

according to the education of the family head, as shown in the tabulation that follows:²⁰

<i>Years of school completed</i>	<i>Percent</i>
Elementary:	
0-8 -----	11.7
High school:	
1-3 -----	9.5
4 -----	8.2
College:	
1-3 -----	6.3
4 or more -----	2.9

²⁰ Derived from Bureau of the Census, *Current Population Reports*, Series P-20, *Population Characteristics*, No. 100, table 6. Comparable data on the education of the head are not available for subfamilies.

These data suggest that when the family head has a college degree the child has four times as good a chance of living in a home with two parents as when the head never went beyond elementary school. Some but certainly not all of the difference reflects the fact that widows are older and therefore tend to have less education.

No evidence is available on the relationship of illegitimate first conceptions and economic status. Certainly it is clear that the well-to-do have a better chance than the poor of avoiding and of concealing an illegitimate birth. Moreover, it probably would not be disputed—though factual evidence is sparse—that multiple illegitimate births generally occur to women in the lowest socio-economic groups.

Notes and Brief Reports

Licensed Day-Care Facilities for Children*

In preparation for the National Conference on Day Care for Children, the Children's Bureau in July 1960 sent a questionnaire to all States to secure information about licensed day-care facilities for children.

For the purposes of the survey, day care was defined as care for those children needing care and protection for part of the 24-hour day. The care may be given either in group facilities (day-care centers, which include day nurseries and the like) or in family day-care homes. The chief purpose of both types of facility is to care for and protect children during the parent's workingday or for part of the day and for reasons not necessarily connected with the parent's employment. Nursery schools and kindergartens are excluded.

The survey was also designed to ascertain the licensing responsibilities assumed by State governments and the opinions of the licensing agencies on the adequacy of their authority and on the need for additional day-care facilities. The re-

* Prepared by Seth Low, Division of Research, Children's Bureau, for the National Conference on Day Care for Children, held in Washington in November 1960. The report summarized here is preliminary; the Children's Bureau plans to publish a more detailed report at a later date.

ports from the State agencies responsible for licensing day-care facilities are summarized in the following paragraphs. All 50 States, the District of Columbia, Puerto Rico, and the Virgin Islands replied to the inquiry.

ADMINISTRATIVE AGENCY

State law makes mandatory the licensing of both day-care centers and family day-care homes in 33 States, only day-care centers in six States, and only family day-care homes in three States. In three States the authority for licensing both types of facility is permissive, and eight States have no legislation on the subject.

Responsibility for administering the licensing

TABLE 1.—Number and percentage distribution of licensed day-care centers, and aggregate capacity of the centers, by type of auspices¹

Auspices	Number	Percentage distribution ²	Aggregate capacity	Percentage distribution ²
Total.....	4,426	100.0	141,138	100.0
Public.....	276	7.1	15,561	11.8
Voluntary.....	1,109	28.6	49,160	37.4
Proprietary or commercial.....	2,497	64.3	66,714	60.8
Not reported.....	544	-----	9,703	-----

¹ Data for 39 States. Nine States have no responsibility for licensing day-care centers, 4 have not implemented this responsibility, and 1 did not report number of licensed centers.

² Based on the group of centers for which auspices were reported.

program is placed most commonly (in 33 States) in the State department of welfare. The department of health is the administrative agency in six States, the department of health and welfare in three States, the department of education in three, and other agencies in two. Most (two-thirds) of the State licensing departments have at least one employee in a professional position who devotes full time to day-care licensing and/or consultation. In all, 153 such employees were reported.

LIMITATIONS ON AGE AND NUMBER OF CHILDREN SERVED

Of the 44 States with licensing responsibility for day-care centers, nearly half set no minimum age for the children to be served and 18 place the minimum at age 2 or 3. Most of the States either have no maximum age or set the maximum in the late teens (ages 16-18).

In about a third of the States, either the minimum number of children served is not a factor in the licensing of day-care centers or the minimum is three or less. In the other States the minimum number ranges from four to eleven, but most commonly it is six or seven. No State limits the number of children that can be served; in practice, the maximum depends on the adequacy of staff, space, and facilities available in each center.

Practically none of the States with licensing responsibility for family day-care homes specifies a minimum age for the children to be served.

Most of them set no maximum age or set the maximum in the late teens.

Three-fourths of the States have established no minimum on the number of children to be served in licensed family day-care homes, and in the others the minimum varies from two to five. Most States limit the number served, commonly to five or six, but the maximum ranges as high as 10.

A State's licensing requirements are an important factor in determining the number of licensed facilities in the State. A State requiring, for example, the licensing of family day-care homes that serve one child or more tends, as a result, to have more licensed facilities than a State that requires licensing only when three or more children are served.

DAY-CARE CENTERS

Data for 39 States¹ show a total of 4,426 licensed day-care centers, with facilities to care for a total of 141,138 children (table 1). Few States reported the number of children actually served by these centers, but data for 13 States indicate that their centers were occupied to almost 90 percent of capacity. Other States also reported that the centers were operating at or near capacity.

