The day care kit

the day care research group

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INTRODUCTION

● Childbearing and childrearing have always been the woman's responsibility in the family. That's changing — forever. In every industrialized country women have initiated a revolution — working to abolish the world of yesterday, when a woman's place was in the home and a man's was at work. In every industrialized country more women work than do not, most of them full-time. The two-earner family is the largest single family type. Mother-led families have multiplied. Traditional assumptions about women bearing sole or primary responsibility for childcare and childrearing can no longer hold.

This revolution is only halfway through, of course. That makes today's family a turbulent place. Fathers' roles must change, and have been changing. A vast network of informal and formal child care arrangements has emerged to care for children of parents at work or at study. Society-at-large will have to take more responsibility for the raising of young children than it has before. This issue — what should society's response be — has become the central question of family and social policy in many countries.

We think that organized day care — in small group centres or in supervised family care situations should form an increasing part of the childcare network. It would replace informal, unsupervised inadequate child care. But good day care has never been handed out on a silver platter. We've had to organize, meet, petition, demonstrate and fight for it.

This kit is a primer on good daycare and how to get it. It will tell you a lot about Canada's present day care system, how it's funded and regulated, what the future might bring. It will give ideas about organizing for more good day care, facts and figures to use, where to look when you need more information. We've tried to design it to serve your needs whether you're a day care worker or parent lobbying for improvements in funding and standards, or struggling for a raise in daycare worker wages, whether you're a prospective day care worker in an Early Childhood Education or other training course, whether you're simply a concerned citizen, female or male.

This kit is not, however, a step by step guide to establishing a new daycare centre. For that you should go to the provincial department responsible.

This kit is designed to be used. It's written simply and straightforwardly.

Leaf through the kit as a whole, or unfasten the clips and take the cards out one by one or bunch by bunch as you need them. You may want to divide the kit up at a meeting with several people taking home a section to help them with a task they've volunteered for.

We've tried to avoid errors, but it's not easy. Statistics on day care in Canada are hard to come by and there are many pitfalls in compiling them — see the note on "Problems with Day Care Statistics" at the back of the kit. We'd like to give thanks for the assistance we received from the directors of Day Care Service branches across the country and we'd also be pleased to hear about any problems or suggestions at the address below.

There are several problems with the kit that we hope to remedy in the next version, perhaps with your assistance. These are: (a) it is "biased" towards the Ontario situation and Ontario experiences; and (b) the kit is not available in French. We need more resources to overcome these shortfalls. If you can offer any assistance, we'd like to hear from you.

Finally, a word of thanks to the Finer Joint Action Committee in Britain whose *Day Care Campaign Kit* provided the inspiration for this one.

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MEANINGS OF TERMS USED IN THIS KIT

Two terms should be discussed before you read any further — "day care" and "child care". A number of other useful definitions are listed below as well.

DAY CARE: We use the term "day care" to refer to those types of child care that are adequately *regulated* and *supervised* by government. We use the term "child care" to include both regulated and unregulated forms of care. Therefore "day care" includes all forms of care regulated and licensed by provincial and territorial governments under various Day Care Acts — licensed groups day care centres, nursery schools, supervised family home care organized through a private or government agency, care for school-age children provided and after school hours and during lunch in a group centre, integrated programs for handicapped children, emergency day care in licensed centres and licensed in-own-home nighttime care for children of shiftworkers. Both full-day and part-day care in each of these types of settings would be included.

The term "day care", as we use it, also includes care in a junior or senior kindergarten program. This care is normally part-day and is not normally administered under the Day Care Act. Rather it is administered under an Education Act by a separate provincial department of education or a local board of education. It is, however, regulated and supervised care and so should be included as a form of "day care".

The term "day care" does not include any type of informal, unregulated care.

Sometimes we will refer only to a part of the whole day care system; for example, full-day day care only, or full and part-day licensed day care (but not including kindergarten).

CHILD CARE: We us the term "child care" to include both regulated and unregulated forms of care. Therefore "child care" includes all forms of day care as we have itemized them in the previous definition. In addition, child care includes all other forms of out-of-home and in-home care, such as:

- —informal, unlicensed care provided outside of the child's home by a relative or by an unrelated individual;
- —playgroups, drop-in centres, recreational programs and summer camps on part-day or full-day basis;
- —care of the child in her own home by the mother, father, other relative or by a nanny or babysitter.

Only two types of care for children are excluded from this very broad definition —

- —medical or other custody of the child on a 24-hour-a-day basis;
- —the public school system from Grade 1 on, when attendance is compulsory.

Sometimes, of course, we will refer to a certain part of the child care system, for example, out-of-home child care, or in-own-home child care.

TYPES OF CHILD CARE PROGRAM:

INFANT DAY CARE: Licensed day care provided for very young children. The upper age differs in each province, but usually under two years of age.

PRE-SCHOOL DAY CARE: Licensed care provided for children aged two to five inclusive at a day care centre, nursery school, or family home.

SCHOOL-AGE DAY CARE: Licensed care of school-age children before school begins, during the lunch period, after classes, and on days when school is not in session.

KINDERGARTEN: The public education system may provide programs for 5 year olds (sometimes 3½ and 4 year olds too) usually called kindergarten. These are educational programs for 2½ hours per day or 2-3 days a week in a school setting. Staff must be certified school teachers and may or may not have specific background with early childhood education.

PRIVATE KINDERGARTEN: Essentially an extension of nursery school programs for 5 year olds. Program would be similar to that offered through the public school system.

DEFINITIONS

NURSERY SCHOOLS: Half-day programs offering group experiences. The aim is usually more towards education than care. Staff are trained in early childhood education.

PLAYGROUPS: Group programs for 1-5 half-days per week. Often involves parents getting their children together for a regular play experience with other children and taking turns supervising.

DROP-IN CENTRES A place for parents (or family day caregivers to be together with their children. There may be a specific activity program for children, resources, parenting, group discussions and toy-lending libraries. They can be located in schools, community centres, YMCA/YWCA, public libraries or storefront locations.

INFORMAL CARE: Care for children provided in private homes on an unlicensed, unregulated basis (also called unlicensed, unregulated or unsupervised care).

WORKPLACE DAY CARE: Licensed day care provided at a parent's place of work either by the employer or in co-operation with the employer.

WORK-RELATED CHILD CARE: Child care services provided in connection with a parent's place of work usually with some financial contribution from the employer and/or a trade union. May be a special arrangement made with an existing day care centre, an information and referral service or a system of vouchers used to help parents pay for child care in the community.

INTEGRATED PROGRAM: Care provided by a centre or supervised family home to a child with special physical, emotional, or mental needs within an environment where the majority of the children being served have not been identified as having any of the above-mentioned special needs. The objective is to provide for the child with special needs an experience which is as normal as possible. (Also called mainstreaming).

SPONSORSHIP OF DAY CARE

PUBLIC DAY CARE: A licensed day care centre owned and operated directly by a municipal or provincial government. (Sometimes called directly-operated care).

FOR-PROFIT DAY CARE: Licensed care for children operated by an individual or corporation as a business generally for the purpose of making a profit. (Also called commercial day care.)

NOT-FOR-PROFIT DAY CARE: Licensed care which is not government run nor run for the purpose of making a profit. These centres are generally established by some community group, such as a United Way agency or a church (community board centre) or by a group of parents uniting to form a co-operative — parent co-op. (includes both community board day care and co-operative day care.)

GOVERNMENT GRANTS AND TESTS OF ELIGIBLITY FOR GRANTS

MAINTENANCE GRANTS: A government grant given in some provinces to assist all day care centres rather than just to subsidized children (for instance a maintenance grant of $3 per day per authorized space.) (Also called direct grant, operating allowance, flat rate grant.)

START-UP GRANT: Grants given by a provincial government to help a day care program with the heavy costs of establishing and equipping a new facility.

SUBSIDY OR SUBSIDIZED DAY CARE: A subsidy provided by the provincial government usually cost-shared with the federal government and sometimes with a municipality as well to children of families that can prove they are in need. Need is defined by the terms of the Canada Assistance Plan and determined by an income test or a needs test. About 50% of all day care spaces in Canada are occupied by subsidized children (often called a "subsidized space"). The subsidy may cover all or part of the cost of day care.

INCOME TEST: An income test is one way of determining whether a family is eligible for provincially-administered day care subsidies and, if so, for how much of a subsidy. Families who earn an income lower than a certain level (set by the province and varying with the size of the family) will be eligible for day care subsidy. The other way of determining eligibility for subsidy is called a "needs test".

NEEDS TEST: A needs test is one way of determining whether a family is eligible for provincially-administered day care subsidies and, if so, for how much of a subsidy. Families must declare their income, document how much they spend on a variety of major household expenditures each month. The remaining money is assumed to be available for day care costs. The family will be subsidized to make up the difference between the amount it has available to spend on day care and the actual costs of day care. The other way of determining eligibility for subsidy is called an "income test".

INFORMATION

Canada: thumbnail sketch

There were nearly 126,000 full-day day care spaces in Canada as of March 31, 1982. The vast majority of these spaces serve the 2-6 age group rather than under 2's or school-age children. A very large majority of available spaces are in day care centres rather than in supervised family home day care.

TABLE 1

Number of Children and Percentages of Children by Age in Group Centres and Family Home Care in Canada, 1980

Ages	Centres		Family Day Care	
	No.	%	No.	%
Under 2	5,288	5.38	3,416	31.33
2-5	78,534	79.94	5,185	47.56
6 and over	14,416	14.68	2,302	21.11
Total	98,238	100.00	10,903	100.00

SOURCE: *Status of Day Care in Canada*, 1980, Health and Welfare, Canada.

The data from 1982 are incomplete as yet. They show a very similar overall picture to the 1980 age breakdowns. The major differences would seem to be an important decline in school age day care centre spaces and a rise in infant centre spaces. School age centre spaces had risen very considerably in the 1980 survey of day care facilities in Canada. School age spaces are, however, higher in 1982 than they were in 1979 or in any previous year.

The available figures do not come close to matching the need for care as measured by the numbers of children of working mothers. Data from 1980 indicate that even in the 2 - 5 age group only about 15% of all children who need day care get it.

TABLE 2

Number of Children and Percentages of Children by Age in Group Centres and Family Home Care in Canada, 1982*

Ages	Centres		Family Day Care	
	No.	%	No.**	%
Under 2	7,502	9.4	2,452	30.4
2-5	66,959	84.0	3,053	37.8
Over 6	5,206	6.5	2,565	31.8
Total	79,667	100.00	8,070	100.00

SOURCE: Information obtained from the appropriate day care branches in each province and caluclated by the authors.

* Data in this table do not cover B.C., Alberta, and New Brunswick. Age breakdowns were not yet available from these provinces at publishing date.

** Family day care figures for Saskatchewan were not available broken down by age. Therefore, Saskatchewan is excluded from these totals.

TABLE 3

Number of children with working mothers and number of day care spaces, by age group, Canada, 1980.

Age	Number of children with working mothers	Number of Day Care Spaces	% of children accomodated
0-2	229,000	8,704	3.8%
2-5	531,000	83,719	15.8%
6-16	2,443,000	16,718	.7%

SOURCE: *Status of Day Care in Canada*, 1980, Health and Welfare, Canada.

About half of the day care centre spaces in Canada are provided in centres run by non-profit boards, usually with some community representatives and some parents on the board. A small number of spaces, less than 10% of the total, are provided in publicly run centres, usually municipal. The remainder of the spaces are provided in commercially-operated centres, a small but growing number of which are run by corporate chains. This basic pattern has not changed recently.

The 125,830 day care spaces are not evenly distributed across the country. In fact, Ontario, Quebec, Alberta and B.C. together have over 85% of all spaces. Of course most of the children in the 0-9 age group are concentrated in these provinces as well. As Table 5 shows, some provinces have a greater share of day care spaces than they do of child population and some have less. Alberta stands out well by this measure, whereas Quebec lags behind.

When we look at the percentage of the child population accommodated in day care in various provinces and territories, the Yukon stands first, followed by Alberta and Manitoba. No one else accommodates more than 5% of their child population in day care.

So far in this sketch we have uncovered the number of day care spaces in Canada, the ages they serve, the type of sponsorship and some measure of how these spaces match up to needs. We have seen the number of spaces in each province and how that compares to the distribution of child population. Finally, we need to know something about government subsidies and the cost of day care.

TABLE 4

Sponsorship of Centre Spaces 1975, 1980 and 1982.

	1975		1980		1982*	
Type of Sponsorship	No. of Spaces	%	No. of Spaces	%	No. of Spaces	%
Public	6,513	9.98	8,495	8.65	9,270	8.69
Non-profit	28,082	42.98	50,228	51.13	54,230	50.84
Commercial	30,686	47.01	39,515	40.22	43,164	40.47
Total	65,281	100.00	98,238	100.00	106,664	100.00

Sources: *Status of Day care in Canada, 1980* and provincial government departments for 1982 figures.

* Figures are not available by Type of Sponsorship for Alberta for 1982. Therefore we have used the 1980 figures for Alberta; this leaves the total short by 4668 spaces. As with other tables the B.C. figures are also from 1980.

Table 5

Interprovincial Comparison of Day Care Spaces and Need for Day Care Spaces, 1982

Province	No. of Spaces	% of total Canadian day care spaces	% of total Cdn. child population 0-9 years	% of prov. child pop. accom. in day care
B.C.	13,268*	10.5%	10.7%	3.5%
Alberta	22,186	17.6%	10.2%	6.1%
Sask.	3,065	2.4%	4.5%	1.9%
Manitoba	7,864	6.2%	4.4%	5.0%
Ontario	47,416	37.7%	34.0%	3.9%
Quebec	24,281	19.3%	25.7%	2.7%
N.B.	2,355	1.9%	3.1%	2.1%
N.S.	4,015	3.2%	3.6%	3.2%
P.E.I.	465	.4%	.5%	2.3%
Nfld.	533	.4%	3.0%	.5%
Yukon	382	.3%	.1%	9.4%
NWT.	0**	0.0%	.3%	0.0%
Canada	125,830	100.0%	100.0%	3.5%

Child population figures are for June 1st, 1981 from Statistics Canada 1981 Census. All calculations by the authors.

*1980 figure for spaces in B.C.; 1982 figures not available at publishing date

**There are no licensed regulated daycare spaces in the North West Territories. There are, however, some subsidized spaces.

Our next table — Table 6 — shows how many day care spaces are subsidized — partially or fully — in each province. About 44% of the full day spaces across Canada are subsidized. The average day care space in Canada charges an annual fee of very nearly $3,000 (the average would be closer to $3,400 per annum if it were not for the rapid growth of maintenance grants recently.)

Federal, provincial and municipal governments all contribute to paying subsidies to parents who are considered "needy". Many provincial governments have other grant programs as well. Table 6 compares the provincial-municipal expenditure total in the various provinces and territories. It also compares these expenditure levels to the number of young children in each province.

Expenditures per child range from $3.69 each in the Yukon to $106.05 in Alberta. The Western provinces are the most generous, Ontario and Quebec take a middle position and day care expenditures per child are low in the Eastern provinces and the Territories.

TABLE 6

Interprovincial Comparison of Subsidized spaces, average fees and provincial and municipal government expenditures, 1982

Province or Territory	Number of subsidized Spaces	Average fee[1] for a full-day space	Provincial and municipal government[3] expenditures on day-care(mill. of $)	Provincial and municipal government expenditures per child 0-9 in pop.
B.C.	10,569*	$2,640	$16.2	$42.61
Alberta	7,500	2,880	38.4	106.05
Saskatchewan	1,894	2,640	5.6	35.26
Manitoba	3,589	2,640	8.9	57.07
Ontario	19,055**	3,200	43.9	36.29
Quebec	9,694	3,168	30.7	33.60
N.B.	539	2,376	.79	7.12
N.S.	1,860	2,640	2.3	18.01
P.E.I.	90	2,640	.22	11.25
Nfld.	114	2,700	.43	4.06
Yukon	50	3,000	.015	3.69
N.W.T.	46	3,396	.08	7.53
Total or Average	55,000	$2,987[2]	$147.5	$41.43

* This figure and the others on this line are from 1982, unlike many other B.C. figures in this kit.

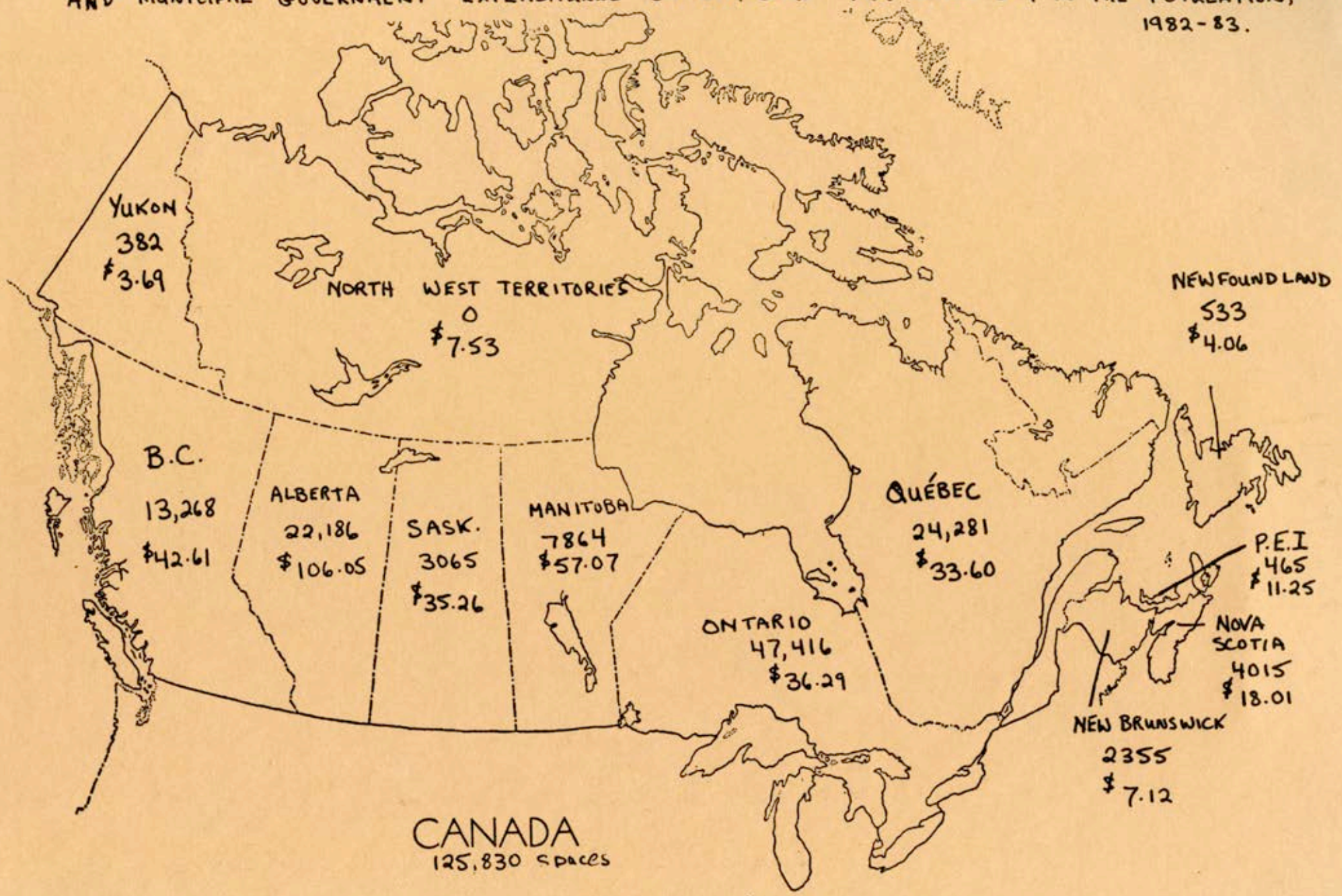
** Ontario may have up to 2,200 more subsidized spaces than are listed here. Official record of these spaces is lost in Ontario's computer system.

1 Based on estimates made by provincial officials.

2 A weighted average of the above figures.

3 These figures include adminsitrative expenses by the province and are therefore not equivalent to figures used in "Who Pays for Day Care in Canada?"

INTERPROVINCIAL COMPARISON: NUMBER OF LICENSED DAY CARE SPACES, 1982 AND PROVINCIAL AND MUNICIPAL GOVERNMENT EXPENDITURES ON DAY CARE PER CHILD 0-9 IN THE POPULATION, 1982-83.



FRANCE

Ages 0-2

- Family allowances for low income families with two children, at least one younger than 3 years, equal to about 20% of the average wage.
- 16 weeks maternity leave with full pay
- Cash grant on the birth of a child
- the most extensive out-of-home child care services of any West European country.
- 27% of 2 year olds attend free, publicly-funded pre-school.
- 31% of all children 0-2 are cared for either in preschool or day care centres or private home day care (50% of all children 0-2 with working mothers)

Ages 3 - 6

- 95% of all children 3-6 attend free, publicly-funded preschools.
- In many centres there is also supervised care available before and after school and on school holidays.

EAST GERMANY

- 85% of adult women work in East Germany.

Ages 0-2

- Extensive use of publicly-supported out-of home care.
- Approximately 20% of children under 1 year old; 80% of children 1 and 2 years old are cared for in centres.
- 26 weeks maternity leave at full pay.
- unpaid leave with job protection available until child is one year old.
- pay available to single parents at 40% normal rate if day care spaces are not available.

Ages 3-6

- More than 90% of children 3-6 are cared for in publicly-funded day care centres.

HUNGARY

Ages 0-2

- Government policy is to subsidize women to remain at home to care for their young children.
- lump sum cash maternity benefit
- 20 weeks maternity leave at full pay with job protection.

SWEDEN

Ages 0-2

- About 23% of children 0-2 were in day care centres, preschools and private home day care in 1975.
- After childbirth or adoption, to age sixteen, every household receives a basic tax-free benefit of 2800 Swedish Kroner per child per year (about $900) to help with family expenses.
- Parent insurance, which replaced maternity benefits in 1974 entitles employed parents to nine months paid leave of absence from one or other of their jobs. Parental insurance is applicable to fathers and mothers. Parents can decide to divide the full leave between them — six months immediately after the child's birth and three months to be used anytime before the child is eight. The leave of absence can be stretched by taking half-days or quarter-days off in combination with some other form of care for the child. Employers are obliged to accommodate parents with part-time work if requested.
- Parental insurance is financed 85% by employer contributions and 15% by the national budget. This benefit provides parents with about 90% of their former daily earnings while on leave.

Ages 3 - 6

- 28% of this age group was accommodated in day care in 1975. This figure is higher now.

"Actually, in terms of cost efficiency, day care expenditures are a good investment, says economist Siv Gustaffson. The lifelong earnings of a woman who is able to work without interruption yield enough tax dollars to pay for more than four places in a quality day nursery. Since Swedish women barely average two children per family and only one per cent have four or more, each full-time working woman subsidizes more than twice the services she uses." from "A Feminist in Sweden" by L.C. Pogrebin, *Ms. Magazine,* ***April, 1982, p. 84.***

Making the case for day care

As a day care advocate you will find that you need to be able to state the case for day care clearly and persuasively. Politicians, parents and other taxpayers will not necessarily see things your way. They'll come up with arguments and questions to which they want good answers. Here are the answers we like to give:

Q: ***What do you people want, anyway?***
A: We want more day care and better quality day care. To get that the federal and provincial governments will have to spend much more money on providing day care facilities and subsidizing the cost of care. (See the section of this kit on "Policy Options" for some possible ways of financing expanded care).

