INTERAGENCY COOPERATION BETWEEN GROUP DAY CARE CENTRES AND A CHILD WELFARE AGENCY

BY

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Lori T. Cameron

A Thesis/Practicum submitted to the Faculty of Graduate Studies of The University of Manitoba in partial fulfillment of the requirements of the degree of

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ABSTRACT

This practicum examined how group child day care centre directors viewed their working relationship with social workers in a child welfare agency. A primary goal of the practicum was to educate child day care directors about the mandate of Winnipeg Child and Family Services and the role child day care directors can play in fostering a strong working relationship with Winnipeg Child and Family Services.

Using an open-ended questionnaire, the student conducted telephone interviews with group child day care centre directors in the North End, West End, and Inner City of Winnipeg. Following the needs assessment, the student developed a manual that answered questions the day care directors raised about the mandate of Winnipeg Child and Family Services. The student then presented the manual at the day care directors' support networking group meetings in the North End, West End, and Inner City. Suggestions for strengthening the working relationship between the two organizations were forwarded to Winnipeg Child and Family Services.

The Interactive Model of Program Planning designed by Rosemary Caffarella functioned as the basis for the practicum. The Interactive Model of Program Planning served as a guideline in developing a program to educate child day care directors on the mandate of Winnipeg Child and Family Services.

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CHAPTER ONE

INTRODUCTION

Introduction

The purpose of this practicum was to facilitate and enhance the working relationship between group day care centres and Winnipeg Child and Family Services, the organization mandated to deliver child welfare services to children and families in Winnipeg, Manitoba. The practicum focused on how day care directors viewed their working relationship with Winnipeg Child and Family Services. The student was interested in the front-line service delivery and relationships between child welfare workers and day care directors.

The objectives of the practicum were: (a) to conduct a telephone needs assessment with group day care directors in the North End, West End, and the Inner City of Winnipeg; (b) to plan and deliver an educational program for day care directors based on the information received from the needs assessment; (c) to inform Winnipeg Child and Family Services about how day care directors viewed their working relationship with the Agency and offering some suggestions on bridging the gap from the day care perspective.

The duration of the practicum project was from December 7, 1999 to June 30, 2000. The practicum project took place in Winnipeg, Manitoba. The population of Winnipeg is 625,000. In 1999 there were 217 day care centres in Winnipeg (Child Day Care Directory). The 217 day care centres included preschool centres, infant centres, school-age centres and a combination of all these age groups.

The student was based in the Community Based Early Intervention Program at the Winnipeg Child and Family Services Agency. The Community Based Early Intervention Program had three supervisors, eighteen community development workers, four neighborhood parent support networkers, and five school linked workers. The actual site of the student placement was the North Main Child and Family Centre. Working out of the North Main Child and Family Centre were two supervisors, three part-time community development workers, three full-time community development workers, one part-time administrative assistant, and one full-time administrative assistant.

The placement site was appropriate for two reasons: (1) it was located in the geographical area where the student planned to conduct the survey; and (2) community development workers at the Program site were doing community outreach in forty-eight neighborhoods to determine gaps in service delivery.

Project Rationale

The rationale for the practicum project was to find out whether day care directors felt they had a constructive, positive working relationship with Winnipeg Child and Family Services and to suggest improvements if they did not have such a relationship. A strong, positive working relationship would reduce stress and anxiety for day care directors when it was necessary to interact with the Agency in an informal or formal manner.

Winnipeg Child and Family Services uses day care programs as a resource for

families in which there are child protection issues. Day care centres use Winnipeg Child and Family Services as a resource when (a) a parent does not come for their child at the end of the day and the early childhood educator contacts the child protection agency; (b) a parent, who comes for their child, appears to be intoxicated; (c) it is necessary to make a formal report of suspected child abuse or child neglect to the Agency; (d) day care directors consult with the Agency around a situation that may require a formal report of suspected child abuse or child neglect.

Child and Family Services and day cares also cooperate around: issues of completing and submitting the Subsidy Application form to the Child Day Care Office; completing and submitting the Special Needs Subsidy Family Plan when the social worker is the referring individual; arranging fee payment when Child and Family Services is responsible for the parent's daily fees; completing permission forms for field trips when the child is a Ward of the Agency; and being informed of visitation access and play therapy sessions for the child when the child will be absent from the day care.

A day care centre and the child protection agency may interact with each other on a temporary basis around a mutual client or on a regular basis when a day care centre serves mutual clients on an ongoing basis.

The two organizations have different mandates, different organizational structures, the people employed in the organizations have different training; and both organizations also have a different relationship with the family. Parents often develop a trusting, friendly relationship with the early childhood educators, whereas a relationship with child protection workers is often built on distrust and fear that their

child will be removed from the family. However different the mandates, organizational structures, and the training, the two organizations do have common ground in that the primary goal of both organizations is serving the best interests of the child.

Intervention Goals

To facilitate and enhance the working relationship between group day care centres and Winnipeg Child and Family Services, a primary goal in this practicum was to educate day care directors about the mandate of Winnipeg Child and Family Services and the role day care directors can play in fostering a strong working relationship with Winnipeg Child and Family Services. The original intervention goal was to conduct a needs assessment with group day care centre directors in the North End, West End, and Inner City of Winnipeg and then offer a series of workshops with learning objectives based on the results of the needs assessment. The workshops would give the student the opportunity to provide information to the day care directors; to allow the day care directors an opportunity to share their experiences and learn from each other about how they work with the Agency; and to discuss the changes they felt needed to happen to enhance the working relationship. The student explored giving a workshop on the topic at Manitoba Child Care Association's Annual Conference. However, the conference committee was unable to schedule the workshop.

The original goal of offering a series of workshops was modified when the day care directors could not commit the time to attend the workshops. The primary reasons for not committing time to the workshops were staff shortages, unreliable substitutes,

and the financial resources to hire substitutes while the day care director attended the workshops. A secondary reason was that a number of day care directors articulated that they had many years of experience working with Winnipeg Child and Family Services and felt they knew enough about the Agency and did not need to attend the workshops.

The student, therefore, modified the practicum by putting together a written manual that: (a) answered questions raised during the needs assessment; and (b) gave the day care directors information that would have been given at the workshops. This manual was distributed to day care directors in the geographical areas targeted for the practicum. As a supplement to the manual, the student gave a presentation to the day care directors at their support networking group meetings.

Support networking groups were formed by day care directors in some geographical areas of Winnipeg. Day care directors in the geographical area arrange to meet on a monthly basis or "as needed" to discuss issues that affect their daily work in the day care centre. Prior to the establishment of these support networking groups, the Provincial Day Care Licensing Coordinator scheduled monthly meetings with the day care directors in the Coordinator's catchment area. At these scheduled monthly meeting, concerns and issues raised by the day care directors were discussed and from time to time, guest speakers were invited to the meetings. When the Child Day Care Branch of Family Services discontinued these meetings, day care directors in some geographical areas of Winnipeg took the initiative to form support networking groups to replace the monthly meetings with the Provincial Day Care Licensing

Coordinator. In some geographical areas the Provincial Day Care Licensing Coordinator attends the support networking group meetings. The day care directors arrange the meetings which are held at a day care centre that has sufficient room to host the meetings. Attendance at the meetings is voluntary and the number of directors attending fluctuates with the demands of the day care director at their day care centre.

The main reason for choosing to present the manual at the support networking groups is that the directors work with families in the same community and will have similar issues and experiences. A secondary reason for choosing to present at the support networking groups is that the meetings were already scheduled and the site arranged.

The student was a guest speaker at three Day Care Directors Support Networking groups: the North End, the West End, and the Inner City. The purpose of the presentation was: (a) to deliver the manual and speak about the information contained in the manual; (b) to allow the day care directors the opportunity to ask the student questions; and (c) to distribute an evaluation form that would give the student and Winnipeg Child and Family Services an indication of the usefulness of the project to the day care directors.

In addition, the responses gathered during the needs assessment and the presentations formed the basis of suggestions to Winnipeg Child and Family Services about ways to enhance the relationship with the day care centres. The suggestions were based on service delivery issues that were seen as problematic to day care directors. The student forwarded the suggestions for enhancing the relationship to Ms.

Mallory Neuman, Supervisor, Winnipeg Child and Family Services Community Based Early Intervention Program at the North Main Child and Family Centre.

My personal learning objectives

My personal learning objectives were:

(a) to explore the dynamics involved in bridging the gap between group day care centres and Winnipeg Child and Family Services;

(b) to gain experience in conducting a needs assessment and utilizing the information obtained from it for program planning;

(c) to gain an awareness of the role of Winnipeg Child and Family Services in the community;

(d) to develop the skills involved in program planning;

(e) to gain experience in presenting a brief instructional format to an audience.

Supervision

Supervision and support during the practicum was provided by Ms. Mallory Neuman, Supervisor, Winnipeg Child and Family Services Community Based Early Intervention Program and Dr. Lyn Ferguson at the Faculty of Social Work at the University of Manitoba. Ms. Kathy Jones, Children with Special Needs Coordinator at West Region Child & Family Services, Inc. was the third member of the practicum committee. In addition, important additional information and support was provided by other staff at Winnipeg Child and Family Services.

CHAPTER TWO

LITERATURE REVIEW

CHILD AND FAMILY SERVICES AGENCY

The literature review focused on four areas: the nature of the Child and Family Services Agency; the role of day care as a collateral agency in child protection; the dynamics involved in interagency cooperation; and models of program planning.

Child Protection Mandate

In Canada, child protection is the responsibility of the provincial government. One of the principles of the Manitoba Child and Family Services Act (1999) states that "3. The family is the basic source of care, nurture and acculturation of children and parents have the primary responsibility to ensure the well-being of their children" (p.1). When families lapse in their responsibility in caring for their children, child protection agencies, non-profit organizations, are mandated by the provincial government to carry out the role of protecting children. The primary responsibility of these agencies is "to investigate alleged or suspected child abuse or neglect and, where appropriate, to provide relevant services to ensure the well-being and safety of the child" (Federal-Provincial Working Group on Child and Family Services Information, 1994, p. 6). Child welfare workers act as the "agents of the state" in enforcing the legislation set forth in the Child and Family Services Act (Swift 1995). During the investigation of suspected child abuse or neglect, child welfare workers apply the definition of a child in need of

protection to determine if the child needs services from the Agency. The Manitoba Child and Family Services Act (1999) states that "17(1) for purposes of this Act, a child is in need of protection where the life, health or emotional well-being of the child is endangered by the act or omission of a person" (p. 37) and the Act gives illustrations of a child in need of protection (see Appendix I for the illustrations). Callahan (1993) says "child welfare workers determine if an offence had occurred under the Criminal Code or child protection legislation, or both. They have to assess whether the children could live safely in their own homes" (p. 80).

The Manitoba Child and Family Services Act (1999) gives a definition of abuse: "abuse means an act or omission by any person where the act or omission results in

(a) physical injury to the child,

(b) emotional disability of a permanent nature in the child or is likely to result in such a disability, or

(c) sexual exploitation of the child with or without the child's consent" (p. 2).

Abuse, as stated in the Act, is implied by the commission or act of a person, while neglect is implied by the "omission" of a caregiver (Swift 1995, Kadushin 1988, Rose & Meezan 1993; Gargiulo 1990). Types of abuse are physical abuse, sexual abuse, neglect, and emotional abuse or psychological maltreatment (Dubowitz and DePanfilie 2000).

Manitoba has published guidelines on identifying and reporting a child in need of protection (Federal-Provincial Working Group on Child and Family Services Information, 1994). Child welfare workers, under the child protection mandate, are

required to investigate every complaint concerning the maltreatment of a child (Swift, 1995).

The three basic functions of child welfare workers are the protection of children; providing family support services in order to preserve the family unit; and providing substitute care for the child while the family is in the process of reunifying (Swift 1991). Additional functions of child welfare are permanency planning for children who are in a long term foster care situation and child welfare also offers adoption services.

Protecting children

Gemmill (1990) feels "the primary role of the child protection service and the court is the direct protection of the child from further harm" (p. 160). According to Swift (1995) "much of child welfare work is organized around the problems of identifying and categorizing the experiences of clients to determine their 'fit' with specific social categories" (p. 67-68). Parents "fit" into categories of either neglecting parents or abusing parents.

An abuse investigation is triggered by a "disclosure" by a child; suspicious physical trauma; or a report by a citizen. In Manitoba between April 1, 1990 to March 31, 1991 there were a total of 2,237 abuse reports received under the mandatory reporting requirements of The Child and Family Services Act (Federal- Provincial Working Paper, 1994). The types of trauma reported were: "physical abuse 39.3%; non-organic failure to thrive 0.5%; other 3.7% (includes two deaths); emotional abuse 5.3%; and sexual abuse 51.2%" (Federal Provincial Working Paper, 1994, p. 108).

A physically abused child has visible indicators which provide sufficient evidence of abuse. Rose and Meezan (1993) say that "abuse - beating, burning, stabbing, torturing, or maiming a child - is an overt action, the direct consequences of which can be measured" (p. 280). Child protection workers investigate whether physical injuries could have occurred in a nonabusive manner. Dubowitz (2000) says "the injury alone is often not conclusive, and there is a need to combine the history with the physical findings and pertinent psychosocial information" (p. 144). Investigations of suspected physical abuse include gathering information on the history of the current incident, past medical history, the family history, the physical examination, consultation with specialists, and findings from laboratory tests and special investigations (Dubowitz 2000).

Berliner (2000) says "child sexual abuse is a general term used to refer to nonconsensual sexual acts, sexually motivated behaviors involving children, or sexual exploitation of children" (p 18). Suspicions of child sexual abuse arise in several ways which include: the child makes a disclosure; a caregiver observes certain behaviors or notices physical findings such as redness of the genital or anal area; a health care provider discovers evidence; a child in therapy makes drawings that raise suspicion or has indicated in doll play that something may have happened; a child is in contact with someone who is suspected of sexually abusing another child; and a child perpetrates child abuse on another child (Adams 2000). Investigations of sexual abuse include: interviewing the child, however, "younger children are limited in their ability to describe and effectively verbalize the conduct at issue" (Davis 2000); a medical examination,

however, "most kinds of touching leave no signs" (Adams 2000); and the collection of collateral information.

Emotional abuse or psychological maltreatment usually accompany other types of abuse and neglect. Six major types of psychological maltreatment are: (1) spurning (hostile rejecting and degrading); (2) terrorizing; (3) exploiting/corrupting; (4) denying emotional responsiveness (ignoring); (5) isolating; (6) mental health, medical, and educational neglect (Brassard and Hart 2000). Hudson (1994) says "the question is how often it has to happen and how bad it has to be before it crosses the line and becomes abuse" (p. 30). Children may show behaviors that indicate emotional abuse. However, children may show similar behaviors without being emotionally abused; these behaviors may be reactions to situational stress and may disappear when the stress is reduced (Hudson 1994). Hudson (1994) says "emotional abuse is difficult to identify unless you are able to observe parents and children together over a long period of time" (p. 69).

Child neglect is the most common type of maltreatment that child welfare workers deal with on a daily basis (Swift 1995; Rose & Meezan 1993; Craft & Staudt 1991; Callahan 1993) and is considered a non-emergency (Swift 1995). Swift (1995) states that "child neglect presents itself as one of the more durable categories in professional social work, having been a central social work issue for over one hundred years in Canada" (p. 1).

Rose and Meezan (1993) report nine components of neglect. These components are: "inadequate food, clothing and shelter; inadequate supervision and abandonment;

inadequate medical care; inadequate education; moral fitness of the parent; the condition of the home; mental or physical capacity of the parent; inadequate emotional care; and exploitation" (p. 289-290). The most common component of neglect that child welfare workers deal with is inadequate supervision and abandonment such as "young children found alone; children left with 'inappropriate babysitters'; and instances of inadequate supervision because of alcohol or drug abuse by parents" (Swift, 1995, p. 76). Several of the basic categories must be withheld for the category of neglect to be evoked.

In neglect cases, legal requirements necessitate proper documentation of evidence. Neglect cases can go on for a period of time while the child welfare worker gathers sufficient evidence. The worker must establish evidence of chronicity. Cases may get closed if there is no serious injury to the child and can get reopened with another complaint. DePanfilis (2000) says the determination of neglect "may not be possible by assessing one incident; rather it is often understood by examining patterns of care over time" (p. 126).

It is important not to confuse poverty and neglect. Hudson (1994) says "neglect and poverty are not the same thing. Some families do not have the money required to feed, clothe, and house their children adequately" (p. 26). Families who experience poverty are not necessarily neglectful parents; they can provide their children with adequate emotional nurturing and effective guidance (Hudson 1994).

Family Preservation

The purpose of family preservation services is to protect children from further serious maltreatment. Families who receive family preservation services from a child welfare agency may also require support services such as income support, child care, parent education, substance abuse treatment, or job training (Pecora 1995). The foremost priority of child welfare is the child's safety and the protection of the child from further maltreatment. Social workers must consider the impact on child safety when making decisions on whether to move the child into an out-of-home arrangement or maintain the unity of the family by providing family preservation services. Child welfare workers can be anxious about their decisions; worry about being wrong, and about being responsible for an injury to or death of a child (Swift 1995). Callahan (1993) says "if mistakes are made, children may die, parents may break down, and families may be permanently damaged" (p. 73). Courtney (2000) says "there are risks to child safety, well-being, and permanence associated with virtually any course of action, including placing children in out-of-home care" (p. 377).

Preserving the family unit is a guiding principle for child welfare service delivery. The Child and Family Services Act stipulates that the Agency has the responsibility to ensure families receive preventive and early intervention services. The Act states that "10(1) An Agency may provide or purchase such prescribed supportive and treatment services as may be required to prevent family disruption or restore family functioning" (Child and Family Services Act, p. 29). Child and Family Services Regulation 16/99 registered February 1999 states that supportive and treatment services include:

"(a) family and community education and information;

(b) referral to an appropriate community support program or specialized service;

(c) family support and preservation

(d) other services to prevent family disruption or restore family functioning" (p. 4).

Rose and Meezan (1993) say that families of children who are 'at risk of harm' "are presumed more likely to benefit from prevention and intervention programs than families that have already severely neglected their children" (p. 28).

Pecora (1995) suggests there is a distinction between family resource, support and education services and family-centered services. Family resource, support and education services are "community-based services that assist and support adults in their roles as parents. These services are equally available to all families with children and do not impose criteria for participation that might separate or stigmatize certain parents" (Pecora, 1995, p. 101). Pecora (1995) refers to family-centred services as family preservation services and "these services encompass a range of activities such as case management, counseling and therapy, education, skill-building, and/or provision of concrete services for families with problems that threaten their stability" (Pecora, 1995, p. 101).

Families at risk for child maltreatment are often multi-problem families. These families may experience socioeconomic distress such as unemployment, poor housing, income assistance reliance as well as factors such as "domestic violence, substance abuse, residential mobility, neighbourhood dysfunction, parental emotional problems, and social isolation" (Thompson, 2000, p. 447). Social conditions such as poverty and

family violence are background issues for child protection work (Callahan 1993; Swift 1995). Swift (1991) says child protection workers "have no organizational or legal mandate to act on poverty as a problem" (p. 248). Rose and Meezan (1993) suggest that "this perceived unavailability of assistance to families in trouble may be one of the causes of anger and frustration in the lay community. Unless this perception is addressed, the system will continue to distance itself from the community to which it should be responsible" (p. 288).

A family may enter into a voluntary placement agreement with the child protection agency in situations when the parent is unable to make adequate provision for the care of the child (Child and Family Services Act, Section 14(1), p. 31). In this situation the parent maintains guardianship of the child and the child protection agency places the child in an out-of-home arrangement on a temporary basis.

Family Reunification

Removing a child from the natural family is a drastic measure and is used as a last resort (Swift 1995). Berry (1997) says child welfare services attempt to preserve the family unit because "children and families are traumatized by the separation of foster placement and the subsequent uncertainty of whether or not the child can return home. . . placement also increases difficulties for children in forming relationships" (p. 50).

Maluccio et al (1993) state that

> "the intense efforts needed to reconnect families separated

> by out-of-home placement and keep them together are similar in many ways to the services designed to prevent placement. Foremost among these similarities is a common purpose: strengthening and enhancing families. Other similarities include the provision of concrete as well as intangible services and supports in the family's own home. . . services aimed at reunifying families differ significantly, however, from those designed to prevent placement" (p. 4).

Maluccio et al (1993) identify six differences that exist for the family in family reunification that do not exist in family preservation. These include:

1. The traumatic impact of loss and separation on the placed child as well as on the parents and other family members;

2. The contact between children and parents possibly having to be reestablished before family bonds can be strengthened;

3. Both the practitioner and the family facing special challenges in teaching and learning parenting skills when children are out of the home;

4. Motivation for change not always being as strong in a family that had adjusted to separation as it is in one that faces the immediate crisis of the imminent removal of a child;

5. A family whose child has been placed being perceived by family members and others as a "failed" family;

6. During placement a child possibly forming a relationship with a caregiver, such as a foster parent (p. 4).

Although the child will visit the natural parents regularly during the reunification process, the return home may be a difficult process (Bullock et al 1993; Bullock 1995; Folaron 1993). Children do not return to the same situation they left; children may not have their same bedroom; furniture may have changed; there may be new members in the family; children may have to reunite with siblings who were also in care. Bullock et

al (1993) say that "things have moved on both for children and their families, although separation tends to freeze the picture for those apart" (p. 131).

Characteristics of Child Welfare Work

"The child welfare setting displays all of the major features of bureaucratic organizations" (Swift, 1995, p. 54). Bureaucracies are based on rules, records and files, hierarchal structure, specialized work arrangements, and fragmented work. Child welfare workers deal with the most sensitive and emotional issues of family life in this highly rational and structured organizational setting (Swift 1995). Tower (1996) says "rules, red tape, and regulations may seem to impede rather than enhance the worker's ability to provide service for his or her clients. Uniform regulations measure clients' eligibility, but people's needs are quite individual" (p. 370). On the other hand, Tower (1996) suggests that clients will benefit from structure; she says "the policies and procedures of social agencies provide a much-needed structure" (p. 371).

Child protection workers face a number of frustrations and pressures such as unexpected crises that interrupt the planned tasks for the day; clients who do not show up for scheduled appointments; long waits for court cases to be heard; difficulty in finding foster homes; and recording cases (Tower 1996). Tower (1996) says "the abundance of paperwork and frequent emergencies frustrate the organized worker who feels that it is impossible to ever finish a task" (p. 371). Swift (1995) notes that "a common complaint of front-line staff is the amount of 'paperwork' that must be done" (p. 60). Child welfare workers keep detailed records on their interaction with the clients

and the services offered to client families (Swift 1995; Callahan 1993).

The child welfare agency is organized on a hierarchical basis. The front-line workers are organized into teams. Teams have a manager, team leader or a supervisor "who may also carry cases but whose main functions are managerial. Leaders assign cases, supervise the workers' activities and recording vis-a-vis these cases, and ensure that in-house policies are carried out, including both personnel issues (such as overtime hours) and procedural issues (such as Intake and case closing). They also provide an information conduit between workers and upper level management and they may have some hiring and firing authority" (Swift, 1995, p. 58-59).

Specialized work arrangements are a feature of child welfare agencies. The categories of specialized workers are: (a) family service workers who work with families in their own home; (b) 'children's workers' who work with foster families and the children placed within them; (c) Intake workers who function as a 'gatekeeper' and determine if a family will become an open case and transferred to a family service worker or whether the file will be closed; (d) staff who specialize in adoptions and abuse investigations; (e) night duty workers who work after regular office hours; they pass a report on to the family's regular worker, or to an Intake worker if the case is new, the following morning; (f) support staff such as child care workers, homemakers, and transportation drivers (Swift 1995).

The nature of the work in a child welfare agency is fragmented for both the child welfare worker and for the client. Child welfare workers experience fragmentation in that "each worker has only a small part in creating the final product. The overall goals,

organization, and planning of the work are established at management level" (Swift, 1995, p. 53). Furthermore, the child welfare agency is part of a larger service structure. The agency is tied to a network of organizations which include "the educational system, health facilities, welfare and housing authorities, and courts and law enforcement agencies. . . a major task of child welfare workers is to help coordinate relationships among these various institutions, using individual clients as the focus of organization" (Swift 1995, p. 55-56). Working with collaterals is a duty of child protection workers. Examples of networking with collaterals are: communicating with teachers about a child's progress, visiting foster homes, setting up treatment programs, discussing treatment with therapists, and interviewing relatives to determine an alternative plan for child placement (Tower 1996).

Clients experience fragmentation of services. The number of case transfers, high worker turnover, and the opening and closing of files show how a large number of different social workers may become involved in a single case (Swift, 1995; Tower 1996). A client may receive services from an Intake worker, a Family Services worker, a Night Duty worker, and in-home support workers. Swift says "each new worker must become familiar with the case, get to know the family, and determine how to proceed" (Swift, 1995, p. 80-81).

The number of cases social workers are expected to carry are "perhaps between thirty-five and fifty, and worker complaints about overwork and overtime are a staple feature of child welfare work." (Swift, 1995, p. 59). In Winnipeg, Manitoba, some family service workers are carrying caseloads of up to fifty cases (telephone conversation with

Mallory Neuman, Supervisor, Community Based Early Intervention Program, Winnipeg Child and Family Services, December 2000). Ms. Neuman said that, at the Intake Screening Unit, four call screeners reported that in one day they had received fifty-six calls between them (conversation December 2000). The Child Welfare League of America guidelines state that "Intake Workers should handle no more than twelve cases per month and that workers with ongoing cases should handle no more than seventeen cases and that workers who do both investigative and on-going casework should have no more than ten active, ongoing cases and no more than four active investigative cases at a time" (Canadian Union of Public Employees, 1997, p. 12).

Child welfare workers operate out of noisy active offices that afford little privacy (Swift 1995). Workers are constantly on the phone or out of the office on calls. File recording is squeezed in between calls (Swift 1995). Callahan (1993) comments upon the consequences of these working conditions:

> "one of the most ironic outcomes of overload is that workers often avoid contact with clients because they know that clients will be angry at them for not returning their phone calls and for other seeming slights. Avoiding contact leads to more disgruntled clients and more dissatisfied workers. It also leads to distraction. Workers may not pay attention to the clients they are serving because they are thinking about the cases they are not attending to" (p. 85).

Time-consuming tasks such as organizing meetings outside of the office, travel time, and documentation reduces the time the worker can spend with families (Callahan 1993).

Child welfare workers are expected to build a trusting relationship with the client. "The concept of a helping relationship is ordinarily premised on the existence of both a

helper and someone who wants to be helped" (Swift, 1995, p. 160). The clients in a child welfare agency are usually involuntary and "are frequently hostile even to the presence of a worker. . .building a relationship often seems unrealizable" (Swift, 1995, p. 160). Azar and Ferraro (2000) suggest that involuntary clients resent being told what to do by an 'expert' and fear being blamed as a 'bad' parent. A further barrier to building a relationship is the client's experience of dealing with a large number of social workers; "the establishment of a helping relationship, or any relationship, with many social workers is obviously problematic" (Swift, 1995, p. 161).

When dealing with involuntary clients, child welfare workers face uncertainty about the reception they will face when confronting clients. Child welfare workers are "often dealing with people who feel very threatened. Some clients act passively, others threaten the safety of the worker" (Callahan, 1993, p. 75).

Callahan (1993) describes child welfare work as "crucial, fast-paced, risky, solitary, invisible, contradictory, and potentially divisive" (p. 73). The visible tasks of child welfare work are following organizational policies, completing the required forms, and ensuring all the interactions are recorded into client files. The essential parts of front-line child welfare work such as comforting and counselling family members take place in private and cannot easily be described (Callahan 1993). The invisibility of these tasks contributes to an unawareness of their work by higher levels of the organization and the general public.

Confidentiality

In addition to the invisibility of these tasks, child welfare work is "characterized by complete and slavish adherence to the principle of confidentiality" (Wharf, 1993, p. 125). Due to the strict adherence to confidentiality "the public is unaware of the reasons for apprehension and knows little about the difficulties facing child welfare workers. . . this lack of understanding results in hostility toward workers and agencies" (Wharf, 1993, p. 125). Confidentiality is addressed in *Child and Family Services Regulation 16/99* which states that "9(1) Subject to the provisions of the Act and the standards established by the director, an agency shall ensure that the information in an agency record is

(a) protected by the agency adopting reasonable administrative, technical and physical safeguards that ensure the confidentiality, security, accuracy and integrity of the information; and

(b) accessible only to persons employed, retained or consulted by the agency and only when access to the record is needed to carry out their responsibilities under the Act in relation to the person to whom the record relates" (p. 8).

The Child and Family Services Act also addresses the issue of confidentiality; the provisions of the Act state that "76(3). . . a record made under this Act is confidential and no person shall disclose or communicate information from the record in any form to any person except

(a) where giving evidence in court; or

(b) by order of a court; or

(c) to the director or an agency; or

(d) to a person employed, retained or consulted by the director or an agency; or

(e) to the children's advocate; or

(f) where the disclosure is by the children's advocate under section 8.10; or

(g) by the director or an agency to another agency including entities out of the province which perform substantially the same functions as an agency where reasonably required by that agency or entity

(i) to provide service to the person who is the subject of the record, or

(ii) to protect a child; or

(h) to a student placed with the director or an agency by contract or agreement with an educational institution; or

(i) where a disclosure or communication is required for purposes of this act; or

(j) by the director or an agency for the purpose of providing to the person who is the subject of the record, services under Part 2 of *The Vulnerable Persons Living with a Mental Disability Act*, or for the purpose of an application for the appointment of a substitute decision maker under Part 4 of that Act" (p. 76-77).

However, when a family is receiving mandatory services from a child welfare agency the agency may allow access to a record with "written acknowledgment or other

evidence of informed consent from the subject of the record" (Section 76(2) of the Child and Family Services Act, 1999, p. 76).

Summary

The mandate of child welfare workers is to investigate reports of child abuse and child neglect and to ensure the safety of children. Child welfare workers employ preventive services, whenever possible, with the objective of keeping the family together; they follow the principle that "families and children have the right to the least interference with their affairs to the extent compatible with the best interests of children and the responsibilities of society" (The Declaration of Principles, The Act, 1999, p. 1).

Child welfare workers work primarily with involuntary clients in busy active offices with little privacy. They deal with the pressures of time constraints and extensive file documentation. In addition to working with clients, child welfare workers work with collateral agencies who also have involvement with the mutual family. Adhering to confidentiality requirements is rigidly followed by child welfare workers and the strict adherence to confidentiality can result in hostility from collateral agencies who, for example, do not understand the reasons for apprehension.

Confidentiality policies, the complexity of decision making for the best interests of the child, the invisibility of tasks such as comforting and counselling family members which take place in private, and society's fear of involvement with the child welfare agency contributes to the workers' sense of isolation from the community.

CHAPTER THREE

LITERATURE REVIEW

FULL-TIME GROUP CHILD DAY CARE CENTRES

Mandate of Child Day Care

The basic mandate of day care is to provide physical and emotional care for children for all or part of the day; there is also an educational component in day care programming (Ferguson 1998). The Community Child Day Care Standards Act (1998) states "9.1 No licensee shall provide care for an individual child for a period longer than 18 hours in any 24 hour period, unless prior written approval is given by the director" (p. 21). Although licensed centres normally provide service during the hours of 7:00 a.m. to 6:00 p.m., Monday to Friday, there are some group day care centres in Winnipeg that offer evening child care and weekend child care for children whose parents are on shift-work. As of June 1999, there were nine group day care centres in Winnipeg who offered evening and weekend child care (Child Day Care Directory of Evening Care and Weekend program, 1999).

For parents seeking day care for their children, the applicant must be: (a) actively seeking employment; (b) undertaking or preparing to undertake educational improvement, upgrading or training, medical treatment, or a rehabilitation program; (c) gainfully employed; (d) the child or family is assessed to require day care as a result of the child's or family's assessed mental, physical, social, emotional, developmental or language needs (Community Child Day Care Standards, 1998, p. 63). Applicants may

be eligible for a full or partial subsidy, depending on their financial situation.

Full-time group child day care centres are licensed facilities in which care is provided to children under twelve years of age for more than four continuous hours per day and three or more days per week (Community Child Day Care Standards Act, Child Day Care Regulation 62/86, 1998). All licensed day care centres, both profit and non-profit centres, are regulated by the Child Day Care Branch of Manitoba Family Services. The provincial government regulates the operation of the day care centre through a Child Day Care Licensing Coordinator who is required to visit the day care minimally every three months. Some operating factors the Day Care Licensing Coordinator monitors are: the child/staff ratios in the centre; the meals and snacks provided at the centre; the quality of the daily program; the environmental safety and cleanliness of the centre; staff qualifications; the financial aspects of the centre and the appropriateness of the Board of Directors.

Non-profit group child day care centres in Manitoba are managed by a Board of Directors whose composition must be a minimum of twenty percent parents; not more than twenty percent of the Board of Directors can be staff employed at the centre (Community Child Day Care Standards Act, Child Day Care Regulation 62/86, 1998, p. 56). Community members and other interested individuals can also sit on the Board of Directors, for example, having an individual with financial expertise is valuable to the Board. The Board of Directors is responsible for hiring an Executive Director to manage the daily operation of the day care centre.

In Winnipeg, Manitoba the number of licensed spaces in a group day care

centre range from ten spaces to 110 spaces (Child Day Care Directory, 1999). Non-profit group day care centres can be licensed as an infant centre, a school-age centre, a preschool centre, or a combination of these age groups.

Characteristics of Day Care Work

Day care centres, whether non-profit or profit, are small businesses which are subject to a yearly financial audit. All employees in a non-profit centre are accountable to a Board of Directors and in a profit centre employees are accountable to a comparable authority structure. The senior administrative staff in a day care centre are responsible for the day to day functioning of the centre. As part of these responsibilities, day care centre directors perform administrative duties such as supervising staff, completing children's attendance forms, budget requirements, financial functions involved in billing parents, making bank deposits, and record keeping.

The Board of Directors, day care director, and early childhood educators are accountable through licensing to the Child Day Care Branch of Family Services. Contact with the Child Day Care Branch is through a Licensing Coordinator who is responsible for monitoring the quality of the day care program and who provides support to the day care director. Day care centers themselves are autonomous units in the community. Day care centers can be situated in settings such as schools, churches, and community centers. The variety of different settings and the wide range of licensed day care spaces contribute to a unique culture in each centre.