Two-thirds (64 percent) of the licensed day-care centers are under proprietary or commercial auspices, 29 percent under voluntary auspices, and 7 percent under public auspices. Exclusion of California, where an unusually large number of the centers are under public auspices, would reduce the proportion of public facilities to about 1 percent.

Child or family welfare agencies operate 16 percent of the voluntary licensed centers for which the type of auspices was reported. Settlement houses, community centers, or similar agencies operate 24 percent, churches 29 percent, and industry less than 1 percent. Thirty-one percent were under the auspices of other types of voluntary organizations.

Two-fifths of the licensed day-care centers were in three States. California had 767 centers with

TABLE 2.—Voluntary and public licensed day-care centers, by selected sources of funds for financing centers¹

Source of funds	Number of licensed centers
<i>Voluntary centers</i>	
Community chests or united funds.....	532
Public funds.....	116
<i>Public centers</i>	
Local public funds.....	21
State funds (may include Federal).....	4
Both local and State funds.....	251

¹ Includes those financed either wholly or in part by the source listed.
² Includes 76 centers subsidized through the Department of Welfare in New York City and 23 centers in Texas.

³ Includes 15 centers in Pennsylvania (13 of which are under the direction of the Philadelphia Board of Education and are financed by the Philadelphia Department of Welfare and by parents' fees) and 6 centers in Texas.

⁴ Includes 235 centers under the child-care center program in California and 16 centers in Puerto Rico. Income for the support of the California program was derived from the following sources during the fiscal year 1958-59: State support, 56 percent; parents' fees, 35 percent; district taxes, 5 percent; and other sources, 4 percent.

¹ Nine States have no responsibility for licensing day-care centers, 4 States have such authority but have not implemented it, and 1 State did not report the number of licensed centers.

facilities for 28,816 children, New York's 524 centers could serve 20,819 children, and Texas had 551 centers, able to serve 15,665 children. Seventy percent of the licensed centers were located in communities having a population of 100,000 or more, and relatively few—less than 4 percent—were in communities of less than 5,000 population.

Most of the licensed centers served 10–49 children; 36 percent served 10–24 children, and 39 percent 25–49 children. About two-thirds (64 percent) provided care for preschool children only, less than 1 percent served school-age children only, and the balance served both preschool and school-age children.

Care for a full day only was offered by 67 percent of the centers, less than a full day by 9 percent, and both full-day care and care for part of a day by 24 percent. (Many centers that operate for less than a full day—4 hours or less—are not subject to licensing.)

The State reports show that 532 of the voluntary licensed child-care centers were financed, in whole or in part, from community chest or united funds and that 116—most of them in New York City—were financed either wholly or partly by public funds (table 2). Of the public centers, 21 were financed in whole or in part by local public funds, 4 by State funds, and 251 (almost all in California, under the child care center program) by both local and State funds.

Many centers are designed to serve certain groups of children. Centers primarily for physically handicapped children were reported by eight States, mentally retarded children by 14 States, emotionally disturbed children by five States, and children of migrant families by eight States.

FAMILY DAY-CARE HOMES

Thirty States² reported a total of 13,577 licensed family day-care homes with facilities to serve 42,194 children (table 3). The day-care homes are more likely than day-care centers to serve fewer children than the aggregate capacity indicates. It is likely, however, that relatively

²Twelve States have no responsibility for licensing family day-care homes, six States have the authority but have not implemented it, and five did not report the number of licensed homes.

many more day-care homes than day-care centers are unlicensed, even when licensing is legally required.

Ninety-four percent of the licensed homes were under proprietary or commercial auspices, 1 percent under voluntary auspices, and 5 percent under public auspices. More than half of all the licensed homes were in California. Two other States—Colorado and Michigan—also reported more than 1,000 homes in operation.

GROWTH IN DAY-CARE FACILITIES

Twelve States reported on trends in the number of licensed public day-care facilities during the past 5 years, 35 on voluntary facilities, and 37 on proprietary or commercial facilities.

Public facilities showed a growth in seven States, a decline in two States, and no change in the remaining three. Voluntary facilities increased in 20 States, decreased in three, and showed no change in 12. Relatively more States reported increases in the proprietary or commercial facilities than in the other types; the number increased in 31 States, dropped in three States, and remained the same in three States.

ADEQUACY OF STATE LICENSING AUTHORITY

About one-third of the States that have responsibility for licensing day-care facilities expressed the opinion that the authority now granted the licensing department is inadequate. Among the limitations that were stated were the following: (1) existing authority does not cover

TABLE 3.—Number and percentage distribution of licensed family day-care homes, and aggregate capacity of the homes, by type of auspices¹

Auspices	Number	Percentage distribution ²	Aggregate capacity	Percentage distribution ²
Total.....	13,577	100.0	42,194	100.0
Public.....	618	5.0	1,724	4.4
Voluntary.....	147	1.2	490	1.3
Proprietary or commercial.....	11,611	93.8	36,716	94.3
Not reported.....	1,201	-----	3,264	-----

¹ Data for 30 States. Twelve States have no responsibility for licensing family day-care homes, 6 have not implemented this responsibility, and 5 did not report number of licensed homes.