Q: ***Everyone's always looking for a handout. You know, if parents really wanted more daycare, they'd be willing to pay for it.***

A. Many more parents are paying a great deal more for child care than they did 20 years ago. The number of mothers who have young children and who work at the same time has risen enormously, from 275,000 in 1967 to 719,000 in 1981. (See Table in the section of this kit on the "History of Day Care in Canada"). Those kids are being looked after by someone: often a relative, or a neighbour down the street or someone a few blocks away who takes kids in for extra money because her back is bad and she can't get a job, or the day care centre downtown. So there is a real demand for childcare but too much of what we have now is informal unregulated care, rather than organized, group care or supervised family home care.

Q: ***So what's wrong with informal care? I have an aunt who takes in 5 kids every day, two of them babies, loves every minute of it and she's real good with kids. And it's a lot cheaper for the parents than group care.***

A. It's certainly cheaper; often half the price or less. That's one reason that more than 80% of children of working mothers are in informal care of one kind or another. And I have no doubt that some of the caregivers are very dedicated, some of them have training and some of them are very good. But the typical situation in informal care is very different from that. A major study in the United States discovered that informal caregivers spent, on average, 43% of the child care day uninvolved with the children — making lunch or snack, doing household chores, on the phone, having a coffee break or a rest. (The study was undertaken by Abt Associates in Massachusetts in 1979 and is entitled *Child at the Centre* Final Report of the National Day Care Study).

There is only one major Canadian study on the subject, by Laura Johnson *(Taking Care: A Report of the Project Child Care Survey of Caregivers in Metropolitan Toronto,* Children's Day Care Coalition and the Social Planning Council of Metropolitan Toronto, April, 1978). The study carried out 281 interviews with babysitters in Toronto, 76 of them relatives of working parents. The research found that in general, education levels of caregivers were low. One quarter of the caregivers had significant health problems. The vast majority of the sitters reported that children in their care watched television on average more than two hours per day. Twenty per cent of the sitters were judged to be providing excellent care for the children, but another 20% were considered to be providing very poor care.

The Canadian study rated caregivers according to the number of creative activities that they had provided in the previous week from a list of five choices: outdoor activities on a regular basis; household chores (cooking, shopping); reading or telling stories; arts and crafts; playing records or singing songs. Approximately 50% of the caregivers provided no or very few activities. Approximately 50% provided some or many activities.

When the interviewers were asked for their subjective opinions — would they place children with this babysitter — the interviewers said that they would "definitely" or "probably" not leave their own children with 41.5% of the sitters interviewed.

Q: ***I have to admit that you seem to have done your homework on this subject. But I still think that kids are better off in a family setting. Institutional care ruins kids.***

A. That's not true, you know. What really "ruins" kids is poor care provided by untrained people in situations where interesting activities are not organized and strong bonds of affection do not exist.

The issue here is not whether group day care is better than mother's care or not. That issue has been thoroughly examined in psychological research literature and the experts seem to think that either type of care is fine. To put it more technically, the shared conclusion of the research is that early day care does not have discernible negative effects on social or intellectual development compared to care at home during the day. (For comments and reviews of this literature see Bronfenbrenner, 1979; Belsky and Steinberg, 1979, Fowler, 1980; Rutter, 1981 and Etaugh, 1980. For references see bibliography at the back of this kit.) But, as I say, that's not really the issue.

The issue is whether babysitting in a private home is better or worse than organized group day care and family home care that is supervised and supported by the resources of a specialized agency. And in that competition, on average, regulated, organized care seems to win hands down.

Of course there are exceptions to every rule. As I've said, some informal care seems to be very good. And some children will not do well at all in group care. They seem not to be tempermentally suited to it. That's why having a variety of day care types available is important. But all types of day care should be regulated and supervised so that the quality of care is high.

Q: ***You want to know what I really think. Mothers should stay home and look after their own kids. That would solve the whole problem.***

A. It might solve the child care problem but it would create a lot of others. Large numbers of women now both want to and need to work. About half of all women with children under 6 years of age now work, up from about one third only seven years ago. All predictions call for more mothers to work in future, rather than less.

Many mothers work out of economic necessity. In fact, half of all women who work do so because they are either single, widowed, separated, divorced or are bringing their husband's income up over $10,000 per year (Source: Women's Bureau, Department of Manpower and Immigration.) Inflation and unemployment have taken a heavy toll in the last decade. A National Council of Welfare study estimated that 51% more two-parent families would have been in poverty in 1975 if the wives had not worked. The number of impoverished two-parent families would have increased from 9% to 14%. There were, at the time of the last mini-census (1976), 114,000 heads of single parent families in the workforce, trying to support themselves and their children. About three-quarters of these single parent families were headed by women.

In addition, many women wish to remain in the workforce because they find satisfaction in their jobs and enjoy the social interaction on the job. Our new Charter of Rights is supposed to guarantee equality between men and women. This equality is, on a practical level, impossible if we do not have adequate, affordable day care services.

Besides that, we're never going to have equality as long as people like you assume that only mothers are responsible for children. Fathers have responsibilities too.

Q: ***O.K. You're probably right. But it irks me to have to pay for the care of your kid. Why should my taxes go towards providing day care for your child?***

A. For the same reason that my taxes may pay for part of your unemployment pay, or your old age pension, or your child's education, or my medicare payments should pay for your father's gall bladder operation. We live together in a society and we have a lot of social needs for which we share in the payment. Just as I have an interest in your health and your being able to survive periods of financial difficulty, so you have an interest in my child getting adequate care during the day, expanding her intellectual abilities and being well-adjusted socially and emotionally. For most kids that's not likely to happen unless there are good child care arrangements, financially accessible to everyone.

Kids generally arrive in this world when parents can least afford them — that's one of fate's nastier tricks. When parents are young they have very heavy expenditures on a car, house, fridge, stove, washing and drying machines, furniture and so on. Their incomes are still relatively low; most people reach their peak income period when they are about 40-45 years old. And just when parents incomes are low they have kids and all the extra expenditures that go with them. When it comes to paying $2500-3500 a year for good quality day care for each child, it's something that most parents just can't afford.

When the kids suffer, the whole society suffers. It's the same logic that applies to the school system. We all benefit from the education of society's young. So we all pay taxes towards the costs. We're really just extending the logic of the school system back a few years earlier and, for school age kids, extending the care so that it covers normal working hours.

In general, parents will end up paying for this day care anyway, only it will be a few years later. When the parents hit their high income years, particularly if both parents are working, they'll, in effect, pay for the day care their children got earlier. But then they'll be in a position to afford it. Anyway there are not many countries in the world where people think about child care as a purely individual family responsibility anymore. When you look at how taxes are used to help with child care, in many countries not very different than we are like France, Sweden, East and West Germany, you can see that Canada is way behind.

Q: ***Universal day care, financially accessible to everyone would be very expensive. We can't afford it, particularly with the kind of depression and economic crisis we've been going through.***

A. It's true that universal day care is expensive, particularly high quality day care where workers might get wages double their present minimal level. Of course, we would probably move towards universal, free care in stages, rather than all at once, overnight. For all the reasons I've stated before, I think day care is a worthwhile investment for our society, and therefore for government. In some ways, that argument is even more appropriate, rather than less appropriate, during these rough economic times. First, family incomes are being squeezed, there's less disposable income available, so a lot of kids are ending up in child care situations which are chosen primarily because of their cheapness. That makes the need for good day care more acute.

Second, money spent on day care provides an awful lot of jobs. It's one of the most labour intensive kinds of work available (ask any parent). Money spent here will provide many more jobs than money spent on manufacturing industry or primary industry.

Q: ***O.K. I'm convinced. I'm going to go convince my friends. Tell me again what exactly do you want for day care and why?***

- Day care must be *widely available*, in rural, urban and suburban locations, in every province. It must be available locally — close to the child's home or in some cases the parents' place of work. There should be a wide variety of types available: part day and full day, supervised family home care, group care, emergency care, night care for children of shiftworkers, and so on.

- Day care must be *financially accessible* to all. No child should be forced into inadequate, poor quality or unloving care because of lack of financial resources. Because of the high cost of day care, this inevitably means a large amount of government subsidization.

- Day care must be universally of *high quality*. High quality means good facilities, programming, sanitation, low staff-child ratios, and staff who are trained in the care and education of infants and young children. It means adequate financial resources for provision of imaginative programming and it means the opportunity for parents to have input into the child's development. It also means relatively low staff turnover, which implies greatly improved wages and benefits for day care workers. Maintenance of good quality also implies minimum standards and reporting procedures.

Good day care meets a number of interlocking needs.

- Children need day care.
- Women need day care in order to participate equally in the labour force.
- Parents need day care to suport their childrearing responsibilities.
- Society needs day care.

USEFUL AND IMPORTANT FACTS TO SHOW THE NEED FOR MORE AND CHEAPER DAY CARE

In 1980, working women earned, on average, 63.3% of the amount earned by the average working man (Women's Bureau, Labour Canada, unpublished statistics).

In 1979, the average annual income of a female-headed single-parent family was $12,659. The average annual income of a male-headed, single-parent family was $22,132. The average income of *all* other types of families ranged from $21,000 to over $32,000. (Statistics Canada: Income Distributions by Size in Canada, 1979). In 1980, 62.7% of women in the workforce worked in the "traditionally female" occupational categories — clerical, sales and service (Labour Force Survey, 1980).

In 1980, 43.2% of all female-headed single-parent families lived at or below the poverty level. (Social Planning Council of Metropolitan Toronto). Labour force predictions indicate that the upward trend of women's participation in the workforce will continue — approaching equality with men's participation rates by the year 2000. *(Dodge Task Force Report: Labour Market Development in the 1980's, Employment and Immigration Canada).* Almost half of the 742 parents interviewed in a Toronto survey conducted in 1976, preferred day care centres over other forms of care, making day care centres by far the first preference. In fact, over 80% of the parents interviewed said that a day care centre rather than care in a home, was the "best" care for three year olds. This was despite the fact that only 10% of these parents were able to actually use a centre. (Laura Johnson, *Who Cares? A Report of the Project Child Care Survey of Parents and their Child Care Arrangements*, November 1977)

Similar results were found in Saskatchewan where centre care was preferred, followed by paid sitters, with care by relatives last. (Saskatchewan Social Services. *Survey of Child Care Preferences*, April 1980, p.4.)

History

Two themes have characterized official government policy towards child care in Canada.

- Children are mother's responsibility, and are best cared for at home with mother until they reach school age.

- When there are severe labour shortages, or strong demands for the participation of women in the workforce, then governments advocate women's presence in the workforce and even step in with support to programs, such as day care to foster their participation.

1850's TO 1940

Very little day care existed in Canada before the Second World War. But the beginnings of day care can be traced back to the 1850's.

By the mid-Nineteenth Century, Canada was starting to become industrialized. Women as well as men were sought by employers in factories and workplaces. For many women who were poor, widowed or deserted, work was the only alternative to starvation. In response, day care centres were established. The first creche was opened in Montreal, in the 1850's, by Roman Catholic nuns. Over the next 50 years, a few other centres were opened in Toronto, Winnipeg, Ottawa and Halifax. These were generally established by wealthy women as charities.

Often that charitable act was accompanied by a more self-interested one. These wealthy women needed domestic servants and the day care centres were often run as a sideline to employment agencies for domestic servants. Until the mid-1920's day care centres were always funded by private charity and often sponsored by churches, missions and settlement houses. Infant's Hospital in Vancouver was the first of such centres to win government recognition and support and was taken over by the Health Department in 1916.

The Suffrage Movement led by middle class women never took issue with the notion of the time that women's place was in the home. The right of women to work and the right of children to decent, quality day care were demands of the suffrage movement. Their campaign for support to single, widowed and deserted women did result in the introduction of the Mother's Allowance Acts in the mid-Twenties. Once women had gained some means of support for their children without entering the workforce, they began to stay at home and the growth of day care declined. High unemployment and general restraint during the Thirties also resulted in a decline in the rate of women's participation in the labour force, and in the closing of day care centres and the employment agencies that went along with them.

Day care centres in the early period operated as charities for the "deserving" poor. Emphasis was on custodial care and instilling the virtues of cleanliness and morality in "needy" children. The growth of the Nursery School Movement along with an increasing awareness of child development principles began to raise the questions of quality programming and conditions. Led by middle class women who desired enriching programs for their children nursery schools began to open. The first in Canada was initiated by the Institute of Child Study which was founded in Toronto in 1926. The training of teachers at this Institute eventually had its impact on day care centres as well and slowly the quality of day care programs improved.

By 1933 there were about 20 day nurseries in Canada serving approximately 2500-2600 children.

WORLD WAR II TO 1960

During the war, there was an acute labour shortage in Canada and government began to recruit women to work in industry; appealing first to single women, then married women and finally married women with children. Overnight, the image of the perfect Canadian woman changed from being the foundation of hearth and home to being the industrious beauty on the assembly line. The recruitment drive made it necessary to consider alternative care for children and in 1942 the federal government passed an Order-in-Council authorizing the Ministry of Labour to enter into cost-sharing agreements with any provincial government willing to establish day care services.

Ontario and Quebec were the only provinces to take advantage of the scheme — the other provinces maintained that the need did not exist. The federal government stipulated that at least 75% of nursery school spaces had to be given to children whose mothers worked in essential war industries. In both provinces, day care operating standards were established. In Ontario, the Institute of Child Study provided a model for a rapidly expanding system and established short training courses for staff.

By the end of the war there were 28 nurseries for preschoolers and 42 for school-age children in Ontario; in Quebec there were five community-based centres. The cost was $1.05 per day, shared roughly equally between parents, federal and provincial governments. There was no provision for infant care.

After the war, governments undertook a campaign to get women back to hearth and home. Family Allowance benefits were introduced. In Quebec the government closed all five centres despite enrolment to capacity and long waiting lists. In Ontario, all three governments (federal, provincial and municipal) tried to close the centres but were met with strong resistance through the Day Nursery and Day Care Parents Association. Federal government funding ceased on April 1, 1946 but the Ontario government caved in to the strong public pressure and passed the Day Nurseries Act providing for funds and operating standards. Sixteen of the 28 preschool centres survived but all 42 school-age programs closed.

The campaign for women to remain with *küchen* and *kinder* continued throughout the fifties and early sixties. To the extent that day care existed in Canada it continued to be operated as a charitable institution for women in dire need.

Table 1
The Recent Growth of Full-Day and School-Age Day Care

	1973	1975	1978	1980	1982
No. of Centres	971	1839	2050	2719	3375
Number of full day spaces, including group centres, family home day care and school-age day care	28,373	69,952	82,651	109,135	125,830

SOURCE: *Status of Day Care in Canada*, various years, National Health and Welfare, Canada.
1982 figures were obtained from the various provincial day care departments.

Table 2
Working Mothers With Children Under 6 Years, 1967, 1980 and 1981

	1967	1980	1981
Number of women in the Labour force with children under 6	275,000*	683,000	719,000
Participation Rate** of Women with Children Under 6	16.7%*	45%	47.5%

*Figures for 1967 exclude unemployed women, while figures for 1980 and 1981 include them. However, unemployment rates were quite low in 1967 (3.8% of the labour force).
**The "participation rate" measures the percentage of all women in this category who were either working or actively looking for work.

SOURCES: For 1967, *Working Mothers and Their Child Care Arrangements*, Ottawa, 1980, published by Women's Bureau, Canada Department of Labour. Figures for 1980 from unpublished study by Women's Bureau, Labour Canada. Unpublished statistics for 1981 are from Statistics Canada, *Labour Force Survey*.

1960 - TODAY

The booming post-war economy created thousands of new jobs in the service sector. The participation of women in the labour force began to increase rapidly. (See table 3.) By 1981, women made up 42% of the workforce. The increase in the labour participation rate of women in the period between the war and the present day has been constant and shows no sign of abating. Even more striking was the fact that in that year close to half of all mothers with children under 3 were working; and more than half of women with children between 3 - 6 were working. Compare these figures to ones from 1967 when fewer than 20% of women who had children younger than 6 years of age were in the labour force.

In 1966, the federal government made day care a cost-shareable welfare service under the terms of the Canada Assistance Plan. By 1977 all provinces had passed legislation enabling their governments to take advantage of the federal funding. Across Canada, the numbers of day care centres and spaces began to rise.

Throughout the seventies, day care activists across the country continued to campaign for more and higher quality day care pointing out the enormous gap between need and supply. In 1973, there were only 28,000 regulated day care spaces in Canada. Although this has risen to over 125,000 spaces by 1982 — it in no way kept pace with need.

TABLE 3
PARTICIPATION RATES OF WOMEN IN THE LABOUR FORCE
(various years)

Participation Rates	1975	1978	1980	1981
Women with at least one child 0-2	31.2%	37.6%	41.7%	44.6%
Women with no children 0-2, but with child(ren) 3-5	40.0%	46.1%	50.1%	52.4%
Women with no children 0-5, but with child(ren) 6-15	48.2%	54.3%	58.2%	60.2%
Women without children 0-15	42.3%	44.8%	46.6%	47.6%

SOURCE: From Draft: Statistics Canada, "Family Characteristics and Labour Force Activity", unpublished paper.

We can do a rough calculation of a similar sort with more recent figures. It gives us a broad picture which is similar, but with increased provincial percentage contribution because of maintenance grants in a few provinces. The parent contribution is lower.

Table 3
Estimated cost of providing full-day day care in Canada, 1982.

Number of day care spaces	125,830
Total estimated cost of full day day care	$425,950,000

Estimated cost was calculated based on an average fee in each province with adjustments for the effects of maintenance and other grants. All calculations by the authors.

Q: ***Could you say, then, that day care in Canada is almost a government-run service?***

A: No, not at all. Less than 10,000 full-day spaces in Canada are provided directly by any level of government — are government operated, I mean. And that's almost all provided by municipalities in Ontario, although there are a small number of municipally-operated centres in Alberta.

In fact, day care in Canada is essentially a service sold on the open market, in the same way that private schooling is. Over half the children in day care get very little subsidy from any government. Their parents will pay from $2500 - $3500 per year for this service. And that ain't hay!

Q: ***Where does the government subsidy come in then?***

A: In several ways. The *main way* is through direct subsidies to parents who are considered to be needy — poor, really. It's like a welfare payment, that's how government sees it. About half the kids in full day care at present are subsidized this way and may either get the full amount of their day care fees paid or a smaller partial payment.

Q: ***Which government provides that subsidy?***

A: Both federal and provincial governments; even municipal governments contribute to subsidies in Ontario and Alberta. This direct subsidy system is organized through the *Canada Assistance Plan*, often called *CAP*. CAP was initiated by the federal government back in 1966. It's what is called a cost-sharing plan. The federal government agrees that it will pay 50% of the costs if the provinces will kick in the other 50% and will administer the funding of these services.

Q: ***So the governments of Canada are using this to build a national day care system, eh?***

A: Wrong again. The Canada Assistance Plan was never, and is not now, designed to provide or fund a national day care system. It is, rather, a plan aimed at getting the poor off the welfare rolls and sharing necessary welfare costs. Providing day care is a very small part of what CAP does. It costs the federal govern-

Table 4
Estimated contributions to the cost of providing full day day care in Canada, 1982.

Contributor	Amount of Spending (in 000's of $)	% of Total Cost
Provincial government subsidies to parents under C.A.P.	54,365	12.8%
Provincial government grants (start-up, maintenance and capital grants)	68,260**	16.0%
Total Provincial	122,625	28.0%
Municipal government subsidies under C.A.P. (Ontario and Alberta only)	15,250	3.6%
Municipal government grants	N/A	N/A
Federal government subsidies under C.A.P.	69,650	16.4%
Child care expenses deduction under Section 63 of the Income Tax Act (estimated*)	39,613	9.3%
Parent Fees	178,812	42.0%
TOTAL COST	425,950	100.0%

Information on day care expenditures and average fees was gathered from provincial government departments responsible for day care. All calculations by the authors.

*No information is available on the 1981 or 1982 taxation years. We have simply assumed that the child care expenses deduction provided the same percentage contribution as estimated previously for 1979.

**The provincial contribution is overstated here. Maintenance and other grants are cost-shared by the federal government (50%-50%) when they apply to subsidized day care spaces. We do not have the necessary data to separate out the federal government contribution here.

Who pays for day care?

Q: ***Who pays for day care in Canada?***
A: There are no readily available and fully reliable statistics to answer that question, but I can give you a good approximate answer. It's shown in Table 1 and Table 2 below. It's based on information from a study by Price Waterhouse Associates a management consulting firm, commissioned by the Government of Alberta. Some additional estimates are made. The figures are generally for 1979.

It shows that the total cost of providing about 90,000 full-day care spaces in Canada was over $200 million. All levels of government together provided slightly over half of that money, in various ways. Parent fees provided 47½%. Note that this is only for full-day care and does not include most services to handicapped children.

Table 1
Estimated cost of providing full day day care in Canada, 1979

Total number of full-day day care spaces	91,913
Average cost per space per annum	$2,340
Total estimated cost of full-day day care	$215,034,000

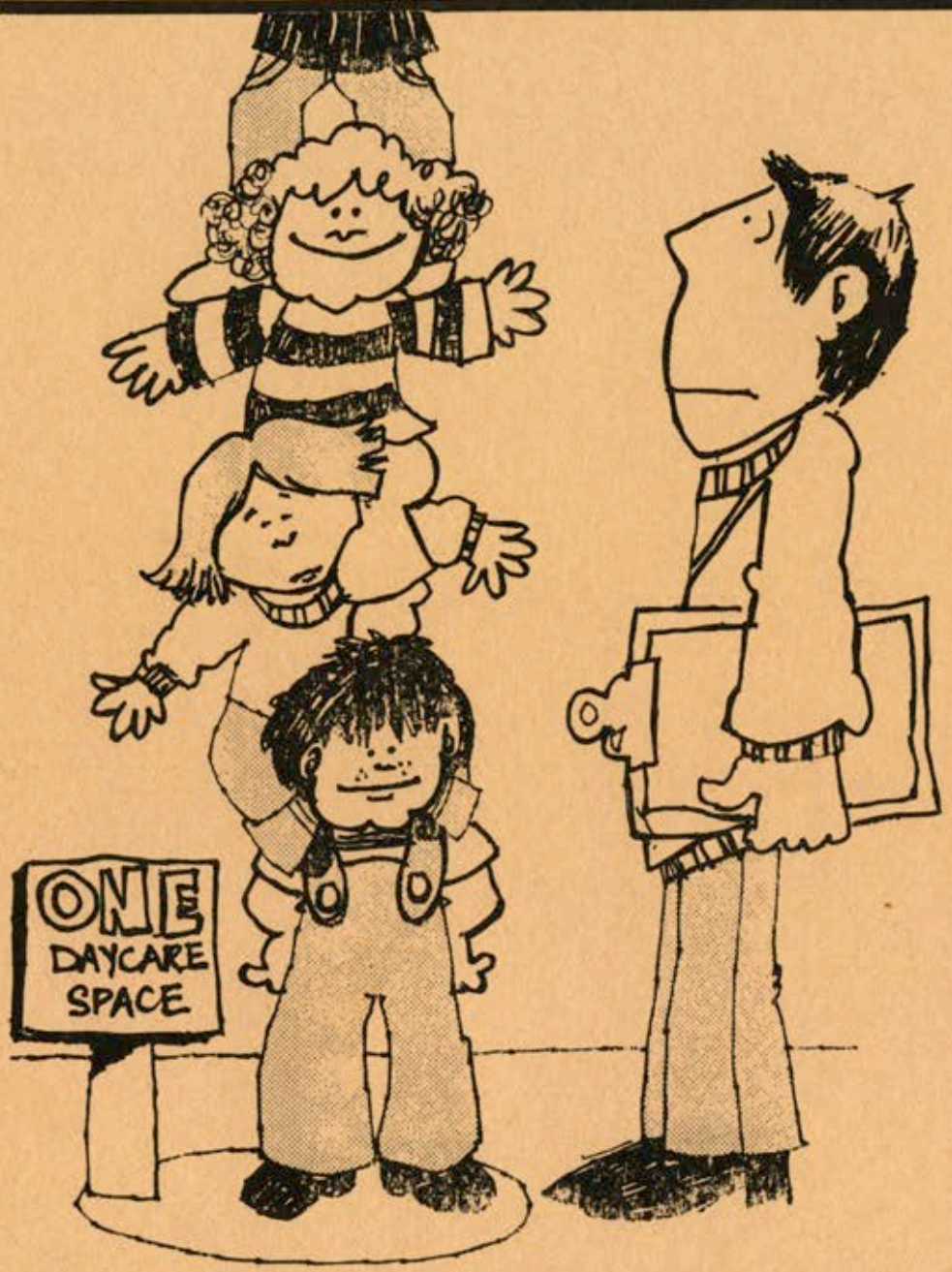
Calculated from *Interprovincial Comparison - Day Care Facilities: Licensed Full Day Programs* by Price Waterhouse Associates August, 1980.

