

DAY CARE PLANNING COMMITTEE

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Edmonton Welfare Council Staff:

Mr. G. Allan Clark - to February 1966.  
Miss B. Scott - from February 1966.

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BRIEF  
TO THE CITY OF EDMONTON  
ON THE ESTABLISHMENT OF DAY CARE SERVICES

RECOMMENDATIONS

In view of the critical need at the moment for licensed day care spaces, the Edmonton Welfare Council recommends and strongly urges:

- \* That the City of Edmonton Welfare Department establish immediately a Day Care Section, with citizen representation, to assume
  - (a) long-range responsibility, with the consultation and cooperation of the Edmonton Welfare Council, for the implementation of plans for the development of day care services in suburban and central areas of Edmonton in demonstrated need of such service; and
  - (b) immediate responsibility for the establishment of a pilot day care service located outside the central core of the city and offering a professionally-directed program of group care for children from 3 - 6 years of age and of supervised foster family day care for children under age three;
- \* That the City of Edmonton Welfare Department develop the proposed pilot day care service, and subsequent extensions of its service, in accordance with the acceptable standards of child care hereinafter set out;
- \* That the City of Edmonton Welfare Department initiate consultation with existing day care resources and any further such developments, whether non-profit or commercial, in order that all day care services in Edmonton may eventually meet the acceptable standards of child care hereinafter set out;
- \* That the City of Edmonton Welfare Department lend all possible support to the Community Day Nursery as a valuable, centrally-located day care resource, and that the Community Day Nursery at this time establish a board of management with the immediate task of up-grading the quality of its service so as to reflect the standards of child care embodied in this report.

## SECTION I: INTRODUCTION

### The Need for Day Care Services in Edmonton

The Edmonton Welfare Council report, An Assessment of the Need for Day Care Services for the Children of Employed Mothers in Edmonton (reproduced in Appendix I), pointed up a serious lack in day care services. With licensed day care facilities available for only about one child in every twenty whose mothers are employed, Edmonton currently faces a critical need for more adequate day care resources. As mothers increasingly enter the labour force, the gap between youngsters in need of daytime care and suitable resources for such care can only be expected to widen unless immediate steps are taken.

The task of raising young children is the job of parents and the home. This does not mean that the home must do this important job alone, unaided. The good home may well be the one that seeks out every resource to supplement the care possible within the family, so that children may get what they need for good growth and development.

It is a community responsibility, shared with employed mothers, to ensure that children receive good, healthful, socially sound daytime care when their mothers cannot provide it. There is evidence that lack of community responsibility has led to the use of substandard arrangements as the only alternative.

Day care refers to those services required when parents must arrange for the care of their children outside of the home for regular and lengthy periods each day. Many children have serious needs for day care that have nothing to do with the employment of the mother -- illness or death of the mother, desertion of the family by the father, poor family relationships, and others. Certainly, there is a need for day care service as one means of strengthening family life, whether the situation necessitating daytime care stems from parental employment or other causes.

### The Necessity of Adequate Daytime Child Care

Day care means care of children outside their own homes for many of their waking hours. These are sensitive times for young children, when their need for security, for love and for good physical care is especially great and their feelings of dependency are strong. Unless properly managed, day care can be a threat to the welfare of children, can obstruct their personal and social development and can do injury to the security of life with their own parents.

Ample evidence exists to show that a very young child, deprived of a close, warm relationship with a mother-figure, experiences a stunting of emotional development and severe damage in social development<sup>a)</sup>. For the compelling reason of sound child development, it is mandatory that any child under age three who requires daytime care outside his own home should receive individual care and attention from a warm "mother-supplement". Children aged three or more also require a close, warm relationship with a motherly person and, in addition, need the give and take of a group experience.

These basic needs of children -- for love, security and, among older youngsters, for the new experiences of group activities -- make the incorporation of sound child care standards in any day care program a fundamental necessity. Essential to the child is a carefully determined relationship between the child himself, his family and the child care worker, for day care should be used to strengthen family life.

### The Present Situation

The numerical need for licensed day care spaces in Edmonton has been demonstrated (page 1 and the Appendix to this brief). There is an equally urgent need for day care services of such quality that the basic needs of youngsters and their families are suitably met.

Under the regulations of the Child Welfare Act<sup>b)</sup>, requirements for licensing outline certain standards for day care; these are minimal standards focussing primarily on physical accommodation and health conditions in day care centres. Virtually nothing in the licensing requirements makes mandatory the provision of a quality of child care in accordance with children's individual needs for personal and social development, as outlined in the preceding section.

Edmonton currently has several licensed day care facilities which, combined, can care for about five percent of youngsters whose mothers work. These licensed facilities meet the minimum standards under provincial regulations and in some few cases may exceed them. Included are both commercial resources and the Community Day Nursery, a voluntary, non-profit organization providing a vitally-needed subsidized service in a central location.

For the good of youngsters now receiving care, day care resources that meet merely the standards for licensing should be urged and encouraged to develop the quality of care outlined in Section III of this report.

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a) A concise, readable summary of numerous research findings along these lines may be found in Bowlby, John, Child Care and the Growth of Love, Penguin Books, 1953.

b) Revised Statutes of Alberta, 1955, Chapter 39, The Child Welfare Act, (as amended to 1965) Section 1 - Minimum Standards.

SECTION II: MEETING EDMONTON'S TWO-FOLD NEED --  
MORE DAY CARE RESOURCES AND GOOD QUALITY DAY CARE

There is, as has been shown, an immediate and pressing need for more day care resources and for day care services of such quality as to ensure children's well-being, sound development and healthy family relationships. The task of this section is to outline the means whereby these objectives can most speedily, effectively and economically be achieved.

