up letters were sent.

We wrote to community centres, community committees, community schools, agencies with present or potential interest in the field,

day care centres, lunch-and-after-4 programs and to family day care homes. We wrote to unions, to members of the Legislature, to city councillors and to the Mayor of Winnipeg. We wrote, in short, to anyone and everyone who we, or the Institute, thought, had, or should have, an interest in the subject of child day care.

Meanwhile, we waged a publicity campaign. We issued numerous press releases. The three commissioners and the Study Director, among them, gave literally dozens of interviews. (As already acknowledged in the preceeding chapter, the press -- print, radio and television -- was consistently generous.) We placed advertising in both of Winnipeg's daily newspapers.

The object of all this activity was, of course, to encourage as many people as possible to come forward to share their experience and their views with us.

We stressed, at all times, the informality of our study approach and our accessibility. Specifically in order to encourage parents of children in day care to feel no hesitation or timidity about making their views known, we made it clear that, although written briefs would be appreciated, they were by no means a requirement. More than that, we urged people, who might be reluctant to speak before an audience at a public hearing, simply to write an informal note or to telephone. To that end, the address of the Institute, Joyce Epstein's office telephone number, Jean Altemeyer's home telephone number, as well as the address and telephone number of the Commission's chairman, were repeatedly publicized.

Preparing for the Public Hearings

In addition to doing research, Joyce Epstein and her staff

took on another substantial task: that of educating the Commission¹ prior to the commencement of public hearings. Our education progressed in two stages.

First, Mrs. Epstein prepared, and presented to the Commission, a "briefing paper" designed to equip us with basic information about day care -- its status, both nationally and locally, the different types of day care facilities and some of the key issues, such as standards, needs, costs and so on. The document was most valuable.

Stage two of our enlightenment (which actually went on at the same time) afforded us much pleasure. It was also the experience which brought to life and infused real meaning and genuine comprehension into our consideration of the briefs and presentations made to us.

The Commission members had agreed that it would be of great value to them to be able to visit a number of different types of day care facilities and to see for ourselves how they operated. We wanted to watch the children engaged in their usual activities, to talk to them, to talk to the teachers and directors, to observe and compare programs, attitudes, physical settings, equipment and so on. Generally, we wanted to learn, at first hand, the strengths, weaknesses and problems of the various centres.

Thanks to the expert arranging of Jean Altemeyer, we were able to visit a total of 15 day care facilities, including one lunch-and-after-4 program.² On all of these visits, we were accompanied by Mrs. Epstein or Mrs. Altemeyer or both.

¹ Mrs. Turnbull must be excepted from that remark. She has had considerable experience in the field of day care.

² See Appendix I for list of facilities visited.

We asked innumerable questions and took copious notes. Yet, ultimately, these were of secondary importance. The most lasting impact that any given centre or facility made on us was not a matter of floor space, child/teacher ratios, academic qualifications of the teachers, presence or absence of climbing apparatus or any other of the tangible or verifiable things we were ostensibly looking for: what stayed with us was an impression, a feeling, an indefinable sense of atmosphere, a visceral response to stimuli that, frequently, we found difficult to identify.

And, sometimes, our respective responses to the same facility differed somewhat, presumably because of the personal attitudes which each of us brought with us through the door. Yet, significantly, the sharpest divergences in our individual assessments occurred when different members of the Commission visited the same centre on different days *when different staff was on duty*.

Much more will be said about staff, standards and the like in later sections of this report. The subject is introduced here simply to make the point that our tour of day care centres had a much larger impact on members of the Commission than merely acquainting us better with some of the facilities operating in Winnipeg.

These first-hand encounters put us sharply on notice -- before the public hearings and before the major influx of briefs -- that the differences between good day care, bad day care, or merely indifferent day care, are not readily defined. They forewarned us against being beguiled by easy solutions or pat formulae. They forced us into stark confrontation with the uncomfortable fact that something so ethereal, so illusive -- if not, indeed, mysterious -- as the "right" environment in which even one child may grow happily to its fullest potential is not easily described, much less codified in law. They made us acutely aware that any attempt to devise a framework within which a genuinely nurturing and stimulating climate can be

created for the thousands of Winnipeg children in need of day care would be difficult indeed.

The Briefs and
the Public Hearings

When members of the Commission first discussed with the United Way's Community Committee the holding of public hearings -- required under the Commission's terms of reference -- it was generally agreed that six hearings, held in different parts of the metropolitan area, should be sufficient.

In fact we held 12 hearings.³ They were, for the most part, well attended (we estimated total attendance to be somewhat over 300 people) and, frequently, one delegate appeared on behalf of a group of individuals or organizations. All proceedings were tape recorded.

We received some 51 written briefs,⁴ although that figure is misleading since many of the submissions were composites or collections of individual briefs. For example, a submission received from Day Nursery Centre contained a statement signed by 85 parents plus two separate individual statements. Similarly, a submission from Parents of Freight House Day Nursery, Inc. included a statement signed by 17 people plus an additional seven individual briefs. And there are many other examples. Some oral submissions we considered so valuable that we transcribed them from tape and (with the speakers' permission) treated them as written submissions.

We decided at the outset of the hearings to keep all proceedings as informal as possible; indeed, the format we established was

³ For locations and dates of hearings, see Appendix II.

⁴ For list of written submissions, see Appendix III.

much more in the nature of an old-fashioned "town hall" meeting than a public hearing. Members of the audience were invited to ask questions of the people making presentations, of the commissioners and, generally, to participate as fully and freely as they wished. The result was that animated discussions frequently developed among members of the audience -- discussions which often gave us valuable insights into areas not touched in the formal presentations.

As we had anticipated, there was a good deal of "special pleading." That there would be was both logical and inevitable. Obviously, a professional social worker, for example, will have a markedly different focus from that of a deserted immigrant mother trying to raise three children on a minimum wage income; a teacher in a day care centre located in an upper middle class area will have different concerns from those of a teacher in a centre serving harshly deprived children from the core area; a mother who is involved with lunch-and-after-4 programs will have a far different set of priorities from those of a mother who operates a family day care home. And each, quite understandably, considers his or her concerns to be of paramount importance, to be the worthiest and most deserving of immediate attention.

Nonetheless, given the wealth of written material we received, the large number of oral presentations made and the vigorous discussions which developed at many of the hearings, the Commission approaches the task of reporting on its studies fully confident that it possesses both overview and reasonable perspective.

One reason for confidence is that we were able to pursue privately particular points of interest with the appropriate, knowledgeable, people. (Again, we did interviews singly, as a commission, by ourselves or with Mrs. Epstein and/or Mrs. Altemeyer of the Institute of Urban Studies, our research back-up.)

Sometimes these interviews involved such matters as, for example, exploring governmental jurisdictional differences and of obtaining information about these problems that no day care centre director was prepared to discuss publicly. On other occasions, it was simply a matter of getting more detail on a subject introduced at a public hearing but which could not, because of time restrictions, be sufficiently pursued at the hearing.

We also inflicted ourselves, with stubborn determination, on the "experts" in day care. We had, for example, the singularly good fortune of being able to talk at length to Grace Gunnell, who is the director of child care services in Edinburgh, Scotland, and a special advisor on day care services throughout all of Scotland. We were also privileged to meet, and discuss day care issues with, Howard Clifford, a former Director of Day Care Services for the City of Edmonton, a prolific writer on day care matters and, at present, consultant on day care to the federal government and, on behalf of the federal Department of Health and Welfare, a consultant on day care to the provinces.

In pursuit of better understanding of the special circumstances which prevail in the core area, we bothered Anne Ross, the executive director of the Mount Carmel Clinic, without mercy. Naturally, we sought help from Gretta Brown, who, after more than 20 years of service in the child care field, is nothing less than *la grande dame* of child care services in this community.

As already mentioned, many day care directors made themselves freely available to us and made us feel quite welcome simply to telephone when we needed additional information or clarification on some point. That generosity and willingness to be of assistance to us was invaluable.

It was also most useful to us to be invited to meet with a

group of mothers who operate family day care homes and to sit in on one of their regular monthly meetings. Obviously, their needs and concerns differ considerably from those of the group centres and, hence, the opportunity to make comparisons was very much appreciated.

The Research and the Surveys

A brief comment must be made about the research made available to the Commission. The Institute of Urban Studies -- in addition to making a massive canvass of the published literature on day care -- conducted several extensive surveys on our behalf.

First, it conducted interviews with the directors of 27 (eight full-time and 19 part-time) private day care centres.⁵ Next, during November and December of 1977, it executed a large scale "needs study", the object of which was to discover how much demand there is within the Winnipeg community for day care services and what sort of services are preferred.

The technique employed in the "needs study" is interesting. Using a table of random numbers, 3,600 telephone numbers were drawn from the Winnipeg telephone directory. Each number was telephoned in order to determine (a) if any children age 12 or under lived in the household and (b) if the respondent was willing to be interviewed in detail at a later date. This procedure yielded a sample of 526 "eligible" households willing to be interviewed. All 526 were then sent letters confirming the arrangement and informing them that they would be contacted by an interviewer within a few weeks' time.

The needs survey yielded 415 completed interviews. The

⁵ The results of this survey and a survey of public facilities are blended in Appendix IV.

results are set out in Appendix V.

During the summer of 1977, the provincial Planning Secretariat of Cabinet conducted personal interviews with the directors of 41 full-time public day care centres. (There are 52 licensed full-time public centres in Winnipeg but, for various reasons, interviews could not be completed at 11 of these centres.) The raw data from these interviews was made available to the Institute of Urban Studies.

After its appointment as research directorate for the Commission, the Institute -- using the same interview instrument devised by the Planning Secretariat -- augmented the Secretariat's research, extending it to part-time public centres and, as already mentioned, to private centres. The information gleaned from these studies is blended in Appendix IV.

In January 1978, the Institute of Urban Studies also conducted a "special needs" survey. The purpose of this canvass was to discover how many directors of day care centres would be willing to accept some "special needs" or "at risk" children (possibly including some from other parts of the community, such as the core area) and incorporate them, to the extent possible, into their regular program. Thirty directors responded to the questionnaire.

The Manitoba Child Care Association recently surveyed principals of elementary schools about their views on lunch-and-after-4 programs and apprised us of the results. In November 1977, the Manitoba Child Care Association conducted a further survey of child care providers in Winnipeg in an attempt to get an overview of the various areas of concern, preparatory to compiling a brief to be presented to this Commission and to the provincial Minister of Health and Social Development. The quality of the Association's brief reflects the thoroughness of its prior research.

The Commission's report is the result of the sum of all the research done, the interviews conducted, the written submissions made to us, the presentations and discussions at the public hearings, our own visits to various facilities and, in general, the wealth of information which has been deeded to us from so many sources.

Finally, a few words must be said about the economic climate into which this report will be released. This province and, indeed, the entire nation, is now in a period of restraint unprecedented within the lifetimes of most parents with children in day care or with children who might benefit from a day care program, now or in future.

Members of the United Way's Community Committee on Day Care -- to whom this Commission must report -- have, again and again, sought reassurances from us that, in light of wholesale governmental cutbacks in programs and spending, we were not becoming discouraged. They sought from us reassurances that -- faced with the hard realization that any recommendations we might make which would involve, say, additional staff, more facilities or, generally, the expenditure of more public money, would have little hope of being implemented in the near future -- we would not consider our task futile and abandon it in despair.

We have consistently taken the position that, economic restraints or not, we had been given a job to do. That job, in broad terms, was to discover and spell out existing needs in child care in Winnipeg and to find ways and means of meeting those needs.

We have attempted to do that job to the best of our joint and several abilities. We have also, optimistically, adhered to the belief that (particularly given an easing of economic restraints) there will always be a sufficient number of enlightened people in government who consider the needs of children to be a matter of

first priority; that our children are, undeniably, the community's single most important resource for the future.

We have made our recommendations accordingly.

PART II

THE PROBLEM OF DEFINITIONS

The first and most immediately vexing problem which confronts anyone attempting to inquire into the subject of day care is that of definition. One discovers quickly that the same words may hold remarkably different meanings for different people. Wholly different words may be used to describe the same service or set of circumstances. Even professionals in various aspects of the field may use quite different terminology.

It follows that members of the "general public" -- the many people who have no direct involvement with child care services outside the home -- may be ill-informed, misinformed or simply confused as to what day care is all about.

It seemed to us to be imperative that, if any of the discussions in this report are to be meaningful and generally comprehensible, we must begin by attempting to define and spell out (at least in so far as that is possible) the meanings which we have ascribed to terms in common usage in the day care field. In some instances, unfortunately, this requires the arbitrary assignment of specific concepts and meanings to terms which, in ordinary practice, may be variously interpreted.

First, what IS day care? The World Health Organization has defined day care as:

an organized service for the care of children away from their own homes during some part of the day, when circumstances call for normal care in the home to be supplemented. The primary objective of day care services is to help parents in the daily care and upbringing of their children and thus

to support the continuing care of children,¹
in their own homes...(Emphasis added.)

The first sentence in that definition appears, from the published literature, to be almost universally accepted as being at least minimally descriptive. Health and Welfare Canada and the Manitoba Department of Health and Social Development seem to approve it, as do many reputable and influential organizations such as, for example, the Canadian Council on Social Development. It appeared, in its essence, repeatedly in the briefs presented to the Commission.

Almost invariably, however, that skeletal definition was, and is, used as a framework only, as a basis upon which to build a more detailed and developed description of what is meant by "day care", of what day care is or should be.

The problem with this first part of the WHO definition is that it is much too wide and too general. There are many types of day care services, and not just for children. The Canadian Council on Social Development, already referred to, has complained that "day care", by itself, is altogether unsatisfactory as a generic term for services to children; there are also day care services for the elderly, the chronically ill, the mentally ill, and others.² Moreover, even when the term is understood to refer only to children, it says nothing of the nature of such "organized service" or of such care.

As to the second sentence in the WHO definition, there is no such ready acceptance. Many people -- including many of those who made representations to the Commission -- argue with vigour

¹ World Health Organization. The Care of Children in Day Care Centres and Institutions, W.H.O. Technical Report, Series 256, 1962.

² H. Philip Hepworth. Day Care Services for Children. Personal Social Services in Canada: A Review(Vol. 2). Ottawa: Canadian Council on Social Development, 1975.

against the notion that "the primary objective of child care service is to help parents..." The primary objective of child care, they insist, must always be the best interests of the *child*, any benefit or convenience accruing to the parent being a fortuitous by-product.

There are, as well, many dedicated and committed supporters of day care who argue with compelling force that both of the above concepts, by themselves, are wrong. Their view is that the child is part of a total family unit; that the child must not be dealt with as an entity in isolation, without reference to his position in the context of the family as a whole. Day care for a child, they assert, must be of benefit to the entire family; if it is not, the potential benefit to be derived from even the richest, the potentially most stimulating, of day care programs may be of doubtful value.

A crisply concise definition of this last view of what child day care should be -- that is, a service of benefit to the entire family unit -- was given to us by the Public Affairs Committee of the Junior League of Winnipeg. It reads thus:

The overall purpose of Day Care is to provide families with a service that will promote the well-being and development of children by meeting their needs for physical, social, emotional and intellectual growth... (Emphasis added.)

That definition, while it incorporates some hopeful objectives which may not always be possible to achieve in practice, may be said to set out what is at least sometimes attainable: some day care centres in Winnipeg clearly are achieving these objectives. Given, *inter alia*, adequate funds and better trained staff, many more centres could meet these criteria.

However, having set out the barely acceptable minimum and that which is just barely possible to achieve, in the existing circumstances, it may be useful to place these in the context of the ideal, of the real goals for which, according to practitioners in the

field, day care services should be striving.

A fully developed definition of this ideal sort of day care services was supplied to us by Judy Wainwright, the director of Day Nursery Centre. She quoted (and embraced, for the purposes of one of Day Nursery Centre's briefs,) the definition developed by Dorothy B. Boguslowski:

A day care centre is a place where the preschool child has an opportunity to learn through play with the other children and with appropriate toys and materials; where his mental, emotional and physical growth is fostered; and where nutritious food, health supervision, medical care, rest, and activities are provided as needed. This is done by a staff specially trained in the care and education of the preschool child, and with educational toys and equipment specially designed to meet the growth needs of the child. It is a place where parents, for several hours each day, can leave their children and thus share their care and upbringing with the staff of the centre.³

This Commission endorses, in principle, both of the last two definitions cited. However, we were given, in our terms of reference, several very specific instructions which we feel -- particularly in face of the disclaimer with regard to current economic conditions which we felt obliged to make in the preceding chapter -- cannot easily be combined.

Our dilemma is simply this: we were instructed to make recommendations about licensing. We were also instructed to recommend on standards, both on those which might be considered minimally acceptable and on those deemed to be desirable if the objective is to provide

³ Dorothy B. Boguslowski, Guide for Establishing and Operating Day Care Centres for Young Children (New York: Child Welfare League of America, Inc., 1966; rev. 1970), p.ix.

day care of high quality. These, clearly, are at a considerable remove from each other.

We had, therefore, to make a policy decision. There *is* an inescapable relationship between licensing and standards. And yet, they are, essentially, quite different one from the other. Accordingly, we decided -- with the help and guidance of Howard Clifford, the federal government's consultant on day care -- that we must divorce our recommendations about licensing and standards from the subject of goals.

In the simplest terms, we have approached our obligation with regard to licensing and standards as the definition of the minimum that is consonant with other statutes and regulations which have to do with the well-being of children and the recommendation of terms which are, in fact, enforceable. Standards -- beyond the minimums spelled out in licensing requirements -- we viewed as goals, as aims and ideals, as a structure which would lead to a coherent development of day care services over the next two decades.

For these reasons, and given the Commission's terms of reference, the Project Research Director and the members of the Commission have, for the purposes of this report, adopted the following definition of day care:

Any organized service for the care of children 12 years of age or younger, either in or away from their homes, during some part of the day when circumstances call for normal care by the parent(s) to be supplemented.

That is, admittedly, a "bare bones" sort of definition. Nonetheless, it is useful in that it is the foundation on which most child day care programs now operating in Winnipeg are built. And, of course, in any consideration of what day care services should be -- of what one may hope they some day will be -- that definition lends itself well to fleshing out.

Under that general umbrella, however, there are a variety of different types of services and facilities to be considered.

First, there are distinctions to be made according to the auspices and financing under which particular facilities or services operate.

The most easily defined are the private day care facilities operated by private entrepreneurs for profit. There are, as well, other private day care facilities, both full-time and part-time, for whom profit is not a consideration. Many of these are associated with religious denominations; they may, in any given year, show a profit or a loss; and they tend to rely heavily on volunteer help and fund raising.

In another category are the co-operatives. These facilities -- be they full-time or part-time -- are organized, supported, and often largely staffed, by the parents of the children attending. These centres place strong emphasis on parent and community involvement.

Finally, there are the public facilities, supported by public monies and supervised by the Child Day Care Office of the Manitoba Department of Health and Social Development.

On the surface, these distinctions may seem fairly simple and clear cut. The truth is, however, that, in reality and practice, the lines of demarcation are anything but clear: they are very much blurred.

Some co-ops operate under the aegis of the provincial Child Day Care Office. Since 1977, commercial centres have been able to accept children entitled to government subsidy and to recover funds for the care of such children from the public purse (although the maximum recovery from the government is \$6 per child per day; commercial centres do not get the maintenance grant, which will be

discussed later). So-called public centres are only partly supported by government funds; some are associated with and receive financial support from religious institutions and many rely heavily on volunteer help, volunteer fund raising and other community supports.

As if that were not confusing enough, there is the further problem of what particular services and facilities choose to call themselves. There are (and this list is not exhaustive) day nurseries, nursery schools, day nursery centres, day care centres, lunch-and-after-4 programs, breakfast-lunch-and-after-school programs, homemaker services and family day care homes.

