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13 A3

January 15, 1974

POSITION PAPER

SUBJECT:

Social Affairs

ISSUE:

Day Care for Working Mothers

NO. 13 A3

EMPLOYMENT DEVELOPMENT DEPARTMENT

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THE THEORETICAL POSITIONS

THE THEORETICAL POSITIONS

1. There is a nationwide need for day care programs for working mothers which has reached the critical stages.
2. There is a tremendous need for expansion of developmental day care services.
3. The availability of day care programs for working mothers is not sufficient to meet the day care needs of this nation.
4. The lack of day care facilities have led to demands for increased funding, greater coordination between levels of government, and subsidization of private centers.

STATEMENT OF FACTS

The highlights of a nationwide study conducted by the National Council of Jewish Women in 1970 and completed in 1972, supports the need for early childhood training and social development programs for working mothers. Some results of the study showed that:

- Six million children under six have working mothers, with about one million of these in poverty and another million close to the poverty line.
- Most of the poverty and near poverty children would be on welfare if mothers were not working.
- Only a small percentage of children of working mothers benefit from developmental child care and there is a tremendous need for expansion of developmental day care services.
- There is a national day care crisis and even a ten-fold increase would not meet the need.

The following statistical data supporting the need for day care programs comes from several sources identified below.

1. In 1969, California had 1,069,438 working mothers with one or more children under 18 years. Approximately 400,000 of these working mothers have one or more children under six years of age.

On the national level (since the period preceeding World War II) the number of women working in this country has more than doubled, but the number of working mothers has increased eight-fold. About four out of every ten mothers with children under 18 years were in the labor force in March 1969, as compared with three out of ten in 1960 and less than one out of ten in 1940. In 1969 there were 29.9 million women working, 4.2 million (14%) had one or more children under six and 2.1 million working women (7%) had children under three years.

2. Projections for 1985 indicate that 6.6 million mothers aged 20 to 44 with children under age five will be in the labor force. This will represent a 32 percent increase between 1975 and 1985.
3. Three out of every five welfare mothers in 1967 had a child under six. Another 28 percent had no child under six, but one under 13. Only 12 percent had no child under 13. This means that 60 percent of welfare mothers probably need full-time, year around day care, another 28 percent need care in the afternoons during the school year and all day during the summer.

Statistics released by the Department of Health, Education and Welfare show that in 1970 there were about 8,400 licensed day care centers under private profit making auspices in the United States with an enrollment capacity for 293,000 children. It is estimated that several million children need day care services.

The following estimate of day care service costs was extracted from testimony by officials of the U.S. Department of HEW before the House Ways and Means Committee.^{11/}

Estimated Costs Per Child Per Year

	<u>Minimum Program</u>	<u>Acceptable Program</u>	<u>Desirable</u>
Hours Day Care (Generally for 3-5 year olds)	1,245	1,862	2,320
Foster Day Care (Generally for Children under 3)	1,423	2,032	2,372
Before and after School and minimum care (Ages 6-13)	310	653	643

INTRODUCTION

Child care for working mothers is a problem that only now is receiving a great deal of attention. Although the problems associated with child care have been identified and studied since the 30's, it is only with the recent large influx of women in the labor force and the explosive expansion of the welfare rolls that the vital nature of this issue has been realized.

This paper will attempt to define the various types of child care, review the history of the program, explain the current situation, and make recommendations on the improvement of government efforts in the area of child care.

LEGISLATIVE HISTORY

As congressional committees began to study the issue of day care they discovered problems far more complex and politically explosive than anticipated. It became increasingly clear that the cost of satisfying the demand for quality child care was going to be much higher than legislative proposals visualized.

Little was done in the area of day care until the depression years. During that time the Work Administration Program was established in recognition that day care programs were needed to provide services to poor children. This essentially, was the beginning of Federal support for day care programs.

In 1942, the Lanham Act provided Federal funds to the states to establish and expand day care centers in defense industry areas. In California, this led to the establishment of Children's Centers and even when Federal support terminated in 1945, the Children's Centers program continued on a yearly basis and eventually became a permanent state supported program.

A major advance in Federal child welfare legislation was made by the 1962 Social Security Act amendments which authorized states to expand child care services through purchase from public agencies. From 1964 to 1966 authority for additional child care funds was provided under the Economic Opportunity Act of 1964, the Elementary and Secondary Education Act of 1965, and the Demonstration Cities and Metropolitan Development Act of 1966.

Under the 1967 amendments to the Social Security Act, states received Federal funds for child care programs to help welfare families move from dependency to economic self-sufficiency. Child care services are provided under two categorical aid programs which are: The Aid to Families with Dependent Children (AFDC) Program - authorized by Title IV-A, which includes child care services under the Work Incentive (WIN) Program and The Child Welfare Services Program - authorized by Title IV-B.^{6/}

As mentioned previously, California's commitment to child care took shape with the establishment of Children's Centers. In 1965, the Legislature created the State Preschool Program to be administered by the Department of Social Welfare. The Department of Social Welfare, however, was instructed to work with the Department of Education inasmuch as this new program was similar to the educational Children's Center Program administered by the Department of Education, and aimed at the same target group of low income families.

A Memorandum of Understanding between the State Department of Social Welfare (SDSW) and Office of Economic Opportunity (OEO) for preschool day care programs for migrant farm labor children took place in mid-1968. Later that same year, Legislation was passed authorizing the State Department of Social Welfare and State Department of Education to contract for child care in order to obtain Federal funds as provided under the 1967 Social Security Act amendments.

In 1970, AB 750 mandated the State Department of Social Welfare to enter into a contract with the Department of Education to provide for a statewide system of preschool, children's centers and day care programs of educational value, to be established by only eligible local public or private agencies which submits an application therefor. (Chapter 1619, Statute of 1970).

Effective October, 1971, Senate Bill 796 appropriated three million dollars in State funds for allocation to counties on a federal/state/county matching basis to provide child care services under specific conditions. Counties were notified of their allocations, given guidelines, and asked to submit proposals for child care agencies.