Day care is a fundamental part of a community's network of child welfare services. As such, it is a public responsibility, in which the core of subsidized service is provided by governmental funds and should be under governmental auspices. Subsidized day care services under voluntary auspices supplement and relate to the basic public service.

The City of Edmonton Welfare Department offers the most appropriate setting for the core development of day care service as a public welfare responsibility. This Department, under forthcoming legislation, will be responsible for the development of preventive services in Edmonton; day care is a key preventive service, as is suggested in Section I.

The bulk of the necessary subsidy for adequate day care services will be provided through provincial funds. The City of Edmonton has direct channels to the Province of Alberta; therefore, a city-operated service, requiring no intermediary, may be expected to acquire the necessary provincial funding speedily and effectively.

Additionally, the City of Edmonton Welfare Department has a core of staff fully qualified and experienced in work with children and with their families. During the initial stages of the development of day care resources in Edmonton, administrative and social work staff costs will be shared between the new service and existing public welfare services. As a result, costs of initiating day care services will be considerably less than would otherwise be possible without such a shared staff arrangement.

In view of the basic public responsibility for day care, the use of governmental funds and the availability of staff fully experienced in serving children and families, it is urged that the Welfare Department of the City of Edmonton immediately establish a Day Care Section. Responsibilities of the Day Care Section would be three-fold:

- 1) long-range responsibility, with the consultation and co-operation of the Edmonton Welfare Council, for the development of day care services in central and suburban areas in need of such service;
- 2) immediate responsibility for the establishment of a pilot day care service in an outlying area of the city;
- 3) advisory responsibility, in cooperation with the Edmonton Welfare Council, for assisting existing and future day care facilities, whether commercial or non-profit, to meet acceptable standards of child care.

### Long range development of resources

The City of Edmonton Welfare Department should develop, over the long run, a network of neighborhood-based day care services in areas in need of such service and in accordance with the standards of child care outlined in Section III of this report. The development of these public centres should be carefully planned, in cooperation with the Edmonton Welfare Council, so that available governmental, voluntary non-profit and commercial day care facilities are located appropriately in relation to one another and in relation to the population served. The use of neighborhood liaison committees to relate closely to the needs of the neighborhood served should be explored by the Welfare Department.

### Immediate establishment of a pilot project

To meet the immediate need for additional day care resources, particularly outside the central core of the city, the City of Edmonton Welfare Department should establish a pilot day care project in an outlying neighborhood. The pilot project should be a professionally-directed program of group care for children from 3-6 years of age and of supervised foster family care for children under age three. This service should be provided according to the standards outlined in Section III.

#### (1) Purpose of the pilot project

The purpose of the pilot project is to meet an immediate demand for day care in outlying areas and to set a standard to which further development will adhere. In addition, the pilot project aims at:

- 1) demonstrating to employed mothers and the general community the value of good quality group care for children aged 3-6, in terms of opportunities for the youngsters to learn, to participate in socially-accepted "fun" activities with others, and to be a part of a varied, stimulating, professionally-guided program; and the value of good quality foster family day care for children under age three as a means for continued social and personal development through a sustained relationship with a warm mother-substitute.
- 2) demonstrating to employed mothers and the general community the value of a good quality, professionally-directed day care service in terms of the dependability of the service and the opportunity for professional consultation regarding their children's development and child-parent relations.
- 3) demonstrating to financing bodies and to the general community the need in Edmonton, in suburban areas as well as in central areas, for day care services, specifically for an integrated, well-balanced program of day care, including group care and foster family day care.

## (2) Location of the pilot project

Prime priority for the location of a new day care facility is outside the central core of the city. Ninety percent of all of Edmonton's pre-school aged children of employed mothers live outside the central core. On a rate basis (e.g., for every 1,000 pre-school aged children of employed mothers), in the downtown core there are 250 licensed day care spaces, in the middle sector, 59, and in the outer area, 14 per 1,000 pre-school aged youngsters whose mothers work. (See Appendix)

For the well-being of the children involved, day care facilities should be located in or near the neighborhoods where children needing them live. The standard-setting body for child welfare services in North America underscores this and further states, "Facilities should be in residential neighborhoods, not in crowded industrial areas .... Children under six should not have to travel more than a half hour daily."<sup>a)</sup>

In view of the individual needs of children, the existence of a subsidized centrally-located day care service and the concentration of employed mothers outside the downtown area of the city, the pilot project should be established outside the central core of the city. The area in which the project is located should meet the following criteria: (a) low to low-middle income; (b) concentration of employed mothers of young children (The Edmonton Welfare Council's study shows northern and western sectors of the city to meet this criterion); (c) in close proximity to an elementary school; (d) major bus routes within two-three blocks.

## (3) Families served by the pilot project

The pilot project should give priority to low income families, to sole-support mothers and to children whose needs for day care stem from an unstable family situation not necessarily related to the employment of the mother (e.g., as through long term illness of the mother, parental discord, etc.). Families using the pilot project will be expected to pay for the service according to their ability to pay. Thus, some may pay very low fees and others, full cost or more for the service.

## (4) Costs of the pilot project

An approximation of the operating cost of the pilot project, including both group care and foster family care, is four dollars per diem, or about \$62,000 per year for a maximum capacity group program for 50 youngsters and 15 children in foster family day care.

Net cost to the city could be as low as 10 percent of the total, or about \$6,200, in that federal and provincial moneys are expected to be available for subsidy of such programs. Fees paid by parents, according to ability to pay, will offset the amount of subsidy required.