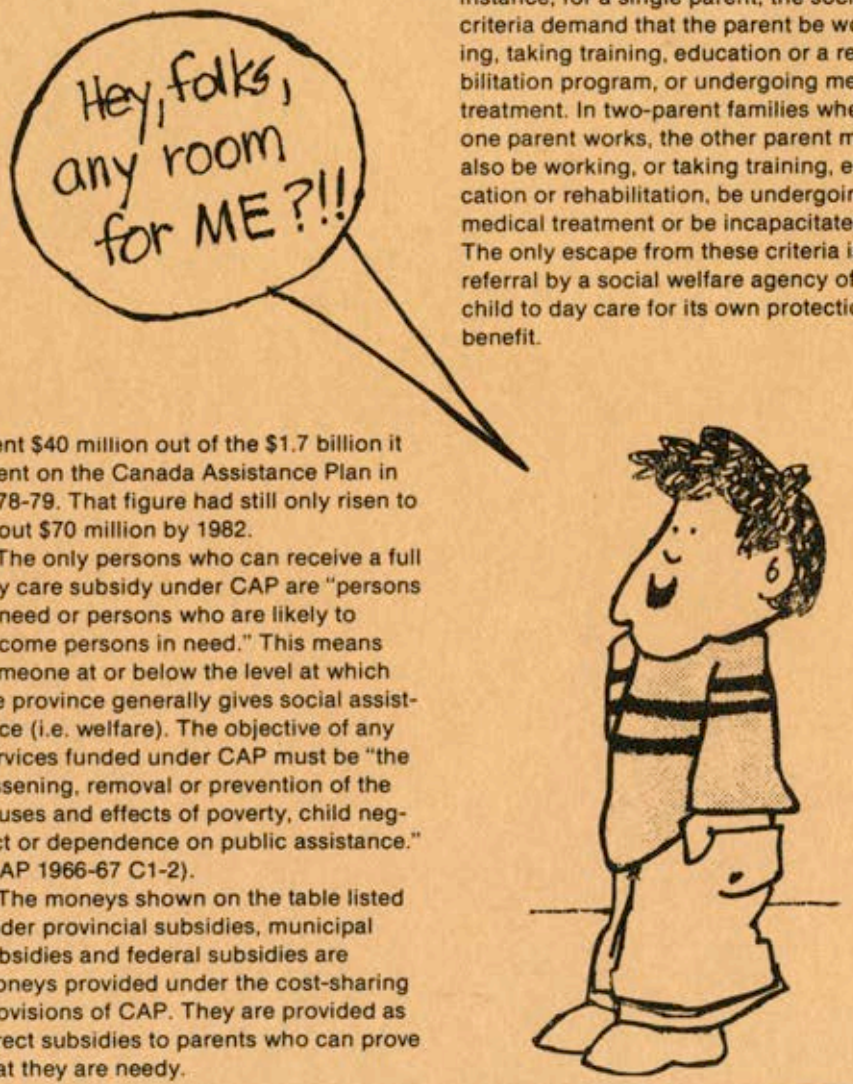
Table 2
Estimated contributions to the cost of providing full-day day care in Canada, 1979

Contributor	Amount of Spending (in 000's of $)	% of Total Cost
Provincial government subsidies to parents under C.A.P.	32,191	15%
Provincial government grants (start-up, maintenance and capital grants)	8,474	3.9%
Total provincial	40,665	18.9%
Municipal government subsidies under C.A.P. (Ontario and Alberta only)	9,640	4.5%
Municipal government grants (Ontario and Alberta only)	722	.3%
Total municipal	10,362	4.8%
Federal government subsidies under C.A.P.	41,832	19.5%
Child care expense deduction under Section 63 of the Income Tax Act (estimated*)	20,000	9.3%
Parent fees	102,175	47.5%
TOTAL COST	215,034	100.0%

Calculated (except for child care expenses deduction) from: *Interprovincial Comparison - Day Care Facilities: Licensed Full Day Program* by Price Waterhouse Associates, August, 1980.

*Tax expenditures under Section 63 of the Income Tax Act were $55 million in the 1979 Taxation year. Only a small portion of this would have gone to pay for organized day care services. This estimate, which is probably a generous one, was made by the authors.
Note that the child care expense deduction is really a contribution by both federal and provincial governments since it lowers the taxes received by both levels.





ment $40 million out of the $1.7 billion it spent on the Canada Assistance Plan in 1978-79. That figure had still only risen to about $70 million by 1982.

The only persons who can receive a full day care subsidy under CAP are "persons in need or persons who are likely to become persons in need." This means someone at or below the level at which the province generally gives social assistance (i.e. welfare). The objective of any services funded under CAP must be "the lessening, removal or prevention of the causes and effects of poverty, child neglect or dependence on public assistance." (CAP 1966-67 C1-2).

The moneys shown on the table listed under provincial subsidies, municipal subsidies and federal subsidies are moneys provided under the cost-sharing provisions of CAP. They are provided as direct subsidies to parents who can prove that they are needy.

Q: ***How do parents prove that they are needy?***

A: They have to meet both financing and social criteria — in other words they have to prove that they are both poor *and* trying to improve their situation. For instance, for a single parent, the social criteria demand that the parent be working, taking training, education or a rehabilitation program, or undergoing medical treatment. In two-parent families where one parent works, the other parent must also be working, or taking training, education or rehabilitation, be undergoing medical treatment or be incapacitated. The only escape from these criteria is referral by a social welfare agency of the child to day care for its own protection or benefit.

Q: ***What about the financial criteria?***
A: That's not easy to answer briefly, because the test of whether you are needy or not varies from province to province. In Ontario, there are different tests of neediness in every municipality. But I can tell you a bit about these financial criteria. According to the regulations under the Canada Assistance Plan there are two possible ways of judging whether a family "deserves" a daycare subsidy. One is called an income test and the other is called a needs test (see "Definitions" section for details). Ontario uses only the needs test. Alta., Sask., Man., Que., N.B. use the incomes test. Most other provinces use a combination of the two. The purpose of either test is to judge whether you can afford to pay for child care on your own or not. The social criteria have already determined that you cannot look after your own children during the day.

Q: ***What about other government funds for day care?***
A: Well, money given in subsidies under the Canada Assistance Plan provides the majority of government money — nearly $85 million out of $113 million in 1979 and about $140 million out of $247 million in 1982. But there are also direct grants to day care and child care deductions under the income tax system.

The direct grants include start-up grants for new day care centres and grants to subsidize capital expenditures. The biggest increase in funding in the last several years has come from another kind of direct grant, usually called a maintenance grant.

Manitoba, Saskatchewan and Quebec offer start-up grants to group centres and family home day care programs. Alberta, B.C. and Ontario have offered capital grant programs of a short-term nature. Alberta, Saskatchewan, Manitoba, Quebec and New Brunswick have maintenance grants of varying generosity. (Alberta — $3 per day for preschoolers; Saskatchewan 38¢ a day — called an equipment grant; Manitoba — $2.90 a day; Quebec — $3 a day; New Brunswick — $1.50 per week). These maintenance grants are provided on a universal basis to every day care child rather than only to children defined as "needy" under CAP.

In total these various types of grants amounted to a little over $9 million in 1979, but over $68 million in 1982. (Please see the section on "Interprovincial Comparisons" for a more detailed account of these and other grant programs).

Q: ***You said there was another source of government funds as well. What was that?***
A: It is deductions from taxable income under Section 63 of *The Income Tax Act*. These are deductions that can be claimed by working mothers (and sometimes by working fathers) for eligible child care expenses.

Q: ***How does it work?***
A: Child care expenses are considered to be a legitimate expense associated with working. Just as you can deduct other work-related expenses from taxable income, so you have been able since the early 1970's to deduct up to $1000 per child (maximum 4 children) from taxable income. This lowers the amount of tax you have to pay. The amount you save in taxes depends upon your marginal tax rate which, in turn, depends upon how high your taxable income is. Most people would save between $200 and $400 (i.e. a 20% - 40% tax rate applied to a $1000 deduction).

This deduction is not intended as subsidy to organized day care centres and supervised family home day care in particular. It's is a subsidy (actually it's called a tax expenditure) to parents who use any kind of formal or informal care arrangements, summer camps, part-time programs, etc.

In 1979, $55 million of potential government revenue was given up because of the child care expenses deduction. We estimate that the child care expenses deduction may have provided nearly $40 million in 1982. The deductions were claimed by over 300,000 parents on behalf of nearly 500,000 children. The average tax saving was about $116 per child. We do not know how much of this money was claimed by parents who had their children in formal day care arrangements. Based on the number of children claimed for compared to the number of unsubsidized day care children it seems unlikely that it could be any more than the $20 million we have indicated in the table, "Who pays for day care"?

Q: ***Finally, what about parent fees?***
A: Well, it's a bit distressing that it took us so long to get around to talking about parent fees, because day care fees are very high in Canada. Our tables show us that parent fees pay for about 42% of day care in Canada. Even that is quite misleading however, because it makes it sound as if our daycare system in Canada is very heavily government supported and that parents get a good break. Average day care fees in 1982 are between $2500-$3500 per year. Fewer than one half of the children in the system in Canada have these fees partially or fully subsidized. But one-half of parents have to pay full fees. These parents benefit only from child care expense deductions under *The Income Tax Act* and some lowering of costs through start up and maintenance grants. The first would amount to between $200 and $400 tax saving. The second would average out to about $400 per child in lower annual day care fees. The typical parent is still left with about $2600 in fees to pay by her/himself out of after tax income. No government subsidy reduces this amount.

Day care is a heavily subsidized system in Canada but that is fundamentally because:

(a) parents who do qualify under the social and financial criteria of the Canada Assistance Plan are heavily or fully subsidized. This applies to those parents who can prove that they are at or near the income level at which they are eligible for social assistance (i.e. welfare).
(b) other parents are scarcely subsidized at all, so the high fees exclude all but the relatively affluent or those who value day care services very highly. The vast majority of parents cannot afford the high fees and therefore are obliged to make informal neighbourhood arrangements. The quality of these arrangements has been questioned.

Provincial comparisons

INTERPROVINCIAL COMPARISON OF DAY CARE REGULATIONS, ADMINISTRATION AND FUNDING

Each province handles day care services differently. The following tables give information on legislated staff-child ratios and space requirements indoors and outdoors. Then, for each province and territory, we give a brief review of the government's administrative set-up, important regulations, special programs and funding.

MINIMUM STAFF: CHILD RATIOS IN FULL—DAY DAY CARE CENTRES BY PROVINCE, AUGUST, 1982

Ages	B.C.	Alta.	Sask.	Man.	Ont.	Que.	N.B.	N.S.	PEI	Nfld.	NWT	Yukon
0 - 18 mos.	—	1:3	—	1:4	1:3.3	1:7	1:3	1:7	1:3	—	—	1:6
18 mos - 2	1:4	1:5	1:5 *	1:4	1:4.7	1:7	1:3	1:7	1:3	—	—	1:6
2 - 3	1:4	1:5	1:10	1:8	1:8.5 **	1:10	1:5	1:7	1:5	1:6	—	1:8
3 - 4	1:8	1:8	1:10	1:8	1:8.5 **	1:10	1:5	1:7	1:10	1:8	—	1:8
4 - 5	1:8	1:8	1:10	1:8	1:8.5 **	1:10	1:10	1:7	1:10	1:8	—	1:8
5 - 6	1:8	—	1:10	1:8	1:11.25**	1:10	1:10	1:15	1:12	1:8	—	—
6 - 7	—	—	1:15	1:15	1:15	—	1:15	1:15	1:12	1:15	—	—
Over 7	—	—	1:15	1:15	1:15	—	1:15	1:15	1:15	1:15	—	—

*1:5 up to 30 months, 1:10 after that.

**See Ontario section for exact details.

SOURCE: The above regulations are derived from the most recent day care regulations from each province. See individual provincial description for exact legislation.

SPACE REQURIED IN DAY CARE CENTRES UNDER PROVINCIAL DAY CARE REGULATIONS (in square metres)

Province	Indoor	Outdoor	
		Under 2	Over 2
British Columbia	3	7	7
Alberta	3	2*	4.5
Saskatchewan	3	No requirements legislated	
Manitoba	3.25**	No requirements legislated	
Ontario	3	4	5.5
Quebec	3.75	4	4
New Brunswick	3.25	Sufficient space for half the children enrolled	
Nova Scotia	2.75	5.46	5.46
Prince Edward Island	3.25	6.97	6.97
Newfoundland	3.72	No requirements legislated	
North West Territories	No requirements legislated		
Yukon	4	5 square metres per child outside at any time	

Notes: *This applies to children under 19 months of age.
**2.32 square metres for school-age programs indoors.

BRITISH COLUMBIA

Guaranteed Available Income for Need Act, 1981; Community Care Facility Act, R.S.B.C. 1979, as amended 1981.

Day care legislation in British Columbia did not get drafted until 1969 despite the fact that B.C. was one of the early promoters of day care provision. As far back as 1910 the City Creche was founded to provide care for children of working mothers and by 1916 the City Health Department was running it. Today, day care centres in B.C. are not directly controlled or operated by government, although three ministries have a role in regulating the provision of day care: Ministry of Health is responsible for maintaining standards, delegating the administration to the Community Care Facilities Licensing Board; the Ministry of Human Resources operates a day care information service and controls provincial spending under the Guaranteed Available Income for Need Program (GAIN); and the Ministry of Education is responsible for the training and certification of teachers and supervisors. The system that exists today is largely the result of the hard struggle conducted by women in the early 1970's. In 1971 B.C. had only 67 centres with approximately 2600 children receiving full or partial subsidy; by 1975 there were 103 centres and 11,878 subsidized children. Now B.C. offers a variety of licensed day care services in addition to group day care centres and family home day care. The B.C. government subsidized "in-own-home" care in certain circumstances, and this is often used by parents who work shifts. B.C. also supports an emergency day care centre with public funds; Granny Y's accepts children aged 6 months to 6 years for a period of up to 5 day a week at a cost of $20 per day.

The B.C. Day Care Action Coalition was formed in 1981 to fight for quality, universally accessible, non-compulsory day care, with no user fees. There is also an active Provincial Family Day Care Workers Organization working for improvements in quality, licensing and training for family day care.

Programs for Handicapped Children

In 1982, 1418 children were receiving care in integrated day care centres.

Staff: Child Ratios

Age	Staff:child Ratio	Max group size
18-36 mos.	1:4	12
	2:5-8	**Max. facility size**
	3:9-12	36
3-5 years	1:8	**Max. group size**
	2:9-17	25
	3:18-25	**Max. facility size**
		75

Space Requirements per child

Indoor: 3 square metres
Outdoors: 7 square metres

Staff Qualifications and Training

Supervisors of kindergarten, nursery schools or groups centres must complete a training course approved by the Community Care Facilities Licensing Board and must have at least one year's practical experience. Assistant teachers must be trained or in the process of receiving training.

Funding

The provincial government makes funds available for day care under the GAIN program. It pays a subsidy to parents who qualify under an incomes test (and a needs test in special circumstances) up to certain legislated amounts to help with their day care fees e.g. $220 for a pre-school child. However, actual costs are between $25-100 more than amounts allowed by the government creating real problems for parents who must make up the differences themselves.

(a) Non-profit centres may apply for up to $10,000 in start-up grants and expanding centres may apply for up to $5,000.

(c) There are also emergency repair grants of up to $5,000 available to enable centres to meet health standards and there are relocation grants of up to $5,000 to enable centres to meet health and fire safety standards. Two-parent student families and welfare recipients are ineligible under the GAIN program.

While the municipalities are not involved in a big way, the City of Vancouver has made contributions by instituting zoning regulations which make space available in new developments for day care at little or no cost.

Problems

Infant care is not available in group centres for children under 18 months. The involvement of three provincial government departments leads to a lack of policy planning and creates tremendous frustration amongst operators trying to deal with the bureaucracy. Wages are low and yet fees are high, making it difficult for parents to afford to the fees. There are no maintenance grants available to alleviate this problem. Informal day care is supposed to be regulated but this is not enforced.

ALBERTA

Social Care Facilities Licensing Act, 1977, Day Care Regulation 144/8 and 131/82

Day care expansion in Alberta has been recent, coinciding with the "Great West Rush" that has buoyed Alberta's economy in recent years. In the mid-seventies, the Alberta government received a lot of pressure and criticism for its lack of social programs, the inadequacy of day care and the lack of quality programs. This pressure resulted in expansion and improved legislation. Today, Alberta provides group day care centres and family home day care. There are two types of family home day care: (a) homes with 4-7 children under 6 years, specifying no more than *four* children under two); and (b) satellite family day homes (attached to licensed day care centres) with less than three children. The municipalities of Edmonton and Calgary are also involved in the provision of day care services. They operate high quality centres and make the large majority of their spaces available to low income parents. Local municipalities are also involved in providing school age day care programs. These are licensed and inspected by the Day Care Branch but provincial funding for these programs is only available through grants to the municipalities by Family and Community Support Services. This means that school-age day care only gets set up if the municipality makes it a priority.

Programs for Handicapped Children:
Grants are provided to centres to aid integration of handicapped children into day care programs. Individual children may receive subsidies for special equipment or aid; enrichment money is also available to non-profit or municipal programs to hire additional staff in order to provide a 1:4 staff-child ratio.

Staff-Child Ratios

Day Care Centres

Maximum children per facility: 80

Ages		Max. group size
0 - 18 months	1:3	6
19 - 35	1:5	10
3 - 4 years	1:8	16
5 years	1:10	20

Family Home Day Care

Maximum no. per home: 7
No. more than 4 under 2

Space Requirements

Indoor: 3 square metres
Outdoor: Under 19 months — 2 sq. m.
19 mths.-6 years—4.5 sq. m.
Outdoor space must be adjacent or close to the centre premises and sufficient to accomodate 50% of licensed capacity

Training

There are no specific training requirements in the legislation. Less than 50% of day care teachers in the province are trained, although new regulations to require training for a percentage of the teachers to require training for a percentage of the teachers in each centre one being examined. New training programs are also being considered including a scheme by the private operators to provide "on-the-job" training.

Funding

Alberta licenses non-profit, commercial and municipally run centres. It provides two types of assistance:

(a) subsidy program: assistance to parents with low incomes if they meet the eligibility criteria contained in an incomes test administered by the Income Security Branch, Social Services & Community Health. The maximum subsidy is $240. per month. Parents must pay a minimum of $45 per month even when eligible for "full" subsidy.

(b) operating allowances: provided to day care centres for each child space, regardless of whether child is subsidized or not.

(c) municipally operated day care centres may top up the provincial subsidies with an additional $40 per months to provide improved quality, including higher staff-child ratios.

(d) Additional grants are available in start-up funds to programs in rural areas.

(e) There is no subsidy program for school-age children but the provincial government provides per capita grants to municipalities who may use this money to provide school age day care facilities and/or subsidize low income families.

Problems

The Alberta government provides maintenance grants of $27 million to support day care services. This money is used by some centres to pay higher wages and improve quality of day care services. However, quality of care varies tremendously across the province and the maintenance grants are often used by operators to keep the fees low to the parent. Fees range from $150-380 per month. There is a lack of funds explicitly for the purpose of school-age programs.

SASKATCHEWAN

Family Services Act, 1975 &
The Day Care Regulations 213/75

The Saskatchewan government did not think that women's participation in the workforce warranted a commitment to day care until the late 1960's. The first day care legislation came under the *Child Welfare Act* in 1969. A means test was applied to applicants for a subsidy of 50% of $75 per month or the actual fee (whichever is lower). In December, 1973 there were 35 licensed day care centres and 875 spaces. In 1974 the day care budget was dramatically increased from $200,000 to $2 million. The new day care program was consolidated in the *Day Care Regulations* under the *Family Services Act, 1975.* This Act provided for the approval of family day care homes and the licensing of neighbourhood group day care centres. All centres now have to operate under *the Societies Act* or *the Co-operatives Association Act.* Profit day care centres that existed prior to 1975 were permitted to continue but cannot receive government subsidies. Pressure on the government prompted a review of the legislation and the budget was increased by 101% in 1981-82.

Programs for Handicapped Children

Centres may set aside up to 25% of their spaces for children with physical, mental or emotional handicaps. In March 1980 fewer than 2% of children in day care were handicapped children integrated into regular programs. The government program provides grants of up to $200 per child per month in addition to the regular grants available.

Staff: Child Ratios

No Children under 18 months are permitted in group centres.

Age	Ratio
18-30 mos.	1:5
30 mos. - 6 yrs	1:15
Schoolage to 12	1:15
3-5 years	1:8

No maximum group size legislated.

Family Home Day Care: allows a maximum of 8 children per home from 6 weeks to 12 years.
No more than five children between 6 wks - 6 yrs.
No more than two children under 2.
No more than three children 6 weeks to 30 months.
(When there are no other children.)

Space Requirements per child

Indoor: Preschool 3.25 mt² per child
Schoolage 2.32 mt² per child

No outdoor space limitations legislated.

Training

No specific training requirements or qualifications are set out in the regulations.

Funding

Subsidies are available to parents who qualify financially according to an income test up to a maximum of $210 per month. Equipment grants are available ($100 per child per annum per centre and $50 per child per annum per family home); Start-up grants of $600 per child space in a centre and $200 per child in a family; a stabilization grant of $50 per child space is available in centres only.

Parents are charged at least 10% of the day care fee whether they are on subsidy or not.

Problems

In 1980, the government commissioned a Review of the day care system. The report that followed contained over 100 pages of documented problems (see *Day Care Review*). The standards were criticized as being vague and minimal, e.g. no requirement for fenced yards, use of basement premises very prevalent, low staff-child ratios. Lack of funding to create a high quality program, employing well-paid, well-trained staff. "User fee system means that parents (i.e. in parent co-operatives) are forced to run day care as very tight small businesses with very little room for flexibility or innovation". No government planning; low wages. Volunteer labour and charity forms basis of the program, whilst day care remains a welfare service. Subsidy ceiling of $210 per month is unrealistically low and requires low income parents to pay an additional $20-$75 per month for day care. This was under a sympathetic NDP government. Now the newly-elected Conservative Government threatens to bring back commercial operators for Saskatchewan and budgets for 1982-83 still have not been approved.

MANITOBA

Bill 21. Community Child Day Care Standards Act, 1982.
Public Health Act, LSM, 1970, c. 210
Social Services Administration Act, S.M. 1974, c. 34

Prior to 1974, Manitoba set up a system of "special dependent care" under the Social Allowances Program to provide subsidized day care. Applicants for assistance were given a means test and parents were approved if it was deemed that their children needed care for developmental reasons. By 1974 there were 374 such day care spaces in Manitoba. In that year the province introduced an incomes test, therefore reducing the detailed examination of family spending habits required to qualify for subsidy. This was the first in Canada. At the same time a maintenance grant was introduced, providing an annual subsidy towards the day care costs of every child in a centre regardless of family income. Again, this was the first time that a universal approach to the day care funding had been attempted in Canada. At the same time the province imposed fee ceilings to keep the costs low to parents, but the Manitoba Child Care Association has consistently criticized the government for keeping fee ceilings too low to enable wages to rise and improve quality. The new day care act in Manitoba requires licensing of existing family day care homes and group day care centres as well as school-age facilities. Comprehensive regulations will be developed within a year. Manitoba requires that each centre must have a board of directors, the majority being parents. Only 10% of group centres are commercial enterprises in Manitoba. Under the new legislation,

MANITOBA

commercial enterprises may be licensed but cannot receive government funds. Group day care homes — one home with 2 staff and 6-12 children — are being introduced this year and they aim to have 5 functioning in rural areas by the end of the fiscal year.