Growth in day care programs and needs, conflicts between agencies as to best child care arrangements and overall philosophical differences on the direction child care should take brought about the passing of Assembly Bill 99 (AB 99). This bill created the Office of Educational Liaison and appropriated \$3,000,000 for expenditure for child development programs. At present a waiver is being sought by the Department of Education to become the single state agency for child development services in

California. The intent of AB 99 is to provide an integrated child care program under the auspices of one roof, geared to meet the challenge of early childhood training and social development programs for working mothers.

A decade ago the Federal government hardly provided any funds for child care programs. However, in recent years the Federal government's commitment increased to such a degree that:

"In fiscal year 1971, the total estimated Federal expenditure on child care was in excess of \$680 million. Of this sum approximately \$40 million was spent in the Work Incentive Program under Title IV-A of the Social Security Act; \$205 million in non-WIN Title IV-A programs related to employment program under Title I of the Economic Opportunities Act; \$1.4 million in the migrant seasonal farm workers program under Title III-B of the Economic Opportunities Act; and \$1.9 million under Title IV-B of the Social Security Act. This represents an estimated total Federal expenditure of \$255.8 million for child care programs, designed to enable parents to accept employment. In addition to the Head Start Program, which is not specifically designed to enable parents to accept work, spent \$360 million in fiscal year 1971; and \$75 million was spent in Title IV-A programs not related to employment availability. All of these programs add up to a total of some \$700 million.^{6/}"

VARIATIONS IN CHILD CARE

As the various Federal and State programs for child care progressed, three distinct types of child care evolved: (1) Comprehensive, (2) Custodial, and (3) Developmental.

Comprehensive day care offers the widest possible range of educational, health, and counseling services to children. Such programs are very expensive and only available to a relatively small number of families.

Custodial day care provides for only the supervision and physical safety of children whose mothers are at work. There are no planned activities in this type of day care

program and no attempt is made to improve the children either physically or mentally.

Developmental day care combines some aspects of both comprehensive and custodial type programs and provides a child with many opportunities for physical, social, and intellectual development. Under the supervision of trained workers, each child takes part in planned educational and recreational activities. He receives nutritious meals and medical and dental examinations. However, developmental day care, while less expensive than comprehensive care, is still too expensive for all but a small fraction of the female labor force to finance without some form of subsidy.

CURRENT AVAILABILITY OF DAY CARE FOR WORKING MOTHERS

Day care facilities currently are run by a variety of sponsors which include private for profit groups, unions, churches, and other non-profit community or governmental organizations. For purposes of this paper emphasis is placed on proprietary centers (private/profit) and public operated centers (non-profit).

Eleven day care centers operated by industries for their employees and ninety-eight hospitals operating day care centers for their health personnel are discussed in the Women's Bureau Bulletin entitled Day Care Services: Industry's Involvement.^{14/}

There is a growing trend away from direct corporate involvement in private subsidized child care centers towards a joint corporate/community effort. The corporate/community day care program differs from other direct corporate projects in four principal ways.

- o It serves children from the local communities and not just children of corporate employees.
- o It operates under independent local control as opposed to company direction.
- o It is financed through multiple funding sources.
- o It provides greater flexibility for the company since child care services are purchased only as needed.

Three corporate/^{9/}community projects (1) KLH, (2) Avco, and (3) Control Data are in existence today. These projects are funded primarily by grants from the Department of Health, Education and Welfare (Title IV-A funds).

Federal employees have already demanded and received publicly subsidized child care centers in Health, Education and Welfare, Office of Education, Office of Economic Opportunity, and Department of Labor. These programs are funded through experimental and demonstration grants.

According to recent estimates by Health, Education, and Welfare the total capacity of licensed day care centers and family day care homes in 1971 was about 780,000. In the same year it was estimated that several million children needed day care programs.

There are many problems related to establishing a day care program which partially explains the lack of sufficient centers currently. Some of the problems that have effectively delayed the growth of day care facilities are listed below:

1. Regulations and Licensing

Federal, State, and local regulations and licensing requirements have been developed to insure that safe quality care is provided. Many of these requirements are stringent and discourage attempts to operate day care programs for working mothers. Lengthy delays can be encountered during the licensing process. "Average delays include 65 days for fire inspection, 35 days for sanitation, 35 days for health, and 50 days for zoning." Increased costs as a result of licensing has also discouraged the opening of child care centers. "For example, child care authorities may refuse a license to operate until minimum child/^{6/}staff ratios and teacher training requirements are met." The Federal Interagency Day Care Requirements, the State licensing requirements under the auspices of the State Department of Social Welfare, and local and county involvement in this area tends to confuse many would-be child care center operators.

2. Location

Day care facilities should be located to meet the needs of those who intend to use it. This is often difficult to ascertain. A location may not be suitable to a working mother unless it is in the community where she lives. Another mother may want day care facilities near her work. Past studies indicate that many facilities are located in middle class neighborhoods and as a result child care problems in low income groups remain. For this reason known vacancies in existing facilities are often misleading.

3. Costs

The costs involved in starting up a day care facility is a major detriment to the establishment of child care centers. Once a center is established, the high operating costs and low profit potential present other problems. Funding sources that provide capital outlay to cover start-up costs are not available and sources to cover operating costs require matching funds. As an example of costs for a hypothetical day nursery for 30 children, the start-up costs would range from \$50,000 to \$65,000, and the operating ratio (total expenses) would range from 80 percent to 90 percent of gross income (assessing \$28,800, to \$45,000 income per year). Another factor which adds indirectly to the already extensive start-up costs is that the low income areas in which the child care needs are greatest are most often the least desirable areas in which to seek potential child care sitters.

CURRENT NEED OF DAY CARE PROGRAMS

In contrast to what is available, the need for day care far exceeds the 780,000 slots. Latest estimates place the need for child care for currently working mothers at six million. In addition, there are an estimated two and one-half million children who live in poverty and whose mothers are unemployed.

A recent study conducted by the National Council of Jewish Women reveals that one million children whose mothers are employed are in poverty and another million are

living close to the poverty line. Most of these two million children would be on welfare if their mothers were not working^{7/}.

Thus, the need for more developmental day care programs is essential and increasing at a critical rate. Projections for the 1970's suggest this growth will continue and the demand for day care will increase even if dramatic improvements are made in the existing system.