Howard Clifford, in his book *Let's Talk Day Care*, attempted to wrestle with this problem:

...Day care, kindergarten, nursery school, Montessori schools, Nursery-mats, Head Start, School Readiness, Child Development Centres, Community Action Programs, Play-schools, Mother's Day Out Programs, Family Care Programs [he later adds another category called "Cognitive Schools"] are all names that can be a source of confusion...

The confusion is not reduced by encountering such terms as subsidized day care, private day care centres, co-operative day care centres, commercial day care centres, and a host of specialized day care centres serving aphasic children, mentally ill children, retarded children, and other children with specialized needs.

Because the majority of these programs overlap both in the groups of children they attempt to reach and the kinds of techniques and activities utilized, definitions of the 4 programs cannot make sharp delineations. 4

⁴ Howard Clifford, *Let's Talk Day Care* (Edmonton: Canadian Mental Health Association, 1972), pp. 9-14.

Mr. Clifford eventually did precisely what we have done -- that is, strike a definition of his own and explain that his definition was "for the purposes of this book" only.

It is clear from Mr. Clifford's list that there are also considerable differences in terminology between one jurisdiction and another (he was citing terminology in use in Alberta and in some other provinces). One would think that for our purposes, some help with the problem of what label to attach to a particular facility or type of child care might be found in the relevant statutes, by-laws or regulations. That is not the case. Any attempt to seek enlightenment from the legislated or regulatory terminology -- and there are three levels of government involved in day care -- leads not merely to confusion but, in some instances, to utter bafflement.

Problems created by lack of uniformity in legislated definitions and conflicts of jurisdiction are discussed in a subsequent chapter.

During the Commission's public hearings, as well as in our private interviews, it very soon became apparent that delegates, as well as participants in audience discussions, frequently used the terms "nursery", "nursery school", "day nursery" and "day care centre" interchangeably -- sometimes, initially at least, to our substantial confusion.

For this reason, we list here the various vehicles that are currently used to deliver part-time and full-time day care (according to the definition we adopted earlier): There are public centres, which may be governed as co-operatives or as corporations. There are private centres which are operated as businesses, for profit. There are private, non-profit centres, which may be governed as co-operatives or as corporations. Finally, there are family day care homes, which may be publicly licensed and subsidized, or established privately according

to the arrangements made between the day care mother and the parents. All these types of day care may offer services on a full-time basis, a part-time basis, or both.

The Commission also wishes to comment on an issue of principle raised by the various definitions in use. It is an issue which we consider fundamental to the future of day care in Manitoba.

First, it seems to us that day care services are provided for two basic reasons. One reason is that many parents *must* work in order to provide for their children. This applies not merely to single parents but to many families in which the incomes of both parents are needed to support the family home. These parents require substitute care for their young children during all or part of the working day. In other cases, there is illness or stress in the family, or there is some other situation which renders ordinary parental care dysfunctional. The children of these families are generally seen as being truly in need of a substitute for parental care, and the programs provided for these children are deemed to have a priority claim on public subsidy money. The care provided to these children is commonly referred to as "day care".

The second basic reason for day care is to provide a part-time program which is designed to stimulate and enrich the development of pre-school children who are normally cared for by their parents. The objective of these programs is to supplement and enhance the child's ordinary environment and development in the home. These programs, which *supplement*, rather than *substitute* for, ordinary parental care, are commonly referred to as "nursery schools".

It appears to be regrettably true that some members of our community continue to regard the first type of day care -- the type which provides substitute care for the children of working parents -- as being a routine, custodial form of day care, as opposed to a developmental, enriching form of day care. In relation to the part-time programs,

which historically developed in middle-class communities, the argument about custodial care is never used, since it clearly would be ridiculous to organize a program for the enrichment of the children, and then to provide only custodial care.

This, then, is the crux of the issue, because public funds are now being channeled simultaneously both to programs which are viewed as being substitute, custodial care, and to programs developed on the basis of the enrichment model.

If, in the public view, custodial programs are seen as being sufficient -- and this is certainly not a policy choice encouraged by the Commission -- then public funds to developmental (or part-time nursery school) programs should logically cease. If, however, public policy defines day care as a system which will provide support to all children in the community according to their individual and family needs, then public funds should be available to enable centres to provide stimulating and developmental programs for children in both full-time and part-time day care.

The Commission strongly endorses the concept of day care which enables children to grow and develop in a stimulating and nurturing environment. Toward this end, we will in subsequent chapters set out the policies and the program developments which, in our view, are necessary to make this concept of day care a reality.

CHAPTER II

CONFUSION IN LEGISLATION AND ACCOUNTABILITY IN DAY CARE

Underlying almost all other problems in the field of day care is the lack of coherence and definition in legislative and jurisdictional responsibility for day care services. There are three levels of government involved in the field. Inevitably, this three-way jurisdictional split has produced the classic pattern of gaps, overlappings and disputes in legislative responsibility, which have been aggravated by indifference and/or friction at the administrative level.

The jurisdictional problem manifests itself in a number of detrimental ways: There is confusion in the roles and responsibilities of the various levels of government with resulting legislative and administrative inaction. It is difficult to ascertain who is responsible -- and, therefore, accountable -- for what in day care. And, there is virtually no unanimity as to philosophies, approaches, programs and objectives among the various levels of authority with the result that there is wide disparity between concepts implicit in some legislated programs and the mechanisms available for bringing these concepts into reality.

Evolution of Responsibility for Day Care Services

The historical evolution of both general philosophical views on day care and governmental involvement in the field are intimately intertwined. And, despite the jurisdictional conflicts in existence today, the path of those twin evolutionary progressions was both logical and understandable.

As in most Canadian cities, the beginnings of day care services developed in Winnipeg around the turn of the century. The influx of impoverished immigrants produced the phenomenon of women forced to work outside the home. Philanthropic organizations and charitably-minded individuals responded to the needs of these women by establishing "day nurseries" to care for their children while they worked. These "nurseries" (largely pioneered in Winnipeg by The All People's Mission in the North End) were the early forerunners of today's day care centres.

Testimony to these philanthropic and charitable origins remains very much in evidence today. Day care in Canada is defined as a matter of "welfare" or "social service" and, hence, by virtue of the allocation of powers in the British North America Act, under provincial jurisdiction. In spite of this, provincial involvement in day care was slow in maturing, with the senior and most junior levels of government stepping into the breach.

The involvement of the City of Winnipeg -- which is, at this writing, still the main regulatory authority with regard to day care standards and licensing in the city -- grew naturally out of day care's local, community level, origins. For decades, outside-the-home care for children continued to be largely funded by user fees and philanthropic monies. Yet, growth in the field eventually required that some rules and regulations for operation be established. It was both reasonable and inevitable that the task should be assumed by the municipal level of government: It was closest to the scene, Winnipeg has always been progressive in such matters, and the Province was only too happy to delegate the necessary authority. With the reorganization of municipal social services after World War Two, the City of Winnipeg became almost exclusively responsible for day care services in the city.

The entry of the Federal Government into the day care field in 1966 both underscored the historic "welfare" orientation of public philosophy on day care and diffused jurisdictional responsibility. The vehicle was the Canada Assistance Plan. This statute -- which was

designed primarily to prevent people from becoming dependent on public welfare -- established the Federal Government as a 50 per cent partner (with the Province) in meeting the costs of subsidizing child care services to people on low incomes.¹

With the coming into force of the Canada Assistance Plan, funds from both provincial and federal levels of government became available to supplement user fees and philanthropic money in the provision of day care. Yet, initially, the new availability of subsidy monies produced no dramatic growth in the number of day care facilities operating in Winnipeg. A few new private centres were established in the rapidly growing suburbs, but these remained largely unregulated beyond minimum fire and health requirements.

It was not until the Province introduced its day care program, in 1974, that day care services in Winnipeg suddenly entered into a period of rapid growth. Within a few years, the handful of private and charitable day care programs expanded into the present total of nearly 100 centres. Yet, the Province, although apparently prepared (with the help of federal cost-sharing) to foot the growing day care subsidy bill, remained content to leave the setting of standards, licensing, inspection and supervision to the City.

With one level of government making the rules for the operation of day care facilities and two other levels of government paying the bills, conflict and confusion were inevitable. Examples abound, but a few will serve to illustrate the point.

One such conflict arises from the indifference sometimes manifested at one level of jurisdiction toward the obligations and responsibilities imposed by another. To illustrate: The City licensing by-law

¹ The federal government has become further involved through the Canadian Mortgage and Housing Corporation, through the Department of Manpower and Immigration, through the Department of Indian Affairs and through special programs such as the former Local Improvement Plans (LIP) and Opportunities for Youth.

requires that children cared for in a "day nursery" that is, (day care centre) for more than four hours in a day shall be provided with "one regular hot meal, including meat and vegetables, and one or more light snacks."² Within the last few years, however, a number of centres, which consulted the provincial Child Day Care Office because of budget problems, were advised to *cut out* their hot lunch program in order to save money. This was a direct invitation from a provincial agency to contravene a municipal law.

The problem of confusion caused by the differences in terminology employed by different jurisdictions has already been touched on in the preceding chapter. Here again, the three-way split in governmental jurisdictions is, at least partly, to blame for the difficulties in definition one encounters in the statutes, by-laws, and regulations promulgated by the various levels of government and the resulting misunderstandings, even among practitioners in the field.

Admittedly, the Department of National Health and Welfare, which is responsible for channeling federal funds into day care programs, has made commendable attempts to acquaint the public with the nature of day care services and cannot be said to be a source of confusion in legal terminology. The City of Winnipeg Licensing By-law -- an excellent piece of legislation in many respects -- is, however, quite another matter.

The City licensing by-law is, at present, the sole repository of legislative power over standards and licensing of group day care facilities. Yet, in the relevant sections under which standards for these facilities are imposed and licenses granted, the words "day care" do not even appear. Authority is exercised by virtue of the simple (unwritten) assumption that "day care centre" is merely a new way of saying

² The Winnipeg License By-law (By-law 260/72 as am. By-law 881/75 as am. By-law 1157/76), s.47(14)(1).

"day nursery", the term used in the by-law since long before modern concepts of day care were even developed. Although the same by-law also provides in detail for a number of other varieties of child care which are effectively obsolete, the term "day care" appears in only two sections. Both are recent amendments and both deal with family day care homes -- as distinct from group day care facilities.³

The full measure of the existing problems with legislative definitions becomes apparent upon consideration of Bill 68, passed by the Manitoba Legislature in 1977.

Bill 68 amended the Social Services Administration Act to establish the Province as the sole licensing authority for child care services. It was introduced in the hope of resolving the difficulties which had resulted from the fact that responsibility for the funding of day care programs and responsibility for regulation and licensing of these programs rested with different levels of authority.

Only one section of the bill has been proclaimed to date -- Section 11.1(1)(g), which relates to family day care homes.⁴ The problems with regard to the lack of relationship between the funding of group day care centres and the responsibility for licensing and regulating these facilities remain unsolved. And, certainly, Bill 68 achieved little by way of clarifying child care terminology.

There are no definitions in Bill 68, although the Bill does list eight categories of child care. They are:

- (a) a foster home; or
- (b) a group foster home; or
- (c) an institution; or
- (d) a children's boarding home; or
- (e) a pre-school facility; or

³ s. 47(3A) and s. 47(14A), enacted in 1975 and 1976 respectively.

⁴ Proclaimed September 5, 1977.

- (f) any other child care facility; or
- (g) a family day care home; or
- (h) a group day care centre;...

For definitions, the Bill refers one to other parts of the Social Services Administration Act, to regulations under that Act, to the Child Welfare Act, and the regulations under that Act. The Child Welfare Act, and the regulations under that Act, refer one, in turn, to the Social Services Administration Act. (Nor must one neglect the Social Allowances Act which also has a bearing on day care, since "homemaker, day care and similar services" are included in the definition of "social services" with which that Act is concerned.)

That -- particularly after one has taken into account, as one must, the City of Winnipeg by-laws (both licensing and zoning) and the Department of National Health and Social Welfare's "Policy Guidelines Relating to the Provision of Day Care Services for Children under the Canada Assistance Plan" -- is a bewilderingly labyrinthian path to follow.

But, be the bedevilments of legal definitions what they may, there are, in the meanwhile, hard problems generated by the provincial/municipal split in responsibility for day care. For example: Certain basic standards for day care programs are established in City regulations; a significant number of centres do not maintain these standards. In some cases, centres may not maintain the requisite staff/child ratios at all times, or may fail to meet nutritional requirements stipulated by the City. In a good many cases, day care centres do not receive a level of funding sufficient to enable them to conform to City standards.

Further, the City does not enforce its legislated standards effectively or uniformly. It does a fairly consistent job of conducting routine fire and health inspections. It does issue licenses and assess the maximum number of children a given centre is permitted to enrol. Beyond this, however, there is virtually no enforcement of standards by either City or Province. Assuredly, there is no real control exercised over the quality of care children receive in day care.

Four main issues have been raised so far in this review of the legislative framework within which day care services now operate. In summary, they are (1) confusion and lack of coherence in legislative definitions; (2) the division of responsibility for funding and standards between different levels of government; (3) failure to enforce existing regulations; and (4) the City's understandable reluctance to commit significant funds to the administration of a program which the public sees, rightly, as a provincial responsibility.

The Commission is of the view that all of these issues can be satisfactorily resolved only if the Province assumes, in addition to its funding obligations, full responsibility for the establishment and maintenance of basic standards in day care, including the licensing of day care facilities.

Accountability in
Day Care Centres

It is the Commission's view that there is a serious problem of accountability in Winnipeg's day care centres. The problem is exacerbated by the fact that most day care centres are incorporated under legislation which does not adequately ensure accountability to either consumers of day care services or the taxpaying public at large.

We are concerned that the existing jurisdictional split in day care, the use of the Corporations Act to incorporate day care centres, and the reluctance of the provincial Day Care Office to participate actively in the support of basic standards in day care, has resulted in many children receiving services of lower quality than their parents, and the taxpayers, have in fact paid for and are entitled to expect. Furthermore, parents concerned about quality day care have been largely unaware and unable to inform themselves of the substance of their entitlement in day care services.

The model under which the provincial day care program was

established assumed, by and large, that a co-operative, on-going involvement of parents in day care would yield an effective control of the quality of day care services.

Unfortunately, most day care centres were incorporated under the Companies Act prior to 1977, and the Corporations Act following 1977 -- legislation which does not provide for extensive parental involvement and control. The Corporations Act was drafted to update the legal framework under which large and small businesses in the province operate. It is designed primarily to regulate marketplace interactions, where consumers are expected to exercise choice and caution.

At the time of their incorporation, many day care centre boards were composed largely of people who were interested and concerned about the establishment of day care services in their community. Board members were involved as parents, as potential staff members, or as interested citizens.

In some centres, board compositions have not changed substantially since the centres were incorporated. Many members still occupy board positions even though they are no longer active in the work of the centre. Some centres are forced to operate with only three or four active board members.

In spite of this, the efforts of parents to become involved in a day care centre are not always welcomed; indeed, they are sometimes strongly resisted. One parent described to the Commission her frustrating attempts to become actively involved in day care centres in her community; in the course of her efforts to become a participating parent, she discovered that three of the day care centres which she investigated had non-working directors who were drawing salaries. This example illustrates the problems which can arise when the legal framework for incorporating day care centres does not facilitate control by, and accountability to, parents paying for and using day care services.

Given the split in legal and fiscal responsibilities between

the City and the Province, it is virtually impossible for parents to resolve the financial and administrative problems which come to their attention. Most parents, moreover, are unaware of the standards embodied in the City of Winnipeg licensing by-law which are intended to regulate day care services.

The Commission is firmly of the view that a public program which is responsible for the well-being of several thousand children, five days a week, and which spends nearly \$4 million a year in public funds, needs to be publicly accountable. It should be directly accountable as well to the parents who place their children for care, who desire a basic quality in day care, and who, in many instances, pay for the services without government help.

Toward Solutions,
and a Day Care Act

In earlier parts of this chapter we have set out some of the problems which afflict day care services in Winnipeg largely because of the complex, multi-level, and often inappropriate, legislative structures with which the day care program is now hedged about. The solutions we propose will not be swift and simple to effect; indeed, they will require clear thought, dedicated concern and considerable effort. Nonetheless, we consider it imperative that they be embarked upon as quickly as possible if the day care program is to mature into the role that, we believe, it should properly play within the community.

First, there is the task of sifting through the vast assortment of labels now used, rightly or wrongly, in connection with child care services and establishing, for day care, a new lexicon of terminology which will be generally comprehensible. This task can be begun at once.

The Commission, therefore, recommends that the Attorney-General of Manitoba refer the entire matter of uniformity and consistency in definitions in provincial statutes and regulations affecting child care

in Manitoba to the Law Reform Commission and instruct that Commission to devise -- after consultation with professionals in the field, including the Child Day Care Office of the Manitoba Department of Health and Social Development -- clear, concise and comprehensible definitions of terms which would have the same meaning in whatever statute or regulation the terms are used.

The Commission has already declared emphatically its view that the Province must assume complete authority for the setting of basic standards in day care, for licensing of day care facilities and for inspection and enforcement to ensure that basic standards in day care are maintained. We have also referred to some of the confusions in existing legislation and the large number of statutory and regulatory instruments which must be canvassed before any clear picture of the legal position of day care in Winnipeg emerges.

Clearly, what is needed is a new statute which pulls together all these bits and pieces of legislation, all the fragments of authority, unifies them under provincial law and makes them comprehensible and enforceable. What is needed, in short, is *a new Day Care Act*.

If, as we recommend, a comprehensive Day Care Act is legislated, this Commission sees no reason why the balance of Bill 68 should be proclaimed. All provincial authority to license day care facilities should be included in the new Act. To transfer merely licensing authority from the municipal level to the Province, without the Province simultaneously assuming authority for the setting and enforcement of standards in day care, would serve, at best, to perpetuate the old difficulties over split jurisdictions or, even, to make them worse. (It is difficult to visualize provincial bureaucrats being comfortable in a situation in which they were obliged to process licenses based on standards originally set, and subsequently enforced, by a municipal government.) What is more, implementation of the half measure represented by Bill 68 might well tempt the Provincial Government into putting off the job of drafting the needed new statute.

In summary, the proposed new Act should encompass all the major aspects of day care legislation discussed in this chapter -- uniform terminology and clear definitions; consolidation in one statute (and regulations thereto) of the various provisions with regard to day care now scattered throughout many statutes and regulations; establishment of basic standards in day care, authority to license, inspect and enforce these basic standards, and the creation of mechanisms to carry out such licensing, inspection and enforcement; and the devising of a clear relationship between program standards and program funding.

That summary still leaves aside the question of accountability. The Commission has no hesitation in recommending that the proposed Day Care Act should stipulate (a) that financial statements of any day care centre should be open and available to the public, and (b) that parents of children in a day care centre should be informed of regular board meetings, and should have the right to attend such meetings and to speak at them.

It was represented to us, however, that we should go much farther than that in our recommendations with regard to accountability in the operation of day care centres. We were urged to advocate that day care centres be organized as co-operatives or corporations under legislated terms which would ensure parental and community controls. Specifically, we were invited to recommend that at least half the members of a day care centre's board should be comprised of parents of children enrolled at the centre and, further, that at least half of the non-parent members of the board be residents of the local area served by the centre.

The Commission agrees with the principle that parental and community involvement in day care should be fostered and encouraged to the greatest possible extent. We were dismayed to find that there are day care boards in Winnipeg on which parents of children attending the centre have little or no representation and, hence, little or no say in

how the centre should be operated. As already mentioned, we uncovered instances in which entrenched board "regulars" appeared to be actively hostile toward parental participation in the governing of their local centre.

