

STATUS OF WOMEN

FIRST REPORT

of the

VIRGINIA COMMISSION ON THE STATUS OF WOMEN

to the

GOVERNOR, THE GENERAL ASSEMBLY AND THE

CITIZENS OF VIRGINIA



HD 4,1972

COMMONWEALTH OF VIRGINIA
Department of Purchases and Supply
Richmond
1971

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December 1, 1971

—Letter of transmittal—

To THE HON. LINWOOD HOLTON, *Governor of Virginia*

AND

To THE GENERAL ASSEMBLY AND THE CITIZENS OF VIRGINIA

In the first year of its existence, this Commission has made an honest and sincere effort to listen to the voices of the women of the Commonwealth. To this end, we have held open hearings in Richmond, Norfolk, Roanoke and Alexandria. We have heard from activist groups, the more conservative women's organizations, professional and service clubs, and church groups. We hope that we have learned from them.

The reports which follow represent dedicated efforts on the part of the four major Committees under which the Commission operates: Education, Employment, Opportunity Development, and Social Services. The Chairman wishes to commend the Commission members, as well as the consultant members, for their enthusiastic cooperation and effort. As Governor Holton remarked in his address to the Commission, Virginia is indeed fortunate in the calibre of the volunteer efforts of her citizens.

The existence of a Commission on the Status of Women is important and vital to the Commonwealth. As a member of the Interstate Association of Commissions on the Status of Women, we have an opportunity to exchange ideas with the more than fifty Commissions currently active and to initiate action at the National level. Your Chairman is currently serving on the National Board of this organization as a representative of the Southeast Region.

We hope that in the following reports, the Governor, the Legislature, and the citizens of Virginia will find food for thought and blueprints for action.

Doris E. Kean

Doris E. Kean, Chairman

—Foreword—

In September of 1970, Governor Linwood Holton appointed the nineteen member Commission on the Status of Women, which was created by an act of the Legislature. The appointment of fifteen women and four men represented a broad over-all spectrum of interests and occupations. The appointments included three members of the Virginia Legislature, six educators, three Federal employees, two homemakers, a lawyer, a technician, a church worker, an artist, and a travel coordinator. There were fifteen white and four black members. Since the initial appointments were made, one member resigned because she left the state and was replaced by a man, a garment manufacturer, so that the Commission is presently composed of fourteen women and five men.

At its organizational meeting in October of 1970, the Commission voted to operate under a system of sub-committees, but to limit these to four: Education, Employment, Opportunity Development and Social Services; each Committee being specifically charged to give consideration to the problems of minority women in the areas covered by the particular Committee.

Each Commission member serves on one of these Committees, which are supplemented by consultant members. Every attempt has been made to give the Committee chairmen a free hand in the selection of such consultants. There have been four meetings of the full Commission during its first year, each of which was held at the State Capitol in Richmond. The Committees have met frequently at the call of their Chairmen.

The Executive Committee, consisting of the Chairman and Vice Chairman of the Commission, the Chairmen of the four Sub-committees, and the finance Chairman, has held meetings at regular intervals.

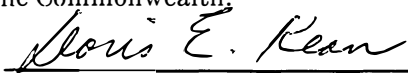
As stated in our letter of transmittal, public hearings for the purpose of ascertaining the needs and wishes of Virginia's women, were held in various areas of the state. Reports on these hearings are included in the report of the Commission which follows.

Currently, there are active Commissions on the Status of Women in forty-eight states, the District of Columbia, Puerto Rico and the Virgin Islands, in addition to a growing number of County and Municipal Commissions.

No member of the Virginia Commission receives compensation for services, but the bill creating the Commission allocated an amount of \$10,000. for actual and necessary expense, including travel; for consultants, for professional and technical assistance, and secretarial help as required. We have attempted to make judicious use of these funds. While they will not finance in-depth research, we have found them to be adequate for actual operational expenses of the Commission and sincerely hope and trust that a similar appropriation will be forthcoming in the next biennium.

The Commission has deeply appreciated the help and advice of the Secretary of the Commonwealth and the many services rendered this Commission by the Division of Statutory Research and Drafting in general and Mrs. Sally Warthen in particular.

Again, the Chairman would like to commend the dedicated efforts of members and consultants and express the hope that this Commission may continue to serve the citizens of the Commonwealth.



Doris E. Kean, Chairman
Virginia Commission on the Status of Women.

REPORT OF THE COMMITTEE
ON
EDUCATION
CAREER DEVELOPMENT PROGRAM
Recommendation for Public Education
Grades K-12

The Education Committee of the Commission on the Status of Women recommends the institution of a career development program for all students enrolled in public and private schools, grades kindergarten through 12. Such a program, properly conducted, will have particular merit for girls and young women. It will help girls to make career plans consistent with their interests and capabilities, to choose appropriate educational routes to these career goals, and to develop attitudes consistent with the realities of the working world and the broadened career opportunities for women.

Recent research * indicates that many high school girls are ill-prepared to deal with their expanded opportunities, have unrealistic educational and vocational plans, and demonstrate incomplete knowledge about the world of work.

A career development program will (1) introduce the elementary school child to the world of careers and help to develop wholesome attitudes toward all types of work; (2) provide exploration and guidance and counseling for career choices throughout elementary and secondary education; (3) provide for specific occupational education, job clusters skills, or pre-technical education at the secondary level; (4) provide significantly more technical education at the secondary and post-secondary levels; and (5) provide retraining and upgrading opportunities throughout adulthood.

Special emphasis is given in a career development program at various grade levels:

- (1) Grades K-6—orientation to the world of work, building positive attitudes about work
- (2) Grades 7-10—exploration
- (3) Grades 8-12—occupational pre-preparation
- (4) Grades 10-12—occupational preparation

In the elementary grades, the elementary teachers teach units about the world of work and the dignity of labor. In the junior and senior high schools, specialists in occupational education will teach the exploratory and preparatory programs. Counselors skilled in the art of career development are available throughout the elementary and secondary years. They assist pupils in exploring at their level the kinds of work people do and in understanding their own assets and limitations. This helps youth to make judgments with a degree of wisdom when decision points arrive as they progress through school. Vocational education consultants assist the elementary teachers and counselors in developing curriculum materials and planning activities for various learning

**High School Senior Girls and the World of Work: Occupational Knowledge, Attitudes, and Plans.* The Center for Vocational Technical Education, The Ohio State University, Columbus, Ohio, 43210.

levels. Since studies ¹ show that parents exert the single greatest influence upon their children in career choice, counselors, teachers, and vocational specialists help parents to extend their vocational horizons beyond the stereotypes, especially for girls, of present day thinking.

In order to give support to the implementation of a career development program in the public schools, the Commission will seek the approval and cooperation of the State Board of Education and other appropriate State agencies. The Commission also proposes to support such legislation as is needed for funding and implementing a career development program and to propose legislation where necessary.