² Based on the group of homes for which auspices were reported.

all facilities that should be licensed—for example, those that operate less than 4 hours a day or that serve fewer children than the licensing law now specifies; (2) authority is not mandatory; (3) authority is insufficient to enforce the State's licensing responsibilities; (4) legislation is needed to clarify or make specific the responsibilities of the State licensing department; and (5) existing authority does not cover the entire State.

NEED FOR ADDITIONAL FACILITIES

All but three of the 44 States that replied to the question on the need for additional day-care facilities expressed the opinion that there is such a need—most commonly, for both day-care centers and family day-care homes. The extent of need was not reported. The replies fall into five general groups; the first three were the most frequently expressed: (1) Facilities are needed in areas of the State where they are not now available or are insufficient; (2) facilities are needed in industrial areas (metropolitan areas and smaller urban centers) to serve working mothers; (3) subsidized, low-fee, or nonprofit facilities are needed for those who cannot pay the full cost of care; (4) facilities are needed for certain special groups of children—for example, Negro children, physically or mentally handicapped children, the children of migrant families; and (5) family day-care homes are needed for very young children.

Recent Publications*

SOCIAL SECURITY ADMINISTRATION

CHILDREN'S BUREAU. *Child Welfare Statistics—1959*. (Children's Bureau Statistical Series, No. 60.) Washington: The Bureau, 1960. 32 pp. Processed. Limited free distribution; apply to the Children's Bureau, Social Security Administration, Washington 25, D. C.

CHILDREN'S BUREAU. *Day Care Services*. (Children's Bureau Folder No. 51.) Washington: U. S. Govt. Print. Off., 1960. 62 pp. 25 cents.

* Prepared in the Library, Department of Health, Education, and Welfare. Orders for items listed should be directed to publishers and booksellers. Federal publications for which prices are listed should be ordered from the Superintendent of Documents, U. S. Government Printing Office, Washington 25, D. C.

Explains why day-care services for children are needed, what they are, and where, when, and how they should be developed, and considers supplementary and supportive services.

CHILDREN'S BUREAU. *Foster Home Care: Is It Being Used Effectively in Behalf of Families and Children?* By Mildred Arnold. Washington: The Bureau, 1960. 16 pp. Processed.

Considers the findings and recommendations of the Child Welfare League's study of *Children in Need of Parents*. Limited free distribution; apply to the Children's Bureau, Social Security Administration, Washington 25, D. C.

HILLE, HELEN M. *Food for Groups of Young Children Cared for During the Day*. (Children's Bureau Publication No. 386.) Washington: U. S. Govt. Print. Off., 1960. 58 pp. 25 cents.

Discusses developing good eating habits; meeting food needs; food purchasing, storage, preparation, and costs; and safe food service. Includes a list of references.

SCHORR, ALVIN L. *Filial Responsibility in the Modern American Family*. (Office of the Commissioner, Division of Program Research.) Washington: U. S. Govt. Print. Off., 1960. 45 pp. 25 cents.

"An evaluation of current practice of filial responsibility in the United States and the relationship to it of the social security programs." Includes a list of references.

GENERAL

MICHANEK, ERNST. "Sweden's New National Pension Insurance." *Bulletin of the International Social Security Association*, Sept. 1960, pp. 413-423. \$4 a year.

MUSHKIN, SELMA J. "Barriers to a System of Federal Grants-In-Aid." *National Tax Journal*, Vol. 13, Sept. 1960, pp. 193-218. \$1.50.

Examines two major proposals to improve Federal grants to the States and discusses problems that hinder their acceptance.

MYRDAL, GUNNAR. *Beyond the Welfare State: Economic Planning and Its International Implications*. New Haven: Yale University Press, 1960. 287 pp. \$4.50.

Analyzes the development of national economic policy in the United States and other Western nations, and considers the impact on international relations and implications for the future.

"Social Security in Ecuador." *Bulletin of the International Social Security Association*, Sept. 1960, pp. 431-458. \$4 a year.

U. S. CONGRESS. HOUSE OF REPRESENTATIVES. DOCUMENT ROOM. *Laws Relating to Social Security and Unemployment Compensation*, compiled by Gilman G. Udell. Washington: U. S. Govt. Print. Off., 1960. 483 pp. \$1.50.

WORTHY, N. BEATRICE. "Part-Time Working Mothers—A Case Study." *Management Record*, Vol. 22, Sept. 1960, pp. 17-19.

RETIREMENT AND OLD AGE

HUNTER, WOODROW W. "Preretirement Education." *Geriatrics*, Vol. 15, Nov. 1960, pp. 793-800. \$1.

Describes methods and materials that have proved effective in preretirement programs.