Such an attitude is, of course, completely antithetical to our persuasions about how a community day care centre should function. The concept of having at least half the membership of a day care centre's board of directors comprised of parents with children enrolled in the centre, and a further one-quarter of the membership drawn from residents of the local area, has considerable appeal. In those local areas where the concept is feasible and workable we would give it our enthusiastic approval. We are aware, however, that such intensive parental and community involvement would be impossible to achieve in all areas of the city; that, indeed, there are some areas of the city where leadership ability and seasoned experience might, at times, be more critically needed than parental or local resident status. It is for this reason -- that it would not likely be universally enforceable -- that we decline to advocate that day care centre boards must, by law, be so constituted. We would quickly add, however, that, merely because the law stipulates no precise ratio of parents to other board members, in no way means that parental and community involvement need not be considered absolutely essential to a community day care centre's success.

One further suggestion as to how boards of day care centres should operate has our whole-hearted approval: That is, a proviso that day care centre directors should attend regular meetings of their boards as non-voting members. Such close and continuing liaison could go a long way toward smoothing relations between elected board members and centre staff and eliminating the sense of isolation of which some centre directors complain. Board members would undoubtedly be greatly facilitated in their work by having staff input and advice routinely available to them.

CHAPTER III

THE LICENSING OF DAY CARE CENTRES AND BASIC STANDARDS IN DAY CARE

Among the most important terms of reference established for this Commission were investigation into the issues of licensing day care facilities, appropriate standards in day care, and the means whereby standards should be regulated and maintained. These are the issues with which we propose to deal in this chapter.

A host of problems may be identified in the current approach to the licensing of day care facilities and the enforcing of basic standards in day care services. The division of authority between the Province, which provides the public funds for day care, and the City of Winnipeg, which is responsible for the establishing of basic standards in day care and the enforcement of those standards, is a constant source of confusion and concern.

Added to this is the very frustrating problem that the present level of funding is, in many cases, not adequate to permit day care centres to maintain the legislated standards in their daily operations.

It must be made absolutely clear that, when we talk about standards in this connection, we are not referring to *desirable* standards, or to those standards viewed as goals to be striven for, but to *minimum* standards, to the lowest possible level of standards acceptable in law as a condition for licensing.

Because three levels of government are involved in legislating for day care, users of day care services, and citizens who are concerned about the quality of day care, experience considerable difficulty when they attempt to discover the substance of the various statutes and

regulations governing day care or attempt to establish where accountability for quality care lies.

Parents and community residents who wish to involve themselves in day care programs and to provide local pressure for the maintenance of basic standards in day care, are often frustrated by the method of incorporating many day care centres. When day care centres are governed under the Corporations Act, the users of day care services are not guaranteed access to information about their local community day care centre. Nor can they be sure that they will be allowed to participate in policy-making or in overseeing the administration of their local centre.

All of these problems were discussed at length in the preceding chapter. We refer to them again here because, in our view, they have a direct bearing on the issues of licensing day care centres and the maintenance of basic standards in day care.

It may also be useful, at this point, to mention once more the approach which the Commission took in its consideration of licensing and standards in day care. We regarded licensing requirements as the definition of the minimum -- enforceable -- quality of services consonant with the well-being of pre-school children. We remained cognisant of the fact that the process of licensing is undertaken by governments in order to ensure that basic standards -- that is, minimum quality requirements -- are met and that regular inspections are necessary to ensure that such basic standards are maintained in daily operations.

It is from this perspective that we examined the standards which have been legislated (albeit not properly enforced) for day care centres in Winnipeg. They are discussed here in relation to staffing for day care centres, to the questions of appropriate facilities and adequate space, and to the content of day care programs.

Basic Standards in
Staffing for Day Care

In the course of our visits to various day care centres around the city, the members of the Commission became very much impressed by the enormous importance of the quality of day care staff. Because the staff is in daily contact with the children, because they are responsible for the planning and conducting of activities for the children, and because their personal influence on the lives of the children in day care is so substantial, the issue of standards in the staffing of day care centres is crucial.

Two aspects of staffing standards in day care centres are of concern to us. One is the question of the appropriate qualifications which staff members should possess. The second is the number of staff required to work with the children in a group day care program -- that is, the correct staff/child ratio.

The appropriate qualifications for staff working in a day care centre is a matter which has not been clearly spelled out in the existing regulations. Indeed, there is considerable consensus in the day care community that the lack of specific requirements in this area is not compatible with a basic minimum quality of day care.

Two models of day care staffing have been discussed extensively in the community: These may be categorized as the "professionalized" model and the "natural skills" model. Briefly, the professionalized model tends to see day care developing in a way similar to the public school system, with all staff eventually possessing university degrees and defining themselves as professional employees. The "natural skills" model tends to posit that a person does not need sophisticated skills in order to care for small children; what one does require is a stable personality, a high energy level, a love for small children and a talent for relating to their needs.

In our view, there is merit in both points of view and our

approach to staffing standards tends to draw upon both models.

In the course of its study, the Commission observed that there is enormous variation in the qualifications of day care centre staff. The disparity may be seen in the education qualifications of centre directors, supervisors, and workers, with the larger centres tending to have the more highly educated and qualified staff.

To illustrate: At this writing, the qualifications of directors employed by day care centres in Winnipeg include high school diplomas (or less), child care certificates (completed or partially completed), university degrees, teacher's certificates, master's degrees, previous day care experience or related experience. (Tables 30-32 in Appendix IV set out details of the educational qualifications of day care workers.)

The Commission has adopted the position that the director or program director of a day care centre should possess professional qualifications -- that is, a community college certificate in early childhood education, with at least two years of supervised day care experience, or a university degree in education or in family studies. It would be highly desirable if the directors having these qualifications also had a significant amount of experience in the day care field. This requirement should, however, in our view, be left to local day care centre boards and to the pressures of the job market.

We are equally emphatic that not all staff employed in a day care centre need to possess this type of qualification. Most centres would probably prefer to fill their staff positions with a mix of people, including those with university degrees, those with community college certificates, and those with the experience, skills and aptitudes needed to meet the developmental and emotional needs of children. We endorse the concept of a staff composed of various backgrounds and training, since they could bring a wealth of experience and a sense of vitality to the day care field.

We are also of the view that attention must be given to the in-service education needs of day care staff -- and here we refer both to workers in day care centres and to family day care operators. (Day care workers themselves identified needs and concerns in this area to the Commission.) We suggest that in-service education needs of day care workers should -- with the help of the Child Day Care Office -- be systematically identified and met in order to maintain a basic quality of day care services.

The appropriate number of staff to care for small children in a day care centre has been clearly specified in the existing City of Winnipeg regulations respecting day care. The staff/child ratio is now set at one adult to eight children in the two to five year age bracket, and one adult to four children under two years of age. (There are additional variations in the City regulations for part-time programs with children of various ages.)

This ratio, which has been in effect for many years, appears to be satisfactory. The one exception is a suggestion from some directors of day care centres that an intermediate step -- that is, a ratio of one adult to six children, two to three years of age -- should be added to the existing standards.

The major problem in this area is, however, that the established minimum standards are not being enforced. Many centres do not meet the staffing requirements even on paper. For example, 40 per cent of the private day care centres surveyed (see Appendix IV, Table 49) reported staff/child ratios of one adult to ten or even 12 children.

Other centres have acknowledged that, while they maintain the requisite staff/child ratio on paper, they do not always have the required number of staff caring for children on a daily basis. The hours of a full-time day care centre are usually 7:00 to 7:30 a.m. to 6:00 p.m. Staff schedules must be staggered into early and late shifts, with a full staff normally being present during the middle of the day,

when peak attendance tends to occur. Certainly, there are other times, in many centres, when the staff/child ratio is higher than the law allows.

This situation is complicated by the fact that inadequate funding also means a centre often cannot replace staff members who are ill, on holiday, taking in-service training, and so on. On these occasions, staff members are clearly over-loaded in terms of their total responsibility for the children in their care.

Thus, in order to maintain the staff/child ratio established and accepted as the basic standard commensurate with quality day care, most centres will require additional staff funding. This is a component of the budget of day care centres which should, in our view, be supported adequately.

Basic Standards in Physical Facilities for Day Care Centres

The current standard respecting the amount of space required in a day care centre allots 25 square feet of space for each child. Generally, this standard is considered to be inadequate by many day care centres, which prefer to operate on a standard of 30-35 square feet of space per child. For this reason, centres tend not to enrol the maximum number of children permitted under their licenses.

In the view of the Commission, this is an area where the legal requirements should be altered to enforce a more realistic concept of the amount of space actually required. An important reason for changing space requirements is to put pressure on private, profit-making day care centres to provide more adequate space for their children. The amount of indoor space available is particularly important, given the amount of time children spend indoors during the winter, and the often limited amount of outdoor play space available.

The existing requirement that outdoor play space must be

provided for children in group care is simply not being enforced. This, we think, is most regrettable and should be remedied. The healthy growth and development of children is much enhanced by regular outdoor activities, by fresh air and sunshine, by outdoor exercise and games. Depriving young children of adequate amounts of fresh air and exercise should not be condoned in a civilized community.

We are aware that day care centre staff members often take children to play in local parks, when play space is not immediately accessible to the centre. Certainly, this effort is to be commended. However, the practice poses problems of inconvenience and lack of program flexibility and, worse, it often exposes children to the hazards of city traffic.

We propose, therefore, that basic day care standards require ready access to an outdoor play space suitable for pre-school children and that this requirement be scrupulously enforced. As is discussed in the next chapter, the funding of day care in the area of rents should take into account the importance of outdoor play space, and facilitate its provision.

Basic Standards in Day Care Programming

An important precondition for the achievement of an adequate basic level of quality in the content of a day care centre's program is the clear articulation of the centre's objectives. We are aware that, as a matter of policy, some day care centre boards adopt -- prior to striking their budgets -- certain objectives which guide their decisions about program content and its implementation by the staff. This, we think, should be expected of all day care centres. We suggest that revisions to the regulations respecting day care centres include this requirement.

Some aspects of day care programming -- such as equipment and the activities undertaken in a day care centre -- are left to the

discretion of the day care centre's board and staff. This is an arrangement which, we think, is generally practical, particularly in light of our proposals with regard to staff qualifications.

For example, the City licensing by-law requires that day care centres provide equipment that is "appropriate" for the ages of the children in attendance. We think this type of provision is adequate, as long as two other conditions are fulfilled. First, each centre should have a suitably qualified staff member (probably the director) who is involved in making decisions about equipment purchases. Second, day care centres should be inspected on a regular basis, with one purpose of the inspection being to ascertain the suitability and condition of equipment.

One component of day care programming which is specifically prescribed by the City licensing by-law is the nutrition to be provided for children in day care. The by-law's stipulations in this regard are excellent and would indeed -- if they were enforced -- constitute a good standard of care. The by-law specifies that children in full-time day care must receive a hot meal, with meat and vegetables, and several snacks during the day. At least half of a child's daily nutritional requirements are to be furnished in the day care centre.

Delegates appearing before the Commission argued forcefully that the nutritional aspect of a day care program is most important for two reasons: It contributes to healthy child development and it helps children to form good eating habits and proper attitudes toward food. According to research conducted for the Commission, many of the children in day care come from families with incomes so low (41 per cent of children receive full or partial subsidies) that nutrition in the home is a serious problem. These are, to us, very convincing arguments for commending, and urging the enforcement of, the nutrition standards now required by law.

It is a fact, however, that fewer than half the day care centres in Winnipeg comply with the nutrition regulations embodied in

the City by-law. (See Tables 18 and 19, Appendix IV.) In over half the centres, parents provide a box lunch for the children; in 10 per cent of the centres, parents supply snacks.

This situation should not, in our view, be permitted to continue. Rather, the funding of day care should take into account the importance of the nutritional component of day care programs, and support its provision.

A final aspect of day care programming, which we wish to address, concerns the maximum number of children permitted in a single group in day care. What we know about child development indicates that young children cannot easily tolerate a group of peers which is too large for a particular stage of development. In practice, this means that children of ages four and five can spend their day in a group of up to 25 or 28 children (although by no means should all children be involved in a given activity at any one time), and that younger children require correspondingly smaller groups in which to attain their highest potential. For example, it was suggested to us that children under age two should not be in a group comprised of more than 15 or 16 children.

We are aware that many day care centres limit the number of children in a single group to correspond with this standard, or that they organize available space in the day care centre to facilitate interaction, at any one time, among smaller groups of children. This is a practice we commend. Further, we suggest that revisions to the regulations for day care centres spell out standards respecting maximum group sizes in a day care centre, according to the ages of the children concerned, consonant with what early child development authorities consider appropriate for the healthy development of young children.

Conclusions

The Commission wishes to stress again that it considers the

existing regulations with regard to child care facilities, as set out in the City of Winnipeg licensing by-law, to provide an adequate minimum standard of care. Indeed, we would urge that, if and when the Province assumes responsibility for licensing and standards in day care, it takes cognizance of the provisions in the City by-law.

There are four areas, however, in which we would advocate improvements over the existing standards. They are (1) educational qualifications of day care centre staff; (2) mandatory availability of outdoor play space; (3) an increased amount of floor space per child in day care centres; and (4) limits on the number of children permitted in a single group setting.

Our major concern, therefore, is with the enforcement of the existing standards, and thus with the fundamental importance of linking responsibility for funding with responsibility for licensing and inspecting day care centres. This is one objective which could be met through the creation of a provincial Day Care Act, which we have recommended.

We are also of the opinion that the users of day care should be better informed about the standards of service which day care centres are legally required to provide. We, therefore, suggest that each day care centre, private as well as public, be required to post, in a highly visible place, a copy (or a condensation) of the regulations respecting group day care. This should serve to inform parents and to enable them to press for the maintenance of basic standards of care in their community day care centres.

CHAPTER IV

THE FUNDING OF DAY CARE

The Financial Position of Day Care Centres

Probably the most difficult and contentious issue in day care is funding. Almost without exception, the briefs and presentations made to the Commission called attention to this issue. That was inevitable: There is virtually no area of concern in day care that is not affected, directly or indirectly, by the amount of funds available and how they are applied.

The present system of funding is uniform almost to the point of inflexibility. Despite this, some centres, although responsibly managed, are running huge deficits while others have budget surpluses. The Commission has identified 11 variables which affect the financial position of day care centres and complicate the funding issue.

1. One variable affecting the financial status of day care centres is the nature of the centres and whether they offer full-time or part-time programs. Full-time programs almost invariably cost more. Part-time programs tend to make greater use of volunteer support.
2. Another factor is the nature of the community which the centre serves. For example, centres located in poorer areas of the city, where there is also considerable population mobility, will experience greater financial difficulty as well as heavier demands on their services. Centres situated in affluent communities or associated with higher-wage industry are, generally, in a stronger financial position.

3. The size of the centre is a factor. Small centres appear to be financially more secure than larger centres. Again, this seems to be related, at least in part, to the amount of volunteer input and the donations received by a centre.

4. The wage bill is the major component of a day care centre's budget. Day care centres are funded, it seems, to pay salaries at the minimum wage level. The financial position of centres is directly affected by the amount of wages paid in excess of the minimum wage.

5. Also related to wage rates is the matter of whether or not the staff of a centre is organized. Staff who are union members tend to be able to command salaries over the minimum wage. This increases the day care centre's costs.

6. Another factor, already mentioned in connection with part-time centres, is the amount of free labour available to the day care centre through parents and community volunteers. Donated time and services reduce the amount of money required to pay salaries. This obviously relieves the financial pressure on the centre.

7. The amount of rent paid by a day care centre also greatly affects its financial status. Rents vary from a nominal \$1 per month to more than \$1,000 per month. The rents charged often do not reflect the real cost of the property or the maintenance of that property. Many day care centres are in a stronger or weaker financial position in direct relation to the portion of their budgets devoted to rent.

8. The age of day care centres is also a significant factor. The older, mature programs experience the greatest difficulty, often because a stable staff, over time, has increased the wage bill. Conversely, programs with tight budgetary control tend to experience higher rates of staff turn-over.

9. Accepting infants into a day care centre has a very real impact on the centre's finances. The regulations respecting day care for children two years of age or younger demand a higher staff/child ratio. This requirement is not, however, reflected in the per diem rates charged.

10. Some centres serve hot nutritious lunches and generous snacks (as required by the City of Winnipeg by-law under which day care centres are licensed). These add greatly to a centre's cost, since they usually involve extra staff as well as the cost of the food which must be purchased.

11. Finally, day care centres may attempt to control their financial dilemmas through the staff/child ratio actually maintained. Whereas the ratio required by regulations may be reflected in the centre's program and budget, it may not (because of lunch breaks, for example) be possible to maintain this ratio in daily operations.

Given the number of variables influencing the financial position of day care centres, and the current approach to funding, which does not reflect varying circumstances, it is not surprising that the financial problems of day care centres vary.

The Commission is convinced that a funding system must be developed for day care which will help to resolve these dilemmas. The funding system should address the realities of the financial situation of day care, which it now does not. It should also be a means of encouraging specific developments in day care services. The Commission recommends an approach to day care funding which gives specific consideration to three areas of cost: staff salaries; premises and rent; and program.

Funding for Staff Salaries

Funding in the area of staff salaries should be directed toward providing adequate staffing and adequate staff salaries in the day care field. Failing these, the development of an adequate quality day care program is manifestly impossible.

The Commission received many submissions about salaries and compensation for day care workers. These submissions and the material gathered by the research arm of the Commission showed that the problem of very low wages is a critically serious issue in the day care field. Indeed, little has changed in this regard since a review of wages in day care was conducted by the Women's Bureau of the Manitoba Department of Labour in 1976.

The issue of adequate staff salaries is clearly focussed by the recent experience of the Health Sciences Centre program. A job evaluation study was conducted jointly by the Health Sciences Centre and the Canadian Union of Public Employees. Work in the centre was compared with work in the hospital.¹ Equivalent salary levels were established on an "equal pay for work of equal value" principle. On the basis of the study, workers in the day care centre received pay

¹ The study referred to may be obtained from the offices of the Manitoba Division, CUPE.

increases ranging between \$100 and \$250 per month. Under the agreement negotiated for 1977, day care workers at the Health Sciences Centre earn \$760 per month (\$4.52 per hour). The supervisors covered under the union contract start at \$990 and \$1,110 per month. These salaries are based on determination of equivalent wage rates for hospital employees in comparable jobs.

The salaries paid at the Health Sciences Centre also contribute to a daily cost per child of \$11.21. The hospital has supported the day care centre as an employee benefit program, which it considers partially responsible for a staff turn-over rate which is half the national average for comparable hospitals.²

Other day care centres, which are not industry-based, do not benefit a single employer. According to the evidence of a number of delegates who appeared before the Commission, efforts to involve employers in financial support to centres have not been successful. Industry and employers generally view day care as a government-funded program; hence, they see no need to become involved unless the needs of a significant number of their employees are being served, as at the Health Sciences Centre.³

Most day care is neighbourhood-based; the day care program is structured to encourage neighbourhood day care. This means there is little possibility of obtaining employer support for day care despite the fact that an employer benefits, for example, from lower staff turn-over and associated cost savings when this support is available for staff.

The Commission is strongly convinced that day care workers are performing valuable and responsible work in society. Their salary levels should reflect this fact.

² Testimony of Peter Swerhone, President, Health Sciences Centre. (H.S.C.'s negotiated contract for 1978 had not yet been ratified when this report went to press.)

³ A feasibility study conducted recently by Manitoba Hydro produced a recommendation that a day care centre to serve its employees need not be established.

The low salary levels paid to most day care centre employees is certainly associated with high rates of staff turn-over and low levels of staff experience. One recent study showed that 81.4 per cent of day care workers had two years of day care experience or less, while 67.8 per cent had one year or less. Somewhat over half the workers in full-time, public programs had one year or less of related work experience.⁴

Furthermore, the work in day care involves long hours and intense effort. There is no opportunity to earn extra income through overtime work, piece work, or other avenues available to some low wage employees. Together, these two circumstances make it difficult for day care workers to upgrade their educational qualifications which, in turn, reinforces the problems of low wages, high staff turn-over and, ultimately, the quality of day care service which centres are able to provide.