In order to begin implementation of a career development program in the public schools, the Commission recommends

- (1) To the State Board of Education the inclusion in the certification requirements of teachers a study of the world of work from economic, sociological, political, and psychological viewpoints.
- (2) The employment in every elementary school of counselors qualified to guide youngsters in making career choices, and the Commission supports special funding provided by the General Assembly for this purpose.
- (3) To the State Board of Education revision of State certification requirements for guidance counselors to include (a) training in the area of occupational and education information as it relates to career development, and (b) training in the developing technologies (computers, retrieval systems, multimedia systems) which contribute to a better information system about careers.
- (4) That the teacher-education institutions (with curriculum specialists in occupational education) offer workshops for elementary school teachers for the development of curriculum materials and instructional procedures for the career development program, and for the development of in-service programs to help teachers and parents understand the changing working role of women today as opposed to the stereotyped career planning of girls in the past; and that State teacher scholarships be provided for these workshops. (Curriculum materials now in preparation through federally funded career development projects should be reviewed for possible adaptation.)
- (5) That provision be made in the State Board of Education budget for funds to keep up to date career guidance materials in the schools. Such materials will cost approximately 10¢ per pupil in elementary school and 20¢ per pupil in high school.
- (6) Increased State funding for vocational education in the public schools to provide personnel for career exploration and preparation programs; to provide improved facilities, equipment, and curriculum materials for updating and expanding present vocational education programs; to institute needed programs not now being offered; and to establish programs for new and emerging occupations with emphasis on programs of interest to girls and women.
- (7) Special State funding for developing three model career

¹ *A Study of Educational and Occupational Aspirations of Virginia's 1966-67 High School Students*, State Department of Education, Richmond, Virginia 23216.

development programs in school divisions in three areas of the State.

- (8) That since a disproportionate amount of research has been done in vocational decision-making by boys, high schools and institutions of higher education be encouraged to make studies concerning the behavior of girls in this respect through provisions for research grants through the Vocational Education Act of 1968.
- (9) To the localities, elimination of discrimination in the employment of women for school administrative positions so that women administrators may serve as models for girls in school.
- (10) That localities concerned provide equal opportunities at the local school level for girls with boys in the areas of vocational education.
- (11) The State Board of Education provide equal opportunities for both boys and girls in athletics. Golf and other teams which are provided for boys should be provided for girls.
- (12) To the State Board of Education that a priority in its criteria for selection of textbooks be given to those books which portray the career horizons or life style of girls and women in both text and illustrations.

Early Childhood Education

Recommendations concerning early childhood education:

- (1) Seek legislation that would empower the State Department of Education to establish minimum standards for licensing private nursery schools and kindergartens.
- (2) Support legislation involving children that considers the needs of children as its primary purpose.

Previous legislation such as the WPA nurseries and the Lanham Act of World War II (enabled day care centers for workers in defense industries) were a means to the end of resolving manpower problems, even though the children were given commendable care. In Project Head Start, a most worthy effort, the basic motivation stemmed from an attempt to come to grips with national poverty. Some have thought that in many instances concern for the child was secondary to the provision of job opportunities or for the development of new techniques for coping with the political structure.

In considering support of day care centers, the Commission needs to give primary consideration to the needs of the child—his physical, intellectual, and emotional needs—and his development as a person.

It appears that at no other point in his life is the child, through age five, so tractable, so responsive to the totality of his environment. Such openness to environmental stimuli puts him also in the position of being acutely vulnerable—just as capable of being hurt and permanently damaged by negative or destructive experiences as he is of responding positively to constructive nurturance.

We should seriously question group care situations for more and more and younger and younger children. We do not really know what the permanent effects will be to a three or four year old child

to find himself spending most of his waking hours as simply one little person in a large group. We know that this is a critical period in the development of his self-concept, adequacy, trust and autonomy.

Can the child's needs be fully attended to unless he is in the hands of knowledgeable and capable adults? We must take every precaution to insure that the child's day, spent in the care of other adults, is the best we know how to provide—adults who are capable of providing for him the specific relationship and experiences which will insure his intellectual, emotional, and social growth. Such persons are at a premium, and many, many more persons should be enrolled in professional programs for early childhood education than are now enrolled and more *quality* programs for early childhood education (as distinguished from elementary education) should be offered by the colleges.

The Comprehensive Child Development Act of 1971 (S. 1512) now before the Congress should be studied by the Commission.

Marguerite L. Crumley
Commission Member

Rationale: Milton E. Akers, Executive Director, National Association for Education of Young Children, 1834 Connecticut Avenue, N. W., Washington, D. C. 20009

ADULT EDUCATION IN VIRGINIA

A Report with Recommendations to the Education Committee of the Virginia Commission on the Status of Women

General Adult Education

The educational areas of study are directed toward: (1) earning a high school diploma, (2) taking high school courses in preparation for GED tests, (3) strengthening and up-grading the level of an individual's present education, (4) speaking English as a second language and becoming an American citizen, (5) learning more about home and parental responsibilities, (6) satisfying a vocational interest, (7) developing competence in activities relevant to the community, (8) providing appealing activities for senior citizens, (9) fulfilling individual desire for cultural enrichment, and (10) enabling employed individuals to acquire additional knowledge and ability related to their work.

The program had 25,000 adults enrolled in 1438 classes in 78 school divisions. State funds provided 27 percent of the cost of instructors' salaries.

During the Fiscal Year 1970-1971, State funds allocated were \$157,500 for a minimum of 52,500 hours of instruction. Reimbursement was made on 60 percent of the instructors' salary, up to a maximum salary of \$5.00 per hour.

The breakdown of female vs. male adults attending the General Adult Program is: 62.8% female and 37.2% male.

The following statistical data will provide a complete breakdown of enrollment by class, by school division. It is to be noted that this information is all inclusive, showing which classes were reimbursed with State funds, length of program in hours and the instructor's salary.

Adult Basic Education

The program is for adults whose inability to speak, read, or write the English language constitutes a substantial impairment of their ability to get or retain employment. It is designed to offer an eighth grade education to adults 17 years of age or older, with a view to making them less likely to become dependent on others.

Since 1965 there have been 46,189 enrolled in the program, of which 7,223 completed the eighth grade. This year 11,700 enrolled and 1,700 completed the eighth grade. Classes were offered in 97 school divisions and the total number of adult learning centers increased from 19 to 24.

A review of the enrollment in the Adult Basic Education Program shows that of those attending during the 1971 Fiscal Year, 59% were female and 41% were male.

The following statistical data will provide additional demographic data on the Adult Basic Education student population.

Demographic Profile

Age. The ABE students' ages range from 15 to 79 years. The following table presents the age distribution. The mean age was 39.5 years. Approximately 18.8 per cent of the students are below 25 years of age. Twenty-six per cent are 56 or older.