Estimates of capital cost will vary, in that an existing structure may be used if appropriately refurbished, or a new structure may be required.

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<sup>a)</sup> Standards for Day Care Service, Child Welfare League of America, 1960.



However, equipment<sup>a)</sup> and toys for an adequate day care centre will amount to a substantial sum.

#### Advisory role regarding day care standards

In cooperation with the Edmonton Welfare Council, the City of Edmonton Welfare Department should be available to provide whatever encouragement and assistance is required to bring all of Edmonton's day care resources up to the acceptable standards of child care outlined in this report. It is the intention of the Edmonton Welfare Council to undertake a thorough-going review of provincial licensing regulations with a view toward their speedy up-grading.

#### The Community Day Nursery

In addition to the proposed pilot project, there exists now one subsidized day nursery, the Community Day Nursery. As a centrally-located service and the sole community-supported facility, this is an invaluable day care resource.

However, the standard of service currently provided by the Community Day Nursery does not meet the quality of child care outlined in Section III of this report. In order for this organization to meet such a standard of care, the number of children enrolled must be reduced, group care for youngsters under age three must be discontinued and staffing must be up-graded.

At this time it is urged that the Community Day Nursery retain its voluntary identity, that a permanent board of management be established and that the permanent board immediately up-grade the quality of service so as to embody in the agency the standards of child care outlined in Section III. The City of Edmonton Welfare Department should lend all possible support to the Community Day Nursery in meeting these acceptable standards.

The Community Day Nursery should not expand its services at this time, but rather utilize the new services of the City of Edmonton Welfare Department to make alternative arrangements for the care of a number of youngsters and infants now being served. After the successful establishment of day care services of the Welfare Department and the up-grading of service of the Community Day Nursery, the Welfare Department and Community Day Nursery should jointly explore, in cooperation with the Edmonton Welfare Council, the most appropriate and effective auspices of the Community Day Nursery.

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a) See suggested list of equipment and toys in Standards for Day Care Service, Child Welfare League of America, 1960.

## SECTION III: STANDARDS FOR CHILD CARE

### A. GROUP DAY CARE

The aim of group day care is to meet the developmental needs of pre-school children aged three or more and of young school aged children up through age nine in a manner that will enable them to learn socially acceptable ways of gaining satisfaction in an environment that provides the care, affection and guidance they need. Group care should be designed so as to support and strengthen parental roles and family relationships and to supplement the care that families can give. Group day care also serves an educational function, as part of its purpose in promoting the healthy growth and development of children.

#### 1. Capacity of day care centres

The capacity of any centre should be limited to the number of children whose individual needs can appropriately be met. Desirable maximum enrollment in each age group is:

3 - 4 year olds	-	15 children
4 - 5 year olds	-	20 children
5 - 6 year olds	-	20 children

#### 2. Physical standards

The structure and design of the building have a marked influence on the program offered to the children. When a building is appropriate for children, it is possible to carry on activities with greater ease and to require fewer controls for safety. The size and location of rooms, as well as the kind of facilities available, also have an effect on comfort and relaxation of both children and adults.

##### a) Safety and sanitation

The building must be sound in structure, safe for children, and fire-resistant. It should comply with all City of Edmonton zoning, building, fire and sanitation laws.

Two widely separated exits from each area directly to the outdoors are an important safety measure.

A one-storey building will provide the best conditions for children's play space; it is safest and offers the closest contact with the outdoors. The use of stairs by a group of small children requires constant supervision by adults. Stairs are precarious when children are dressed in heavy clothing, or are carrying play equipment or other possessions.

b) Size of playrooms

A ratio of fifty sq. ft. of playroom floor space per child is optimum. Under no circumstances should the amount of playroom space per child be under 35 sq. ft. Such space is in addition to the area occupied by such fixed equipment as lockers, stairs, etc.

c) Size of Kindergarten

There should be 30 sq. ft. of kindergarten space per child of kindergarten age; this should be separated from playrooms.

d) Bathroom facilities

There should be one adult bathroom and, in addition, one toilet and washbasin for each ten children, located where they are easily accessible to both playrooms and kindergarten. Equipment of appropriate height for use of small children helps them to become responsible for their own care.

e) Laundry

An automatic washer and dryer are desirable in that they provide the easiest, most sanitary and inexpensive method for laundering.

f) Kitchen facilities

Kitchen facilities need to be separate from the playrooms, yet located so that food can be transported readily, kept hot, and served easily.

Adequate provision for refrigeration of perishable foods, sterilization of dishes and a sanitary method of garbage disposal are basic requirements.

An automatic dishwasher using 180 degrees is recommended.

A conveniently-located pantry or storeroom for staples and canned food adds to the ease with which meals are prepared.

An easily-cleaned surface for walls and flooring of rooms where food is prepared and stored is important.

A sink for washing hands should be immediately accessible to kitchen staff.

g) Dining area

One portion of a playroom shall be used as the dining area.

h) Isolation room

A special room should be set aside for children requiring isolation away from the group, in case of emergency illness, or when a child needs to be by himself.

Such a room should be located where a child can be close to a staff member and not feel alone.

First-aid equipment should be kept here, but out of children's reach. Materials hazardous to the children should be under lock and key.

Bathroom facilities should be easily accessible for a sick child.

i) Office and staff room

The centre should have sufficient space required for administration and for use of staff.

There should be a reception room for persons waiting to be interviewed as well as for other visitors. Office space for private interviews with parents, and for conferences between the executive supervisors and individual staff members should be available.