The Commission thinks that maintaining an important and valuable field of work where low wages are the norm is not in the public interest. The interests of parents, children and day care workers alike would be better served through adequate salary levels in the day care field.

It is logical to consider whether industry-based day care should be encouraged in order to enhance the resources available. From a political point of view, such a strategy appears attractive. If properly encouraged and given incentives by government, industry-based day care could develop in relation to employers with large staffs requiring a fair degree of skill and employing a large number of women. Generally speaking, however, industry-based day care has worked in North America only where the industries involved require a

⁴ See Appendix IV, Tables 33 and 34.

high level of technical skills and, therefore, desire a low staff turn-over and employ many women. The Health Sciences Centre has the largest industry-based day care centre in Manitoba; others are the Campus Co-op Day Care at the University of Manitoba, and the day care centres at the University of Winnipeg and Red River Community College.

The Manitoba day care program has generally encouraged neighbourhood day care, and the Commission thinks this is a proper and realistic policy. If, however, day care is to be neighbourhood-based, government will have to assume greater responsibility for day care funding in order to resolve the problem of very low wages, since unionization is not sufficient to force the issue. Demands for wage levels comparable with other sectors could quickly close many centres. At least, according to the testimony of the Canadian Union of Public Employees, Local 1550, this is potentially the situation at Knox Day Nursery and even at the Health Sciences Centre facility.

The Commission recommends that the provincial government adopt a policy of supporting wage rates for day care work that are commensurate with salaries in equivalent jobs. The funding for salaries should be through a budget established at a level sufficient to pay adequate salaries. As a method of establishing such basic salary equivalents to wages in comparable jobs, the Commission suggests utilizing the standards set by the job evaluation study conducted at the Health Sciences Centre. The wages of day care workers would then increase as the wages of hospital workers rise.

This type of arrangement is already established in many social service agencies which peg their staff salaries to the provincial salary scale.

Such a scheme has several advantages. First, the wages of day care workers would be raised to an appropriate level. Second, the

legislated principle of "equal pay for work of equal value" would be applied -- in practice -- to day care workers, with equivalent jobs in the public sector as a stable and reliable measure of comparison.

Obviously, in order to achieve adequate salary levels and stable, experienced staff in day care centres, a new funding arrangement is required. It is the Commission's view that an appropriate and feasible arrangement would be to grant funds toward salaries of day care workers as part of a line-by-line budget established and negotiated annually for each centre.

Such an approach could accomplish three important objectives. The first is cost control, because the cost of day care salaries would be effectively under government control. The second is greater accountability to the public since governments must account to the people for monies they spend. Third, standards in day care could be raised if salaries of workers in the field were raised to a more realistic level.

Funding for Day Care Premises

At the beginning of this chapter, we cited the cost of rent as one of the factors affecting the financial situation of any given day care centre. Rents vary widely in amount. When the rent is a nominal charge, it cannot cover the actual costs associated with maintenance and upkeep. When the rent approaches or reflects market prices, it forces centres into chronic deficit funding or into trimming the wage bill substantially.

The provincial maintenance grant available uniformly to day care centres is an inadequate tool to provide proper facilities for many day care centres, and there are many discrepancies. Testimony before the Commission indicated that, generally, the larger, older

centres and those which could not find low-cost neighbourhood facilities were experiencing serious financial problems. On the other hand, some suburban "nursery schools" receive grants which they do not in fact need. One suburban nursery school operator informed the Commission that the centre with which she was associated had spent its surplus on a photo-copying machine.

Such a situation is clearly absurd. It arises from the confusion between local initiative and control, and government financial responsibility.

It is a matter of necessity that day care centres seek the lowest cost premises available in the neighbourhood. That usually means a church basement. In some fortunate cases, the available church basement has been built in such a way that fresh air and easy egress, in the event of fire, are readily available. In other cases, the ingenuity of directors, teachers and/or volunteers has rendered dull and uninspiring premises, that could just barely meet fire safety regulations, into cheerful places where children can play and learn. Yet the sad fact is that there are all too many children who must spend 40 hours a week, or more, in damp, dingy and ill-lit surroundings. Older children in public schools spend only some 30 hours a week in school, but it is mandatory that classrooms be above ground; and, of course, all have playgrounds.

The Commission is of the view that funding policy for day care premises should have two main objectives. The first is to remove day care centres from unsuitable premises and into dry, bright and cheerful facilities. The second is to establish, for subsidy purposes, rates of rent per square foot of space to reflect the actual cost of a facility. Since the cost of rental properties varies, these rates would also vary among the different areas of the city. However, day care centres should be funded at a level sufficient to provide appropriate facilities and to enable centres to afford market-level rents without cutting back on staff salaries and other expenses.

With initiatives and co-ordination supplied by the provincial day care program, a variety of alternative facilities could be found and funding made available according to the actual cost of the premises. For example, many churches have gymnasiums or upstairs rooms which could probably be rented if the rent were adequate. Many schools, especially in older parts of the city, have unused classrooms. Some day care centres are now using some of these excellent spaces. Similarly, many community clubs could convert or build space for day care where recreation facilities are readily available. These three alternatives should be explored and encouraged by the provincial day care program and, wherever possible, centres should be encouraged to move to these superior facilities.

A capital fund for day care should be created. Some communities simply do not have adequate and appropriate space in existing buildings. Some communities, for example, are too poor to have facilities (of the sort referred to above) suitable for use by a day care centre; new communities often do not have churches, community clubs and so on to utilize.

Capital funding should be made available to construct day care centre facilities when it can be demonstrated (a) that day care services are needed by virtue of the number of families with young children, and (b) that suitable space, including outdoor play space, does not exist. However, before drawing on monies from the proposed day care capital fund, the availability of space in community clubs, churches, schools and so on should be thoroughly checked and assessed. Where appropriate, consideration should also be given to making capital funds available in order to expand or to modify existing structures to make them suitable for day care.

Finally, it is essential that day care services be provided in new housing developments where large numbers of children already live or are expected to be living. Some examples of such areas are Tyndall Park, The Maples and Waverley Heights. There are high

concentrations of working mothers in these areas and day care services are needed by many of them.

Capital funds could be utilized in order to convert facilities in existing developments for day care use. However, to ensure that it will be possible to provide day care services in new developments, appropriate space will have to be allocated by the developer. The Commission is firmly of the view that developers should be required to do so.

The City of Winnipeg is fully empowered, under the City of Winnipeg Act, to enforce such a requirement. Under Section 639(b) of the Act (which falls under the general heading of Housing and Social Development), the (City) council may enact by-laws with respect to:

securing improvement in social conditions with a view to the prevention and alleviation of poverty, illness and crime and without restricting the generality of the foregoing may provide for human development programs; for mental health and social services and for the development and operation of day care nurseries. (Emphasis added.)

The Commission recommends that the City of Winnipeg be urged to enact such a by-law and to enforce it.

The Commission further recommends that the provincial Child Day Care Office should develop a capacity to assist in organizing day care in new areas where a neighbourhood network of families and community institutions does not yet exist.

Funding for Program

By far the weakest area in the present funding arrangements is funding for program. Indeed, there is now no system whatever for linking funds to the type and quality of program presented in a day care centre. This, in the Commission's view, has serious ramifications.

Programming, as we use the term, encompasses two essential parts. The first is the content of the program offered by a day care centre, which is (or should be) designed to comply with basic standards in day care and to meet the basic developmental needs of children. The second part comprises those other activities in which a day care centre may engage -- activities which, to us, are the logical next steps to be taken in a community genuinely concerned about the well-being of its children.

The basic program content of centres in different parts of the city is now very uneven. A parent wishing to enrol a child in a particular centre has no advance assurance that the centre will provide the sort of enriching, growth-oriented experience which the parent presumably wants for the child. Unlike the local public school, whose curriculum and standards are set by the Department of Education, the neighbourhood day care centre may or may not give quality care. Some centres -- and this can be said of some public centres as well as of some commercial and private centres -- provide little more than a basic custodial, baby-sitting sort of service, even though they could provide a developmental service of high quality with available funds.

Programming in a day care centre should include the provision of good nutrition, equipment and toys to aid in the development of a child's perceptions and skills, as well as activities designed to stimulate each individual child into developing -- happily, in a nurturing environment -- his or her full potential.

These sorts of activities are not sufficiently supported by public funds, even though some of them are required by law. For example, as we discussed in an earlier chapter, what a day care centre's nutrition program should consist of is expressly and explicitly set out in the present City of Winnipeg regulations. Yet, many centres simply ignore the law.

To illustrate: The City by-law requires that a child which spends more than four hours in a day care facility shall be provided with a hot meal, which includes meat and vegetables, and with one or more nutritious snacks. One large centre served (while the Commission was visiting) a "nutritious" lunch which consisted of one-half slice of white bread, a cube of cheese, one inch square, and a small dish of canned peaches.

Many centres in Winnipeg cannot even hope to provide the food requirements stipulated by law, much less complete and appetizing menus. They simply do not have the money to do so. Over half of the day care centres responding to a recent provincial government survey admitted that they did not meet the nutritional requirements of the Winnipeg licensing by-law.⁵

Fortunately, there are good examples as well as bad ones. Some centres go to considerable lengths to have a professional dietitian or home economist work out well-balanced menus for the children in their care. They post the week's menus -- another requirement of the City by-law that is flouted by many centres -- where parents can read them when they come to deliver or pick up their children. Moreover, they incorporate lessons in good nutrition and healthy eating habits into their programs.

The Commission also discovered for itself that some centres are all but devoid of toys, puzzles or other playthings of the

⁵ See Appendix IV, Tables 18 and 19.

sort generally recognized by early child care professionals as educational and helpful in creating the kind of environment in which growth, socialization and school readiness can be developed. And, as already mentioned, some centres provide very little or no developmental programming.

By "developmental programming", the Commission means the organization of planned activities which meet the emotional and intellectual needs of the child, so that the child develops his/her potential as a growing person. The child's abilities are encouraged by both formal and informal learning situations where the needs of the children are the main focus. For example, stories, group discussions, outdoor play, field trips, singing, artwork and so on, are the usual components of developmental programming.

In a healthy home environment, the child's development is stimulated informally, as an adult relates naturally to a child. But in group day care, the environment must be designed carefully and thoughtfully, and the daily regime structured and adjusted so as to ensure that the growing children's needs are being met.

Many centres have designed excellent programs which meet the developmental needs of children; some centres are clearly lacking in this area. In the previous chapter, the Commission recommended that all centres have a professionally trained director who possesses experience and skills in this area. This recommendation, if implemented, would alone result in improvements. The provincial Child Day Care Office must also develop and be able to provide significant consultative skills in this area.

Most important, however, is the requirement that a day care centre should have a program which it has planned to meet these needs of normal children; that it be able to articulate the program to the satisfaction of parents, to the Day Care Office, and to the local board of directors; and that the centre's staff be held clearly responsible for implementing such a program. Just as one would expect a Grade 1

teacher to accomplish something with her class, so day care centres should have a carefully thought out and well articulated program to meet the needs of their younger charges.

As with nutrition programs, there are also day care centres which provide exemplary programming, have educational toys and equipment aplenty, have converted dreary church basements -- with the help of a little paint and walls decorated with the children's projects and art work -- into gay, stimulating environments where enthusiasm and good cheer are almost tangible.

That there are such facilities is no tribute to the funding program. It is a tribute to some extremely ingenious and utterly dedicated day care directors and staff -- the sort of people who pay no attention to the number of hours they work and have no compunctions about becoming downright militant in their quest for the extra funds needed to create what they deem to be a truly developmental environment.

To say that is in no way to disparage the work of the many teachers and directors who have not been able to achieve such dramatic results. There are many excellent and dedicated teachers and directors who do their jobs very well and provide real benefits for the children in their care. The simple fact is that interior design, say, marshalling volunteers or wheedling money out of reluctant contributors is not everybody's bent.

The hard point is that the creation of an enriching and stimulating environment for pre-school children should not have to rest on the fortuitous but, in a proper context, irrelevant talents of day care personnel. It should be the function of the provincial Day Care Office to help create desirable environments for children in day care, to provide consultative services on all aspects of programming, and to ensure that at least the three basic program areas -- nutrition, toys and equipment, and developmental programming -- are met.

To accomplish this, the provincial Day Care Office may need a little more money. What it will need even more is a willingness to work closely with individual centres. Even allowing a substantial margin for over-statement, the testimony before the Commission indicated a most regrettable lack of rapport, trust and good will between day care centres and the provincial Day Care Office. On that point, the Commission can make no recommendation. It can only observe that a little more good faith and good will on both sides could achieve much, even under the present funding circumstances.

Beyond the basic program content which is required in every day care centre, the Commission urges the development of a series of logical next steps, or goals, in day care. These goals are discussed in detail in subsequent chapters on children with special needs, "lunch and after school" programs, family day care and in the final summary chapter. In this context, programming involves planned and deliberate interaction with the community -- through the establishment of such services, for example, as observation nurseries, co-op nurseries, toy lending and exchange libraries -- so that parents too can benefit from a day care program, directly, personally and in an intensive way that goes far beyond relief from concern about how their children are cared for while they are at work. It includes as well the designing of programs for children with special needs and the establishment and/or co-ordination of the community supports discussed in other chapters.

Some of the programming we suggest by way of future directions has, in fact, already begun. For example, day care centres now enrol some children with special needs; we propose a further planned and systematic integration of children with special needs into day care.

Although these and other suggested program developments may still be considered to be in an experimental phase, the Commission

deems them to be as important as many of the basic program elements in day care. We discuss them separately here only because they are not required in all day care centres or family day care homes. Indeed, these "next steps" in day care programming must necessarily evolve in relation to specific community needs and in day care facilities which have the basics of programming well in hand.

We consider some of these program developments to be especially amenable to volunteer involvement and support. Others -- such as services for children with special needs -- are now funded by the provincial government and by private money. In the following section, we propose a mechanism for funding day care and suggest some principles which, we feel, should guide the funding of new initiatives in day care programming.

A Mechanism for Funding Day Care

Public funds for day care are now provided in three ways -- once-only start-up grants, annual maintenance grants and per-child subsidies.

Once a license has been issued, a group day care centre is eligible to receive a once-only start-up grant of \$100 per child space licensed. A family day care home may receive a start-up grant of \$50 per licensed space. (The term "licensed space", in the case of family day care homes, means the number of children accepted for care, *exclusive* of the family day care providers' own children.)

Annual maintenance grants are also provided on the basis of the number of child spaces licensed. In 1977-1978, these maintenance grants ranged from \$500 to \$750 per space, with most centres receiving the standard grant of \$500, an amount conditional upon a centre maintaining an attendance rate of 75 per cent of capacity.

The third source of public income is through subsidies to

the per diem rate of \$6.90 per child, which is set by the Province. (Some 20 per cent of centres in 1977 charged only \$5.) Family day care mothers are paid a daily fee per child, either paid directly by the parent or subsidized through the provincial Child Day Care Office. They also receive a maintenance grant of \$50 annually per child in full-time care.

About 85 per cent of the children in day care come from single parent families. (Please see Tables 62 and 63 in Appendix IV.) Some 60 per cent of the children in full-time public centres are supported entirely by their parents -- that is, the parents pay the full per diem fee.

In the course of attempting to devise an approach to the funding of day care programs which can deal adequately with the issues discussed here, the Commission concluded that certain modifications to the current funding mechanism are necessary.

The Commission acknowledges that parent fees are, at present, considered to be a necessary component of day care funding. That this is the case is the product of an essentially political choice, arising out of society's concern that parents retain primary responsibility for the care of their children, with public programs filling merely a supportive role. This accepted requirement for a parental fee is not, however, absolutely inherent in the logic of a day care program; it may fall into disuse at some time in the future, just as the societal requirement that parent fees support basic public education has disappeared.

The practice of charging fees for day care services necessitates a two-tier approach to funding. There is the fee income collected by the day care centre and/or subsidized by the Province, and there is the maintenance or support grant which each public centre receives from the Province.

The Commission is concerned that the amount of daily fee

charged per child is currently an issue of political pressure and administrative fiat. We propose, instead, that a means be developed for establishing and adjusting the daily fee in relation to actual day care costs. We recommend, therefore, that the daily fee charged per child reflect the actual staff costs in day care. (We assume that the Province will continue to subsidize the fees of parents on an income-tested basis, as is now the practice.)

We propose this approach because we believe that there should be no financial incentive for parents to choose group day care over family day care. Rather, the choice should be made on the basis of the individual needs of each child.

As discussed earlier in this chapter, we also adopted the position that day care workers should receive salaries commensurate with salary levels in comparable fields of work. The method we proposed in order to establish an adequate basic salary, was to link the wages of day care workers to the wages of hospital workers on an "equal pay for work of equal value" principle. The application of this principle at the Health Sciences Centre Day Care Centre yielded a basic monthly salary of \$760 for day care workers. This is the figure we have also adopted -- for illustrative purposes -- as the basic salary of a day care worker or family day care mother.

Since, legally, a family day care mother is fully employed if she cares for five children, her daily fee per child would be calculated in this way: $\$760(\text{salary}) \div 5 \text{ children} \div 22 \text{ days/month} = \6.90 per day.⁶ This is the fee -- \$6.90 per day -- that parents would pay to a family day care mother or to a day care centre. Since day care centres also require directors, and have a graduated pay scale for workers who have been employed for several years, the fee income could

⁶ \$760 per month was the salary paid beginning day care workers at Health Sciences Centre, effective January 1977.

not support a staff/child ratio of 1 to 5 as it does in a family day care home.

Day care costs other than salaries -- the rent of facilities, program costs, equipment, food, and so on -- should, we suggest, be financed by provincial funds. However, we propose that the fixed maintenance grant be replaced by funding on a more flexible basis which takes into account the particular situation in individual day care centres.

We propose that funding for day care centres be based on the planned expenditures reflected in a line-item budget. Through this process, day care centres would budget in the areas of rent, salaries and program costs. These budget items should be reviewed by the provincial Day Care Office, which could facilitate the application of provincial standards in staffing, rents, facilities, and program. Day care centres should be required, when they submit their budgets, to specify the objectives they have set for themselves which would justify the program costs budgeted for, and would be accountable for monies spent on program, salaries and rent.

On the basis of the approved budget, an annual administrative (maintenance) grant should be established for each centre and be paid in monthly installments. Similarly, a maintenance grant to cover the costs of food and equipment should be established for family day care. In this case -- given an increasing number of family day care homes -- we suggest that a grant be established in relation to each child in the family day care home. (A rough calculation, based on present costs, suggests that a sum in the neighbourhood of \$1 per child per day should provide food costs and leave some money available for the day care mother to buy craft supplies, toys and other program necessities.)

The mechanism we propose here for the funding of day care has, we think, several advantages over the present approach. Funding is linked to program objectives and standards in a way that is currently

not possible. There is greater pressure toward financial and over all program responsibility on the part of both day care providers and funders. Good management of day care centres would be encouraged and an effective overview process established.

We reiterate, however, that the Province cannot, justifiably, continue to fund day care programs in a way which means that some children do not receive a basic minimum standard of care. As with staff salaries and premises for day care, a basic standard of day care programming must also be established, funded, and enforced. In program content, these standards must involve equipment, nutrition and developmental programming and activities.

In the view of the Commission, it should be a provincial responsibility to provide adequate funding to maintain a basic quality of program in each centre. Beyond this, the Province should direct its funds toward areas where greater social need exists, rather than toward more affluent communities.

This approach to funding acknowledges that the needs of communities differ, as do the resources available locally for day care programs. The provincial Child Day Care Office should be more closely involved in identifying, evaluating, and then supporting day care centres where need is greatest.

This approach to funding of programs implies that the provincial Day Care Office must also be more systematic and thorough in its inspection of centres, to ensure that funds are, in fact, spent properly. This issue has been discussed in the previous chapter.