Distribution of ABE Students' Ages

Age Interval In Years	Number	Percentage
15—19	57	6.7
20—24	103	12.1
25—29	84	9.9
30—34	89	10.5
35—39	90	10.6
40—44	97	11.5
45—49	107	12.6
50—54	97	11.5
55—59	56	6.6
60—64	33	3.9
65—69	23	2.7
70—74	7	0.8
75—79	<u>5</u>	<u>0.6</u>
Totals	848	100.0

Sex. Fifty-nine per cent of the students are female and 41 per cent are male.

Marital Status and Race. The table below summarizes the ABE students' marital status and racial distribution.

ABE Students' Marital Status and Racial Distribution

Category	Racial Type or Marital Status	Number	Percentage
Race	Caucasian	387	43.6
	Negroid	475	53.6
	Mongoloid	12	1.4
	Other	<u>13</u>	<u>1.4</u>
Totals		887	100.0
Marital Status	Single	179	20.3
	Married	567	64.1
	Widowed	62	7.0
	Separated	44	5.0
	Divorced	<u>32</u>	<u>3.6</u>
Totals		884	100.0

Number in Household. The mean number of people residing in each household is 4. One student reported 32 persons living in his household. Over 23 per cent have 5 or more people living in the immediate household.

Head of Household. Only 39 per cent of the students list themselves as the head of household and principal wage earner.

Dependents. Forty-eight per cent of the students list dependents under age 10 with 36 per cent from 10 to 20 years old and 16 per cent 21 or older. The table

below indicates the distribution of the number of ABE students' dependent children.

Distribution of Number of ABE Students' Dependent Children

Age Intervals	Number	Percentage
None	2	0.4
1—3	350	67.5
4—6	121	23.3
7—9	36	7.0
10—12	8	1.6
13—15	1	0.2
Totals	518	100.0

The number of dependent children range from none to 15. The mean number of dependent children is 3. Approximately one third of the students have 4 or more children. If each undereducated adult is affecting the lives of 3 or more children, then the scope of the problem is greatly enlarged. Conversely, the good effects of successful programs are limitless, as the homes and children of the ABE students are enriched and benefited by the participation of one or more members of the household.

Income.

There is a great amount of evidence that supports the positive relationships among and between income, standard of living and education. Seventy-four per cent of the ABE students indicated that they had held full-time employment for at least months. The table below indicates the distribution of the ABE students' estimated yearly earnings and the families' income for 12 months.

ABE Students' Earnings and Their Families' Combined Yearly Income

Income Source	Income Level	Number	Percentage
ABE Student	\$6,000 or more	105	14.5
	4,000—5,999	120	16.6
	3,000—3,999	95	13.2
	2,000—2,999	100	13.9
	0—1,999	302	41.8
Totals		722	100.0
Combined Family	\$6,000 or more	265	35.2
	4,000—5,999	161	21.4
	3,000—3,999	114	15.2
	2,000—2,999	106	14.1
	0—1,999	106	14.1
Totals		752	100.0

Over half, 55.7 per cent, of the ABE students earn less than \$3,000 per year. Only 14.5 per cent earn over \$6,000 per year. Over one fourth, 28.2 per cent, of the ABE families earn less than \$3,000 combined income per year.

The crippling combination of large families and low income intensifies the problem. Sixteen per cent of the students indicated that welfare was part of the families' income. Thirteen per cent of the students indicated that they receive welfare payments. Sixty-eight per cent of the students who reported welfare income received payments year round. Twenty per cent received welfare payments for 6 months or less. For those students who received welfare payments the mean number of months on welfare was 10.2.

Occupational Information

Current Work Status. The table below presents the current work status of the ABE students.

Current Work Status

Work Status	Number	Percentage
Employed Full-time	411	52.5
Employed Part-time	96	12.3
Unemployed and Looking	101	12.8
Not Seeking Work	175	22.4
Totals	783	100.0

Over one third, 35.2 per cent, of the students do not work. Only 52.5 per cent work full-time. The reasons for not being employed full-time are presented in the following table. Forty-one per cent are either their own full-time housekeepers or are part-time housekeepers for others. Approximately 14 per cent stated that no work was available. Twenty-nine per cent listed "Other" reasons such as: full-time wife or mother, did not want to work, no suitable work available, inadequate pay, inconvenient hours, etc.

ABE Students' Reasons for Non-Full-Time Employment

Reasons for Non-Full-Time Employment	Number	Percentage
Keeping House	148	41.3
Disabled	24	6.7
No Work Available	50	14.0
Retired	31	8.7
Other	105	29.3

Almost two-thirds of the students reside in urban or suburban areas.

Students' Longest Periods of Residence By Types

Location of Longest Length of Residence	Number	Percentage
Within present city or county	529	65.6
Outside present city or county	110	13.6
Outside of the State	168	20.8
Totals	807	100.0

Distribution of Students' Highest Grade Level Achieved Prior to ABE Enrollment

Highest Grade Level Achieved	Number	Percentage
12	64	8.1
11	27	3.4
10	47	5.9
9	59	7.4
8	81	10.2
7	138	17.4
6	109	13.7
5	79	9.9
4	64	8.1
3	61	7.7
2	36	4.5
1	13	1.6
0	17	2.1
Totals	795	100.0

The mean highest grade level achieved was 6.6 grades. Sixty-five per cent of the students completed 7 grades or less and 24 per cent completed 4 grades or less, prior to enrolling in the ABE program. It is notable that 8.1 per cent indicated completion of the twelfth grade. Completion of a grade level does not insure a corresponding level of reading or other subject matter achievement. Length of separation from school prior to enrolling in an ABE program has an effect on the students' measured grade levels. The table below presents the students' distribution of the number of years separation from school prior to ABE enrollment.

ABE Students' Number of
Years Separation From School
Prior to ABE Enrollment

Years Separated	Number Of Students	Percentage Of Students
0—4	74	9.9
5—9	88	11.8
10—14	90	12.0
15—19	74	9.9
20—24	102	13.6
25—29	80	10.7
30—34	82	11.0
35—39	57	7.6
40—44	59	7.9
45—49	13	1.7
50—54	19	2.6
55—59	5	0.7
60—64	3	0.4
65—69	1	0.1
70—74	1	0.1

The mean number of years separation from school prior to ABE enrollment was 21.9 years. Approximately one-third of the students have been out of school 25 years or more prior to ABE enrollment. This data helps explain the often large differences between measured grade level achievement and actual grade completion. This inordinately high number of years separation from school prior to ABE enrollment reflects several important program characteristics.

First, the program is relatively new and adult literacy training was practically unavailable in Virginia prior to 1967. Secondly, legal restrictions prevented recruitment of the high school drop-out until he reached 18 years of age. Finally, the program has not appealed to the younger disadvantaged student.

Reasons for Leaving School. The reasons for dropping-out of the public school system are varied. The table below presents a summary of the most frequently stated reasons. "Financial difficulties" and "to seek employment" accounted for 43.9 per cent of the reasons for dropping-out of school. "Marriage" which is closely related to employment needs and "financial difficulties" account for 16 per cent.