Programs for Handicapped Children
Manitoba attempts to integrated handicapped children into their regular day care programs. It provides a staffing grant of up to $1500 per month to allow for additional staff; it provides a training grant of $1500 per child to be used to train staff at centres serving handicapped children; it provides start-up grants of $500 per child space and gives a daily supplemental grant of $8.50.

Training
No requirements for specific qualifications legislated.

Staff: Child Ratios
Group Centres

Under 2 years	1:4
2 - 5 years	1:8
6 - 12 years	1:15

Family Home Day Care
Maximum of 8 children per home.
No more than 5 preschoolers
No more than 3 under 2
(A Winnipeg by-law restricts family home providers to five children)

Space Requirements per child

Inside:	2.32 mt² per child
	3.25 mt² per child
Outside:	No requirements legislated

Funding
The Manitoba government contributes to the costs of day care services in two major ways:
(a) subsidies to parents who qualify under an incomes test up to a maximum of $9.50 per day; If the fees are higher, the parents pay the difference; and
(b) maintenance grants of $2.90 per day paid directly to centres on behalf of every child enrolled, whether they are subsidized or not.

Approximately one-third of the costs of day care in Manitoba is paid by parent fees, one-third through maintenance grants and one-third through government subsidies under C.A.P.

ONTARIO

Day Nurseries Act, 1978, Regulation 160
Day care as an established, government-supported service has existed in Ontario longer than any other province. (See section on "History of Day Care in Canada"). Ontario set up an extensive day care system during World War II. After the War, when the federal government cut off funds to the provinces, the provincial government also attempted to close the centres. A powerful protest movement, spearheaded by the Day Nurseries & Day Care Parents Association built a campaign which succeeded in saving 16 of the 28 centres; all 42 school-age programs were lost however. The government passed the Day Nurseries Act which contained funding provisions and standards for care and under this legislation the provincial government provided 50% of the costs of care to parents who passed a stringent needs test. Municipalities were required to match the 50%. With high fees and the prospect of a demeaning needs test, many parents turned to informal care as a substitute and day care services stagnated until the late 1960's. Then, with the large upswing of women into the labour force, the demands and interest in day care re-emerged.
Then, with the large upswing of women into the labour force, the demands and interest in day care re-emerged.

The fight for day care in Ontario in the late sixties and early seventies was propelled by the Women's Movement which focused on getting community-controlled day care centres established. The Day Care Organizing Committee was formed and this organization also led the political movement to gain improvements in the quality of care and expansion of the system. Throughout the Seventies the day care movement was active: it mobilized to defeat regressive legislation in 1974; it fought cutbacks in 1975 and today, it has forged a province-wide coalition with broad-based support to fight for universally-accessible, publicly funded day care and for the *direct grant* (a universal maintenance grant) as an immediate aim. All this activity has forced the Ontario government to maintain quality and expand the service. All three levels of government are involved in cost-sharing and administering the service: municipal, provincial and federal.

The day care standards are currently under revision.

Programs for Handicapped Children
There are 1468 centre spaces. Of these, 1,188 are subsidized.

Staff: Child Ratios

Staff:child	Full Day
Up to 10 chdrn under 18 mos.	3 staff
Up to 14 children 18 -24 mos.	3 "
Up to 15 children 2 - 4 years	3 "
16 - 34 children 2 - 4 years	4 "
Up to 25 children 5 years	5 "
26 to 35 children 5 years	3 "
36 to 45 children 5 years	4 "
Up to 30 children 6 - 9 years	2 staff (part-day)
	3 staff (full day)
30 to 50 children 6 to 9 years	3 staff (part-day)
	4 staff (full day)

Space Requirements per child

Indoor:	3 square metres per child
Outdoor:	Under 2 yrs. 4 mt² per child
	Schoolage 5.5 mt² per child

Training
Supervisor must have Early Childhood Education Diploma and rest of staff must have "specialized knowledge and adequate experience in the methods of child guidance for the ages of the children supervised."

Funding
Municipal governments have a major role in Ontario's daycare system, either through opening and operating programs themselves or by entering into agreements with private (non-profit, commercial or co-operative) centres and agencies to provide services for those children whose parents qualify for a subsidy under a needs test. The provincial government will then contribute 30% of the costs, the federal government contributes 50% of the cost and the municipalities bear the remaining 20%. In addition, the provincial government contributes 50% of the costs

ONTARIO

of services set up by Indian Bands, and certain special types of corporations.

The decision for provision of day care services often rests with the municipalities. They decide how much and what kind of day care is needed; they decide how much money to spend, how many parents to subsidize and what daily amount they will contribute towards fees. Most day care centres cannot survive financially without "purchase of service" agreements with a municipality. New day care centres rarely open without municipal support, especially outside of the larger cities of the province.

This results in very uneven levels of service across the province. Some municipalities, like Ottawa or Metropolitan Toronto, make a much higher commitment to day care than others, such as Lenox and Addington or Northumberland which make virtually no commitment at all. Ultimately, the provincial government controls the expansion of service by limiting the allocation of dollars annually. For example, Metro Toronto wanted to expand day care service to accommodate an additional 1000 subsidized children in 1982-83, but its budget submission was rejected by the provincial government. Metro Toronto could only afford to put an additional 300 subsidized spaces in place, the level that the Ontario government was willing to finance.

Neither the provincial, nor the municipal governments contribute to other forms of funding on a regular basis. In 1981-83 the provincial government instituted an $11 million initiative program. This provided for some additional day care spaces, some capital and start-up funds, but did not provide a commitment to continuing these funds beyond 1983. Despite a heated campaign for a maintenance grant, the provincial government has rejected such a scheme out of hand.

Problems

Salaries remain low and parent fees are, on average, higher than in any other province. Unionization has produced demands for higher wages and improved quality, but the prospect of achieving these goals is remote as long as the provincial government refuses to implement a maintenance grant to allow for salary increases without raising parent fees.

In most municipalities, parents are required to pay a minimum daily fee even when they qualify for "full" subsidy. New regulations improving the day care standards have long been promised but have not yet been implemented.

Recently, government policy has been shifting towards financial support to unregulated day care programs as a cost-saving measure. The Ontario government seems anxious to avoid a commitment to universal maintenance grants as a primary way of expanding the present day care system.

QUEBEC

Bill 77, an Act respecting child day care, 1979

The beginnings of day care in Canada were created in Quebec with the opening of the first creche by Roman Catholic Nuns in the 1850's. Day care continued as a charitable service until World War II when the Quebec government entered into a cost-sharing agreement with the federal government to provide day care for mothers working in war-related industries. Five creches were opened. Despite full enrollment and long waiting lists, all five creches were closed at the end of the War when the federal government terminated its funding. The remergence of day care did not occur until the early 70's. Between 1970 and 1974 over 100 "garderies populaires" were set up under LIP programs. When the federal government terminated this funding in 1974, these garderies organized to pressure the provincial government for continued support but they were unsuccessful. As a result over one-third of the centres were closed. The remaining centres formed the S.O.S. Garderies and this organization continued to campaign for reform. They succeeded in winning a small increase in subsidy allocations. The official program of the Parti Quebecois, elected in 1976, contains a promise to establish, in stages, "a universal system of free day care". The budget for day care was doubled and the service has continued to expand since that time but free day care does not yet exist. Under the 1979 act no additional profit-oriented centres may be licensed, only non-profit day care centres are eligible for grants of various types. New regulations, improving the standards are promised, but not yet in effect.

Programs for Handicapped Children

Day care centres which integrate handicapped children into their programs are eligible for a daily operating subsidy of $10.00. New policy is being developed.

Space Requirements per child

Indoor: Under 18 months 5.5 mt² per child
2 rooms required: 1 for play and 1 for rest
18 months to 5 yrs 2.75 mt²

Outdoor: 4 square metres to accommodate at least one-third of children enrolled.

Staff-Child Ratios

Age	Staff:child Ratio
0 - 2	1:7
2 - 6	1 - 10

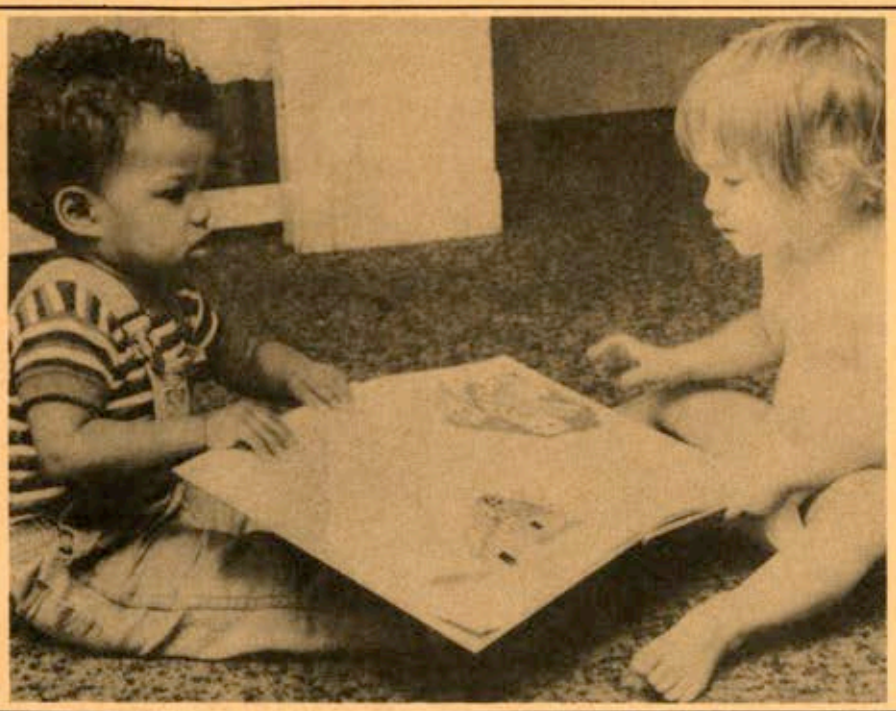
Training

At least one staff must have an early childhood education diploma, a university degree in a child-related discipline, or three years experience. This person must be in attendance at least 50% of the time.

QUEBEC

Funding
Quebec provides subsidies to parents who prove eligibility in the form of an income test. The province sets a maximum daily fee for any centre or family home at $10.00. In addition, the government provides an operating subsidy to day care centres of $3.00 per day for every child enrolled in a group centre and $1.00 to the sponsoring agency for every child in a family home. Start-up grants are available to a maximum of $1000 per space for a maximum of 60 spaces. In addition, there are relocation grants available up to a maximum of $500 per child space; a $4,000 moving grant, $300 per child for transitional expenses and there is a $10,000 "help-out" grant for centres who are experiencing extreme financial difficulty for reasons beyond their control. Parents may choose between a child care tax deduction of $2000 per child or a tax credit of $300 for one child; $500 for 2 children and $600 for 3 children. This is a new program to provide support to parents who stay at home with their children.

Problems
Quebec presently has some of the worst standards in the country, although the new regulations are expected very soon. The wages of teachers are extremely low, about $8000 per annum. Fee ceilings of $10 per day make it difficult for wages to rise.



NEW BRUNSWICK

Child and Family Services and Relations Act, 1981
Day care in New Brunswick started in the early seventies in response to overwhelming need. Centres were created under LIP (Local Initiatives Program) Grants. The Day Care Association was formed in 1973 and began to pressure the provincial government to set standards and provide funding for day care services. In 1974 the first day care act came into force and as the LIP grants expired, the provincial government provided capital grants to all day care centres on a once-only basis. The service is growing rapidly. In 1981 there were 44 day care centres and today there are 61 with more applications pending. There is no family home day care organized by the government but it is currently being developed.

Programs for Handicapped Children & Children with Special Needs
The government is attempting to encourage day care centres to integrate children with special needs into their programs by offering grants to day care centres of approximately $30 per month for each child enrolled.

Staff: Child Ratios
Group Centres
No maximum group size.
Preparing new guidelines: maximum 60 in centre.

0 - 24 mos.	1:3
2 and 3	1:5
4 and 5	1:10
6 to 12	1:15

Space Requirements per child
Indoors: 3.25 mt.² per child
Outdoors: Sufficient room to accommodate half of children attending centre.

Training
The legislation requires no specific qualifications. The Day Care Association and the Department of Social Services is currently organizing a program of 15 training seminars and has received a government grant of approximately $20,000 to carry it out.

Funding
There is a subsidy program based on a combination income and needs test. Commercial centres may get subsidized spaces. Grant programs: Flat rate grant of $1.50 per week based on previous year's enrolment rates to all non-profit day care centres. Equipment grant by application up to a maximum of $1000. The government imposes maximum per diems of $8.10 to children over 2 and $10.35 to children under 2.

Problems
No family home day care as yet.
Maximum per diems are too low to meet operating costs. Wages: minimum wage for most day care staff.

NOVA SCOTIA

Day Care Act, 1978.
Development of day care has been slow and recent in Nova Scotia. In recent years, the government has supported the Child Development Centre in the institution of training programs. No family home day care. Program currently being developed.

Programs for Handicapped Children
No special provision.

Staff: Child Ratios
Group Centres

Under 5 years:	1:7 full day
	1:12 part day
Over 5	1:15

Space Requirements per child

Indoor:	2.75 mt² per child
Outdoor:	5.46 mt² per child

Qualifications and Training
No formal training is required under the legislation. The director of the program must "have a specialized knowledge and adequate experience in early childhood care and development and be of suitable health and personality." The government is now supporting the Child Development Services Program to encourage the training of day care teachers and contributes $200,000 p.a. towards this program

Funding
The bulk of provincial funding is provided under the province's subsidy program which subsidizes eligible parents' day care fees in accordance with an incomes test. The government then imposes fee ceilings of $9.65 per day and if costs rise above this, parents must make up the difference or the day care centre must fundraise for it.

Incentives grants are provided to encourage fundraising. The government matches dollars raised privately to provide incentives for fundraising. If the centre has not been so successful at fundraising last year, then the program will suffer because the centre won't be able to get its maximum budget allocation.

Some money is also being allocated towards the development of family home day care.

Problems
Insufficient service for children under three years old. School age day care is very expensive. The per diems are not high enough to cover costs. Low wages. Weak regulations with low staff-child ratios.

PRINCE EDWARD ISLAND

Child Care Facilities Act, 1974
Regulations and Guidelines, 1977.
Department of Social Services became involved in day care in the early 1970's. From 1972-76 the department provided grants to 6 non-profit community-sponsored centres to provide day care services to low income children. In 1974 the first legislation — *Child Care Facili- Act* — was passed and provided for licensing of child care facilities. In 1976 the province terminated its grant system and initiated a purchase of service program with private centres. Under this program, the department subsidizes children who meet specified criteria in *any* licensed facility. Jurisdiction for kindergarten programs also comes under this legislation.

Programs for Handicapped Children
The special needs policy was revised in 1981. It is being implemented as a demonstration project and provides for individual assessment, accountability and a higher per diem rate for the children.

Staff: Child Ratios
Group Centres

Under 2	1:3
2 - 3	1:5
3 - 5	1:10
5 - 7	1:12
Over 7	1:15

Space Requirements
Indoor: 3.25 square metres
Outdoor: 6.97 square metres

Family Home Day Care
Maximum for 6 children under 6 (including own). Maximum of 2 under 2.

Group Day Care Homes
2 staff for up to 12 children
Max. 3 children under 2.

Space Requirements
Indoor: 3.25 square metres
Outdoor 6.97 square metres

Qualifications and Training
No staff qualifications required under legislation. Revised guidelines recommend hiring staff "knowledgeable" in child development and require first aid training.

Funding
The province does not provide maintenance, capital, start-up grants, or training grants. The bulk of the budget goes towards the subsidy program. To be eligible, parents must take an incomes test and in special circumstances, a needs test. There is no government restriction on the amount an operator can charge.

Problems
Insufficient service. Per diems inadequate to meet costs. Quality of care questionable. Licensing regulations are not enforced. Service is under-financed. No government commitment to expansion. Lack of public awareness and support for programs. Scarcity of programs in rural areas. Lack of infant care. Low wages.

NEWFOUNDLAND

Day Care and Homemaker Services Act, 1976

Day care in Newfoundland also began in the early 1970's when a non-profit centre was established under federal government LIP funding. When the funding terminated, the province was persuaded to contribute its own funds. The province now gives substantial support to this one non-profit centre which it views as a training and developmental model. Most parents whose children use the centre are on social assistance and the children are in the centre for reasons related to social/emotional problems. It is now operated by a community board independent of government but receives its entire budget from the provincial government. This includes the salary of a social worker and higher wages for the teaching staff. In addition, current legislation in Newfoundland provides for licensing of full-day commercial and non-profit day care programs. Nursery school programs are licensed under the Ministry of Education. There is no family home day care and no specific programs for school-age children. The 1976 Regulations are still officially on the books, but those standards are being negatively revised and it is the proposed new regulations which are practised. Infants are prohibited from group centres.

Programs for Handicapped Children
No special provision.

Staff-Child Ratios

Ages	1976 Regs.	Proposed Regs.
2 - 3	1:4	**1:6**
3 - 4	1:6	**1:8**
Over 6	1:15	**1:15**

Space Requirements per child

	1976 Regs.	Proposed Regs.
Indoor	3.72	3.25
Outdoor	—	4.47 (age 2 - 6) 6.97 (age 6 - 12)

A four foot fence is required outside
If more than 25 children, ages 2 - 6 are present, 2 rooms are required.

Training
Training is encouraged and a supervisor must be certified by the Day Care & Homemaker Services Board. This Board requires a B.A., skills in agency management, and a person suitable in age and health. In practice, the Board has power to accept or reject any staff member, but the implementation of these requirements is very flexible. There are no post-secondary day care training programs in the province, but the government is now providing a grant of $20,000 towards training programs.

Funding
The province subsidizes the fees of children whose parents qualify under a combination income and needs test. There are no fee ceilings imposed, but fees to non-subsidized parents must be the same as those charged to the government for subsidized children. The government restricts subsidization to 50% of children in centres. $5,000 is available in Newfoundland's annual budget to accommodate applications for start-up grants for centres obtaining new licences.

YUKON

Day Care Ordinance, 1979, Regulations, 1980.
Implemented by Day Care Services Board.

Under this Ordinance, child care facilities were licensed and family home day care approval mechanisms established.

Staff: Child Ratios

Group Centres	
Under 2	1:6
2 - 5	1:8

No after-school programs.
Family Home Day Care. Maximum 6 children (including own)

Programs for Handicapped Children
No special programs.

Training and Staff Qualifications
Regulations require "competent" staff. No training programs available in the Yukon.

Funding
Funds made available for subsidy program. Parents are required to undertake income test to ascertain eligibility.

Problems
Facilities very poor.
Not enough variety of programs, especially to accommodate shiftworkers. Lack of trained personnel. Salaries low, no training programs available.

NORTH WEST TERRITORIES

There are no licencing regulations for day care services in the North West Territories. There are nine day care centres in the Territories but they are not regulated by the government. Parents are eligible to receive subsidy under the Social welfare program for care in day care centres or private homes if they qualify under a needs test. This program is administered by social workers who use their discretion as to whether or not the day care centre or day care home should be approved. Apparently, there is a wide discrepancy between the south and the north in terms of values and attitudes towards day care standards. The wages are high ($15,000-$20,000) compared to elsewhere in Canada, but so is the cost of living. The government is very reluctant to bring in regulations because of cultural differences between the Inuit, Dene and white cultures.

POLICY OPTIONS

What can we do to improve Canada's child care system? Many things. Each person could think of many small changes to day care regulations and legislation in each province that could improve the standard of care. But mostly, the day care system needs more money — money to expand the organized day care system, to reduce parent fees and reduce dependence on informal care.

Parents don't have more money, so it will have to come from increased public subsidy; from general tax revenues. A number of different proposals have been discussed among day care activists. Each one would increase money available for day care, but in a different way.

In this section, we will examine three major proposals for new public policy towards day care, assessing the advantages and disadvantages of each. Examine the alternatives carefully; each one will build a different type of child care system in Canada. If you are active in a day care group lobby organization, your group will have to decide which policies best reflect your view of good child care.

The policy options are:

- **amend the Income Tax Act to give larger child care expense deductions to parents;**
- **establish a publicly-funded, not-for-profit, non-compulsory day care system incorporating a variety of services in neighbourhood day care resource centres.**
- **Reform the Canada Assistance Plan to provide more funding for day care and provide it on a universal basis.**

HOW DOES THE INCOME TAX ACT PROVIDE MONEY FOR CHILD CARE?

At present, child care expenses may be deducted from the mother's taxable income before she calculates the amount of tax she owes. The parent may not claim the full amount of actual child care expenses but only $1,000 per child and for a maximum of four children. Child care expenses may be claimed as a deduction by any mother who is working, or who is training under the Adult Occupational Training Act or doing research under a grant. Other non-working mothers may not claim this deduction.

A working father may not claim the child care expense deduction *unless* he is a single parent or if the mother is incapable of caring for her children through imprisonment or mental or physical infirmity.

No deduction is permitted for child care expenses paid to a relative under 21 or to a dependent of the taxpayer. When you claim the deduction you must provide the name and address of the person or organization who provided the care and, in the case of an individual caregiver, you must provide the tax department with her social insurance number. In this way, the Department of National Revenue make sure that your babysitter has actually declared the income received on her income tax form.

The child care expenses deduction does provide some tax relief for parents. A single mother with one child who claimed basic personal exemptions and had an income between $10,000 and $20,000 could have saved $250-$300 in taxes in 1981 by taking advantage of this deduction. Women with higher incomes could have saved a bit more; with lower incomes, less. Compared to average day care fees of $2500-$3500, the contribution of *The Income Tax Act* is, at present, small.

OPTION A

— Proposed Changes to the Income Tax Act

There is now a sizeable lobby in Canada to allow day care users to deduct the *full* amount of their child care costs (rather than the maximum of $1,000) from their income from income tax purposes in order to provide some relief for fee-paying parents. This movement has been spearheaded by organizations such as Parents for Equitable Tax Treatment in Toronto. This organization formed in response to the increase in minimum wage for foreign domestic workers in Ontario and is arguing that the child care tax deduction presently provides very little help to parents who pay fees for child care because it does not cover the full cost of the expense and that it unfairly discriminates against employers of nannies and users of informal day care arrangements.

If we use the same example of the single mother earning different amounts, as above, the full deduction of child care expenses would mean the following if each parent deducted $3000 for their actual expenses.

Gross income	Tax Payable without child care deduction	Tax Payable with child care deduction	Tax saving
$10,000	$389.70	Nil	$389.70
20,000	3,182.70	2,271.90	910.80
30,000	6,491.70	5,415.40	1,076.30

Tax deductions benefit rich people more than they help poor people. The person earning $10,000 would save $7.50 per week in day care fees; the $20,000 earner would save $17.60 per week and the $30,000 would save $20.85.

Advantages

- If the government were to change the Income Tax Act in this way, more Canadians could deduct from taxable income a much larger amount of the cost of child care (nearly one-third, in many cases).
- The parent would have complete freedom of choice over the kind of child care used. There would be no government restrictions or special encouragement narrowing the parent's range of child care choices.