Additional Supports

Beyond the maintenance of basic standards in day care programs, it is necessary to identify the particular needs of communities which require additional supports. It is in this area of funding that the United Way, for example, could, in the opinion of the Commission,

make a significant contribution. Since basic standards must apply to all centres licensed in the city, it makes little sense to have charitable organizations supporting some centres and not others in order to meet basic program needs. A policy which would allow, encourage and evaluate the development of special programs would, however, be an excellent contribution for the United Way.

One special need which particularly recommends itself to the Commission is a program relating to children who are neglected or abused. These children and families are often in desperate need of support services such as day care. But because of family disorganization, pressures of numerous pre-school children, poor attitudes to social services, physical location in the city, or a host of other reasons, the families do not utilize even those programs available in their own communities. Many of these children would probably have to be picked up and brought to their local day care centre. Workers could, for example, be engaged on a United Way grant for several core area day care centres which would attempt to encourage and involve the families of such children in a day care program.

Another initiative could be the development of pilot projects for special needs children in certain day care centres. This program could be undertaken as a continuation of the United Way's interest in children with special needs, and could -- through the good will generally accorded to the United Way -- help to overcome whatever reluctance still exists with regard to the integration of special needs children into ordinary day care settings.

These are but a few examples of how the United Way and other voluntary agencies could support and encourage day care in Winnipeg. Worthwhile projects come easily to mind, but it is not the duty of this Commission to elaborate all the possibilities for special programming; the main intent of the Commission, in this connection, is to speak to the role of the various funders. The Province, clearly, must be responsible for the basics, for supplying an adequate program to all day

care users. Voluntary funders are in an excellent position to foster and to facilitate the development of high quality day care in the community by being resourceful and innovative in initiating day care support programs.



DAY CARE SERVICES FOR
CHILDREN WITH SPECIAL NEEDS

The main focus of the day care program in Manitoba is care for the normal children of working parents. The Commission commends this focus and agrees that it should continue. Nonetheless, long before our studies were completed, we had come unanimously to the conclusion that we must also address ourselves to the needs of children who are handicapped or deprived in some way and who require more than ordinary care -- that is, the so-called "special needs" children.

Specifically, we felt that we must consider the question of whether it would be desirable, feasible or even possible to integrate many of these children into ordinary day care settings with other, "normal" children.

Defining "Special Needs"

It was necessary for us, first, to establish clearly in our own minds what professionals and day care workers mean by the term "special needs". Fortunately, we received an abundance of advice on the point, and from eminently qualified sources.

The board of directors of Day Nursery Centre -- one of a number of day care centres in Winnipeg which now accept children with special needs -- advised us that

By special needs, we mean children with physical disabilities such as hearing impaired or blind, mental handicaps, emotionally disturbed children or treatment children

(i.e., children of abusing parents who attend the centre for 5½ - 6 hours daily.) Also considered in this group are children of emotionally disturbed parents.

It may be noted that there is no reference to crippled children -- that is, children with severe physical handicaps -- in this definition. The reason for that, undoubtedly, is the fact that the Society for Crippled Children and Adults already has a number of well-developed programs in place which serve the needs of these children. The Commission believes, however, that the physically handicapped must be included in its consideration of day care services for children with special needs.

The "special needs" of pre-school children are, therefore, defined here to include the following categories: physical problems, such as blindness, deafness, and motor disabilities; developmental delays (mental retardation and slow learning); psychological and emotional problems; social needs, including deprivation, neglect and abuse.

Problems Involved in Day Care
for Children with Special Needs

In Manitoba, we find ourselves at present in the curious position of having poor community-based services for pre-school children who need special programs, and rather good facilities of a specialized nature. The latter are based in hospitals or specialized service agencies. These facilities are able to provide good consultant services to parents, day care centres and family day care mothers. Nonetheless, there has been a tendency to place and to accumulate children with special needs in specialized service settings because of the lack of community-based programs.

The development of these specialized services over the years has been an important resource to the entire community. The Commission is aware of the historical context in which these services have grown and appreciates the experience and knowledge they have to contribute to future developments.

Some day care facilities are now serving some children with special needs and are, moreover, prepared to integrate more "special" children into their regular programs. Day care is community-based and, as such, it is generally more accessible to families than are the specialized programs. Nonetheless, both advantages and disadvantages are cited for such integration.

To begin with, there is a practical bar to integrating a large number of physically handicapped children into ordinary centres. Many day care facilities operate out of basements, rendering access to a child in a wheel chair impossible. Even those facilities which operate on a ground floor level usually have some sort of steps or a raised landing but lack such a simple convenience as a wheel chair ramp to permit access to the building.

As previously mentioned, the provincial child day care program has been viewed primarily as a financial support program -- witness the fact that it has been located in the income maintenance section of the Department of Health and Social Development. In the area of special needs, this has meant that directors and day care workers have been left, to a large extent, unaided in their attempts to deal with "difficult" children.

The virtual absence of support services for day care centres, together with the fact that directors of day care centres are not required to have specific levels of training, has resulted in some situations where the quality of care being given is, to put it mildly, questionable. If the present restraint on opening additional public day care centres continues, the result will likely be that many more private and commercial centres will spring up, vastly aggravating (because they are not accountable to the public) the existing situation.

An additional problem involves the matter of social need

-- specifically, the location of day care centres in the city. In general, day care centres have been developed on the basis of parent and community initiative. This approach to initiating day care services has much to commend it. However, those communities which lack local leadership have generally not had the benefit of day care resources. There are still areas in the city where almost no organized day care is available.

For those children whose special need is primarily social -- that is, that their families do not provide them with adequate care to ensure normal development -- the situation is serious. These children (with their parents) congregate in areas where cheaper rental accommodation is available. However, many of the day care centres located in these areas serve children and families who reside outside the local day care community area. Centres in these areas tend to be used by parents who are passing through the area on their way to work. Many of these day care centres are larger and more professionalized than suburban centres, or centres in "blue collar" non-core areas. This pattern presents a number of problems, including the difficulty of bringing local children, who need day care, into a centre and involving their families.

A further specific problem is that of children who are neglected or abused. While society has become increasingly concerned about the abuse and neglect of children, the only effective tool, still, for intervention on behalf of the abused or neglected child is to apprehend and place the child with a foster family. The literature on child abuse suggests that most parents abuse or neglect children because of environmental stress -- which includes lack of support services such as day care in the community.

The problems discussed relate both to the means of organizing day care services and to the funding arrangements for serving children with special needs. At present, funding for children with special needs is available to and through the specialized service

agencies or hospital programs. It is not available to or through community-based programs. For example, a day care centre or family day care mother would often require extra funding or other support to carry out a program for a child with a special need. Such extra funds are not now available.

The present system is weak in two important ways. Dr. Ken McRae of the Child Development Clinic clearly identified these weaknesses for the Commission. Children with less than severe problems remain in expensive treatment programs because less expensive community resources are lacking. At the same time, children who need consultation or special programs are not being served, because of the current ways of using specialized programs.

The main dilemma, then, is to find, for the special needs children, a path out of the specialized facilities without simply "dumping" these children back onto their families and communities, without necessary supports.

Arguments about Integrating Children with Special Needs

Having enumerated some of the problems of integrating special needs children into regular day care programs, it is also important to examine the benefits of integration.

It was put to the Commission, in very strong terms, that a handicapped child has every bit as much right to an opportunity to develop his fullest potential as has his non-handicapped counterpart -- a concept few people today would wish to dispute.

There is some controversy over whether a child who has a disability -- be it physical, mental, emotional or social -- would benefit or suffer from integration with other children not thus afflicted. Would his self-image improve? Would he derive confidence from the fact that he is accepted by non-handicapped children of his

own age, or would he feel the contrast between himself and the other children all the more acutely and be intimidated and discouraged by it? Would the other children in the group, in fact, accept an obviously "different" child?

Some delegates who appeared before the Commission argued strongly that group day care programs offer the best opportunity for a handicapped child to grow and to develop to his fullest potential.

That argument rests on a number of key premises:

First, that all children (with possibly rare exceptions) have a potential to learn and grow.

Second, that children who have some disability or impairment, but who are not so multiply handicapped as to be completely incapacitated, have the same need as normal children to grow and learn and expand their horizons in a gradual and natural way; to learn through play, proceeding from individual play through parallel play to co-operative play; to develop, in a warm and nurturing environment, the confidence to cope with new experiences as the scope of their world grows increasingly more complex.

Third, that the years from birth to age five are the "critical years" in terms of a child's learning and development; that early intervention and proper attention (perhaps particularly in cases of environmental deprivation, development delays, and psychological and emotional problems) can help to overcome or even eliminate the handicap.

Fourth, that, with the resources available to the day care centre, parents of a handicapped child can be helped to understand and to cope with the problems and stresses that a handicapped member may bring to a family and thus enable them, not merely to keep the home intact, but to provide continuing support to the child as he grows older.

The argument made for integrating normal and handicapped children in a group day care setting is persuasive, as are its underlying precepts and the credentials of its advocates. But, perhaps, what influenced members of the Commission most, is the benefits claimed for such a program.

In its written submission to the Commission, the Manitoba Association for the Mentally Retarded, who were the strongest advocates for this position, stated categorically that the following benefits flow from integration:

1. The handicapped child has the opportunity, frequently for the first time, to play and learn with non-handicapped children.
2. The non-handicapped child has the opportunity to learn to accept, to co-operate with, and to understand handicapped children.
3. The handicapped child's self-image has an opportunity to improve. He can acquire a sense of belonging. He has a chance to become more competent, independent and self-reliant while becoming more sociable and co-operative.
4. Seeing the handicapped child in the classroom with normal children helps parents accept more realistically the impact of the child's disability. This, in turn, enables them to help the child reach his maximum potential.
5. The generic programs, because of their quantity, are more likely to be close to a child's own community than are special programs.
6. The support of a centre's staff and the training they receive in learning and behaviour principles will benefit all children in the program.

The brief's authors admit that "sometimes acceptance is

preceded by anxiety or rejection" but dismiss the potential hazards of that possibility with the explanation that "one of the teacher's tasks is to help the class to accept those who are different" -- in other words, far from constituting a potential harm, such initial reactions on the part of the normal children could be a valuable learning experience for both teachers and children.

While the arguments for integration presented above were made with regard to group day care, they may be cited for family day care as well. Experience in Winnipeg indicates that a family day care setting can function very effectively for a handicapped child and that such a setting may be most appropriate for the child.

The integration of special needs children into normal settings has other advantages as well. The resources currently devoted to meeting special needs could be used more effectively and could reach more children in community settings. The generic day care setting is generally more accessible to the child and the family. Rather than devoting monies to a few intensive programs, available funds could be spent to reach more children with special needs.

The issue of accepting children with special needs in group or family day care is not the central controversy of *all* public day care programs. Indeed, some national programs are organized specifically for this purpose. Whereas the Manitoba program focusses primarily on the provision of service to working parents, the day care program in Scotland, for example, focusses on children with special needs and children "at risk". The "Reasons for Admission", prescribed in the legislation governing day care in Scotland, are as follows:

Reasons for Admission

Children of single parents; children at risk of non-accidental injury; children

with minor handicaps, e.g., sight, speech, emotional, mental and physical disabilities, financial stress resulting in marital disharmony and threatening the stability of the marriage and children failing to thrive, parent hospitalized, poor housing, parents' emotional or physical state rendering them unable/unfit to provide care throughout the ¹ day.

According to Ms. Grace Gunnell, Director of Child Care Services for Edinburgh, Scotland, the words "minor handicaps", are, in practice, interpreted to mean handicaps not so major as to make attendance extremely difficult or to render the program of little or no value to the child. As to the question of handicapped children provoking anxiety or stress in the normal children, she dismissed that possibility as "highly unlikely" since, in Scotland, both types of children are exposed to each other from a very early age.

The Perspective of
Day Care Centres

A survey of the city's day care centres provided additional insights into the integration of children with special needs into regular day care centres. Directors of centres were asked about the concept and practicalities of distributing severely deprived children among "normal" children in day care centres. They were also asked if they would be prepared to accept up to five (an arbitrary figure) such children into their centres, even if these children came from other parts of the city such as the core area.

The responses of directors and staff were most useful.

¹ Excerpt from information pamphlet, furnished by Grace Gunnell, Director of Child Care Services for Edinburgh, Scotland.

Two-thirds of the 30 centres which responded to the questionnaire were in favour of incorporating "severely deprived" children into their centres' programs. Many of the responses demonstrated a clear understanding of the various types of problems which might be classified as "special needs": for example, physical handicaps, learning or developmental problems, residence in the core area. As well, many directors pointed, spontaneously, to the benefits to be derived from day care, both for children with problems and for "normal" children.

A few day care centres indicated mixed reactions, citing problems as well as benefits. Centres providing special programs (such as French language day care, for example) explained that they could only accept special needs children who could qualify for the program.

Eleven of the day care centres also reported that they already had children with special needs (undefined) in their centres. The number of such children now in various centres ranged from one child to 18 children. In fact, one centre in the core area organizes all its services around special needs children.

Some centres put qualifications on their generally favourable attitude toward the inclusion, in their programs, of children with special needs. These qualifications are worth examining.

Most frequently stressed was the need for additional staff to work with exceptional children and the need for special staff training or the acquisition of staff with particular experience. Working with the child's family was also viewed as being very important. Without parental support and involvement, day care programming, it was emphasized, would have limited effectiveness. Several directors suggested that an agency or social worker might already be involved with the family, and that this involvement would need to be co-ordinated with the day care program.

There was also considerable concern about the "bussing" of children or otherwise removing them from their local neighbourhood. Day care centres usually serve a particular community and are resources for families and children in that community. Bringing children from other areas could pose problems. Several directors also noted that transportation assistance would be needed, in some instances, in order to bring children to the day care centre: Obviously, if staff members have to fetch children, whose parents are unable to bring them to the day care centre, this places a substantial extra burden on the staff.

Additional discussion focussed on the developmental programming required by special needs children. A centre might require professional advice and assistance with, for example, the assessment of the precise nature of a particular child's disability, help with planning an appropriate program for a particular child, an on-going affiliation with professional resources, as well as extra staff.

Further, it was pointed out to us that integrating a special child into a day care centre should be handled very carefully; that children with special needs should not simply be "dumped" into a day care centre; that children with special needs, the other children and the staff would need time to adjust. It was suggested to us that placements be temporary at first -- that is, on a trial basis. The Commission considers that suggestion eminently sensible.

Finally, several centres stressed very strongly that additional funding would be needed. Funds would be required for extra staff, for staff training and might be required as well for transportation, modifications to existing facilities and extra program costs.

This has been a considerably detailed review of the survey responses to the questionnaire on special needs. We consider them important for several reasons. Generally, they showed that day care centres in Winnipeg are in favour of the principle of integrating

children with special needs with ordinary children in day care. They affirmed that additional resources, extra staffing, careful planning and professional back-up would be required if children with special needs are to be integrated successfully into the regular day care program.

Feasibility

The Commission is aware that absorbing children with special needs into the mainstream of day care may involve difficulties and require special effort on the part of everyone concerned. If parents are not continuously and co-operatively involved, if the gains made in the day care centre are not supported in the home, the day care centre alone cannot be expected to produce lasting results.

It is on that last point -- parental support -- that real difficulty may arise. Assuredly, a close and continuing relationship between day care teacher (or social worker) and a child's parent(s) is the ideal. Yet, in real life (as was so frequently pointed out to us) that ideal is often not attainable. One obvious example is the child whose emotional disturbance, hyperactivity or other distress symptoms are a product of an unhappy home life, of family break-up or of outright abuse by parents.

The Commission believes that the mingling of "normal" and "handicapped" children in a high quality day care setting is both feasible and wise. It rejects the argument that, until the children who are healthy and well have received all possible advantages that available monies can provide, the disadvantaged child should not be considered for incorporation into the day care program.

The Commission reiterates, in the strongest possible terms, its view that all children -- handicapped or not -- are entitled to an equal opportunity to develop their potential as fully as possible.

We simply cannot see why the child who has already been placed at a disadvantage -- either by nature or by the environment into which it was born -- should be further deprived of the advantages available to other children.

Recommendations

Although members of the Commission agree that the integration of children with special needs into community-based group or family day care settings is an important, indeed vital, direction, we are fully aware that a variety of resources and supports must be developed and/or co-ordinated to make effective integration possible.

An important prerequisite to effective integration is a change in the role of the provincial Day Care Office. As has been mentioned, the Child Day Care Office, at present, tends to emphasize its financial support function in day care. However, the move toward integrating more children with special needs into community day care means that leadership, co-ordination and standard-setting become important aspects of assisting day care centres. The provincial Day Care Office should expand its role to assume greater leadership and provide more assistance in this area.

The move to integrated day care must be co-ordinated in several ways in order to control costs and to provide quality services to children and families. It cannot be expected that day care centre staff and family day care mothers will necessarily possess the requisite expertise or have access to specialized resources. Co-ordination is required with regard to facility modifications, to special staff training, and to funding for programs or extra staff to assist children with special needs. It is recommended that the provincial Day Care Office be responsible for co-ordinating activities in all these areas.

Another aspect of the move to integration is the accessibility of day care. There has been a lack of over all planning and

attention to the geographic location and accessibility of day care centres and family day care homes. As a result, spaces for children with special social needs are not always readily available. The Commission believes that all citizens of Manitoba should have access to day care services, not just the particularly motivated or vocal. The Commission, therefore, recommends that the provincial Day Care Office assume some responsibility for the distribution of day care centres, with a view to providing spaces in neighbourhood centres to environmentally or socially deprived children.

Referral and consultative resources must be available to assist with assessment and planning for children with special needs. There is a risk that day care staff may not know when it is appropriate to refer to special resources for assistance with a child, or may, on the other hand, tend to refer children too quickly for specialized assessment. Both day care staff and families require access to special support services and knowledge about ways to recognize the special needs of children and to meet these needs.

The Commission proposes that the consultative services of the major resource agencies now operating in the city -- the Child Development Clinic of the Health Sciences Centre, Children's Centre, the Society for Crippled Children and Adults and the Manitoba Association for the Mentally Retarded -- be utilized in a support system to day care programs. These agencies already provide assessment and consultation with respect to the special needs of children. Their services could be made available to day care programs on a routine basis. These services could also be used to assess and prepare children who have identified handicaps or problems, prior to placement in an appropriate day care centre, and to assess children who may have been inappropriately placed or who are experiencing difficulties in community day care. They could aid, as well, in developing plans and programs tailored to the needs of the individual child.

The Commission assumes that these plans would sometimes

entail the expenditure of additional money. For example, a family day care mother, with a severely handicapped, disturbed or developmentally delayed child, might be restricted in the number of other children she could accept for care. Alternatively, the situation might be remedied by paying the day care mother a double per diem for such a child. In the foster care field, such special rate payments to foster homes in the community have proved effective in dealing with children's needs, and have also saved large quantities of money which would otherwise have had to be spent on institutional care had this small amount of money not been available.

The integration of children with special needs into regular day care programming would also involve additional staff training. The Commission recommends that those agencies in the community which have program expertise in the area of special needs also develop a capacity to provide extra training needed by day care directors and staff who work with special needs children. Again, the expertise of such agencies as the Society for Crippled Children and Adults, the Child Development Clinic, and the Manitoba Association for the Mentally Retarded are an existing resource which should be utilized by the day care program.

Staff training could be developed on a fee for service basis and the nature of courses determined by factors such as the type of need and the availability of training locations. (Dr. McRae, for example, suggested that day care staff be allowed to work at the Child Development Clinic nursery for a period of time as a way of learning special skills.) The provincial Day Care Office should be responsible for the funding of staff training, and for ensuring that special staff skills are distributed around the city and not concentrated in one area.