A staff room provides a place for rest periods, conferences, and meetings.

j) Flooring and walls

The materials used for construction of floors and walls, which are washed frequently, should allow for easy and inexpensive maintenance.

Satisfactory flooring is smooth and splinter-proof. A highly-waxed surface is to be avoided.

Materials which help to control sound should be used for ceilings and walls.

k) Light and ventilation

Each playroom should have outside windows, the area of which is at least 10 percent of the floor area of the room. Artificial lighting should be of at least 25 to 35-foot candlepower.

Windows should be low enough to look out as this is a source of pleasure and learning.

Provision is needed for adequate ventilation without drafts.

Adjustable shades or curtains are required for nap time.

Securely fastened screening of windows and doors is required.

l) Heating and air conditioning

A temperature of 68 to 70 degrees within two feet of the floors should be maintained for children's playrooms.

A thermometer in each playroom makes a frequent check of temperature possible.

Heating and air conditioning should comply with the regulations of the Fire Prevention Act.

m) Outdoor play area

A day care centre, especially when children spend a long day there, must have an outdoor play area. Sufficient outdoor space and equipment should be available so the scheduling of a play area for several groups is not necessary.

A safe, suitable playground area should adjoin the building and be well-drained and so designed that all parts of it are supervised easily.

There should be trees for a shaded area.

The ground should be mainly turf, with approximately one-quarter of the area paved with a hard surface where children can ride wheel toys and carry on other activities when the ground is damp. Concrete is not desirable for this area since it is too hard, and a bituminous pavement, possibly mixed with cork or sawdust, has proven more satisfactory. There should also be an area of dirt and one of sand for digging.

Imagination should be used in making a playground which is interesting to the children and suggests activities to them.

A convenient source of water should be provided for outdoor water play and for use with sand. A low waterproof shed is required for storage of outdoor play equipment.

It is desirable to have 200 sq. ft. of outdoor play space per child, which would be an area of 10,000 sq. ft., or a lot equivalent to approximately 65 x 150 feet, for a group of fifty children; this area must be adequately fenced for protection.

### 3. Staffing

The key to sound group day care for young children is the quality of the centre staff. Child care staff must be knowledgeable about young children's needs, skillful in meeting these and sensitive to their role as a support to children's family life. All staff should have received education or training appropriate to their function at the centre, and should combine with this personal qualities which enable them to function effectively with children and their parents. In any centre, there should be a continuing program of in-service training.

For any centre there should be the services of the following staff:

- 1) Executive Director. Qualifications for this role are administrative and personal, as well as professional. The professional background of the Executive Director may be in social work, or child development and education; related specialized training and experience in day care services are essential.

- 2) Social Worker. A fully qualified social worker is necessary for intake procedures, including assessment of need for service with the parents, and for such counselling assistance as families may require in the areas of parent-child relationships or the like.
- 3) Kindergarten Teacher. A fully qualified kindergarten teacher is required for the centre program for older children (5 and 6-year olds).
- 4) Kindergarten Auxiliaries. Sufficient auxiliaries so that at all times there are two adults with each group. The auxiliaries must be aged 18 or more and must have completed a course in child care or equivalent.
- 5) Child Care Worker. A fully qualified child care worker is required for the centre program for younger children (3 and 4-year olds). Such a worker will have completed a course in pre-school teaching or will be a graduate of a two-year course for nursery nurses.
- 6) Child Care Auxiliaries. Sufficient auxiliaries so that at all times there are two adults with each group of ten children. The auxiliaries must be aged 18 or more, and must have completed a course in child care or equivalent.
- 7) Public Health Nurse. A registered nurse is required for regular health care and check-ups.
- 8) Clerical and Domestic Staff. Stenographer, cook, domestic helper, janitor, all of whose personal qualities are as important as those of other members of the staff.

## B. FOSTER FAMILY DAY CARE

The aim of foster family day care is to meet the developmental needs of the child under age three in the intimate setting of the foster family, where the warm, continuous relationship with a mother supplement can stimulate and encourage his development. Some children aged three or more may require this setting.

### 1. Physical setting

#### a) Family day care home

The homes should be located in or near the neighborhoods where the children live. A primary strength of family day care is the proximity of the day care to the own home. It is necessary to delimit clearly, therefore, the area served by foster family care.

The physical facilities of the home should be in accordance with good standards of the neighborhood, providing adequate space for daily

activities of young children, and presenting no hazard to their health or safety.

The dwellings should conform to all local building, fire and sanitation laws with reference to construction and safety. First floor rooms, with an adequate exit, are preferable to play rooms. Stairs require constant supervision.

All rooms used by the children should have an adequate amount of sunlight from windows above street level. Floors must be dry, warm, splinterproof, and easy to maintain.

A temperature of 68°F to 70°F within two feet of the floor should be maintained in play rooms. Electric and portable heaters are extremely dangerous, and radiators and fireplaces must be adequately protected.

There should be proper provision for care of perishable foods.

Dwelling, premises and equipment must be kept clean, sanitary, and in good repair. Screens should be provided when necessary for protection against flies, mosquitoes and other insects.

#### b) Equipment and furnishings

The furnishings and equipment available for the children, and their arrangement, contribute to a large extent to the quality of the care, by making children secure and comfortable, inviting their interest, promoting cooperative and creative play, and suggesting both active and quiet play. Materials should be non-poisonous and non-flammable.

Equipment and furniture should be arranged so that children can move about easily and safely, and use toys to best advantage. Some child-sized equipment makes it easier for the child to meet with success and builds self-confidence. Toys should be chosen to stimulate the child's physical, mental and social development.