Women with young children will enter the labor force in increasing numbers during the next decade. According to the Women's Bureau some of the factors contributing to this increased need for day programs are:

"a growing number of children aged five and younger; the accelerating trend in employment of mothers; increased emphasis on providing child care services for welfare mothers who desire to work; widespread awareness that a child's early years are of crucial importance to his future."^{15/}

Many welfare mothers who might have moved toward economic independence have been unable to do so because of the lack of adequate child care arrangements for their children. Statistics provided by the Department of Health, Education, and Welfare show that significant numbers of mothers have been deterred from participating in manpower programs, specifically the Work Incentive Program (WIN), solely because of the lack of child care. Another study by the Department of Health, Education, and Welfare stated that as the welfare caseload grew larger and larger between 1961 and 1968, recipients were more and more women who had stronger educational and occupational backgrounds and in effect, high employment potential. However, the study also reports that over 80 percent of the women could not accept employment because they had children under eight at home, and more than 50 percent lacked child care facilities.

According to the above statistics an increase in day care facilities would help welfare mothers enter employment. Although it is not clear just how much savings

would be generated, a substantial savings would obviously occur.

WHAT CAN BE DONE

The fact that day care facilities are relatively rare and costly has led to demands for further government outlays, not only to support more facilities but also to subsidize part of the costs to enable more working mothers to provide their children decent facilities. Of particular concern are working mothers who are heads of families and who raise their children alone, mothers on welfare, and other low-income mothers. Decent day care facilities are beyond their reach if they are not subsidized by the government, employers and private organizations.^{8/}

Public subsidization of private day care centers as opposed to publicly operated centers has been proposed as an alternative towards meeting the future needs of child care programs. However, before considering this proposal, a commitment to provide sufficient funding for day care needs is essential. Once this commitment is made, the approach used to meet this need can be explored.

A. Increased Government Funding

A study by the National Council of Jewish Women recommends Federal appropriation of at least \$2 billion annually. This \$2 billion yearly authorization for child care represents "less than one-fifth of one percent of the value of our total output of goods and services. This would be equivalent to less than a fifth of what is spent for tobacco and less than one-eighth of what is spent for alcoholic beverages."^{7/} While \$2 billion dollars annually may be unfeasible at the present time to fund child care, it is clear that only substantially increased child care appropriations will allow significant numbers of welfare mothers to find employment and leave welfare.

B. Governmental Coordination

The roles that various agencies play in the coordination and administration of funds for day care programs must be identified and clarified if child care programs are to function as they should.

A report to Congress by the Comptroller General of the United States in June 1973 concludes that Federal and local coordination of day care programs is ineffective and that such lack of coordination duplicates administrative costs and clusters child care resources in certain areas while other areas need but are not receiving services. This supports the position that the administration of day care programs at the Federal, State, and local levels needs to be clarified and coordinated.

A clearinghouse to serve as a single central point for information on the sources of funds and the procedures that local groups and agencies might follow in applying for them, would help alleviate this situation.

C. Subsidization of Private Day Care Centers

There is no one solution towards meeting the greatly expanded need of day care programs for working mothers. However, it is clear that Industry can serve a vital role in presenting the need for day care facilities to members of the community and as catalysts in establishing them.

At the request of Governor Ronald Reagan, the State Social Welfare Board conducted a study and published its findings in July 1969. This document entitled Report on Child Welfare Services in California, First Report covered the area of day care services and became the forerunner of a later publication called Child Care: A Challenge for Industry. This final report by the State Local Welfare Board focuses on child care involving industry and attempts to stimulate the interest of industry in problems related to day care programs. An important finding of this study is that child care problems play a significant contributing factor in the absenteeism and turnover of working mothers in the labor force. The study further indicates several ways that industry could participate in meeting the child care challenge.

Direct establishment and operation of day care programs is one way that industry can contribute towards solving the day care problem. Some industries may prefer a more indirect involvement by contracting with outside facilities in local communities to

provide the necessary day care services. Other possibilities of indirect involvement would be the hiring of child care specialists and the donating of technical skills in management, legal and accounting systems. In any event, there is evidence that when companies operate child care centers for their employees, they attract steady and dependable workers, reduce absenteeism and labor turnover and even increase production.^{10/}

The Revenue Act of 1971 liberalized child care deductions for individuals and business. The use of tax allowances and exemptions for private day care centers provides many advantages. For example, an employer sponsored day care facility which met certain standards has been ruled by the Internal Revenue Service (IRS) to be entitled to exemption from Federal Income Taxation under Section 501(c)(3). The objectives, from a tax point of view, in planning on employer supported day care programs are full and immediate deduction by the employer of his payments for both capital expenses and operating costs.^{6/}

Organizations which meet certain tests of public support such as government funding could be eligible for substantial tax exemptions. An employer supported day care center is automatically treated as public supported if one-third of its support comes from public or governmental sources.

RECOMMENDATIONS

Union, Government, and consumer representatives have urged private enterprise to play a more active part in the provision of day care for children of working mothers. Some argue employers will save money by reducing turnover, absenteeism, and tardiness. Also the companies ability to recruit qualified employees would be improved. Others maintain employers should contribute to social programs designed to serve their community. Unions argue that adequate child care should be a part of a company's fringe benefit program.

Considering the various incentives used to encourage private enterprise to develop

and provide day care arrangements for working mothers, one has to wonder why employers currently play an insignificant role in this area.

Evidently empirical evidence supporting these incentives is scarce and many of the arguments are subject to considerable uncertainty and frequently only reflect personal judgments based on limited statistical data.

Therefore, a demonstration project is recommended to test private enterprises' approach to child care from the standpoint of cost benefits. The objective of this project should be to obtain solid and concrete statistical data supporting or negating the above incentives.

It is further recommended that an experimental study on the public subsidization of private day care centers be conducted to answer the following questions:

1. Will public subsidization of private day care centers provide greater cost benefits than would be derived from public operated centers?
2. What benefits does public subsidization of private centers offer to employers and working mothers over public operated centers?

The study should have an experimental group consisting of working mothers whose children attend a public subsidized private center and a control group consisting of working mothers in public operated centers.