The variations in settings have an impact on the day care program, for example, day care centres who rent space pay different amounts of rent and this affects the amount of money available for programming. Furthermore, in some settings the day care is required to rearrange the room each evening as the space is used by other groups, for example, in a church, the day care may use the room during the day and the cubs or scouts use the room during the evening.

Large day care centres may have an executive director, an assistant director, a program supervisor, and the front-line early childhood educators. Large centres may also employ a cook/housekeeper. Small centres may have an executive director and front-line early childhood educators. Some centres are responsible for hiring their own janitorial staff while in other centres the janitorial duties are undertaken by the landlord of the building.

Group day care centres are autonomous units and the day care director deals with the daily decision-making in the Centre. Bureaucracy is not an issue in a day care centre. The day care director is easily accessible to early childhood educators, parents, and outside agencies. Day care centers have a flat organizational structure. "A flat organization has few hierarchical levels and many workers reporting to each boss (wide spans of control)" (Gray and Starke, 1988, p. 351). Fewer levels of management result in more decision-making authority for day care directors; there are less higher-level managers reworking their input (DuBrin 1987). Executive directors in an infant and preschool centre must be classified as an Early Childhood Educator III while an executive director in a school-age centre can be classified as an Early

Childhood Educator II or III. An Early Childhood Educator III means the individual has obtained a degree from an educational institution in a child care program; or has a certificate from an educational institution in an area of specialization in child care; or has completed a competency assessment program and has obtained a certificate in an area of specialization in child care (Community Child Day Care Standards, 1998, p. 2-3). An Early Childhood Educator II has obtained a diploma from an educational institution in a child care program, or; has completed an educational program equivalent to the diploma program; or has completed a competency assessment program (Community Child Day Care Standards, 1998, p. 2-3). Child Care Assistants do not require formal training in child care (conversation with Child Day Care Coordinator, Ms. Gale Simpson, December 14, 2000).

Front-line day care workers are classified as Early Childhood Educators III, II, and Child Care Assistants. Front-line workers are responsible for planning and implementing age appropriate activities for the children.

Confidentiality

The requirements for documenting the day's activities are minimal compared to that required in a large bureaucratic child welfare system. An example of the type of documentation that occurs in a day care centre is maintaining "a written record of every incident which affects the health, safety or well-being of children and staff" (Community Child Day Care Standards, 1998, p. 22). The records and files on children and families are confidential. The Community Child Day Care Standards states that "6(2) every

licensee shall keep information concerning a child or the child's family. . . strictly confidential, but

(A) the child's parents or guardians shall have access to such information upon request; and

(B) the information can be disclosed with the written consent of the child's parents or guardians" (p. 11).

The day care director is also obliged to maintain family confidentiality in situations when it is necessary to seek guidance from the Board of Directors. The director can discuss the circumstances, however, must not divulge identifying information.

Purpose of Day Care

Long (1983) says the three purposes of day care centres are: "(1) to provide custodial care for children whose parents are unavailable during the day, (2) to provide opportunities for education and socialization, and (3) to reduce risk due to socioeconomic disadvantage" (p. 189). Co-ordinators from the Provincial Child Day Care Office monitor the quality of care children receive at a licenced day care facility and the daily program to ensure compliance with the Community Child Day Care Standards Act.

Although Long (1983) says that a purpose of day care is "to reduce risk due to socioeconomic disadvantage", the Community Child Day Care Standards Act does not give day care centres any direct mandate to address issues of socioeconomic

disadvantage in a family. However, by providing an environment where children develop attachments to caring adults and to peers and where the child is encouraged and taught skills the child develops positive self-esteem which promotes healthy development in children (Frankel 1991). By promoting healthy development through the daily program and through positive child care skills, the risk due to socioeconomic disadvantage is reduced (Mayer 1998). Day care providers are in a position to "help abused children rebuild their self-esteem, learn to get their needs met in acceptable ways, and to trust adults. This requires that attention is paid to positive guiding techniques and effective program planning" (Hudson, 1994, p. 111).

Day care centres can integrate children with disabilities and children with special needs into the day care program. Regulation 62/86 says a "child with disabilities means a child who is physically, mentally, behaviorally or emotionally disabled as assessed by a person authorized by, or acceptable to, the director" (p. 2) and "special needs means mental, physical, social, emotional, and language needs and needs related to development" (p. 6). Children with disabilities and special needs are at an increased risk of maltreatment (Parker 1980; Goldman 1990). Goldman (1990) says "research has indicated a close relationship between child handicaps and child abuse. A handicapped child places a special strain on a family, and families with limited resources may not be able to cope with the burden" (p. 49). Parker (1980) says that parents "who are bringing up handicapped or disturbed children, may well be able to surmount periods of special crisis, avoid reaching a breaking point and replenish their energies and patience if they can be assured of some respite from the demands of

constant care" (p. 48).

There are children in day care programs who do require special treatment. A day care program can establish a treatment program for children in conjunction with medical or behavioural specialists (Community Child Day Care Standards Act, 1998, Regulation 62/86, p. 22). There may be children who are excessively aggressive attending a day care centre and in those situations "11(6) every licensee who wishes to establish a room for the purpose of the isolation of children for behaviour management of children attending the licensee's day care centre, shall apply to the director for prior written approval" (Community Child Day Care Standards Act,1998, Regulation 62/86, p. 23).

Early childhood educators must be vigilant in watching for cases of suspected child abuse. By law, early childhood educators must report any incidence of suspected child abuse to the child welfare agency. Community Child Day Care Regulation 62/86 (1998) states that "11(4) every licensee shall immediately report or cause to be reported, any case of suspected child abuse relating to a child attending the licensee's day care centre. . . "(p. 23). An early childhood educator, who makes a formal report of suspected child abuse to a Child and Family Services Agency and there is a substantiated case of child abuse, may be called to testify in court (Child Protection and Child Abuse: A Protocol for Child Care Workers 1991).

Early childhood educators come into contact with children who have been abused or are living in potentially abusive home environments (Lero & de Rijcke-Lollis 1980). Experience with child abuse comes in two different types: (1) suspecting and

reporting that a child in their care may be abused or severely neglected; and (2) accepting into their program a child with a history of abuse or neglect (Lero & de Rijcke-Lollis 1980).

Children with a history of abuse or neglect need skilled intervention (Folaron 1993) and caring for these children poses a challenge for early childhood educators. These challenges manifest in many different ways. For example, Salter et al (1985) describes the difficulties of "caring for a stubborn, negative child who rigidly resists intervention and alienates those who would help"(p. 343). They state "abused children are frequently aggressive, either because they are undersocialized and have simply not learned appropriate social behaviors or because they have acquired negative behaviors" (Salter et al, 1985, p. 348). Garbarino and Eckenrode (1997) say that

> "Children who emerge from aggressive, hostile, or disorganized communities, neighborhoods, and families are higher risk for maltreatment in out-of-home settings. These children often exhibit difficult, unmanageable behavior which lead to more stress for the caregiver" (p. 140)

Salter et al (1985) also state that "assisting abused preschoolers requires many of the same approaches and techniques as working with other children, only 'more so'. These youngsters need more consistency, more patience, more time, and more clarity. . . the provider should bear in mind that the level of intervention required to meet abused preschoolers' needs makes individual attention for many activities highly desirable" (p. 348-349).

Children, who have been separated from their natural families and have drifted through the child welfare system, will have psychological and behavioral problems and

difficulties in forming relationships (Berry 1997; Ward 1994; Folaron 1993). Ward (1994) says that "when children are separated from their families a number of unfortunate consequences can follow: their education and long-term health care may be disrupted, their links with home may begin to wither, and their sense of confidence and self-worth may deteriorate" (p. 185). A child is removed from the natural parents because of abuse or neglect and therefore the child has already experienced maltreatment prior to being separated from the natural family (Ward 1994). Folaron (1993) says the trauma of being separated from their natural family may be "compounded by the general failure to inform the child about what is going on" (p. 141).

In a discussion of factors to consider with childhood abuse and neglect, Goldman (1990) states that "education needs to be extended. . . to preschool and day care administrators, teachers, and other staff about how to recognize signs of abuse and neglect" (p. 62). Roditta (1995) says "ongoing training and support from specialists in social work, child development, and child and family mental health can aid child day care program staff in their efforts to serve troubled families" (p. 1064). Lero & De Rijcke-Lollis (1980) say that "for early childhood educators to be maximally effective, two steps have to be taken. Early childhood educators must be well educated about child abuse, and efforts should be made by colleges to do so" (p. 177). Gemmill (1990) says that

> "The importance of providing specialized training for professionals such as physicians, teachers, law enforcement personnel, and clergy lies in the fact that these people can observe families and children on an ongoing basis. They can identify abusive or neglectful situations when they occur and make a formal report" (p. 157).

Child welfare services assist the total famiiy constellation rather than addressing the child or parents as separate entities whereas day care mainly assists the child (Berry 1997) . However, contact between parents and the caregiver is appreciated by both groups. Long (1983) believes "the amount of communication that occurs between parent and caregiver seems to be more important to caregivers than to parents. Caregivers often find that events at home affect the way the child acts in the day care care setting. Knowing about these events, the caregiver can make adjustments to the child's behavior" (p. 203). However, others argue that parents and caregivers both need to communicate with each other and "when parents are aware of what is happening in the program, and teachers are aware of the home situation, each can build on and reinforce the resources of the other" (Mayfield, 1990, p. 242). Rittner and Wodarski (1997) say that "child maltreatment is often embedded in general dysfunction. In assessing parent and child factors individually, the practitioner may overlook significant family processes" (p. 42). Page et al (1997) state that when preschool children have emotional disorders or are emotionally troubled, the parents and the teachers working with the child need education on appropriate interventions with the child; the social worker must work with both the parents and the teachers.

Training for work in child care centres in Manitoba takes place in a community college such as The Early Childhood Educator Diploma Program at Red River Community College. Two courses dealing specifically with working with abused children and stressed families are: (1) Support the Abused Child and (2) Support

Children in Stressful Situations. However, there are child care assistants and early childhood educators who have not completed these courses and their knowledge about child abuse is limited to what they are required to read in the Child Protection and Child abuse: A Protocol for Child Care Workers (1991) Additionally, it is helpful for early childhood educators to have the opportunity to ask questions and engage in discussion about child abuse and child neglect.

Day Care as a Support to Families

Mayer (1998) states "trained early childhood educators function as advocates for children, link families to community resources, provide early intervention and enrichment to children, serve as positive role models for parents, provide parent education, and front-line counseling" (Winnipeg Free Press, 1998, p. A15). In day care, children come into contact with adults who are concerned with their development and are trained in early childhood education and child care (Lero & de Rijcke-Lollis 1980; Long 1983; Frankel 1991; Roditta 1995); children also develop social networks among their peers (Lero & de Rijcke-Lollis 1980; Long 1983;). Consistency of care is important for children and particularly for children who have been removed from their natural family or live in a family where the parents lack positive parenting skills. Schaffer (1998) says that

> "Consistency in day care arrangements has been found to be essential for children's adjustment to out-of-home care. As long as the child remains with the same adults in the day care setting, as long as there is reasonable stability in the peer group to which the child belongs and as long as routines and environments are consistent, the child may benefit rather than

be harmed by this experience" (p. 238).

Day care also supports children indirectly by providing support to the families. Long (1983) says that "by increasing the connectedness between parents and the supportive groups in their environment, we ultimately service children" (p. 198). Day care can provide support to families by:

(a) providing care to their children in the form of taking care of the physical, emotional and intellectual needs of children thereby alleviating parent's worry about the well-being of their children;

(b) promoting positive parent-child relationships by reassuring parents of their parenting skills;

(c) fostering parent-parent relationships through social and learning activities that may develop into continuing social contacts between families;

(d) drawing isolated families into contact with others who can provide emotional and instrumental support;

(e) providing information on needed resources through newsletters, parent groups, informal communication, and parent education such as child development, and other relevant topics (Long 1983).

Roditta (1995) shows how child day care has a place in family preservation services. She (1995) says that family preservation services and family support services "operate on the premise that the earlier services are provided to families, the better the chance of preventing problems" (p. 1045). Roditta uses a Pyramid of Services model to show the linkage between day care and family preservation programs. The Pyramid

of Services model has five sections and day care plays a role in all five sections of the model. In section one, the foundation of the pyramid is the families who use day care as a support system; these families have "adequate income, housing, health care, education, and recreation services" (Roditta, 1995, p. 1050). In section two, families need some extra support such as home-visiting programs, family support programs, and parent education programs. In section three, families using day care may need specialized assistance such as comprehensive substance abuse treatment, respite child care, family-based services, special health and education services. In section four, families in crisis require intensive family preservation services and child protective services. In section five are the families whose children cannot be protected or treated at home and these families require services such as residential treatment centers, therapeutic group homes, and family foster homes.

Although day care is a resource for children and families at all levels of the pyramid, and early childhood educators are in a position to detect early signs of child maltreatment, families in crisis and families whose children are in out-of-home placements will have serious problems. Unfortunately, "child care workers are often unprepared for the serious problems these families represent" (Roditta, 1995, p. 1064) .

"Early identification and treatment of developmental problems and family malfunctioning offer the best hope of preventing more serious conflicts" (Dobbin & McCormick, 1980, p. 99) and early childhood educators are in a position to monitor the parent-child relationship and the well-being of children "who remain in, or are returned to families in which the potential for abuse and neglect is still evident" (Lero and de

Rijcke-Lollis, 1980, p. 176).

Day Care as a Resource Agency in Child Protection

Mauder and Maracle (1998) refer to the many day care centres in Manitoba as Child and Family Services' community partners. Day care centres in Winnipeg, Manitoba, are considered a collateral agency in child protection. The Winnipeg Child and Family Services Program Standards Manual (revised 1994) states that the Winnipeg Child and Family Services Agency "ensures that collaterals involved in child protection services including the police, health professionals, hospitals, day care centres, and mental health workers, are oriented to child protection issues and their responsibilities under the Act" (Subject: Child Protection Services Section 300.6, p. 1).

Roditta (1995) says "child day care can no longer be seen as separate from the mainstream of family services" (p. 1066). Lero and de Rijcke-Lollis (1980) say

> "Much of the literature on the subject of child abuse has emphasized the need for a multidisciplinary team approach in early identification, treatment and prevention. . . teams typically tend to involve such agencies and institutions as hospitals, public health units, school, the clergy, police, and mental health professionals. . . oddly enough, an important community resource serving young children and their families on an intimate and daily basis is often ignored. This resource is made up of early childhood educators" (p. 169).

Two reasons Lero and de Rijcke-Lollis (1980) give for the exclusion of early childhood educators in the multidisciplinary team are: (1) "preschool programs tend to be more or less autonomous units in the community; (2) there is lack of appreciation and respect for the early childhood educator's role and training. . .a view of day care

programs as little more than extended babysitting contribute to the marginal professional status afforded trained early childhood education teachers" (p. 170). Long (1983) says there is ambivalence in attitudes toward child care workers: "on the one hand, many people acknowledge that they are second only to parents in rearing and socializing young children and are therefore very important. On the other hand, many feel that anyone (or any *female*) can care for children" (Long 1983, p. 202). Roditta (1995) says "many social service practitioners perceive day care "chiefly as a service for parents who work or are in school, a place to keep children safe, or a place where children can learn. They often do not have a broad understanding of . . . the potential of child day care to link families with other services" (p. 1044).

Frankel (1991) says there are areas where the interests of social work and child care intersect. These include: (1) both professions being concerned about the mental and physical health of children; (2) social workers being uniquely trained to help early childhood educators, young children, and their families connect with the social service support system; (3) the social work profession's role being "involved in making the policies that impact on the quality, availability, and affordability of child care for the families social work serves" (p. 55).

Summary

The mandate of day care is to provide physical and emotional care for children and there is an educational component in the program. To be eligible to register a child in a day care program the applicant must be actively seeking employment,

undertaking educational improvement, undergoing medical treatment, attending a rehabilitation program, gainfully employed, or the child or family being assessed as having mental, physical, social, emotional, developmental or language needs.

Group day care centres are licensed facilities and are regulated by the Child Day Care Branch of Manitoba Family Services. The provincial government regulates the operation of the day care centre through a Child Day Care Licensing Coordinator who visits the day care minimally every three months to monitor the program.

Day care centres are small, usually non-profit organizations and are subject to a yearly financial audit. A Board of Directors composed of at least twenty percent parents hires a day care director who is responsible for the daily operation of the day care program. The day care director is easily accessible to the staff employed at the day care, the parents, and outside agencies. Bureaucracy is not an issue at the day care; there are few hierarchical levels of decision making.

Day care centres can integrate children with disabilities and children with special needs into the program. Early childhood educators in group day care centres also come into contact with children who have been abused or are living in potentially abusive situations. There is limited sharing of information around children with a history of abuse or neglect and this presents a barrier to planning appropriate programs for children who have been involved in the child welfare system. Day care centres are used as a resource for the child welfare system, however, early childhood educators are unprepared for the complexity of problems these families face.

Early childhood educators are excluded from multidisciplinary teams primarily

because of their marginal professional status. However, both child welfare and day care are concerned about the best interests of the child. Child welfare is also in the position to offer support to day care, young children, and families by connecting them to social service support systems.

CHAPTER FOUR

LITERATURE REVIEW

INTERAGENCY COOPERATION

Introduction

Group day care centres and child welfare agencies have different mandates, different organizational structures, and different educational requirements for the employees. However, there are times when the two organizations have mutual clients and, at those times, it is important for the two agencies to communicate effectively across their different conceptual frameworks. Effective cooperation between day care centres and child welfare agencies is beneficial to serving the best interests of children when the children are mutual clients of both organizations.

A survey conducted by J. Mirwaldt in 1995 for a Master's practicum in Social Work evaluating Intake Services at Winnipeg Child and Family Services Central Intake Unit showed that day cares wanted to strengthen their relationship with the Agency. Mirwaldt (1995) sent surveys to collateral agencies in the Inner city who were considered to be major sources of referrals. These surveys were sent to day care directors, school principals, and the Director and Area Coordinator of the Child Guidance Clinic. Twenty-nine day care centres received a survey and Mirwaldt received a response from seventeen day care centres.

When asked to provide comments regarding experiences with the Intake Unit, day care directors responded as follows:

- "There is not enough networking between CFS and day cares.
- Issues of confidentiality need to be addressed.
- I am very discouraged about the entire situation. . . we recognize the fact that caseloads are large and have to be dealt with in order of importance but when a child is returned to a parent with the understanding that day care is in place and no follow-up is done (file closed), it should not be thrown back to Intake" (Mirwaldt, 1995, p. 189).

When asked to provide any thoughts, ideas, or suggestions to improve the Intake service, day care responses were as follows:

- "Keep in contact with major family changes which affect our work with the child or helping the child deal with changes.
- Take day cares seriously.
- Intake workers should read and understand the Manitoba Family Services Manual Child Protection and Child Abuse - A Protocol for Child Care Workers 1991.
- Perhaps you could educate the Intake workers about child caring. facilities. Day care staff are extremely knowledgeable about the family. Maybe we could be more of a team. Often we are aware of the types of service a family requires but we are not listened to" (Mirwaldt, 1995, p. 190).

Effective Interagency cooperation requires that both organizations work toward bridging the communication gap. Winnipeg Child and Family Services considers day care centres to be collateral agencies in child protection (Mauder and Maracle 1998; Winnipeg Child and Family Services Program Standards Manual 1999). Therefore, this portion of the literature review focuses on the meaning of interagency cooperation as well as the barriers to cooperation, and the potential for cooperation.

Definitions of Interagency Efforts

Some authors use the terms interagency cooperation, coordination and

collaboration interchangeably (Schellenberg 1996; Morgan 1995; Meyers 1993). Other authors state that the terms are distinctly different (Kagan 1991; Goldman and Intriligator 1990; Payzant 1992; Bruner 1991; Melaville & Blank 1991; Benard 1989; Wotherspoon 1992).

Kagan (1991) refers to interagency cooperation, coordination, and collaboration as a troika with cooperation forming the foundation and collaboration at the apex. She argues that "as organizations progress from cooperation through coordination to collaboration interorganizational relationships become more sophisticated, complex, and effective for problem solving" (Kagan, p. 2). Goldman and Intriligator (1990) refer to interagency cooperation, coordination, and collaboration as a continuum with different degrees of interdependence. In a cooperative relationship, the organizations are independent from each other and in a collaborative relationship, the organizations are interdependent.

In a cooperative interagency effort "agencies work together informally and often, they have only a superficial awareness of one another's full array of programs and goals" (Kagan 1991, p. 2). Wotherspoon (1992) says "cooperative efforts are usually ad hoc and time limited relationships, often devoted to resolving a single issue or planning for a specific client. A case conference is perhaps the most common model of interagency cooperation" (p. 9). Bruner (1991) speaks about communication and says "communication can help people do their jobs better by providing more complete information, but it does not require any joint activity" (p. 6). Melaville and Blank (1991) refer to interagency cooperation as "case management-a problem-solving partnership

among practitioners and clients" (p. 10) .

Melaville and Blank (1991) also state that, for successful cooperation to occur, services must link at the service delivery level and the system level. Partners in interagency initiatives "should be aware of each other's activities and acknowledge one another as potential sources of assistance and support" (Melaville and Blank, 1991, p. 14). At the service delivery level "the services of each agency will continue to be designed, staffed, funded, and evaluated autonomously, with no alteration or input from their cooperating partners" (Melaville and Blank, 1991, p. 15). Examples of promoting cooperation at the service delivery level are: to co-locate services; to make and accept referrals; to cross-train staff in each participant's service offerings and eligibility requirements (Melaville and Blank, 1991). Melaville and Blank suggest that, by forming cooperative partnerships, services to a given group of clients will be more accessible, however, the quality of service is unlikely to change. At the system level "cooperative ventures usually engage in networking and information-sharing among members, conduct assessments of community needs and identify gaps and overlaps in service" (Melaville & Blank, 1991, p. 15). In cooperative initiatives, the partners are not required to commit budgetary support or make policy decisions for the organization they represent, therefore, system level cooperative initiatives "advocate for, rather than negotiate, policy" (Melaville and Blank, 1991, p. 15).

Goldman and Intriligator (1990) conceptualize cooperative efforts as short-term with each agency representing its own individual interests, for example, a joint conference where the task is clearly defined, narrow in focus, and relatively short-term.

When the interagency unit agrees to jointly support an endeavor on a continuing basis, the interagency activity moves into a coordination effort as additional agreements are necessary. Additional agreements include specifying each agency's responsibilities and obligations and the conditions under which those obligations are in effect.

There is potential for day care centers and the child welfare agency to move toward coordination in service delivery. Kagan (1991) says "coordination entails efforts to smooth relationships among organizations and often results in specific modifications in the way agencies operate" (p. 3). Presently in Winnipeg there are a limited number of group day care centres who provide child care in the evenings and on weekends. These centres are licensed, supervised, and have a familiar environment for children accustomed to attending a day care program. Theoretically, it is possible for child welfare agencies and day care centers to form an agreement where social workers can access day care for children who require care on a short-term basis, for example, for a few hours while the social worker makes arrangements for a child who appears to be abandoned. In this situation the day care would need to arrange the appropriate staffing. As the use of the day care by the child welfare agency would be on an "as needed" basis, the day care director would not have advance notice of the child's arrival. This problem could be surmounted if the child welfare agency's child care worker accompanied the child.

Morgan (1995) uses the terms cooperation, coordination, and collaboration interchangeably. She mentions seven elements as preconditions for successful coordination at the community level. The seven elements are: "(1) knowledge of the

different systems/agencies; (2) shared perceptions of the shortage of resources; (3) consonance of values; (4) shared vision; (5) autonomy to act and lack of rigidity of rules; (6) responsiveness of funding sources; (7) helping professionals being able to communicate with one another across their conceptual frameworks" (p. 1339). This practicum attempted to fulfill four of the elements that Morgan says are preconditions for successful coordination at the community level: (1) helping professionals to have knowledge of the different systems/agencies; (2) helping professionals to have a shared perception of the shortage of resources; (3) helping professionals to articulate a shared vision; (4) helping professionals to be able to communicate with one another across their conceptual frameworks.

The practicum focused on the cooperative relationship between licensed group day care centres and Winnipeg Child and Family Services. The relationship between these two kinds of organizations is a cooperative rather than a coordinated or collaborative interagency effort. It is cooperation in the sense that the relationship is devoted to planning for a specific child and is a short-term relationship that terminates when the child leaves the day care centre. From Kagan's (1991) perspective, at a cooperative level, the interagency relationship is grounded in personal relationships and the agencies work together informally. This perspective applies to the relationship between day care centers and the child welfare agency where individual social workers make contact with the day care director and form personal relationships when working with a mutual family. Kagan (1991) also says that at the cooperative level, "often the agencies have only a superficial awareness of one another's full array of programs and

goals" (p. 2). This practicum is an attempt to increase the awareness of the programs and goals the child welfare agency provides for families who are their clients. Although Kagan (1991) says that cooperative efforts are at the base of a hierarchical ladder which progresses to coordination and then to collaboration, cooperation is an appropriate interagency initiative for the working relationship between child day care centres and Winnipeg Child and Family Services.

Goldman and Intriligator (1990) suggest that coordination requires the development of a new interagency unit with staff assigned to the new unit. The practicum does not advocate forming a new interagency unit, however, it does advocate improving the relationship by making the agencies aware of the dynamics that would improve service delivery to mutual clients.

A collaborative relationship involves: creating a new interagency unit which is supported by pooled resources that are largely in control of the collaborative interagency unit; has long-term objectives; has a sharing of power and authority (Kagan 1991; Goldman and Intriligator 1990). Collaboration is not a realistic goal for the relationship between day care and child welfare. There are barriers that limit the level of interagency efforts feasible between the two kinds of organizations.

Barriers to Interagency Attempts Between Day Care and Child Welfare

Confidentiality

Both day care and child welfare are legally required to maintain confidentiality of client records. Day cares can disclose information from the child's file "with the written

consent of the child's parents or guardians" (Community Child Day Care Standards Act, 1998, p. 11). However, day care directors can also seek guidance from the child welfare agency about a specific family, without giving identifying information. When a family voluntarily applies to a child welfare agency for services, and the child is not in need of protection, "the agency shall not disclose or communicate the contents of the record to any person outside the agency except. . . (c) with the consent of the person who is the subject of the record, but only if the subject is an adult" (Child and Family Services Act, 1999, p. 79). In the case of mandated services the agency requires written knowledge or other evidence of informed consent from the subject of the record before sharing information from the record (Section 76(2),Child and Family Services Act, 1999, p. 76).

Day cares can ask families if there is any involvement with a social service agency, however, families are not required to share this information with the day care. Simply knowing whether the family has had involvement with a child welfare agency can alert the day care that the family has had a crisis at some point or is dealing with a crisis. Mayfield (1990) says that causes of a family crisis "must be addressed and dealt with if the parents are to be able to participate effectively in the early childhood program" (p. 249). In situations when the family does not disclose involvement with a child welfare agency and the nature of the crisis, it is difficult for the day care to give appropriate support to the child and family and the day care may have to deal with an unanticipated crisis. However, it is understandable that parents prefer not to share information about involvement with a child welfare agency which can been seen as a

stigmatized service.

Hobbs (1991) says legal barriers and management issues are two barriers to the exchange of confidential information. Hobbs notes that, legally, "there is significant commonality in confidentiality rules among the services" (Hobbs, 1991, p. 2). However, management issues also have a major impact on the exchange of confidential information (Hobbs 1991). According to Hobbs, four principal problem areas of management issues that affect exchange of confidential information are:

- "Indiscriminate collection of non-critical and burdensome confidential information;
- Failure to anticipate problems and opportunities in basic daily program operations relative to proper control and management of confidential information;
- Overly restrictive administrative interpretations of the law;
- Delayed development of automated record systems that readily and properly communicate confidential information across program lines" (Hobbs, 1991, p. 2).

Hobbs (1991) notes that, although program staff have a strong desire to exchange information with agencies providing primary or support services to mutual participants, "the knowledge that law and good practice preclude open exchange without proper regard for the participants' rights is even stronger" (p. 1).

Melaville and Blank (1991) believe that confidentiality requirements are a common source of difficulty in interagency efforts. Melaville and Blank say that "the parameter of what constitutes privileged information must be carefully explored so that

team members understand what information can and cannot be shared. The manner in which it is exchanged must accord with both the intent and the letter of the law" (p. 29)

Wotherspoon (1992) notes that the problem of confidentiality is "complicated by differing policies on confidentiality between agencies, and misunderstandings about the limits of confidentiality. . . staff may have to deal with the dilemma of protecting agency/client relationships over cooperating with legitimate requests for information" (p. 15).

Early childhood educators who make a formal report to the child welfare agency may experience frustration with confidentiality policies (Hudson 1994). When child welfare workers cannot share information, this can be frustrating on three counts: firstly, early childhood educators are worried about the safety of the child and may not be told what the child welfare worker decides; secondly, if the child is in immediate danger, the child welfare worker may take the child to a safe place and the day care will lose a client; and finally, if the parents suspect the day care made the report, the early childhood educator may have to face the parents' anger alone (Hudson 1994).

Public Accountability

Schellenberg (1996) states that "professionals are not accustomed to having their work reviewed by other professionals who are likely to be of a different disciplinary background" (p. 6). He says child welfare agencies do not embrace collaborative efforts readily because when there is public criticism of a case where child welfare had a role "it is virtually always child welfare which finds itself responding to the public

exclusively even though its role may have been relatively minor" (p. 6). Furthermore, other agencies fear "being associated with the public criticism often engendered by child welfare" (Schellenberg, 1996, p. 6).

This situation is very applicable to the relationship between Winnipeg Child and Family Services and group child day care. From the perspective of day care centres, the day care's trusting relationship with families may be jeopardized by a close working relationship with Winnipeg Child and Family Services. Although early childhood educators are required to report incidences of suspected child maltreatment, they may worry that:

- If authorities get involved, other people will discover that the day care 'blew the whistle' and will accuse the day care of 'wrecking the family' or of 'lying' or being a "trouble maker".
- The child may be removed from the day care and that the protection the child had at the day care will disappear.
- The child will have no safe place.
- Reporting may make things worse at first and that Child and Family Services will not deal with the matter in a way early childhood educators would like them to (Hudson 1994).

From the perspective of Child and Family Services, Meyers (1993) notes that "legally mandated services form the core of many child and family services;. . agencies remain subject to court supervision and intense public scrutiny. Concern about legal, legislative, and public accountability may fuel administrators' resistance to collaborative

projects that threaten to reduce their direct control over staff and service decisions" (p. 553).

Organizational Barriers

Lero and de Rijcke-Lollis (1980) say that the contribution day care makes in prevention of child abuse has been overlooked. They suggest that day care centres tend to be autonomous units in a community and communication among the different day care programs in a given area "tends to be voluntary and may vary from quite extensive to nonexistent" (p. 170) and this pattern of communication may be problematic in the representation of the various day care programs in a community.

Each autonomous day care centre is a small organization. Morgan (1995) says "even the largest child day care centre is smaller than the smallest of schools. Because child day care services are small, with a high degree of autonomy, the number of child day care centers is large" (p. 1335). In some cases a family will have their children attend day care in two or three differently located day care centres in the same community; for example, a child could attend a preschool centre which is located in an apartment complex, another child could attend a school-age centre that is located in a Community Centre, and an infant could attend a centre located in a Church. Furthermore, in some circumstances a family will transfer their children to a different day care centre within the same community. Parents may transfer their children for a variety of reasons such as a space becomes vacant in a preferred centre; the parents' needs change, for example, they may need earlier or later hours of service; or a parent

is dissatisfied with the quality of care in their current centre. The autonomous nature of day care presents an organizational barrier to effective interagency cooperation with child welfare when both organizations serve a mutual client. For example, each day care centre is only concerned with the experiences of the child enrolled in their program, whereas the child welfare agency is concerned with the interaction between all the family members. In a highly transient community, parents may change day care centres frequently and may move in and out of the community on short notice. This is not conducive for child welfare workers to form cooperative relationships with the day care centres; too many day care centres in a community may inhibit the two organizations from working together (Wotherspoon 1992). However, this does not minimize the preventive role day care plays in child abuse and their role as a support system for the child welfare agency.

Winnipeg Child and Family Services, being a large bureaucratic organization, has family service units established in various communities in Winnipeg. One unit provides service to a determined geographical area. The organizational policies, standards of service delivery, and methods of decision-making are uniform throughout the various child welfare units, whereas these factors may differ in each day care located in the community. Morgan (1995) says that "many of the models of service integration have failed to incorporate day care centres, nursery schools, and family child care homes - often because the leadership in schools and social services are not aware of how to access leadership in this nonsystem" (p. 1335). The Child Day Care Branch of Family Services, at the Directorate level, may be able to act in a mediating

role to further cooperative efforts between autonomous group day care centres and Winnipeg Child and Family Services.

Work Loads

Meyers (1993) observes that work loads affect the desire to form interagency efforts; "agency administrators may resist the extra work of service coordination no matter how great the agreement about the value of coordination" (p. 352). Child welfare workers have high caseloads and this reduces the amount of time the social worker has to make contact with day care directors (Frankel 1991). Group day care centres provide licensed care monitored on a regular basis, and therefore, social workers are assured the child is in a safe environment.

Child welfare workers, who work in transient communities, and have high case loads may find it burdensome to be required to form a cooperative relationship with outside agencies such as day cares centres when there is little time to form a trusting relationship with individual clients (Wotherspoon 1991; Swift 1995).

Service Mandates

Independent agencies "are organized, first and foremost, to pursue their own service objectives" (Meyers, 1993, p. 351). When agencies have narrow service mandates or are independent of other agencies for clients or other resources, the motivation for cooperation is diminished (Meyers 1993). Day care has a specialized mandate. The mandate is to provide care for children. Parents do not expect the day

care to provide social services and day cares do not have the mandate to perform social service activities. The cultural climate in day care which is a place for children to play, to learn, and to have fun, does not require social workers or connections to social services. Frankel (1991) says "there is often no mandate from parents that the center, preschool, or family day care home is a place where they will be helped or confronted with child and family problems; unless there is a clear prior contract, day care programs will probably be reluctant to become involved with social services, except in extreme situations" (p. 61).

The mandate of Winnipeg Child and Family Services is also specialized. The child welfare agency's primary responsibility is to investigate reports of child abuse and to provide services to ensure the well-being of children (Federal-Provincial Working Group on Child and Family Services Information, 1994). A social worker may recommend that a child attend a day care program when the program is in the child's best interest, however, social workers are not required to be knowledgeable about the specific programming in a day care centre. Social workers rely on the Child Day Care Branch to ensure the day care program is monitored regularly and meets the minimum licensing standards.