Each child must have an individual bed or cot, and suitable bedding, kept clean and sanitary at all times.

#### c) Outdoor play area

A safe, suitable play area should adjoin the house, be well-drained and so designed that all areas are easily supervised. The area should be preferably fenced, but must be free from conditions which may be dangerous to the life or health of the children. There should be some provision for a sand box that can be covered at night.

The equipment should require as little supervision as possible, be safe for the use of children, and adequate to stimulate activity and imaginative play.

## 2. Supervision

### a) Numbers

The number and ages of children who can be cared for in a home, including own children, should be determined by the physical strength, skills and capacities of the day care mother, her ability to deal with children of different ages, and the physical accommodation of the home. There should in general be no more than three pre-school children (including own children) in a day care home.

### b) The day care family

Families should meet the following requirements:-

- a. All members of the family should have good physical and mental health, including evidence that there is no tuberculosis infections, or other communicable disease.
- b. The day care mother should like and understand children and be capable of giving them affection and security.
- c. Family relationships in the home should assure a favorable atmosphere for a child.
- d. The day care mother should be a mature person with energy and flexibility to deal with young children.
- e. The family should generally have sufficient income to cover its basic needs without payment of the child's board. However, the desire to earn supplemental income is a sound motive for a day care mother.
- f. The day care mother should be capable of handling an emergency situation promptly and intelligently.

## 3. Staff

Successful family day care is dependent on a complete intake appraisal, a sound home study, careful home selection and placement preparation, continued supervision of the home during placement and counselling with parents. Sufficient qualified social work staff, preferably experienced in foster care, are required for these services to families and children in foster care.



A P P E N D I X

AN ASSESSMENT OF THE NEED FOR  
DAY CARE SERVICES  
FOR CHILDREN OF EMPLOYED MOTHERS  
IN EDMONTON

DAY CARE PLANNING COMMITTEE

EDMONTON WELFARE COUNCIL  
10182 - 103 STREET  
EDMONTON, ALBERTA

December 1965

DAY CARE PLANNING COMMITTEE

Mr. W. Abercrombie, Chairman	Attorney General's Department Province of Alberta
Mrs. B. Farrell	Board member, Central Volunteer Bureau and Edmonton Day Centre
Mr. R. Harrison	Executive Secretary, Civil Service Association
Mr. F. Marlyn	Director, Edmonton Regional Planning Commission
Dr. W.B. Dockrell	Department of Education, University of Alberta
Mrs. W.M. Savage	University Women's Club
Mrs. P.G. Stewart	Interested Citizen
Mr. M. Shukaliak	Edmonton District Labour Council, Welfare Committee

## ACKNOWLEDGEMENTS

In preparing this report the committee relied heavily on assistance from many persons. The committee would like to record its sincere thanks for the kind cooperation of the following persons, without whose aid this report would not have been possible:

Mr. F. Blacklock	City of Edmonton Enumeration Office
Mr. P. Stecyck	City of Edmonton Assessors' Office
Miss M. Slack	National Employment Service
Mrs. J. Yarrow	Central Volunteer Bureau

and the following volunteers:

Miss Valerie Pearce  
Miss Susan Carley  
Miss Lesley Hegland  
Miss Linda Neis  
Miss Linda Behm  
Mr. John Van Strien

## PREFACE

In September of 1964 a Day Care Planning Committee was established by the Board of Directors of the Edmonton Welfare Council. It was felt that the task of this committee would be to assist the United Community Fund of Greater Edmonton, the City of Edmonton, and the Edmonton Welfare Council in making appropriate decisions regarding the continuance or discontinuance of the Edmonton Day Nursery. However, the committee met infrequently over the winter months and did not provide assistance in the Day Nursery situation, as these negotiations were being carried out under different auspices.

In April of 1965 the committee re-evaluated its position and agreed on the following frame of reference:

A general examination from all available sources of data pertaining to working women with dependent children.

This document is an outline of the committee's findings, and a statement of its recommendations with respect to the need for day care in Edmonton.

## RECOMMENDATIONS

On the basis of the following report, the Day Care Planning Committee is convinced that:

- (A) THERE IS A CRITICAL NEED FOR MORE COMMUNITY GROUP DAY CARE FACILITIES;
- (B) THAT APPROXIMATELY 500 ADDITIONAL LICENSED SPACES ARE REQUIRED IMMEDIATELY;
- (C) IF POSSIBLE, SOME OF THESE NEW FACILITIES SHOULD BE LOCATED IN THE OUTER REGIONS (SUBURBS) OF THE CITY -- i.e., NORTH OF 126th AVENUE, WEST OF 142nd STREET, SOUTH OF 74th AVENUE, AND EAST OF 75th STREET.

The Committee realizes that 500 additional licensed spaces represents a large capital outlay. The Committee feels that provision of 500 additional licensed spaces is a long-term project, but would like to recommend that

STEPS BE TAKEN IMMEDIATELY TO ESTABLISH AN EXPERIMENTAL COMMUNITY GROUP DAY CARE FACILITY IN THE SUBURBAN RING OF THE CITY OF EDMONTON.

IN THE ESTABLISHMENT OF THIS CENTRE, EVALUATIONAL PROCEDURES BE INCORPORATED IN ORDER TO ASSESS ACCURATELY:

- (a) the utilization of a functioning day nursery in a suburban area;
- (b) whether a high quality day care program is acceptable to mothers;
- (c) the impact of high quality day care programs on children;
- (d) the actual cost of a quality day care program and the amount of subsidization that might be required;
- (e) the need that might exist for other forms of day care such as foster day care, etc.