QUOTATIONS

QUOTATIONS

"Despite the continuing and almost exclusive reliance upon home and mother to take care of children prior to entering school, the number of working mothers continues to grow; the increasing millions of families with working mothers are likely to demand that society provide day care for their children."

Sar A. Levitan
Human Resources and Labor Markets, Pg. 574

"Employer-subsidized child care has been proposed as one solution to the increasing demand for day care in America. The number of working mothers with young children has increased significantly in recent years. Simultaneously, the decline of the extended family and the slow growth in group care facilities has increased the strain on available child care arrangements."

Donald G. Ogilvie
Employer Subsidized Child Care, Pg. 7
(A report by the Inner City Fund prepared
for Department of Health, Education and
Welfare)

"A large proportion of mothers receiving welfare assistancesaid they had searched to no avail for free or low cost care for their children in order to be able to look for work."

Mary D. Keyserling
National Council of Jewish Women, Pg. 7

"There is a need for leadership and guidance in obtaining an accurate assessment of present and future needs of California children, particularly children from disadvantaged families. It is also important that we ascertain the extent and availability of services now being provided. Furthermore, a serious exploration of the feasibility of wider use of voluntary services in private and public welfare activities for children is long overdue."

Governor Ronald Reagan
Report on Child Welfare Services in
California. First Report, Pg. 1

"The Office of Child Development has always sought developmental day care for children. We have said that a child needs more than just a safe sandbox to play in or a TV set to look at."

Edward Zigler, Director
Office of Child Development
Focus on Day Care article,
Children Today publication
January 1972

"Ultimately there should be subsidies to good private programs, such as the KIH day care center in Cambridge, Mass.; it is particularly likely that labor unions and big institutions like hospitals will expand day care for their employees if some sort of subsidies are available."

Joseph Featherstone
The New Republic 1970, Pg. 16

"The only way our child development needs can possibly be met is through mutual Federal, State, and local public and private efforts."

Honorable Oral Hansen
United States Representative, Idaho, Republican
Congressional Digest, Pg. 158

"The ... bill requires that ... programs must be developmental ... and not simply
custodial in nature."

Honorable Walter F. Mondale
U.S. Senator, Minnesota, Democrat
Congressional Digest, Pg. 144

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DAY CARE FOR WORKING MOTHERS

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Office of Educational Liaison
 Health and Welfare Agency
 January 8, 1974

DAY CARE FOR WORKING MOTHERS

Emphasis:

1. Emphasize early childhood training and social development for working mothers.

Years birth to about three are crucial in the intellectual, physical, and psychological development of children.

Such an emphasis will aid in producing socially competent human beings.

Disadvantaged children will have an opportunity for mental, physical, and emotional development they would not normally have.

Many working mothers are economically deprived and cannot arrange for adequate care themselves.

2. Public subsidization of private centers.

Will give the parents a large variety of child care in which to enroll their children.

Will reinforce the market situation in child care by giving the parents purchasing power.

Private industry can evolve according to the needs of children and parents.

FACTS

Children

"In 1970, nearly half of the three and four-year-olds from families with incomes over \$10,000 in 1969 were enrolled in some sort of pre-school program (compared with 23 percent from families with incomes under \$3,000)." "Child Care" in Setting National Priorities, The 1973 Budget, P. 259.

<u>Income</u>	<u>Total</u>	<u>Amount Paid Per Year</u>		
		<u>Under \$250</u>	<u>\$250-450</u>	<u>Over \$500</u>
Under \$3,000	100	47.2	28.1	24.7
\$3,000-5,999	100	26.0	43.2	30.7
\$6,000-9,999	100	20.9	46.1	33.0
\$10,000 and over	100	17.1	30.0	52.9

(Setting National Priorities The 1973 Budget, P. 262)

Only 10.5 percent of children under 6 of working mothers receive day care center care.

5.0 percent of children under 6 of working mothers receive no special care. (Editorial Research Reports, 1972, Volume 1, Number 22, June 14, P. 443)

Survey

6 million of the children of working mothers are under 6. P. 260, Setting National Priorities.

Only 10 percent of the preschoolers are in centers. P. 262, Setting National Priorities.

"Today the nation is on the edge of another major day care expansion. In 1938 approximately 300,000 children were in licensed programs; in 1945 there were almost a million, At the present time approximately 640,000 children are using licensed day care facilities, but estimates of the number currently needing care have ranged from 2 to 4.5 million." Day Care in Context, Fein and Clarke-Stewart, P. 11.

Only 14.5 percent of children under 6 of AFDC mothers are in care centers Setting National Priorities, P. 268.

5½ million families in America are headed by mothers. Inequality in Education, Number 13, December 1972, P. 33.

Trends:

Work Mothers - Participation Rates

<u>Year</u>	<u>All Mothers</u>	<u>Mothers of 6-17 °</u>	<u>Mothers of Under 6</u>
1940	9	n/a	n/a
1950	22	33	14
1960	30	43	20
1970	42	52	32

Setting National Priorities, P. 256

FACTS (Continued)

"...in a March 1970 survey, 44 percent of all wives with preschool children and 58 percent of those with school age children reported that they had worked during the previous year. Comparable figures for black wives were 63 percent for those with children under six and 73 percent for those with school age children." Setting National Priorities, P. 257.

Chances are higher for a mother to work if 1) she has more education, 2) lives in a city, 3) has a small number of children, and 4) believes her family needs the money, Setting National Priorities, P. 257-8.

Mothers

"If the proportion of mothers in the labor force increases at the same rate in the 1970's as in the 1960's, one would expect that about 59 percent of all mothers will be in the labor force by 1980 -- 51 percent of those with preschool children, and 63 percent of those with school age children..." Setting National Priorities, P. 260.

"Without mothers' earnings, 7 percent of these families would live in abject poverty, having to make do with less than \$3,000 a year."

"Without mothers earnings, an additional 33 percent of the families would have had incomes between \$7,000 and \$10,000 a year."

Combining these income brackets, without mothers' earnings, about three quarters of these families would have had income of less than \$10,000 a year."