Distribution of ABE Students' Preferences
for Specific Types of Post ABE Training

Type Training Preferred	Number Of Students	Percentage Of Students
GED Test Preparation	275	46.1
High School Equivalency	61	10.2
Private Commercial School	4	6.7
College or University	29	4.9
Apprenticeship Training	1	0.2
Trade School	24	4.0
Community College	32	5.4
Vocational School	35	5.9
Technical School	26	4.3
On-Job Training	72	12.1
Job Skill Training	37	6.2
Totals	596	100.0

The largest percentage, 56.3 per cent, indicated interest in school equivalency and GED preparatory type training. Over 10 per cent indicated plans to attend a 2 or 4 year college or university. The remaining 33.7 per cent are all interested in immediate job related types of training.

General Educational Development—GED

The program is designed for persons who once were enrolled in school, but for reasons beyond their control, did not complete requirements for high school graduation. The program provides for these individuals an opportunity for recognition of educational development since withdrawal from school.

By achieving satisfactory scores on GED tests, adults may earn a high school equivalency certificate; qualify for admission to college or to more advanced educational opportunities; meet educational requirements for employment or promotion in a job; satisfy educational qualifications for induction in the United States Armed Forces; and meet regulations of State and local boards of licensing examinations, for those occupations requiring educational competence at the ninth, tenth, or eleventh grade level.

On March 1, 1970, the American Council of Education's General Educational Development (GED) Testing program was initiated at 37 official testing centers. Local school divisions could no longer administer a complete battery of the IOWA Test of Educational Development (ITED), but were authorized to provide for ITED re-tests until June 30, 1971.

During the year, 6856 took the GED battery of tests. Of this number 4676 or 68.2% qualified for a certificate. There were 2180 or 31.8% who failed to

qualify. The average age of the examinees was 28.2. The average grade completed was 9.6 and average years since attending school was 10.3. More males (56.5%) took the test than females (43.5%). There were 1,749 re-tested with the ITED tests, of which 728 were issued certificates.

It is to be noted that a very large number of G.E.D. Certificates have been awarded based on USAFI test scores. It is assumed that since in all other adult programs surveyed the females outnumbered the males that this reversal in participation is due to the large number of requests processed based on USAFI test scores. Although no data has been collected to support the assumption that most, if not all, of these requests were from men.

Following is a statistical report of G.E.D. activity in Virginia for the Fiscal Year 1971.

GED STATISTICAL REPORT

FISCAL YEAR 1971-1972

	Center Number	GED Applicants			Reg. Va. Applicants		Out-of-State Transcript		USAFI Transcript		By Age Group										Females		Males			
		Total	Qual.	Failed	Qual.	Failed	Qual.	Failed	Qual.	Failed	Under 20		20-24		25-29		30-34		35-39		40 & above		Qual.	Failed	Qual.	Failed
											Qual.	Failed	Qual.	Failed	Qual.	Failed	Qual.	Failed	Qual.	Failed	Qual.	Failed				
Accomack Co.	001	12	10	2	10	1	0	0	0	1	1	0	1	2	1	0	2	0	3	0	2	0	8	0	2	2
Amelia Co.	004	34	24	10	23	10	0	0	1	0	1	0	8	2	5	3	2	0	4	2	4	3	17	6	7	4
Arlington Co.	007	216	150	66	147	59	0	0	3	7	17	4	65	28	25	16	10	7	8	3	25	8	70	22	80	44
Buchanan Co.	014	71	33	38	33	37	0	0	0	1	0	4	5	10	5	6	6	9	3	4	14	9	24	23	9	15
Charlottesville	104	67	43	24	42	24	0	0	1	0	4	4	15	7	11	2	4	2	4	1	5	8	27	17	16	7
Culpeper Co.	024	73	44	29	43	29	0	0	1	0	6	3	15	18	7	1	5	5	3	0	8	2	22	12	22	17
Danville	108	71	43	28	41	28	0	0	2	0	0	0	16	8	11	7	8	1	4	3	4	9	25	18	18	10
Essex Co.	028	67	24	43	24	42	0	0	0	1	3	3	3	6	9	11	2	9	4	5	3	9	15	27	9	16
Fairfax Co.	029	340	264	76	246	71	4	1	14	4	25	5	104	22	29	24	25	7	26	7	51	11	139	26	125	50
Franklin City	135	115	51	64	45	62	1	1	5	1	3	3	15	17	14	15	7	8	6	10	6	11	29	39	22	25
Fredericksburg	110	102	48	54	45	53	0	0	3	1	9	3	16	20	9	9	4	13	2	5	8	4	25	20	23	34
Galax City	111	29	19	10	18	10	0	0	1	0	1	1	4	2	3	2	2	3	6	1	3	1	10	6	9	4
Greensville Co.	040	45	21	24	21	24	0	0	0	0	3	2	8	5	2	5	4	2	1	1	3	9	9	11	12	13
Halifax Co.	041	78	71	7	69	7	0	0	2	0	5	0	17	5	10	1	11	0	15	0	13	1	43	2	28	5
Harrisonburg	113	62	41	21	39	18	2	2	0	1	5	0	9	11	9	1	10	4	4	3	4	2	23	7	18	14
Henry Co.	044	56	25	31	25	28	0	0	0	3	1	0	10	12	7	7	2	5	2	3	3	4	16	13	9	18
Lee Co.	052	30	18	12	17	12	0	0	1	0	0	0	3	2	3	2	3	4	3	2	6	2	13	10	5	2
Lexington City	137	44	22	22	21	22	0	0	1	0	2	1	8	6	1	6	4	2	2	5	5	2	10	5	12	17
Louisa Co.	054	19	10	9	10	9	0	0	0	0	0	2	2	1	2	2	2	1	1	2	3	1	6	5	4	4
Lynchburg	115	170	93	77	89	73	0	0	4	4	10	5	27	29	18	16	12	9	13	10	13	8	41	23	52	54
Mecklenburg Co.	058	17	7	10	7	9	0	0	0	1	0	0	1	5	2	2	1	1	0	0	3	2	4	5	3	5
Newport News	117	409	218	191	211	180	2	1	5	10	16	8	63	62	44	43	32	19	28	25	35	34	138	137	80	54
Norfolk	118	568	347	221	324	198	9	12	14	11	55	10	127	92	56	45	34	16	25	14	50	43	185	140	162	81
Petersburg	120	132	66	66	64	63	1	1	1	2	5	1	29	23	11	17	7	7	6	7	7	11	44	44	22	22
Portsmouth	121	238	138	100	135	97	1	2	2	1	8	6	46	38	30	17	17	17	13	4	23	18	77	66	61	34
Prince William	075	163	113	50	106	50	1	0	6	0	6	0	23	19	30	8	25	9	10	3	19	11	84	35	29	15
Radford City	122	114	59	55	58	52	0	0	1	3	1	0	22	12	11	16	9	7	6	8	9	12	40	26	19	29
Richmond City	123	738	418	320	401	291	3	3	14	26	23	5	163	114	92	71	55	56	27	25	58	49	245	205	173	115
Roanoke City	124	393	209	184	201	174	3	2	5	8	10	4	82	80	36	29	20	16	22	20	39	35	113	100	96	84
Staunton City	126	81	47	34	44	32	0	1	3	1	2	3	14	15	11	6	8	2	4	2	8	6	26	8	21	26
Tazewell Co.	092	76	43	33	41	32	1	0	1	1	1	1	19	13	6	6	3	3	4	4	10	7	32	22	11	11
Warren Co.	093	100	64	36	60	32	0	0	4	4	3	0	25	19	12	7	11	5	4	2	9	3	36	15	28	21
Washington Co.	094	119	66	53	64	49	1	0	1	4	11	8	20	21	11	6	2	5	7	3	15	10	36	24	30	29
Williamsburg	131	88	57	31	56	30	0	0	1	6	1	25	11	7	4	7	7	4	2	8	6	33	21	24	10	
Wise Co.	096	91	38	53	38	53	0	0	0	0	4	2	7	17	6	17	5	3	4	5	12	8	24	38	14	15
Wythe Co.	097	26	19	7	19	7	0	0	0	0	1	1	3	3	4	2	5	0	1	0	5	1	12	3	7	4
St. Dept. of Ed.	401	1836	1727	109	291	104	134	0	1302	5	255	21	921	44	226	19	114	11	94	9	114	5	107	11	1620	98
STATE TOTAL		6856	4676	2180	3116	2052	163	26	1397	102	502	105	1935	792	775	447	478	273	371	199	605	362	1804	1180	2872	1000