If this approach appears suitable, the Day Care Planning Committee suggests that further planning be carried forward by a joint governmental-voluntary project committee with the following Frame of Reference:

"To develop and implement plans for an experimental community group day care facility in the suburban ring of the City."

The present Committee would also like to indicate its willingness to expand its membership to include governmental representation and carry forward, under the direction of the Edmonton Welfare Council Board, the above project.

AN ASSESSMENT OF THE NEED FOR  
DAY CARE SERVICES  
FOR CHILDREN OF EMPLOYED MOTHERS  
IN EDMONTON

One of the most far-reaching social changes of the middle decades of this century has been the sharp increase in married women in the labor force. In Canada in 1941, only one married woman in 20 was employed; by 1951, more than one in 10 had a job and today, nearly one married woman in four (23 percent) works outside the home.<sup>(a)</sup> In the period from 1959 to 1961, married women entered the labor force five times faster than single women.<sup>(b)</sup>

In the Edmonton Metropolitan Area<sup>(c)</sup>, as of the time of the 1961 Census, nearly one-third (31 percent) of the labor force were women. Of the 40,761 Edmonton women in the work force, 20,876 (51 percent) were married and an unknown number widowed, divorced or separated. These represent 32 percent of Edmonton's married women.

The significance of these figures lies in the fact that many married women who work have children for whom suitable child-care arrangements must be made during working hours. According to Women's Bureau estimates, about two-fifths of employed married women have pre-school aged children.

Assuming that these nation-wide proportions are applicable to the Edmonton Metropolitan Area, then there are, at a very minimum, 8,350 pre-school aged children of employed mothers.

The over-riding question confronting Edmonton today is not whether mothers of young children should work -- in fact they are, and in increasing numbers -- but rather what child care arrangements are required to serve adequately the children of employed mothers.

Some indication of the problems employed mothers face in finding adequate care for their children is provided by the Edmonton Branch of the National Employment Service. In the span of a little

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- (a) Women's Bureau Bulletin No. XI, Canada Department of Labor, Women's Bureau, January 1964
- (b) Facts and Figures About Women in the Labor Force, Canada Department of Labor, Women's Bureau
- (c) The City of Edmonton, St. Albert, and parts of Strathcona, Stony Plain and Sturgeon County No. 15, as defined in the 1961 D.B.S. Census.

more than four months (from January 1 to May 11, 1965), 270 requests for employment were made to National Employment Service by married women with dependent children. As of a single day, May 11, 1965, the Service had 66 requests on file from women who required baby-sitters in order to enter the labor force.

Confronted with this information, the Day Care Planning Committee agreed to review in detail existing data relating specifically to the City of Edmonton. The objective of such documentation was to determine the number, ages and areas of residence of pre-school aged children of employed mothers, and the geographical areas of employment of mothers.

#### SURVEY APPROACH

The City of Edmonton each year conducts a census of all residents, for voting and assessment purposes. From the Voters' Lists of December 31, 1964, a ten percent systematic sample was drawn of employed women with children aged five or less.

It should be noted that, although every effort is made by the City to obtain a complete enumeration, the city census generally counts fewer residents. For example, the city census generally reports two percent fewer residents than the Federal Census. <sup>(a)</sup> The sample drawn from the Voters' List is a minimal estimate of the number of youngsters of employed mothers.

Other than this limitation -- that the data presented herein are likely undercounted -- there is no known reason to suppose that the sample selected does not adequately represent the general experience of the city as a whole.

#### THE CITY OF EDMONTON SITUATION

The sample yielded a count of 512 employed mothers of 711 pre-school aged children (excluding those aged six years). Projections from the ten percent sample showed, in the City of Edmonton alone, <sup>(b)</sup> 7,110 youngsters aged five or under whose mothers worked .

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(a) This may be due in part to the difference in the time of year of the two surveys and in part to under-representation in the city census of roomers and lodgers.

(b) This compares with the estimate of 8,350 for the Metropolitan area as a whole (see Page 1.)



Contrary to expectations, the representation of children of employed mothers was roughly the same at all pre-school age levels -- except that there were considerably fewer infants (under age one) than in any other age group. In other words, once a child is beyond infancy mothers appear as likely to work when he is one year old as at any other pre-school age.

Table 1: Number of Pre-school Aged Children of Employed Mothers, City of Edmonton, December 31, 1964

<u>Age Group</u>	<u>Sample</u>	<u>Projection</u>	<u>Percent of Total</u>
<u>Total</u>	<u>711</u>	<u>7,110</u>	<u>100.0</u>
Under one	82	820	11.5
One	117	1,170	16.5
Two	135	1,350	19.0
Three	123	1,230	17.3
Four	139	1,390	19.5
Five	115	1,150	16.2

The 7,110 youngsters of employed mothers represent an average of 1.4 pre-school aged children per family -- an average likely lower than that for Metropolitan Edmonton as a whole (2.4 children of all ages per family with children). This might suggest that the presence of pre-school aged children is a major factor in a mother's decision to seek employment.

Single-parent families are the minority among employed mothers with pre-school aged children. By far the majority of mothers who work outside the home are married women who likely share support of their families with their husbands. However, it is important to note that there are 220 City of Edmonton employed mothers of pre-school aged children who are, in all likelihood, the sole or at least a major support of their children (Table 2).