Windows on Day Care, M.D. Keyserling, P. 11, a survey.

DISCUSSION

Need for Day Care Among Working Mothers

Children of working mothers are the largest group in need of developmental day care. There are over 12 million working mothers in this country, about one-third of whom have children of preschool age in need of care.¹

Unquestionably, the most compelling reason for mothers to work is economic - to provide for the total or partial support of their families. There are a number of other factors contributing to the increase in mothers of young children in the labor force. The Brookings Institution sets out seven reasons for the increase in working mothers in recent years:²

1. The birth rate has been declining in recent years, resulting in fewer children to take care of, less house work to perform, and more disposable income to pay for child care.
2. Technology in the home has made it far less necessary for the mother to stay at home. She has greater incentives to seek employment and the economic means to pay for child care.
3. Technology is changing outside the home, reducing the need for physical strength in industry, and opening new jobs for women.
4. The educational level of women is higher, making wages and job experiences more enticing than in the past.
5. Attitudes toward the woman's place in society is changing rapidly, resulting in more women pursuing careers of their own.
6. Attitudes about the early social and educational development of children have changed. Now, most preschool children of middle income families are enrolled in formal preschool or nursery school programs.

As a result of these factors, twenty-six million children had mothers who worked in 1971. Of these 6 million were under 6 years old.

Present Day Care Situation

The present day care situation for working mothers appears to be a

¹Mary Keyserling, Windows on Day Care, P. 11.

²Setting National Priorities, The 1973 Budget, P. 258-260.

DISCUSSION (Continued)

patchwork of programs and nonprograms resulting in mothers going wherever they can to get care. A Women's Bureau - Children's Bureau survey revealed that:

- nearly 30% of the children were cared for in their own home by their fathers. Professional in-home care was not available, or not affordable.
- 18,000 kids were left at home to fend for themselves, with no one to provide even minimal care or supervision.
- 2 million children were cared for in homes other than their own such as neighbors, relatives, or others who operate day care homes.³

The problem is compounded by the fact that the mothers are not satisfied with the arrangements they have. The Westinghouse survey determined that more than 350,000 working mothers in families with incomes of less than \$8,000 are very dissatisfied with present child care arrangements. Moreover, the survey found that another 750,000 mothers expressed concern for the lack of available day care, and stated that it was an obstacle to present or potential employment.⁴

Further Mary Keyserling points out the dire need for more and better day care. Three points demonstrate that the apparent increase in day care facilities in the last few years has been largely illusory. First, many of the licensed homes included in 'official' statistics in 1970 were in existence previously, but merely unlicensed. Second, the enrollment capacity of homes did increase by about 400,000 places from 1965 to 1970, but the number of children under 6 with working mothers increased by over 1 million. And, finally, many of the facilities started were subsidized by the Head Start program which is only partial day care and restricted to very low income families.⁵ Thus, the demand for day care for working mothers is extensive, but the supply of facilities and personnel to provide adequate quality care is insufficient.

³Keyserling, op.cit., P. 12-15.

⁴Mary Costello, "Child Care", Editorial Research Reports, Volume 1, Number 22, P. 455.

⁵Keyserling, op.cit., P. 14-15.

Discussion (Continued)

What is Good Child Care?

Many attempts have been made to define "good child care". One basis for good child care is to determine what mothers are seeking. Current trends show that mothers are interested in child development services, particularly in the form of preschool education. For example, as Florence Ruderman points out in Child Care and Working Mothers:

"What mothers want for their children--especially very young children--is responsible, affectionate, attentive care. They are attracted by the prospect of skilled, enriching care on a professional, supervised, dependable basis."⁶

The advantages of this type of care have been demonstrated through various research studies and the experience of Federal Head Start programs.

First, researchers have found that day care which includes early childhood education and child development is valuable since intervening in a child's intellectual growth as early as the 10th or 18th month is critical. This is the period when cognitive growth is most crucial and rapid and which may set a pattern for learning in future years.⁷

Jerome Kagan, an expert in the field of child development, points out that a variety of symbolic actions, gestures and communications will transmit values to the young child upon which he can base his social interactions. In other words, the preschool age child needs certain models upon which to build his confidence and competence for social actions.⁸

The practical efforts of early intervention in the child's cognitive growth are shown by the Head Start program, particularly as it relates to disadvantaged children. Results show that IQ's are significantly raised, sometimes as much as 25 percent. However, these gains often tend to fade upon entry into formal schooling. As the program relates to the disadvantaged youth, it helps to "close the cognitive gap" between low-income and middle class children during the preschool years.⁹

⁶Keyserling, op. cit. P. 14-15.

⁷Florence Ruserman, Child Care and Working Mothers, P. 354.

⁸Mary Hoover, Home Study Course in Day Care, P. 15.

⁹Jerome Kagan, "Psychological Requirements in Human Development" unpublished paper.

Discussion (Continued)

This child development approach can be joined to supplementary services which will aid the child in his dealings between the home and the day care center. These supplementary services should be directed so as not to weaken any aspects of home and family, but rather toward the best interests of the family. Services which can be included are: nutrition, family health, family planning, job counseling, and transportation. These types of service will make the child care program more comprehensive and assist in providing a more stable home life for the total family.

Among the many advantages of this comprehensive approach are: improved physical and mental health through early screening and diagnosis, an appreciably higher level of socialization, stimulation of general intellectual development, early exposure of children to the education continuum.¹⁰

Private Centers as an Expanding Source for Day Care

Private centers can be explored as a new source for meeting the great demand for day care. The key feature of utilizing private centers, which will be tied to a market model, are: 1) consumers (families) will be allowed to select from a variety of goods and services, provided their incomes are adequate to afford it: 2) the centers will be able to adjust to surpluses or shortages in demand through simple market economics; 3) resources will tend to flow to productive high profit activities, and out of low profit nonproducing activities.¹¹

One of the primary advantages of using private centers is the diversity and flexibility they allow. Significant new developments are now taking place in the field of child care, with the base of knowledge on its components and practices advancing rapidly. The flexibility of private centers within a market model will allow it to pick up this knowledge as it becomes popular. The outmoded delivery systems in the market model will then fall to the side.