Disadvantages

- Parents with incomes near or below $10,000 (which would include many sole-support mothers) would get little additional tax relief.
- The tax deduction rules discriminate against fathers who assume major responsibility of paying for child care. Single fathers may only claim the deduction if they obtain a separation order, though this is not required for single mothers. A working wife with a student husband may claim the deduction, but a working husband with a student wife may not.
- Many parents, probably a majority, cannot claim the child care tax deduction because their babysitters will not give tax receipts and will not let their social insurance number be revealed. Many babysitters are unwilling to provide less expensive care if they might have to pay income tax on their earnings. Therefore, parents cannot claim the deduction for using this care. Low and middle income earners would be most affected.
- A tax deduction contributes money towards the day care system but gives the government no way of monitoring or influencing the quality of care purchased. Public monies are therefore spent but no one is accountable publicly for the use of these funds.
- Income tax deductions favour the growth of for-profit day care. For-profit day care tends to be cheaper than not-for-profit and public care. This cheapness is due to lower wages and more meagre fringe benefits available to workers in commercial centres. The lower costs combined with skimping on quality give them a competitive advantage over higher priced, higher quality municipal and not-for-profit centres. Parents are therefore more likely to choose for-profit centres.

Why should this concern us, you may ask? Many day care activists believe that profit-oriented businesses should not be involved in the provision of children's care and education; profit day care should be phased out rather than encouraged. Corporate chains of day care centres have a record of favouring lower standards and reduced regulation. They have an incentive to lower wages, lower standards and skimp on quality in order to make money. Although some private operators have been very dedicated to children in the early years of day care, these will be the exception rather than the rule as day care expands rapidly in the future. Full income tax deductions will give a major incentive to corporate chain day care. Many activists feel this would harm the day care system.

OPTION B

— Establish a publicly-funded, not-for-profit, non-compulsory day care system incorporating a variety of services in neighbourhood day care resource centres.

The public education system provides care and education for children who are 6 or 7 years old, from 9 a.m. to 3.30 p.m. each weekday. The education system is completely tax-supported; there is no user fee. In many municipalities junior and senior kindergartens provide half-day care to children who are 4 or 5 years of age. This care is tax-supported, and is non-compulsory.

A universal child care system in Canada could be funded and operated in a manner similar to the way the public school system is funded — full day care, publicly funded and non-compulsory, with high quality and flexible programs. The scheme could look like this:

- The federal government would pay 50% of all costs for this new cost-shared program under a new National Child Care and Education Act. Provincial governments, along with, perhaps, a small contribution from parents, would provide the balance of the money. Provinces would continue to be responsible for licensing, regulation, standards and administration.
- Initiatives for the establishment of new programs could come from individual municipalities, from community groups, from parent groups or other institutions. This would ensure a mix of types and philosophies as at present.

- In larger municipalities, the federal and provincial governments should encourage the development of neighbourhood resource centres. These centres would aim to provide a comprehensive approach to day care which would broaden and enrich the program possibilities and would coordinate present programs which are scattered or isolated. These resource centres would generally have available the following facilities (also illustrated in the diagram).

  — licensed group day care centres with flexible hours

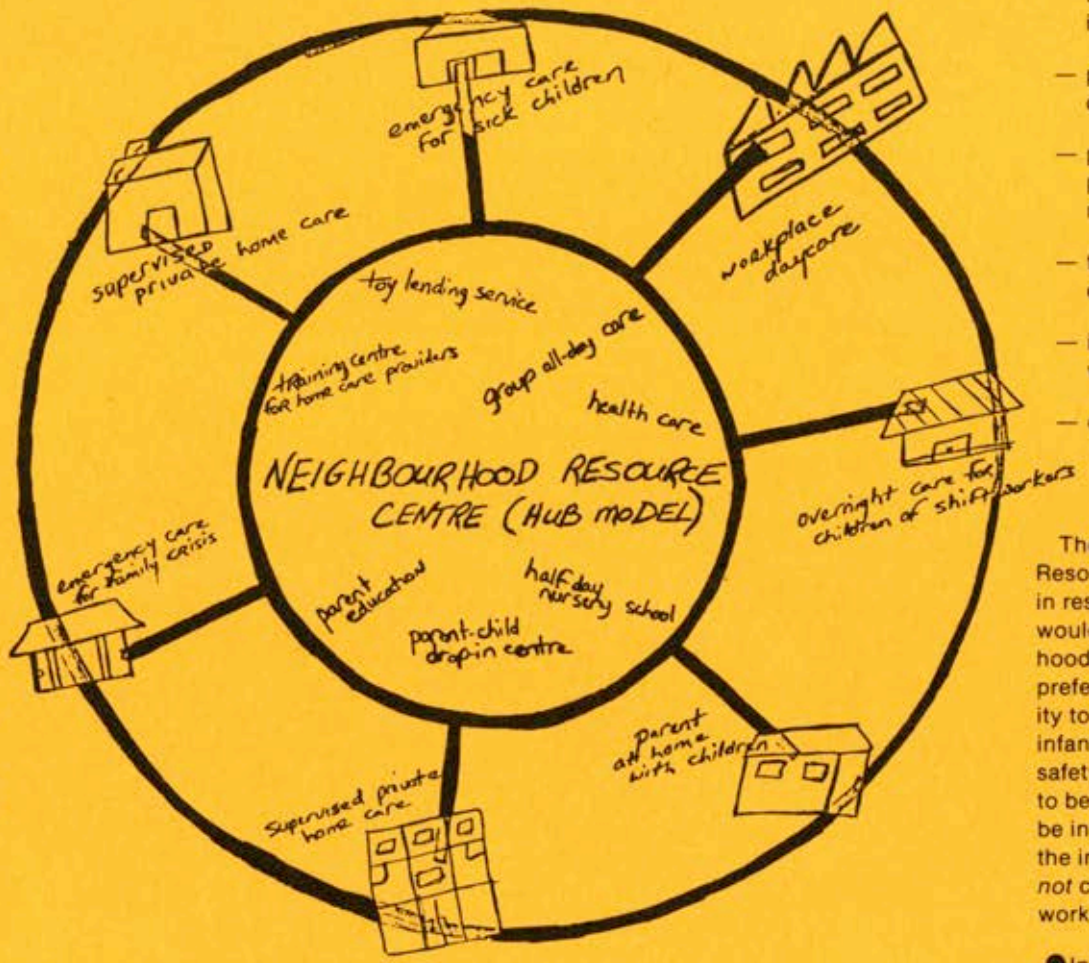
  — licensed family day care offering flexible hours and overnight care, with caregivers employed by the centre and paid on the same basis as other employees at the centre.

  — school age programs to accommodate children needing morning care, lunch time programs, afternoon, evening and school holidays.

  — overnight care in the child's own home for parents who work on awkward or rotating shifts and have transportation difficulties.

  — part-time programs for parents who choose to stay at home, who choose private arrangements but would like their child to experience some peer interaction or for children of part-time workers.

  — emergency care for parents who are suddenly sick, confined to hospital or experience a crisis; and for children who are too sick to be with other children or who are convalescing from a long sickness.



  — workplace day care at centres near to the workplace to accommodate parents who prefer child care near their place of work, especially infants of nursing mothers.

  — parent resource and information centre/parent education programs.

  — parent/child drop-in centres for parents or babysitters in the neighbourhood.

  — toy/books/clothes/equipment exchanges

  — integrated handicapped programs with specialized resources

  — counselling services for parents.

The majority of these Neighbourhood Resource Centres would be established in residential neighbourhoods. Some would be located in working neighbourhoods to accommodate parents who prefer child care options in close proximity to their workplace, particularly for infants and young children. Obviously, safety and health questions would need to be considered. Whilst employers might be involved in the centres as members of the immediate community, they would *not* control a vital service needed by workers.

- In rural areas, resource centres would be smaller in scale and would operate small group programs and drop-in centres combined with extensive private home day care and an efficient transportation system.

Advantages

- Day care would be financially affordable for all children.
- Day care would be very widely available according to need.
- Scheme would be non-compulsory and neighbourhood centres would permit parents a wide range of choice of types of care.
- Public regulation would allow guarantees of high quality of care and education. Tax dollars would be spent in a way that was publicly accountable.

Disadvantages

- The cost would be high. Operating costs have been estimated at $3.5 billion for a universal system. This would amount to 1% of Canada's Gross National Product — a fairly substantial amount.

OPTION C

— Reforming the Canada Assistance Plan to provide funding for day care on a universal basis

Some day care activists do not want to see day care drift in a commercial direction, but think that universally accessible and publicly-funded day care is not attainable at the present time. Consequently, they suggest that it might be possible to amend the current terms of the Canada Assistance Plan to move part way towards these goals. This would require some basic changes:

Framework

Presently CAP is intended to give support to families who are "in need" or who are considered "likely to be in need". This means that those families live on incomes at or below the provincial social assistance levels and thus qualify for a subsidy in the same way that they would qualify for welfare. (See "Who pays for Daycare in Canada?" for a description of current funding arrangements.) Advocates for reform propose that the CAP regulations should be interpreted much more broadly. They suggest that the interpretation of "likely to be in need" should extend to *all* children and not just those who qualify under the economic guidelines. They argue that this would pave the way for provincial governments to apply for federal cost-sharing of day care grants of a universal nature, such as capital, start-up and maintenance grants, whilst leaving the basic subsidy system intact.

Proposed Funding Changes

Some of the basic changes in the funding system suggested are as follows:

- Extend the terms of CAP to cover 50% of capital and start-up grants regardless of whether they accrue to the benefit of subsidized children, or to a combination of subsidized and fee-paying.
- Extend the terms of CAP to cover cost-sharing 50% of maintenance grants for *all* child care spaces in not-for-profit day care centres and private home day care, up to a maximum of 50% of operating costs. Maintenance grants paid to non-subsidized child spaces are not cost-shareable at the federal level. Under this proposal, maintenance grants would be cost-shared by the federal government for *all* child spaces and not just those with subsidized children. This grant could then be used to improve staff salaries and hence upgrade the quality of the programs without passing these costs along to fee-paying parents.
- Raise the maximum income levels at which parents are eligible for subsidies to accommodate more low-to-middle income parents in subsidized spaces.
- Reduce the amount partially-subsidized parents are required to pay from 50% to 25% of available income in excess of the provincial "turning points".
- Require the federal government to contribute a higher share (say 75%) of the cost of infant day care provided by provincially, approved, not-for-profit, spaces.

Advantages

- This scheme would be less costly than free universal day care and perhaps more likely to be accepted.
- Amendment of CAP would not contribute to the expansion of profit-oriented day care.
- Because this plan would simply require amendment or partial reinterpretation of existing legislation, the plan might be attractive politically in an era of restraint when a new program might incur disfavour.
- As a short-term measure, amendment of CAP to include more parents under the subsidy system would also mean an expansion of cost-sharing of maintenance grants in provinces where these are already in force and thus contribute funds towards the operation of day care centres.

Disadvantages

- You can't make a silk purse out a sow's ear. Under CAP, day care is a welfare service. Subsidies go to those who can prove poverty and eligibility. Under an amended CAP, day care would retain the same stigma.
- The amount of universal subsidy envisaged by proponents of changes to CAP would not be enough to make day care financially accessible to all. Hundreds of thousands of kids would still be in informal, unregulated care.

Parental rights

Since 1974, in Sweden, every parent has been eligible for the "parent insurance" benefit. The benefit is provided for 9 months after the birth of a child (or adoption) and is paid at a level equal to 90% of the parent's normal wage up to the maximum wage covered by social insurance.

Since 1974, in Sweden, every parent has been eligible for the "parent insurance" benefit. The benefit is provided for 9 months after the birth of a child (or adoption) and is paid at a level equal to 90% of the parent's normal wage up to the maximum wage covered by social insurance.

In addition to this cash payment and entitlement to pension rights, the benefit also gives employed parents (either parent is eligible or both in turn) the right to take the first 180 days after childbirth (including up to 60 days before birth) as either full days leave from employment or half days. An additional 90 days may be taken as full, half or quarter days leave at any time before the child's eighth birthday. This benefit is a replacement for the earlier, more traditional, maternity benefit and maternity leave which were initially established for health rather than economic reasons.

Contrast this Swedish scheme with what now exists in Canada:

About 89% of the costs of each day care space are paid by government and 11% by parent fees.
The government has a goal of providing day care to 70% of the children of working parents.

- provincial employment standards legislation.

These state how and if a female employee working before her expected date of delivery is entitled to unpaid leaves of absence and for what period of time. They also specify what her rights are on returning to the workforce.

- federal labour legislation:

This covers employees within the federal jurisdiction (e.g. railway and telegraph workers, air transportation, radio broadcasting, bank workers and government employees). Under the *Canada Labour Code*, employees are entitled to 17 weeks unpaid maternity leave after completion of 12 months of continuous employment with an employer upon provision of a medical certificate. Upon return to work, the employee must be reinstated at her same or a comparable position with no less than the same wages and benefits.

- *Unemployment Insurance Act*, 1977.

Under the provisions of this act all women in insurable employment are eligible for maternity benefits provided they have worked 20 weeks in the last 52 or since the start of their last claim, whichever period is shorter. They must have been in the workforce for at least 10 weeks between the 30th and 50th weeks before the baby is due to be sure that a woman who gets maternity benefits is actually in the workforce when the child was conceived and did not simply get a short-term job just to qualify for maternity benfits. Maternity benefits are paid for up to 15 consecutive weeks during a period that starts 8 weeks before the baby is born, till 17 weeks after. All money earned from work while on maternity must be declared. The recipient of maternity benefits receives 60% of her average weekly insurable earnings up to a maximum of $210 less tax.

The majority of parents of children are now in the workforce. If parents are to be able to work and devote adequate attention and care to their families, the whole question of parental leave must be seriously addressed by our governments. If women are to have equal rights in the workforce, they must not be penalized because they are the ones who bear children.

If we take a look at provision for parental leave that is made in other countries, we can get an idea of the kind of benefits to working parents that could be obtained.

Maternity Leave in Europe

Country	Length of paid maternity leave	Maternity benefits
Sweden	9 months. Leave after birth may be taken by either parent	90% of salary of parent taking leave. Paid by employer
Czechoslovakia	26 weeks	99% of wages
Demark	14 weeks	90% of salary or wages
France	16 weeks (26 weeks for third child)	90% of salary or wages
West Germany	14 weeks	100% of salary or wages
East Germany	26 weeks	100% of salary or wages
Hungary	20 weeks	Full pay if employed 270 days prior to confinement
Italy	20 weeks	80% of salary or wages
Netherlands	12 weeks	100% of earnings
Poland	16 weeks for 1st child 18 weeks for 2nd child 26 weeks in case of multiple birth*	100% of earnings
U.S.S.R.	16 weeks	100% of earnings. No minimum length of service requirements

* Has been improved recently, no details presently available.

An adequate system of parental rights in Canada would include:

- paid maternity leave
- paid paternity leave
- paid adoption leave
- paid time off work for care of sick children, school or medical appointments
- transfer to safe working conditions for pregnant women
- legislated right to work during pregnancy
- legislated right to return to the same job without loss of seniority or benefits.

Additional rights might also include:

- introduction of flexible working hours
- curtailment of shiftwork
- right to refuse overtime
- opportunity for job-sharing
- pro-rata pay and benefits for part-time workers.

The problems with current legislation are:

- the current legislation discriminates against fathers and adoptive parents;
- the provision for leave is not long enough;
- unemployment benefits only provide for 60% of the wage — a maximum of $210 per week — which is not enough.
- eligibility requirements for compensation are too stringent:
- employees who have not been employed at their place of work for 12 months are not automatically guaranteed job security;
- none of the other parental rights, such as time off for child illness, right to refuse overtime or right to refuse to work on a video terminal during pregnancy are provided for under federal or provincial jurisdiction.

BUILDING AN ORGANIZATION

Getting started

As many of you who read this kit are well aware, parents are frustrated by the lack of good day care and its high cost. Individual complaints seem to make no difference. Bureaucrats and politicans are typically unresponsive — making the prospects for changes in the provision of day care seem dim.

Nevertheless, in some communities important gains have been won when people, be they parents, day care providers or concerned citizens have organized themselves and advocated for day care. The efforts of some of these organized groups has been truly impressive; their impact far outweighing their size. As many have found, an effective organization, like a magnifying glass, can focus the action of individuals into a concentrated beam of energy — a beam which applied to the right places can bring about significant change (even fire). Advocating for more and better day care thus begins with welding into an organization people who recognize a shared problem and are prepared to take action to remedy it. Without an organization, the demand for good day care can be singularly unproductive and individual make-do child care solutions will prevail.

But where to start?

The obvious first step is to make contact with others who have similar interests. Ask around, there could well be an existing group in your area, working towards improvements in the day care system. If one can't be readily located, try writing or phoning some of the day care advocacy organizations mentioned in this kit. Odd as it sounds, well-known provincial or national day care bodies are sometimes able to give you the names of people, or groups in your area who share your interests. If not, then ask them to keep your name on file in case others from your city or town contact them with a similar request. In any event the contact you have made with a provincial or national group can tie you into a network that may prove useful in the future.

If you have had no luck so far in getting together with others interested in making changes in the day care system, don't despair. There are certainly others in your area who share your interests; they are probably waiting for someone else to take the initiative and that someone could be you! Here's a few suggestions to start you off:

- Write a letter to a local newspaper, outline the situation or problem, ask others to contact you.
- Raise the issue in existing organizations such as parent-school associations, neighbourhood associations, union meetings or church groups.
- Talk to day care workers and women's groups — they are often interested themselves or know of others who are.
- With one or two others call a public meeting.

Individuals thus contacted can form an initial or core group and the process of organizing a larger group is under way.

PURPOSE

Many day care organizations begin in response to an immediate crisis such as a cutback in funding, impending closure of a centre or a change in regulations which will adversely affect quality. Others arise out of a need to provide or extend day care service. Some have begun with a much broader aim — to make positive and progressive changes in the current day care system. These latter groups have decided that only through fundamental changes will the affordability, accessibility and quality of day care in Canada be significantly affected. One can therefore anticipate that in any group of people coming together around day care there will be a variety of personal experience that has led them to the point of doing something. Furthermore, there will be a variety of expectations about what they and others might do.

In order for individuals to function as a group, a common purpose must be established, generally through a series of discussions. Sometimes the purpose of the group will seem obvious, particularly if people come together in response to a particular crisis or need. But even in these situations, there will be different ideas about what has caused the crisis or need, and how it can be dealt with. If an immediate response is critical such as in the situation of a cutback, action will probably take precedence but it is wise to return to a discussion of purpose if the group is to undertake more than a one-shot effort. Clarifying the purpose is even more critical for those groups who intend to advocate for a general improvement in the day care system. Indeed most day care groups could profit from a delineation of aims as well as the development of a consistent, coherent understanding of the problems of existing child care arrangements and what kind of day care and education is desirable.

A first step towards establishing the purpose of the group is usually to analyze the problem. Gather all the information you can about what day care is available and what is needed. (See "Gathering Information" card) This time-consuming task will provide an accurate data base for your organization and the process will serve as valuable education for your members. Once you have assessed the current situation, comparing what is needed with what is available, your group can identify the gaps or problems. Try to determine why these gaps or problems have developed. Remember that what you are attempting to do as a group is to develop a common understanding or vision of what the problems are and what solutions are desirable.

It might be helpful to consider the alternatives outlined in the Policy Option section of this kit. If you wish to develop a position calling for major changes you should consider the following questions:

- What kind of child care system do we want?
- What mix of centre care and family home day care should there be and why?
- Who should pay for day care — the parents, the federal, provincial or municipal governments, or the employers?
- How much should each pay?
- What about profit versus non-profit sponsorship of day care?
- How high should quality be and what are the elements of quality day care?
- How will we approach the potential conflict between day care workers and parents over levels of fees?
- How quickly do we want to, and can we move towards the child care system we want?
- Who are likely to be our natural allies in this campaign?

These questions are, of course, not easy to answer.

You will want to do some research and have people write down some of their ideas, especially when there are different views in the group.

Of course, your organization may be formed to address a specific attack on existing services or to meet an immediate need. You may be able to establish a common aim around these immediate issues but be unable or not wish to work out a long term goal.

In any event, the discussion and interaction between individuals in developing your organization's aims will be time-consuming and often frustrating. However, it can also be a process of mutual education and commitment building. Don't give up because it seems like all talk and no action! All this talk will build a powerful foundation for your organization and its subsequent activities. By the same token don't be afraid to keep some notes or minutes of your meetings particularly of key decisions made. And don't be reluctant to insist on orderliness and structure to the meetings — everyone's time is valuable and people tend to withdraw when chaos and lack of purpose dominate.

As you thrash out the aims, consider the local geographical area that your group should represent (i.e. neighbourhood, municipal, provincial or national). For example, a parent organization whose aim is to establish day care in public school space throughout a city would aim for a city-wide organization. An activist-oriented group wanting to see a universal system of day care established throughout Canada would try to develop a national organization or at least some national links to other organizations.

Similarly the membership of your organization will largely be defined by your aims. That is, people who are in general agreement with the group's purpose will be attracted to the group or might be approached by the group as you build an organization. Membership can consist of individuals and/or representatives from other groups. Many who have organized around day care issues have drawn the majority of their membership from parents (users) and day care workers (providers).

After your group has established its purpose draw up a brief position paper or platform statement. Clearly indicate where you stand and what you hope to achieve. You can use this platform statement to publicize your group, attract membership and it can also serve as the touchstone of future strategy decisions.

GOALS AND OBJECTIVES OF THE R.C.Q. (COALITION OF NON-PROFIT DAY CARE OF QUEBEC)
(Translated from the R.C.Q., Section 1, Article 5.)

- To promote the alliance of all non-profit day care in Quebec
- To advance the quality of life of children in day care
- Principally, to fight for a comprehensive network of non-profit day care, accessible to all, financed by the state and controlled by parents and day care workers
- To study long-term action plans to maintain and improve control of day care by parents and workers
- To defend the interests and the quality of a comprehensive network of non-profit day care in Quebec
- To act primarily as a pressure group with the aim of promoting and defending the interests of day care
- To formulate and promote recommendations to the appropriate government authorities
- To fight for the survival of day care centres and the creation of new day care centres to form the network.
- To formulate demands for the establishment of a training program accessible to and non-prejudicial to all current and future day care workers
- To elaborate, promote and maintain fair working conditions for all day care workers
- To establish a stimulating information program on among other things, the need for, importance of and role of day care centres
- To receive and administer money and other goods received through public subsidy, private or other donations
- To print, edit and distribute all appropriate publications
- To organize, hold and lead conferences, meetings, information sessions for the greater knowledge of day care centres
- To work to rally organizations and interested individuals to defend the cause of day care, to create a broad front of support for day care centres

BRITISH COLUMBIA DAYCARE ACTION COALITION PLATFORM STATEMENT

Be it resolved that the British Columbia Daycare Action Coalition will work to ensure that:

1. The government of British Columbia acknowledge that every child aged 0-12 years in this province has the right to quality daycare. This right will be realized by the establishment of a universally accessible, non-compulsory system of services available at little or no cost to parents who require this service.
2. The daycare system incorporate a variety of delivery models allowing it to be responsive to the different needs, priorities and preferences of communities and their families. Delivery services must accommodate the needs of part time and shift working parents.
3. The primary responsibility for the provision of daycare services rests with the provincial government which must increase funding available to daycare facilities to improve quality of service. Facilities should be globally funded to reduce financial strain and accompanying anxiety. This does not exclude possible involvement of other levels of government, business, industry and labour.
4. The government maintain meaningful community input which is essential to the effective and responsive functioning of a daycare system. Mechanisms must be developed, maintained and supported that allow for continued and meaningful staff and parent involvement in policy, procedure, and program decisions at all administrative levels.
5. The existing administrative difficulties resulting from the present three Ministry daycare delivery system be resolved. The government must streamline existing policies and delinate clear avenues of responsibility.
6. The government support the right of daycare workers to wages and working conditions that reflect the responsiblities of their position. Increased quality and consistency of training programs must be seen as a priority.
7. The government establish and enforce standards of quality daycare delivery and supply support services and inservice training necessary to meet high standards of program excellence.