Goldman and Intriligator (1990) note that "social service agencies tend to be crisis-oriented, often providing services to clients whose lives and/or social well-being are threatened. Such agencies also deal with issues that have immediacy including homelessness, child abuse, and foster care" (p. 8). Melaville and Blank (1991) also note that social services are crisis oriented: "designed to address problems that have

already occurred rather than to offer supports of various kinds to prevent difficulties from developing in the first place" (p. 6).

This is in direct contrast to services in child day care centres. Services are provided in a non-crisis milieu. Day cares provide supportive services for children and families (Mayer 1998; Long 1983; Roditta 1995; Lero & de Rijcke-Lollis 1980).

The different service mandates of the two organizations is a definite barrier to initiating an interagency relationship beyond ad hoc, short term interaction around mutual clients. However, literature shows that there is potential for day care to play a more active role in early detection and prevention of child abuse (Mayer 1998; Roditta 1995; Frankel 1991; Salter et al 1985; Lero & deRijcke-Lollis 1980; Long 1983; Dobbin & McCormick 1980). Early childhood educators are in contact with young children and their parents on a daily basis and are in a position to detect early signs of potential problems (Gemmill 1990; Schaffer 1998).

Professional Orientation

Differences in education, training, career development and salary in the two professions may act as a barrier to strengthening interagency relationships (Melaville and Blank 1991; Lero & deRijcke-Lollis 1980). Lero & deRijcke-Lollis (1980) suggest there "is lack of appreciation and respect for the early childhood educator's role and training" (p. 170). They note that "a view of day care programs as little more than extended babysitting contribute to the marginal professional status afforded trained early childhood education teachers" (Lero & deRijcke-Lollis, 1980, p. 170).

Lero & deRijcke-Lollis (1980) also suggest that the marginal professional status of day care is partially a result of the paucity of research that assesses how much direct contact staff in day care centres have with children "who they suspect are being abused or neglected, or who are being referred to them for care because of a history of maltreatment" (p. 171).

Incentives for Interagency Cooperation Between Day Care and Child Welfare

The barriers to strengthening cooperation between these two organizations involve legal factors, management factors, and attitudes around professional status. The barriers are not easily or quickly overcome and may seem to outweigh incentives to move toward a closer working relationship.

One incentive is that both organizations are working for the best interests of the child (Frankel 1991). Child welfare services assist the total family constellation (Berry 1997), while day care provides a program for the child including parents in a casual role. Communication across the organizational frameworks will facilitate educating early childhood educators about child abuse and child neglect issues (Goldman 1990; Evans 1997; Roditta 1995). A solid understanding of these issues will help day care providers in planning appropriate programs for children with a history of abuse and neglect. Children with a history of abuse or neglect can be challenging children with whom to work (Garbarino & Eckenrode 1997; Salter et al 1985; Evans 1997; Dobbin & McCormick 1980).

Furthermore, the Winnipeg Child and Family Services Program Standards

Manual (1999) states that the Agency "ensures that collaterals involved in child protection services. . . are oriented to child protection issues" (Subject: Child Protection Services, Section 300.6, p. 1). Early childhood educators receive an orientation to child protection issues in Child Protection and Child Abuse: A Protocol for Child Care Workers 1991. However, comments from the day care directors in the needs assessment show that early childhood educators are uncertain about what constitutes child protection issues.

A second incentive to strengthening the relationship between the agencies is that early childhood educators are in a position to identify early stages of child maltreatment (Roditti 1995). Winnipeg Child and Family Services has the mandate to protect children from maltreatment and it also has the mandate to provide preventive services. Community development workers and neighbourhood parent support networkers in the Community Based Early Intervention Program are already interacting with day care centres in a supportive role in some neighbourhoods in Winnipeg. However, increased knowledge about the child welfare system and more face-to-face contact with child protection workers would increase the comfort level in reporting incidences of suspected child abuse and consulting with the Agency around potentially abusive situations.

A third incentive is when early childhood educators have knowledge about the child welfare system, they can provide emotional support to a child enmeshed in the system by explaining what is happening. Folaron (1993) says the trauma of being separated from their natural family is "compounded by the general failure to inform the

child about what is going on" (p. 141). In response to the needs assessment, a day care director felt that "it would help the child to know what is going on when the child asks. It is harder for the child when they cannot talk about it". By being able to explain to the child what is going on, the child will feel supported in their experiences rather alone being "required to cope with multiple caregivers, none of whom have a personal relationship with the family, and who may not be aware of external agency involvement" (Wotherspoon, 1991, p. 14).

A fourth incentive is the chance to secure resources. Meyers (1993) argues that "the strongest inducement for agencies to collaborate is the chance to secure additional resources - in the form of money, clients, services, equipment, or the authority to claim additional resources in the future" (p. 357). Winnipeg Child and Family Services does require services from the day care and this is an incentive to strengthen the relationship between the two organizations. Furthermore, child welfare workers "should be aware of and involved in making the policies that impact on the quality, availability, and affordability of child care for the families social work serves" (Frankel, 1991, p. 55).

A fifth incentive for the two organizations to foster a closer cooperative relationship is the potential role day care can play in family preservation and family reunification programs (Roditta 1995; Berry 1994; Frankel 199l; Dobbin & McCormick 1980). Families who are involved with the child welfare agency are in a crisis situation and "child care workers are often unprepared for the serious problems these families represent" (Roditti, 1995, p. 1064).

Models of Cooperation between Child Welfare and Child Day Care Centres

Following is information on three models of cooperation between day care centres and child welfare authorities. One is a model followed in Boston, United States. The second is the Integrated Case Management model followed in British Columbia, Canada, and the third model is the cooperation strategy developed between the St. James Day Care Directors' Support Network and Winnipeg Child and Family Services before the recent 1999 restructuring of the Winnipeg Child and Family Services Agency into program areas.

Role of Social Work in Day Care in Boston, United States

In the United States, day care centres have a history of including social services as part of their program. In 1968, the United States Department of Health, Education, and Welfare approved the Federal Interagency Day Care Requirements. The Federal Interagency Day Care Requirements said that, in order for a day care to be eligible for federal support, the day care must meet certain requirements, including several pertinent to this practicum. One requirement was that the day care had to offer social services to families using the day care. The guideline stated that "1. Provision must be made for social services which are under the supervision of a staff member trained or experienced in the field. Services may be provided in the facility or by the administering or operating agency. . . 5. There must be procedures for coordination and cooperation with other organizations offering those resources which may be required by the child and family" (p. 241-242).

In 1975, the Federal Interagency Day Care Requirements were modified and incorporated into Title XX of the Social Securities Act; "Title XX of the Social Securities Act entitled grants to States for services" (The Appropriateness of the Federal Interagency Day Care Requirements, 1978, p.3). Title XX considered the Federal Interagency Day Care Requirements to be fixed legal requirements that must be met by any day care program receiving federal funds. The social services component, as it related to Title XX day care, included:

- "Social services must be provided in either the day care facility or in the administering agency by a staff member trained or experienced in the field.
- Nonprofessionals must be used in providing social services.
- Agencies and/or day care facilities must facilitate the access of parents to social service resources.
- Procedures must be formulated to insure coordination with other organizations offering social services. (Appropriateness of the Federal Interagency Day Care Requirements, 1978, pp. 81-82.

The social services component was not a core component in day care; core elements were elements more directly related to the care of the child. Social services in a day care "include any supportive services apart from actually caring for the child that serve to enhance the functioning of the family as a unit as well as the individuals within it" (The Appropriateness of the Federal Interagency Day Care Requirements, 1978, p. 82). Not all Title XX families needed social support; some families simply needed good

child care. However, child care experts argued that "no short-term intervention program can succeed in supporting the age-appropriate cognitive, social, emotional, and physical development of a child whose family is overwhelmed by its socio-economic plight. A comprehensive social services component that supports family functioning is necessary to promote the well-being of the child" (The Appropriateness of the Federal Interagency Day Care Requirements, 1978, p. 82).

While the Federal Interagency Day Care Requirements were in effect in the United States, Associated Day Care Services in Metropolitan Boston included social services as part of their Agency. Associated Day Care Services is an umbrella agency composed of seven day care centers servicing 400 children. "Originally two social workers provided casework and consultation on an on-call basis. . . through the addition of federal funding in 1969, the Agency was able to provide a Master of Social Work and a paraprofessional worker in each day care centre" (Dobbin & McCormick, 1980, p. 97). The social work casework included home visits, small-group work, obtaining homemaker services, play sessions with the children, training sessions on child abuse and battered women, and liaison work with other agencies. By working in the day care, the social worker had contact with all family members and could observe how services were working for the families. When families were experiencing difficulties, the social worker could call interagency conferences (Dobbin & McCormick, 1980).

I made a telephone call to Ms Dobbin on June 23, 1999 to get current information on the role of social work in day care. Ms Dobbin is the Vice-President for

the Family Development Department, Associated Day Care Services of Metropolitan Boston. Associated Day Care Services serves low income inner city families. They serve three streams of families: welfare families who are working to get off welfare; low income poor families; and families with identified abuse and neglect where the State (Department of Social Services) is involved. For the families with identified abuse and neglect, the State pays extra to have social services attached to the day care. These extra funds pay for the social services provided at Associated Day Care Services of Metropolitan Boston.

The Family Development Department at Associated Day Care Services employs five full-time Master of Social Work employees and has eight to twelve first year Master of Social Work interns at their program sites.

The philosophy behind this model of social work in day care is that the State expects the day care to serve abused and neglected children and these children need extra "stuff". The social services in the day care attend to the other needs of the family. Dobbin said the role of the social worker is to provide play therapy for the children; counsel families; counsel day care staff, for example, discuss therapeutic activities to help the child; and provide parenting classes to all families.

The role of social work in day care at Associated Day Care is modeled on the theory of Family Support taught at the University of Chicago. The idea is to support the strengths in families rather than providing services because the parents have poor parenting skills.

The social workers at Associated Day Care do not take over from the child

protection agency. The Department of Social Services still deals with the protection issues. However, the Department of Social Services likes to get the child and family into a day care with social services. The families at Associated Day Care also like to have social services in the day care centre; it is not as threatening as dealing with the Department of Social Services.

Dobbin said Philadelphia also has a large day care system which can afford a social services department. Small day care centres will not have enough children from the high-risk families to afford a social services department.

Integrated Case Management in British Columbia, Canada

In British Columbia, when day care is part of a child protection plan, the non-subsidized additional fee is covered by the child protection agency. In British Columbia, the Community Support Services Policy Manual Child Care Subsidy Program says:

> "(i) Child care subsidy payments may exceed the maximum allowable rates when child care is part of a specific child protection plan. Area managers may authorize payment of child care fees over the maximum allowable subsidy levels in the following situations:
>
> - when a child is in danger of being removed from the home and child care is part of the special support plan; or
> - when a child is returned home under supervision and child care is part of the supervisory plan" (4.2.1, p. 18, 1997).

In Manitoba, the Community Child Day Care Standards Act and Child Day Care Regulation 62/86 do not mention any allowances for families who are part of a child

protection plan. The Child and Family Services Act also does not mention financial allowances for families who are part of a child protection plan. In a telephone conversation with Ms. Neuman, Supervisor at the Community Based Early Intervention Program at Winnipeg Child and Family Services in December 2000, she said, that to her knowledge, the Agency policy on paying day care fees was more practice than policy or regulation; there is nothing in the regulation about paying day care fees. Ms. Neuman said when social workers submit an application for day care needs, then the Agency covers that fee unless the family can afford it. When the social worker applies for a day care space, the social worker completes an Income Reporting form.

In December 1997, the Ministry for Children and Families in British Columbia issued the Integrated Service Delivery and Integrated Case Management Policy Manual. This policy shapes "the way services are delivered so they are client-centered and integrated, rather than aligned around professional disciplines or programs, thus meeting the holistic needs of the client (Integrated Service Delivery and Integrated Case Management Policy Manual, 1997, p. 2). All disciplines and service providers involved with the child and family are involved in the planning and decision making for the family.

Integrated Case Management refers to situations involving multiple service providers and the family needs are long term. Integrated Case Management is the protocol designating how all the different services will work in the best interests of the child and family.

Integrated Service Delivery & Integrated Case Management: A Best Practice

Manual (Draft#2 for Discussion 1999) states that a child care provider is included in the disciplines and services involved in a case management team. The specialized knowledge a child care provider contributes to the team is "knowledge of child development; developmentally appropriate practice; child's relationships with peers and caregivers" (Draft #2 1999).

Furthermore, a child care provider can start the process of integrated case management with a family. The Integrated Service Delivery & Integrated Case Management: A Best Practice Manual says "no particular worker or profession is responsible for starting the process of integrated case management with a service recipient. The service provider who first becomes aware of a service recipient's involvement with more than one worker should assume this responsibility" (p. 14).

The student spoke with Ms. Marie Watts at the Ministry for Children and Families in British Columbia to inquire how this policy works in practice; the student was interested in knowing whether day care providers have initiated the process of integrated case management. Ms. Watts said "day care has not taken that lead up to now. The opportunity would be there. We are talking about an attitude shift" (telephone conversation December 20, 2000). Ms. Watts explained that there are day care directors in college run programs who have got the systems "mapped out"; they know who to call, when to call, when and where to put in an extra word to get funding. Ms. Watts feels these day care directors would be trusted members to be case managers. Case managers are sometimes public health nurses, staff in human services, or members of an Aboriginal band, however, Ms. Watts said she "could see a

day care provider who was 'in the know' about programs say "I will take that on" (conversation with Ms. Watts December 20, 2000).

St. James Day Care Directors Support Networking Group

In most geographical areas of Winnipeg, there are Day Care Directors Support Networking groups. Once a month the day care directors from one area of the city meet to discuss policies and other issues that arise while operating the day care centre. Prior to the 1999 Winnipeg Child and Family Services reorganization, the Assistant Day Care Director at Lakewood Children's Centre in St. James, Ms. Pat Wachs, was the Chairperson at the Winnipeg Child and Family Services Southwest Area Council. At the St. James Day Care Directors Support Networking meeting, Ms. Wachs presented a report on child welfare.

In addition, prior to this recent reorganization of Winnipeg Child and Family Services, the Winnipeg Child and Family Services Area Director in St. James went out to the day care centres to meet the directors and attended the Annual General Meeting at Assiniboine Children's centre. The Day Care Director at Assiniboine Children's Centre, Ms. Carol Draper, said "the day care directors in St. James know what supports Winnipeg Child and Family Services can provide to families. The day care directors can have off-the-cuff conversations with social workers about families. If the day care director feels the social worker needs to make a visit, it happens" (telephone conversation September 1998). Although there are confidentiality issues to consider, Draper says that "Child and Family Services gives day cares a sense of what is being

done for the child, not specific information because there are confidentiality issues, but Winnipeg Child and Family Services lets the day care director know what is happening to the child and that the child is okay" (telephone conversation September 1998). Draper has also visited a child who changed foster homes as a way of supporting the child in the transition.

Cooperation between the group day care centres in St. James and Winnipeg Child and Family Services was fostered when both agencies had knowledge about the function of each other's organization and could communicate across their conceptual frameworks.

The student contacted Ms. Carol Draper by telephone in September 2000, a year after the Winnipeg Child and Family Reorganization. Ms. Draper reported that her day care had very little contact with Winnipeg Child and Family Services in the past year and the contact they did have was positive.

The student contacted Ms. Wachs and inquired whether the good working relationship between the two organizations was still functional after the reorganization or whether the relationship had deteriorated after the reorganization. Ms. Wachs said "yes, there is still a functional working relationship in St. James" (telephone conversation December 14, 2000). Ms. Wachs remains in the position of Chairperson of the Area Council in the Southwest area of Winnipeg. Four area councils remained after the reorganization. Ms. Wachs is also a Board Member of Winnipeg Child and Family Services. Ms. Wachs continues to work closely with the St. James day care directors support networking group.

From the conversation with Ms. Wachs the student learned that, in St. James, the relationship between the two organizations during the reorganization was frustrating at times. Day care directors had difficulty trying to get hold of individual case workers. Case loads were very high during the reorganization as social workers transferred cases to the appropriate programs. However, Ms. Wachs said everyone knew it would be hard and sometimes frustrating as the Agency went through the reorganization.

Ms. Wachs said being a Board Member at Winnipeg Child and Family Services and being a member of the St. James day care directors support networking group was an advantage in maintaining a functional working relationship between the two organizations. Ms. Wachs facilitated maintaining a positive relationship by firstly, giving day care directors updates and reports on what was happening at Winnipeg Child and Family Services. Secondly, when directors felt frustrated, Ms. Wachs was able to give them telephone numbers to call. Thirdly, Ms. Wachs explained about the process the Agency was going through. Finally, the St. James day care directors support networking group had input into the Child and Family Services reorganization. The directors had the opportunity to complete a survey on how community workers could serve the community; day care directors in St. James were able to say what they wanted to see happen in the community.

Ms. Wachs said "it was helpful for the day care directors to understand what the Agency went through during the reorganization." Ms. Wachs connection to Winnipeg Child and Family Services is known to day care directors in other areas of Winnipeg

and Ms. Wachs got questions from directors in other areas. Ms. Wachs sees herself as a link between child welfare and day care (telephone conversation December 14, 2000).

An example of cooperation between day cares in St. James and Winnipeg Child and Family Services is the Agency's willingness to participate in parenting programs given by the day care centres. Ms. Wachs noted that, in St. James, the Winnipeg Child and Family Services community development worker is very approachable and very willing to work with the day care centers.

CHAPTER FIVE

LITERATURE REVIEW

PROGRAM PLANNING

Introduction

The purpose of reviewing literature on program planning was to determine the most expedient method of educating day care directors on the mandate of Winnipeg Child and Family Services. A preliminary needs assessment with day care directors in the West End area of Winnipeg reinforced the student's feeling that the directors desired clarification on the specific mandate of child welfare.

The literature on program planning provided the basic foundation for the practicum. By reviewing different models of program planning, the components necessary in the process of planning an educational program, and the tasks involved, the student was able to determine the most appropriate intervention for the practicum.

Definition of Short-Term Instructional Formats

The literature review focused on short-term instructional formats. The original intervention plan was a workshop for day care directors. Sork (1984) defines a workshop as a "relatively short-term, intensive, problem-focused learning experience that actively involves participants in the definition and analysis of problems and in the development and evaluation of solutions" (p. 5). Caffarella (1994) refers to workshops as "intensive group activities that emphasize the development of individual skills and

competencies in a defined content area. The emphasis in this format is on group participation and products" (p. 153). Fleming (1997) says that in a workshop "emphasis is usually placed on the transfer and application of new learning. . . a workshop is designed to be highly interactive and to support participants learning from one another; it is never an 'information dump'" (p. 1).

A seminar is also a short-term instructional format. A seminar is a session or series of sessions in which

> "A group of experienced people meet with one or more knowledgeable resource persons to discuss a given content area. The participants are expected to be quite knowledgeable, and resource persons expect to learn from them. A great deal of information and experience is exchanged. Often, there is more expertise in the participants than in the resource persons. It is not expected that either problem solving, action or planning will necessarily result from the meeting" (This, 1979, p. 50 quoted in Sork 1984, p.5).

Caffarella (1995) states that seminars have "a focus on learning from discussions of knowledge, experiences, and projects of group members. Participants in these groups must have knowledge and skills in the content of the seminar. Instructors act primarily as resource persons and facilitators" (p. 153). Tobin et al (1979) describe a seminar as an "informal teaching method in which the learners come prepared to discuss a specific topic" (p. 142).

The student chose the seminar format as part of the intervention tool for her practicum for four reasons: (1) the focus was on learning from discussion of knowledge, experiences, and projects of the group members (Caffarella 1995); (2) the participants

had knowledge and experience in the topic (Caffarella 1995; Sork 1984); (3) a seminar is an informal teaching method (Tobin et al 1979); and (4) it is not expected that either problem solving, action or planning will necessarily result from the meeting (This, 1979, quoted in Sork, 1984, p 5.) A workshop would have added a problem solving dimension to the intervention where the participants had the opportunity to propose and evaluate solutions to improving interagency cooperation between day care and the child welfare agency.

Sork (1984) notes seven advantages of short-term instructional formats.

1. Due to its short-term nature, many more people can participate.
2. They are very transportable.
3. Participants can apply their new capabilities immediately without having to wait the many weeks that it takes for a longer program to conclude.
4. The intense nature forces people to interact in novel ways to accomplish a common goal.
5. The participant temporarily leaves one environment or social system and temporarily enters another.
6. They can help participants to refine their problem-solving skills.
7. They require few if any changes in room arrangement or equipment (p. 7).

Adult Education Principles

Planners of adult education programs require an understanding of adult education principles. Andragogy is the term used for the study of adult learning; it

refers to the process of how adults learn (Percival 1993). Tobin et al (1969) note that adults do not learn in the same way as children; "teaching of adults involves understanding that adults have different basis of motivation and various past experiences and are generally independent in selecting and participating in learning activities" (p. 84). Jurow (1991) says "the issue becomes how to integrate what is heard and seen with a lifetime of experience and knowledge already in place" (p. 1). Adults learn best when their experiences are acknowledged and new information is built on their past experiences (Caffarella 1994; Trotta 1995; Tobin et al 1979; Arnold et al 1991).

Time is an important consideration for adult learners. Tobin et al (1979) says that "even in the personal lives of adults, many decisions are based on time rather than cost. Time has become so valuable that each educational effort must be scrutinized closely to be certain it is worth the time and effort" (p. 76).

Caffarella (1994) outlines twelve major principles of adult learning:

1. "Adults can and do want to learn, regardless of their age.
2. Adults have a rich background of knowledge and experience.
3. Adults are motivated to learn based on a combination of complex internal and external forces.
4. All adults have preferred styles of learning, and these differ.
5. For the most part, adults are pragmatic in their learning.
6. Adults are not likely to willingly engage in learning unless the content is meaningful to them.

7. Adults come to a learning situation with their own personal goals and objectives, which may or may not be the same as those that underlie the learning situation.
8. Adults prefer to be actively involved in the learning process rather than passive recipients of knowledge.
9. Adults learn both in independent, self-reliant modes and in interdependent, connected, and collaborative ways.
10. Much of what adults learn tends to have an effect on others (for example, on work colleagues and family).
11. Adults are more receptive to the learning process in situations that are both physically and psychologically comfortable.
12. What, how, and where adults learn is affected by the many roles they play as adults" (p. 24-25).

Models of Adult Education Facilitation

Brookfield (1989) discusses three models of facilitation of adult education programs: the behaviorist paradigm, the humanistic paradigm, and the critical paradigm. In the behaviorist paradigm the facilitator ensures "learning activities are sequenced so that learners move through a series of carefully designed, progressively complex operations" (Brookfield, 1989, p. 202). Learning is identified as a change in observable behavior and the desired behavior is obtained through principles of continuity and reinforcement (Percival 1993; Merriam and Caffarella 1991).

In the humanistic paradigm "adult education is seen as a democratic,

cooperative venture with facilitators assuming no particular status within a learning group simply by virtue of their knowledge or experience. This paradigm is rooted in a view of education as a partnership rather than as an authoritarian transmission of information from the expert to the ignorant" (Brookfield, 1989, p. 203-204). The humanistic paradigm is based on the practice that adult education programs satisfy the felt-needs expressed by learners (Brookfield 1989). Humanism emphasizes that learning occurs when adult education programs include the participants' felt-needs, interests and experiences (Pecival 1993; Merriam and Caffarella 1991; Brookfield 1989). Brookfield (1989) cautions that planning a program strictly on the felt-needs of the learners can reduce the facilitator's role "to that of an educational customer service manager whose activities are determined solely by learners' expressed desires" (p. 204) with the result that learners may never explore alternative ways of thinking and acting.

A third model of adult education facilitation is the critical paradigm. This model focuses on "facilitators encouraging learners to scrutinize critically the values, beliefs, and assumptions they have uncritically assimilated from the dominant culture" (Brookfield, 1989, p. 205). Brookfield (1989) says the function of the facilitator "is to challenge learners with alternative ways of interpreting their experiences" (p. 205). Percival (1993) refers to this model as radical adult education. According to this model, the purpose of education is social change whereby learners become aware of the forces that control their lives and become empowered to bring about change (Percival 1993). However, learners may not actively challenge their oppressive reality.

Brookfield (1989) says that "a learner can perceive how power relationships operate to maintain inequality and decide to join the oppressive class, or he or she can simply refuse to acknowledge the truth of this reality" (p. 206).

For this practicum, the student used elements from both the humanistic orientation and the critical orientation. Elements from the humanistic model included using a needs assessment to seek the felt-needs and interests of the day care directors in planning content for the manual and the presentation. The student compensated for Brookfield's suggestion that the felt-needs rationale kept learners in their familiar paradigms of thinking by adding information that would be useful for the day care directors. Furthermore, the student did not claim to be an expert on the topic of child welfare. She directed the participants to knowledgeable individuals in the child welfare agency who could address their concerns more thoroughly.

Elements of the critical or radical model applied to the practicum as well. By making the day care directors aware of the similarity of experiences and interests expressed by the directors, it is possible the directors could act to transform the current working relationship with the child welfare agency into a more cooperative relationship.

Models of Program Planning

There are various models to follow when planning an educational program for adults. Arnold et al (1991) propose a Spiral Model of program planning. The spiral model is useful for planning workshops which focus on action for social change; it emphasizes unequal power relations and societal differences in race, class, gender,

disability, heterosexism, and ageism (Arnold et al 1991).The Spiral Model incorporates five stages of planning a workshop: (1) start with the experience of participants; (2) look for patterns; (3) add new information and theory; (4) practice skills, strategize and plan for action; and (5) apply in action.

A Linear Model of program planning proposes following a sequence of steps when planning a program (Sork and Caffarella 1989; Tobin et al 1979 ; Harris 1984). Sork and Caffarella (1989) propose a basic model consisting of six steps: "(1) analyze the planning context and the client system; (2) assess needs; (3) develop program objectives; (4) formulate instructional plan; (5) formulate administrative plan; (6) design a program evaluation plan" (p. 234). Harris (1984) proposes a nine-step Linear Model of program planning: "(1) determining financing or budget; (2) conducting needs assessment; (3) selecting resource persons; (4) developing the learning design; (5) selecting aids to support that design; (6) selecting a location; (7) marketing the workshop; (8) conducting the workshop; (9) evaluating the workshop" (p. 40).

Although linear models "are helpful in that they imply logic and a preferred ordering of elements, planning is a far more dynamic and interactive process" (Percival 1993 p. 80). Planning involves working on steps simultaneously and modifying decisions as the planning progresses through the steps (Sork 1984 ; Percival 1993; Caffarella 1995). Harris (1984) says steps may blur and run into each other; they will not necessary fall into an exact order. Each step incorporates a number of tasks and decision-making points.

Interactive Model of Program Planning

Caffarella (1994) designed the Interactive Model of Program Planning. The Interactive Model proposes eleven components in the planning process. There is flexibility in the number of components used and the sequence of the components. The program planner can use the components that suit the particular educational program.

The eleven components in the Interactive Model are:

1. "Establishing a basis for the planning process.
2. Identifying program ideas.
3. Sorting and prioritizing program ideas.
4. Developing program objectives.
5. Preparing for the transfer of learning.
6. Formulating evaluation plans.
7. Determining formats, schedules, and staff needs.
8. Preparing budgets and marketing plans.
9. Designing instructional plans.
10. Coordinating facilities and on-site events.
11. Communicating the values of the program" (Caffarella, 1994, p. 18).

There are tasks and decision points within each component. Caffarella notes that "not all of the components-and therefore not all of the tasks-need to be addressed in developing every program" (p. 19).

Caffarella (1994) says two critical assumptions of the Interactive Model are: "educational programs should focus on what the participants actually learn and how

this learning results in changes in participants, organizations, and/or societal issues and norms; and, the development of educational programs is a complex interaction of institutional priorities, tasks, people, and events" (p. 27).

The student used the Interactive Model of program planning as the foundation for the practicum. The components provided guidelines as to what was necessary to consider in planning a program. The student initially arranged the components (along with the tasks involved) applicable to the program into a tentative sequence; however, the components could be rearranged, added to, or deleted as the planning progressed.

For the practicum, the number of educational sessions and the length of the educational session depended on what the intended participants could commit to. The dominant reason for participation in this educational program related to tasks and obligations related to work (Darkenwald and Merriam, 1982, quoted in Percival 1993, p. 55).

Barriers to Participation

The student needed to consider barriers to participation. Cross (1981) suggests three types of barriers that could account for nonparticipation: "(1) situational barriers; these relate to an individual's particular circumstances at a given time; (2) dispositional barriers; these relate to the individual's attitude toward self and learning; and (3) institutional barriers; these relate to policies and procedures of the institution that make participation difficult or impossible" (Cross, 1981, taken from Percival, 1993, p. 56). Percival (1993) also notes other factors that relate to nonparticipation including "lack of

self-confidence; lack of perceived relevance of available courses; low interest in organized education; personal and family problems; cost of education; and lack of support and encouragement" (p. 56)

The time factor is also a significant barrier to participation (Tobin et al 1979; Hanson 1991). As Hanson (1991) says "time spent at a program is time spent away from work, from home, and from family" (p. 40). In a study Hanson did in 1991, "the top-rated barrier to participation consisted of job constraints such as lack of relief help or lack of time off" (Hanson, 1991, p. 37). The second-rated barrier "was a perception that the community in which the program was to be held was beyond the maximum desirable driving distance" (p. 35); and the third-ranted barrier to participation was "family constraints (spouse, children, personal)" (p. 37).

Summary

Providing an educational program for day care directors was part of the intervention strategy of the practicum. A short-term instructional format was very transportable and suited the short-term nature of the practicum. The Interactional Model of Program Planning designed by Caffarella (1994) offered flexibility in the number and the sequence of components used in the educational program. As the program planning progressed, the flexibility of the Interactional model provided freedom for the student to design the appropriate program.

While planning the program for day care directors, the student took into consideration principles of adult education. Adults have a lifetime of experience and it

is important to integrate the participants' experiences and knowledge into the educational program. Adults also independently select and participate in learning activities and they choose to attend on the basis of their interest, the usefulness of the educational activity, and time requirements. Barriers to participation were an important factor to consider. The student addressed this factor in the needs assessment phase of the program planning. By knowing what barriers existed to attending the program, the student could decide whether the barriers could be overcome or whether the format of the program must change.

The student used the humanistic paradigm and the critical paradigm as the philosophical bases of the educational program. The student used the humanistic paradigm by incorporating the day care directors' felt-needs into the program and the student, as facilitator, did not assume the role of an expert on the topic. The critical paradigm applied to the extent that increased knowledge would enable day care directors to challenge their present working relationship with the child welfare agency and enable them to work toward a more cooperative relationship.

CHAPTER SIX

PRACTICUM DESCRIPTION

Setting

The practicum took place at Winnipeg Child and Family Services Community Based Early Intervention Program located at 1386 Main Street from December 7, 1999 to June 30, 2000. This program was newly created in September 1999 after a major restructuring process. Prior to this Agency restructuring, community development workers were "nested" in the child protection units which were located in the four areas of Winnipeg - Northwest, Southwest, East, and Central.

Each of the four areas had their own area director and followed the regulations in the Manitoba Child and Family Services Act and followed the Child and Family Services Program Standards Manual. The community development workers, under this system, were thoroughly aware of community resources in the community they served. By being "nested" in a child protection unit, the community development workers were in close proximity to family services workers who were in a position to connect families to support resources in the community.

However, in the system where Winnipeg Child and Family Services was structured into four geographical areas with each area having its own area director, there was some difference in service provided throughout Winnipeg. For example, one area director may emphasize preventive measures such as connecting families to community resources whereas in another area the director may focus primarily on child protection issues and secondarily on preventive measures. The reorganization

attempted to standardize service delivery to all geographical areas of Winnipeg. Winnipeg Child and Family Services was restructured into six program areas which were: Community Based Early Intervention; Services to Children and Families; Resources in Support of Services; Alternative Care/Permanency Planning; Quality Assurance, Research and Planning; and Aboriginal Liaison. Each program had a manager; the supervisors in each program would report to the program manager. By restructuring the Agency into program areas, service delivery would be more uniform throughout Winnipeg.

However, in the restructuring, the Community Based Early Intervention Program was separated from the child protection units. During the practicum, community development workers were in the process of connecting with family service units in the area in which the community development workers concentrated their efforts.

Winnipeg Child and Family Services had four community based resource centres: St. Boniface-Norwood Resource Centre; Augustine Resource Centre; Windsor Park Resource Centre; and North Main Child and Family Centre. The North Main Child and Family Centre was located in the North End at 1386 Main Street. The North End Child and Family Centre offered community activities such as a community kitchen, a clothing depot, a community phone, use of a washing machine and a dryer for community residents, a parent resource library, and a variety of workshops and groups which are free of charge.

Although the Program has a physical location at 1386 Main Street, the neighbourhood parent support networkers, the school-linked workers, and community

development workers have office space in different communities in Winnipeg and in rural areas. At 1386 Main Street there were two supervisors, three part-time community development workers, three full-time community development workers; and one full-time and one part-time administrative assistant.

The setting suited the practicum project for three reasons. One, the North End was an area selected for the needs assessment. Two, day care centers function as a support intervention for the Agency and there is potential for day care centers to promote activities offered at Winnipeg Child and Family Services. Three, the Community Based Early Intervention Program was interested in identifying gaps in service delivery. For example, four activities at the Community Based Early Intervention Program were:

- "identifying existing relationships with established programs
  - ♦ to ascertain service gaps
  - ♦ to identify possible partnerships
  - ♦ to identify strengths
  - ♦ to develop effective working relationships with collaterals within clearly identified roles and responsibilities
- developing mechanisms for the community to receive information and have questions answered re: Agency.
- defining and publishing the roles and responsibilities of CFS community based early intervention staff.
- developing and distributing materials which explain the role of the Agency, collaterals and the community when child welfare concerns arise" (Community Based Early Intervention Services & Programs, p. 8).

During the practicum, the student explored the existing relationship between Winnipeg Child and Family Services and group day care centres by ascertaining service gaps between the Agency and day care centres; the student developed a

manual for the day care directors which answered questions about the Agency and provided the day care directors with useful information about the Agency.