Recommendations

Based on an analysis of the statistical data gathered, included as a part of this report, the following major recommendations are made.

1. Funds should be provided and a program established to serve the needs of our senior citizens. Such a program should be directed toward providing adult education classes specifically designed to assist the aging in planning leisure time activities. Such classes as art, music, literature, ceramics, furniture refinishing; plus a variety of other avocational programs. In addition, and perhaps the most important classes should be offered in geriatrics hygiene, accident prevention, dietary requirements, consumer education, etc., that are specifically pertinent to the elderly. Classes for persons over 60 years of age are to be free.
2. With the advent of the Standards for Quality Education in Virginia and the fact that every school division will be required to offer an adult and continuing education program, additional funds will be needed to support this increasing need. At present, The State Department of Education, Adult Education Service is only able to fund 27% of the requests for funds submitted by the local school divisions. The areas of most concern will be the rural school divisions who do not have the broad tax base to draw on to support Adult and Continuing Education without financial assistance from the State.
3. The Community School Concept providing Adult and Continuing Education on a full-time basis, should become one of the major priorities in the development of comprehensive adult education program. It is the recommendation that such a full-time comprehensive adult and continuing education program utilizing the community school concept of adult education be established in every community of the State. Such a center would afford those persons, who, because of personal and family commitments cannot attend adult education classes during the evening hours.
4. The present average hourly wage paid part-time adult teachers is approximately \$6.50 per hour, while reimbursement by the state for the same program is restricted to 60% of the teachers salary to a maximum of \$5.00. It is recommended that this reimbursement be raised to an amount based on the average hourly wage paid for adult teachers in the state.
5. In reviewing the course offerings available to the adult population of the state through the public school system, it is noted that no school division is currently offering classes in drug use and abuse or family planning. It is hereby recommended that such programs be made available for their support.
6. Emphasis should be given to the development of a promotional campaign that would encourage all adults to continue their educational endeavors in a society that does not permit anyone to remain or become stagnant. Continuing education is a lifelong process and should be given continued priorities.
7. It is also recommended that Adult and Continuing Education be established as one of the major priorities for action by the state of Virginia, in an effort to raise the state mean grade level completed for all adults from the present 9.9 years completed to a level more

compatible with a high school education or to a mean grade level completed of 12.0 years.

William M. Moore,
Consultant

REPORT: HIGHER EDUCATION OF WOMEN IN VIRGINIA

I. Students in Virginia Colleges and Universities

In Virginia the tradition of sex discrimination in education is being eroded, but the process is very slow. Since the report of the first Commission on the Status of Women, the Kirstein case resulted in the admission of women to the University of Virginia as undergraduates. Though there were some women undergraduates at U. Va. already, admission of women had been restricted to a few special categories. Following the Kirstein suit, U. Va. began to admit women in 1970 and by the fall of 1972 will admit women on an equal basis with men. A second, and related, event is the removal of the statutory bar to the admission of men to Mary Washington College. Madison College, formerly segregated, now admits men. As of now, there are only three colleges completely segregated by sex: Radford, Longwood, and VMI. Radford enrolls some men in its small graduate program. The past few years have also seen the growth of a new kind of Virginia school, the large urban university. VCU and Old Dominion seem relatively more integrated than the older schools both as to sex and race, and are probably the prototype of the future.

Though there have undeniably been some advances in recent years, there is still in Virginia a visible pattern of elite education for men—white men anyway—with women and non-white men generally attending those institutions on which the state spends proportionally less per student. Women make up nearly 45% of the college enrollment in the state, but women number only one-third of the total enrollment in the five “prestige” colleges: U. Va., VPI, VMI, William and Mary, and Mary Washington. Women number almost two-thirds of the total enrollment at two predominantly black colleges, Norfolk State and Va. State at Petersburg. Perhaps the least change has come about at the College of William and Mary which continues to maintain a better than 60/40 ratio of men/women admitted. William and Mary is the only genuinely coeducational college among the prestigious five, but the limits of coeducation there seem fairly clearly defined.

Most of the cases of outright sex separatism in Virginia colleges are explainable to some degree by the programs of the institutions (e.g. VPI and the teacher-training colleges) or their past history. William and Mary, however, is a coeducational liberal arts institution. In view of this, one can see no justification for the continuance of an artificial sex ratio in admissions.

The predominantly female colleges—Mary Washington, Radford and Longwood—enroll about 11% of the total college population. Only Radford and Longwood are completely female colleges. Despite a certain sympathy for the tradition of women's colleges, it is difficult to find a rationale for maintaining a publicly funded institution which is segregated as to sex. If it is desirable to admit men to Madison College, then it would seem to be desirable to admit men to Radford and Longwood. If it is a legal duty to admit women to U. Va., then it would seem a matter of simple justice to admit men to the women's colleges. Fears have been expressed that the admission of men to these colleges would entail a lowering of admission standards. This need not be the case. We should not replace the segregation of the past with artificially induced integration. What seems clearly called for is admission on the basis of ability without regard to sex. In regard to VMI, this Commission has no recommendation, but the Commission is sensitive to the anomaly of a state institution which automatically excludes half the population. Such a situation should not be allowed to continue indefinitely.