Gathering information

To illustrate the day care situation in your area, it may be helpful to draw up a day care comparison sheet. On one side you have what is needed by children and families and on the other side what is available. The difference between the two is the day care gap. The first step is to gather information, particularly facts and figures that will be useful in illustrating the day care issue and help you to formulate specific demands.

WHAT IS AVAILABLE

1. What facilities for child care and education are available? (List by number, type and location.)
2. Who is sponsoring these facilities?
3. How are day care services regulated?
4. Are there any waiting lists?
5. What local, provincial or national policies affect these services?
6. Are there any government plans to expand or improve child care provision?
7. How much public money is spent on these services?
8. How are services publicized?

WHAT IS NEEDED?

1. How many children are in your area? (Break into age groups)
2. How many have parents who work?
3. How are the children cared for?
4. How many women are working?
5. What jobs do they do? What hours do they work?
6. How many are parents? What ages are their children?
7. What type of child care do they want?
8. How many single parent families are there?
9. Is there any evidence of depression in mothers at home? at work?
10. Are families aware of what services exist?

WHERE TO GET INFORMATION

Much of the information you will be gathering together is already available at a national, provincial and/or local level, but you have to track it down. Most of it is available through government offices and publications. Other sources include social planning agencies, labour councils and, to a lesser extent, public libraries. The Information Section of this kit gives a general overview of the day care services picture in Canada including what's needed and what's available.

NATIONAL

Statistics Canada: They have the largest collection of statistics in Canada. Simply put, they have facts about who people are, what they do and how money is spent. This includes statistics on child population, labour force participation and government spending. One of the sources of information is the national census which is carried out every ten years. The last census was taken in 1981. A catalogue, entitled *Statistics Canada Catalogue*, is published annually which lists all publications, as well as any unpublished information. It can be ordered through the User Advisory Services, Division of Statistics Canada in your region. These offices will also help you understand and apply the statistics for your own purposes. User Advisory Services exist in St. John's, Halifax, Montreal, Ottawa, Toronto, Winnipeg, Regina, Edmonton and Vancouver.

Department of Health and Welfare: Day Care Information Service, Ottawa: A report, *Status of Day Care in Canada*, is published by the Day Care Information Service on an annual basis and includes data collected from the provinces describing services — numbers of centres, numbers of children in care by age level and sponsorship of centre. There is some descriptive analysis given and trends are identified and possible causes presented.

PROVINCIAL

Department or Ministry responsible for day care: Regulation and provision of day care is a provincial responsibility. Each province has assigned this responsibility to one of its departments. You should be able to obtain data from the appropriate provincial department or ministry concerning that province's regulations for licensed programs, numbers of spaces (subsidized and unsubsidized), what criteria are used to establish eligibility for subsidy, what sources of financial support are available for providers and what other resources are available.

Education Department: Public education is also a provincial responsibility. While education is mandatory after 6 or 7 years of age (depending upon provincial regulations), programs for younger children are optional. You can find out if there are any legislated requirements for care outside of school hours including early morning programs, lunch supervision or after school enrichment programs for school-age children.

Women's Bureau, Departments of Labour: This department should be able to provide statistics on women's participation in the labour force (that are more current than the available national figures).

Union Federations: Provincial union federations may be able to give you information about expressed need for day care from their members, data on contracts related to child care issues, and unionized day care staff. Ask if a position has been established on child care issues and what research and data-collecting has been carried out. It may be useful to contact union women's committees for this kind of information.

Advisory Committees: Find out if there is an advisory committee to the provincial government department concerning day care issues. If there is, find out who is on it, how they were appointed and how often it meets. Ask for any minutes, reports, etc.

LOCAL

Municipal Governments: Municipal departments involved with social services, community development or planning may be sources of information for the local area. There may be statistics about various child care and education programs available. They may also have conducted published surveys concerning the need for day care services. Planning reports sometimes indicate possible program expansion. Also, some municipal governments are directly involved in the provision of day care and education. Find out who is responsible for what services in your area and how your local government makes decisions about financial and planning issues. Find out who the local politicians are and which ones are supportive of your aims.

Local School Boards of Education: Your local school board may be providing or assisting other groups who provide various forms of child care. This includes allowing groups to use school space for day care centres at a low cost or free of charge, operating programs for young children of high school students, operating extensive after-school programs or operating full day summer camps. Also there may be data collected on families' child care needs and arrangements before entry into the school system and after school hours. If kindergarten or other early childhood education programs are in existence, there will probably be a designated division or department responsible for them.

Social Planning Councils: In many areas there are local social planning councils which regularly collect, analyse and distribute information about social service issues. A complete list of social planning councils can be obtained from your provincial welfare council.

Community Information Centres: These centres may provide information about what child care is available in the area and sometimes keep a record of numbers of requests from the community for specific services. This could be useful as an indicator of local need.

Municipal Labour Councils: Labour councils are made up of various representatives from union locals in an area. They may have data concerning the need for day care expressed by their collective membership as well as statistics describing local participation in the work force. They may also represent day care worker unions and have some information about average wages, benefits and working conditions.

Mental Health Councils: Information about maternal depression and its possible relationship to child care arrangements may be available. Information concerning child care facilities for developmentally or emotionally handicapped children can also be obtained from these councils.

Child Welfare Authorities: There should be a government department or agency in your community which is mandated to protect children from abuse, neglect and abandonment. One problem frequently identified in trying to assist families to carry out parenting is the lack of adequate child care. Your local child welfare office may have documented the need for more facilities and what types of facilities are needed.

Women's Resource Centre: Check out local women's information and resource centres, both those in educational institutions and in the community. There will be data collected about day care and you may find local information (committee reports, surveys, anecdotal histories, etc.) not available elsewhere.

A Local Survey: In order to gather data about your community, you may have to carry out your own survey. Your organization could do this on your own or in conjunction with other individuals or groups who have more expertise.

Strategy

A strategy is a thought-out plan of action that attempts to take into consideration the position, strength and actions of the various forces with which one contends. Strategies are used by sports players, political parties, unions, businesses, military forces and even children playing video games. In fact, it is used by any organization or individual that is serious about attaining identified aims and objectives. If your organization is intent on making general or specific changes in the day care system, you'll certainly need to develop and make use of a strategy too. Such a strategy should knit your activities into a consistent and unified plan to achieve the group's purpose.

Your strategy should provide answers to four basic questions:

What do we want?
Who will support us?
Who is our opponent?
What will we do?

WHAT DO WE WANT?

If you have carefully worked out the general aims and objectives of your group, this question will be asking you for two things.

First of all, do you want to establish a short-term or intermediate objective for your organization to shoot at? Your long-term objective might be to gain state-financed, universal and high quality day care. You may want to establish a short-term goal that seems more achievable and therefore more reasonable — for instance, a $7 per day universal maintenance grant. The short-term goal should, of course, be consistent with the long term one. Both should point towards the same kind of day care system ultimately. It may be considerably easier to rally initial support around a demand which seems achievable within the next couple of years. Don't go too far in the other direction, either. If your demands are too modest, potential supporters will think they are not worth fighting for.

Secondly, make demands. They can be of a defensive sort such as demands made to stop a cutback in financial support or a reduction in standards. You can also take the offensive with demands such as improving the quality of standards or demanding a universal maintenance grant.

Your demands should express your short-term goals (and perhaps your long-term ones) in the clearest possible way. Most people don't get to know an organization very closely. Often they will only know its demands. So your demands should clearly state what you want and from whom. Research the case for your demands and be prepared to argue for them.

Your demands will appear in briefs or petitions you write. They will be emphasized in leaflets; they will appear on placards and banners at demonstrations and rallies that you hold.

WHO WILL SUPPORT US?

Who are your natural allies in your fight for better day care? Day care workers and parents often form the backbone of day care organizations. They are particularly affected by any cutbacks to the system. They will realize best the advantages of good day care.

Your base of support will vary, depending upon the issue. More money for playground equipment will be an issue that excites a number of day care centres and day care parents but probably nobody else. A demand for opening new day care centres and for a doubling of subsidized spaces can potentially attract much more support. Parents of children who aren't yet in day care may be very interested (although hard to reach and organize). Women's groups may see this as an important demand for all women in the city to champion. You may therefore get their strong support.

Analyze your potential support carefully when planning your strategy. Everything depends on how much support you have and how angry and enthusiastic your supporters are. Don't plan a mass demonstration if only 25 people support you. Don't plan a petition campaign if you can only get 50 signatures.

An effective ongoing organizational effort for day care needs to attract a broad base of support. Labour groups, women's groups, related social service and educational associations generally support the day care movement and may want to become actively involved. These groups are beginning to see expanded, improved day care as a fundamental part of their own agenda.

Coalitions of these organizations and day care groups can provide an ongoing support base for a campaign of activities. In Saskatchewan, for example, Action Child Care was formed in March 1980 as a coalition (day care users, workers, labour union representatives, representatives from native organizations, women's groups). They are currently demanding the implementation of a maintenance

grant and improved standards. The Ontario Coalition for Better Day Care (labour organizations, social service groups, teachers' federations, women's groups and day care-related organizations) is asking, in the short term, for the implementation of a direct grant (maintenance grant) and an expansion of subsidized spaces. Coalitions can actively support a specific campaign, as well as developing ongoing aims and activities of their own.

WHO IS OUR OPPONENT?

It is important to determine what and who are the obstacles that need to be confronted. The essence of strategy is knowing the opponent, choosing your target and planning your timing. Having made your demands within the framework of your organization's platform, the impact of these demands will depend upon how, when and to whom you present them. Decide which government official has the power to make the changes you want. All levels of government are involved in the provision of child care and education services, so poorly-directed demands can easily be deflected.

The Information Section of this kit provides a guide to federal legislation and responsibilities for day care, along with some of the provincial information. Find out about provincial and local procedures. Where can you make a presentation, write a brief or have some other input? Once you have ascertained the relevant decision-making process, it may be useful to pinpoint an individual as the target, for some of your demands. Draw on earlier election promises and statements.

Time your demands and activities to have the greatest possible impact. Election years are good as they allow you to make day care an issue that must be addressed by politicans eager for election. Pre-budget time is important — you can make demands directed at the upcoming budgetary process.

WHAT WILL WE DO?

Use your strength. Oriental martial arts, like judo, have shown us that a smaller person with a clever strategy can certainly defeat an opponent who appears to be much heftier. Your organization has a strength, perhaps several of them. You must realistically identify it and plan to use it wisely. Your strength may be a few individuals who are very talented and dedicated. Or it may be a strong reserve of sympathy among the general public because of some popular battle you have waged. You may be good at day care facts, figures and research. You may be best at organization and communications. You may be financially strong, or your strength may lie in the alliance you have built over the years between day care workers and parents.

Whatever your strong points are you must use them effectively to build more strength and to attack the weakest point in your opponent's armour. Is there a scandalous situation in the day care field which you can use to embarrass the government in its lack of support? Is there a gap between the promises of government and their performance? Is the municipal government on your side (on some issues), while the province is against you? Do various provincial ministers disagree with another? Find your opponent's weakness and plan to apply some pressure there. Plan your strategy to isolate your opponent from popular support as much as possible.

In order to bring about the changes you have identified as necessary, you need to carry out a series of actions which are appropriate for your particular organization and also respond effectively to the opponents. A government already committed to expanding the numbers of day care spaces by 10% may be receptive to a request, in the form of a brief for a small capital budget for start-up grants. However, since many demands involving day care call for real change in the system, the government will need more than a brief to be convinced. Officials who control the decision-making around these issues need to be made aware that the issue is not only important but that a large proportion of their constituency wants it. Potential users of child care need to be made aware of what your demands are and why you are making them. This means a more active, vocal public style, and actions to suit that style. In any case, choosing your actions to fit the demands you are making and the audience you want to listen is an important part of developing a strategy.

Of course, you cannot establish a rigid, long term strategy anymore than you can establish an unchangeable focus or platform. Your strategy should be flexible with alterations made after carefully evaluating new developments in the overall context and the success of previous efforts.

What follows are two examples of strategy developed and implemented by two different day care advocacy organizations.

The Day Care Reform Action Alliance

In the early 1970's the Ontario government proposed to change the licensing regulations for day care centres in Ontario so that it would be possible for centres to provide day care services less expensively, therefore decreasing government costs per child and perhaps increasing potential profits. Expenses would be reduced by decreasing staff to child ratios, removing the requirements for staff to have specialized knowledge as well as changing fire safety and meal preparation requirements. In short, drastically reducing the standards usually considered basic in providing quality care. These became known as the "Birch Proposals", after Margaret Birch the minister responsible.

A number of women who had successfully fought for the formation of two parent co-operative day care centres at the University of Toronto had come together as the "Group for Day Care Reform" a few months prior to the government's announcement. The aims of the Group for Day Care Reform were to share information with other groups already in operation, to assist new groups that wished to establish day care centres and to interpret legislation. While there was much spontaneous reaction against the government's attempt to increase day care spaces by compromising quality, the Group for Day Care Reform decided a more systematic response was needed and that to have much impact this response would need strong public support.

Recognizing the spontaneous outcries against the proposals and acting quickly to provide a forum for further reactions, the Group spnsored a public meeting entitled "What is the Ontario Government Doing to Day Care?" less than one month after the proposals were announced. The meeting was well advertised to parents, day care was provided and relevant government officials and politicans were invited to respond to questions. To the approximately 500 people and organizations from various backgrounds who turned out to hear the criticisms of the proposals, a member of the meeting's planning committee suggested that a coalition to oppose the proposals be organized. With representation and support from a diversity of groups (private care operators, parent co-operative centres, the Social Planning Council, YWCA, Association of Early Childhood Education in Ontario,) the Day Care Reform Action Alliance was formed shortly after the public meeting. To reflect and accommodate this diverse coalition, the goals of the newly-formed Alliance were consciously formed in very broad terms. This avoided divisiveness and maintained the widespread support for the campaign.

The Alliance wrote a brief to the government, outlining their position and making recommendations. This was a very useful exercise, not so much to change the government's mind, but to allow Alliance members to clarify and homogenize their view of what should be done. The information in the brief became the basis of the rational for the Alliance's campaign and the rallying point for new supporters.

The Alliance knew that briefs and petitions were unlikely to change the government's mind by themselves. Using their widespread support, the Alliance organized more public meetings and then a mass demonstration at Queen's Park — seat of the provincial government. This brought a great deal of public pressure on the government.

The Alliance focused on a weakness in the provincial government when it continually identified these as "the Birch proposals". Margaret Birch was targetted as the source of the proposed changes in regulations and she was picketed at various public appearances. This eventually made it easier for the government to shelve the proposals.

At a certain point in the campaign, the Alliance realized the importance of mobilizing province-wide support since the issue really was one with province-wide effects. Up until then, the Alliance had been largely a Toronto-based organization. In order to defeat the government proposals the pressure and support base of the opposition would have to come from various sources and from all over the province. While formal endorsements of the Alliance's platform continued to be solicited from various organizations, coalitions of parents, day care workers, organized labour and social service workers were encouraged in communities throughout the province. These coalitions were advised to orchestrate pressure on municipal councils to pass resolutions against the government's proposals.

Media coverage was cultivated by the Alliance and contacts were kept informed throughout the campaign. Increasing the active public opposition to the proposals and focusing media attention on the issue not only expanded the support base but added to the impact of other actions such as a letter-writing campaign. In the end, the proposed changes were not imposed. The day care community and its supporters firmly said *NO!* That "NO" would not have been so clearly and forcefully stated if the Day Care Reform Group had not facilitated the formation of a coalition whose major strategy was mounting a multi-faceted public opposition to the government proposals. Opposition was maintained until those proposals were seen as a political liability in general and to certain individual officials.

The Ottawa-Carleton Day Care Association

In 1976, this association of day care centres, parents and staff were concerned about the quality, availability and accessibility of day care in the Ottawa-Carleton region.

They identified the main issues of concern as:

- high parent fees,
- low salaries paid to staff in many day care centres,
- the inadequate number of day care centre spaces,
- a lack of community input on municipal decisions about day care budgets.

The Association focused its attention on the municipal government. It seemed to be the immediate block to a resolution of these problems. In Ontario the amount of money allocated to day care through the subsidy system depends on the municipality being willing to finance its share.

The Association worked on formulating its demands:

- there should be a ceiling on parent fees,
- staff salaries in all day care centes should be comparable to salaries of staff in centres operated by the municipality,
- the number of subsidized day care spaces should be increased,
- there should be community representation on a municipal committee setting the guidelines used by day care centres in developing their annual budgets.

The Association decided that its best strategy was to place quiet but consistent pressure on municipal politicians. The Association actively lobbied municipal politicians. Demands were consistently presented to appropriate committees and councils and followed up by regular "visists" to individual municipal politicians and bureaucrats to keep them informed of the Association's proposals and positions. During the local municipal and even provincial elections, the Association compiled concise questionnaires on day care issues for candidates and published the results of the survey in an informative pamphlet. This pamphlet was distributed to parents, staff and any other potentially sympathetic voters. Public discussion sessions around day care services were frequently organized to draw together support and increase the Association's strength. Over the course of several years many supportive politicans were elected who did make attempts to increase the municipality's funding of and commitment to the day care system. On occasion the Association joined with the municipality in lobbying the provincial government for more funds.

While these efforts directed at the municipal system were going on, some Association members devoted attention to initiating and encouraging the unionization of day care staff in the non-municipal centres. The union has since achieved for its members salary catch-up to publicly-run day care in the area and continues to work with others for quality, accessible, affordable day care services.

Both of these examples illustrate some key principles that ought to be considered in developing a strategy for your organization.

What follows are ideas that you might incorporate in your organization's plan of action. Remember, the best strategy is the one that makes effective use of an organization's resources — human and financial — and maintains the principles and aims of the organization while it attempts to achieve the objectives.

DAY CARE REFORM ACTION ALLIANCE

PURPOSES: To work towards the goals of:

1) ensuring that all Ontario parents have access to supervised day care for their children,
2) ensuring that all day care programs in Ontario provide quality day care to the children using them.

COMPOSITION:

The Alliance is composed of individuals from all sectors of the day care community and others who wish to work towards the achievement of the above goals and are able to do so within the context of this organization. Included are:

- parents and staff involved in municipal, co-operative, private non-profit, and private business day care programs;
- representatives of voluntary day care planning committees;
- interested representatives of social service groups and citizens.

STRUCTURE AND PROCESS

- **general membership**
- **working committees**
- **co-ordinating committee**

The general membership meets regularly and is responsible for deciding policy and program commitments.

Working committees are responsible for developing plans for action to be considered by the general membership and for effective implementation of these plans once they have been approved.

The co-ordinating committees are composed of individuals from each of the working committees and is responsible for co-ordinating the actions and plans of different working committees. This committee does not function as an executive committee.

ACTION!

In an attempt to develop organized action against the Birch proposals, the Day Care Reform Action Alliance is initiating a province-wide strategy. The objective of this strategy is widespread municipal response in the form of council resolutions stating official intent to maintain the current day care regulations regardless of provincial changes.

Alliance representatives believe that the most effective way to implement this strategy would be pressure from short-term local coalitions. These coalitions would be composed of Early Childhood Education, women's groups, local labour councils, Ontario Association of Professional Social Workers branches, local service agencies and other committed organizations.

Taking action

FORUMS AND MEETINGS

So now you have worked out an overall plan of attack. Specific activities and events should compliment your strategy and support your principles. Be Creative! The following outlines some possiblities to get you started. By no means is it a complete, exhaustive list. Different groups and different situations need to carry out their own series of activities.

MEETINGS

Public meetings and forums can provide opportunities to educate the public. Quite often the audience is already sympathetic to your campaign. Such events can serve to further involve them and often are a source of recruiting new members. When planning a public meeting or forum remember people involved or sympathetic to the day care issue are usually familiar with "need", therefore the content should be concerned with possible solutions, demands, strategies for change etc. Frequently, public meetings can be useful in kicking off a response to a crisis or introducing a new demand.

Decide on a date and place

- should not be in conflict with other similar events. (Check with other related organizations.)
- December, July, August and early September are usually not good unless you are encountering a crisis situation.
- Universities, community colleges, libraries, public schools and civic buildings often provide free space for 25-100 people.

Set agenda, topics and speakers

- Set aside time on the agenda for audience participation. This can take a number of forms: questions and answers to the speakers; smaller group discussions. A break with coffee is usually welcome.
- Advertise the event well in advvance. Two to four weeks notice is usually good. A well-designed, but inexpensive, flyer can be effective.
- Children's drawings — if done in dark crayon (not blue) — reproduce well and can make attractive artwork.
- Distribute through day care centres, school libraries and work places as well as your own mailing list.
- Information about time, place date and topic should be clearly presented.
- Inform the local media about the event and ask them to announce the meeting in an article or in the community calendar.

Provide Handouts

- Summarize speeches, prepare fact sheets and information about your organization to hand out. Distribute your newsletter if you have one.

Contacts

- Make sure members of your group circulate, talk to people and get their names and addresses.

Take a Collection

- You'll need every cent you can get!

Action

- If possible, conclude with something individuals can do to participate in your campaign.

PUBLIC ACTIONS

PETITIONS AND LETTER-WRITING

Petitions and letter-writing campaigns are useful tools to gather support for a particular demand. People get a sense of their personal participation in the campaign. Also it presents a strong, unified position to the target (that is the recipient of the letters or petition).

Petitions

- State demands simply and clearly
- Identify the target
- Get as many signatures as possible
- Try to get publicity when you deliver your petition.

Letter-Writing

Letter-writing can be useful as a part of a whole series of actions planned to occur within a given time period and building to a momentum. By itself letter-writing does not affect change. However, it is perceived by most people as a non-threatening kind of advocacy activity which nevertheless provides something concrete for people to do. Both letter-writing and petitions can serve to publicize a cause and educate the public.

Two or three sample letters can be provided. Again, keep the message clear and simple. Either mail in separately to the intended recipient or deliver collectively. Letter-writing is a good end of day project at a day care centre and petitions can be circulated at a public meeting or conference. Potential consumers who are on current day care waiting lists may wish to write a letter to the appropriate official describing their predicament. Other variations include: clip-off coupons, phone-ins, etc.

Example:

To the Hon. John Smith
Minister of Community Services
Province of .....

We, the undersigned, cannot accept a cut in public funds to day care facilities. Your announcement regarding provincial day care spending for the fiscal year 1982-83 will result in a reduction of $213,900 for day care this year. This will mean a loss of 100 subsidized day care spaces in this province.

We support the Day Care Association in demanding that these funds be replaced in the 1982-83 budget allocation and that an additional 1000 spaces be provided to meet the critical and immediate need.

Name Address

_____

_____

_____ etc. _____

DEPUTATIONS

Your organization will likely need to give deputations from time to time, publicly representing the views of your members. Often committees or provincial ministries or local municipalities will hear statements from the community. This is an oportunity to inform goverment officials — politicians and bureaucrats — what your group's position is on various issues. A task force established either by a government body or by another organization such as a labour federation or professional educational association will generally rely on deputations and briefs for information. Sometimes deputations are made in response to cutbacks; other times they are in response to proposed policy or a call for information concerning needs and/or solutions.

A deputation is another very acceptable, non-threatening kind of action. While the impact of a deputation isolated from other ongoing actions is usually quite limited, it can be most useful in combination with other actions. Often, making a deputation gives you the opportunity to publicly present your demands and why they are important. A few points to keep in mind:

- Deputations should accurately represent the views supported by your members.
- Deputations should be delivered with *style.* There may be a long series of individuals giving deputations. A well-executed delivery will gain the attention of the audience, compelling them to listen to what you are saying!
- Provide typed copies of the deputation to all present including members of the press. Be prepared to answer questions from the press after making the presentation.
- Show a broad base of support, by having supporters in the audience, and getting endorsements from other individuals and groups, etc.