¹⁰H. G. Shane, "The Domino Effect of Early Childhood Education on the Elementary School", P. 35.

¹¹Alternative Federal Day Care Strategies for the 1970's, P. 12.

Discussion (Continued)

One problem with the market model for day care is that parents' incomes are not enough to meet prices. This in turn causes the proprietor to not have enough money to pay for trained staff, resulting in the best care not being given.¹² The market model appears to neglect income distribution. The amount and quality of day care that low income families can purchase does not meet their needs or desires. The objectives then, should be to increase the amount of child care obtainable by a low income market in which child care supplies its goods. In this case, some government subsidies will be required.

Subsidies for Private Day Care Centers

There are a variety of mechanisms by which the government could subsidize a system of private centers. The key to the situation is to choose a method which will allow parents to have at least some choice in the type of care. Alternatives could be:

1. Income disregards for day care services. This would include deductions from gross income before computing needs for income support and related programs.
2. Vendor payments for day care services. This is direct payments to providers of day care services for those children who qualify for assistance.
3. Vouchers for day care services. This is a play of giving the parents the choice through use of stamps or another device. The provider, upon receiving these from the parents, would then turn these in for reimbursement.
4. Increased tax deductions for day care. A plan of this type would provide incentive through tax deduction.- Deducting from their taxable income the amount paid for day care.

¹²Keyserling, Windows on Day Care, P. 69-70

Discussion (Continued)

5. Tax Credits for day care services. A plan of this type gives parents a straight dollar amount off of taxes payable for a dollar amount spent on day care.¹³

The use of vouchers as a system for public funding of day care appears to be most advantageous. A voucher system imposes fewest restraints on both the parents and the provider, and allows the greatest freedom of choice and ease of purchase. Nor is the voucher system as regressive as any of the tax-linked proposals, particularly as they relate to the low income families with which we are dealing.

Other factors which weigh in favor of a voucher system for day care services are:

1. No perfect day care system exists. Little is known about what types of services are needed and what may truly be best for an individual child.
2. Parents' preferences are diverse and not well known. Only the parent should decide what is best for his/her child.
3. The majority of mothers who now work generally pay for day care. Both these mothers and the providers would benefit from this additional purchasing power.¹⁴

Finally, the voucher system will cause the smallest amount of governmental interference in the development of a day care delivery system in the private sector.

Conclusion

It is hoped that by combining government resources, reasonable parent fees, and existing and new private day care centers into a voucher system, children will benefit and the child care field will advance due to new sources of funds and fewer constraints. A further advantage of a voucher structure for child care is that government operated programs can be

¹³ Alternative Federal Day Care Strategies for the 1970's, P. 16.

¹⁴ op. cit., P. 20-1.

Discussion (Continued)

included within its scope. This may cause bureaucratically over-rated public programs to seek more sufficient and productive methods of operating so that they may compete effectively with privately run programs.

Quotations

"Just as acceptance of the working mother in our society is hindered by discussions that see her only as a present or potential welfare client, so the development of widely available, high quality child care services is handicapped by social work's failure to relate day care to the normal families." p. 339-40, Ruderman, Child Care and the Working Mother.

"The challenge of day care is vital to us all. Our children are our future, and deserve the very best we can provide for their growth and development. Yet millions of our children today are denied the chance to realize their potentials because they lack the developmental opportunities which should be their birthright." Keyserling, p. 5, "The magnitude of Day Care Need," Inequality in Education, Number 13, December 1972.

"In all candor, I must say that the picture is in many ways the truth. We do not treat the children of this nation as well as we should. In fact, one of the forums entertained a conclusion which is unfortunately true: in our nation, too often, children come last." Edward F. Zigler, former Director of the Office of Childhood Development, from "Child Care in the 70's" in Inequality in Education, No. 13, December 1972.

"This Administration is committed to a new emphasis on child development in the first five years of life. The day care that would be part of this plan would be of a quality that will help in the development of the child and provide for its health and safety, and would break the poverty cycle for this new generation." "Reform of the Welfare System," President's Message to Congress, August 11, 1969.

"An appropriate aim for day care in the past may have been to ensure the survival of children through "custodial care". Today, however, the aim of day care must be much more than that. It must offer opportunities for the development of competence, for children and their caregivers." Greta Fein and Alison Clarke-Stewart in Day Care in Context, p. 295.

"The challenge of day care is vital to us all. Our children are our future, and deserve the very best we can provide for their growth and development. Yet millions of our children today are denied the chance to realize their potentials because they lack the developmental opportunities which should be their birthright." Mary Dublin Keyserling, "The Magnitude of Day Care Need," in Inequality in Education, December 1972.

"The role of parents must be a key part of any child development legislation enacted by Congress. So long as parents are meaningfully involved in determining the kinds of services and programs their children are enrolled in, none of the problems of centralized government control of the upbringing and indoctrination of young children need be feared." Hon-Orval Hansen, "Comprehensive Child Development A legislative Priority" in Inequality in Education, p. 35, December 1972.

"Besides that, any successful and acceptable national day care program will have to be totally voluntary and subject to majority control and supervision by the parents of the children involved. That constitutes 'Local Control' and is a key element in any effective day care arrangement." Hon. Margaret Heckler, "For Every Walk of Life" in Inequality in Education, ;. 34, December 1972.

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DAY CARE FOR WORKING MOTHERS

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Department of Social Welfare

And a woman who held a babe against
her bosom said, Speak to us of Children.

And he said:

Your children are not your children.

They are the sons and daughters of Life's
longing for itself.

They come through you but not from
you,

And though they are with you yet they
belong not to you.

You may give them your love but not
your thoughts,

For they have their own thoughts.

You may house their bodies but not
their souls,

For their souls dwell in the house of to-
morrow, which you cannot visit, not even
in your dreams.

You may strive to be like them, but seek
not to make them like you.

For life goes not backward nor tarries
with yesterday.

. . . .

Excerpt - From Kahill Gilbran's "The Prophet"

The original White House Conference for Children held in 1912 developed a document known as the Children's Charter. One of the points in the charter was that children should not be removed from their families because of financial stress. It was the practice until 1935 when the first Social Security Act was passed to place poor people's children in institutions or foster homes because of the deprivation they were suffering due to the family's poverty. The 1935 Social Security Act contained the first provision for Aid to Dependent Children so that mothers could remain at home and care for their children rather than children being placed in out-of-home care.