Capital funding related to meeting the special needs of children must be mentioned as well. Clearly, some modification of facilities will be necessary to integrate children with physical handicaps into neighbourhood day care centres. A capital fund must be

available for this purpose. However, as noted earlier, it is important that the provincial Day Care Office oversee and co-ordinate modifications to facilities in order to avoid duplication and to ensure the planned development of community resources for children with special needs.

The Commission recommends that all the funding required for special needs programs and children in day care be channeled through the provincial day care co-ordinators. Thus, if a child were assessed as having special developmental needs, the agency which diagnosed and developed a plan for the child should also assess the amount of extra help required (for example, 1/2 staff person, two volunteers, special equipment, and so on). This funding request should then proceed to the day care co-ordinator for the area who would be responsible for seeing that the plan was implemented.

There would be several benefits to such a co-ordinated approach. Some centres, while able to give adequate care to normal children, are unable to handle special needs children, or may be temporarily unable to handle such children because of staff changes or other reasons. These factors could be considered and the appropriate choices made. The day care co-ordinators, who are aware of the capabilities and capacities of specific day care centres and family day care mothers, should assist in choosing the most appropriate setting for a child with special needs.

Outreach to Children with Special Needs

The outreach function is another important consideration in the effective integrating of children with special needs. A particular effort is needed to reach and include children whose parents are unable, for some reason, to give them sufficient care.

The outreach function in day care becomes especially important

in meeting the needs of children who are deprived or neglected. A community outreach worker could develop the necessary knowledge about families in a particular area and could bring deprived or neglected children into day care and even involve the families of these pre-school children.

We cannot foresee all the approaches which might develop in a program to integrate children with special needs into group and family day care. Most assuredly, we are not proposing that a special staff person be attached, for this purpose, to every centre; we are confident that day care directors, who have thus far proven so resourceful, will develop effective and relatively inexpensive solutions to the need for an outreach function.

Funding for outreach activities would have to be established as a category of program funding. If this system is to work, however, the provincial Child Day Care Office must support the endeavour. Outreach workers, like other community development workers, may need training and expertise in order to function effectively. It is not proposed that the outreach worker must, necessarily, be a professional social worker, although such training would be useful. Many different people could undoubtedly be found who, with perhaps a little extra training, could perform the work well.

Finally, the Commission is of the opinion that no day care centre should, in policy or in practice, be encouraged or permitted to be a single-purpose centre, to enrol and work with children who experience one specific handicap or need. Rather, all centres should relate, at least through some of their children and families, to the needs of the entire local population, not merely to one group of people. This principle applies to day care facilities located near industry as well as to services for particular children. We, therefore, recommend that this principle be maintained for all day care centres except those which provide a very highly technical service to severely handicapped children. For example, some of the children served in the nursery

operated by the Society for Crippled Children and Adults might fall into the "exceptional" category.

We wish to stress that, if children with special needs are to be integrated into community day care programs, both the outreach component of day care and the planning for centre locations must proceed at the same time. Otherwise, some children with special needs will be ignored. Centres which have served, or are now serving, these children have found that these elements of a program are essential.

Since the endeavour to integrate children with special needs will still be considered experimental (despite the evidence of programs such as the one operating in Scotland), the Commission suggests that this area of activity is particularly appropriate for involving private, non-governmental assistance. We suggest, in fact, that it might become an important priority for the United Way to provide initiative and encouragement, and to provide program funds, for the integration of children with special needs in community day care.

The Commission reiterates its conviction that children with special needs should be integrated into community day care settings. Integration should be conducted in a planned, co-ordinated, and systematic way, with the provincial Child Day Care Office exercising considerable leadership, and with the experience and expertise of specialized resources utilized to the fullest extent possible.

CHAPTER VI

FAMILY DAY CARE

Much of the discussion in other chapters of this report has focussed primarily on the problems and potential of services provided in group day care centres. In this chapter, we turn to the particular dilemmas, and the promise, of services provided in family day care homes. The issues in family day care are, in many ways, especially fraught with difficulties.

We recognize that family day care is a problematic, even a contentious, topic, because it is the form of substitute care most often used by parents and, at the same time, is the least regulated, supervised, subsidized, and acknowledged. The inadequacies in the organization and provision of day care services appear most obviously, most dramatically, in relation to family day care.

The Dilemmas of Family Day Care

We must, first, state clearly what the Commission means by the term "family day care". We mean *the care of a child, 12 years of age or under, by an adult who is not closely related to the child, in a home setting, on a regular basis*. Ordinarily, the care-giver would receive payment for this service.

The definition of family day care now contained in the regulations under the provincial Social Services Administration Act is:

...the provision of day care by the holder of a license in a family dwelling unit in which the holder normally resides, to not more than five children

including the children of the holder of the license, of 5 years of age or less, of whom not more than three children are 2 years of age or less.¹

This is the definition to which Bill 68 (discussed in Chapter II) refers. Bill 68 is the basis for the provincial authority to issue licenses to family day care homes, a responsibility which the Province assumed in September 1977.

The true dilemma in family day care is revealed when these two definitions -- the Province's definition and the one just cited by the Commission -- are compared. The issue becomes even more apparent when one realizes that over half the children of working or student parents in Winnipeg are cared for in family day care homes, as they are defined by the Commission,² but that only some 100 of the family day care homes in Winnipeg are licensed. This reveals a very large discrepancy indeed, between the extent to which family day care is used, and the degree to which control over this type of care is exercised.

We consider the lack of regulation in family day care to be analagous to permitting the continued existence of numerous, unregulated small businesses, a situation contemporary society does not tolerate. In this case, the commodity offered by the "business enterprise" is the care of young children.

The Commission is not, however, concerned about the lack of regulation in family day care on the basis of principle alone. The published literature and available research indicate that alternative caregivers in unsupervised settings are a source of recorded child abuse. A considerable body of informed opinion confirms that unsupervised family day care constitutes a serious problem in many North American cities.

¹ Manitoba Regulations. 260/75, as am. 124/76, 289/76 302/76, 57/77, 171/77, s.1 (i) (e).

² According to research conducted for the Commission by the Institute of Urban Studies. These are usually informal arrangements.

In Winnipeg, the experience of Family Services of Winnipeg (which selects and licenses about 50 day care homes) illustrates the need to exercise caution in selecting and using family day care homes. Family Services rejects about half the applications it receives from people wishing to provide family day care services. These rejections are based on an assessment -- using provincial guidelines -- of physical space, parenting skills, health, safety, and family stability.

Finally -- but most persuasive -- was the testimony of parents and professionals before the Commission about the neglect of children in unlicensed day care homes. One family told the Commission about a home in which they had been forced, by circumstance, to leave their baby. In this home, one woman "cared" for 17 children under the age of six; she spent most of her time doing her own housework. The children were left virtually unattended in front of a television. Frequently, the older children were lost when their parents came to fetch them. This illustration is nearly an extreme example of a not uncommon situation.

Part of the reality of family day care is that many of the children involved are less than two years old and thus are virtually unable to complain about inadequate care. Furthermore, parents are, understandably, reluctant to admit that they have mistakenly or thoughtlessly placed their children in care which is simply not adequate. However, many parents now confront honestly the need to work in order to support their families and, simultaneously, the stress and worry related to making child-care decisions in a vacuum, without support, advice or help of any practical sort. These parents would clearly be helped and supported in their child-rearing responsibilities, and in their financial and work responsibilities, by having ready access to family day care homes in which a basic standard of care is ensured.

Another part of supporting families with young children is the provision of direct subsidies for the costs incurred in child day care. The provincial day care program recognizes that families with

low incomes cannot afford the full costs of day care. Therefore, the Province provides full or partial subsidies to children in day care centres and licensed family day care homes, on the basis of the amount of income earned in the family. However, families with low incomes, who lack access to a day care centre or to a licensed family day care home, are not eligible to receive provincial subsidy. They are obliged to assume the total cost of day care for their children. This is a cost which, for a sole-support parent or a family with very low income, can mean the difference between remaining financially independent and needing to rely on provincial welfare.

From another perspective, there are in Winnipeg and in other communities many competent people who could provide quality care for young children. These people have both the skills and the experience to become excellent family day care operators. What is lacking is a mechanism to link the families who want and need family day care for their children, with the potential providers of day care services.

For these reasons, the Commission is concerned and dismayed by the policy of restraint in the area of recruiting, selecting and licensing family day care homes. As we mentioned earlier, there are only approximately 100 licensed family day care homes in Winnipeg.

Ironically, it would seem that a city zoning by-law is, in large measure, responsible for the lack of growth in the number of licensed family day care homes. There have been no additional family day care homes licensed in Winnipeg since October 1976, when a new city zoning by-law -- Winnipeg By-law No. 1399/76 -- was passed requiring day care homes, in any district, to obtain a conditional use variance. While the zoning by-law does not outrightly prohibit day care homes, it does make the procedure for obtaining a license so lengthy, cumbersome, and uncertain that potential day care providers are apparently unwilling to risk the \$75 non-refundable applicant fee required under the by-law.

What the failure to license additional family day care homes implies is that a valuable day care resource, one which could be developed

at little additional expense, is being neglected. It also means that families who could qualify for financial support for their day care costs cannot receive such support. And it means that situations of child neglect are permitted to continue.

Largely because family day care homes operate without licenses and enforcement of basic standards, these child care services continue to function in isolation from one another, and from other day care services. Part of what is missing in family day care is a support system for family day care mothers -- an organized approach to facilitating access to family day care, systematic attention to the in-service training needs of family day care providers, and the assistance with planning around the needs of children in family day care.

This type of support system is, in the opinion of the Commission, a basic requirement if we are to achieve quality day care services in a family setting.

The Potential of Family Day Care

Having described some of the problems and gaps in our family day care system, we wish also to cite what we consider to be some of the strengths of family day care as a form of alternate care for children. One of these is accessibility: The fact is that family day care can be available in almost every neighbourhood, within easy distance of a child's own home. Another virtue is that family day care is generally regarded in society as a very legitimate form of supplemental care. Being in widespread use, child care, in a family setting is more familiar, and therefore more acceptable, to many families.

When properly provided, family day care is also the most suitable form of out-of-the-home care for many children. For example, babies under 24 to 30 months of age may be best cared for in a family setting. Often children who have behavioural or other social problems,

or who are not sufficiently mature for the give-and-take of a group care setting. Some handicapped children may be more suitably situated in a family setting. Children who are recuperating from illness, and who cannot attend their regular day care centre or school, need to be cared for in a family setting. Finally, children who live in areas where group day care is not available, and children whose parents prefer family day care for whatever reason, will find that a family day care mother can provide the care their children need in a nurturing and protective environment. There are certainly a great many young children in all these categories.

Nonetheless, because family day care is largely unregulated and receives little public support, parents are forced to give preference to group day care centres or to use family day care homes whose quality or adequacy is not ensured.

In substance, family day care is a neglected form of child service to families. It is neglected by virtue of lack of licensing, by failure to enforce existing regulations, by lack of financial support to both day care providers and parents, and by the absence of a support system for family day care mothers. At the same time, family day care is a form of service which has traditionally been accepted: It is accessible to most families. Finally, family day care is a form of service with excellent potential for further development -- development, moreover, which requires little or no additional capital cost.

Licensing Family

Day Care Homes

The goal we propose in the area of family day care is to enhance the provision of this form of supplemental care for young children. We think it is of fundamental importance to achieve a basic standard in the quality of family day care, and to facilitate the use of family day care when it is the most appropriate form of care for children.

An important objective, then, is that family day care homes be licensed. Under the terms of Bill 68, the Province has now assumed responsibility for the licensing of family day care homes. Further, the Child Day Care Office has developed a comprehensive set of guidelines to use in assessing and selecting family day care homes.

These assessment guidelines are excellent, as are the fire safety and public health checklist, the reference forms and the questionnaire designed to be filled out personally by the family day care applicant. The guidelines -- which are used by departmental staff in making their initial assessments and in the subsequent reassessment after six months -- are extremely detailed and probe into sensitive but important areas. These range from techniques of toilet training to handling of a child who gags on food; from how a child who breaks something of value would be treated, to an applicant's awareness and ability to identify special physical and emotional needs. The Commission commends the Day Care Office for its work in developing these guidelines.

We are also of the view that family day care should be much more closely linked with other neighbourhood services for families and young children. Such a linkage could improve accessibility to family day care; could provide on-going support and advice for family day care mothers; and could serve to integrate family day care into a support system for day care services as a whole.

We, therefore, recommend that, wherever possible, the responsibility for assessing and selecting family day care homes should be delegated to the directors of community day care centres. Centre directors, in making their assessments, would have to apply the guidelines developed by the Day Care Office in the process of screening family day care home applications. At minimum, the Family Day Care Office should seek the advice and guidance of the local day care centre director in its evaluation of an applicant for a family day care home license.

There are numerous reasons for proposing this approach to the selection of family day care homes. First, we think that a decentralized selection process would permit greater flexibility in the types and locations of family day care homes. The directors of local day care centres usually have a greater appreciation of community needs, and a more intimate knowledge of the numbers, ages, and needs of children requiring day care, than is possible when the function is centralized. Indeed, many more potential family day care homes, including homes where special skills are available, may be better known to a day care centre director than to the centralized office.

The costs associated with assessment and selection would also be significantly less if this responsibility were delegated to a local person rather than assigned to a staff person from the Day Care Office.

Still other advantages may be gained from the linkage between local day care centres and associated family day care homes. Such a connection would enable the day care mother to use the resources of the day care centre, to have a ready source of help and advice regarding the children in her care. Some of the activities and programs initiated in the day care centre could be available, as well, to children in family day care. Further, the day care centre director would be able to help parents select the most appropriate day care setting for each child.

We are of the opinion that establishing a connection between a community day care centre and the family day care homes in the area can be accomplished in the original selection process, and that many helpful, voluntary exchanges can thereby occur which otherwise would not develop, or would require specific development by the Day Care Office.

It is, at the same time, necessary to ensure that the delegation of responsibility for selecting family day care homes does not lead to abuse. The role of the Day Care Office should remain substantial in this regard.

It may also be appropriate for the Day Care Office to establish an appeal procedure whereby rejected applicants could request a review of their applications, and concerned parents could request reassessment of a family day care home.

In the many areas of Winnipeg which do not yet possess community day care centres, it is important that the provincial Child Day Care Office continue its present role in assessing and licensing family day care homes.

A support System
for Family Day Care

Another important objective in the enhancement of the use of family day care is the development of a support system to meet some of the specific needs of family day care mothers.

For example, day care mothers require access to in-service training in much the same way that day care workers in centres need this type of support. In-service training for day care mothers should include aspects of normal child development, and should focus, as well, on the many problems and issues associated with providing care to young children. Training should improve a day care mother's skills in relation to developmental activities for children, to the selection of appropriate toys and equipment, nutrition, discipline, and so on.

The linkage we have proposed between day care centres and family day care homes should assist in developing a support system of this nature. It should facilitate a mutually beneficial exchange between day care mothers and day care staff. It should also provide day care mothers with ready access to advice and consultation, and to help with referring more difficult problems to other, more specialized, services.

The Funding of
Family Day Care

We wish also to address the issue of the funding of family day care. In order to ensure a basic standard in family day care services, and in order to support low income families who use family day care for their children, provincial day care funds must also be used in financing family day care.

Earlier in this report, we presented our recommendations on future funding arrangements in day care as a whole. In this section, we relate our proposals about funding to the specific requirements of family day care homes.

First, we have adopted the position that workers in the day care field, be they staff of a day care centre or family day care operators, should receive an adequate salary for the work they perform. Providing care for up to five pre-school children, all day, is certainly a demanding, full-time job, and one whose value should be recognized.

Because the difficulty and responsibility involved in the work usually varies directly according to the number of children accepted for care, the current method of paying family day care mothers on a per diem basis remains the most flexible and viable approach.

In the chapter on the funding of day care, we recommend that daily fees be established in relation to the base salary to be paid to day care workers. For purposes of illustration, we selected the base salary paid at the Health Sciences Centre Day Care Centre, since the salaries in this centre have been computed in comparison with work of equal value in other service areas. Using this method, we arrived at a daily fee of \$6.90 in relation to the current base salary level.

Beyond the daily fee, which is intended to cover salary costs in family day care and day care centres, we recommended that maintenance grants be continued in family day care. In our view, the maintenance

grant should provide sufficient monies to purchase the food required by the children in family day care homes, and provide basic equipment and supplies. Current prices suggest that the amount of the maintenance grant should total at least \$1 per day per child in the family day care home. This means an annual maintenance grant of \$264 for each child in a family day care home -- a cost the Province should assume.

Family Day Care for
Children with Special Needs

Earlier in this report, the Commission adopted the position that children with special needs -- whether physical, developmental, or social -- should be integrated into regular day care settings. Our proposals respecting children with special needs focussed largely on their integration into community day care centres.

However, we are also aware that some children with special needs may be more appropriately cared for in family settings, depending on the age, individual needs and circumstances of each child. The appropriate placement of an individual child can, we think, be facilitated by a close linkage between day care centres and associated family day care homes.

Family Services of Winnipeg now operates and administers a family day care program for children with special needs. Through this program, it assesses and selects family day care homes, and arranges care for children who have a variety of special needs or who are "at risk" because of family crises or other circumstances. Children are referred by specialized service agencies to this family day care program.

This is a program which the Commission endorses and supports. We are of the view that the existing special needs family day care program is meeting a genuine need in Winnipeg and, further, that it is developing valuable expertise in relation to family day care and children with special needs. This experience and knowledge will, we think, be useful in additional efforts to integrate children with special needs into

community day care centres and family day care homes.

Conclusion

A question remains about the number of family day care homes which any community or area in the city requires. We do not know precisely how much family day care is currently being used in Winnipeg, although we know that at least twice as many children are in family day care as attend group day care centres. We think this may be a conservative estimate, but it implies something in the area of 2,600 to 3,000 children who currently are cared for by non-relatives in non-licensed family day care homes.

We do not, however, know exactly how much family day care is needed in communities with day care centres. Certainly those communities which do not have a day care centre will experience a heavier use and greater demand for licensed family day care homes. The factors affecting the amount of day care needed in a community also include the number of families in which both parents are working, the number of single-parent families, and the preferences of parents. These factors reinforce the importance of selecting family day care homes at the local level, wherever possible.

We wish to stress the many strengths that family day care represents -- its accessibility, its appropriateness for many children, the ease and lack of expense entailed in developing family day care resources.

Unfortunately, the fact that family day care has long been neglected means that poor quality care is sometimes provided, that parents who should be eligible for financial assistance with day care costs have not received this help, and that family day care has developed a poor reputation in some circles. What is more, the provincial day care program has apparently developed a strong bias in favour of group day care. This, we think, is unnecessary and undesirable.

We have, therefore, recommended concrete steps which must be taken to enhance the quality of family day care, to increase its accessibility, and to provide for its adequate funding. These are steps which are necessary to ensure that a basic standard of care is provided, and to ensure that young children can receive the type of day care most appropriate for their age and stage of development.

CHAPTER VII

LUNCH-AND-AFTER-SCHOOL PROGRAMS

Programs providing a combination of food, supervision, and recreational activities for school-age children, during lunch periods and after school, are commonly referred to as "lunch-and-after-4" or "lunch-and-after-school" programs. The combinations and permutations are many, as these programs have developed to meet a variety of parent and child needs.

The Commission received briefs and heard presentations about lunch-and-after-school programs in a volume which persuaded us to look into this area more thoroughly. We have reviewed the existence of such programs in the city, although we have in no way evaluated the individual programs now available. We have heard both descriptions of needs, and suggestions about approaches which may be taken. Finally, and throughout our discussions of this area, we have considered the question of society's responsibility for the well-being of children at all times.

Simply stated, there is, in the Commission's view, a major need for lunch-and-after-school programs in Winnipeg. We will describe this need and recommend a major expansion of services in this area.