The practicum was also in line with service principles the community development workers strived to accomplish. Two of the eleven service principles were: community workers strive to encourage the community to raise issues of concern about the way Child and Family Services and other agencies conduct their affairs and are resourced; and a willingness of community development workers to seek out, maintain, respond to and develop linkages with other resources in the community at both formal and informal levels (Community Based Early Intervention Services & Programs, Statement of Philosophy, p. 3).

Clients

In a practicum focusing on facilitating the relationship between group day care centres and Winnipeg Child and Family Services, the primary clients for the purpose of the practicum were group day care directors as they were the focus of the educational intervention. There were two reasons for selecting day care directors as the clients. One reason was that communication between day care centers and Winnipeg Child and Family Services takes place between the day care director and the social worker at Winnipeg Child and Family Services at the service delivery level. For example, it is the day care director who contacts social workers when there is a child protection concern in the day care; and, social workers contact the day care director when they enroll a child or when they are conducting a child protection investigation. A second reason is

that parents usually speak to the day care director about personal problems occurring at home. Day care directors are in a position to teach parents about child development, nutrition, and behavior management and, by being aware of community resources, day care directors can direct families to appropriate sources of help for their particular situation. Winnipeg Child and Family Services Community Based Early Intervention Program is a resource for the day care directors to access when they want to know what community programs are available to families.

Day care centres in Winnipeg are divided into sixteen geographical areas (Directory of Child Care Centres in Winnipeg, 1999). The student chose to include three geographical areas for the practicum. These areas reflected the most intensive involvement with Winnipeg Child and Family Services. The three geographical areas were the Inner City which had 34 day care centres; Winnipeg North which had 16 day care centres, and the West End which had 9 day care centres (Directory of Child Care Centres in Winnipeg, 1999). The targeted day care centres were full-day group day care centres providing service to either infants, preschool children, school-age children, or a combination of these age groups.

The student targeted the Inner City because the area had the highest number of day care centres in Winnipeg; there were 34 day care centers in the Inner City in 1999 (Directory of Child Care Centres in Winnipeg, 1999). Furthermore, according to Brenda Gavaga, a Subsidy Clerk at the Child Day Care Office, sixty-five percent of the children in the Winnipeg Inner City were subsidized. The Inner City boundaries set by the Child Day Care Office is the area described by Postl (1995) as the "core area".

"The core area is defined both geographically and by its socioeconomic disadvantage. Annual income levels in the core are 50-60% of those in other Winnipeg neighbourhoods. . . poor housing, high unemployment and a high migrancy rate all contribute to the socioeconomic disadvantage of children living in the core area" (Postl, 1995, p. 107). Families living in the Inner City are at risk of being involved with Winnipeg Child and Family Services.

The student selected the North End for the practicum because seventy-six percent of the children in the North End of Winnipeg were subsidized (telephone conversation with Gavaga, July 26, 1999). The Directory of Child Care Centres in Winnipeg, 1999, listed sixteen day care centres in the North End. The high number of subsidized children in sixteen day care centres is an indication that there are many low-income families in the North End. The subsidy stays with the child and, therefore, the number of subsidized spaces in any particular area will fluctuate as families move. The high number of subsidized spaces indicate a concentration of low income families which can indicate there is risk of these families being involved with Winnipeg Child and Family Services.

The West End with nine day care centers was the area where the student did the preliminary needs assessment and therefore was included in the targeted areas. From the student's personal experience as a day care centre director from 1991 to 1996, there was intensive interaction between group day care centers and Winnipeg Child and Family Services in the West End of Winnipeg.

Obtaining data on the number of families accessing day care programs under a

child protection plan would be the ideal method of selecting areas where there is intensive involvement between group day care and the child welfare agency. However, in a telephone conversation with Ms. Gale Simpson, a Child Day Care Licensing Coordinator (July 1999), Ms. Simpson said that at that time, the Child Day Care Office did not have a computer program that could track data on the number of children, enrolled in day care, who were there due to child protection issues. Furthermore, the Child Day Care Office could not give the student data on the number of families who access day care due to qualifying for eligibility under the Special Needs Subsidy Family Plan. There may be a high probability that families qualifying for eligibility under "special needs" would have involvement with the child welfare agency.

The student telephoned Mr. Bruce Unfried, Coordinator of the Quality Assurance Program at the Child and Family Support Branch of Family Services (now called Child, Family and Community Development Branch) August 1999, to inquire how to access data on the number of children in day care due to child protection issues. Mr. Unfried said that the student could only access information that was public knowledge. Therefore, the student targeted areas where there were a high number of day care centres and a high percentage of subsidized spaces.

Methodology

The backdrop to the procedures the student followed for the practicum was the Interactive Model of Program Planning by Rosemary Caffarella (1994). This model provided a flexible means of planning an educational program. Prior to beginning the

program, the student identified the components necessary to include in the program and a logical sequence of the components.

Components from the Interactive Model of program planning (Caffarella 1994) that the student used for the practicum were:

1. Establishing a Basis for the Planning Process
2. Identifying Program Ideas
3. Determining Format
4. Sorting and Prioritizing Program Ideas
5. Determining Schedule, Facility and Attendance
6. Developing Program Objectives
7. Designing Instructional Plans
8. Formulating Evaluation Plans
9. Preparing the Budget
10. Coordinating On-site Events
11. Communicating the Results of the Program

Component 1: Establishing a Basis for the Planning Process

There were three tasks involved in establishing a basis for the planning process: establishing a setting for the practicum; learning about Winnipeg Child and Family Services; and learning how the Agency interacted with group day care centres.

Establishing a setting for the practicum. The first task was to settle in at the practicum site at the North Main Child and Family Centre. The student had a desk,

telephone, voice-mail, and a mail slot. The North Main Child and Family Centre was in the early stages of development. The building renovations had been completed in November 1999; the community development workers were new to their positions and were in the process of learning their roles and responsibilities in the program; and the activities and groups that would operate out of the North Main Child and Family Centre were in the planning stage. To settle in the student helped with the Christmas gift wrapping for children-not-in-care; became familiar with the parent resource library and put the materials, which were still packed in boxes from the move, on the shelves; read the updated version of the Child and Family Services Act (1999); and asked questions to find out on which projects the community development workers were working.

Overall the experience of settling into the Agency was a relaxed and comfortable one.

Learning about Winnipeg Child and Family Services. The student learned about the Agency by: (a) attending monthly team meetings and monthly community meetings; (b) attending a two day workshop "Sharing the Caring" hosted by the Department of Family Services; (c) accompanying a community development worker and a neighbourhood parent support networker to visits with community agencies such as Ma Mawi Wi Chi Itata Centre and the North End Women's Resource centre; (d) attending meetings around the Child and Family Service Community Resource Telephone Line; (e) attending a one day training program on child protection; (f) assisting the community development workers in the needs assessment by completing the consensus information on the survey forms; and (g) spending a full day at the Intake Unit

shadowing an Intake Worker. Overall this experience exposed the student to both the Community Based Early Intervention Program and the child protection component of the agency and the tension that existed between the two components of the Agency.

Substantial learning about the Agency took place when the student needed to get specific information about Agency policies and protocol to complete the manual which would answer the questions raised in the needs assessment. This is when the student learned about the challenges working in a large bureaucracy where the front-line workers sometimes appeared to have a fragmented understanding of what the Agency did. For example, in response to a question about the Agency protocol about day care fees when a Family Services Worker recommends a child enroll in a day care program, a Family Services Worker said "I just fill out the form. I don't know what happens after that".

The timing of the practicum was not conducive to learning about Winnipeg Child and Family Services. Beginning the practicum in December 1999, the combination of the newness of the Program, the Agency reorganization that happened in September 1999, and the separation of the Program from the child protection units together presented difficulties for the student in learning about the Agency. Firstly, it was a disadvantage to begin the practicum in December; the student missed a two-day orientation to the Agency which was given to students who began their placement in September. Furthermore, several staff were on vacation during the holiday season. Secondly, due to the agency reorganization, the Program Standards Manual was in the process of being revised and a draft would not be available until February 2000.

Thirdly, with the creation of a new program that was separate from the child protection units, the student got limited exposure to the nature of child protection work. Fourthly, an additional barrier to learning about the Agency was that the student did not have a computer. Without access to a computer, the student was an outsider to the Agency. All Agency information was passed to staff through the computer "bulletin board" and e-mail. Unless the supervisor put a "hard copy" of the communication on the bulletin board, the student had no way of knowing what was happening in the Agency.

Fifthly, community development workers without a history of working in child protection sometimes did not know what child protections workers do. For example, a community development worker said "I have been in the Agency for three years and I only know a small corner of what the Agency does".

Finally, difficulties were also experienced because of an announcement mid-way through the practicum (February and April 2000), that there was going to be another major change in the organization. Negotiations for the transfer of child welfare services to a mandated Métis Child and Family Services Agency with jurisdiction throughout Manitoba and to First Nations Child and Family Service Agencies might entail devolving the Community Based Early Intervention Program to an Aboriginal agency. In the future there would be three mandated child welfare agencies in Winnipeg. Community development workers at Winnipeg Child and Family Services were anxious about how this initiative would impact their jobs; enthusiasm for compiling the results of the needs assessment of the 48 neighbourhoods waned because of the uncertainty of being able to follow-up on the needs assessment.

Learning how Winnipeg Child and Family Services Interacts with Group Day Care Centres. The Community Based Early Intervention Program was physically separated from the child protection programs in the Agency and it was difficult to get a feel for dynamics occurring in the child protection programs where a lot of interaction with group day care centres takes place. The student wondered if the more practical setting for the practicum was in a child protection unit where there was actual contact with day care directors. On the other hand, the Community Based Early Intervention Program was the setting for doing outreach to the community and the student could be in a protection unit for a long time before there was any interaction with day care centers. Overall, the student felt that the Community Based Early Intervention Program had the potential to make a connection with day care directors and promote the activities offered to community residents. In addition, the limited interaction also revealed why there were difficulties and misunderstandings between the two sectors.

Community development workers at the practicum site expressed an interest in how day care directors viewed their relationship with the Agency. The North Main Child and Family Centre was in the early stages of development and the relationship with day care centres was not the highest priority at the time. Community development workers were in the process of organizing an advisory committee meeting to find out the community needs and they were planning on inviting day care directors, in the vicinity of the North Main Child and Family Centre.

Over the course of the practicum, the student learned that some community development workers and neighbourhood parent support networkers in other areas of

Winnipeg did have a continuing relationship with day care directors in their neighbourhoods. For example, a community development worker in the West/Central Spence area linked with day care directors by (a) inviting them to a monthly neighbourhood networking group meeting; day care directors received a copy of the minutes of the meetings when they could not attend; (b) delivering a copy of the community newspaper to the day care centers; (c) notifying the day care directors about projects that seemed to fit, for example, they did a story about day care centers in the community newspaper.

Neighbourhood parent support networkers who were closely affiliated with a resource centre had the most reciprocal working relationship with day care directors in their immediate neighbourhood. For example, in one Fort Rouge neighbourhood, the day care director refers families to the resource centre and will ask the neighbourhood parent support networker to do a home visit if the day care director is concerned about the child. The neighbourhood parent support networker also refers families to the day care centre. The resource centre and the day care have been in the neighbourhood for a long time and the relationship has developed over the years. A second example is the relationship between group day care and the Agency resource centre in a St. Vital neighbourhood. In this example, the day care director informs the neighbourhood parent support networker that a mother needs to learn how to plan nutritious lunches for her child and the neighbourhood parent support networker will incorporate this theme into the resource centre program.

Component 2: Identifying Program Ideas

The task involved with this component was conducting the Needs Assessment which would identify program ideas that could be used for an educational program for the day care directors.

Initial Phase of Identifying Program Ideas

The initial phase had been done during the proposal phase of the practicum to ascertain whether day care directors felt there was a need to learn about the mandate of Winnipeg Child and Family Services. Using telephone interviews, the student contacted day care directors in the West End area of Winnipeg (see Appendix II for the interview questionnaire). The student, who had been a day care director in the West Broadway neighbourhood, got a listing of the day care centres included in the West End Day Care Directors Support Networking group. The student got a listing of the day care centres from a director who attended meetings at the West End Day Care Directors Support Networking group. Included in the listing the student received were two day care directors from St. James who attended both the St. James Day Care Directors Support Networking group and the West End group.

In this initial phase, the student did not use the Directory of Child Care Centres in Winnipeg (Family Services, Child Day Care) as a guide to choosing the day care centres. Therefore, the boundaries for the initial phase were meshed with the Inner City boundaries, for example, the Child Day Care Office categorized some day care centres the student included in the West End as Winnipeg Inner City.

The student interviewed one of the day care directors from St. James and found

that the experiences were different from the experiences of day care directors in the West End. The student noted the experiences of the St. James day care director in chapter four of this practicum, page 70.

Results of the Initial Phase of the Needs Assessment

Day care directors from ten group day care centres in the West End provided significant information for the student to use as a basis for supporting the proposal. The student received responses on the following topics.

A. How day care directors in the West End/Wolseley area of Winnipeg perceive their interface with Winnipeg Child and Family Services.

B. How day care directors in the West End/Wolseley area of Winnipeg feel the interface with Winnipeg Child and Family Services affects job performance in the day care centre.

C. Ways day care directors feel the interface with Winnipeg Child and Family Services needs to be strengthened.

D. Role of the Child Day Care Office.

Following are the issues that emerged on these four topics.

A. *How day care directors in the West End/Wolseley area of Winnipeg perceive their interface with Winnipeg Child and Family Services.*

Table 1

Response	# of directors	% of directors
Lack of recognition of day care	5	50%
Lack of consistency in contact with day care	5	50%
Ask social worker for information about a child and receive the information	4	40%

Fifty percent of the directors felt Winnipeg Child and Family Services demonstrated a lack of recognition of day care centers. Comments were as follows:

- "Not all social workers are appreciative of the work day cares do. The problem as I see it is that I am not sure they appreciate what day cares do is important." (#1 day care).
- "Child and Family Services is involved in a broad spectrum of activities and day cares are lost in the shuffle." (#2 day care).
- "Child and Family Services does not understand what it is like to coordinate everything in a day care. There is a lack of understanding of each other's part. For example, we got reprimanded from Child and Family Services because one child missed a play therapy session." (#3 day care).
- "There is no commitment from Child and Family Services. The day care does

the paperwork, billing and then the child is gone without giving notice. You get a phone call from a social worker saying this is the child's last day. There is no follow-up. You don't know what happened to the child. There is no end to it. Is the child okay? 'Big Brother' does what he wants." (#1 day care).

Fifty percent of the directors felt there was a lack of consistency among social workers in their contact with day care providers. Some quotes illustrating inconsistency were:

- "All contact varies and depends on the worker how much contact there is with the day care. Sometimes the social worker comes down with the foster parents and meets with the director. Social workers also phone when they try to help foster parents find child care." (#3 day care).
- "I can phone some social workers and I will get answers and other social workers will not give me information. It all depends on the social worker. There is no protocol." (#4 day care).
- "The information you get from Child and Family Services depends on the dedication of the people you talk to. Caseloads are high and therefore it is hard to get a response within a couple of days. Child and Family Services is so diverse. It depends on who you talk to whether you get results." (#5 day care).

Forty percent of the day care directors stated that when they ask for information from the social worker, they get the information. The directors reported that:

- "If information is not made available, I ask for information on the child and I get it. I can get information such as visits with the biological parent, how stable the

child's environment is, and if Child and Family Services is planning to move the child back home." (#1 day care).

- "Information comes but sometimes a kid is pulled several time and has five or six social workers. Try to find them! They are still learning about the case." (#5 day care).
- "Some social workers give stuff because the supervisor asks a lot of questions. Sure there are details out there that would help but we are not getting it." (#3 day care).
- "A social worker placed a child who had experienced physical abuse. The social worker said that the child would be teary, distant, extremely whiny, and complaining. She also said when the child had play therapy." (#3 day care).
- "Anytime service is provided to families, the social worker contacts the day care to see how it is going" (#4 day care).

B. *How day care directors feel the interface with Winnipeg Child and Family Services affects job performance in the day care centre.*

Table 1.2

Response	# of directors	% of directors
Support for Families	5	50%
Behavior Management	4	40%

Fifty percent of the directors felt that a closer relationship would facilitate the day care in providing support for parents using the day care program. Comments included:

- "We need a resource person, someone who knows where the parent can get resources. Low income parents can't afford the $50 for a parenting program." (#3 day care).
- "We need more information about Child and Family Services and what happens to a child and what happened to a child and any involvement with Child and Family Services. That will help day care to guide the mother and child." (#2 day care).
- "Child and Family Services puts in supports and parents have a difficult time having the supports in because they feel Child and Family Services will apprehend their children anyway." (#5 day care).
- "What is Child and Family Services responsibility? For example, a mom who was involved with Child and Family Services did not get the family allowance so she talked to me. It is not my department. Mom talks to me because the welfare worker won't do anything about it." (#6 day care).
- "A family enrolls a child in day care. There is the mother, who is involved with Child and Family Services, to deal with in the daycare." (#2 day care).

Forty percent of the day care directors mentioned that a closer relationship with Winnipeg Child and Family Services would help early childhood educators deal with the child's behavior.

- "Background information on the child is important so staff expectations aren't out

of whack. Staff don't have any idea what the child has been through; they see a bad child" (#7 day care).

- "If someone would give day care more information, it would help to understand why children do what they do." (#6 day care).
- "If you take the child out of the natural family this will affect the child's behavior." (#3 day care).
- "Child care workers are only dealing with behavior. They need to know where the child is coming from. You get a 'spidey feeling' something is happening at home." (#1 day care).

C. *Ways day care directors feel the interface with Winnipeg Child and Family Services needs to be strengthened.*

Table 1.3

Response	# of directors	% of directors
Orientation to CFS Mandate	8	80%
Increase Communication	7	70%

Eighty percent of the day care directors felt an orientation to Child and Family Service's mandate would be a way to strengthen the relationship. Some comments were:

- "Day cares and Child and Family Services are partners. We want to give them

information. If the day care director phones Child and Family Services about a concern, some social workers think that it is important and others say they don't need to know." (#4 day care).

- "What information is confidential and what information can the director have access to? What can directors ask the social worker about the child?" (#6 day care).
- "I called them on several occasions because the parent was intoxicated. The parent is habitually intoxicated. Not getting any response from Child and Family Services. The Intake Worker asks if the parent is driving. If not, then it is okay. We need clarification on what issues Child and Family Services will deal with. The day care feels they are not living up to their expectations if they do not phone, if they do, no result." (#3 day care).
- "I would like a better understanding of the division of support for families and the area of apprehension. The division is not clearly defined." (#5 day care).

Seventy percent of the day care directors suggested increased communication between the day care and Winnipeg Child and Family Services would strengthen the relationship between the two organizations. Comments included:

- "Social workers should sit down with the director to talk about the situation. Directors want to know what kind of things to do for the child. Child and Family Services should invite day cares to be involved." (#6 daycare).
- "Sometimes the foster parent goes to work and the day care looks after the child during the day. When kids are getting pulled and put into foster care, day care

should have a meeting with the foster parent, school, and social worker" (#5 day care).

- "I rarely see a social worker. Social workers do not come to view the centre to see if it is acceptable. If a space is available, okay. They fax in parent information. They don't come in to view the centre." (#3 day care).
- "Child and Family Services are in the community but there is no contact. It is a big organization that deals with families." (#1 day care).
- "I would be interested in knowing when kids are visiting with natural parents and when they are expected to go back home." (#8 day care).

D. *Role of the Child Day Care Office*

Table 1.4

Response	# of Directors	% of Directors
Lack of Support	4	40%

Forty percent of the directors indicated there was a lack of support from the Child Day Care Office, particularly around children with difficult behavior.

- "There is no 'special needs' funds for children with difficult behavior. The social worker expects day care to take on these kids. The Child Day Care Office offers no help. These children cause havoc in the daycare and they cause stress in the centre." (#3 day care).

- "A child who has been in foster care is not necessarily the most aggressive. They are needy but not necessarily aggressive. You need to take extra time with these children but it is not possible." (#3 day care).
- "A social worker put a child in our centre. The child had extreme behavior and was in ratio with no extra help. The day care wouldn't take the child if we knew right off about the child's behavior" (#6 day care).

Summary

The results of this initial needs assessment process supported the usefulness of the practicum proposal for day care directors. Knowledge about the mandate of Winnipeg Child and Family Services would give day care directors some boundaries around asking questions about a child who is a mutual client of both organizations. Furthermore, information about Winnipeg Child and Family Services' community resources would be a resource for day care directors to pass on to parents.

The results also suggested that there were limited financial resources from the Child Day Care Office for children with difficult behavior. Insufficient resources in addition to the need to spend extra time with children who experience a family breakdown contribute to a state of havoc and stress in a day care centre. Day care directors felt that a better understanding of a child who experienced maltreatment would help in planning appropriate programs for the child as well as preparing staff for possible acting-out behavior.

Second Phase of the Needs Assessment

The second phase took place during the practicum beginning February 2000. The sample population for the second phase came from the North End and the Inner City. The boundaries for the targeted population in the initial phase and second phase of the needs assessment were the areas bounded on the **North** by Inkster Boulevard between Main Street and McPhillips Street; on the **West** by McPhillips Street between Inkster Boulevard and Notre Dame Avenue and Sherburn Street between Notre Dame Avenue and the Assiniboine River; on the **South** by the Assiniboine River between the Red River and Sherburn Street; and on the **East** by the Red River between Assiniboine Avenue and Inkster Boulevard.

The student chose her sample for the second phase by firstly arranging the day care centres into their respective neighbourhoods. The student then began by telephoning day care centres in the neighbourhoods in the immediate vicinity of the North Main Child and Family Centre and conducting a short telephone interview, the student wrote down the responses to the questionnaire.

Moving toward the outer boundaries of the selected geographical areas, the student continued the interviews until the responses became repetitious. Although the student covered the geographical areas, not all the day care directors were interviewed. There were directors who were on vacation, sick leave, or did not return telephone calls; the student did not pursue contacting those directors once the responses became repetitious.

Methodology

"Methodology is the gathering of data and the making sense of it in an orderly way" (Kirby and McKenna, 1989, p. 63). The qualitative method the student used to gather information was a telephone interview with open-ended questions. She used content analysis as a tool to make sense of the responses to the interview in an orderly way. Patton (1990) says "content analysis is the process of identifying, coding, and categorizing the primary patterns in the data" (p. 381).

The interview questions came from two sources: one, from the student's own experiences as a day care director; and two, from a preliminary interview with day care directors who shared their experiences with the student. The purpose of phase one, of eliciting a sample of experiences prior to conducting the formal needs assessment was to learn whether the project was of interest to other day care directors and not only useful to the student. Although the student shared similar experiences with the participants who were interviewed, she focused on the participants' experiences. Kirby and McKenna (1989) say "it is the perceptions of the participants that are being sought, their understanding of their social reality" (p. 122). The interview questionnaire was slightly modified for the second phase of the needs assessment (see Appendix III for the questionnaire). Modifications included simplifying words such as replacing "interface" with "relationship"; shortening some of the questions; and placing more emphasis on barriers to participation.

For the formal telephone interview, the student identified herself as a former day care director who was working on a Master of Social Work degree and had a

practicum placement at the Community Based Early Intervention Program at Winnipeg Child and Family Services. Participation in the interview was voluntary and there were day care directors who declined to participate in the interview.

Kirby and McKenna (1989) say during a qualitative research project, "during an interview, you can be flexible enough to rearrange questions or perhaps leave one or two out" (p. 121). Very early in the interview process, the student began to leave out questions that dealt with the day care directors' participation in a workshop. The reason for eventually eliminating the questions was that day care directors would not commit to attending a workshop. As soon as the student realized that the format for the educational format had to change, the student focused on the four questions that were pertinent to the information sought: (1) What do you think are the issues in the relationship between day care centres and Winnipeg Child and Family Services?; (2) How would you describe the relationship between your day care and Winnipeg Child and Family Services?; (3) How helpful would knowing about Winnipeg Child and Family Services be in working with the children in a day care centre? (4) From your perspective, what content would be most important to know about?

At the completion of the data collection process, the student categorized the main issues that emerged from the interview data and counted the number of day care directors who expressed the issue. The student was the only person coding the data and the analysis showed the student's private understanding of the information. Patton (1990) says that "what people actually say and the descriptions of events observed remain the essence of qualitative inquiry", therefore, the student presented actual

comments made by the day care directors.

Validity and Reliability

Silverman (1993) says that "'authenticity' rather than reliability is often the issue in qualitative research. The aim is usually to gather an 'authentic' understanding of people's experiences and it is believed that 'open-ended' questions are the most effective route towards this end" (p. 10). The student used open-ended questions as a method of understanding the day care directors' experiences working with Winnipeg Child and Family Services.

"Reliability refers to the degree of consistency with which instances are assigned to the same category by different observers or by the same observer on different occasions" (Hammersley: 1992, 67 cited in Silverman, 1993, p. 145). Pre-testing of the interview questionnaire during the initial phase of the proposal process was a means of assessing whether the participants understood the questions in the same way. The student notes a consistency of responses to the questions in the questionnaire on two different occasions.

"By validity, I mean truth: interpreted as the extent to which an account accurately represents the social phenomena to which it refers" (Hammersley 1990 cited in Silverman, 1993, p. 149). The student gave actual comments made by the day care directors to describe the issues raised by the interview questions. However, "what people say in answer to interview questions does not have a stable relationship to how they behave in naturally-occurring situations" (Silverman, 1993, p. 422). The student

used the data as the basis for describing the working relationship between group day care centres and Winnipeg Child and Family Services. Patton (1990) says "the purpose of qualitative evaluation is to produce findings useful for decision making and action" (p. 435); the findings from the needs assessment are useful for decision-making and action for both the day care centres and Winnipeg Child and Family Services.

Results of the Second Phase of the Needs Assessment

The student spoke to thirty-eight group day care directors in the North End and Inner City about the needs assessment questionnaire. Twenty-eight directors participated in the interview and ten directors declined to participate. The student received responses on the following topics.

A. Issues in the relationship between day care and Winnipeg Child and Family Services.

B. How day care directors view their relationship with Winnipeg Child and Family Services.

C. How helpful would knowing about Winnipeg Child and Family Services be in working with the children in a day care centre?

D. What content about Winnipeg Child and Family Services would be most important to know about?

A. *Issues in the relationship between day care and Winnipeg Child and Family Services.*

Five main categories of issues emerged from the needs assessment. Following are the five categories listed in their order of importance: (1) lack of communication between the organizations; (2) child protection mandate; (3) professionalism; (4) Financial; (5) Child and Family Services as a community resource (see Table 1.5).

Table 1.5: Categories of Issues

Category	# of Directors	% of Directors
Lack of Communication	13	46%
Child Protection Mandate	12	43%
Professionalism	9	32%
Financial	8	29%
Community Resource	5	18%

Lack of communication. Forty-six percent of the day care directors (thirteen directors) felt that there needed to be more information sharing between Winnipeg Child and Family Services and day care. Specific comments from day care directors on this issue include the following:

- "There is a lack of consistent communication between the day care representative and the social worker once day care has been obtained for their client." (#9 day care).
- "We need to start having more communication; include a day care representative in the multi-disciplinary team." (#9 day care).

- "The social worker interviews the child at the day care and then walks out the door. The director wonders should we be watching for things for them? It is awkward for the day care." (#10 day care).
- "Day cares are so much in the dark. The social worker never lets day care know what is happening to the child." (#11 day care).
- "When a child is a Ward of Child and Family Services, the Agency withdraws the child without a phone call letting the day care know. Day care has to phone around. There is a lack of communication when it comes to something like that, with some of the social workers anyway." (#13 day care).
- "Information sharing depends on who you are working with. Some workers are more personable than others. It depends on the person or personality. In cases of an apprehension, some do not give information while others explain what is going on." (#10 day care).
- "If day cares do not get any information about a child, they will give the wrong guidance. We don't know why the child is acting-out. We need to know information to handle acting-out." (#13 day care).
- "Early childhood educators can say 'That is why the child does that'. It changes how you look at the child when you understand where he is coming from." (#14 day care).
- "There needs to be sharing of information. Day care already has a file on the child." (#15 day care).

Child Protection Mandate. Forty-three percent of the day care directors (twelve directors) expressed an uncertainty about the mandate of Winnipeg Child and Family Services. For example, some directors were uncertain about what situations required a formal report Specific comments from the day care directors on this issue include the following:

- "Clarify what is important to call in. Is it good for day care to phone or not? Are day cares just bugging them?" (#16 day care).
- "Child and Family Services has a lack of response to emotional abuse issues." (#17 day care).
- "I know very little about Child and Family Services. It would help to have some information explaining what they do, what services they have, and who to call if..." (#14 day care).
- "Knowing more about Child and Family Service procedures will help in writing out incident reports." (#18 day care).
- "When a social worker comes and apprehends a child from the centre, where do they go? What is going on? Where is the child going? Will the child be back? Can we still maintain contact with the child?" (#10 day care).
- "Child and Family Services must have a way to weed out calls. What is their policy on opening files if nothing happened?" (#19 day care).

Professionalism. Thirty-two percent of the day care directors (nine directors) raised issues about professional conduct of social workers. Specific comments by day care directors on this issue include:

- "The social worker told the parent that it was the day care director who made the report and the angry parent came to speak to me about it." (#20 day care).
- "The Society for Manitobans with Disabilities comes into the centre and Children Special Services comes in. Child and Family Services should also come in to see how things are going. Child and Family Services should be proactive, preventive; we should see a face. We should not just see them when we are reporting something bad." (#21 day care).
- "Day care is a business; a public service. Child and Family Services bombards in, flashes their card and asks 'Where is the child?" They target the first adult they see; they intimidate the staff. The comfort in the day care is gone. Child and Family Services use the day care space to get what they want." (#10 day care).
- "Day care concerns are taken so lightly but it is serious to the day care. Child and Family Services needs to be more serious. When talking to Child and Family Services, it is like the child is a number. Some social workers are fabulous. The majority of social workers forget it is a child. They treat the child like a number; it is so distressing." (#15 day care).
- "Child and Family Services need to know more about day cares. They

think day cares are a babysitting agency and day cares have a wealth of money." (#13 day care).

- "How do we handle a situation when they have apprehended? What the parent may go through? How to prepare? Child and Family Services apprehended a child from the centre. I had to let the parent know. Not a nice position to be in!" (#10 day care).
- "The social worker phones and asks if the child can come in. Child and Family Services doesn't follow-up. The day care doesn't meet the worker." (#21 day care).
- "When day care has families and they know the social worker, then there is no problem; they can just call the worker. The issue is when a child has a mark and says dad hit him. We have to call Intake. It is not easy to get back whether they are coming to the day care to talk to the child. It takes three days and then there is no more bruise." (#16 day care).

Financial. Twenty-eight percent of the day care directors (eight directors) raised the issue of finances in connection with Winnipeg Child and Family Services. Specific comments include:

- "When Child and Family Services suddenly withdraws a child, day care loses money. The policy requires two weeks notice so day care can fill the spot." (#12 day care).
- "We run into trouble with payment. Why can't we bill Child and Family

Services directly? We get paid sometimes directly from the Agency to the day care. Parents that receive the payment themselves are supposed to give it to the day care but the parents don't have it to give to the day care." (#22 day care).

- "How come it can take six months for them to complete a Subsidy form?" (#23 day care).
- "The Intake Worker comes in with the parents to fill out the Subsidy form for two children. Tomorrow is their last day. Day care did not get a payment because the Subsidy form is not completed; the social worker needs to complete the Family Plan. Day care does not get paid until the form is completed. I don't know what the day care can do. How soon it will take to complete the form, I don't know." (#22 day care).

Community Resource. Fifteen percent of the day care directors (five directors) raised the issue of Child and Family Services as a community resource. The comments include:

- "It would be helpful to have a pamphlet to hand to parents; a phone number to call to attend a program. Parents need to think of Child and Family Services more as a resource; parents are intimidated by Child and Family Services." (#11 day care).
- "Day care clients want to use other community resources. They don't want to use Child and Family Services. They want to use Native Alliance

and different community resources before Child and Family Services. They will run, not walk, in the opposite direction of Child and Family Services." (#19 day care).

- "Are there any other services that can be accessed through Child and Family Services other than child abuse? I know that if a parent doesn't show up to get the child, I get in touch with Child and Family Service to pick up the child. Are there any other resources I could access?" (#28 day care).
- "Families don't want to attend programs run by Child and Family Services. They will travel all across the City to attend the same program by another agency." (#23 day care).

B. *How day care directors view their relationship with Winnipeg Child and Family Services*

There were two types of responses to this topic. One, day care directors described the nature of the contact between the two organizations; two, day care directors expressed an attitude about interacting with Winnipeg Child and Family Services (see Table 1.6).

Table 1.6

Category	# of Directors	% of Directors
Nature of the Contact	16	57%
Positive Attitude	7	25%
Negative Attitude	3	11%

Nature of the Contact. Fifty-seven percent of the day care directors (sixteen directors) described situations which necessitated that the two organizations interact with each other. The following comments illustrate some situations where interaction occurs.

- "On Friday there were two apprehensions because parents did not show up." (#21 day care).
- "We have mutual clients. Foster children and case workers." (#14 day care).
- "The social worker sends the Family Plan form to me to be filled-out. The form asks for goals. Planning for the child and family takes time. The social worker doesn't know the family." (#21 day care).
- "We have one or two apprehensions a year. We have five foster kids in the centre at a time." (#24 day care).
- "One time a parent came to the day care drunk and wanted to take their child." (#25 day care).
- "We report a disclosure. We report abuse. We report when we know something is going on." (#26 day care).

- "Interaction is with 'special needs' children and the Intake process." (#27 day care).
- "Sometimes Child and Family Services just come in to question a child." (#10 day care).

Positive Attitude. Twenty-five percent of the directors (seven directors) expressed a satisfactory relationship with Winnipeg Child and Family Services. Some comments were:

- "No concerns. We work closely with Child and Family Services. Child and Family Services are good for abuse investigations." (#24 day care).
- "We have a positive relationship recently. If we give information to Child and Family Services, there is no hesitation to come out and interview the child. More prompt response than there used to be." (#21 day care).
- "In the past Child and Family Services has been helpful." (#18 day care).
- "We have a fine relationship. It takes time but Child and Family Services is very busy." (#19 day care).
- "We have had good experiences with Child and Family Services." (#28 day care).

Negative attitude. Eleven percent of the day care directors (three directors) expressed an unsatisfactory experience.