LOBBYING

Lobbying is an attempt to influence someone, usually a politician. Traditionally, it has been carried out by sending one or a few members of your group to discuss your concerns with him or her, in the hope of persuading her or him to act in accordance with your proposals. The big pitfall with this action is that it is very easy for a politician to be co-operative and seemingly supportive in a congenial private discussion and then later act quite differently in public. It can also result in agreement to watering down your demands... "If only you could ask for less...I could help you out", without any real guarantees of anything in return. In spite of this, lobbying can be set up to be a very useful method of publicizing your concerns and demands and increasing your support.

One way to organize a lobby is to send in a number of people to see politicans on the same day, asking a specific set of questions concerning the changes your organization is demanding. Then, publicly announce the results (including the names of those politicians who would not make themselves available). Try to arrange for good press coverage (See the Section entitled "Using the Media"). This allows people to get a clear picture of where each politician stands on the day care issue. A lobbying effort such as this is very time-consuming to organize and requires many individuals to carry it out.

The Ontario Coalition for Better Day Care presented its brief, entitled *Day Care: Deadline 1990* to the Ontario Cabinet in front of an audience of 200 people. Later, the 200 divided into teams of five and spent the rest of the day lobbying every politician in the legislature. They all asked the same questions and then met at the end of the day to compare notes on the responses of various politicians. The Press was included.

Another alternative is to visit a key politician — perhaps a provincial minister responsible for delivery of day care services in your province and immediately hold a brief news conference (See Media

Section) outlining your concerns and the responses you received. This can be a way of putting her/him on the defensive in having to explain their statements.

To survive lobby efforts successfully and with goals intact:

- Do not go alone. It is much better if 2 - 5 persons attend.
- Do not be intimidated. If you are called by your first name, reciprocate.
- Be assertive about what you want. Do not agree just to be "nice". No need for rudeness (usually) but disagreeing and pointing out clearly your concerns is O.K.
- Someone should take careful notes of what is happening or take a tape recorder.
- Be specific. It is easy to vaguely agree with general principles like "children are important" or "all children have a right to be cared for" or "motherhood is good". Demands which are specifically connected to the present situation and call for concrete changes tend to require direct answers. For example, "We demand the provincial government provide start-up monies of $100 per child for fifty infant centres by January, 1984."
- It is usually best to send a brief or report ahead of time. (See Writing a Report or Brief). Possibly someone will have read it.

PICKETING

A few individuals carrying picket signs can effectively draw attention to a situation quickly. For instance, the municipal committee responsible for community services has just announced it is asking a local day care centre in a municipal building to move out in 60 days. Within 24 hours a picket can be set up at the office of the Committee Chairperson. A supply of wooden stakes, twine and paper board are valuable stores to have close at hand.

Picketing is a potent way to respond immediately and forcefully. It is usually covered by the media especially if they are close at hand. It is powerful in concentrating attention on a specific issue and gathering support for other activities around the issue. Repeated picketing of a government official who has been identified as "chiefly responsible" for day care provision can keep up the pressure and help build needed momentum in a campaign.

DEMONSTRATIONS

Demonstrations are large gatherings of people protesting against government actions or policies and/or showing public support for a stated position. It is usually much easier to gather people together for this kind of event in response to a government cutback in service rather than to take an offensive position in presenting proposals. Demonstrations are time-consuming and laborious to prepare, but if successful, are the most effective means to show public support and win changes.

- Carefully identify the target and the issues involved. Who the demonstration is aimed at and why must be clear to those who are unfamiliar to day care issues.

STOP

DAY CARE CLOSINGS

City of South Bend announced
Four Day Care Centers
will be tossed out of municipal buildings!

180 children will have no day care facilities.

JOIN US ☐FIGHT BACK

Attend a public meeting
August 25, 1982
8:00
103 First Street
First St. Parents Day Care
South Bend
Child Care Provided

- Select an appropriate date and location. Keep in kind when most of your supporters could most easily come.
- Form a media committee. Select a few individuals who will be responsible for communicating with the press (See "Using the Media").
- Decide on a chairperson and speakers.
- Get endorsements from as wide a number of organizations as possible. Each endorsement is a commitment to build the demonstration by informing their members.
- If you will be marching from one area to another, plan out all the details. Get a parade permit from local police if necessary.
- Arrange for a sound system — a good one if you plan to have more than a couple of hundred people there — and use of washrooms.
- Notify police and find out about all the legalities in your area.
- Provide information sheets about the issues and possibly chant sheets.
- If many children will be present, gear things accordingly so it will be an enjoyable, positive event for them.

STREET THEATRE

Sometimes a witty but pointed street theatre can make an effective statement. It can also be a lot of fun.

SIT-INS AND OCCUPATIONS

Sit-ins and occupations are more dramatics actions, usually taken as a last resort. Parents across Canada have at times felt they have no other options than to occupy a particular space in order to keep a centre open to get one started. A government official's office is often a good target for a sit-in.

Example: In one province, day care activists entered the visitor's section of the provincial legislature and raised a large banner saying "GOOD DAY CARE". When the day care budget discussion began the banner was raised. Eventually the group was asked to leave. By this time the day care supporters had quietly chained themselves with padlocks and chains to the seats! All this was taken in and duly reported by the attending reporters and the deep commitment from day care supporters was given wide coverage.

ELECTIONS

ELECTIONS

Municipal, provincial and federal elections provide excellent opportunities to increase the profile of the day care issue both in the public view and among politicians. Statements made by a campaigning politician can also be useful at a later date. Elections are a time to push your demands and force support.

There are a number of events your organization can carry off:

Questionnaires on day care issues to all candidates:

- prepare questions carefully. Include both general and specific issue questions that can be answered with yes or no.
- keep in mind what level of government is responsible for what. Try to centre your questions around appropriate areas of responsibilities
- be sure to include your demands
- start sending out questions to declared candidates once campaigning is under way.
- make sure all candidates are sent a questionnaire. A complete list of candidates should be published in local newspapers after the official cut-off date for nominations.
- follow up in two weeks with telephone calls. It may be possible to do the questionnaire verbally over the telephone or arrange an interview possibly at a local day care centre.
- tabulate answers. Qualify if necessary, where answers do not fit into neat categories. If no answers, leave blank.
- put together the final pamphlet which should include the questionnaire, statement about collection and compiling methods, final tabulations and information about your organization. Comments are also a possibility.
- layout and appearance are important.
- distribute at day care centres, workplaces, all candidates meetings, door-to-door blitz, professional organizations, labour councils, women's groups and through your own mailing lists.

All candidate's meetings

- compile a series of questions
- have two or three people attend the meetings and ask questions
- have others on hand to show support

Organize an all candidate's meeting on day care

- pick a non-conflicting date
- invite all candidates. Ask for confirmation. You can include all candidates in a specific riding or representatives for each party.
- choose a chairperson to introduce candidates and keep the meeting going
- decide upon a timetable beforehand and inform all participants
- send out a press release (see Using the Media)
- set up a display of your organization and its day care campaign.
- ask for donations to cover expenses
- provide child care
- make sure individuals from your organization have clear, direct questions they are prepared to ask.

CANDIDATE IN AN ELECTION
It may be desirable for one of your members to enter an election campaign as a candidate for office. If your candidate wins, you will have a strong advocate for the day care issue within the political structure. If your candidate is not successful, but you are able to mount a good campaign, you have an excellent opportunity to make day care and your group's demands real issues in the election.

UNIONIZATION OF DAY CARE WORKERS

Salaries and working conditions of day care workers are one of the fundamental problems in our day care system. These workers in fact are subsidizing day care services. There is an underlying feeling among some parents and most politicans that day care workers should accept low wages — after all they are usually women and shouldn't they care for children for the love of it? Because wages are low, rates of staff turnover are much higher than they should be. It is hard to keep good staff, they are always trying to move up to higher paying, more satisfying jobs. It is therefore hard to establish a stable, consistent program in many day care situations.

Unionization of day care staff can therefore both raise wages, improve working conditions and contribute to improvement of care in a centre. Your advocacy group may want to encourage unionization as part of its activities as well as encouraging parents to see the value to them of unionized day care.

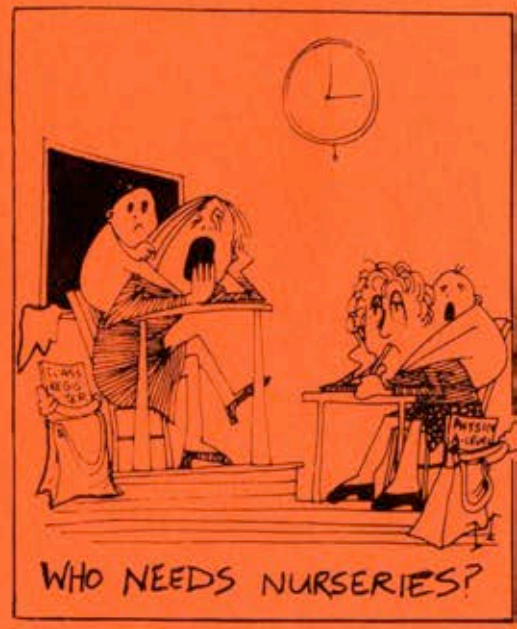
GETTING THE MESSAGE ACROSS

USING THE MEDIA
One of the most effective, powerful tools in maintaining a sustained day care campaign is mass media — T.V., radio and newspapers. Appearing daily to a broad cross-section of the population, media provides an opportunity to reach many people outside of your committed supporters and confirmed opponents. You need to develop public awareness of day care issues and support for your campaign if you wish to bring about significant change.

Making Contacts:
Contact can be made in person, telephone or through press releases. It is very helpful to cultivate contacts with particular media persons. You will need to seek out and develop these contacts initially. Identify individual journalists who seem to have an interest in the issue and are willing to present a fair position in their particular media form.

- When making the initial contact, whether written or verbal, be clear and concise. Try to arouse interest without immediately giving all the details away.
- The internal workings of your organization are not newsworthy, but your action initiatives are. It is then up to you to provide relevant background material about your organization and the particular campaign you are engaged in.

Press Release:
- Start by compiling a list of local media persons who are likely to be interested in your activities. Include the contacts you have already made and other reporters and editors who cover similar issues.
- Establish how your organization will approve press releases.
- Be concise and clear. If possible present 'the story' on a single typewritten page. The initial sentence should give who, what, why, where and when. It should grab the attention of the reader.
- Be accurate and neat. Make sure all information is correct and there are not spelling or typing errors. It should be typewritten, double spaced with large margins, on either side.
- Content must be newsworthy. That is, it should be of interest or significance to a large number of people. Otherwise don't bother sending it. Possible topics include:
  — reports describing new information or a new set of demands
  — reaction to a crisis or cutbacks (including possible actions)
  — results of lobbying activities
  — pickets and demonstrations
  — public meetings



Labour Council of Metropolitan Toronto
PRESS RELEASE

May 25th, 1981
TORONTO COALITION FOR DAY CARE FORMED

As a result of the provincial budget on May 19th, a Toronto coalition for Day Care has been established because of the failure of the provincial government and treasurer, Frank Miller, to create more day care spaces in Ontario.

The coalition, representing the Labour Council of Metropolitan Toronto, trade unionists, social workers, teachers, parents and day care workers, was formed because the May 19th budget failed to meet the day care needs of the province.

The recent Ontario Federation of Labour "Sharing the Caring Day Care Campaign" clearly identified major gaps in service and considerable concern amongst parents, day care workers and community groups, around the quality, availability and accessability of day care services in this province.

The Toronto Coalition will direct its energies in actively lobbying the provincial government to improve day care.

Other groups will be asked to join the Coalition.

For more information: Wally Majesky, 441-3663.

opeiu 343

15 GERVAIS DRIVE, ROOM 407, DON MILLS, ONTARIO 429-3663

News Conference

For a major issue, a press conference can be assembled. This can be used when you want to respond to a critical situation or when you are initiating a major campaign around a particular issue.

- Send out a press release announcing the press conference to all media contacts. The message should be brief and attention-grabbing.
- Prepare a short (2-4 pages) brief outlining the situation.
- Decide who will chair the news conference and direct questions and who will present the brief, and answer questions. You may have a few people presenting the different aspects of the brief if appropriate.
- Presenters should be available for individual interviews.
- The entire news conference should last no more than half an hour, probably less.

WRITING A REPORT OR BRIEF

1. Carefully analyse *who* is the audience and *what* is your purpose. Do you want to inform/educate? Are you trying to change specific actions?
2. Write an informed account including relevant facts supported by anecdotal descriptions. Avoid bluntly opinionated prose. Rather strive for a reasoned approach grounded in the facts and common sense.
3. Keep the style direct and straightforward. Clever, intricate prose may be obscure.
4. Whenever specific statistics are used, provide the source either in the text or in a footnote or note at the back.
5. For most briefs, present a summary (2 - 4 pages) at the beginning, delineating your concerns and offering recommendations or solutions. Further documentation and background material can be included in subsequent appendices.
6. Initially prepare a draft of the brief or report including the information and arguments you wish to include. Then edit or refine the writing. A good dictionary and thesaurus are valuable tools. Give attention to clarity, grammar, spelling and punctuation. It is best to have two or three people read over the draft and make comments. Critical input can be valuable both in improving or sharpening the writer's skills and in producing a polished brief.
7. The final report should be typed, without errors. Copies must be clear.

NEWSLETTERS

Not everyone can attend meetings. Many of your potential supporters will have work and parenting responsibilities juggled within a limited income. Consider putting out a *newsletter* which can keep your members and supporters informed as well as provide an ongoing mouthpiece for your organization's views. A newsletter can easily include —

- a summary of meetings held including decisions made, reports of activities etc.
- a noticeboard of upcoming meetings & events
- short articles explaining and analysing policy — whether yours or others.

An added benefit to a newsletter is that it gives your organization a more powerful image and presence.

PAMPHLETS OR LEAFLETS giving information about your organization's goals, activities and location and how to join are also useful to have on hand. Look on them as business or calling cards.

DESIGN AND PRODUCTION

First, decide on the content you wish to have printed. What message or information do you wish to get across? How wide will the distribution be?

Next, consider various reproduction methods. You need to think about desired effect, cost, speed, type of material and distribution size. Preparation for printing depends upon the method chosen.

Possibilities include ditto, gestetner, photocopying, off-set litho and silk screen. Determine what resources you have within your own organization. Talk to a local printing shop. Visit the media department at a community college.

Choose a design that is appropriate to your reproduction method and that reinforces the content and style. The end-product should be visually appealing and attractive.

MAILING LIST
Start a mailing list of supporters and interested persons who wish to be in touch. Update regularly — outdated addresses are useless and will cost you money in postage. Find a system that is easy to maintain. Perhaps a file card system divided into categories such as members, interested supporters, community organizations, politicians, day care centers and the press. Names and addresses may be typed on to a master copy and copied directly onto labels which are ready to be stuck on envelopes. This eliminates tedious hours spent hand addressing or typing each item.

TELEPHONE TREE
Often the telephone can be an effective way to get "the word" out, particularly when immediate contact is necessary. But don't wait until an occasion arises and a few people have to contact 100 or more in an evening. Instead plan out a telephone tree. When you want to transmit a message the first contacts call 5 others who in turn call another 5. Thus 3 X 5 X 5 X 5 = 376 people!
In order for a telephone tree to work

- Choose your contacts carefully — particularly the first three links — if they do not make their connections, significant proportions of the tree will be left out.
- Keep messages simple and ask contacts to record it and then transmit it verbatim.
- Do not overuse a phone tree.
- Keep tabs on breakdowns. Ask contacts to let you know if they are no longer able to carry out their part and need replacements.

SPEAKER'S LIST
As your organization begins to be known, you will probably receive invitations to speak — perhaps presenting the positions of your organization, describing the need for day care or participating in panel discussions on some aspect of the day care issue. (Organizations such as colleges, schools, TV and radio programs may invite you to present.) These situations can provide valuable opportunities to publicize the goals and activities of your organization and develop further avenues of support. Also some engagements will give honoraria which help to reimburse your members for their efforts. Develop a list of people who are willing to address an audience on a particular topic. It is important to share this work around for two reasons. First it is very demanding and if one or two people do it all the time, they will quickly burn out. Secondly, it's important that other people learn the skill and unless they have the opportunity to do it, they won't.

PUBLIC SPEAKING

Many find the idea of public speaking a fearful prospect. Many assume it is very difficult and they are unable to do it. Not so. Public speaking is not a magical talent you are born with or without. Rather it is very much a learned skill YOU can acquire.

A few basics:

- *Preparation is important. Get a clear idea of what is expected and plan out your approach. Gather exact, accurate information as a base for your arguments. Be familiar with the content.*

  You can prepare an outline to speak from. One idea is to print your main points on file cards for easy reference. Or you can write out the whole speech and essentially 'read it'. Just remember to look up and make eye contact with the audience from time to time.

- *Practise. Go through the speech or talk in front of a mirror or try it out on someone else. This dry run will let you know what the length will be, where there are awkward spots and give you confidence.*

- *Listen to your voice — try to avoid a monotone. Keep a natural inflection. Try to speak at a relaxed rate —neither dragging or racing. Attention to regular breathing will help.*

- *Be comfortable — Wear clothes you find comfortable and assume a comfortable stance.*

CONFERENCES

Conferences are a good way to bring together and consolidate members and supporters of the day care community who may be spread out over a sizeable geographic area. The focus may be educational, perhaps providing background for a particular demand. It can provide an opportunity to plan out a strategy and initiate action. Sometimes conferences are sponsored to provide time to evaluate positions and strategies and then consider the next steps. Conferences can keep your supporters involved and stimulated and maintain public interest, when no immediate crisis or pressure campaign is happening.

The format should be carefully planned. Conferences may involve a two hour session on a specific topic, or be carried on over 2 - 3 days. They require several months to plan and organize. It may be possible to obtain some government funds for these activities. For a more detailed discussion of how to organize a conference, see: "Conference Planning", a booklet prepared by the Office on Community Consultation, Ontario Ministry of Culture and Recreation, telling you:

Where to begin
How to choose the planning committee
Choosing the co-ordinator
Planning committee meetings
Choosing a conference theme
Publicity and promotion
Selecting a date and time
Selecting accommodation
Registration
Signs and directions
Conference structure
Selecting speakers, panelists, films, displays or multi-media presentations
Selecting dialogue activities
Choosing session recorders
Providing facilities for the media
Setting up displays
Arranging meals
Conference evaluation
The conference report
A check list for the co-ordinator
Conference planning schedule

Available from:
Government of Ontario Bookstore
880 Bay Street
Toronto, Ontario M7A 1N8

Structure

Structure arranges, into an identifiable pattern, the various tasks and functions needed to meet a group's aims and objectives. Structures are created and can be changed, they can be formal or informal, traditional or innovative, but the bottom line is that they should enable the organization to operate efficiently. Typically the structure of an organization includes a decision-making process and a division of responsibilities for activities and administrative tasks.

FUNDING

Your organization will need a least a bit of money to pay for postage and paper. If you want to have an office, you'll need money for rent and furnishings, and possibly for staff salaries. The scope of your organization and extent of its activities define how much money you must raise to sustain it. There are 3 main ways of obtaining funds — donations & scrounging, fundraising and grants.

DONATIONS AND SCROUNGING

You can raise some funds by regularly taking collections (that is, passing the hat) at all meetings and events. Also find out what donations — in kind — you can have from your membership and sympathetic supporters. Often other groups will let you have access to low cost reproduction equipment. Or perhaps some will have access to photo-copying facilities or a typewriter. Some organizations may be willing to give a reduced rate for their service.

FUNDRAISING

Most of you who have had any experience with non-profit day care centres or nursery schools will know something about fundraising. (Carrying out specific events to raise money.) There are many activities which are possible — your choice should be one that appeals to your group and appeals to your community. Some ideas are:

- Garage or junk sale: Collect donations of clothes, furnishings, toys, books and so on. Pick a central location and choose a date. Advertise in the area and through your membership and supporters. Sort and price articles in advance — allow lots of time for this. Put a large, clear sign outside to point out the sale. Keep prices up in the beginning and drop drastically at the end. (Anything left unsold is yours to clean up.)
- Raffles: Find something that would be an attractive prize — if possible something donated. Sometimes travel agencies or airline companies will donate trips. Restaurants may donate meals and stores will often donate merchandise. Obtain a license usually through your local municipal permits dept. Print tickets in accordance with the license stipulations. Sell them through your membership. Give yourself enough time between starting to sell the tickets and the draw. If you are striving to sell more than a few hundred tickets, 2 - 3 months is probably necessary
- T-shirts, buttons, cards, etc.: Producing a product with your logo or a slogan about day care can be another way to raise funds. Find out about capital costs first. Generally, the more you produce, the cheaper the cost per item will be. Discuss how you will handle distribution and what are realistic numbers of items you will be able to sell.
- Benefits: Many groups find fundraising events which provide entertainment — either a performance, dancing, eating or athletic contests are popular and enjoyable to carry out. They do require a fair amount of organization. Start by finding out what is involved; talk with someone who has co-ordinated a similar event and hopefully is willing to guide you through the process.

These are a few fundraising possibilities — be creative but cautious in choosing your group's money making activities. Make certain that the energy you put into activities or events will be adequately rewarded but more importantly that you won't *lose* any money!

GRANTS

Contract grants and operating grants are two forms of government funding which may be available to your organization. Contract grants are usually for a year or less and given for the performance of a specific task or set of tasks. Operating grants generally cover a longer period of time. Some include monies for salaries; others only cover material costs of production costs directly related to the task. One possible drawback to government funding is the restrictions that may be placed on either the positions or activities of your group. Service oriented activities are often acceptable to funding bodies but political action oriented initiatives may not be. There is often a fair bit of bureaucracy involved in obtaining grants.

"...We now expect a family to achieve alone what no other society has ever expected an individual family to accomplish unaided. In effect, we call upon the individual family to do what a whole clan used to do." Margaret Mead, cited by Roslyn Burshtyn, ed. *Day Care: A Resource for the Contemporary Family,* ***Ottawa: the Vanier Institute of the Family, 1969, p. 2.***

DECISION MAKING

Who will make decisions and how will they be made? Will open meetings or a small elected group determine your direction and activities? Will your group try to reach consensus on issues or will resolutions be debated and votes taken? Who will be eligible to vote? Will your group distinguish between operational decisions and policy decisions?

Collective decision making allows participation from all your membership usually through open meetings. Thus members have direct ongoing input into the organization. It can be a time-consuming and often cumbersome form. However, a clear consistent set of objectives combined with an efficient division of responsibilites can act as a counterbalance and then collective decision-making will allow for direct involvement in an on-going campaign.

Executive decision-making allows a small selected group (usually by election from the general membership) to make most decisions on behalf of the whole organization. This can be a much faster way of making decisions and acting quickly. Generally it is easier to make decisions when only a few people who are accustomed to working together are delegated this task. The main disadvantage is the lack of involvement from the majoritiy of your members.

CONFLICT

While ongoing power struggles may drain a group's energy and in-fighting between members is counter-productive, don't be afraid of all conflict. Disagreements between members of your group, for example, can be constructive and actually help to ensure that decisions are well thought out. Much depends on how conflict is viewed and handled by individuals and the group as a whole.

Appreciating the difference between a disagreement or argument and an open war, knowing how to constructively differ with a point of view and not attack the person holding that view, demand a measure of maturity and life experience. It might be necessary to confront those who confuse arguments and 'war', frank debate and personal attack. This is often an unpleasant but necessary task for the well-being of the group.

More common, however, is an overly polite atmosphere in which people back away from expressing differences and quickly fall into an apparent consensus. The possiblility for a few to dominate in such an atmosphere is high. So, too, is the likelihood that decisions will not have the full support of all.