The Need for Lunch-and-After-School Programs

The development and acceptance of public responsibility for a pre-school day care program in Manitoba has been based on the recognition of an important fact: There are many families in which both parents are working; there are many sole-support parents who are working;

there are families in which parents attend school; and there are parents who, for reasons of illness or other problems, cannot provide full-time care, at home, for their young children. Thus, society has recognized that programs which provide care for pre-school children are a legitimate need, and one which must be fulfilled as adequately as our resources permit.

This rationale for providing day care services for families with young children -- whether it be group day care or family day care, available full-time or part-time -- is also applicable to the needs of school-age children. When their parents are working, attending school, ill, or otherwise unable to care for them, there is a grave risk that school-age children will be neglected at lunch time, after the school day ends and, in some cases, when the parents leave for work very early, before school begins. The reality is that there are children in every area of the city who are in this situation five days a week.

The most persuasive arguments for extra-school services, which were presented at our public hearings, came from parents. The parents of Shaughnessy Park School, for example, who have a lunch-and-after-school program, spoke eloquently before the Commission about their needs as parents and the needs of their children. The parents who addressed the Commission were mostly sole-support parents who were working because of economic necessity. They felt very pressured by the dual responsibilities of employment and parenthood. In the absence of a lunch-and-after-school program, their children were left unsupervised and, in many cases, were on the street at the ages of seven, eight or nine years. This is an age when few children are able to resist the temptations of delinquent behaviour if they are confronted with it on a daily basis. Parents implored the Commission, and through it the provincial government, to use public monies prudently for the supervision of children before they run afoul of the law, rather than after, as is now usually the case.

The Commission was very much moved by the passion of these parents to protect and nurture their children and by their need for help in meeting their various responsibilities.

It is impossible for us to ignore the contention that a little money spent to meet the needs of these children now would prevent serious personal and family problems.

Because the need for lunch-and-after-school programs has been largely neglected in the purview of public policy, we lack much solid evidence on which to base an estimate of the extent of the need for this type of program. The Commission was told by several school principals that one-third of the children in their elementary schools come from single-parent families. This evidence implies a significant number of children requiring additional care. We were told, as well, that schools which now operate lunch-and-after-school programs find that approximately one-tenth of the children in the school use the program on a regular basis. One estimate of the need throughout the city places the number of school children under age 12, who need lunch-and-after-school care, at approximately 6,000.

On the basis of this sort of evidence, we concluded that, while we cannot estimate the need for lunch-and-after-school programs in precise terms, the business of deriving a concrete and exact estimate would be a relatively straight-forward task for anyone having ready access to the enrolment data of the city's elementary schools and sufficient time to address this question.

Against the dimensions of the need, we compare the existence of approximately 200 spaces for children in lunch-and-after-school programs in the city -- a capacity which has existed, at least approximately, since 1968. Thus, while we are unable to present a precise figure of the number of children needing this service, we are certain that the capacity of the existing service is not sufficient to meet the needs which have been described to us.

We wish, however, to state the case for lunch-and-after-school programs even more strongly. Accordingly, we refer to the Child Welfare Act of Manitoba, which states:

...Any person, having the care, custody, control or charge of a child under the age of 12 years, who leaves the child unattended for an unreasonable length of time without making reasonable provisions for the supervision and safety of the child is guilty of an offence punishable on summary conviction. 1

Were the Act enforced, we are of the opinion that it would make many working parents liable to conviction. When supplemental, interim, care is not available, many children aged six, seven or eight years are at home alone, or out on the street, for at least an hour at lunch time, and for several hours after school, until their parents return from work. (Anyone who has any familiarity with Winnipeg winters cannot help but be shocked by the implication of that fact in terms of what these children must endure.)

It is clearly not the intention of the Child Welfare Act to create a whole new class of criminals. But the Act does state that young children must not be left unsupervised for unreasonable periods of time. If society wants most people to be self-supporting, then we cannot continue to place parents in the impossible situation of choosing between living on Mother's Allowance or neglecting their children because they are working to support their families. (It might also be noted that it may be important for these parents to work in order to teach attitudes of independence and the value of work to their children -- attitudes which are important to society and need to be encouraged by public policy.)

It must be frankly acknowledged that the private resources of many communities are simply not sufficient to provide supervision to children before school, at lunch time and after school. About half of all married women work and many of the women who remain at home are

¹ The Child Welfare Act, Cap.80, CCSM, s.38(2).

already fully occupied with rearing young children. In many communities, it is virtually impossible to find a neighbour who will provide lunch and out-of-school supervision for children.

The resistance to lunch-and-after-school programs comes mainly from a perspective which neglects the hard fact that most women work either to avoid welfare, if they are sole-support parents, or to avoid poverty, if they are married. (The combined income of the majority of two-income families does not equal the average industrial wage in Manitoba.)

The Commission does not wish to give the impression that working parents are unaware of their responsibilities to their children. Rather, we recognize that parents are confronted with multiple responsibilities: the need to provide shelter, food and clothing for their children; the strong desire to remain self-sufficient and to avoid accepting Mother's Allowance; and, of course, the imperative to be available whenever their children need them, to protect and to nurture. Further, many parents are subjected to criticism when they find themselves unable to meet all these responsibilities at one time, when they are quite simply unable to be in two places simultaneously. And they often feel guilty and distressed about the hard choices they are forced to make when it comes to their children's well being.

In our view, the school system itself tends to exacerbate the problem. Many elementary schools in the city forbid, or, at least, make it very difficult, for children to remain in the school even for the lunch period. In some of the communities where parents have themselves organized and supervised a lunch-time program, the parents have faced major opposition from school officials.

This does not necessarily have to be the case. The situation contrasts sharply, for example, with rural schools where children have always remained for lunch if distance or other reasons prevented their return home. In the city too, when children are older, the schools establish recreation and other activities at lunch-time and after school.

In fact, children over the age of 12 may well be at school from as early as 7:30 a.m. to 6:30 p.m.

The problem, then, is not the current concept of what a school should or can provide. The negative attitude which schools tend to adopt toward lunch-and-after-school programs for young children appears simply to be a matter of arbitrary policy and convenience. This, in our opinion, is insufficient cause to permit the neglect of young children to continue.

Alternative Approaches to
Lunch-and-After-School Programs

The Commission has been informed of diverse ways of meeting the need for lunch-and-after-school programs, depending on the circumstances of local communities. A variety of approaches to providing these programs has evolved in the city.

The Commission sees no logical reason at this time why the nature of lunch-and-after-school programs and their administration should be uniform.

The important objective, in our view, is to identify as accurately as possible, and then to meet, the needs of children and their families. As needs will vary somewhat throughout the city, and as the circumstances of communities will differ, the programs which are established will also, necessarily, differ.

There is, for example, the matter of the role of the schools. In schools where lunch-and-after-school programs are being provided, the reports of principals and teachers who spoke with the Commission were favourable. They indicated that the programs have not increased the pressure on the schools. On the contrary, children have tended to be more settled and productive at school; this, in turn, eases the burden on the classroom teacher. The simple fact that children are eating a nutritious lunch helps to ensure a better school day for students and staff alike.

This does not necessarily mean, however, that the schools must administer lunch-and-after-school programs or that they should fund the program.

We think that the school system should be expected to support lunch-and-after-school programs by providing the space, whenever possible, for the programs, and by co-operating with parents or others who are willing to operate these programs. This expectation is one which the provincial government should state clearly and be prepared to support. Unless there are compelling reasons to locate lunch-and-after-school programs in some other facility, we think that the schools are the most appropriate location from which to operate such programs.

Funding for lunch-and-after-school programs should be channelled through the provincial Day Care Office, and be a part of the Province's expenditure in the area of child care. Having a single source of funds is an advantage in being able to oversee the total expenditure in child care. Furthermore, the role we suggest for the provincial Day Care Office in relation to day care centres is the same role we envisage in relation to lunch-and-after-school programs. The Day Care Office should lead and co-ordinate the development of lunch-and-after-school programs, and it should organize and co-ordinate the sort of back-up resources and supports which lunch-and-after-school programs require.

As part of the provincial Day Care Office's attempts to facilitate and encourage the development of lunch-and-after-school programs, it should establish a flexible set of guidelines which would permit different types of programs to develop. It should also administer a separate fund for lunch-and-after-school programs. As well, the Day Care Office should provide resources for planning the most suitable and appropriate type of program for different communities, and should co-ordinate consultative resources on nutrition, recreational activities, organization, and so on.

We also recommend that lunch-and-after-school programs be

administered under whatever aegis is most appropriate in any community -- the local day care centre board, for example, the school itself, or a local health centre board. The most appropriate approach will depend on the availability, or lack thereof, of boards willing to take on this responsibility, and on the amount and intensity of volunteer parent involvement already present in the local elementary school. Where parents wish to establish a program in the local school, they should be encouraged and facilitated in doing so. Where the community day care centre board considers a lunch-and-after-school program to be a logical extension of services to children and families, it should work with the school to establish a program. Where the staff of the elementary school accepts responsibility for a lunch-and-after-school program, they should establish a program and involve parents in policy-making and in delivering the services.

In effect, the Commission regards lunch-and-after-school programs as community programs -- programs designed and established to meet the needs of local parents and children, involving volunteers extensively in program delivery, and including parents in making policy about the program.

The Content of Lunch-and-After-School Programs

We have established that lunch-and-after-school programs are intended to meet the needs of parents and children in the community, and that they will necessarily differ in substance as these needs differ. They will vary in size, for example, depending on the number of children in a school who require supplemental care.

Programs will vary, as well, in terms of their nutrition content. In some areas of the city, it is as important for children to have breakfast at school as it is for them to eat lunch at school. This is because home situations are such that children often come to school

without breakfast, and because family finances do not stretch to providing adequate nutrition for growing children. In other communities, children would need to eat a nutritious lunch at school, and perhaps to have a snack at the end of the school day. Children in still other communities may be able to bring nutritious lunches from home, and may simply require supervision during the lunch period.

What needs to be developed are criteria for determining the level of need in any given community. Examples of such criteria include the amount of unemployment in an area, average income, proportion of sole-support parents, and so on. These criteria could be used for determining how to allocate resources to lunch-and-after-school programs in different communities.

The Commission is of the view that there should be various levels or intensities of lunch-and-after-school programming, depending on the needs and wealth of the local community. We have set out three levels here, and have illustrated the types of programs which could be developed.

1. High (Breakfast, lunch, and after school):

A high intensity program would provide a substantial portion of a child's daily nutritional requirements. It would provide breakfast, lunch and a snack after school for those children in the school who need this level of support. A program of this intensity would only be necessary in communities where school or public health staff, day care staff, or parents, confirm that children are not receiving adequate nutrition at home. Such a program should also have a recreational component. The staff required to deliver this type of program would not need to be large; the public school ratio of one adult to 25 children should be adequate.

2. Moderate (Lunch and after school):

A medium intensity program would be indicated in communities where parents are financially much more able to meet children's needs. Lunch would be provided because there is local demand and because

there are many sole-support parents or families where both parents are working. In addition to the lunch, the program would arrange recreational activities for the children after school.

3. Low (Lunch and after school):

A low-level program would be most appropriate in suburban areas where children can bring a nutritious lunch from home. This program would include supervision of the children at lunch time, and recreational activities at lunch and after school.

The cost of lunch-and-after-school programs need not be substantial. The schools in the city where programs now operate find that the daily costs vary from \$1.25 to about \$3.00, depending on the nutritional component and the staffing involved.

The Commission again endorses the principle of providing subsidies to lunch-and-after-school programs on the basis of community and family need. In the poorest communities, the entire program cost would have to be assumed by the provincial funds. In other communities, parent fees could provide most of the necessary financial support, and parents could receive subsidy where this is necessary.

Ways could also be devised to augment lunch-and-after-school programs with volunteer support. For example, it might be possible to involve home economics and physical education students in operating lunch-and-after-school programs: The students would gain valuable experience and could perhaps receive educational credits for their work. This type of student involvement would also entail beneficial interaction between younger and older students.

In any case, community demand, support and involvement are fundamental to establishing lunch-and-after-school program. Where parents are able to develop and operate a co-operative program, this represents a viable alternative. In areas where many parents are working or attending school, and/or where a high level of social need exists, the local day care centre boards or schools would have to assume greater responsibility.

We wish, before we leave this topic, to stress again one basic point. Whatever options and alternatives are adopted and developed, the community's ethical and moral responsibility for the well-being of children unalterably exists. When children in need of supervision go unsupervised, when the absence of parental attention borders on neglect, or, indeed, constitutes neglect, and when children are not being adequately fed at home, it becomes a community responsibility to provide the necessary supports for these children.

We must begin to develop alternatives to the radical solution of apprehending children and removing them from the care of their parents. The alternatives we propose are both less costly and more effective than the approaches now available to social service agencies. Included in the alternatives are the adequate supervision of children, the provision of safe places where they can play, and the provision of adequate nutrition for healthy growth and development. In the view of the Commission, lunch-and-after-school programs are a logical and necessary extension of day care for pre-school children.

CHAPTER VIII

THE GOALS OF THE DAY CARE PROGRAM

Throughout this report, we have made repeated reference to the development of services to families and young children in a community, under the aegis of a board composed of local parents and other citizens. In this final chapter, we wish to draw together and elaborate our views on the future development of a day care system. We will present a model of the ways in which day care services and other activities and supports involving families and young children may evolve in a community, and the benefits which should flow from this model.

It is our clear impression that the Manitoba provincial day care program, which has been in operation for over four years, is implicitly based on a community model. Extensive parent involvement is usually necessary to start a public day care centre in any community. Additional parent and community support is a vital part of the on-going functioning of many day care centres. Parents assume responsibility for essential tasks in the program, as well as for participating on the board of directors and so on. Facilities for day care centres are sometimes, at least, made available at cost, or are even subsidized, by churches and other community groups.

We consider the community foundation of day care services to be largely responsible for the strength and vitality of the day care program as it exists in Winnipeg today.

The Commission is convinced, then, that the goal of the day care program must be the further development of the community model which is implicit in the provincial program. The model we envisage is one in which a day care centre becomes the organizational basis and hub for a

network of community activities and support services for pre-school children and their families. Further, we foresee a great deal more parental involvement and mutual support in such a system.

The Rationale for
a Community Model

First, we wish to present the reasons, the rationale, for proposing the future development of a community model in day care.

Part of our rationale stems from the fact that there is now a virtual absence of support services for families and young children in most communities in Winnipeg. The institutions which are designed to provide supports related to the needs of children tend to focus on children of school age, rather than on younger children. Community residents often lack an organized framework within which they can assume greater responsibility for the well-being of young children.

What tends to occur, instead, is that services involving children become available only when an acute problem surfaces -- neglect or abuse of children, the absence of effective parenting skills, a low level of socialization or child stimulation. In reality, the community is quite helpless to remedy problems involving children except through reference to the established social services. And the social services directed toward these problems are expensive, highly professionalized, and often inappropriate.

Nonetheless, we know that, in practice, a great deal of supportive self-help or volunteer activity can occur at a community level, when there is an organized way to facilitate such activity. For example, the various family life resource centres in Winnipeg, which provide programs for families of all ages, operate on an extensive volunteer basis. The volunteers are in touch with family needs in an area, and can bring skills and energy to developing and delivering needed programs. However, the family life resource centres also

must provide on-going co-ordination to assist and facilitate the work of volunteers, if they are to remain effective.

Thus, a community model must include some form of co-ordinating mechanism -- in order to identify needs, to establish an organizational framework, and to facilitate the activities of volunteers as individuals and groups. The Commission sees the community day care centre as a logical organizational basis for the development of local services and supportive programs relevant to the needs of families with young children.

In addition, community-based activities which are largely developed by volunteers need a linkage with other community groups with a similar function. Just as the existing family life resource centres share their experiences and knowledge with each other, community groups organized under the umbrella of a local day care centre should have ready access to other centres, to parents in other areas, and to a large pool of ideas, experience and resources.

Perhaps most important, families need to be confidently aware that there is some central point in the community to which they can bring all their problems and concerns about the nurture and well-being of their young children. They need to know that there is somewhere they can direct even their seemingly simplest enquiries with regard to day care, to related programs and to other child-rearing supports -- some place to seek help for specific problems and a place which will welcome their initiatives and ideas and can focus their willingness to participate in activities related to young families and to young children.

The community day care centre, it seems to us, is ideally suited to the performance of this vital linkage function.

Elaboration of the
Community Model

The community model we propose is predicated upon the use of the local day care centre and its board of directors as the focus, the hub, the essential facilitator which can enable residents in an urban community to develop an appropriate set of activities and programs to meet the needs of local families and their young children.

The Commission wishes also to suggest a variety of potential components in the proposed community model of services to families with young children. We offer these by way of examples, as a means of elaborating our view of the model and the objectives it can achieve.

One component of the proposed day care service system would logically be a network of family day care homes. Earlier in this report, we stressed the importance of bringing some order, some degree of quality control, and enforcement of basic standards, into the provision of family day care. We also pointed out what, to us, appear to be the clear advantages of doing this through a local day care centre.

Selected with the help of a local day care centre, family day care homes would be linked to the centre, and thence to other agencies and a variety of supportive resources. Day care mothers could seek assistance with planning developmental activities for children, advice about dealing with problems, referrals for consultation about an individual child's needs, and so on. They could also be linked to in-service education and other supports available to day care workers.

In addition, local families would have ready access to family day care settings in their community, as well as to group day care. They would be able to rely on family day care homes being licensed, regulated, and operated with a support system in place. The day care centre director would be knowledgeable about the amount of family day care needed in a community, and the types of family day care setting parents prefer. Most important, children could be placed in family or group day care on

the basis of what form of care most appropriately meets the needs of each individual child.

A second possible component of the community model is the development of part-time programs for pre-school children who, normally, are cared for by their parents or by family day care mothers. We suggest that part-time day care (or nursery school, as it is often called) would be a logical extension of a group day care program.

At present, nursery schools tend to be located in suburban communities, and to be available primarily on a fee basis. There are, however, examples of co-operatively-run, part-time programs for young children, in which the parents themselves assume much of the responsibility for organizing and delivering the program. The involvement of existing day care centres, and more parents, could make this type of part-time developmental program accessible to greater numbers of young children.

The development of nursery school types of programs in conjunction with day care centres would not necessarily require extra staff for day care centres, if mothers and other community residents were encouraged to volunteer time and effort to this type of program.

This means that parents would have the opportunity to work as volunteers in a day care setting, to increase their knowledge of child development, and to improve their awareness of their own child's interactions in a group setting.

Yet another possible extension of the day care service system which is needed in most communities is a way to care for sick children when their parents cannot attend them. The Commission is very much aware that many working parents leave sick children at home alone all day. They do so because they must work (or risk losing their jobs) and because they lack access to any form of alternative care. Such a practice amounts, of course, to neglecting a child. Yet, as argued in other chapters of this report, we now provide few options for parents with multiple responsibilities.

The availability and accessibility of babysitters and/or homemakers for sick children would achieve competent care for the child and would relieve many parents of an enormous burden of guilt and worry. A community day care centre could recruit, through its network of families, local people who would be willing, on occasion, to care for children with minor illnesses. We foresee that other forms of mutual assistance -- such as help in emergency situations -- could also develop in a community, through the mediation of the day care centre.

Another aspect of the community day care model is the integration of children with special needs into community day care centres (as we discussed in Chapter V) or into local family day care homes. Our reasons for adopting the position that children with special needs should be integrated into community day care were set out earlier. At this point, we would merely reiterate that there are many advantages to be gained from integration, both by children with special needs and by so-called "normal" children.

Involving community day care centres in planning and locating resources for children with special needs is a vital part of the integration process. For example, in some neighbourhoods, there are women who have acquired skills and experience working with children who are handicapped in some way. A local day care centre is in an excellent position to identify people with such specialized skills, and to involve them in day care for special needs children. This involvement could take the form of work in a day care centre, or the operation of a family day care home where a child with special needs is one of several children.