- "Day care refuses to take kids from Child and Family Services. Once I

took Child and Family Services to small claims court. . .CFS said they will not put the child in if they have to pay directly to the day care; I said 'fine, we will fill it with someone who does pay'. When Child and Family Services enrolls a child, there is usually more than one child in the family." (#13 day care).

- "Frustrating. CFS is busy. Trying to get in touch with someone is hard." (#14 day care).
- "If there is a concern, we have to phone Child and Family Services. We want help immediately. We don't want to wait until they get to it." (#15 day care).

C. How helpful would knowing about Winnipeg Child and Family Services be in working with the children in a day care centre?

Twenty-five percent of the day care directors (seven directors) made comments on the helpfulness of knowing about the Agency when it comes to working with children in a day care. It appears that a more appropriate wording of the question would be: *How helpful would working more closely with Winnipeg Child and Family Services be in working with children in day care?* Following are some of the comments received:

- "Yes and no. Knowing more about Child and Family Services's procedure will help in writing out incident reports." (#18 day care).
- Yes. Not only in working with children but also dealing with parents. Some parents are not able to communicate to Child and Family Services.

I talk to Child and Family Services about what the parent wants. I call CFS on behalf of parents. An example is fees; who pays what fees?" (#28 day care)

- "Most definitely. More information, more ability to meet needs of the family and help the child." (#15 day care).
- "If questions come up for the child then staff can clarify with the child. If a child brings it up, not talking about it is more difficult for the child." (#10 day care).
- "More information helps, particularly for high-risk or medium-risk kids, if the children are identified already, if the family has a caseworker." (#21 day care).
- "We should be working together. If we don't know what the issues are, it is more difficult to be empathetic and supportive." (#9 day care).
- "Day cares know about the child and parents. They see everyday interaction. Day care is a social service. There are stresses on families. They have complex lives. Preplanning for enrollment of children would be helpful. An example of a family who uses the day care: a single mom who left a violent relationship. She has three children; one child with chickenpox and two other children, one who is a 'special needs' older child. She moved recently and her move wasn't approved by Manitoba Housing. She comes to day care from Toronto Street on the bus with the child with chickenpox. Yesterday she was carrying the child on a slippery

sidewalk. She hesitates to ask for help; she is afraid she will get in trouble. She is scared to phone." (#21 day care).

D. *What content about Winnipeg Child and Family Services would be most important to know about?*

Thirty-nine percent of the day care directors (eleven directors) responded to this question. Comments included.

- "How to report. What to report. A discussion on planning to bring in children who are at risk would be helpful." (#21 day care).
- "What does Child and Family Services want to know about?" (#16 day care).
- "What to document. The proper way to document. What to look for. The way they work." (#18 day care).
- "What it is they do? I call this person if I have this problem." (#14 day care).
- "What kind of services do they provide?" (#22 day care).
- "Discuss why they don't involve everyone; have one meeting; we are all on the same page; we work for the same goal." (#13 day care).

Summary

The responses to the needs assessment by the day care directors in the North End and the Inner City were similar to the responses received by the directors in the

West End. However, there were slight differences in the responses. The student observed similarities in that the directors in all three areas felt Winnipeg Child and Family Services needed to learn more about day care centres; they felt that the social workers did not appreciate that the work day care does is important.

Day care directors in all three areas reported that there was inconsistency in information sharing and the extent of information sharing depended on individual social workers. This inconsistency caused confusion around what day care directors could ask about a child.

Day care directors in the three areas felt that more information about a child's history would help in understanding the child. However, day care directors in the West End reported that they desired more support for difficult children, whereas directors in the North End and Inner City desired more information on what issues the Agency wanted to know about. They raised the topic of child physical abuse and neglect and wanted to know what issues were appropriate to report to the Agency and how the day care should document incidents.

A difference was that some of the day care directors in the North End and Inner City stated that through many years of experience in daycare, the directors learned about the mandate of Winnipeg Child and Family Services and were able to confront social workers about situations about which they desired more information.

Financial issues were a higher priority in the North End and the Inner City than in the West End. Day care directors in the North End and the Inner City reported difficulty in getting subsidy application forms completed and some directors expressed

dissatisfaction with the Agency practice of giving the family the day care fee rather than paying the day care directly. However, directors in all three areas reported annoyance with the Agency practice of withdrawing a child without giving notice.

West End day care directors wanted information about Agency resources available to the family and programs that parents would voluntarily attend such as parenting programs. Directors in the North End and Inner City stated that families using the day care program did not trust Winnipeg Child and Family Services and would not voluntarily attend programs offered by the Agency.

From conducting the needs assessment, the student became aware of the extent to which day care in the three areas interacted with the child welfare agency. Although Winnipeg Child and Family Services considers day care to be a collateral agency in child protection, social workers do not include day care as a decision-making partner in child protection plans such as family preservation and family reunification programs.

Component 3: Determining Format

As the student proceeded with the needs assessment, she received responses that caused her to rethink the appropriate format for the program. Prior to the needs assessment, the student planned on organizing a six-hour workshop or two three-hour workshops on the topic of being a collateral agency in child protection. The needs assessment showed that the day care directors would not commit themselves to attending a six-hour workshop. Day care centres were going through a crisis where there was a shortage of trained early childhood educators. This meant day care centres were either short-staffed or staffed with minimally qualified early childhood educators.

There were important barriers to participation in a workshop. Substitute staff were not seen as sufficiently reliable. Substitutes were also already covering for sick days and vacation time. Finally, there was the financial aspect of paying substitute workers. The effect was that day care directors were taking extra duties on "the floor" and could not commit to a lengthy workshop. Bray (2000) said that "the number of early childhood educators is dwindling because of poor pay, and that is creating chaos in Manitoba's day-care system. . .child-care centres are understaffed to the point where it's only a matter of time before some are forced to close" (Winnipeg Free Press, April 28, p. A7). The staffing crisis was a higher priority than the working relationship with Winnipeg Child and Family Services.

Other factors that prevented attendance at a lengthy workshop were: the number of meetings the day care directors already attended such as Board of Directors

meetings, Day Care Directors Support Networking group meetings, and Early Start Program meetings; outside activities such as belonging to the Anti-gang committee; familiarity with the child protection system and therefore limited interest in a workshop; and personal commitments such as young children at home.

Component 4: Sorting and Prioritizing Program Ideas

As planning a six-hour workshop was not a feasible plan, an alternative was developed after discussion with committee members. It was decided that developing a question/answer manual and presenting the manual to day care directors at the Day Care Directors Support Networking group meetings in the North End, West End, and Inner City of Winnipeg would be a feasible solution to meeting the needs of day care directors.

The Day Care Directors Support Networking group meeting is an occasion for the directors to discuss issues such as parent policies, extended hours, any changes in the Child Day Care Regulations or funding, upcoming workshops, and collection of late fees; share experiences such as fire inspection reports, staff injuries; and invite guest speakers. Presenting the manual at the Day Care Directors Support Networking group meeting was an ideal way for the student to contact a large number of directors who were already gathered. However, a drawback was that attendance at the meetings is voluntary. The student would ensure that all the day care directors in the three geographical areas would receive a copy of the manual regardless of whether they attended the presentation; she would deliver a copy of the manual to the day care

directors who did not attend a presentation at a Support Networking group meeting. The manual would answer questions for the day care directors and provide useful information about Winnipeg Child and Family Services.

The student felt that producing the manual was a step forward in facilitating the working relationship between group day care centres and Winnipeg Child and Family Services. The goals of the manual were: (1) to inform day care directors about the standards of service they could expect from Winnipeg Child and Family Services; (2) to provide more knowledge to day care directors about the mandate of Winnipeg Child and Family Services; (3) to reinforce to the day care directors that the day care was in a front-line position to support families and that early childhood educators had the best interests of the child in mind and are justified in wanting a closer working relationship with Winnipeg Child and Family Services.

The student continued to identify ideas for the manual and presentation while conducting the needs assessment. When the responses to the needs assessment became repetitive, the student began to search for answers to the questions the day care directors had asked.

The sources the student used to gather information for the manual were: (1) community development workers who had worked in child protection before the Agency's reorganization; (2) the three supervisors at the Community Based Early Intervention Program who had previously worked in child protection; (3) a front-line family services worker; (4) a community development worker who had been an abuse investigator with the Agency; (5) a call screener at the Intake Unit; (6) attending a child

protection training workshop; (7) the Agency Program Standards Manual (revised 1999) and the Child and Family Services Act (revised 1999).

The student first searched for the answers to the questions day care directors asked by going to the Program Standards Manual and the Child and Family Services Act. The student then met with Ms. Neuman, the student's direct Supervisor at the Community Based Early Intervention Program. Ms. Neuman was interested in how the day care directors felt about service delivery issues.

The student found the process of seeking answers to the questions a disheartening process. She randomly telephoned Agency supervisors in the child protection programs with the objective of seeking answers to the questions. The student left messages on their voice-mail but never received a reply. The student did speak to a Supervisor in the Transportation Department who informed the student about the difficulties they had working with some day care centres. This was another hint that alerted the student that there would be issues from both organizations that needed to be overcome for successful interagency cooperation to occur.

The breakthrough came when the student approached a Supervisor from the Community Based Early Intervention Program who was willing to explain the child welfare system to the student. The Supervisor had many years of experience working in child protection. The supervisor was open in discussing difficulties social workers had in working with day care directors. For example, day care directors make work difficult for the child protection workers when they make a report at the end of the day when the parents are coming for the child. The day care director should make the

report as soon as she or he suspects a child is in need of protection.

From speaking to various social workers, the student learned that there was a pervasive attitude expressed by some social workers that the Agency will never work closely with day care centres. As one Supervisor said "day care workers are not professionals. They do not have a code of ethics". Another Supervisor explained that "day care directors need to develop a closer relationship with the parents, not with Winnipeg Child and Family Services".

As the student searched for answers, she experienced the specialization and fragmentation of the Agency. In the process of completing the manual, the student spoke to several social workers and it was confusing when one Supervisor would be helpful and say "yes, I have given child protection workshops to day care centres" while another Supervisor would say "I have been asked to give child protection workshops to day care centres but I won't because it is the Day Care office's responsibility to train the day care workers". It was also confusing when one social worker would say "yes, day care directors should be educated on how to work with the Agency" and another social worker would say "day care workers don't need to know that".

A Family Services Worker suggested that the student ask Agency Supervisors what they wanted the day care directors to know about what the child welfare agency did. This suggestion made the student aware that day care directors would benefit from learning more than their expressed "felt-needs" during the needs assessment. Some social workers were explaining how day care directors could facilitate the working relationship between the two organizations. The student realized that the manual and

presentation were an opportunity to educate day care directors by answering questions about the Agency and educating day care directors about factors that would facilitate the working relationship between the two organizations. For example, it was important to emphasize that day care directors need to report any suspicions that a child may be in need of protection. However, adding that reporting as early as possible in the day is helpful for the Agency, ensures that the interaction between the organizations occur in a manner that promotes cooperation rather than causing animosity.

In addition to the manual and the presentation, the concerns day care directors raised, which were service delivery issues, would be forwarded to the student's supervisor at the Community Based Early Intervention Program. Ms. Neuman, Supervisor, Community Based Early Intervention Program requested that the student inform the Agency of the service delivery concerns the directors raised. The student accomplished this task by submitting to Ms. Neuman the service delivery concerns and suggestions for improving cooperative interagency efforts between the two organizations (see Appendix IV). The student felt this was also a step forward in facilitating the working relationship between group day care centres and Winnipeg Child and Family Services.

When the student completed the draft copy of the manual, she gave a copy to Dr. Lyn Ferguson, her Faculty Advisor at the University of Manitoba, who gave the student suggestions on improving the format and clarifying content. After making the adjustments, the student submitted the draft manual to Ms. Neuman, Supervisor at the Community Based Early Intervention Program, who made further suggestions and

corrected misinformation. Once Ms. Neuman approved the final draft copy, the student submitted the manual to the Communications Officer at the Agency, who asked for changes before it was distributed to the public (see Appendix V for the final copy of the manual). The Communications Officer also asked to be informed of the date, time, location, and contact person for each presentation. The student distributed the manual to the day care directors at the presentation at three Support Networking meetings. The first meeting was with the Inner City day care directors on May 18, 2000, and six directors attended. The second presentation was in the North End on June 6, 2000 and twelve directors attended. The student presented at the West End Support Networking meeting on September 19, 2000, and ten directors were in attendance. For those directors who did not attend, the student delivered a manual to them with a covering letter (see Appendix VI for a copy of the covering letter); twenty-two manuals were delivered to day care directors who did not attend Support Networking group meetings.

The experience of completing the manual was so difficult that at one point the student felt the manual would not get done and it would be better for a social worker to give the presentation to the day care directors. The student's experience of working in the Agency was enriched when Ms. Neuman left the student to her own devices to answer the questions for the manual. If Ms. Neuman had answered the questions for the student, the time it took to complete the manual would have been reduced, however, the learning would also have been reduced. It was through this process that the student was able to learn about the range of views of different social workers and to

learn about the complexities involved in working in a large bureaucracy. For example, communication occurs with the immediate supervisor and when the student attempted to speak to other supervisors, she was directed back to her immediate supervisor.

While the manual was being examined by Dr. Ferguson, Ms. Neuman, and the Communications Officer, the student worked on preparing the format of the presentation and on preparing a report for the Agency on the findings of the needs assessment (see Appendix IV).

Component 5: Determining Schedule, Facility and Attendance

This component related to attending the three Day Care Directors Support Networking group meetings to present the manual. The tasks for this component were: speaking to the contact person for the Day Care Directors Support Networking group and asking for permission to attend as a guest speaker; finding out when they meet, where they meet, the amount of time the student could have (minimum time the student required was thirty minutes), and how many directors attend.

There were challenges to scheduling the presentations. The student needed to schedule the presentations two months in advance which would allow enough time to complete the manual. The Inner City directors met every second month and the student was scheduled for their last meeting before the summer break. The manual was completed the day before the presentation was scheduled. In the event the manual was not complete, the student planned to give the presentation and distribute the manual at a later date.

The North End day care directors met on an "as needed" basis. There were no issues that necessitated a meeting, however, the directors scheduled a meeting to allow for the student to present the manual.

The West End directors planned to meet once before the summer break and the contact person planned to inform the student of the meeting date. However, the meeting did not materialize. The student distributed the manual to the directors in the West End and presented the manual at their first networking meeting in September.

Component 6: Developing Program Objectives

Caffarella (1994) says that "program objectives focus primarily on what participants are expected to learn as a result of attending a specific educational or training program" (p. 100). There were five primary outcomes of the program for day care directors: (1) to gain knowledge on how to get child protection training; (2) to gain knowledge on how to get a speaker from Winnipeg Child and Family Services for future educational programs; (3) to gain knowledge about Winnipeg Child and Family Services' formal complaint and review process which was in the process of being developed; (4) to inform day care directors that there would be future changes at the Agency as a result of the Agreement between the Province and the Manitoba Métis Federation and the Assembly of Manitoba Chiefs around the child welfare mandate; (5) to give the day care directors the opportunity to express their feelings about their working relationship with Winnipeg Child and Family Services and to ask questions.

The student had the opportunity to speak about all five areas at the

presentations. Day care directors asked the student during the needs assessment process for an Agency representative to speak at the presentation. Therefore, educating the day care directors on how they could arrange for future speakers and child protection training workshops was an important topic for the presentation. The student also stressed that in the future the Agency would have a formal complaint and review process; the intent of the complaint process was to identify gaps in service delivery. By bringing to the day care directors' attention that they had common complaints about service delivery, they could feel encouraged that by complaining about unsatisfactory service, they could be instrumental in improving service for all day care directors. It was also important to address the issue of possible changes to service delivery as a result of the signing of an Agreement between the provincial government and the Manitoba Métis Federation and The Assembly of Manitoba Chiefs giving these two organizations the child protection mandate. This information was important to prepare day care directors for possible changes in service delivery. Allowing time for the day care directors to express their feelings, ask questions, and share experiences was a learning experience for the day care directors and the student.

Component 7: Designing Instructional Plans

The student would have required detailed instructional plans for a six-hour workshop, however, no major instructional plans were required for a thirty minute presentation. The student did plan how to use the thirty minutes in the Networking

Support meeting for the maximum benefit of the day care directors. For the presentation, the student planned to introduce herself, introduce the manual and the summative evaluation form, highlight sections of the manual, and allow time for questions.

The first presentation was with the Inner City day care directors. The presentation took place in a school-age centre and six directors attended. The presentation lasted thirty minutes. The seating arrangement was at a long narrow table where the participants sat on a bench. The student sat in the middle and had to lean over to make eye contact with the directors sitting at the ends of the table, which made it awkward to speak to the whole group. Being seated on the bench in the middle of the group also made it difficult to exit gracefully.

Winnipeg Child and Family Services was not a priority for the day care directors in the Inner City that day. They were preoccupied by staffing and funding issues, which they were discussing when the chairperson introduced the student. As the student highlighted information from the manual, the directors asked questions and made comments. From this presentation, the student leaned about the power of discussion and information sharing in a group setting. For example, each director had a unique experience to share or information about a particular resource material to share with the group. The student also learned about the importance of the seating arrangement during an educational session.

The second presentation was with the day care directors in the North End. It was held in a preschool centre and there were twelve participants present. The

meeting started thirty minutes later than scheduled. The presentation itself lasted forty minutes. The seating arrangement was a round table which facilitated making eye contact and interacting with the participants. At this meeting, the student was listed as the third item on an agenda of four items, however, once the meeting started, the student was given the opportunity to "go first". The student did not know any of the participants and the student felt a sense of "this better be good"; it was this North End group that arranged meetings on an "as needed" basis and scheduled this meeting to accommodate the student.

At this presentation with the North End day care directors, the student informed the directors that a supervisor at Winnipeg Child and Family Services said day care directors phone the Agency about aggressive children and an aggressive child does not mean there are child protection issues in the family. This initiated a lively discussion around the issue of day care centres receiving support for difficult children. A director said it takes months of waiting before a Child Behavior Specialist with the Child Day Care Office will visit the day care. The discussion was going off topic and onto a discussion of the resources available to day care and the trend for day care centres to move toward zero tolerance of violence, in both preschool centres and school-age centres. The chairperson brought the topic back to the manual. The student was interested in learning more about how day care directors planned to address the lack of resources available to the day care and would have let the topic continue for a while before drawing the audience back to the manual. The student also experienced the importance of being aware of group dynamics and being able to direct

the group back to the topic without disrupting participation. Time was also important. Although the student was willing to pursue the topic of resources available to day care, this was indeed off-topic and the directors had an agenda to follow.

The third presentation was at the West End day care directors group. This meeting was held at a preschool centre and eleven people attended. The seating arrangement was two long tables put end to end in a very narrow room, and therefore making eye contact and bringing the group together was difficult. The student had been part of this group when she was a day care director. It was a relaxed presentation that lasted one hour.

The presentation with the West End directors was different from the first two. Firstly, seven of the day care directors present had received a manual two months previously. Secondly, two day care directors from day care centres in the Ft. Rouge area were part of the West End Day Care Directors Support Networking group and this added an element of comparison between experiences of the directors in the West End and Ft. Rouge. In addition, the Child Day Care Licensing Coordinator attended the presentation. Fourthly, the student distributed a copy of the article "Child Day Care: A Key Building Block of Family Support and Family Preservation Programs" by Roditti (1995) at the end of the presentation.

At this presentation the student started by asking if they had questions about the manual. There were no questions about the manual, however, the chairperson asked "how do Child and Family Services feel about working with day care?" This question led to discussion and information sharing. The two day care directors from Ft. Rouge

were eager to have their concerns passed on to the Agency. Day care directors in Ft. Rouge were not part of the needs assessment and these directors did have concerns. The concerns they raised such as Winnipeg Child and Family Services "being careless with money" and the day care directors "not knowing any of the social workers working in the Unit in their area" raised discussion between the directors and sharing of experiences they had with Winnipeg Child and Family Services. The Child Day Care Licensing Coordinator suggested that, one way to get to know social workers in the area, would be to invite social workers to social events held at the day care. The chairperson invited the student back to share the recommendations for improving communication once they were submitted to the Agency.

Overall, the experience of attending these meetings gave the student a sense of what it is like to give an educational workshop. Firstly, the student learned the importance of being aware of group dynamics. Secondly, the student experienced how adults learn from each other, as well as from the facilitator. Thirdly, although adults need an opportunity to share information and experiences, the student needed to have instructional plans ready in the event the participants were not willing to enter into discussion.

Component 8: Formulating Evaluation Plans

"Program evaluation is a process used to determine whether the design and delivery of a program were effective and whether the proposed outcomes were met" (Caffarella, 1994, p. 119).

The program evaluation consisted of a process evaluation and a summative evaluation. The process evaluation is where "feedback occurs throughout each step in program planning, thus enabling the administrator, the program developer, the instructional staff, and the various stakeholders to receive data and make informed decisions throughout" (Andrews, 1997, p. 778). The student monitored the program to decide: (a) when the responses to the needs assessment became repetitive and it was time to move to the next component in the planning process; (b) when to work on several components simultaneously; (c) the format of the manual; (d) the format of the presentation; and (e) the most appropriate sources for collecting information for the questions. As the program planning developed, the student modified the original plan to accommodate the responses received from the day care directors during the needs assessment process. An additional result of monitoring the program was that Ms. Neuman, Supervisor, Community Based Early Intervention Program, was able to identify service delivery issues that needed to be passed on to Winnipeg Child and Family Services.

The summative evaluation was a formal evaluation at the end of the program which focused on how the day care directors viewed the manual and the presentation, if they attended a presentation, and what improvements they could recommend for future programs. The evaluation was in the form of a written questionnaire. The questionnaire was given to all the day care directors who received a manual; directors who did not attend a support networking group meeting received a manual and questionnaire as well as the directors who attended a support networking meeting.

Please see Appendix VII for a copy of the questionnaire. Questions evaluated whether the information was useful in their daily work in the day care.

The practicum was a time-limited project and a follow-up on whether the day care directors actually used the information in the workplace required more time than was available. If time had permitted, a useful follow-up would have been to see if the day care directors made requests for child protection workshops and/or requested an Agency speaker to address their Support Networking group. It would also have been interesting to see if day care directors did use the formal Complaint Review process which Child and Family Services was in the process of developing. Commonality in complaints throughout Winnipeg would reveal whether the concerns raised by the day care directors targeted for the practicum were shared by directors in other geographical areas. Data from the summative evaluation is presented in chapter seven page 147.

The student did not have a summative evaluation tool that evaluated the usefulness of the practicum for Winnipeg Child and Family Services. However, the student did receive comments from Ms. Neuman, Supervisor, Community Based Early Intervention Program, stating that the Agency did want to know about service delivery issues the day care directors brought forward and suggested developing a two-page protocol for Winnipeg Child and Family Services to follow when working with day care directors (see Appendix IV).

The manual did turn out to be a useful took for the Communications Officer at Winnipeg Child and Family Services. The Communications Officer stated that she could use sections of the manual for future presentations and the format was useful for

other collateral agencies such as schools.

Component 9: Preparing the Budget

The costs involved in the program were: (1) the cost for photocopying the manual, the article to hand out at the West End Support Networking group meeting and the covering letter for the delivered copies of the manual was $92.34; (2) the cost for binding the manual was $75.00; (3) the cost for envelopes was $14.69; and (4) the postage cost $22.50. The total cost was $220.67; the student paid the costs.

Component 10: Coordinating On-Site Events

For the original plan of a six-hour workshop, the student planned on having to arrange equipment such as an overhead projector or an easel, arranging for coffee, arranging for pre-registration, and inviting a guest speaker if there was a special topic the day care directors were interested in. However, as the program planning progressed, this component was not necessary.

Component 11: Communicating the Results of the Program

A copy of the manual and recommendations on bridging the gap between day care centres and the Agency was given to Ms. Neuman, Supervisor, Community Based Early Intervention Program. A copy of the manual was given to the Communications Officer at Winnipeg Child and Family Services, and to the Child Day Care Licencing Coordinator who attended at the West End Support Networking group meeting.

At the completion of the practicum project, a copy of the practicum report will be given to: (a) the Manitoba Child Care Association where all the day care directors in Winnipeg will have access to the project; (b) Ms. Gale Simpson, Child Day Care Licensing Coordinator; (c) Ms. Mallory Neuman, Supervisor, Community Based Early Intervention Program at Winnipeg Child and Family Services; (d) Ms. Pat Wachs who is on the Board of Directors at Winnipeg Child and Family Services and is the Chair of the Agency's Southwest Area Council. Ms. Wachs requested a copy of the completed report as she is very interested in fostering a cooperative working relationship between day care and Winnipeg Child and Family Services; and (e) Ms. Jan Gottfred, Child Care Strategic Initiative Team Leader with British Columbia's Ministry for Children and Families. Ms. Gottred has corresponded with the student via the telephone and through the mail; she has requested a copy of the final report.

Supervision

Supervision at the Community Based Early Intervention Program was provided by Ms. Mallory Neuman, Supervisor, Winnipeg Child and Family Services Community Based Early Intervention Program. The student had scheduled meetings with Ms. Neuman on five occasions and spontaneous meetings on two occasions.

Supervision was also provided by Dr. Lyn Ferguson, Faculty Advisor at the University of Manitoba, with whom the student met with at eleven scheduled meetings, spoke with at one scheduled telephone call and several spontaneous telephone calls.

CHAPTER SEVEN

SUMMATIVE EVALUATION

Introduction

The student distributed fifty opinion questionnaire forms with a self-addressed stamped envelope (see Appendix VII). Thirty-two forms were returned. A contributing factor to the high return rate was a follow-up call, two weeks after the student delivered the manual, to encourage the day care directors to read the manual and mail in the opinion survey.

Results of the Summative Evaluation Questionnaire

The student counted the number of responses to the questions. The questions were:

Question # 1: Was the printed material useful to you?

Question # 2: Was the printed material easy to understand?

Question # 3: Is the printed material something you will refer back to?

Question # 4: Is the printed material a useful resource for early childhood educators?

Question # 5: For those who attended the verbal presentation, was the presentation useful?

Question # 6: For those who attended the verbal presentation, was there enough time allotted?

Question # 7: Will you be able to apply what you have learned in your work?

Question # 8: Any further comments or recommendations for the future?

The results were:

Table 1.7

Question	No	Somewhat	Yes Definitely	Not Applicable	No Answer
# 1	0	7	25		
# 2	0	1	31		
# 3	1	6	25		
# 4	0	5	27		
# 5	0	3	9	18	2
# 6	0	3	9	18	2
# 7	0	7	20	2	3

Findings for question # 1 through question # 7:

The findings show that the manual contained useful information for the day care directors, particularly about the Agency reorganization, anticipated future changes to the Agency, and the Agency community resources. Directors who were knowledgeable about the Agency mandate found the information about the Agency changes helpful. However, for the information to be useful as a tool to refer back to, the information needs to be up-dated. The information on contact people and telephone numbers in the Agency was seen as both useful and unhelpful for future referral because of the changes in Agency staffing. The information was helpful in preparing parent policies as one respondent replied that "in regard to teaching staff protocol in respect to contacting CFS, we will also change some of our parent policies regarding intoxication".

The manual was useful for front-line early childhood educators as well. One respondent said "the information was useful especially regarding intoxicated parents -

really helpful to have it in writing". A respondent said the information on early childhood educators' responsibility to direct social workers to the person-in-charge when the Agency comes to apprehend the child was useful. The manual was especially useful for new staff.

As for the presentation, two respondents commented that the student's introduction to the purpose of the presentation was initially unclear. The two comments were "a little confusing at first as to the purpose" and "an introduction about why you were there would have helped. I figured it out but not right away". One respondent said there was "lots of opportunity to give feedback to facilitator". As for the amount of time allotted for the presentation, one respondent "would have liked to see more time re: the topic- some of this information is new to me as a new director".

Responses from Question # 8: Comments or Recommendations:

- Leave out the names of the contact people at the Agency.
- Continued updating of the information.
- It would be helpful to receive notice of parenting classes in our areas to forward to parents. Sometimes they may not ask and if we had information posted it may be better accessed.
- Continue to provide information and workshops, and have Agency representatives go out and mee: the public, which in turn moves the Agency into a more positive public opinion.

- It would be great to have information in the manual about early childhood educators being accused of hurting a child at the centre.

Summary

The findings show that the manual was useful for day care directors who were familiar with the Agency because it provided current information, and useful for new directors who interact with the Agency and do not have a history of experience working with it. It was also useful for front-line early childhood educators who work with the child and may have to interact with social workers.

The presentation was long enough for day care directors who knew about the Agency and only required current information. More time in information sharing would have been helpful for new directors. The presentation at the West End meeting was an hour long and had features of a workshop in which the participants wanted to pass on their concerns to the Agency.

In order for day care directors to receive current information on a regular basis, cooperation needs to happen between the two organizations at the management level. For this to happen, day care directors need to bring their need for more information about child protection issues to the attention of management at the Child Day Care Office. The Child Day Care Licensing Coordinator is in a position to discuss issues with the day care directors and to share current information about Winnipeg Child and Family Services. However, the Child Day Care Office has to link with Winnipeg Child and Family Services at upper-level management for information sharing to happen between the two organizations.

CHAPTER EIGHT

DISCUSSION AND CONCLUSION

Introduction

The student accomplished the goals set out for the practicum. The practicum experience was an opportunity for the student to personally learn about Winnipeg Child and Family Services; to provide an educational program for day care directors which would answer questions the directors had about Winnipeg Child and Family Services; and to bring to Winnipeg Child and Family Services' attention how day care directors felt about working with the Agency.

The following discussion of the practicum integrates the student's experiences with the literature in the areas of : (1) Winnipeg Child and Family Services; (2) interagency cooperation; and (3) program planning.

Winnipeg Child and Family Services

Winnipeg Child and Family Services was still in chaos following the reorganization that occurred in September. With the reorganization from area-based service to program-based service, community development workers who transferred from the child protection unit were learning a new job while in the process of transferring their case work to appropriate programs. In the child protection units, work loads increased as cases were transferred to the appropriate programs. A social worker said "we have cases stacked up on the floor." Swift (1995) says "worker

complaints about overwork and overtime are a staple feature of child welfare work" (p. 59) and this was in evidence at the time the student began the practicum placement.

Five other features of child welfare work were noted by Swift (1995) and observed by the student. First, child protection units were noisy, active offices that afforded little privacy (Swift 1995). This was observed both in the Intake Unit and the Community Based Early Intervention Program where three part-time community development workers shared office space as well as a computer; there was no privacy for telephone calls and meeting with clients. Secondly, workers are either on the phone or out of the office on calls (Swift 1995). This was evident in the Community Based Early Intervention Program when the community development workers were interacting with collaterals in the communities. There were several occasions when the student and the administrative assistants were the only people in the building.

Thirdly, the student became aware of the bureaucratic features of the Agency, particularly the hierarchal structure of the Agency. Supervisors provided "an information conduit between workers and upper level management" (Swift, 1995, p. 59). The information conduit discouraged the student from contacting program managers about answers to questions asked by the day care directors. The upper levels of management were removed from front-line workers both in location and in accessibility. Contacting program supervisors was difficult as the student was reminded that she had a supervisor and should be directing questions to her supervisor.

Fourthly, the nature of child welfare work is fragmented in that "each worker has only a small part in creating the final product. . . the overall goals, organization, and

planning of the work are established at management level" (Swift, 1995, p. 53). This fragmentation of knowledge was also a hindrance in searching for answers because social workers who do not have a wide range of experience in the Agency only know a little corner of what the Agency does. This was evident when a Family Services Worker responded "I only fill out the form. I don't know what happens after that."

Fifthly, the Agency is tied to a network of organizations (Swift 1995) and the student learned that the community development workers and neighborhood parent support workers in the Community Based Early Intervention Program cooperated with a network of agencies such as the educational system, health facilities, and housing authorities.

During the practicum project, the student experienced child welfare's strict adherence to confidentiality. As one Agency Supervisor said "a social worker could be fired on the spot for divulging information about a family". The confidential nature of the relationship between the social worker and the client was a reason for not including the day care in case management meetings; the day care did not need to know the information. Although the Agency supervisors emphasized that social workers needed to abide by the rules of confidentiality, day care directors were saying that some social workers will share information and others would not. The day care directors were confused about what information the day care director could receive about a child and family. As Hobbs (1991) says, management issues are of equal and sometimes greater importance than legal barriers to the exchange of confidential information. Hobbs (1991) suggests the principal problem areas are. . . "overly restrictive

administrative interpretations of the law" (p. 2).

Confidentiality is only a partial explanation for why day care directors are excluded from case management meetings. As an Agency Supervisor said to the student "early childhood educators are not professionals. They do not have a code of ethics." Lero and Rijcke-Lollis (1980) acknowledged this attitude when they say "there is a lack of appreciation and respect for the role and training of early childhood educators. . . day cares are considered an extended babysitting agency" (p. 170). This attitude is felt by the early childhood educators as evidenced by the comment by a Day Care Director who said "I don't think Child and Family Services appreciates that what day care does is important".

Day care directors brought forward concerns about being unsure what they need to report to the Agency. It appears that day care directors have stopped reporting inadequate lunches, inappropriate clothing for the season, dirty clothing, and unkept children until they have documented a number of concerns over a period of time. Early childhood educators are in a position to recognize when families need extra assistance before they are in a crisis situation and they need to know what is appropriate to report to the Agency and what community resources are available to the family. In the task of researching answers for the manual, the student learned that dealing with aggressive children is not a child protection issue; parents have different styles of parenting and this does not mean there is a child protection issue; poverty may be the issue, not the parent's parenting skill. This coincides with the literature which states that neglect is considered a non-emergency (Swift 1995) and the Agency has "social responsibility

only for enforcing minimal care by parents" (Swift, 1991, p. 249). A Supervisor said to the student "day care workers should not impose their standard of parenting on the families who use the day care program" and this statement is highlighted by Swift (1995) when she said "many workers are reluctant to impose what they consider to be their own standards of cleanliness on clients" (p. 75-76).

Day care directors come in contact with families who display some components of neglect such as "inadequate food, clothing; inadequate supervision and abandonment; inadequate medical care. . ." (Rose and Meezan, 1993, p. 289-290) and they also come into contact with families who experience poverty and family violence. The student felt that day care directors have a right to be educated on what needs to be reported to the Agency and what the Agency cannot do anything about. For instance "social workers have no organizational or legal mandate to act on poverty as a problem" (Swift, 1991, p. 248); social issues such as poverty and family violence are background issues for child protection work (Callahan 1993; Swift 1995).