Open, reasoned debate between people with differing points of view can be a positive element in the decision-making process. Open discussions can allow for a thorough, thoughtful exploration of the issues and possible courses of actions. If your group then does reach a consensus that accomodates several positions, the decisions will be based on the arguments presented and discussed not on a vague fear of conflict. Furthermore the commitment to follow through on decisons arrived at by open debate is usually greater and more active than the commitment to decisions arrived at by a fear of hurting feelings.

One way to avoid destructive conflict is to provide a democratic forum which allows everyone a fair opportunity to express their points of view. A speaker's list may help to ensure that all have a crack at stating their ideas. Another is to have people write down their positions briefly so that words are carefully chosen and misunderstandings minimized.

Most groups establish a decision-making process somewhere between these two extremes. Sometimes a co-ordinating group or executive is established to carry out the policy and administrative decisions made by the general membership. Many groups go through an initial period of lengthy discussion while deciding the aims of the group and then find once the purpose has been established and members are comfortable with it, that an executive can make most decisions that don't raise new policy issues.

In any case, you do need to work out a consistent decision-making process that will enable your group to function effectively.

DIVISION OF RESPONSIBLILITY

To maintain an organization there are a number of routine tasks which must be carried out. You need to determine who will be responsible for what. Some organizations divide into the committees to carry out specific tasks delegating one person per committee to act as a liaison or to sit on an overall co-ordinating or steering committee. Other organizations choose a more formal route and designate particular roles with specific tasks. Usually these roles are:

Chairperson
- chairs meetings
- sets agendas
- represents organization in official capacity

Vice-chairperson
- assists chairperson and substitutes for chairperson as necessary

Treasurer
- maintains financial records
- presents budgets
- initiates fundraising activities

Secretary
- takes and prepares minutes of meetings
- receives and responds to correspondence

You may wish to elect individuals to these and other positions or you may wish to develop an alternative means of assigning responsibilities. For instance, your group can rotate tasks or develop a committee system in which a few people are responsible for each area.

When you have worked out how decisions will be made and who will do what, particularly the basic maintenance tasks, you may want to produce a constititution. This would state the purpose of your organization and what the ground rules are.

RESOURCES
Reading list

What follows is a basic resource list on child care policies and program development as well as a few sources for organizing and advocacy activities. It is NOT a complete or extensive list, rather a place to get started.

CHILD CARE

Alperovitz, Catherine, *Overview of Child Care in B.C., 1971 - 1977*, Vancouver, The Women's Research Centre, 1977

Bowlby, J., *Child Care and Growth of Love*, 1953 Bookshops, Penguin. Bowlby presents the position that exclusive bonding between mother and child is essential for normal growth and development. Based on experience of orphans in institutions offered, this theoretical perspective has erroneously been transferred to day care research and has dominated the field.

Belsky, J. and Steinber, L., "The Effects of Day Care: A Critical Review", *Child Development*, 1978, 49 929-949. Summarized recent day care research and outlines major conclusions. Also discusses conceptual, methodological and theoretical inadequacies and proposes new research directions.

Bronfenbrenner, U., *The Ecology of Human Development*, Boston: Harvard Press, 1979. Presents a theoretical perspective for research in human development. Proposes observation of children in natural settings with familiar adults over a period of time as a valid vehicle to learn how children develop. Includes a section on day care environments.

Cameron, B. et al., *The Day Care Book*, Toronto, Canadian Women's Educational Press, 1972.

Etaugh, C., "Effects of Nonmaternal Care on Children: Research Evidence and Popular Views", *American Psychologist*, Vol. 35, No. 4, April 1980, p. 309 - 319

Fowler, William, *Infant Day Care and Child Care: A Guide to Education in Gruop Settings*. A Suggested framework for comprehensive early child care and education from infancy through preschool years. The material is based on extensive research on the effect of day care on child development and the development of day care program content. Research carried out by author through Ontario Institute of Education in Canada. Conceptually difficult to follow initially but useful resource book for people developing day care programs and students in the early childhood education field.

Galinsky, Ellen and Hooks, Wm., *The New Extended Family*, Boston, Houghton Mifflin Co., 1977. Describes a wide range of child care responses that have been developed in the U.S. including informal networks, family home day care, group programs for infants, toddlers, pre-school and school age children sponsored by parent co-ops, commercial operators, public schools, community groups. Presents the authors' considered elements of good child care. Direction for policy proposals.

Gordon, Edmund and Zigler, Edward F., *Day Care: Scientific and Social Policy Issues*, Boston: Auburn House Publishing Co., 1982. Collection of articles discussing social, economic and developmental questions involved in day care issues. Considers policy options for achieving quality care.

Kagon, Jerome; Kearsley, Picard B. and Zelazo, Philip R., *Infancy: Its Place in Human Development*, Harvard University Press, Cambridge, Mass., and London, England, 1980. Describes the authors' six year study of infant day care.

Kamerman, Sheila B. and Kahn, Alfred J., editors, *Family Policy - Government and Families in 14 Countries*, Columbia University Press, New York, 1978. Survey of comparative family policy (including day care) in 14 countries in Western and Eastern Europe, Israel and North America. Includes data and discussion concerning child care programs.

Kamerman, S.B. and Kahn, A.J., *Child Care, Family Benefits and Working Parents: A Study in Comparative Policy*, New York, Columbia University Press, 1981.

Johnson, Laura C. and Dineen, Janice, *The Kin Trade*, McGraw-Hill Ryerson, Toronto, 1981

Levine, J., *Day Care and the Public Schools*, Education Development Centre, Newton, Mass., 1978.

Ross, Kathleen Gallagher, editor, *Good Day Care: Fighting For It, Getting It and Keeping It*, Toronto. The Women's Press, 1978. Collection of articles on Canada's day care by parents, day care workers and day care activists.

Rutter, M., "Social emotional consequences of day care for preschool children", in Zigler, E.F. and Gordon, E.W., *Day Care: Scientific and Social Policy Issues*, Auburn House, Boston, Mass., 1982.

Rutter, M., *Maternal Deprivation Reassessed*, Penguin Books Ltd. Middlesex, England, 1971. Rutter presents a refutation of J. Bowlby's mother-child attachment theory.

REPORTS, BRIEFS AND POLICY STATEMENTS

Action Day Care, *Day Care in Canada: Toward a Universally Accessible System*, Toronto, 1982 (mimeo). A brief clear description of the day care situation in Canada and a well-argued proposal for federal policies to improve it. Advocates universally accessible, publicly funded day care.

Action Day Care and Social Planning Council of Metropolitan Toronto, *Effects of Government Restraints on Day Care Services in Metropolitan Toronto*, Toronto, 1980.

Albert, J., *Child Care: A Shared Responsibility Between the State and the Family*, Ottawa, Carleton University School of Social Work, January, 1980.

Canadian Council on Social Development, *Day Care: Growing, Learning and Caring*, National Guidelines for the development of day care services of Canada, July, 1973.

Canadian Journal of Early Childhood Education, Vol. 1, No. 1, Aug. 1980, Published twice a year by the Association of Early Childhood Education of Ontario, Ste. 503, 212 King St. W., Toronto, Ontario, M5H 1K5. Provides a forum for information exchange among workers involved with care and education of young children. Also includes articles on current research and applied studies in the field of early child care development and education.

C.U.P.E., Research Department, *Facts and Figures on Caring for Kids*, (November 1979). Data on day care cutbacks. Description of the joint efforts of CUPE day care workers and parents to maintain quality day care.

Fosburg, J. et al, *Family Day Care in the United States: Summary of Findings*, U.S. Department of Health and Human Services, Publication # (DHDS) 80-30282, 1981.

Friendly, M. and Johnson, Laura, *Perspectives on Work-Related Day Care*, Child in the City Report No. 11, Toronto, 1981.

Fraser, Anna, *The More You Have, The More You Get: an examination of Section 63 on the Income Tax Act, the Childcare Deduction*, Project Child Care Working Paper #5, Toronto, Community Day Care Coalition and Social Planning Council of Metropolitan Toronto, July 1978. Analysis of the impact of childcare deduction describing the situation as inequitable and regressive.

Johnson, Laura C., *Who Cares? A Report of the Project Child Care Survey of Parents and their Child Care Arrangements*, Community Day Care Coalition and the Social Planning Council of Metro Toronto, Nov., 1977.

Johnson, Laura C., *Taking Care: A Report of the Project Cild Care Survey of Caregivers in Metro Toronto*, Community Day Care Coalition and the Social Planning Council of Metro Toronto, June, 1978.

Katz, Larry, "Day Care in Crisis", *CUPE: The Facts*, Vol. 4, No. 3 March 1982. Description of day care corporate operator, Kindercare.

Krashinsky, M., *Day Care and Public Policy in Ontario*, Ontario Economic Council, Toronto, University of Toronto Press, 1977. An elaborate attempt to analyze the economic effects of various day care policies. Suffers from economist's tunnel vision. Many tables, no longer up to date.

Li, Selina, *Between Neighbours, Between Kin: A Study of Private Child Care Arrangements in Metropolitan Toronto*, Children's Day Care Coalition and the Social Planning Council of Metropolitan Toronto, June, 1978.

Ontario Coalition for Better Daycare, *Daycare: Deadline 1990*, October, 1981.

Ontario Federation of Labour, *Statement on Day Care*, 24th Annual Convention, November 24-27, 1980. A very good statement by the Ontario Labour movement about day care policy. Deserves wide circulation.

Ontario Federation of Labour. *Parental Rights & Day Care: A Bargaining Guide for Unions*. A review of parental rights legislation and suggestions to unions about how to negotiate for improved leave provisions.

Price Waterhouse Associates. *Report to the Government of Alberta on Interprovincial Daycare Comparisons*, 1980 (mimeo)

Ruopp, Richard et al, *Children at the Centre: Summary Findings and Their Implications*, Cambridge, Mass, Abt Associates Inc., 1979. A report of the National Day Care Centre Study in the United States.

GOVERNMENT PUBLICATIONS

Canada, Department of Health and Welfare *Status of Daycare in Canada*, Ottawa, annual. An annual statistical report on the topic. A basic source of information.

Ontario, Ministry of Community and Social Services, *Day Care Policy: Background Paper*, October, 1981. The most thorough discussion available of Ontario's policy and practice towards day care. Many useful statistics.

Saskatchewan, Social Services, Planning and Evaluation Branch, *Summary of Day Care Needs and Demands in Saskatchewan, June, 1980*

Saskatchewan, Social Services, *Day Care Review*, December, 1980

COMMUNITY ORGANIZING

Amer, Elizabeth, *Yes We Can! How to Organize Citizen Action*, Ottawa: Synergistics Consulting Ltd., 1980. Readable "how to" book for grass root groups organizing around specific issues.

Ontario, Office on Community Consultation, Ontario Ministry of Culture and Recreation, *Conference Planning*, Available from: Government of Ontario Bookstore, 880 Bay St., Toronto, Ontario, M7A 1N8.

Saskatchewan, Department of Labour, Women's Division, *For Women: Problem Solving and Action Planning Kit.*

Government offices

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Mrs. Vivian Hoyles
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and Homemaker Services
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NOVA SCOTIA
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P.O. Box 696
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NEW BRUNSWICK
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QUEBEC
Mme. Stella Guy
Présidente
Office des services de garde à l'enfance
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(514) 670-0920

ONTARIO
Information on Standards
Ms. Adele Scott-Anthony
Co-ordinator of Day Nurseries Standards
Project Management & Implementation
Planning Unit
Children's Services Division
Ministry of Community & Social Services
700 Bay Street, 9th Floor
TORONTO, Ontario M7A 1E9
(416) 965-5422

Information on Policy
Ms. Irene Kyle
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Mrs. Melane Hotz
Executive Director
Day Care Branch
Department of Social Services and
Community Health
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BRITISH COLUMBIA
Mrs. Gwen Anholt
Co-ordinator
Day Care & Infant Development Program
Family & Children's Services Division
Ministry of Human Resources
Parliament Buildings
VICTORIA, British Columbia
V8W 3A2
(604) 387-1275

YUKON
Ms. Susan Dennehy
Secretary
Day Care Services Board
Department of Health and Human
Resources
Government of Yukon
P.O. Box 2703
WHITEHORSE, Yukon
Y1A 2C6
(403) 667-5674

NORTHWEST TERRITORIES
Mr. Dick Clark
Co-ordinator of Financial Assistance
Department of Social Services
Government of Northwest Territories
Bag 1320
YELLOWKNIFE, Northwest Territories
X1A 2L9
(403) 873-7160

Day care organizations

National/Nationale

Canadian Association of Toy Libraries
50 Quebec Avenue
Suite 1207
TORONTO ON
M6P 4B4

Canadian Association for Young Children
PO Box 5669 — Station A
TORONTO ON
M5W 1N8

Canadian Council on Children & Youth
323 Chapel Street
OTTAWA ON
K1N 7Z2

Canadian Mothercraft Society
32 Heath Street West
TORONTO ON
M4V 1T3

Newfoundland/Terre Neuve

Early Childhood
Development Association
21 King's Bridge Road
ST JOHN'S NF
A1C 3K4

Prince Edward Island/Ile du-Prince Edouard

Early Childhood Development
Association of PEI
27 Pine Drive
SHERWOOD PEI
C1A 6R6

Nova Scotia/Nouvelle Ecosse

Citizens Day Care Action Committee
5960 Inglis Street
HALIFAX NS
B3H 1K8

Citizens Service League of Glace Bay
Townhouse
14R Commercial Street
GLACE BAY NS
B1A 3C1

Colchester Community
Day Care Association
PO Box 146
TRURO NS
B2N 5B6

Committee on Day Care
456 Cameron Avenue
NEW GLASGOW NS
B2H 1T6

Nova Scotia Preschool Education
Association
PO Box 3082 - South Postal Station
HALIFAX NS
B3J 3G6

New Brunswick/Nouveau Brunswick

Day Care - NB - Garde de Jour
PO Box 371
FREDERICTON NB
E3B 4Z9

Quebec/Québec

Association for Early Childhood
Education-Ottawa Valley Branch
58 Burnside Avenue
WAKEFIELD PQ
J0X 3G0

Association des Garderies de
L'Outaouais
115 rue Carillon - Suite 27
HULL PQ
J8X 2P8

Association des Propriétaires de
Garderies du Québec
5010 chemin St Roch
TRACY PQ
J3P 3L9

Le Regroupement des Garderies 3 ans
but lucratif
A/S Garderie La Ruche
1678 Avenue LaSalle
MONTREAL PQ
H1V 2K3

Le Regroupement des Garderies de la
Région 6-C
426 Victoria
Suite 21
ST LAMBERT PQ
J4P 2J1

Quebec Council of Parent Participation
Preschool
20551 Lakeshore Road
BAIE D'URFE PQ
H9X 1R3

Ontario/Ontario

Action Day Care
19 Carr Street
TORONTO, ON
M5T 2V7
363-1033

Action Committee on Day Care
Ontario Welfare Council
1240 Bay Street
TORONTO ON
M5R 2A7

Association for Early Childhood
87 Downie Street Apt 1
STRATFORD ON
N5A 1W8

Association of Early Childhood
Education
60 St Clair Avenue West
Suite 6
TORONTO ON
M4V 1M7

CSC Child Care Committee-Chairman
Guelph & District Community
Service Council
161 Waterloo Avenue
GUELPH ON
N1H 3H9

Centretown Parents Day Care Inc
94 James Street
OTTAWA ON
K1R 5M3

Citizen Committee on Children
PO Box 4041
Station E
OTTAWA ON
K1S 5B1

Community Day Care Committee
Social Planning Council
of Metro Toronto
55 York Street
TORONTO ON
M5J 1R7

Day Care Advisory Board
Ajax-Pickering Social Planning Council
138 Commercial Avenue
AJAX ON
L1S 2H5

Day Care Advisory Committee
City Hall-Ottawa
111 Sussex Drive
OTTAWA ON
K1N 5A1

Day Care Project
Community Services
Mountain Family YMCA
500 Upper Wellington Street
HAMILTON ON
L9A 3P5

Family Care Workers of Ontario
63 Evelyn Avenue
OTTAWA ON
K1S 0C6

Family Day Care
Sheridan College
Trafalgar Road
OAKVILLE ON
L6H 2L1

Family Day Care Services
380 Sherbourne Street
TORONTO ON
M4X 1K2

Gloucester Family Day Care Association
PO Box 8333
OTTAWA ON
K1G 3V5

Oakville Social Planning Day Care
Committee-Chairman
PO Box 163
OAKVILLE ON
L6J 5A1

Ontario Coalition for Better Day Care
1260 Bay Street
TORONTO, ON

Ottawa-Carleton Day Care Association
Box 4306
Station E
OTTAWA ON
K1S 5B3

Parent Cooperative Preschools
International
PO Box 5365
Station F
OTTAWA ON
K2C 3J1

UCS Day Care Committee
Little Red School House
73 Main Street
LAMBETH ON
N0L 1S0

Alberta/Alberta

Alberta Association of Young Children
Attn: E. Haffenden
Social Services Dept.
City of Calgary
PO Box 2100
CALGARY AB
T2B 2M5

Calgary Community Day Care Council
Mrs. C. Clark, President
1112 - 19 Avenue NW
CALGARY AB
T2M 0Z9

Camrose Children's Day Care Society
4823 - 52A Street
CAMROSE AB
T4V 1W5

Coalition for Improved Day Care
c/o Edmonton Social Planning Council
10006 - 107th Street
EDMONTON AB
T5J 1J3

Edmonton Day Care Council
Executive Secretary
35 Keegano
EDMONTON AB
T6K 0R3

Kids After School Association
32 Tamarac Crescent SW
CALGARY AB
T3C 3B6

Linndale Playschool Association
BERRYMOOR AB
T0C 0K0

Red Deer Day Care Society
5515 — 43rd Street
RED DEER AB
T4N 1E1

Manitoba/Manitoba

Association for Childhood
Education — International
Faculty of Education — University of
Manitoba
WINNIPEG MB
R3T 2N2

Early Childhood Education Council
c/o Celine McMahon
687 Elm Street
WINNIPEG MB
R3M 3N8

Families Together — Family Day
Care Users & Providers
264 Edmonton Street
WINNIPEG MB
R3C 1R9

Manitoba Child Care Association
141 Ethelbut Street
WINNIPEG MB
R3G 1V5

West End Resource Centre
796 Banning Street
WINNIPEG MB
R3E 2H9

Saskatchewan/Saskatchewan

Action Child Care
c/o 515 - 9th Street East
SASKATOON SK

Early Childhood Education Council
18 Rosewood Place
REGINA SK
S4S 5N5

Neighbourhood Day Care Society
c/o Harriett Kaplan
Psychological Services
University Hospital
SASKATOON SK
S7N 0W8

Southern Saskatchewan Day
Care Centre Association
15 Krivel Crescent
REGINA SK
S4R 5C6

Spadina Child Care Co-op
Association
838 Spadina Crescent East
SASKATOON SK
S7K 3H4

Women for Child Care Action
437 - 5th Avenue N
SASKATOON SK
S7K 2P8

British Columbia/Colombie Britannique

Ad Hoc Committee on Day Care
3949 W - 37th Avenue
VANCOUVER BC
V6N 2W4

Association of Day Care Parents
45 West - 8th Avenue
VANCOUVER BC
V5Y 1M9

BC Preschool Teachers' Association
349 Park Avenue
KELOWNA BC
V1Y 5P9

Child Care Federation
1726 West - 7th Avenue
VANCOUVER BC
V6S 1S6

Comox Valley Day Care Society
PO Box 3366
COURTENAY BC
V9N 5N5

Family Day Care Services
2420 Montrose Street
ABBOTSFORD BC
V2S 3S9

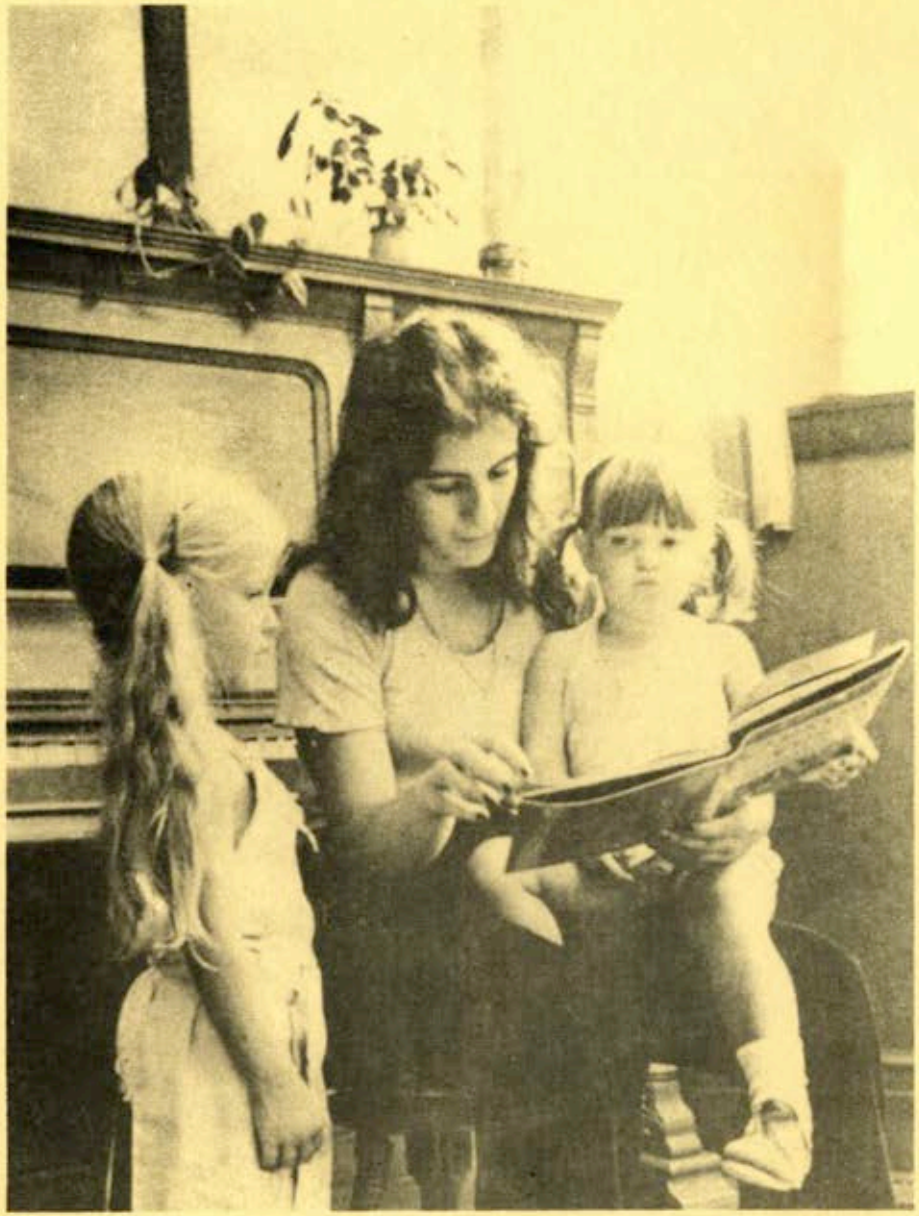
Nelson District Child Care Society
PO Box 383
NELSON BC
V1L 5R2

Nelson Family Day Care Society
385 Baker Street
NELSON BC
V1L 4H6

Prince George Day Care Society
PO Box 226
PRINCE GEORGE BC
V2L 4S1

University Day Care Council
2727 Acadia Road
VANCOUVER BC
V6T 1S1

Yukon/Yukon

Day Care Upgrade
503 Cook Street
WHITEHORSE YK
Y1A 2R3

Yukon Child Care
Association - YMCA
4051 - 4th Avenue
WHITEHORSE YK
Y1A 1H1