Examples also exist of extension programs operated by day care centres. Some centres permit neighbourhood children simply to "drop in" and participate in day care centre activities. The day care centre associated with the Health Sciences Centre recently ran a successful program for families who abuse their children. Funded by a Canada Works grant, this program provided intensive services to families "in

crisis", enabling parents to reunite with their children and to resume raising them in a safe and nurturing environment.

Another extension of a day care centre could be the development of a toy and book lending library. In this case, the centre could establish and maintain a supply of toys and books for neighbourhood children to use on a revolving basis and community residents could add a family collection of toys to the supply. Through the use of volunteers, this type of service could be provided at almost no cost to a day care centre.

These are but a number of examples which have been suggested to the Commission, or have occurred to us during the preparation of this report. Local people working together in the organized framework of a community day care centre would, we are certain, identify and select the types of supportive activities and mechanisms which families in their community need.

Moreover, the strength of the type of programs and services we have suggested in the context of the community model does not lie in their sophistication. Rather, the fundamental strength exists in enabling local families with young children to work together to meet their own needs, through the organization and resources available in the day care centre.

Most of the programs developed -- such as observation nurseries, where parents learn about child development and the care of their own children -- need not be elaborate. However, these types of services (including a linkage to family day care) would provide invaluable support to the families of young children, including those families who do not use the day care centre for full-time child care, but who have legitimate demands on the community resource system to meet their own needs and the needs of their children.

One important aspect of the community model of day care which we have proposed lies, in fact, outside the realm of the programs and services developed. It exists in the potential for establishing and

enhancing community networks of families engaged in mutual support and assuming greater responsibility for the well-being of the children in their community. The acceptance of this responsibility and the capacity to identify and meet a number of basic family needs is a major step toward developing an ability to resolve more problem situations at the community level.

Implementation of
the Community Model

There are several aspects to the community model which we consider to be prerequisites to its successful implementation. In effect, these are issues which need to be resolved in order for the community model to evolve and develop.

A fundamental precondition is the existence of boards of directors for day care centres, composed, in large part, of parents whose children are enrolled in day care and other residents of the local community. This type of board exists now in many community day care centres, including those centres which are governed as co-operatives and some of those governed under the Corporations Act. Such boards have an awareness of community needs, of the needs of local families, and of the developmental needs of young children. These boards also tend to change in composition fairly frequently as new parents become involved, thus maintaining the strength of initiative and fresh ideas. (Exceptional cases, and these also exist, were discussed in Chapter II.)

A second fundamental aspect of the community model, one which is required for its evolution and success, is the recognition that extensive volunteer activity requires on-going co-ordination. We have suggested that many components of the community model could quite feasibly be developed and implemented by volunteers. But we emphasize as well, that volunteers need a central point of co-ordination if they are to work effectively and to sustain their energy and involvement.

Thus, we have identified the day care centre, and specifically the centre's director, as the logical entity to spearhead the organization and co-ordination of the responsibilities entailed in the community model. In a sense, the day care centre would become a resource base for the activities which develop and the services which are delivered. The day care centre director would thus assume an enlarged function as facilitator and co-ordinator of community efforts in this area. This enlarged function of the day care director should be recognized in the process of funding day care centres.

In addition, there may be a need for additional funding for program supports, particularly in communities where many families live on low incomes and cannot afford to pay for services. While the types of programs we have suggested are certainly not costly, they do require supplies and a certain amount of funding for overhead. This is a cost which should be recognized, and for which provincial or private funds should be sought.

One issue which we have discussed in several parts of this report is that of accessibility to day care centres. We are concerned that many communities in Winnipeg do not now have a day care centre, or do not have enough centres to meet the demand. Especially problematic are the new communities where there are many families with young children. The nature of newly-developed areas is such that families are often isolated, and neighbourhoods lack the formal organizations and informal networks which facilitate the initiation of a new day care centre.

We propose, therefore, that the provincial Day Care Office assume greater responsibility for planning the location of day care centres and for facilitating their development in communities where a need for day care services may be identified.

Lest the community model of day care proposed here be considered somehow too grandiose, expensive, impractical, and so on, we wish to make two concluding points in support of its implementation.

What is proposed is a system which essentially draws upon resources which already exist. These resources include the skills of community residents and the interest and commitment of parents and existing day care centres operating under the aegis of local boards of directors. To expand the system in the direction of linkages to licensed family day care is clearly necessary. And to include a variety of other supportive programs and activities, drawing largely on volunteer participation, is both sensible and feasible. To be sure, there are costs involved. But these costs should not preclude the evolution of a system which will enhance local initiative and responsibility for the well-being of young children.

Furthermore, in our society, we have already established and accepted the principle of general public responsibility for most aspects of social expenditure. It is, for example, generally accepted that everyone pays taxes to support public schools, whether or not they have children in attendance. For even more years, the public has accepted the responsibility of housing and feeding people in prisons.

Is there, then, any logical reason why the general public should have less responsibility for children who need care while their parents work in order to feed, clothe, and support them? Indeed, why must services for pre-school children be justified only in terms of support for families where both parents are working, or for sole-support families? As we have pointed out, there are many situations in which children and their families need the support of community day care services. They may need lunch-and-after-school programs, they may need access to family day care, they may need parenting courses, they may need advice and assistance to deal with handicapping conditions, and so on.

Our responsibility, we think, is to recognize these needs, and to recommend a mechanism whereby they can be met.

A support System for
Community Day Care

In our discussion of the potential, and the merits, of day care programs with extensive community involvement, we have placed a great deal of emphasis on the use of volunteers, both parents and other community residents, and on the strengths volunteers can bring to the services they provide.

However, we do not want to neglect the issue of the types of support which day care programs need and which are not always available through volunteers in the local community. We refer to the sort of supports which involve a fair degree of specific expertise.

We are of the view that much of the anxiety and difficulty which exists in the day care field today results directly from the fact that no support system has been established for the day care program as a whole. To say this is not in any way to detract from the abilities of the provincial day care co-ordinators. However, the provincial Day Care Office has been defined primarily as a financial support office, rather than a program support office. This definition has limited the day care co-ordinators and has prevented the development of a system of on-going program supports to day care centres.

The current mandate of the Day Care Office also means that day care centres experience difficulties which are very similar to those of other, non-governmental, social service programs. There is a great deal of concern and publicity about funding, which does not, necessarily, result in controlled or reduced costs. Indeed, the position of day care centres is even more tenuous than that of other agencies, in that day care is a relatively new program, and in that the practitioners in the day care program often lack the professionalism and experience of practitioners in other social service areas.

The Commission recommends, therefore, that the role of the provincial Day Care Office be redefined, in order to enhance and develop

its program support function. Such a redefinition would, in our view, entail locating the Day Care Office in the branch of the Department of Health and Social Development which provides support to other programs delivered in communities. It would also entail an expansion, in some measure, of the staff and expertise available in the Day Care Office.

Much of the support needed for the day care program is now available in the city, in the universities and community colleges, in agencies with specialized service functions, and in the public health system. The main task, therefore, is to co-ordinate and facilitate a matching of the existing resources with the needs of day care centres. What is needed is leadership in identifying the issues and concerns of day care centres and in mobilizing the appropriate resources to meet these needs.

For example, the matter of linking day care centres to the public health system in a reliable, consistent way, should, in our view, be a function of the provincial Day Care Office. At present, this is left to the individual initiatives and fortunes of day care centres. Similarly, the need to plan nutritious meals and snacks for children in day care, within a limited budget, means that day care centres should have access to advice from home economists. This is another resource which should be tapped by the provincial Day Care Office whenever possible. (There is no doubt that this resource is available, witness the assistance offered to the Commission by the Home Economics Directorate of the Department of Health and Social Development.)

We are not suggesting that the Day Care Office itself should acquire large numbers of additional staff with a wide range of expertise. Rather, we recommend that it concentrate on identifying needs and corresponding resources, and on co-ordinating a support system for the day care program.

In an earlier chapter, we outlined in some detail the type of

support system for day care centres which is necessitated by the integration of children with special needs into community day care settings. This type of approach, we suggest, would be suitable in relation to other areas as well.

There is at least one area in which the provincial Child Day Care Office itself would likely need to develop special competence and capability in order to assist day care centres directly. This is in relation to the community organizing skills which would be required by day care centre directors in their function of co-ordinating and facilitating volunteer efforts. The organizational role which we have ascribed to the day care centre directors may require both initial and on-going training, assistance and advice.

While some day care centres already possess an extensive community base, which has resulted in a high degree of parent and volunteer involvement, other centres lack this asset, and lack the skills with which to develop it. If the community model proposed by the Commission is to work effectively, the provincial Day Care Office will need to assume leadership in encouraging and training day care centre directors in the skills of community involvement.

The Commission is convinced -- on the basis of the day care experience in other provinces and on the wealth of evidence before us -- that, unless a community-based approach to day care is developed in Winnipeg, the costs of day care services will continue to rise, and programs will become increasingly professionalized and remote from local communities. Such a development cannot meet the various existing needs in day care.

We are equally convinced that the community model of day care has all the necessary potential to provide basic supports to families with young children, and to enhance the ability of communities to assume greater local responsibility for the well-being of children.

This approach -- designed, as it is, to spur growth and self-help

from within the community -- can achieve for the future of day care services in Winnipeg what no amount of externally imposed measures can accomplish. Certainly, essential foundations must be laid in legislation, which is why we have proposed that a Day Care Act be put in place. But the commitment and hard work of putting a viable community structure into place must -- if that structure is to last and to serve well-- come from the community itself.

PART III

RECOMMENDATIONS

Chapter II - Confusion in Legislation and Accountability in Day Care

1. A Day Care Act should be enacted, with the objective of providing a comprehensive and coherent legal framework for the provincial day care program.

This Act should define both family and group day care, should define the legal structure of day care centres, basic standards, the means of enforcing standards, and the relationship between program funding and program standards. It should establish procedures and criteria for licensing of all day care facilities.

2. The proposed Day Care Act should enable day care centres to be established as co-operatives or as corporations under terms which clearly establish the importance of parental and community control.

3. The Day Care Act should make mandatory that financial statements of a day care centre be open to the public and that parents of children in a day care centre be informed of regular board meetings and be guaranteed an opportunity to attend, and to speak at, such meetings.

4. Directors of day care centres should attend their centre's board meetings as non-voting members.

5. In order to eliminate existing confusion and to achieve clarity and uniformity in definitions in provincial statutes and regulations affecting child care in the province, the Law Reform Commission should be asked to devise -- after consultation with professionals in the field, including the Day Care Office of the Department of Health and Social Development -- clear, concise definitions of the day care terminology.

6. Wherever possible, provisions affecting day care, which are now scattered throughout various provincial statutes, should be brought together and unified under the new Act.

Chapter III - The Licensing of Day Care Centres
and Basic Standards in Day Care

7. The provincial child Day Care Office should be responsible for licensing day care centres and family day care homes, for the setting, maintenance and enforcement of basic standards.

8. Each day care centre should be required to state its objectives, including its objectives in terms of program content, when it submits its annual budget for approval.

9. The director (or program director) of a day care centre should possess a university degree in education or in family studies, *or* a community college certificate in early childhood education, and at least two years of supervised day care experience.

10. Staff in a day care centre should possess a mix of qualifications and skills and represent a variety of backgrounds and training.

11. Opportunities should be provided for day care staff -- both workers in day care centres and family day care mothers -- to improve their qualifications and expertise through in-service training.

12. Existing (City) standards with respect to the minimum number of adults required to work with a given number of children in a day care centre should be enforced; the staffing component of day care centre budgets should be supported sufficiently to make enforcement of legislated standards possible.

13. Consideration should be given to requiring a staff/child ratio of one adult to six children ages two and three years; established staff/child ratios for children of other ages should be maintained.

14. The basic minimum space in a day care centre facility should be established at 30-35 square feet of space for each child enrolled.

15. Day care centres should be required to have ready access to outdoor play space suitable for pre-school children.

16. Existing standards respecting the nutritional content of day care programs should be enforced and funding of day care should acknowledge the importance of providing adequate nutrition in a day care program.

17. Maximum numbers of children which day care centres may care for in a single group should be established by regulation, having regard to the ages of children and the stages of child development.

18. Each day care centre, private as well as public, should be required to post, in a highly visible place, a copy of the City regulations respecting group day care, or a correct condensation thereof.

19. When the Province establishes its own standards for day care, in a new Day Care Act, it should take care to adopt those provisions in the present City of Winnipeg regulations which have been demonstrated to be worthy of preservation.

Chapter IV - The Funding of Day Care

20. The provincial government should adopt a policy of supporting wage rates for day care work that are commensurate with salaries in equivalent jobs. Funding for staff salaries should be met through a budget established at a level sufficient to pay adequate salaries.

21. Funding for day care should be at a level sufficient to provide appropriate facilities and to enable centres to afford market-level rents without cutting back on staff salaries and program content.

22. A capital fund for day care should be created. Capital funding should be made available to construct day care centre facilities in areas where it can be demonstrated (a) that day care services are needed by virtue of the number of families with young children, and (b) that suitable space, including outdoor play space, does not exist.
23. Day care services should be provided in new housing developments where large numbers of children already live or are expected to be living.
24. Capital funds should be utilized in order to convert facilities in existing developments for day care use.
25. The City of Winnipeg should require that developers allocate space in new housing developments for the provision of day care services.
26. The provincial Day Care Office should develop a capacity to assist in organizing day care in new areas where a neighbourhood network of families and community institutions does not yet exist.
27. Each day care centre should base its daily operation on a definite program which it is able to articulate to the satisfaction of parents, to the Day Care Office and to the local board of directors. The staff of the centre should be held clearly responsible for implementing this program.
28. A means should be developed for establishing and adjusting the daily fee charged in day care in relation to actual costs; the daily fee charged per child should reflect the actual staff costs in day care.
29. The program for subsidizing low income parents should be continued.
30. Day care costs other than staff salaries -- that is, rent of facilities, program costs, equipment, food, and so on -- should be financed through provincial funds.
31. Funding for day care centres should be based on an

approved line-item budget. On the basis of the approved budget, an annual administrative grant should be established for each day care centre, to be paid in monthly installments.

32. Adequate funding to maintain a basic quality of program in each centre should be a provincial responsibility. Beyond this, the Province should direct its funds toward areas where greater social need exists, rather than toward more affluent communities.

33. The provincial Child Day Care Office should be more closely involved in identifying, evaluating, and then supporting day care centres whose need is greater.

34. Funding arrangements should provide no special incentives for parents to choose group day care over family day care.

35. Particular needs of communities which require additional supports in day care services should be identified. This is an area of funding in which the United Way and other voluntary agencies could make a significant contribution. (One area in which we suggest particular support is day care services for families relating to children who are neglected or abused. Another is the development of pilot projects for special needs children in certain day care centres.)

Chapter V - Day Care Services for Children with Special Needs

36. To assist in integrating children with special needs into community day care, the provincial Day Care Office should co-ordinate facility modifications, special staff training and program funding.

37. The provincial Day Care Office should assume greater responsibility for the geographic location of day care centres, with a view to providing access in neighbourhood centres to environmentally or socially deprived children.

38. The consultant services of the Child Development Clinic of the Health Sciences Centre (Children's Centre), the Society for Crippled Children and Adults, and the Manitoba Association for the Mentally Retarded should be utilized in a support system to day care programs in order to meet special needs of children. The services of these specialized agencies should also be sought to assist with developing the staff training required for day care directors and staff in order to work with special needs children.

39. The provincial Day Care Office should oversee and co-ordinate any facility modifications required to integrate special needs children into community day care centres; capital funds for such modifications should be made available.

40. All funding required for special needs programs in day care should be channelled through the provincial day care co-ordinators.

41. An outreach function should be developed in day care, especially in relation to meeting the needs of children who are neglected or deprived.

42. No day care centre should, in policy or in practice, be encouraged or permitted to be a single-purpose centre, except those which provide a very highly specialized service to severely handicapped children.

43. The integration of children with special needs should be considered an appropriate area of activity for involving private, non-governmental assistance; agencies such as the United Way might consider this as an important priority.

Chapter VI - Family Day Care

44. Family day care services should be closely linked with other neighbourhood services for families with young children; such a linkage should be established through the local day care centre.

45. The responsibility for assessing and selecting family day care homes should be delegated, wherever possible to the directors of community day care centres.

46. Day care centre directors should apply the guidelines established by the Child Day Care Office in assessing family day care home applications. The Day Care Office should consider the establishment of an appeal procedure through which rejected applicants could request a review of their applications, and concerned parents could request reassessment of a family day care home.

47. A support system should be developed, through the local day care centre, to meet some of the specific needs of family day care mothers -- for example, in-service training, access to advice and consultation, and help with referring difficult problems to other, specialized, services.

48. Family day care mothers should receive salaries equivalent to other day care workers, established on the basis of the principle of "equal pay for work of equal value".

49. Family day care providers should be paid a per diem rate for each child in care, and should receive as well a maintenance grant from the provincial Day Care Office to cover the cost of food, equipment and supplies.

50. The family day care program for children with special needs, which is now operated by Family Services of Winnipeg Inc., should continue to be supported.

Chapter VII - Lunch-and-After-School Programs

51. Major expansion should be undertaken in the area of lunch-and-after-school programs on the basis of established need.

52. The provincial Day Care Office should be given the authority to facilitate and encourage the development of lunch-and-after-school programs and should administer a

separate fund for this purpose.

53. The public schools system should support lunch-and-after-school programs by providing space for the programs and by co-operating with parents or other groups prepared to establish and operate such programs.

54. The provincial Day Care Office should organize and co-ordinate the back-up resources and supports which lunch-and-after-school programs require.

55. Lunch-and-after-school programs should be administered under whatever aegis is most appropriate in a given community -- for example, the local day care centre board, the school itself, or a local health centre board.

56. The content of lunch-and-after-school programs should not be rigid; they should vary according to the needs of families and children in each community. Programs should include lunch, snacks, and breakfast. They should also include supervision and recreational activities.

57. Criteria should be developed for determining the level of need for lunch-and-after-school programs in each school community. These criteria should be used to allocate resources to lunch-and-after-school programs in different communities.

58. Lunch-and-after-school programs should be subsidized by provincial funds on the basis of community and family need.

Chapter VIII - The Goals of the Day Care Program

59. The goal of the provincial day care program should be the further development of the community model implicit in the current program. (The model we envisage is one in which a day care centre becomes the organizational hub of a network of community activities and support services for families and their young children.)

60. The components of the community model, should, where possible, include the following: (a) a network of associated family day care homes; (b) part-time programs for children who

are normally cared for by their parents or by a family day care mother; (c) lunch-and-after-school programs; (d) access to babysitters and/or homemakers who can provide care for children with minor illnesses; (e) integration of children with special needs into community day care centres and family day care homes; (f) toy and book lending libraries; (g) observation nurseries; (h) parenting skills courses; and (i) other extension programs.

61. The development of activities and services in the community model should be undertaken largely by local families who volunteer their efforts in a mutual support system.

62. The local day care centre's board and the centre's director should provide the organizing and co-ordinating function necessary to encourage and support the community model.

63. The provincial Child Day Care Office should assume greater responsibility for planning the geographic location of needed day care centres and for facilitating their development.

64. The funding of day care programs should recognize and support the community model of services to families and young children through the programming component of day care centre budgets.

65. The role of the provincial Child Day Care Office should be redefined in order to enhance and develop its function of providing specialized support to day care programs. Such a redefinition should entail locating the Day Care Office in the branch of the Department of Health and Social Development which provides support to other programs delivered in communities. It should also entail some measure of expansion in the staff and expertise available in the Day Care Office.

66. A system of supports for day care centres should be established through the provincial Day Care Office in order

to co-ordinate and facilitate a matching of the needs of day care centres with existing specialized resources.

67. The provincial Day Care Office should develop a capacity to assist day care centres in their function of co-ordinating and facilitating volunteer efforts in day care services.