This brief reference is made only to point up the changing philosophy which has occurred from 1935 until the present day. The original AFDC program was based on a belief that mothers should remain at home and care for their children, and that the government should provide funds for those to do so if they did not have income of their own. In 1942 the Lenham Community Facilities Act was passed which provided funding for day care facilities for mothers who were drawn into the defense labor market during the Second World War. These were primarily child care facilities which were developed in conjunction with the school systems, and provided day care for the children prior to the beginning of school and for the hours following the end of school, during which time mothers might be employed in defense factories.

California is the one state which has continued the children's center program within its school system as a means of providing day care for working mothers. The Work Incentive Program in California, the Employables Program, and the

Community Work Experience Projects require that mothers with school aged children register for training or employment. Thus we see a very clear policy direction which is different from the direction that was contained in the first Social Security Act of 1935. In addition, mothers with preschool children may volunteer for work or training, and child care is to be available for them.

The influx of women into the labor market has been well documented. The State Social Welfare Board's Report "Child Care: A Challenge for Industry" states that on the national level, since the period immediately preceding World War II, the number of women working in this country has more than doubled, but the number of working mothers has increased almost eightfold. About 4 out of 10 mothers with children under 18 years were in the labor force in March of 1969 as compared with 3 out of 10 in 1960, and less than 1 out of 10 in 1940. In 1969 there were 29.9 million women working; 4.2 million of them have one or more children under 6 years of age and 2.1 million working women have children under 3 years. These trends are expected to continue.

The California State Advisory Commission on the Status of Women indicates that on the basis of the national pattern projections, there were 1,069,438 working mothers in California in 1969 who had one or more children under the age of 18 years. This is an increase of almost 35,000 over a similar projection in the year 1968. Again, based on projection as the national pattern, it is estimated that approximately 400,000 of these working mothers have one or more children under the age of 6.

Significant conclusion of the nationwide study conducted by the National Council of Jewish Women in 1970 with a report released in 1972 are as follows:

- Six million children under 6 years of age have working mothers with about one million of these children in poverty and another million close to the poverty line.
- Most of poverty or near poverty children would be on welfare if the mothers were not working.
- Most are cared for in own homes or homes of others and receive only custodial care while mothers work. Only a very small percentage of children of working mothers benefit from developmental child care.
- There is an acute shortage of quality day care all over America, and even a tenfold increase would not meet the national day care crisis.

Dr. D. W. Winnicott in his book "The Child, the Family, and the Outside World" has written:

"The function of the nursery school is not to be a substitute for an absent mother, but to supplement and extend the role which in the child's earliest years the mother alone plays. The nursery school is probably most correctly considered as an extension 'upwards' of the family, rather than an extension 'downwards' of the primary school. It seems desirable, therefore, before discussing in any detail the role of the nursery school and of the teacher in particular, to set down a summary of what the infant needs from the mother, and the nature of the role that the mother plays in fostering healthy psychological development in the child's earliest years. It is only in the light of the mother's role and the child's needs that a real understanding can be gained of the way in which the nursery school can continue the mother's work."

"Windows on Day Care" further states that day care should not be regarded as a "welfare" service any more than public education. Day care is a service needed and wanted by families at every income level. The report strongly recommends efforts to assure that all publicly assisted child care programs be integrated racially, ethnically, and in terms of socioeconomic groupings.

In order to understand the complex problems facing working mothers who need child care, it is necessary to differentiate between the working mother's need and the child's need as well as to note the differences between the needs of a preschool child in relation to child care, and the needs of a school age child. The working mother wants a child care plan for her youngster with which she is comfortable and secure. This is true whether the child is cared for in his own home, in a family day care home, or in a group setting. Nothing in the development at either the government level, level of industry, or the private sector level should interfere or distort the parent's right and responsibility to choose the type of care which she or he wants for the child. The community should be concerned with situations where a child is in jeopardy or in a hazardous situation, whether he is in his own home, in a day care home, or in a day care center.

The State Social Welfare Board's Report, "Child Care: A Challenge for Industry" states in part that women play a vital role in the labor force, and all indications point to further expansion, both as to opportunities for women, and as to the number of women who will become employed. The report goes on to note that it is important for management to recognize the fact that women are generally subject to different responsibilities from men, and that these responsibilities are manifested in the form of conflicting demands, pressures and concerns.

Usually these factors relate primarily to the fact that the woman is out of the home for substantial periods of time, rather than to her specific job responsibility. Absenteeism is one of the results of a variety of external pressures to which women in the labor force are subjected. The fact that women have a higher incidence of absenteeism than men is borne out by a number of studies. This particular task force survey revealed that 66 percent of the respondents estimated that women had a higher absent rate than men, and the remaining 34 percent thought that the rate was about the same. Unquestionably, one of the most significant reasons for absenteeism among the women employees is a breakdown in child care arrangements, or perhaps illness of the child with no backup plan to care for the youngster.

In the same way that the mother needs to feel secure about her child care arrangements, so too, does the child need to feel that he is safe and secure in whatever plan his parent has made during the time that he or she is away from home. Certainly the point that the child care facility is an extension of the family, not a replacement of the family responsibility, is of great impact. Perhaps it has the highest significance when we think in terms of the preschool child. When we consider the number of children of working mothers who are at or near the poverty level, it is important that we consider the need of the mother to be involved in her child's care. The parent who is at the poverty level has suffered severe deprivation herself, and in order for her to develop her ability in childrearing and in understanding the social development of her youngster, it is essential that she participate in the experience which the child is having at the child care center. This contributes to the mutuality of the experience for both the child and the mother, and enables the mother to become more knowledgeable about social expectations and child development.

The preschooler needs child care which can support his development, both emotional, physical and social, and which can influence his attitudes and feelings in these highly developmental years. A child care service should be first and foremost, the service giving skilled help to parents, including problem parents to enable them to provide a stable and happy family life for their children.