Jane Chittom
Commission Member

II. *Faculty and Administration*

Almost all the institutions of higher education in the state show a clear pattern of predominantly male faculty and almost exclusively male administration. Men occupy more than three-quarters of the faculty posts in the four-year colleges and more than two-thirds in the others (two-year and branch colleges). Women number a significant part of the faculty only in the predominantly black colleges, the predominantly women's colleges and a few of the two-year colleges. Only George Mason College, among four-year colleges, is an exception to this rule. In no case are women a majority of the faculty. It is especially disappointing that the new urban universities—VCU and Old Dominion—have done no better in regard to hiring women than the older institutions.

As is also the case nationally, women college faculty are concentrated at the lower end of the scale of faculty rank and average less in salary both totally and by rank.

In the case of administrators, the situation is even worse. With the exception of deans of women, there are almost no female college administrators in the state. Radford College, the second largest women's college in the country, had until very recently no female administrators. Though the predominantly women's colleges can rightly take the lead in the hiring and promotion of women faculty and administrators, the initiative should not be left entirely to them. The Commission's goal should be to see that all agencies of the state that are involved with any phases of higher education, and the present administrators and governing boards of all public colleges, take a positive attitude toward the hiring of qualified women faculty and administrators.

It is unfortunate that the State Council on Higher Education has only one woman member and that women are under-represented on boards of visitors of the public colleges and universities. Better representation of women and minority groups in the governance of higher education would be one step toward making the Virginia system of higher education more sensitive to the needs, goals and aspirations of all the people of the Commonwealth.

III. *Non-Academic Staff*

The non-academic college services (library, food service, housing office, etc.) show in their staffing the common pattern of American business: men in decision-making positions and women in supportive functions as secretaries, clerks and manual workers. Colleges ought to take the lead in recruiting and promoting women to visible decision-making jobs in these areas. Educational institutions are big business these days; they could well take the lead in showing other large businesses that women are not second-class citizens fit only for second-class jobs. The Employment Committee of this Commission has recommended that the State government take the lead in fair employment practices in regard to women and minority groups. This recommendation should apply to educational institutions as well as other agencies of the State.

Recommendations:

The Virginia Commission on the Status of Women makes the following recommendations of the Governor and the General Assembly of Virginia:

1. That the Governor and the General Assembly recommend to all appropriate agencies of the Commonwealth—primarily the State Board on Higher Education and the boards of visitors of state colleges and universities—that they make a positive commitment to a policy of

unconditional equality in admission of qualified applicants to public institutions of higher learning without regard to sex. Such a policy would entail equal admission without regard to sex to those State colleges and universities now presently coed; it would also entail planning now for the eventual coed status of the State colleges which are now women's colleges.

2. That the Governor and the General Assembly recommend to all appropriate agencies of the Commonwealth—primarily the State Board on Higher Education and the boards of visitors of State colleges and universities—that they undertake an affirmative program for the hiring of women faculty and administrators in public institutions of higher learning.

Committee on Education

Chairman: Mr. Ernest L. Barnett

Commission Members

Jane Chittom
Marguerite Crumley

Consultant Members

Mr. William Moore
Dr. Marian D. Irish
Mr. Edwin C. Luther, III
Mrs. Marigold Scott
Dr. A. G. Richardson

REPORT OF THE COMMITTEE ON EMPLOYMENT

What is being sought is to have women put in their place . . . their rightful place along side men in the mainstream of American life. Not receiving special privileges but seeking equal opportunity, equal pay and equal responsibility in the world of work.

INTRODUCTION

Womanpower is one of this Commonwealth's and indeed this nation's greatest and most valued resources. Women now comprise approximately fifty-three percent of the population of the United States. Thirty-eight percent of the workforce are women. To an ever increasing degree, women are seeking and yes, even demanding the right to choose how they will make their contribution to the family, to the community and to themselves; for indeed self-fulfillment is a major reason for employment-seeking.

Some progress, though not nearly enough, has been made during the past few years and especially during the last two years in providing equal employment opportunities for women. However, as noted by the Director of the Federal Woman's Bureau, Elizabeth Duncan Koontz, (Underutilization of Women Workers, 1971 revised):

"There are still serious inequalities in the labor market which result in the underutilization of women workers. There are still barriers which deny women the freedom to prepare for and enter employment suited to their individual interests and abilities, and to advance and achieve recognition (monetary or otherwise) to the full extent of which they are capable."

Equal Employment Opportunity Regardless of Sex

In his inaugural address Governor Linwood Holton said:

"The durability of our nation and civilization will be in the end determined by how we have responded not only to external problems but, more importantly, to our problems from within. One of the foremost of these is obviously that of racial discrimination.

"Here in Virginia we must see that no citizen of the Commonwealth is excluded from full participation in both the blessings and responsibilities of our society because of his race. We will have a government based on a partnership of all Virginians, a government in which there will be neither partisanship nor prejudice of any kind.

"As Virginia has been a model for so much else in America in the past, let us now endeavor to make today's Virginia a model in race relations. Let us, as Lincoln said, insist upon an open society 'with malice toward none; charity for all.'

"To succeed, this quest for an open society must involve all of us, not just the leaders of government. We earnestly ask the active participation of our business and professional leaders, the heads of our schools and universities, our labor chiefs and legislators, our local governments, leaders of minorities, and all individual citizens. Let

our goal in Virginia be an aristocracy of ability, regardless of race, color or creed.”

One of his first acts upon taking office was to issue a greeting to all employees and to state that “equal employment opportunity is the policy of the government of Virginia. I will not tolerate nor will any state official tolerate racial or ethnic prejudice in the hiring or promotion of employees in the state government. I hereby direct each official of the government charged with the responsibility for hiring and promoting employees to examine each candidate solely on the basis of his qualifications *and* potential.”

If women are to realize their full potential in the world of work there has to be a fundamental change in the thinking of men and women alike. This change is taking place but it has tended to be evolutionary when it needs to be dramatic. Leadership is required and in the Commonwealth of Virginia we believe that this leadership must come from the Governor and the government of Virginia as an employer must by precept and example show the way for private employers to follow.

Recommendation No. 1

We recommend that the Governor issue an executive directive to reaffirm his policy of “equal employment opportunity” and to include sex along with race, color and creed as non-merit factors to be excluded from consideration in employment.

Implementation of the Equal Rights Amendment

The General Assembly has enacted and the voters of this Commonwealth have ratified a new Constitution. This enlightened document contains an equal rights provision which guarantees to all citizens of the Commonwealth including women equal protection under the law.

Virginia is among the first states to enact such legislation and the members of the Senate and House of Delegates are to be commended for their foresight and forthright action. Prompt action is now called for to revise those sections of the Virginia Code which were enacted to protect women but have in fact operated to deny them equal employment opportunities.

Recommendation No. 2

We recommend that the Governor and the General Assembly, in their respective areas of cognizance and influence, initiate prompt action to revise any and all statutes, codes, regulations, policies and practices which deny equal rights and employment opportunities to women or any other citizens of the Commonwealth in contravention of the new constitution.