Interagency Cooperation

Kagan's (1991) definition of interagency cooperation characterizes the working relationship between Winnipeg Child and Family Services and group day care centres. Kagan (1991) says in a cooperative interagency effort "agencies work together informally and often, they have only a superficial awareness of one another's full array of programs and goals" (p. 2). When the two agencies do work together, their interaction is temporary and revolves around a single issue or planning for a specific

client.

The student learned that barriers to facilitating a better working relationship can be resolved to a certain extent, however, they cannot be totally eliminated. Misunderstandings come from barriers, therefore, the goal of educating day care directors about the mandate of Winnipeg Child and Family Services was a factor in bridging the communication gap between the two organizations.

Some barriers, such as the organization's mandate cannot be resolved. Day care does not have the mandate to provide social services as part of their program and parents do not expect social services from the day care provider. In the United States, there are large day care centres that do have a social work component in their program. In the United States, families who are in a day care progam because of a child protection plan feel it is less threatening to work with social workers in the day care setting than working with the Department of Social Services. In Canada social services is not part of the day care mandate. However, the reality of day care is that early childhood educators do learn about the hardships families endure and often parents seek support and guidance from the day care provider. Families who are involved with the child welfare system are in a crisis situation and "child care workers are often unprepared for the serious problems these families represent" (Roditta, 1995, p. 1064). The child welfare system can be a potential source of assistance and support to the day care.

The mandate of day care is to care for children. Day care centres are financially accountable and they rely on parent fees and subsidy payments to meet their financial

obligations. When social workers delay in submitting the subsidy application to the Child Day Care Office, this has major consequences for the day care. Misunderstandings about each other's organizational mandate could be overcome through education.

Public accountability is a barrier to interagency cooperation. Schellenberg (1996) says agencies fear "being associated with the public criticism often engendered by child welfare". A close working relationship between day care and Winnipeg Child and Family Services entails a risk to damaging the trusting relationship often developed between families and early childhood educators. A close partnership may result in families withdrawing their children from the day care program. A day care director reported in the needs assessment that a family transferred to another day care centre in the community because the parent felt the day care was monitoring their situation and feared being reported to Winnipeg Child and Family Services.

However, Winnipeg Child and Family Services has a preventive function as well as a child protection function. A closer relationship with the preventive aspect of child welfare is an achievable goal. Community development workers and neighbourhood parent support networkers with Winnipeg Child and Family Services are not as threatening to families as child protection workers and they can act as a resource to the day care director.

Organizational barriers to interagency cooperation cannot be easily resolved. Morgan (1995) says day care centres have not been incorporated into models of service integration "often because the leadership in schools and social services are not

aware of how to access leadership in this nonsystem" (p. 1335). Although the day care director in each day care centre has the responsibility to manage the daily operations of the day care, licensing responsibilities are carried out by the Child Day Care Branch of Family Services. The Provincial Day Care Licensing Coordinators monitor the program in day care centres on a regular basis. The Day Care Licensing Coordinators also assume responsibility for arranging multidisciplinary team meetings when the Child Day Care Office funds extra staffing for a child who has identified "special needs". Therefore, it is confusing whether social service agencies can incorporate day care directors in service integration around a mutual client without permission from the Child Day Care Branch of Family Services. Furthermore, there may be several day care centres in a community and a family can voluntarily withdraw their child from one day care and register their child at another day care centre. This makes it difficult for social service agencies to cultivate a relationship with individual day care directors.

Work loads are also a barrier that cannot be easily resolved. Frankel (1991) says high case loads reduce the amount of time social workers have to make contact with day care directors. Social workers may find it burdensome to form relationships with outside agencies when there is little time to form relationships with individual clients.

Confidentiality requirements are a barrier to promoting a stronger working relationship between day care and Winnipeg Child and Family Services. Hobbs (1991) says both agencies have the legal responsibility "to maintain the integrity of confidential case files" (p. 2). However, the problem of confidentiality is "complicated by differing

policies on confidentiality between agencies and misunderstandings about the limits of confidentiality. . . staff may have to deal with the dilemma of protecting agency/client relationships over cooperating with legitimate requests for information" (Wotherspoon, 1991, p. 5).

The needs assessment showed that some social workers shared information about the child with the day care while some social workers said they could not share any information with the day care. Education about confidentiality restrictions could reduce misunderstandings about what day care could know about a child's background. Through the practicum, the student learned that some day care directors and social workers develop a more trusting relationship and then there is some sharing of information between them. Day care directors, who have one or two social workers they can receive information from, say they are "lucky". Some day care directors reported that they maintained contact with social workers with whom they have built a relationship even though the social workers moved out of their geographical area. However, this appears to be a structural barrier with serious legal implications. The mandates of the two organizations are very different and sometimes Winnipeg Child and Family Services simply cannot share information with the day care directors. Social workers who share information may be doing it at some risk to their clients. It is important for day care directors to understand the legal implications of sharing information. At the same time, it would appear that whenever it is possible, consent should be obtained to share information for the best interests of the child. This may take time and energy for the social worker but may be necessary when the social

worker feels sharing information will assist the day care in providing appropriate care for the child.

There is the potential to include day care in case management meetings when both organizations serve mutual clients. Including day care would help overcome the barrier of confidentiality in interagency cooperation between day care and Winnipeg Child and Family Services. However, difficulties in including day care in case management meetings are: (a) the difficulty in determining whether individual day care directors can be included without notifying management at the Child Day Care Branch of Family Services; (b) the prevailing attitude that day care providers are not professionals; (c) the fact that day care is a voluntary service and families can transfer their children to another day care centre in the community or move to another community; (d) the family may have children in different day care centres in the community and working with several day care directors at one time would add an extra burden to the social worker's already high workload.

Different professional orientations act as a barrier to promoting a stronger working relationship; the professionals in each organization have different education, training, career development, and salary. The literature suggests that there "is a lack of appreciation and respect for the early childhood educator's role and training" (Lero & deRijcke-Lollis, 1980, p. 170). Responses to the needs assessment done as part of this practicum showed that some day care directors felt that social workers did not appreciate that the work day care does is important. Education about each other's organizational systems and increased face-to-face contact between early childhood

educators and social workers would contribute to fostering more respectful relationships and education would also facilitate communication across the different conceptual frameworks.

Although there are barriers to fostering a better working relationship between day care and Winnipeg Child and Family Services, there are incentives to bridging the communication gap. Early childhood educators interact with the child and family on a daily basis and they are in a position to identify early stages of child maltreatment. A better understanding of the child welfare system and more personal contact with social workers would contribute to day care directors being comfortable in approaching the child welfare agency about a concern they have about a family.

Meyers (1993) notes that "the strongest inducement for agencies to collaborate is the chance to secure additional resources - in the form of money, clients, services, equipment, or the authority to claim additional resources in the future" (p. 357). The child welfare agency uses day care as a resource to support families. This inducement to secure resources may be an incentive to foster interagency cooperation between day care and Winnipeg Child and Family Services. Comments made by day care directors who had negative experiences dealing with the Agency were: "the Agency needs a pretty good reason for the space before I will let them come into the Centre again"; "I won't give a space to the Agency when I can fill it with someone who pays"; and "the Board has decided not to take any more 'special need' kids". This attitude, plus the trend toward zero-tolerance of violence in both preschool and school-age day care centres, has the potential to reduce the availability of day care spaces for clients of

Winnipeg Child and Family Services.

Melaville and Blank (1994) says that "for successful cooperation to occur, services must link at the service delivery level and the system level" (p. 10). From the student's experience, the Community Based Early Intervention Program at Winnipeg Child and Family Services was in the process of identifying community needs and gaps in service and developing "effective working relationships with collaterals within clearly identified roles and responsibilities" (Community Based Early Intervention Services & Programs, 1999, p. 8).

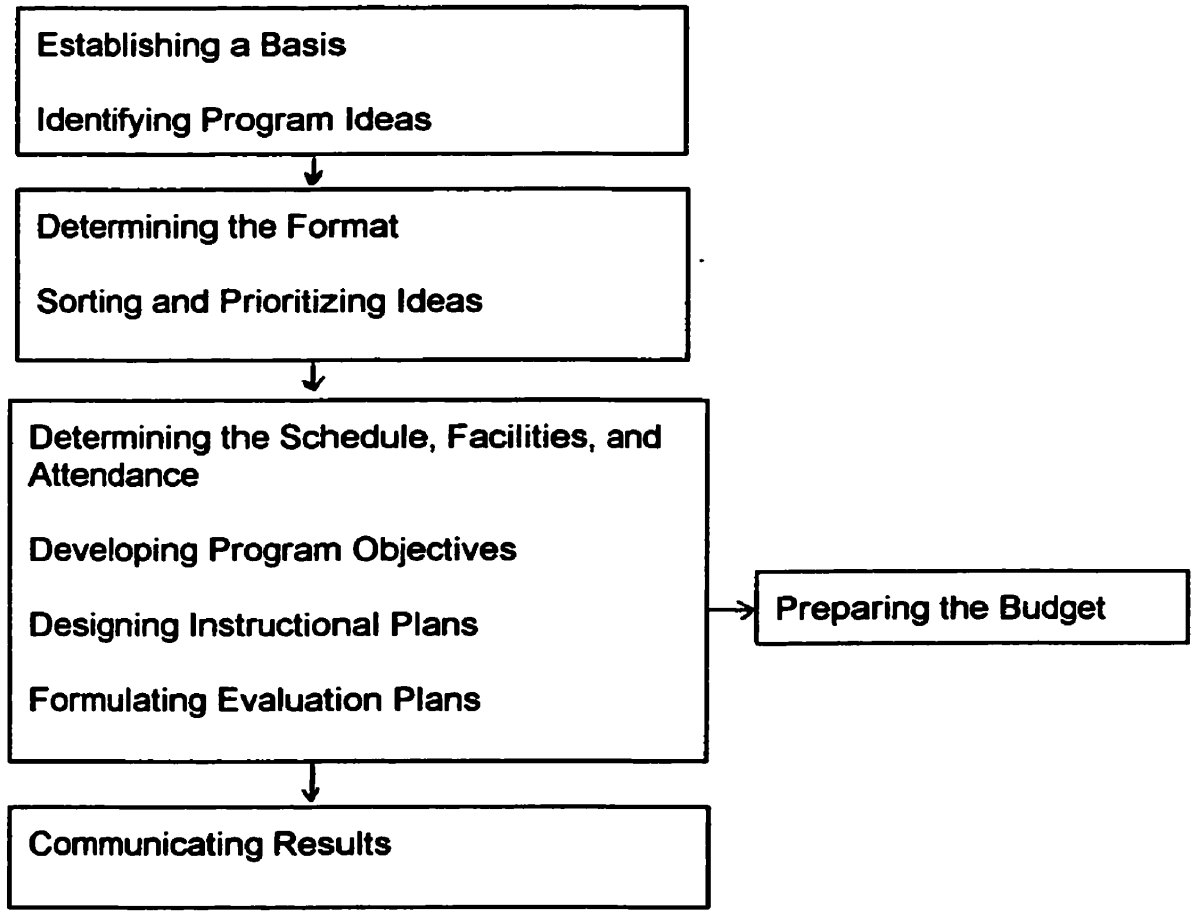
Work in the areas of identifying gaps in service, developing effective working relationships with collaterals, and developing materials which explain the role of the Agency was hampered by plans for further Agency reorganization in the future. Uncertainty about the future stability of the Community Based Early Intervention Program and the workers' jobs affected long range planning such as addressing gaps in service delivery and developing effective working relationships with collaterals.

The student focused on the relationship between group day care centres and Winnipeg Child and Family Services at the service delivery level. The student was not aware of movement toward developing effective working relationships between the Child Day Care Branch of Family Services and Winnipeg Child and Family Services at the upper management level.

Program Planning

A model of program planning "can help clarify what program developers need to

do to get a program up and running" (Caffarella, 1994, p. 8). The Interactive Model of program planning was very helpful; the model grounded the student while Winnipeg Child and Family Services seemed chaotic and the future of the practicum was unclear. The Interactive Model allowed for flexibility in the planning process; there was allowance for adaptability in the tasks required. For instance, although there was a major change in the final outcome of the planning, from a six hour workshop to a thirty minute presentation, the student was able to adapt the model to the changes in the program. Following is a graphic representation of the components the student used in planning the educational program.



Sork (1984) makes a distinction between a workshop and a seminar. Sork (1984) says a workshop is a problem focused learning experience where participants are involved in the analysis of a problem and in the development and evaluation of solutions. In a seminar "it is not expected that either problem solving, action or planning will necessarily result from the meeting" (This, 1979, p. 50 quoted in Sork 1984). The presentation given at the Day Care Directors Support Networking group meetings could be likened to a seminar in that the student presented information to the participants and, although there was time for information sharing, there was no time for problem solving. A workshop would have been an advantage in designing a model of interaction that would work between the organizations. A workshop would have involved the participants in the development and evaluation of solutions. The results of the needs assessment showed that some day care directors had a problem with the current relationship between group day care centres and Winnipeg Child and Family Services. A workshop would have given the day care directors an opportunity to develop and evaluate solutions from their perspective. As it was, the student made suggestions on furthering interagency cooperation using information collected about the nature of the problem. An improvement would have been to have the day care directors discuss and evaluate suggestions from their point of view.

The advantages of having a presentation were: it's short-term nature; it was transportable so the student could go to the day care directors; it required few changes in the room arrangement (Sork 1984).

The student learned about the importance of the technical factors in planning a program. The student found that group sizes of twelve and eleven participants generated more discussion and information-sharing than the small group of six participants. The student also found that when she was required to sit in the middle of a long table it was difficult to make eye contact with all the participants and therefore the group did not feel as joined as it did at a presentation at a round table.

The student experienced the group dynamics that can occur in educational programs, such as participants dominating the discussion and the topic going "off track". The participants also had varying degrees of experience working with Winnipeg Child and Family Services and they were eager to share their experiences. It was clear to the student that day care directors were learning from each other and the student was also learning: "adults prefer to be actively involved in the learning process rather than passive recipients of knowledge" (Caffarella, 1994, p. 24).

It was important that the student learn early in the planning process what time commitments day care directors would make to attend an educational program on the topic of Winnipeg Child and Family Services. Percival (1993) says the dominant reason for participation at an educational program is obligation to work. However, day care directors were not obliged to attend and therefore the student considered possible barriers to participation. The student found that the day care directors would not commit to attendance due to the unpredictability of staff attendance at work; the unreliability of substitute staff; and the lack of financial resources to pay the substitute. These reasons coincide with the results of a study done by Hanson (1991); Hanson

found that "the top-rated barrier to participation consisted of job constraints such as lack of relief help or lack of time off" (p. 37). Krause (1977) found that "when job demands and training opportunities compete with each other, the former has the higher priority" (p. 364).

The student used the needs assessment to learn about the felt-needs of the day care directors; need can be seen as a gap between the actual state of affairs and a desired state of affairs (Sork and Cafrarella 1989). The needs assessment was a step toward finding solutions or means of altering the situation.

The student used the needs assessment as the basis for the content of the manual and the presentation; and for suggestions to the Agency for improved communication between the two organizations. For the manual and the presentation, the student added new information to what day care directors felt they wanted to know "to encourage learners to explore alternatives to their current ways of thinking and acting" (Brookfield, 1989, p. 204).

Conclusions

The practicum intervention focused on strengthening the working relationship at the front-line service delivery level between group day care centres and Winnipeg Child and Family Services. At the completion of the practicum, the student learned that in order for successful interagency cooperation to occur between the two organizations, the helping professionals in both organizations must: (a) have a better understanding of each other's organizational systems; (b) be able to communicate with each other over

their different conceptual frameworks; (c) have shared perceptions of the shortage of resources; and (d) acknowledge each other as potential sources of support and assistance.

In order to improve communication at the service delivery level, early childhood educators need education about abuse issues, neglect issues, and timely documentation of situations the early childhood educators have concerns about (Goldman 1990; Gemmill 1990; Roditta 1995; Lero and deRijcki 1980). The Child Day Care Branch of Family Services needs to take a strong leadership role in ensuring early childhood educators receive the necessary training in abuse and neglect issues. An inservice educational program with the opportunity for questions would ensure early childhood educators understand the topic of abuse and neglect and also understand the eligibility requirements to receive services from the child welfare system.

As clients can develop mistrust and fear with working with the child welfare system, early childhood educators can also feel intimidated working with the Agency. As much of the Agency work is invisible, the public is unaware of what they do. Day care directors expressed an interest in knowing about the Agency mandate and their responsibility as a collateral in child protection. Day care directors do not receive formal training on how to work with Winnipeg Child and Family Services, one example is that new day care directors may not know they can ask for a copy of the Temporary Order of Guardianship which outlines visitation access and restrictions.

Both organizations need understanding about each others organizational systems. Educating social workers about day care's financial accountability may

alleviate problems such as lengthy delays in completing Subsidy application forms. Fostering a stronger working relationship and acknowledging each other as potential sources of support and assistance would ensure accessibility of day care spaces for clients of the child welfare system. Day cares have a choice on whether they accept referrals from Winnipeg Child and Family Services. The needs assessment revealed that some day care directors hesitated to give spaces to clients of Winnipeg Child and Family Services unless the Agency had a really good reason for needing the space. Reasons for hesitating to accept families who were clients of the Agency were financial such as not receiving payment for the child and the risk of accepting children with difficult behavior without the benefit of additional staffing.

Melaville and Blank (1991) suggest that cross-training staff in each participant's service offerings and eligibility requirements would help to promote cooperation at the service delivery level. Cross-training day care and child welfare front-line workers would facilitate the two organizations in learning about their different systems and would help the professionals communicate across their conceptual frameworks. Cross-training may also alleviate confusion about confidentiality policies in the two organizations. In British Columbia, the issue of confidentiality is overcome by involving all disciplines involved with the family in decision-making meetings; the parents are an integral part of these meetings.

Cross-training at the service delivery level could happen within each organization. For example, the Orientation session at the Child Day Care Branch of Family Services for newly hired day care directors could be expanded to include a half-

day component on the child welfare system and on the protocol for reporting suspected child abuse to Winnipeg Child and Family Services. This would provide an opportunity for discussion and questions. A representative from Winnipeg Child and Family Services would attend to ensure day care directors receive accurate information. It would be beneficial to invite all day care directors in Winnipeg to the half-day orientation to the child welfare system.

Furthermore, it may be helpful to conduct a half-day inservice for day care directors when there is a major change to the child welfare system, such as the recent restructuring. Mandatory attendance at the inservice would ensure all day care directors received the same information with the result that day care directors throughout Winnipeg would interact with the child welfare authorities in a similar manner. Day care directors could subsequently pass on information about the child welfare system and reporting requirements to early childhood educators at staff meetings and to parents who may be fearful about contact with the child welfare agency.

Training about day care at Winnipeg Child and Family Services could also happen at the Agency's Orientation for newly hired social workers. It would be important to stress issues such as the financial accountability of the day care and to clarify what information is appropriate to share with the day care director about the child and family. Monthly team meetings and individual supervisory meetings would be opportune times to discuss protocol around interacting with day care centres.

Facilitating a stronger working relationship at the service delivery level between

group day care centres and the Community Based Early Intervention Program at Winnipeg Child and Family Services is a readily achievable endeavor. Group day care centres are in the position to link families to community resources and the social workers at the Community Based Early Intervention Program have information about preventive and supportive resources for families. Furthermore, community development workers and neighbourhood parent support networkers are a less threatening way to receive information on community resources and the mandate of child protection services than social workers in the child protection units. It is more difficult to form a stronger working relationship between group day care and the child protection units at Winnipeg Child and Family Services due to the risk of damaging the trusting relationship between families and early childhood educators.

The experience of group day care directors in St. James show that it is possible to have a strong cooperative relationship between the two organizations at the service delivery level. Cooperation was achieved by: having a day care director from St. James sit on Winnipeg Child and Family Services's Area Council and presenting a child welfare report to day care directors at their monthly support networking group meetings thereby increasing the day care directors' knowledge about the child welfare system; inviting a child protection worker to speak to parents and staff at individual day care centres about child protection issues; by contacting a community development worker at Winnipeg Child and Family services about community resources available to families; and inviting the community development worker to take part in parenting workshops the day care offers to families in their day care program. This constitutes

interagency cooperation because it is a short-term contact with each agency representing its own interests. Furthermore, each organization becomes aware of each other's activities and acknowledges each other as potential sources of assistance and support.

Other suggestions for improving the working relationship between group day care centres and Winnipeg Child and Family Services emerged from the needs assessment and are stated below.

A. Day care directors want face-to-face contact with social workers who enroll the child in the day care program. This will foster a trusting relationship.

B. Day care directors want information about what happened to a child when the social worker withdraws a child from the day care. Early childhood educators spend full days with the child and develop a close relationship with the child and they want to be reassured that the child is okay.

C. Day care directors want to be informed whether the child is returning to the centre or whether the day care director can close the child's file. A natural response to this suggestion is "why doesn't the day care director just ask the social worker?" A day care director reported that she asks the social worker to telephone her and let her know if the child is coming back; usually the social worker does not phone her back.

D. Day care directors want social workers to treat the day care as a professional service by approaching the person-in-charge and stating their business in the centre. "Barging" into the day care in search of the child destroys the trusting

atmosphere in the day care.

E. Day care directors want information about what happens when the child is apprehended from the day care and reassurance that the Agency will assume responsibility for informing the parent that the child has been apprehended and that the Agency will not divulge who made the report if it was the day care making the report. Although the Child Protection and Child Abuse Protocol for Child Care Workers (1991) informs early childhood educators that the social worker must contact the parent, day care directors can be unsure what will happen in the emotionally charged situation.

F. Day care directors want social workers to inform the day care director about visitation access and restrictions, however, day care directors can take the initiative to ask for this information. It is also inappropriate for social workers to ask early childhood educators to supervise a family visit.

G. "The Special Needs Subsidy Family Plan should be completed in full by the referring individual from a mandated agency, social services agency or a recognized medical authority, in collaboration with the family and child care staff" (Special Needs Subsidy Family Plan, Manitoba Family Services, p. 1). Day care directors desire to be included in the completion of this form. It is inappropriate for the referring individual to complete the form without including the day care director and it is also inappropriate to ask the day care director to complete the form excluding the social worker.

H. Day care directors desire to be notified when there is a change in the family

services worker or the supervisor. This facilitates the process of contacting Winnipeg Child and Family Services with a concern. It also increases trust building and shows respect for the role of day care in the life of the family.

l. Day care directors wish to be informed about community workshops and activities sponsored by Winnipeg Child and Family Services so the day care directors can post the information for parents.

The practicum intervention focused on how group day care centre directors felt about their working relationship with Winnipeg Child and Family Services. Successful interagency efforts require the cooperation of both organizations involved in the relationship. The helping professionals in both organizations have some responsibility to improving the working relationship. Table 1.8 in Appendix VIII outlines what each organization can do to enhance the working relationship between day care and Winnipeg Child and Family Services at the service delivery level. The suggestions in Table 1.8 can be used as a foundation for cross-training each organization with the goal of: increasing communication between the two organizations; increasing knowledge about each other's activities; and increasing consistency in sharing information.

The student wishes to express her appreciation for the honesty and support she received from individuals in both organizations. The practicum was an important step in identifying gaps in communication between group day care centres and Winnipeg Child and Family Services. The practicum also emphasized that educating front-line

service delivery personnel in both organizations can be an effective method for strengthening the working relationship between them.

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APPENDIX I

Illustrations of a Child in Need of Protection

Child and Family Services Act Chapter C80 - Part III - Child Protection

Illustrations of child in need

17 (2) Without restricting the generality of subsection (1), a child is in need of protection where the child

(a) is without adequate care, supervision or control;

(b) is in the care, custody, control or charge of a person

Who is unable or unwilling to provide adequate care, supervision or control of the child, or

Whose conduct endangers or might endanger the life, health or emotional well-being of the child, or

Who neglects or refuses to provide or obtain proper medical or other remedial care or treatment necessary for the health or well-being of the child or who refuses to permit such care or treatment to be provided to the child when the care or treatment is recommended by a duly qualified medical practitioner;

(a) is abused or is in danger of being abused;

(b) is beyond the control of a person who has the care, custody, control or charge of the child;

(c) is likely to suffer harm or injury due to the behaviour, condition, domestic environment or associations of the child or of a person having care, custody, control or charge of the child;

(d) is subjected to aggression or sexual harassment that endangers the life, health or emotional well-being of the child;

(e) being under the age of 12 years, is left unattended and without reasonable provision being made for the supervision and safety of the child; or

(f) is the subject, or is about to become the subject, of an unlawful adoption under *The Adoption Act* or of a sale under section 84.

APPENDIX II

Initial Phase Needs Assessment Questionnaire

Questionnaire Exploring the Interface Between Day Care Centres and Child and Family Services

1. What do you think are the issues in the interface between day care centres and Child and Family Services? Or What are your experiences with CFS?

2. How would you describe the interface between your day care and Child and Family Services?

3. What information on Child and Family Services is available to early childhood educators?

4. What information about Child and Family Services do you think early childhood educators would be interested in?

5. How helpful would knowledge about Child and Family Services be in working with children in a day care centre?

6. What do you think about a workshop directed toward the people in the day care community? (A) directors (B) invite front-line early childhood educators (C) Invite Board members and parents

7. Would a workshop be helpful or do you have any other suggestion?

8. From your perspective, what content would be most important?

9. What kind of format would work best? Mornings? Saturday? Two or three day workshop? When would be a good time to have a workshop?

10. Where do you think is a convenient place to have the workshop?

11. What suggestions or comments can you offer on the idea of bridging the gap between day care centres and Child and Family Services?

APPENDIX III

Second Phase Needs Assessment Questionnaire

Questionnaire Exploring the Relationship Between Day Care Centres and Winnipeg Child and Family Services

1. What do you think are the issues in the relationship between day care and Winnipeg Child and Family Services?

2. How would you describe the relationship between your day care centre and Winnipeg Child and Family Services?

3. What information do you have on Winnipeg Child and Family Services?

4. Would written material and a manual on the organizational framework of Winnipeg Child and Family Services be helpful to you?

5. What information about Winnipeg Child and Family Services do you think early childhood educators would be interested in?

6. How helpful would knowledge about Winnipeg Child and Family Services be in working with the children in a day care centre? Why?

7. What do you think about a workshop directed toward administrative staff in day care centres?

8. What do you think about a workshop directed toward front-line early childhood educators in day care centres?

9. Would a workshop on this topic be helpful to you? Why?

10. If so, from your perspective, what content would be most important?

11. What kind of format would work best? Mornings, evenings, Saturday, full days, half days? Why?

12. Would a six hour workshop fit into your schedule?

13. What barriers might there be for your attending such a workshop?

14. How might those barriers be addressed?

15. What is a convenient location to have the workshop?

16. What suggestions or comments can you offer on the idea of bridging the gap between day care centres and Winnipeg Child and Family Services?

APPENDIX IV

Recommendations to the Child Welfare Agency

January 2001

Mallory Neuman
Supervisor
Winnipeg Child and Family Services
Community-Based Early Intervention Program
1386 Main Street
Winnipeg, Manitoba

Dear Ms Neuman:

From December 7, 1999 to June 30, 2000, I worked on my Master of Social Work Practicum project out of the Community-Based Early Intervention Program at the North Main Child and Family Centre.

The project consisted of a needs assessment on how daycare directors in the Inner City, the North End, and the West End of Winnipeg viewed their working relationship with Winnipeg Child and Family Services.

Part of the Practicum requirement was to communicate to Winnipeg Child and Family Services how social workers could help build a stronger relationship with early childhood educators in daycare centres. Attached is a brief outline of service delivery practices that would foster stronger interagency cooperation. Also attached is Table 1.8 that outlines what each organization can do to enhance the working relationship.

Yours truly,

Lori Cameron
Master of Social Work Candidate

Attachment.

Interagency Cooperation Between Winnipeg Child and Family Services and Group Day Care Centres

Introduction

Early childhood educators and Agency social workers have different mandates and different training. The two organizations do not duplicate services to families. However, both organizations do have an overlap of clients from time to time. Both organizations are also working for the best interests of children.

There are several situations when early childhood educators interact with social workers. These situations are when:

- Early childhood educators care for children who have been abused or are living in potentially abusive home environments.
- An early childhood educator makes a formal report to the Agency regarding suspected child abuse.
- An early childhood educator makes a report to the Agency that the parent did not come for the child at the end of the day.
- The day care director wants to consult with the Agency about a specific behavior demonstrated by a child or parent.
- An early childhood educator reports to the Agency that an intoxicated parent comes for their child at the end of the day.
- A social worker enrolls a child who is a Ward of the Agency.
- A social worker interviews a child at the day care centre.
- A social worker apprehends a child from the day care centre.

Following are some suggestions for service delivery practice received from day care directors that could help build a trusting relationship with early childhood educators in group day care centres.

Enrolling a foster child

- Make face-to-face contact with the day care director and look over the day care facility. The social worker will be asked to complete forms such as a field trip permission form or sign an agreement designating the responsibility to the foster parent.
- Complete the Subsidy Application form in a timely manner. This will shorten the wait for the subsidy payment to the day care centre.
- When withdrawing a child from the day care, inform the day care director whether the child will be returning. This will let the day care director know if she or he can fill the vacancy and also allows the day care director to inform the parent that the child is officially withdrawn from the day care centre.
- Inform the day care director of visitation access and visitation restrictions for the natural family. The day care can request a copy of the Temporary Order of Guardianship.
- Early childhood educators are not trained to supervise family visits. It is inappropriate for social workers to ask early childhood educators to supervise family visits.
- Notify the day care director of any changes in the social worker or supervisor.

Enrolling a child who is part of a family support program

- Inform the day care director of any behavioral or emotional difficulties that may present a safety issue for the other children in the day care and for the early childhood educators.
- Include the day care director in completing the Special Needs Subsidy Family Plan.

Apprehending a child from the day care centre

- Speak to the day care director or the person-in-charge about your visit. The early childhood educator can bring the child to a private location for the visit.
- Inform the day care director or the person-in-charge about how the social worker will contact the parent. If the parent does not have a telephone or cannot be contacted, reassure the early childhood educator that an Agency representative will be at the day care at the time the parent arrives, if the social worker cannot contact the parent prior to then.
- Inform the day care director whether the child will be returning to the day care.

Conducting an abuse investigation at the day care centre

- Speak to the day care director or the person-in-charge about the purpose of the visit. The early childhood educator can bring the child to a private location for the visit.
- At the conclusion of the visit, explain to the day care director why the social worker cannot share the reason for the investigation.

Offering information on community resources

- Community development workers and neighbourhood parent support networkers to make face-to-face contact with the day care directors and distribute information on the Agency activities in their community.

Table 1.8 Suggestions for enhancing the relationship between Group Daycare Centres and Winnipeg Child and Family Services.

Winnipeg Child and Family Services	Group Daycare Centres
• notify the daycare director of the reason for withdrawal of the child.	• ask the Family Services Worker for a reason for withdrawal of the child so there is closure.
• when withdrawing a child from the daycare, notify the daycare director whether or not the child will be returning to the daycare.	• ask whether the child is returning so the file can be closed.
• when apprehending a child from a daycare, notify the parent of the apprehension. If it is not possible to contact the parent, be at the daycare at the time the parent is expected to arrive for the child.	• when Winnipeg Child and Family Services apprehends a child from the daycare and cannot contact the parents, ask an Agency representative to be present at the daycare at the time the parent arrives for their child.
• inform the daycare director about visitation access and restrictions for the family members of the child.	• when a child is in the care of the Agency, ask about visitation access for the natural family members.
• when entering a daycare to apprehend or interview a child, speak to the daycare director or person-in-charge about the nature of the visit.	• when a Child and Family Services representative comes to apprehend or interview a child, direct the person to speak to the director or person-in-charge first.
• when completing the *Special Needs Subsidy Family Plan*, include the daycare director in the process.	• ask the professional, who is referring a child to the daycare, to be included in the process of completing the *Special Needs Subsidy Family Plan.*
• when the Family Services Worker changes, notify the daycare director.	• ask the Family Services Worker to notify the daycare if the social worker changes; ask the parent or foster parent to notify the daycare if the Family Services Worker changes.

APPENDIX V

Copy of the Manual

AN OVERVIEW OF WINNIPEG CHILD AND FAMILY SERVICES FOR GROUP DAYCARE DIRECTORS

BY

LORI CAMERON

MAY 2000

WINNIPEG CHILD AND FAMILY SERVICES
SERVICES À L'ENFANT ET À LA FAMILLE DE WINNIPEG

May 2000

Dear Daycare Centre Directors:

I am currently working on a Master's Degree in the Faculty of Social Work at the University of Manitoba. My Practicum placement is at the Winnipeg Child and Family Services Community-Based Early Intervention Program. My advisor at the University of Manitoba is Dr. Lyn Ferguson (phone number is 474-8273). My supervisor at Winnipeg Child and Family Services is Ms. Mallory Neuman (phone number is 944-4007).

My professional background is in daycare. I have a Child Care Worker III diploma and worked as an early childhood educator in a preschool centre for three years. I also worked as a daycare director in a preschool centre for three years and then in a school-age centre for four years. My experience in daycare was the incentive for applying to the Faculty of Social Work.

I am conducting a project on the interagency cooperation efforts between Child and Family Services and group daycare centres. The goal of the project is to provide information about Child and Family Services to daycare directors in group daycare centres. By becoming acquainted with the organizational framework of Child and Family Services, daycare directors will be in a stronger position to communicate with the Agency around child protection issues arising at the daycare centre.

The project consisted of conducting a telephone needs assessment with daycare directors in the North End, Downtown area, and West Broadway area of Winnipeg. The needs assessment dealt with the questions and concerns daycare directors had about the working relationship with Child and Family Services. Following the needs assessment, I developed a question/answer manual for the daycare directors. The project concludes with a presentation of the manual to daycare directors at the Daycare Directors Support Networking groups. I will also present the manual to the daycare directors who participated in the needs assessment questionnaire and did not attend the Networking group.

A copy of the Practicum report will be available at Manitoba Child Care Association at the completion of the project.

If you have any further questions or concerns about the project please feel free to call me. You can reach me at the Community-Based Early Intervention Program at 944-4031.