Table 2: Number of Mothers of Pre-School Aged Children, by Marital Status, City of Edmonton, December 31, 1964

<u>Marital Status</u>	<u>Sample</u>	<u>Projection</u>	<u>Percent of Total</u>
<u>Total</u>	<u>512</u>	<u>5,120</u>	<u>100.0</u>
Married	490	4,900	95.7
Single parent, total	(22)	(220)	(4.3)
Single	7	70	1.4
Widowed	3	30	0.6
Divorced	12	120	2.3

Some indication that financial reasons are a factor behind the decision to work of mothers of young children is afforded by a review of the proportion owning property. Thus, only one-half (51 percent) of the employed mothers of pre-school aged children are members of families who own property; in contrast, at least two-thirds (65 percent) of Metropolitan Edmonton families are property owners. In fact, a nation-wide survey showed that economic factors<sup>(a)</sup> are a major reason for mothers' decisions to work outside the home.

### RESOURCES

The 7,110 pre-school aged Edmonton children of employed mothers require good care while their mothers are at work. These children need good daytime care now, regardless of community feelings about mothers who work. In fact, their mothers are at work, and more mothers will take up jobs in the near future -- for there is no reason to suppose that the trend towards more employment of married women and mothers is faltering. It is a community responsibility, shared with employed mothers, to ensure that children receive good, healthful, socially sound daytime care when their mothers cannot provide it.

Day care means care of children outside their own homes for long hours of the day. For young children, this care is for most of their waking hours. Many of their basic needs, such as eating and sleeping, must be provided. These are sensitive times for young children, when their feelings of dependency are strong. Unless properly managed, this can be a threat to the welfare of children, and to the security of life with their own parents. But, with good quality, day care can be a source of enrichment for both children and their parents.<sup>(b)</sup>

The Child Welfare League of America, the standard-setting organization of North America in the field of child welfare, outlines three types of day care:<sup>(c)</sup>

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- (a) Married Women Working for Pay, Canada Department of Labor, 1958.
  - (b) Day Care - An Expanding Resource for Children, Child Welfare League of America, May 1965.
  - (c) A fourth and fifth alternative are day camps in summer holidays for children who, during the other ten months, would be in school, and homemaker service. Both are appropriate only as short-term measures, the former because of the season, the latter because of the relatively high cost of good homemaker service over a long-term period and the shortage of qualified homemakers for prior areas of community need -- care for children during illness of mothers and care for the elderly.

Day Nurseries - which provide all-day group care, with a hot meal at noon. This type of care is appropriate for youngsters from age 2½ to 5.

Family Day Care (sometimes called Foster Home Day Care) - which provides individual attention for children under age 2½ or who for reasons other than age cannot fit into a group program.

Before- and After-school care for young school-aged children which provides for school children up to about age ten before and after school and noontime care, including a hot lunch.

Under the regulations of the Child Welfare Act,<sup>(a)</sup> licensing is mandatory for group day care facilities (e.g., centres serving four or more youngsters). Licensing requirements outline standards relating to physical accommodation, general qualifications of staff, health conditions, and the ratio of staff to children in centres of various sizes.

There are in Edmonton a number of nurseries that are operated on a commercial basis for parents who are able to pay for the service. Licensing regulations apply to these as well as to nurseries receiving community support. Edmonton has, as well, an unknown number of private families who offer paid accommodation for children; there is no provision for the licensing of such private families who care for three or fewer youngsters. According to child welfare experts, all homes providing care for children should be licensed and should be required to meet clearly defined standards of care<sup>(b)</sup>.

In Edmonton, the combined capacity of the sole community-supported day care centre and licensed commercial centres (excluding the unknown number of unlicensed facilities), as of May, 1965 amounted to 379 spaces<sup>(c)</sup>. This is sufficient to care for five percent of the 7,110 pre-school aged Edmonton children of employed mothers. In other words, for every 20 pre-school aged youngsters whose mothers work, licensed accommodation is available for one child.

#### LOCATION OF RESOURCES

Most of the youngsters whose mothers work live in the outer regions of the City of Edmonton -- north of 126th Avenue, west of 142nd

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a) Revised Statutes of Alberta, 1955, Chapter 39, The Child Welfare Act, (as amended to 1965) Section 1 - Minimum Standards.

(b) Manson, F., Day Care Facilities and Services for Children of Employed Mothers, Women's Bureau, Department of Labor of Canada, 1963.

(c) See Appendix A for complete listing of licensed facilities.

Street (including Jasper Place), south of 74th Avenue and east of 75th Street. On the other hand, most of the licensed day care spaces are located in the downtown core.

Table 3: Percentage Distribution of Pre-school Aged Children of Employed Mothers, and Licensed Day Care Spaces by Geographical Area, City of Edmonton.

<u>Area of Residence</u>	<u>Pre-school Aged Children Percent</u>	<u>Licensed Day Care Spaces Percent</u>
<u>Total</u>	<u>100.0</u>	<u>100.0</u>
Downtown core	9.6	44.9
Middle sectors	37.0	40.6
Outer region	53.4	14.5

The unequal distribution of pre-school aged children and licensed spaces can be highlighted in Table 4. Table 4 shows that for the City of Edmonton as a whole there are 53 licensed day nursery spaces per 1,000 youngsters whose mothers work; however, in the downtown core there are 250 per 1,000 children, as compared with only 14 per 1,000 in the outer region.

Table 4: Number of Day Nursery Spaces per 1,000 Pre-school Aged Children of Employed Mothers, City of Edmonton, December 31, 1964.