Civil Rights Act of 1964

Giant strides in the progress toward equality in employment for both women and men have been made since the enactment of Title VII of the 1964 Civil Rights Act. The Equal Employment Opportunity Commission is hampered in its efforts to promote nondiscriminatory practices by the simple fact that it lacks enforcement powers. Its role is primarily one of exhortation and conciliation. The EEOC has been unsuccessful in more than half the cases in which it had found discrimination to exist. Further, Title VII in its present form excludes State and local government employees and teachers from even the

limited protection afforded by the act. The President's Task Force on Women's Rights and Responsibilities has recommended and the Congress has under consideration legislation to strengthen the hand of the EEO in enforcing Title VII and to bring local and State government employees and teachers under coverage of the act.

Recommendation No. 3

We recommend that the General Assembly and the members of this Commission working through appropriate members of the U. S. Congress promote the enactment of an amendment to Title VII Civil Rights Act of 1964 to:

- a. Provide the Equal Employment Opportunity Commission with enforcement powers under the Act, and
- b. Extend coverage of the Act to include local and State employees and teachers.

Minimum Wage Law

Virginia does not have a minimum wage law. This fact was noted in the report of the first Committee on the Status of Women. A recommendation for the enactment of a statutory minimum wage law was contained in that report. Such a bill was drafted (House Bill No. 761) but failed to get out of Committee. It was made clear in the public hearings conducted by this Commission that a strong feeling exists on the part of Women's groups that a minimum wage law is needed to protect the rights of women as well as members of minority groups and young people in the workforce. Because the matter is controversial and the evidence is inconclusive the need for further study seems evident.

Recommendation No. 4

We recommend that the General Assembly act to establish a study Commission to review the need for minimum wage legislation in the Commonwealth of Virginia.

Funding and Operation of the Division of Human Resources

By act of the General Assembly (H 493) approved April 5, 1970, a Division of Human Resources was created in the office of the Governor. The preamble to this act states:

"Whereas, it is the responsibility of the State to protect the rights of all of its citizens with respect to employment training, health, education and the enjoyment of life on the basis of equality and equal treatment for all; and

"Whereas, through the expansion of awareness that discrimination, prejudice or intolerance tends to menace the peace and welfare of all the citizens of the Commonwealth, and lessens the capacity for productive citizenship which should be exercised with dignity and confidence by all; and

"Whereas, discrimination should be eliminated in employment, education, and training, and the economic, cultural and intellectual advancement of those ethnic groups which are minorities within the Commonwealth should be promoted;"

Unfortunately the General Assembly did not see fit to authorize funds for the establishment and operation of the Division of Human Resources. It is important to all of the citizens of this Commonwealth that this Division be made operational at the earliest practicable date.

Recommendation No. 5

We recommend that prompt action be taken by the General Assembly to provide meaning to their earlier action in creating the Division of Human Resources by authorizing the appropriation of necessary funds for its establishment and operation.

Recommendation No. 6

We recommend that the Governor move to appoint the Advisory Board authorized by the act and, as a matter of policy to include among its members the Chairman of the Virginia Commission on the Status of Women.

Recommendation No. 7

We further recommend that this Commission coordinate its efforts with those of the Division of Human Resources in attempting to eliminate discrimination as it affects women and all other citizens of this Commonwealth.

Elimination of Sex Discrimination in Public Media Recruiting

One area of continuing concern to the women of Virginia, as expressed in numerous and various ways to the Employment Committee, is the matter of discrimination in help-wanted advertisements, particularly in the classified ads section of daily newspapers. Our study of this matter is not complete but it is apparent that in many, if not most instances where ads are placed in separate male and female columns that the opportunity for discrimination does exist. In one instance the publisher of two daily newspapers, after informal negotiation with this committee, voluntarily included statements in his classified ads section inviting members of the opposite sex to file for positions for which they were qualified and interested regardless of which column contained the help-wanted ad.

Recommendation No. 8

We recommend that the Commission and all State organizations expand and accelerate efforts to eliminate or at least reduce sex discrimination in newspaper and other help-wanted advertisements.

Affirmative Action in Virginia State Employment

Most women work because of economic need. However, U. S. Department of Labor data indicates that their earnings for full-time year-round work are more than \$3,000 less than those of comparable male workers. Unemployment among adults is most severe for women of minority races.

The Virginia Employment Commission states that if the civilian work force goal of 2,220,000 people by 1980 is to be reached, an increasingly larger percentage of females will be required. There are serious inequalities in the labor market which result in under-utilization of women workers as well as unequal pay for equal work.

Virginia State Government Employment figures as of June 3, 1971 were:

Employee Breakdown by Salary, Race and Sex

Salary Range	<u>White</u>		<u>Black</u>		<u>Other</u>		<u>Total</u>	
	Male	Female	Male	Female	Male	Female	State Total	
\$ -	6	4	0	0	0	0	State Total	10
							Male Total	6
							Female Total	4
\$ 0 4,999	3232	5076	1676	2946	20	33	State Total	12,983
							Male Total	4,928
							Female Total	8,055
\$5,000 9,999	16752	11562	1788	2314	53	119	State Total	32,588
							Male Total	18,593
							Female Total	13,955
\$10,000 14,999	6114	1288	199	187	92	14	State Total	7,894
							Male Total	6,405
							Female Total	1,489
\$15,000 19,999	1709	148	70	21	44	7	State Total	1,999
							Male Total	1,823
							Female Total	176
\$20,000 24,999	531	36	14	1	9	0	State Total	591
							Male Total	554
							Female Total	37
\$25,000 99,999	330	20	1	0	5	1	State Total	357
							Male Total	336
							Female Total	21

Recommendation No. 9

Because we believe Virginia, as an employer, should set the model for others to follow, we recommend that an affirmative study be carried on and implemented in State government, preferably by the Division of Personnel, to achieve:

a. Equal promotion, reassignment, and salary reallocation opportunities for male and female employees of equal qualifications.

b. Equal amounts of state educational aid be given male and female employees on all levels, e. g.,

1. occupation
2. technical

3. undergraduate
4. graduate

GENERAL EMPLOYMENT DATA

About one-eighth of all women workers are of minority races. The labor force participation rates of minority women are generally higher than those of white women. Half of all minority women 16 years of age and over but only 43 percent of white women were in the labor force in 1970.

Unemployment rates are consistently higher for women than for men, for teenagers than for adults, and for minority races than for whites.

<i>Race and age</i>	<i>Average percent unemployed in 1970</i>	
	<i>Women</i>	<i>Men</i>
All races	5.9	4.4
16 to 19 years	15.6	15.0
20 years and over	4.8	3.5
Minority races	9.3	7.3
16 to 19 years	34.4	24.9
20 years and over	6.9	5.6

(Source: U. S. Department of Labor)

Women's annual earnings are substantially lower than those of men. Much of the difference is accounted for by the fact that women are more likely than men to have only part-time and/or part-year jobs. But even among workers fully employed the year round, women's median earnings are only three-fifths of those of men — \$4,977 and \$8,227, respectively, in 1969. This gap reflects primarily the differences in the occupational distribution of women and men and in the types and levels of jobs held within each occupation.