Sincerely,

Lori Cameron
Master of Social Work Candidate

1386 Main Street
Winnipeg, Manitoba R2W 3V1
Telephone: 944-4031 Fax: 944-4022

1386, rue Main
Winnipeg (Manitoba) R2W 3V1
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Jean Altemeyer, President J. Lance Barber, Chief Executive Officer

WINNIPEG CHILD AND FAMILY SERVICES

VISION

To work, together with families and communities, to ensure
the safety and well being of all children

MISSION STATEMENT

Winnipeg Child and Family Services is a community agency mandated under provincial legislation to support and strengthen families and work together with communities for the protection and care of children and the prevention of child abuse and neglect. We will provide and advocate for a range of services that respects social, cultural, linguistic, racial and spiritual heritages to meet the changing needs of children, families and communities.

VALUES/PRINCIPLES

Respect - is the attitude of honouring people, caring about their rights and is reflected in the courtesy with which we treat one another.

Integrity - is the consistency in which we practise what we believe. If we are to act with integrity, we are called upon to behave in accordance with our stated values in all of our interactions with those receiving our service, co-workers, colleagues and all others with whom we come into contact as agency representatives.

Compassion - means we will build relationships that acknowledge, understand and accept others' feelings and experiences, in an empathetic, concerning and caring manner.

Cooperation - means the agency will actively work together with our colleagues and the families and communities it serves to achieve common goals which ensure the safety and well-being of children.

Intrinsic Worth of Children and Families - means we accept the fundamental and unconditional worth and dignity of children and families, with recognition of their individual strengths, resources and capabilities.

Hope - is in the positive potential for growth and change, focussing on strengths and a positive future.

Vision - means agency policies will incorporate insightful decision-making and purposeful planning based on future-thinking. We are committed to setting goals which lead to creative long-term solutions.

Courage - is the ability to act with congruence in all aspects of best practice in spite of the external and internal forces that may mitigate against achieving best practice.

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What kind of supports does Winnipeg Child and Family Services provide to families? 7

Who do daycare directors call if they have a concern about a child and family? 8

What should daycare directors call about? 9

Is it good for daycare directors to phone or are daycare directors being a nuisance by phoning about concerns that may not be child protection issues? 9

How 'bad" does it have to be before Winnipeg Child and Family Services steps in? 10

Should a daycare director phone the Intake Unit when an intoxicated parent picks up a child? 11

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What happens when a Winnipeg Child and Family Services worker walks into a daycare to apprehend a child? 13

When someone makes a referral to Winnipeg Child and Family Services, what kind of follow-up can they expect? 14

When Winnipeg Child and Family Services apprehends a child from the daycare, can the Agency inform the daycare as to the status of the child so the daycare knows whether to close the file or keep the file open? 14

If children are taken into care, what are the roles, guidelines, and boundaries of the natural parents? 14

How come it can take up to six months for Winnipeg Child and Family Services to complete a Subsidy form? 15

Can the daycare become involved in the Special Needs Subsidy Family Plan? 15

When Winnipeg Child and Family Services gives the family the daycare daily fee, and the family does not use the money for daycare services, how can the daycare get the money paid directly to the daycare? 16

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PART I: INTRODUCTION

This manual was compiled as part of my Masters work at the University of Manitoba in the Faculty of Social Work. The purpose of the manual is to impart information about Winnipeg Child and Family Services to daycare directors.

I have extensive background experience in the area of daycare. Prior to entering the Faculty of Social Work, I worked as an early childhood educator for three years in a preschool centre and I was a centre director for seven years (three years in a preschool centre and four years in a school-age centre). I have put together this manual from the daycare perspective.

While employed as a centre director, I had several contacts with social workers from Winnipeg Child and Family Services. The formal training I received in child protection issues was the child abuse course taught in the training program which I had completed several years earlier. The child abuse course focused on identifying instances of child abuse and the reporting requirements. What I clearly remembered from the course were slides on the physical indicators of child abuse and these slides were on identifying physical abuse such as cigarette burns, submersion burns, fractures, and bruises from being slapped. We were also taught how to handle a child's disclosure about abuse.

The child abuse course was taken prior to me having any serious responsibility for caring for a group of children; as a student we were not allowed to supervise children without a qualified early childhood educator present. Once we were certified early childhood educators, we had to annually read the booklet called *Child Protection and Child Abuse: A Protocol for Child Care Workers 1991.* As I remember, we had to read the booklet and initial beside our name that we had read it. This was deemed to be proof that we had read it and were knowledgeable about child protection issues and that fulfilled one condition of having the daycare license renewed.

Child protection became a serious issue for me when I assumed a daycare director position. Child maltreatment was not as straight forward as an obvious cigarette burn or a suspicious bruise on the buttocks. I had to overcome my own value bias on the proper way to parent children. There is a valuable opportunity for early childhood educators to model appropriate child care skills and to educate parents on the importance of a balanced diet and positive behavior management techniques. There are also times when an early childhood educator must report that he/she suspects that a child is being maltreated.

A useful child abuse resource manual for early childhood educators is *Recognizing the Hurt Child: Child Abuse. A Resource for Family Day Care Providers and Early Childhood Educators* written by Sue Hudson in 1994. The manual is available at the Manitoba Child Care Association Inc. The manual was part of a Family Day Care Provider Training Project and is useful for early childhood educators in group daycare centres. The manual will: "1. Help you identify things which might make it hard for you to consult child protection experts. 2. Help you understand why it is important to consult. 3. Describe typical indicators of abuse to look for - both in the way children look and they way they behave. 4. Plan how you will discuss your concerns with the experts. 5. Develop a policy to share with the parents of the children. . . so they know what you will do if you suspect a child is being abused. 6. Help you discover whether you are at risk of being abusive towards children." (Hudson, 1994, p. 10).

One concrete result of my five months at Winnipeg Child and Family Services is this manual which is to be distributed to daycare directors. This manual answers the questions asked by daycare directors.

The following questions came about from the first step of my practicum which was a needs assessment questionnaire done with a sample of daycare directors in the North End, Downtown, and West Broadway areas of Winnipeg. I have attached a copy of the needs assessment questionnaire (Appendix A). These questions were asked by telephone interviews conducted during February 2000.

I telephoned a total of forty-four daycare directors with the needs assessment questionnaire. Some directors were more interested in the topic than other directors and therefore, had more questions and spent a longer time answering the questionnaire. The following questions were raised by the daycare directors.

PART II: QUESTIONS

What does Winnipeg Child and Family Services do?

The primary function of Winnipeg Child and Family Services is to maintain its legally mandated responsibility to ensure the safety and protection of children throughout its work with families. This is a provincial responsibility regulated by the Child and Family Services Act. There are child welfare authorities throughout the Province. In Winnipeg, Winnipeg Child and Family Services has this responsibility and authority.

The Agency receives referrals from sources such as the police, physicians, the schools, Child Guidance Clinic, public health, family members, community members, day cares, other agencies, and self referrals in relation to child protection concerns.

It is a citizen's legal obligation to report incidents of suspected child maltreatment to the Child and Family Services Agency in the geographical area where they live. It is the responsibility

of Child and Family Services to follow through on the report to ensure the child is safe and protected.

Very recently the Government of Manitoba has signed an agreement with the Assembly of Manitoba Chiefs and with the Manitoba Métis Federation which will give Aboriginal and Métis people mandated child and family services in Winnipeg. The changes will take time to implement; they will have a significant impact on Winnipeg Child and Family Services for Aboriginal and Métis families.

What kind of services does Winnipeg Child and Family Services provide?

Winnipeg Child and Family Services provides two types of services. One type is child protection services; this is the most commonly recognized service. The second type of service is community service which acts as a preventative service. Community service includes activities such as community kitchens, clothing depots, parenting workshops, groups for sexually abused women, and various other programs for mothers and children. The community programs are free of charge. Winnipeg Child and Family Services sponsors community programs in different areas of the city.

What is the structure of Winnipeg Child and Family Services?

Winnipeg Child and Family Services went through a major organizational restructuring in September 1999. Prior to the restructuring, the Agency was organized into four areas which were the Northwest area, the Southwest area, East, and Central. Each of the four areas had an area director. Each area worked independently, for example, each area had its own Intake Teams

that were located within Family Service Teams. Currently, many functions of Winnipeg Child and Family Services are centralized and organized into program areas. For example, there is one Intake Unit which is located at 831 Portage Avenue and this Intake Unit covers the entire City. Winnipeg Child and Family Services is governed by one Board of Directors; an organizational chart is attached (please see Appendix B).

Prior to the restructuring, each area had its own Community Workers. Now there is a Community-Based Early Intervention Program and, although the Community Workers provide activities throughout Winnipeg, the Community Workers are part of one team. The programs are listed in Appendix C.

What happens when a child is apprehended? How does Winnipeg Child and Family Services support children being returned to their families?

First of all, when a child is deemed to be in need of protection and is apprehended from the family, the child is taken to a place of safety. A place of safety may be an apartment or hotel/motel where the child is supervised by paid Agency staff, the residence of an extended family member, a neighbor, friends of the child, or an Agency resource such as a foster home or a group home. Any place of safety must be approved as a recognized safe place for the child.

When there are child protection concerns in a family and Winnipeg Child and Family Services apprehends a child, the Agency must apply to the Family Court for a Temporary Order of Guardianship.

When Winnipeg Child and Family Services receives a Temporary Order of Guardianship, the Agency becomes the child's guardian. A young child may live in a foster home and an older

child may live in a group home. When a child is attending a daycare centre and goes into the Agency's care under a Temporary Order of Guardianship, the child may be withdrawn from the daycare because the place of safety is not in the near vicinity of the daycare and transportation is a problem. The Agency prefers to leave the child in the daycare because that is a significant consistency in the child's life.

The Child and Family Services Act says "4l(1) The total period of temporary guardianship shall not exceed (a) 15 months with respect to a child under 5 years of age; or (b) 24 months with respect to a child 5 years of age or older and under 11 years of age." When Winnipeg Child and Family Services become the child's guardian under a Temporary Order of Guardianship, the parents are entitled to reasonable visits with the child. The Agency and the family work together to resolve the problems that caused the child to be in the Agency's care. The Agency can refer the parents to a parenting course, to individual or family counseling, or to a substance abuse treatment program.

In serious situations when the Agency and Family Court conclude that the child's protections concerns are of a long standing and serious nature and cannot plan for family reunification, the Agency can apply to the Family Court for a Permanent Order of Guardianship. Under a Permanent Order of Guardianship the Agency takes the place of the parents; the parent's rights and responsibilities for the child are ended. The Child and Family Services Act says that "45(1) an order of permanent guardianship operates as an absolute termination of parental rights and obligations and the Agency may, following the expiration of the allowable period of appeal under section 44, place the child for adoption." Under a Permanent Order of Guardianship, the Agency decides whether the parents will be allowed to visit the child.

For a child in a daycare centre, who is in the Agency's care under a Temporary Order of Guardianship or a Permanent Order of Guardianship, there are implications for family visits with the natural parents. The daycare director must consult with the Family Services Worker about the visitation access of the natural family.

Sometimes parents can voluntarily place their child in the care of Winnipeg Child and Family Services. Guardianship of the child is not transferred to the Agency. The parents may have to contribute financially for the child's care. The Agency can care for the child up to twelve months and the voluntary placement agreement can be renewed annually (Child and Family Services Act 14(2)).

Another way a child can come into the Agency's care is through a voluntary surrender of guardianship. When a parent signs a voluntary surrender of guardianship agreement with Winnipeg Child and Family Services, ". . . the rights and obligations of the person surrendering guardianship with respect to the child are terminated" (Child and Family Services Act, Section 16(9)). The Agency then becomes the legal guardian of the child and the Agency has the right to consent to an adoption.

What kind of supports does Winnipeg Child and Family Services provide to families?

The Declaration of Principles in the Child and Family Services Act states that "families are entitled to receive preventative and supportive services directed to preserving the family unit." When a referral is made to Winnipeg Child and Family Services, the child may be deemed to be safe, however, the parent or guardian may require training in homemaking and child care. In-Home Support Workers can be placed in the home where there is a need for parental training and

coaching. A risk assessment indicates if there is potential for the parents to improve their parenting and child care skills.

Family support services are also available through other agencies, such as the Family Centre of Winnipeg, We Care, or Complete Care. A family enrolled in a daycare program may be receiving family support services, however, the service may have come from another agency, not from Winnipeg Child and Family Services. Winnipeg Child and Family Services may have referred the family to another agency when there were no child protection issues in the family and the family needed temporary support.

Who do daycare directors call if they have a concern about a child and family?

When a child is in the care of Winnipeg Child and Family Services and is enrolled in a daycare program, it is strongly advisable to have the name of the Family Services Worker and his or her Supervisor in the child's file. If the daycare director has a concern about the child, the daycare director can phone the Family Services Worker directly or the Supervisor if the Family Services Worker is not available.

If the daycare director has a concern about a child and family who does not have any involvement with Winnipeg Child and Family Services, the daycare director must call the Intake Unit. In situations when the daycare director is unsure if the situation warrants a formal referral, the daycare director can consult with the Intake Unit without giving identifying information.

What should daycare directors call about?

The Child and Family Services Act says that "where a person has information that leads the person reasonably to believe that a child is or might be in need of protection. . . the person shall forthwith report the information to an Agency or to a parent or guardian of the child."

Daycare directors have contact with children and parents on a daily basis. An early childhood educator in a daycare centre is in a position to identify situations when a child's behavior is different from normal. For example, when a daycare director notices a pattern of changes over a period of time, it would be appropriate for the daycare director to speak to the parent for an explanation of the noticeable changes.

The daycare director can make parents aware of community resources in their area such as Resource Centres that provide parenting courses, clothing depots, and free laundry facilities. Daycare directors must recognize that parents come from different value bases and this does not mean that a child is in need of protection

However, when a daycare director or an early childhood educator has information that leads them to **reasonably believe** that a child is or might be in need of protection, they must report the information to the Child and Family Services Agency.

Is it good for daycare directors to phone or are daycare directors being a nuisance by phoning about concerns that may not be child protection issues?

Daycare directors expressed concern that some of the calls they make to Winnipeg Child and Family Services might be interpreted as "nuisance calls" by the Agency. However, in my

experience with the Intake Unit, any calls of concern are welcomed. When the concern is for the safety of a child, there are no "nuisance questions."

Early childhood educators are legally obligated to call Winnipeg Child and Family Services when they have information that leads them reasonably to believe that the child is or might be in need of protection. It is the Agency's responsibility to determine (a) if the child is safe and the family needs or does not need family supports; (b) the child is not safe and needs to be apprehended.

If a daycare director feels he or she is being treated in a rude or patronizing manner by a social worker, the daycare director can speak to the social worker's supervisor.

How "bad" does it have to be before Winnipeg Child and Family Services steps in?

The Declaration of Principles in the Child and Family Services Act states that "families and children have the right to the least interference with their affairs to the extent compatible with the best interests of children and the responsibility of society."

A Risk Assessment form is a tool social workers use to determine if the family is at high-risk, medium-risk, or low-risk of harming their child. It is utilized to help the Agency provide standardized service to families. When the Winnipeg Child and Family Services Agency receives a referral, the Intake social worker completes a risk assessment to assess whether a child might be in need of protection.

Because overall risk is the result of many factors, it is important for early childhood educators to monitor situations they feel uneasy about. However, when the early childhood educator reasonably believes the child is or might be in need of protection, he or she must make a

referral to the Winnipeg Child and Family Services Agency.

Should a daycare director phone the Intake Unit when an intoxicated parent picks up a child?

When an early childhood educator feels the parent is too intoxicated to care for the child, the early childhood educator must always phone the Intake Unit at Winnipeg Child and Family Services.

The early childhood educator cannot keep the child from going with the parent. However, a social worker will check to see if there is a sober parent at home to look after the child.

What happens after a call?

There are a number of reasons a daycare director might call Winnipeg Child and Family Services. Daycare directors may call to make a formal referral to the Agency or to ask if a situation needs to be referred without giving identifying information. Many calls early childhood educators will make to Winnipeg Child and Family Services are at the end of the day when no one comes for a child and the alternate pick-up people are not available. This call will be made after 4:30 so the After Hours Unit at 1076A Main Street will receive the call.

An After Hours social worker will take the child to the After Hours Unit and then try to reach the parents. The After Hours Unit has a very pleasant playroom for children. It offers comfortable furniture, plenty of toys, books, a television, and children's movies. The After Hours Unit has a kitchen facility with food for the children. There is also a washing machine, a dryer,

and a supply of children's clothing. A Family Support Worker supervises the children.

The After Hours Unit can care for children on a very temporary basis. It cannot be used for over night care. When the After Hours social worker contacts the parents and determines it is safe for the child to return home, the child will be returned to the parents. However, if the After Hours social worker cannot contact the family and it appears that the child has been abandoned, or the parent is too intoxicated to care for the child, then the child will be placed in a suitable place of safety and an Intake Worker will investigate the situation further.

Another call daycare directors will make is when an early childhood educator reasonably believes a child is in need of protection. This call should be made before 4:30 p.m. and the Intake Unit at 831 Portage Avenue will receive the call. Between 8:30 a.m. and 4:30 p.m. there are four call-screeners at the Intake Unit. A call-screener takes the telephone call and decides if the call will be referred for investigation. An Intake Supervisor will then assign the call to an Intake Worker. The Abuse Intake Unit handles all physical and sexual abuse referrals and the Intake Unit handles all other referrals.

When the Intake Worker or Family Service Social Worker interviews the child at the daycare centre, an early childhood educator is not invited to be part of the interview. By not being part of the interview, the early childhood educator is not put in the position of answering questions asked by the parents. If the social worker decides that the child needs a medical examination, the child will be taken to the Child Protection Clinic at the Children's Hospital. If the child is unsafe, the child will be taken to a place of safety and the social worker will inform the parents that the child has been apprehended. It is not the responsibility of the daycare to explain to the parents that their child has been apprehended; it is Winnipeg Child and Family Services'

responsibility.

What happens when a Winnipeg Child and Family Services worker walks into a daycare to apprehend a child?

When the Agency apprehends a child from the daycare due to an act or omission by the parent or guardian of the child, the social worker will provide proof of identity to daycare staff. Proof of identity can be done through an identification card with an attached photograph or verification by an Agency supervisor of the physical appearance of the Agency representative apprehending the child.

The social worker may give the daycare director written notice regarding the apprehension, however, the social worker is not required to give written notice. The social worker will immediately notify the parent or guardian of the apprehension prior to the time the child is normally picked-up by the parent or guardian. If the Agency cannot contact the parent or guardian beforehand, then a social worker will meet the parent or guardian at the daycare centre.

The daycare staff should not be left with the responsibility of dealing with the person whose child was apprehended. The daycare director has a right to insist a Winnipeg Child and Family Services representative speak to the parent regarding the apprehension. If the apprehending social worker is not available, then the daycare director can place a call to the After Hours Unit to request that a social worker meet with the family.

In order to give the social worker enough time to notify the family of the apprehension, it is helpful if the daycare director makes a referral as early as possible in the day.

When someone makes a referral to Winnipeg Child and Family Services, what kind of follow-up can they expect?

The Child and Family Services Act says that when the Agency concludes, after an investigation, that a child is in need of protection, or is not in need of protection, the Agency will report its conclusion "to the person who reported the information that gave rise to the investigation, except where disclosure is not in the best interests of the child"(Section 18.4(2)).

When Winnipeg Child and Family Services apprehends a child from the daycare, can the Agency inform the daycare as to the status of the child so the daycare knows whether to close the file or keep the file open?

The daycare director can call the Agency representative who apprehended the child and ask whether the child will be returning to the daycare. As a collateral agency involved in the child's life, the daycare has a right to information regarding the child's continued attendance.

If children are taken into care, what are the roles, guidelines, and boundaries of the natural parents?

If information has not been provided by the social worker, the daycare director must check with the social worker about who has access to the child and the terms of access and visiting rights. The Agency social worker has the right to limit visiting (other than court-ordered visits), and set the time and place for visiting.

How come it can take up to six months for Winnipeg Child and Family Services to complete a subsidy form?

Winnipeg Child and Family Services social workers know that the Subsidy form needs to be submitted to the Child Day Care Branch in a timely manner. Social workers have heavy workloads which are of a crisis nature. The foremost responsibility of social workers is to provide service to families who are in a crisis situation. The recent organizational restructuring caused some chaos in the Agency and some delay in completing forms; social workers transferred to new positions and transferred their cases to the appropriate program areas.

It is not an ideal situation when it takes up to six months for a social worker to complete a Subsidy form. Daycare directors can make a formal complaint when it takes an unreasonable length of time for a social worker to complete a Subsidy form. However, before making a formal complaint to the Agency, it is advisable to speak to the social worker about the delay in completing the Subsidy form. A respectful reminder is usually all it takes. As a last resort, daycare directors can make a formal complaint to the Agency. Winnipeg Child and Family Services is in the process of developing a brochure explaining the service complaint procedure.

Can the daycare become involved in the Special Needs Subsidy Family Plan?

Both a Child Care Subsidy Application form and a Special Needs Subsidy Family Plan need to be completed for children or families, who require assistance with the payment of daycare fees, and whose reason for service is special social need. The Special Needs Subsidy Family Plan states that the form "should be completed by the referring individual from a mandated agency, social services agency or a recognized medical authority, in collaboration with the family and child

care staff"(p. 1).

The referring individual from a mandated agency, the parent, and the daycare provider meet and discuss an appropriate plan for the child. If the daycare director is not included in the completion of the Special Needs Subsidy Family Plan, the daycare director should communicate to the referring individual from the mandated agency that they are required to be involved in the plan. A copy of the Special Needs Subsidy Family Plan is attached (see Appendix D).

When Winnipeg Child and Family Services gives the family the daycare daily fee, and the family does not use the money for daycare services, how can the daycare get the money paid directly to the daycare?

When Winnipeg Child and Family Services and/or Employment and Income Assistance pays a family's daycare fees, daycare directors may be confused. It is important for the daycare director to confirm, at the time of registration, who is paying the daily fee.

As a general rule, when a child is in the care of Winnipeg Child and Family Services and is living in a foster home, the foster parent is responsible for paying the daily fee. Foster parents receive a respite budget from the Winnipeg Child and Family Service Agency and the foster parents can pay the daycare fees from this respite budget. Foster parents pay the fees and then get reimbursed by the Agency.

When a child is living with the natural parents and the family receives financial assistance from Employment and Income Assistance, the family has a daycare budget. The daycare budget partially pays the daycare fees and the parent is responsible for paying the difference. Income Assistance will not pay the full amount of the daycare daily fees. The family receives the money,

through the budget, for the partial payment of daycare fees. If the family is not using the allotted daycare fees provided in the budget for daycare services, the daycare director can phone the "Records Line" at Employment and Income Assistance and report the situation. The telephone number for the "Records Line" is 945-1286. Alternatively, the daycare director can phone Employment and Income Assistance and report the situation to "Investigations". The telephone number for "Investigations" is 945-2177.

What kind of changes at Winnipeg Child and Family Services can daycare directors expect with the recent signing of an agreement between the Province and the Assembly of Manitoba Chiefs and the Manitoba Métis Federation?

It will take time to work out the organizational changes that will occur at Winnipeg Child and Family Services. Mandated child welfare services for Aboriginal and Métis families will be developed. Until the details are worked out, the Child and Family Services Act and the Child and Family Services Program Standards will remain in effect.

PART III: ADDITIONAL INFORMATION

"*The Child and Family Services Act* provides for services to protect children and help parents care for their children. These services include counselling and education, financial assistance, homemaker and day care services" (Family Law in Manitoba 1999, p. 67). The Child and Family Services Act has been updated March 1999. Child and Family Services is an Agency that provides child protection services.

I have attached a portion of Part III Child Protection of the Child and Family Services Act

(see Appendix E). Following are highlights of Part III Child Protection that are pertinent to daycare directors:

18.1 (1) states that no action lies against a person for providing information in good faith and in compliance with section 18.

18.1 (2) states that no person shall disclose to the family of a child reported in need of protection the identity of the informant without the written consent of the informant.

18.1 (3) states that no person shall interfere with or harass an informant.

18.2 (1) states that where there is reasonable grounds to believe a person has failed to report information in accordance with section 18, the director may report the matter to the body that certifies, licenses, or otherwise authorizes or permits the person to carry on his or her occupation.

18.3 states that where a person (a) through an act or omission of the person, causes a child to be a child in need of protection; (b) fails to report information as required; (c) discloses the identity of an informant; (d) interferes with or harasses an informant *the person commits an offence punishable on summary conviction.*

18.4 (2) states that where an Agency concludes, after an investigation, that a child is in need of protection, the Agency shall report is conclusion "(g) to the person who reported the information that gave rise to the investigation, except where disclosure is not in the best interests of the child."

18.4 (2.1) states that where an Agency concludes, after an investigation, that a child is not in need of protection, the Agency shall report its conclusion "(e) to the person who reported the information that gave rise to the investigation, except where disclosure is not in the best interests

of the child."

18.4 (3) states than an Agency will not report its conclusions where a criminal investigation into the matter is pending.

PART IV: MISCELLANEOUS INFORMATION

Winnipeg Child and Family Services

401-1 Wesley Avenue
R3C 4C6

Inquiries

Intake Unit - 944-4200, Fax 944-4250
After Hours Unit - 944-4050, Fax 944-4029
Foster Care - 944-4288, Fax 944-4666
Adoption - 944-4360, Fax 944-4521
Community Outreach and Volunteer Services - 944-4031, Fax 944-4022
Executive Office - 944-4438, Fax 944-4395
Toll free (outside of Winnipeg) 1-888-834-9767

Executive Office
944-4438
944-4395 Fax
404-1 Wesley Avenue
R3C 4C6
Serves as the Agency's central administrative office.

A community agency mandated under provincial legislation to support and strengthen families and work together with communities for the protection and care of children and the prevention of child abuse and neglect.

The Agency is organized according to four main program areas: Community Outreach Early Intervention, Services to Children and Families, Permanency Planning and Resources in Support of Services.

Agency Programs offer adoption, foster care and family preservation and reunification services. Parenting groups and related courses are also offered.

Service Offices

Intake Unit
944-4200
944-4250 Fax
2nd Floor-831 Portage Avenue
R3G 0N6

Investigates suspected cases of child abuse and neglect. Provides assessment, brief intervention and referral to other agency services.

After Hours Unit
944-4050
944-4029 Fax
1076A Main Street
R2W 5J3

Provides intake, assessment and brief intervention services after regular business hours.

Foster Care
944-4288
944-4666 Fax
222 Provencher Boulevard
R2H 0G5

Facilitates the recruitment, approval, training, support and supervision of foster parents.

Adoption Services
944-4360
944-4521 Fax
6-677 Stafford Street
R3M 2X7

Provides services to prospective adoptive parents and children to be adopted. Provides counselling to families who have adopted. Offers post-legal services to adoptive parents, adopted adults, birth parents and birth siblings.

Community Outreach and Volunteer Services
944-4031
944-4006 Fax
1386 Main Street
R2W 3V1

Neighbourhood Resource Centres and the Parent Support Network offer a variety of educational and support groups to parents and children. These programs also facilitate community development in specific areas.

The Volunteer Program welcomes community members that wish to enhance Agency services by filling numerous roles such as special friends, drivers, group facilitators as well as used clothing and special event volunteers.

Other Service Offices

2393 A Ness Avenue, R3J 1A5: 944-4557, 944-6742 Fax

3692 Roblin Boulevard, R3R 0E1: 944-4495, 944-6741 Fax

290 Jarvis Avenue, R2W 5K2: 944-4000, 944-4086 Fax

505 Pandora Avenue W., R2C 1M8: 944-4335, 944-4507 Fax

490A St. Anne's Road, R2M 3E1: 944-4286, 255-7465 Fax

203-1100 Concordia Avenue, R2K 4B8: 944-4309, 944-4504 Fax

720 Broadway Avenue, R3G 0X1: 944-4170, 944-4187 Fax

1386 Main Street, R2W 3T7: 944-4031, 944-4006 Fax

1357 Main Street, R2W 3T7: 944-4067, 944-4070 Fax

17-1030 Keewatin Street, R2R 2E2: 944-4097, 944-4449 Fax

103-930 Jefferson Avenue, R2P 1W1: 944-4118, 944-4462 Fax

254 Bannerman Avenue, R2W 0T1: 944-4573, 944-6737 Fax

Additions to Winnipeg Child and Family Services

Communications Officer (Deborah Zanke)
Winnipeg Child and Family Services
404-1 Wesley Avenue
944-4438

- Deborah Zanke is in the process of organizing a Speakers Bureau. Speakers for the Speakers Bureau will come from both Winnipeg Child and Family Services protection programs and community-based programs.

Winnipeg Child and Family Services Web Site
- a web site is in the process of being designed.

Winnipeg Child and Family Services Service Complaint procedure
- a brochure outlining the formal service complaint procedure will soon be available for distribution to the public.

Other Services Useful for Daycare Directors

Community Legal Education Association
501-294 Portage Avenue
943-2305
- Daycare directors can get the booklet "Family Law in Manitoba 1999" free of charge. The booklet is a resource for daycare directors who want basic information on subjects pertaining to Family Law. The booklet includes information on an interim order, a custody order, a non-molestation order, a prohibition order, and a peace bond.

Employment & Income Assistance
- Cental Directorate Switchboard: 945-2177
  Records Line: 945-1286
  Investigations: 945-2177

Macdonald Youth Services
- Youth Emergency Crisis Stabilization System
  Community-based emergency service for children and adolescents
  Intake and Triage 24-hour service: 949-4777

May 2000

References

Hudson, Sue. (1994). Recognizing the Hurt Child: Child Abuse. A Resource for Family Day Care Providers and Early Childhood Educators. Family Day Care Association of Manitoba, Winnipeg.

Child and Family Services Act of Manitoba. Statutes of Manitoba. Chapter C 80.

Child Protection and Child Abuse: A Protocol for Child Care Workers. (1991). Manitoba Family Services, Winnipeg.

Family Law in Manitoba. (1999). Manitoba Justice, Winnipeg.

Program Standards Manual: Child and Family Services. (1999). Manitoba Community Services, Winnipeg.

The Community Child Day Care Standards Act. Statutes of Manitoba. Child Day Care Regulation 62/86.

Appendix A

Questionnaire Exploring the Relationship Between Daycare Centres and Child and Family Services

1. What do you think are the issues in the relationship between daycare centres and Child and Family Services?

2. How would you describe the relationship between your daycare centre and Child and Family Services?

3. What information do you have on Child and Family Services?

4. Would written material and a manual on the organizational framework of Child and Family Services be helpful to you?

5. What information about Child and Family Services do you think early childhood educators would be interested in?

6. How helpful would knowledge about Child and Family Services be in working with the children in a daycare centre? Why?

7. What do you think about a workshop directed toward administrative staff in daycare centres?

Appendix A

8. What do you think about a workshop directed toward front-line early childhood educators in daycare centres?

9. Would a workshop on this topic be helpful to you? Why?

10. If so, from your perspective, what content would be most important?

11. What kind of format would work best? Mornings, evenings, Saturday, full days, half days? Why?

12. Would a six hour workshop fit into your schedule?

13. What barriers might there be for your attending such a workshop?

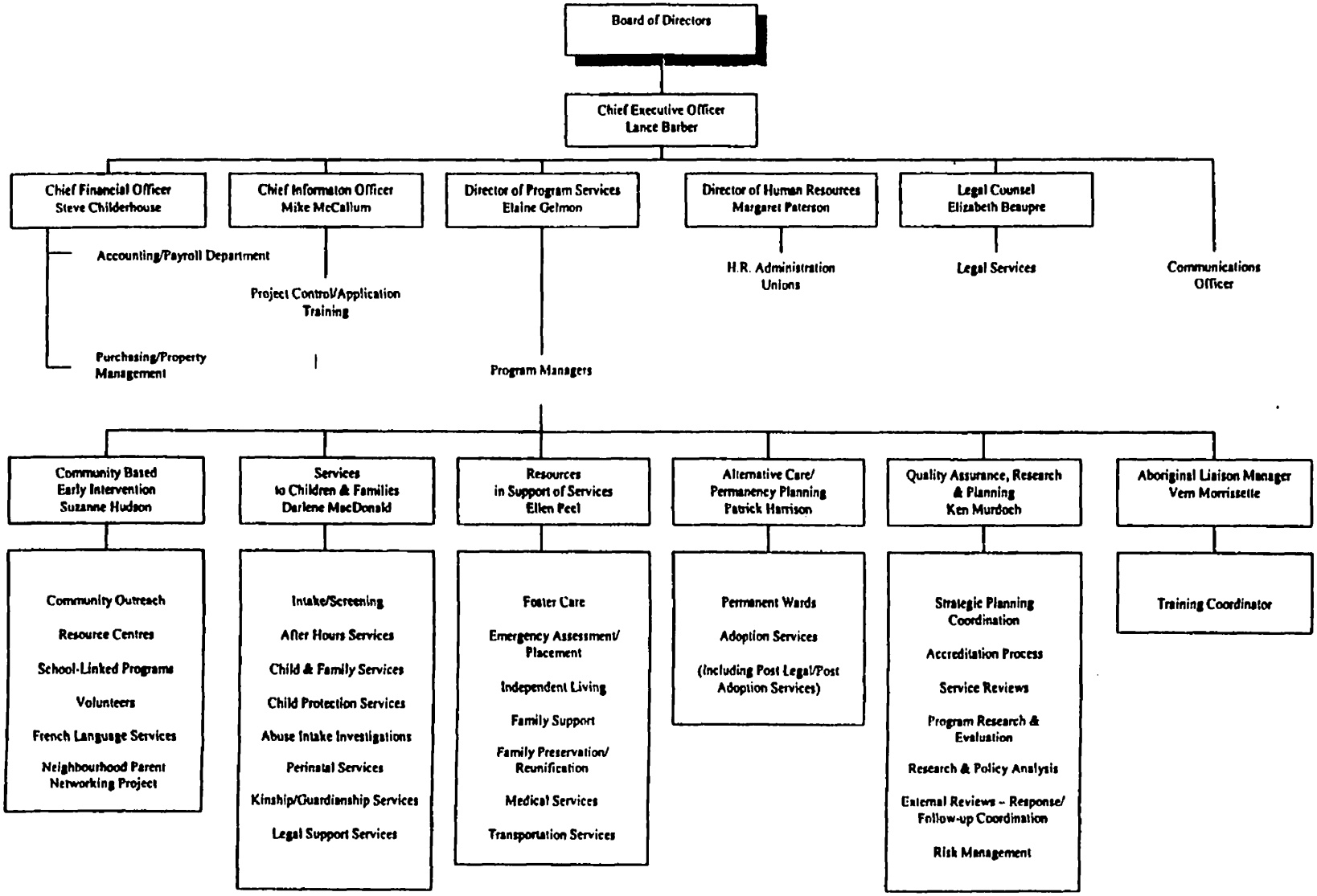
14. How might those barriers be addressed?