<u>Area</u>	<u>Number of Spaces Per 1,000 Children of Working Mothers</u>
<u>Total</u>	<u>53</u>
Downtown core	250
Middle sectors	59
Outer region	14

Among the clients of the Community Day Nursery, only 30 per cent -- less than one-third -- live in the downtown area where the nursery is located. The remaining families live in the middle sectors of the city (39 percent) and outlying regions (31 percent). What is, in effect, the centralization of day care facilities in the downtown area is sharply divergent from the recommendations of child experts. For example, one says:

"A residential location is preferred but this would tip the scales in favor of near home rather than near employ-

ment. For safety in play, fresh air and land value reasons, a residential area is preferred over a more commercial setting."<sup>(a)</sup>

Most of the mothers appeared to work downtown, although identification of the place of employment was not possible in many instances. For example, Great West Garment and Alberta Government Telephones, both located downtown, employed eight percent of the mothers sampled.

Another major employer was the school system, both Edmonton Public School Board and Edmonton Separate School Board, which together accounted for another eight percent of the mothers surveyed. In all likelihood, these women are employed as school teachers in the various neighborhood schools.

#### PRESENT USE OF COMMUNITY RESOURCES

As noted previously, the Community Day Nursery is, at present, the sole community resource for children of employed mothers. Users of the service pay fees according to a carefully devised schedule which takes into account total family income and total number of dependents. Fees range from a minimum of 75 cents a day per child to a maximum, approximating the cost of service, of \$2.25 daily.

Present and potential users number some 167 children representing 118 families.<sup>(b)</sup> Details on the families and children served by the Community Day Nursery may be found in Appendix B; below are noted some of the more salient characteristics of the group of present community-resource users.

- (1) They are a low-income group -- 44 percent make do on less than \$3,000 a year and 55 percent, on less than \$4,000 annually.
- (2) Their average number of pre-school aged children is 1.4, the same as the sample of employed mothers throughout the City of Edmonton.
- (3) Fully 43 percent of those for whom this information is available are single-parent families representing, for the most part, women separated, divorced, widowed or single with children to care for.

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(a) Caldwell, George - Associate Executive Secretary, Family & Child Welfare Division, Canadian Welfare Council.

(b) It should be noted that the recording system at the Community Day Nursery is inadequate. A previous practice of using master cards has been discarded in the press of work, so that only the scanty information reported by parents on application forms is available.

- (4) One-third of the families served represent sole-support families, in which the mother (or, in two instances, the father) is the single and sole support of the family.
- (5) About one-in-ten families served (9.3 percent) represent families in which the mother is employed while the father studies at university or takes other training.
- (6) Among the 167 youngsters enrolled, one-in-eight is an infant or a child under age two receiving group care. (On Page 4, child welfare standards, in respect to type of care and age of child, are outlined).

While this brief review of the clients of Edmonton's sole community day nursery may raise some questions about the service, there is no doubt at all about the need for a community-assisted day care centre. Demands on the service are high -- the sheer number of youngsters now served and expected to be served, in relation to its capacity of 120, indicate this. The continuing expansion of our female labor force, noted earlier in this report, may be expected to intensify demands for good daytime child care meeting acceptable standards.

APPENDIX A

LICENSED DAY NURSERIES

<u>Name</u>	<u>Address</u>	<u>Licensed Capacity</u>
Auntie Jo's Day Nursery	12014 - 82 Street	15
Avenue Day Nursery	16332 - 106A Avenue "B"	6
Baby Tenders Day Nursery	10224 - 123 Street	40
Bonnie Doon Day Nursery	8929 - 82 Avenue	40
Bo-Peep Day Nursery	12446 - 97 Street	20
Community Day Nursery	9930 - 102 Avenue	120
Dach Day Nursery	13204 - 137 Street	4
Gruber's Day Nursery	8358 - 81 Avenue	4
Humpty Dumpty Day Nursery	11154 - 78 Avenue	20
Joyland Day Nursery	9034 - 132 Avenue	30
Kay's Day Nursery	10115 - 70 Street	15
Kiddie Corner Day Nursery	9865 - 87 Avenue	15
Muriel Taylor Day Nursery	10529 Jasper Avenue	50
	TOTAL	<u>379</u>

APPENDIX B

THE COMMUNITY DAY NURSERY  
REGISTRANTS AS OF THE SUMMER - FALL SEASON

Families Served by Income Level, Marital Status

Monthly Income	Total	Married	Single Parent Families				Widowed	N.R.*
			Total	Sep.	Single	Divorced		
<u>Total</u>	<u>118</u>	<u>62</u>	<u>48</u>	<u>23</u>	<u>11</u>	<u>10</u>	<u>4</u>	<u>8</u>
Under \$150	8	1	6	1	4	-	1	1
\$150-199	16	5	10	4	3	3	-	1
\$200-249	28	6	22	14	1	5	2	-
\$250-299	13	6	6	-	3	2	1	1
\$300-349	13	9	4	4	-	-	-	-
\$350-399	13	13	-	-	-	-	-	-
\$400 or more	22	22	-	-	-	-	-	-
N.R.	5	-	-	-	-	-	-	5

Number of Children by Age

	<u>Total</u>	<u>167</u>
Under 1		2
1		19
2		28
3		28
4		33
5		28
6		25
7		2
N.R.		2

Families Served by Number of Pre-School Aged Children and Reason for Requiring Care

Number of Pre-school Children	Total	Both parents employed	Mother Only Employed		Sole Support		Other	N.R.*
			F in School	F Unempl.	M	F		
<u>Total</u>	<u>118</u>	<u>54</u>	<u>11</u>	<u>2</u>	<u>39</u>	<u>2</u>	<u>2</u>	<u>8</u>
1	76	37	7	1	24	1	-	6
2	35	16	2	1	12	1	1	2
3	7	1	2	-	3	-	1	-

\*N.R. = not reported