The needs of the school age child for day care prior to and after the school hours are very different from those of the preschooler. The school age youngster is in a structured situation through the educational system, and what he needs in the hours of day care is an experience which will help him develop socially and help him develop his interest and creativity as well as provide recreation from the rigors of school instruction.

Pending Senate Bill, HR 3153, Social Security Amendments of 1973, contains authority for states to operate demonstration projects making employment more attractive for welfare recipients and to operate community working training programs. In pursuing these objectives states would be permitted to waive requirements in the AFDC program related to statewideness, administration by a single state agency, the earned income disregard, registration for WIN, and to use welfare funds to pay part of the cost of public service employment. The community work training provision would restore the kind of program which was previously provided in the Social Security Act prior to the 1967 amendments. It is obvious that some of the concepts which are set forth in HR 3153, especially those in relation to work and training, are in complete agreement with the concepts which California is currently utilizing in the Employables program and in the CWEP project.

Having recognized the need for a comprehensive quality day care program, where does the responsibility for the development of resources rest? With the community? With industry? Or with all levels of government? Obviously, all have a role to play, but the definition of the role and the coordination in the development of resources is a difficult thing to achieve. Within its social services regulations, the Federal Government requires that child care be available for those former, current or potential recipients who are in employment or training. The California Statutes also require that child care be available under the various Employables programs. Therefore, at the federal and state level governments have clearly indicated a day care policy.

The means for development of comprehensive child care program is much more difficult to identify. Federal and state funds as well as local funds are available for the development of child care services for certain groups of people. However, I propose that the element of our society which should be increasingly interested in sound child care is industry. Employee unions, users of day care, various community and governmental organizations have urged that private enterprise play a more active part in the provision of day care for children of working mothers. It is fair to say that industry would benefit by reducing turnover, absenteeism and tardiness of working mothers if the child care were provided right at the place of employment. The State Social Welfare Board study proved that members of industry were interested and concerned about the problem of day care for the working mother. It would follow that a sincere effort on the part of community planning groups or the government itself to engage industry in an experimental effort to see whether or not the provision of day care at the place of employment could be beneficial to the

company, to the mother and to the child. We know that not enough resources exist. Therefore, we need to seek the development of other resources and involvement of industry in so doing seems a logical effort.

Ways should be developed for the subsidization of private day care centers by public funds. Since day care centers are required to meet licensing standards, these would be ones that could offer quality care to the children of working mothers and mothers in training.

Another aspect which needs further consideration and development is the family day care home and the development of in-home care for children. Emphasis should be given to the recruitment and development of family day care homes in neighborhoods of greatest need so that children could remain in their own immediate neighborhood and yet receive adequate care and supervision while their mothers are working. Providers of in-home care should be identified and trained, so that for those mothers who wish to have their children remain at home, there would be adequate and safe supervision available. If industry could be involved in the development of a comprehensive day care program, it might also be willing to consider sharing the cost of developing various methods of child care other than the day care center near the place of employment.

In California the Department of Education, by legislative statute, has the responsibility for developing a comprehensive child care system. That department is in the process of developing a master plan for California which would include all kinds of child care and which would protect the parent's right to choose the child care of his choice.

Standards for child care and in the form of either licensure or accreditation are a part of California's plan. As Education picks up on the overall comprehensive system it will be able to accredit family day care homes or in-home care providers, such accreditation to be based on licensing standards which are established by the legislature.

QUOTATIONS

"Day care centers should be available as a right to any woman who wants to work . . . Day care centers are essential, as all mothers are not made to be mothers. Centers should give mothers a chance to find themselves. They can then be better mothers with the time they spend with their children."

Mary Dublin Keyserling
Windows on Day Care, Pg. 39

"Local coordination is, we believe, essential to the accomplishment of many vital tasks. It is highly desirable in most communities that comprehensive surveys be conducted of local child care service needs, and of the availability and location of existing centers and homes in relation to those needs. There should be coordinated planning for facility and service expansion. Especially needed, if larger amounts of child care service funds were to become available, would be coordinated determination of where and how and for whom these funds could best be used. There are many other common purposes at the local level which can best be advanced through the coordinated efforts of all agencies involved, public and private.

"Because effective coordination of all child care programs is vital, it should be encouraged and supported. It is not enough to provide, as has been proposed in some recent child care bills, that local governmental organizations (prime sponsors) and Child Development Councils coordinate and monitor only such new programs as the legislative proposals would authorize."

Mary Dublin Keyserling
Windows on Day Care, Pg. 226

"Indeed there has never been a time when it was more necessary to find out why people hold the views they do and the methods whereby others are seeking to influence them. In order to do so, it is convenient to state straight away that all attitudes arise in one or other (or more) of the following ways and have their origin in these sources: (1) in the child-rearing experiences of the first five or six years of life from the parent-child relationship; (2) by association between individuals or the formal and informal groups met with in later life -- what these are and what they include will be dealt with later; (3) from unique and isolated experiences or similar experiences repeated throughout life."

J. A. C. Brown
Techniques and Persuasion, Pg. 39

"That United Way fund a one-year project to formulate and design a system for the coordination and development of child care services in the County of Los Angeles.

"That United Way focus attention on the areas which have been identified by the Region V Child Care Study Committee as having top priority.

"That United Way assist and work with member agencies to formulate the development and expansion of alternative child care programs in conjunction with present programs (infant care, late day, night and emergency care, family group care, etc.).

"That United Way secure the involvement of business, industry and labor in the development of child care programs to meet their needs and the needs of their employeess and volunteers.

"That United Way work closely with governmental bodies, federal, state, city and county in the establishment of policies for funding and fostering the development of adequate child care services as well as to make provision to appropriate child care services for their own employees and volunteers."

Sirel Foster, Planning Associate
Child Care Study, United Way, Inc., Pg. 30

"In his address on welfare reform, the President stated:

"The child care I propose is more than custodial. This Administration is committed to a new emphasis on child development in the first five years of life. The day care that would be part of this plan would be of a quality that will help in the development of the child and provide for his health and safety. . . ."

Ronald K. Parker, Ph.D., Project Director
Day Care, A Statement of Principles, Pg. 1
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