15. Where is a convenient location to have the workshop?

16. What suggestions or comments can you offer on the idea of bridging the gap between daycare centres and Child and Family Services?

Appendix B

WINNIPEG CHILD AND FAMILY SERVICES
Organizational Chart – 1999/2000



Appendix C

Winnipeg Child and Family Services Community Programs

North Main Child and Family Centre
1386 Main Street
Winnipeg, MB
Reception: 944-4031

Parent Resource Library
Contact: Maggie Langton at 944-4005

Parent/Child Mother Goose Program
Contact: Colleen Schneider at 944-4554

How to Talk So Kids Will Listen and Listen So Kids Will Talk
Contact: Maggie Langton at 944-4005

Couples Group of Adults who are at Risk of Family Violence
Contact: Maggie Langton at 944-4005

Basic Parenting Skills Group
Contact: Mary Kuhtey at 944-4422

Closed Support Group for Women
Contact: Maggie Langton at 944-4005

A Parents Guide to Channelling Anger in Healthy Ways
Contact: Colleen Schneider at 944-4554

Community Kitchen
Contact: Reception at 944-4031 (Mickey is in charge)

Community Phone
Hours of Operation: Mondays through Friday 8:30 a.m. to 4:30 p.m.

Clothing Exchange
Hours: Tuesdays from 1:30 to 4:00 p.m.

Appendix C

St. Boniface-Norwood Resource Centre
219 Marion Street
Winnipeg, MB
Reception: 944-4268

Mother's Group
Contact: Giselle Saurette-Roch at 944-4271

Stress and Anger Management
Contact: Giselle Saurette-Roch at 944-4271

Family Violence Prevention
Contact: Giselle Saurette-Roch at 944-4271

How to Talk so Kids will Listen and How to Listen so Kids will Talk
Contact: Richard Dilay at 944-4014

Clothing Depot
Monday 1:00 - 3: 30 p.m.
Tuesday 9:00 a.m. - 3:00 p.m.
Wednesday 10:30 a.m. - 3:00 p.m.
Thursday 9:30 a.m. - 3:00 p.m.

Community Kitchen
Contact: Reception at 944-4268
Thursday 9:00 a.m. - noon
$3.00 each mom

Augustine Resource Centre
107A Pulford Avenue
Winnipeg, MB
Reception: 944-4398

Parent/Child Mother Goose Program
Contact: Eileen Fraser at 944-4447

Parenting Matters
Contact: Eileen Fraser at 944-4447

Appendix C

Clothing Depot
Hours: Wednesdays 1:00 - 3:00 p.m.

Windsor Park/Southdale Resource Centre
906 Cottonwood Rd.
Winnipeg ,MB

Mom's Support Group
Contact: Louanne Beaucage at 944-4266

How to Talk so kids will Listen and How to Listen so Kids will Talk
Contact: Louanne Beaucage at 944-4266

Workshop for Blended /Step Families
Contact: Louanne Beaucage at 944-4266

Stress, Anger and Time Management
Contact: Louanne Beaucage at 944-4266

East Kildonan, Transcona and Pandora

How to Talk so Kids will Listen and How to Listen so Kids will Talk
Contact: Emanuela Tavares at 944-4357

Nobody's Perfect
Contact: Emanuela Tavares at 944-4357

Anger Management for Parents
Contact: Emanuela Tavares at 944-4357

Anger Management for Teens
Contact: Emanuela Tavares at 944-4357

Active Parenting Today
Contact: Emanuela Tavares at 944-4357

Active Parenting of Teens
Contact: Emanuela Tavares at 944-4357

Appendix C

Fort Garry, St. Norbert

Nobody's Perfect
Contact: Janice McRae at 944-4569

Girls in the 90's (Youth Education Program)
Contact: Janice McRae at 944-4569

Support for Children Who Have Witnessed Domestic Violence (Supper Club for Young Children)
Contact: Janice McRae at 944-4569

Young Parents' Group
Contact: Janice McRae at 944-4569

Collective Kitchen
Contact: Janice McRae at 944-4569

St. James-Assiniboia
Parenting Today
Contact: Bryan Emond at 944-4572

Appendix O

SPECIAL NEEDS SUBSIDY FAMILY PLAN

Manitoba Family Services
Child Day Care

102 - 114 Garry Street
Winnipeg MB R3C 1G1
(204)945-2197
Toll Free 1-800-282-8069
Fax (204)948-2143

A. INTRODUCTION

Child Day Care provides subsidies to assist families with the payment of child care fees. Eligibility is based on family income and one or a combination of the following reasons for service: education, employment, seeking employment, medical need or special social need.

Parents must complete the *Child Care Subsidy Application* to determine whether they are eligible for subsidy. Child and Family Services Workers will complete the subsidy application on behalf of children in care (i.e., foster children). Eligibility for subsidy is based on income and reason for service. It is recommended that all applicants obtain a *pre-approval for subsidy* before enrollment in a child care facility. If pre-approval is not obtained, then an application for subsidy must be submitted immediately upon enrollment. A *Subsidy Decision* form will be mailed to the applicant and the child care facility by Child Day Care to communicate if subsidy is approved, the amount of financial assistance available, or if the family is ineligible for subsidy.

Please note that approval for the Children with Disabilities Program does not automatically entitle the family to subsidy.

In order for subsidy to be paid on behalf of children or families whose reason for service is special social need, a *Special Needs Subsidy Family Plan* must also be completed. The purpose of this form is to provide the required information about the family and child to assess the need for child care. This will help to ensure the most appropriate service plan for the child.

The *Special Needs Subsidy Family Plan* should be completed in full by the referring individual from a mandated agency, social services agency or a recognized medical authority, in collaboration with the family and child care staff. This integrated, holistic plan will be reviewed by Child Day Care to ensure the reason for service is acceptable under *The Community Child Day Care Standards Act*. **For urgent situations, the referring individual may complete and forward Sections B to H immediately to Child Day Care, with Section I to follow within a four week period. Please note that Child Day Care must receive Section I to complete the approval process.**

The Special Needs Subsidy Family Plan must clearly identify the following:

- The reasons for child care service based on the family's and/or child's special needs.
- A multi-system plan involving all services required or in place to meet the identified needs and to assist the child and/or family to maintain, improve or overcome its situation; and the activities of the current family/caregiver, child care provider, referring agency, medical professional, and other agencies or professionals involved in achieving the outcomes of the plan.
- The expected outcomes of the plan and the time lines.
- A rationale and recommendation for the amount of time the child should attend a child care facility.

B. IDENTIFYING INFORMATION

CHILDREN FOR WHOM CHILD CARE IS REQUESTED

Name _____ Birth Date ____ _____ ____ (Day / Month / Year) Subsidy File No. _____ (if known)

Name _____ Birth Date ____ _____ ____ (Day / Month / Year) Subsidy File No. _____ (if known)

REFERRING INDIVIDUAL

Name _____ Position _____ Agency _____

Address _____ Phone Number _____ Signature _____

PARENT(S)/CAREGIVER(S)

Name _____ Address _____ Phone No. _____

Relationship to Child _____

Name _____ Address _____ Phone No. _____

Relationship to Child _____

IF THIS ASSESSMENT IS FOR A FOSTER CHILD, PLEASE INDICATE IF CHILD CARE IS REQUIRED TO SUPPORT OUTSIDE EMPLOYMENT OR EDUCATION OF THE FOSTER PARENTS. PLEASE COMMENT ON THESE EMPLOYMENT OR EDUCATION NEEDS.

Foster Parent Name _____ Attends Work FT ☐ PT ☐ HRS. _____
Attends School FT ☐ PT ☐ HRS. _____

Comments _____

_____

Foster Parent Name _____ Attends Work FT ☐ PT ☐ HRS. _____
Attends School FT ☐ PT ☐ HRS. _____

Comments _____

_____

DATE SPECIAL NEEDS SUBSIDY FAMILY PLAN COMPLETED _____

C. IDENTIFICATION OF NEEDS OF CHILD (FOR WHOM CHILD CARE IS REQUESTED)

1. Medical/physical disabilities: Date of diagnosis/last assessment _____

_____

_____

_____

2. Developmental delays: Date of diagnosis/last assessment _____

_____

_____

_____

3. Behavioural concerns:

_____

_____

_____

4. Other:

_____

_____

5. Medication - Frequency/Dosage:

_____

_____

D. FAMILY INFORMATION

1. Size and composition of the current family unit in which the child resides:

_____

_____

_____

2. Size and composition of the child's family (if different than above):

3. Current parent's/caregiver's skill and ability to meet the child's basic needs (i.e., health, safety and nurturing):

4. Current parent's/caregiver's skill and ability to provide a stimulating environment (i.e., school readiness):

5. History of abuse, neglect or serious deprivation:

6. History of family violence, substance abuse:

7. History of apprehensions/placements:

8. Physical, mental or emotional needs, or disabilities of current parents/caregivers or other children/adults in the child's home, that affect the need for child care:

_____

_____

_____

9. Additional comments:

_____

_____

_____

_____

E. SERVICES THE CHILD OR FAMILY IS CURRENTLY RECEIVING

For Example: Child and Family Services, Employment and Income Assistance, The Family Centre of Winnipeg, Brandon Mental Health Centre, etc.

NAME OF SERVICE/AGENCY	NAME OF CONTACT PERSON	POSITION	PHONE NO.

F. CHILD CARE SERVICE RECOMMENDED

Please consider an appropriate amount and duration of child care service based on the individual child and circumstances. Infants and younger preschool children may benefit from part-time attendance. School age children may only require one time slot of care or may need care only on school in-service days. Please include a rationale for the hours of child care requested in the "Comments" Section below.

INFANT/PRESCHOOL/SCHOOL AGE IN-SERVICES AND HOLIDAYS
Number of Full Days or ½ Days per week: _____ Full Days _____ ½ Days
Number of Hours per Day: _____

SCHOOL AGE CHILDREN ON SCHOOL DAYS OF ATTENDANCE
Periods of Attendance: _____ Before School _____ Lunch _____ After School

Duration of Placement: _____

Comments:

_____

_____

_____

_____

_____

G. PERMISSION FOR RELEASE OF INFORMATION

I understand that all personal and/or medical information provided in this *Special Needs Subsidy Family Plan* is considered part of my *Subsidy Application* and will be used to determine my eligibility for subsidy.

I also understand that this information is protected by the same privacy laws that protect my *Subsidy Application*.

I give permission to share this information with Child Day Care, my child care provider and any professionals working with my family. I understand that the purposes of sharing this information are to assess my eligibility for subsidy and help plan for the most appropriate child care service for my child/children.

SIGNATURE OF PARENT/GUARDIAN: _____

H. ATTACHMENTS TO THE SPECIAL NEEDS SUBSIDY FAMILY PLAN

Please indicate if the following forms have been forwarded to Child Day Care, or provide an expected date of submission.

- Part I of this Document - Individual Family and Child Plan ☐ Yes ☐ No Date: _____
- Child Day Care Subsidy Application ☐ Yes ☐ No Date: _____
- Child Day Care Children with Disabilities Intake Application ☐ N/A ☐ Yes ☐ No Date: _____
- Child Development Clinic Assessment ☐ N/A ☐ Yes ☐ No Date: _____
- Other assessments ☐ N/A ☐ Yes ☐ No Date: _____

I. INDIVIDUAL FAMILY AND CHILD PLAN

COMPLETED FOR: _____ **SUBSIDY FILE NO. (If Known)** _____
Family Name

NAME OF CHILD CARE FACILITY: _____

- Development of this plan must involve the family, the child care provider and the referring individual.
- In the case of an **urgent** situation, this plan may be submitted no **later than four weeks after enrollment in child care.**

PART 1

CHILD

NEEDS OF CHILD *i.e., developmental stimulation, early intervention, access to services/therapy*	EXPECTED OUTCOMES OF CHILD CARE PLACEMENT	ROLES, ACTIVITIES AND TIME FRAMES			
		REFERRING AGENCY	FAMILY/ CURRENT CAREGIVERS	CHILD CARE FACILITY	OTHER AGENCIES & SERVICE PROVIDERS

PART 2

FAMILY/CURRENT CAREGIVERS

NEEDS OF FAMILY/ CURRENT CAREGIVERS	EXPECTED OUTCOMES OF CHILD CARE PLACEMENT	ROLES, ACTIVITIES AND TIME FRAMES			
		REFERRING AGENCY	FAMILY/ CURRENT CAREGIVERS	CHILD CARE FACILITY	OTHER AGENCIES & SERVICE PROVIDERS

COMPLETED BY: _____ POSITION: _____ DATE: _____

INDIVIDUALS INVOLVED IN THE DEVELOPMENT OF THIS PLAN AND THEIR RELATIONSHIP TO THE FAMILY:

NAME	RELATIONSHIP

Appendix E

WHAT IS A CHILD IN NEED OF PROTECTION?

Legal definition	17 (1)
Illustrations/Examples	17 (2)

REPORTING GUIDELINES

Reporting a child in need of protection	18 (1)
Duty to report	18 (2)
Protection of Informant	18.1 (1)
Identity of Informant	18.1 (2)
Interference/Harassment	18.1 (3)
Failure to report	18.3
Agency's responsibility to investigate	18.4 (1)
Report of conclusion	18.4 (2)
Report of conclusion where child not in need of protection	18.4 (2.1)

PART III

CHILD PROTECTION

Child in need of protection
17(1) For purposes of this Act, a child is in need of protection where the life, health or emotional well-being of the child is endangered by the act or omission of a person.

Illustrations of child in need
17(2) Without restricting the generality of subsection (1), a child is in need of protection where the child

(a) is without adequate care, supervision or control;

(b) is in the care, custody, control or charge of a person

(i) who is unable or unwilling to provide adequate care, supervision or control of the child, or

(ii) whose conduct endangers or might endanger the life, health or emotional well-being of the child, or

(iii) who neglects or refuses to provide or obtain proper medical or other remedial care or treatment necessary for the health or well-being of the child or who refuses to permit such care or treatment to be provided to the child when the care or treatment is recommended by a duly qualified medical practitioner;

(c) is abused or is in danger of being abused;

(d) is beyond the control of a person who has the care, custody, control or charge of the child;

(e) is likely to suffer harm or injury due to the behaviour, condition, domestic environment or associations of the child or of a person having care, custody, control or charge of the child;

PARTIE III

PROTECTION DES ENFANTS

Enfant ayant besoin de protection
17(1) Pour l'application de la présente loi, un enfant a besoin de protection lorsque sa vie, sa santé ou son bien-être affectif sont menacés par l'acte ou l'omission d'une personne.

Cas d'enfant ayant besoin de protection
17(2) Sans préjudice de la portée générale du paragraphe (1), un enfant a besoin de protection lorsqu'il se trouve dans l'une des situations suivantes :

a) il est privé de soins, de surveillance ou de direction convenables;

b) il est sous le soin, la garde, la direction ou à la charge d'une personne qui, selon le cas :

(i) ne peut ou ne veut pas lui assurer des soins, une surveillance ou une direction convenables,

(ii) par sa conduite, menace ou pourrait menacer la vie, la santé ou le bien-être affectif de l'enfant,

(iii) néglige ou refuse de fournir à l'enfant ou d'obtenir pour lui les soins ou les traitements médicaux ou thérapeutiques appropriés, nécessaires à sa santé et à son bien-être, ou qui refuse d'autoriser que ces soins ou ces traitements lui soient fournis, lorsqu'un médecin les recommande;

c) il est victime de mauvais traitements ou menacé de mauvais traitements;

d) il échappe au contrôle de la personne qui en a le soin, la garde, la direction ou la charge;

e) il peut vraisemblablement subir un dommage ou des blessures en raison de son comportement, de son état, de son entourage ou de ses fréquentations, ou de ceux de la personne qui a le soin, la garde, la direction ou la charge de l'enfant;

(f) is subjected to aggression or sexual harassment that endangers the life, health or emotional well-being of the child;

(g) being under the age of 12 years, is left unattended and without reasonable provision being made for the supervision and safety of the child; or

(h) is the subject, or is about to become the subject, of an unlawful adoption under *The Adoption Act* or of a sale under section 84.

S.M. 1986-87, c. 19, s. 8; S.M. 1989-90, c. 3, s. 3; S.M. 1997, c. 47, s. 131.

Reporting a child in need of protection

18(1) Subject to subsection (1.1), where a person has information that leads the person reasonably to believe that a child is or might be in need of protection as provided in section 17, the person shall forthwith report the information to an agency or to a parent or guardian of the child.

Reporting to agency only

18(1.1) Where a person under subsection (1)

(a) does not know the identity of the parent or guardian of the child;

(b) has information that leads the person reasonably to believe that the parent or guardian

(i) is responsible for causing the child to be in need of protection, or

(ii) is unable or unwilling to provide adequate protection to the child in the circumstances; or

(c) has information that leads the person reasonably to believe that the child is or might be suffering abuse by a parent or guardian of the child or by a person having care, custody, control or charge of the child;

subsection (1) does not apply and the person shall forthwith report the information to an agency.

f) il est l'objet d'une agression ou de harcèlement sexuel qui menace sa vie, sa santé ou son bien-être affectif;

g) il est âgé de moins de 12 ans et laissé à lui-même sans que des mesures raisonnables aient été prises pour assurer sa surveillance et sa sécurité;

h) il fait l'objet ou est sur le point de faire l'objet d'une adoption illégale visée par la *Loi sur l'adoption* ou d'une vente visée à l'article 84.

L.M. 1986-87, c. 19, art. 8; L.M. 1989-90, c. 3, art. 3; L.M. 1997, c. 47, art. 131.

Communication obligatoire

18(1) Sous réserve du paragraphe (1.1), la personne qui possède des renseignements qui la portent raisonnablement à croire qu'un enfant peut ou pourrait avoir besoin de protection conformément à l'article 17 communique sans délai ces renseignements à un office ou aux parents ou au tuteur de l'enfant.

Communication à un office seulement

18(1.1) Le paragraphe (1) ne s'applique pas lorsque la personne visée à ce paragraphe, selon le cas :

a) ne connaît pas l'identité des parents ou du tuteur de l'enfant;

b) possède des renseignements qui la portent raisonnablement à croire que les parents ou le tuteur :

(i) ou bien sont la cause du besoin de protection de l'enfant,

(ii) ou bien ne peuvent ou ne veulent pas assurer à l'enfant une protection convenable dans les circonstances;

c) possède des renseignements qui la portent raisonnablement à croire que l'enfant subit ou pourrait subir des mauvais traitements de la part d'un de ses parents, de son tuteur ou d'une personne qui prend soin de l'enfant ou qui en a la garde, la direction ou la charge.

Cette personne communique alors sans délai les renseignements qu'elle possède à un office.

Duty to report
18(2) Notwithstanding the provisions of any other Act, subsection (1) applies even where the person has acquired the information through the discharge of professional duties or within a confidential relationship, but nothing in this subsection abrogates any privilege that may exist because of the relationship between a solicitor and the solicitor's client.

S.M. 1989-90, c. 3, s. 4; S.M. 1996, c. 4, s. 3.

Protection of informant
18.1(1) No action lies against a person for providing information in good faith and in compliance with section 18.

Identity of informant
18.1(2) No person shall, except as required in the course of a judicial proceeding, disclose to the family of a child reported in need of protection the identity of the informant under section 18 without the written consent of the informant.

No interference or harassment
18.1(3) No person shall interfere with or harass an informant under section 18.

S.M. 1989-90, c. 3, s. 5.

Reports regarding professionals, etc.
18.2(1) Where the director has reasonable grounds to believe that a person has caused a child to be in need of protection or has failed to report information in accordance with section 18, the director may report the matter to the body or person that governs the professional status of the person or certifies, licenses, or otherwise authorizes or permits the person to carry on his or her work or occupation.

Obligation de communiquer les renseignements
18(2) Par dérogation aux dispositions de toute autre loi, le paragraphe (1) s'applique même si la personne a obtenu ces renseignements dans l'exercice de sa profession ou à titre confidentiel. Le présent paragraphe ne s'applique pas au secret professionnel des avocats.

L.M. 1989-90, c. 3, art. 4; L.M. 1996, c. 4, art. 3.

Protection des dénonciateurs
18.1(1) Nul recours ne peut être exercé contre une personne qui, se conformant à l'article 18, communique de bonne foi des renseignements.

Identité des dénonciateurs
18.1(2) Sauf dans la mesure requise dans le cadre de procédures judiciaires, il est interdit de divulguer à la famille d'un enfant qui aurait, selon les renseignements communiqués en application de l'article 18, besoin de protection l'identité de la personne qui les a communiqués sans le consentement écrit de cette personne.

Harcèlement du dénonciateur
18.1(3) Il est interdit de gêner ou de harceler la personne qui communique les renseignements visés à l'article 18.

L.M. 1989-90, c. 3, art. 5.

Omission de communiquer les renseignements
18.2(1) Le Directeur peut, s'il a des motifs raisonnables de croire qu'une personne est la cause du besoin de protection d'un enfant ou a omis de communiquer les renseignements en conformité avec l'article 18, en faire rapport à l'organisme ou à la personne qui régit le statut professionnel de la personne ou lui permet, notamment en lui délivrant un certificat ou un permis, de poursuivre son travail ou d'exercer sa profession.

Requirement to investigate
18.2(2) A body or person who receives a report under subsection (1) shall

(a) investigate the matter to determine whether any professional status review or disciplinary proceedings should be commenced against the person; and

(b) on conclusion of the investigation and any proceedings, advise the director of the determination under clause (a), the reasons for the determination, and, if applicable, the results of any professional status review or disciplinary proceedings.

S.M. 1989-90, c. 3, s. 5; S.M. 1997, c. 48, s. 7.

Summary conviction offences
18.3 Where a person,

(a) through an act or omission of the person, causes a child to be a child in need of protection as provided in section 17;

(b) fails to report information as required under section 18;

(c) discloses the identity of an informant in contravention of subsection 18.1(2); or

(d) interferes with or harrasses an informant in contravention of subsection 18.1(3);

the person commits an offence punishable on summary conviction.

S.M. 1989-90, c. 3, s. 5.

Agency to investigate
18.4(1) Where an agency receives information that causes the agency to suspect that a child is in need of protection, the agency shall immediately investigate the matter and where, upon investigation, the agency concludes that the child is in need of protection, the agency shall take such further steps as are required by this Act or are prescribed by regulation or as the agency considers necessary for protection of the child.

Obligation d'enquêter
18.2(2) L'organisme ou la personne qui reçoit le rapport que vise le paragraphe (1) :

a) enquête sur l'affaire afin de décider si des procédures en révision de statut professionnel ou des procédures disciplinaires devraient être introduites contre la personne;

b) dès la fin de l'enquête et des procédures, avise le Directeur de la décision prise sous le régime de l'alinéa a), des motifs qui l'appuient et, s'il y a lieu, du résultat des procédures.

L.M. 1989-90, c. 3, art. 5; L.M. 1997, c. 48, art. 7.

Infractions
18.3 Commet une infraction punissable sur déclaration sommaire de culpabilité toute personne qui :

a) par son acte ou son omission, est la cause du besoin de protection d'un enfant aux termes de l'article 17;

b) omet de communiquer les renseignements exigés à l'article 18;

c) divulgue l'identité de la personne qui a communiqué des renseignements contrairement au paragraphe 18.1(2);

d) gêne ou harcèle la personne qui a communiqué des renseignements contrairement au paragraphe 18.1(3).

L.M. 1989-90, c. 3, art. 5.

Enquête par l'office
18.4(1) L'office qui reçoit des renseignements l'amenant à soupçonner qu'un enfant a besoin de protection enquête immédiatement sur l'affaire et il prend les autres mesures prévues par la présente loi ou prescrites par règlement ou celles qu'il estime nécessaires à la protection de l'enfant s'il conclut, après l'enquête, que l'enfant a besoin de protection.

Police to provide information

18.4(1.1) An agency may request from a peace officer, and the peace officer shall provide, any information in the officer's possession or control that the agency reasonably believes is relevant to an investigation under subsection (1).

Report of conclusion

18.4(2) Subject to subsection (3), where an agency concludes, after an investigation under subsection (1), that a child is in need of protection, the agency shall report its conclusion

(a) to the parent or guardian of the child;

(b) where there is no parent or guardian of the child, a person having full-time custody or charge of the child;

(c) to the person, if any, who is identified by the investigation as the person who caused the child to be in need of protection;

(d) in the case of a person under clause (c) whose employment

(i) involves the care, custody, control or charge of children, or

(ii) permits unsupervised access to children,

to the employer or the manager or supervisor at the place of employment;

(e) where the child attends school, to the principal of the school or the superintendent of the school division in which the school is located;

(f) to the child where, in the opinion of the agency, the child is capable of understanding the information and disclosure to the child is in the best interests of the child; and

(g) to the person who reported the information that gave rise to the investigation, except where disclosure is not in the best interests of the child.

Obligation pour les agents de la paix de fournir des renseignements

18.4(1.1) Un office peut demander à un agent de la paix de lui fournir les renseignements qu'il possède ou dont il a la garde et que l'office croit, pour des motifs raisonnables, utiles à l'enquête que vise le paragraphe (1).

Communication des conclusions

18.4(2) Sous réserve du paragraphe (3), lorsqu'il conclut, après l'enquête visée au paragraphe (1), qu'un enfant a besoin de protection, l'office communique ses conclusions aux personnes suivantes :

a) aux parents ou au tuteur de l'enfant;

b) à la personne qui a la garde ou la charge à temps plein de l'enfant, si celui-ci n'a ni parents ni tuteur;

c) à la personne, s'il y a lieu, reconnue au cours de l'enquête comme étant la personne qui est la cause du besoin de protection de l'enfant;

d) dans le cas d'une personne visée à l'alinéa c) et dont l'emploi :

(i) nécessite que des soins, une garde ou une direction soient assurés à des enfants,

(ii) permet l'accès sans surveillance à des enfants,

à l'employeur, au directeur ou au superviseur au lieu de travail;

e) dans le cas où l'enfant fréquente une école, au directeur de l'école ou au surintendant de la division scolaire dans laquelle elle se trouve;

f) à l'enfant, si l'office estime qu'il est capable de comprendre les renseignements et qu'il est dans l'intérêt véritable de l'enfant d'obtenir ces renseignements;

g) à la personne qui a fourni les renseignements qui ont donné lieu à l'enquête, sauf si cette divulgation n'est pas dans l'intérêt véritable de l'enfant.

Report of conclusion where child not in need of protection

18.4(2.1) Subject to subsection (3), where an agency concludes, after an investigation under subsection (1), that a child is not in need of protection, the agency shall report its conclusion

(a) to the parent or guardian of the child;

(b) where there is no parent or guardian of the child, a person having full-time custody or charge of the child;

(c) to the person, if any, who is identified by the investigation as the person who was alleged to have caused the child to be in need of protection;

(d) to the child where, in the opinion of the agency, the child is capable of understanding the information and disclosure to the child is in the best interests of the child; and

(e) to the person who reported the information that gave rise to the investigation, except where disclosure is not in the best interests of the child.

Restrictions on disclosure

18.4(3) An agency shall not report its conclusion under subsection (2) or (2.1) where a criminal investigation into the matter is pending and the peace officer in charge of the investigation requests the agency not to report its conclusion because it would jeopardize the investigation.

Peace officer to report charges

18.4(4) Where a peace officer lays an information charging a person with an offence under the *Criminal Code* or under this Act and

(a) the offence is based on alleged acts or omissions by the accused person in relation to a child; and

Enfant n'ayant pas besoin de protection

18.4(2.1) Sous réserve du paragraphe (3), lorsqu'il conclut, après l'enquête visée au paragraphe (1), qu'un enfant n'a pas besoin de protection, l'office communique ses conclusions aux personnes suivantes :

a) aux parents ou au tuteur de l'enfant;

b) à la personne qui a la garde ou la charge à temps plein de l'enfant, si celui-ci n'a ni parents ni tuteur;

c) à la personne, s'il y a lieu, reconnue au cours de l'enquête comme étant la personne qui serait la cause du besoin de protection de l'enfant;

d) à l'enfant, si l'office estime qu'il est capable de comprendre les renseignements et qu'il est dans l'intérêt véritable de l'enfant d'obtenir ces renseignements;

e) à la personne qui a fourni les renseignements qui ont donné lieu à l'enquête, sauf si cette divulgation n'est pas dans l'intérêt véritable de l'enfant.

Restrictions quant à la communication

18.4(3) Il est interdit à l'office de communiquer les conclusions que vise le paragraphe (2) ou (2.1) si une enquête criminelle sur l'affaire est en cours et si l'agent de la paix qui en est chargé lui demande de ne pas le faire pour le motif que cela compromettrait l'enquête.

Accusations

18.4(4) L'agent de la paix qui dépose une dénonciation dans laquelle une personne est accusée d'avoir commis une infraction au *Code Criminel* ou à la présente loi avise immédiatement l'employeur ou, s'il ne connaît pas son identité ou ne peut le joindre rapidement, le directeur ou le superviseur au lieu de travail que la personne a été accusée lorsque :

a) d'une part, l'infraction découle d'actes ou d'omissions que la personne accusée aurait commis à l'égard d'un enfant;

APPENDIX VI

Covering letter to day care directors who received a manual however did not attend a presentation

WINNIPEG CHILD AND FAMILY SERVICES
SERVICES À L'ENFANT ET À LA FAMILLE DE WINNIPEG

May 2000

Dear Daycare Director:

Enclosed please find a manual that I compiled as part of my Masters of Social Work Practicum at the University of Manitoba. The information in the manual has been authorized for release by Winnipeg Child and Family Services.

My Practicum was based at Winnipeg Child and Family Services Community-Based Early Intervention Program. The actual site I worked out of was the North Main Child and Family Centre at 1386 Main Street.

In February of this year, I phoned a sample of daycare directors in the North End, Downtown, and the West End areas of Winnipeg. I surveyed the directors on what questions and concerns they had in their working relationship with Winnipeg Child and Family Services.

I put together a manual which answers the most common questions asked by the daycare directors. I presented the manual to the daycare directors at the Daycare Directors Support Networking meetings in the North End, Downtown, and the West End areas.

Not all the daycare directors in these areas attend the Support Networking meetings. I am attaching a copy of the manual for your information.

Also, enclosed is an evaluation questionnaire and a stamped self-addressed envelope. It will be helpful for me as a student and for Winnipeg Child and Family Services to know if it is worthwhile to have activities like this in the future.

Thank you for the time you have spent assisting me with my Practicum project. Please feel free to phone me at 944-4031 if you have any questions or comments.

Yours sincerely,

Lori Cameron
Master of Social Work Candidate

1386 Main Street
Winnipeg, Manitoba R2W 3V1
Telephone: 944-4031 Fax: 944-4022

1386, rue Main
Winnipeg (Manitoba) R2W 3V1
Téléphone: 944-4031 Télécopieur: 944-4022

Jean Altemeyer, President J. Lance Barber, Chief Executive Officer

APPENDIX VII

Summative Evaluation Questionnaire

Daycare Directors Opinion Questionnaire

Please help us to improve our outreach program by answering these questions. We are interested in your honest opinion, whether it is positive or negative. We are also interested in any thoughts you have about how to improve the program.

PLEASE CIRCLE YOUR RESPONSE TO THE QUESTIONS AND WRITE YOUR COMMENTS IN THE SPACE PROVIDED.

1. Was the printed material useful to you?

1	2	3
No	Somewhat	Yes, definitely

Comments/suggestions:_____

_____

_____

2. Was the printed material easy to understand?

1	2	3
No	Somewhat	Yes, definitely

Comments/suggestions:_____

_____

_____

3. Is the printed material something you will refer back to?

1	2	3
No	Somewhat	Yes, definitely

Comments/suggestions: _____

_____

_____

4. Is the printed material a useful resource for early childhood educators?

1	2	3
No	Somewhat	Yes, definitely

Comments/suggestions: _____

_____

_____

5. For those who attended the verbal presentation at a day care directors meeting, was the verbal presentation useful to you?

1	2	3	4
No	Somewhat	Yes, definitely	Not applicable

Comments/suggestions: _____

_____

_____

6. For those who attended the verbal presentation at a day care directors meeting, was there enough time allotted to the verbal presentation?

1	2	3	4
No	Somewhat	Yes, definitely	Not applicable

Comments/suggestions:_____

_____

_____

7. Will you be able to apply what you have learned in your work?

1	2	3
No	Somewhat	Yes, definitely

Comments/suggestions:_____

_____

_____

8. Any further comments or recommendations for the future?

_____

_____

_____

Thank you for taking the time to complete this questionnaire. Please mail the completed questionnaire to Lori Cameron in the stamped self-addressed envelope.

APPENDIX VIII

Suggestions for enhancing the relationship between Group Day Care Centres and Winnipeg Child and Family Services (Table 1.8)

Table 1.8 Suggestions for enhancing the relationship between Group Daycare Centres and Winnipeg Child and Family Services.

Winnipeg Child and Family Services	Group Daycare Centres
• notify the daycare director of the reason for withdrawal of the child.	• ask the Family Services Worker for a reason for withdrawal of the child so there is closure.
• when withdrawing a child from the daycare, notify the daycare director whether or not the child will be returning to the daycare.	• ask whether the child is returning so the file can be closed.
• when apprehending a child from a daycare, notify the parent of the apprehension. If it is not possible to contact the parent, be at the daycare at the time the parent is expected to arrive for the child.	• when Winnipeg Child and Family Services apprehends a child from the daycare and cannot contact the parents, ask an Agency representative to be present at the daycare at the time the parent arrives for their child.
• inform the daycare director about visitation access and restrictions for the family members of the child.	• when a child is in the care of the Agency, ask about visitation access for the natural family members.
• when entering a daycare to apprehend or interview a child, speak to the daycare director or person-in-charge about the nature of the visit.	• when a Child and Family Services representative comes to apprehend or interview a child, direct the person to speak to the director or person-in-charge first.
• when completing the *Special Needs Subsidy Family Plan*, include the daycare director in the process.	• ask the professional, who is referring a child to the daycare, to be included in the process of completing the *Special Needs Subsidy Family Plan.*
• when the Family Services Worker changes, notify the daycare director.	• ask the Family Services Worker to notify the daycare if the social worker changes; ask the parent or foster parent to notify the daycare if the Family Services Worker changes.