Median wage or salary incomes of year-round full-time women workers in selected major occupation groups in 1969 were as follows:

<i>Major occupation group</i>	<i>Income</i>	<i>As percent of men's income</i>
Professional and technical workers	\$7,309	65
Nonfarm managers	6,091	53
Clerical workers	5,187	65
Operatives	4,317	59
Sales workers	3,704	41
Service workers (Except private household)	3,755	59

(Source: U. S. Department of Labor)

While the figures cited above are U. S.-wide they nevertheless provide a guide for reflecting on the employment status of women in Virginia both now and for the next ten years. A large increase in work-force is projected. If projected needs are to be met, women will have to fill a larger percentage of the total work-force. The percentage of women working in Virginia is expected to exceed that for the U. S. as a whole.

Females, as a Percentage of the Civilian Work Force, will reach 39.9 per cent by 1980

	YEAR	MALES		FEMALES	
		VA.	U. S.	VA.	U. S.
VIRGINIA					
CIVILIAN WORK FORCE (age 16 and over)	1960	66.4	66.6	33.6	33.4
MALE-FEMALE DISTRIBUTION	1969	62.0	61.8	38.0	38.2
	1980	60.1	63.2	39.9	36.8

(Source: Virginia Employment Commission)

YEAR	TOTAL		MALES		FEMALES	
	VA.	U.S.	VA.	U.S.	VA.	U.S.
1960	56.7	58.4	80.3	81.9	35.9	37.1
1969	58.1	58.3	77.1	77.7	41.4	42.3
1980	59.0	59.7	78.3	79.6	43.0	41.9

*Civilian Work Force Participation Rates
Virginia Compared with the Nation
(Age 16 and Over)*

The fact that women will be participating in the work force in larger numbers in coming years should provide emphasis and impetus to the need for all necessary action to insure that equal opportunity in employment for women in Virginia becomes a fact and a reality now.

The Unfinished Task

Much progress has been made in recent years, especially the last two years, in achieving employment break-throughs for women. This has been true nationally as well as in Virginia. This progress must be attributed to many factors not the least of which is the changing attitudes of employers as well as women themselves. An important factor in Virginia has been the official recognition of the need for action by the creation by the General Assembly and the appointment by the Governor of the 19 member Commission on the Status of Women. Even more important has been the inclusion of an equal rights amendment to our new Constitution. While progress is being made much remains to be done. What is called for is a commitment on the part of all citizens

of this Commonwealth to strive until equal opportunity is recognized and practiced as the right of all citizens. This is Virginia's unfinished task.

Robert L. Fodrey
Chairman, Employment Committee

Committee on Employment

Chairman: Mr. Robert L. Fodrey

Commission Members

Hon. John Dalton
Hon. Wm. P. Robinson
Mrs. Audrey J. Walker
Miss Nettie T. Yowell
Mr. Anthony J. Trigiani

Consultant Members

Mrs. Agnes M. Ames
Mrs. Juanitta S. Baldwin
Mrs. Maude Hudson
Miss Yvonne S. Martin
Mr. Edwin C. Wallace, Jr.

Report of the
Opportunity Development Committee

INTRODUCTION

In recognition that problems facing today's woman may be generated in many areas not of primary interest to the Education, Employment, and Social Services Committees, the Opportunity Development Committee has sought to give attention to some of these areas of concern.

It is hoped that the projects and recommendations contained in this first report of this Committee will open doors of opportunity and bring greater protection under the law and in the market-place to the women of Virginia.

We intend to focus our research in the coming months on the particular problems facing women of minority groups, in order that this Commission may be able to suggest relevant programs for their solution.

Other projects under discussion include the further review of legal statutes affecting women and the development of a program for training volunteer women as counseling teams in their own communities.

PATERNITY LEGISLATION

The Commonwealth of Virginia is one of few States that allows no remedy for support from the father of the child born out of wedlock. To date, unless the father is willing to claim his paternity in open court, or sign an affidavit acknowledging his child, there is no way that he can be required to contribute to the support of that child.

The problem of the support of such children is, therefore, peculiarly a problem of women in Virginia. It is tragically true that in many cases the mothers of these children, either by circumstances or choices, find themselves locked into situations of hopeless poverty. It is clear that the circumstance of initial poverty or lack of sufficient education may bar a woman from knowledge of adequate birth control measures, or available abortion. It is also true that many women, loving their children despite irregular circumstance, choose to keep and raise them, rather than give them up for adoption.

To ask for some remedy to help these women in caring for their children is to make no special pleas for privilege for women. There is no injustice in asking that because it does take two, both parents of the child born out of wedlock should be held responsible for its support.

There is available to the legislature a Uniform Act on Paternity (1960) which would cast on the father the full burden for support of his illegitimate child. We would recommend that the wording be changed to indicate that the father be liable for a "fair share" of support, to be determined by a court according to the circumstances of the case. The law has long assumed that the female is only secondarily liable for the support of her children. It would be a fairer statement in our modern society to acknowledge that many women can, and should, contribute to the care of their children, not only in services, but also economically.

FAMILY LAW

The basic unit of our society is the family. Much of the essential nature of the status of women in our Commonwealth is determined and controlled by the

place of women in the family. Most laws, which articulate the role of women, concern themselves with the protection of women in their role as wives and mothers, outside the money-economy, and, to a large extent, dependent upon the earning power of others.

As the role of women in modern society widens and changes, so the laws must reflect that change. Centuries of tradition and legislation have created an intricate net of rules and definitions which should be re-examined in the light of woman's changing responsibilities within the society in which she lives.

The law of inheritance rights, marital property, child custody, divorce, annulments, alimony, and child support, as well as the taxation of families, all should be drawn together in a full picture of the law, by a study which would try to answer not only the question of specific reforms of the law, but also the questions inherent in determining the needs of the people whom the law serves.

DIVORCE

Section 20-91 of the Code of Virginia lists among others, the following grounds for divorce:

“(7) Where, at the time of the marriage the wife, without the knowledge of the husband, was with child by some person other than the husband.

“(8) Where prior to the marriage the wife had been, without the knowledge of the husband, a prostitute, such divorce may be granted to the husband.”

We contend that by listing as grounds for divorce two specific areas of sexual behavior which apply to the female alone, the Virginia law discriminates against women, contrary to the spirit of the newly adopted Constitution of the State, Article I, Section II.

The alternatives to the legislature seem to be these:

1. Repeal these sections of the Code, as non-conforming to the Constitution, and reflecting an unacceptable sexual double standard.

2. Enact additional grounds for divorce to provide:

- (1) That a female who discovers, subsequent to the marriage, that her husband has been the father of a child by another woman may on that ground obtain a divorce.

- (2) That upon a showing that the male spouse, before marriage, had been a frequenter of prostitutes, and that the female entered the marriage without knowledge of that fact, a divorce may be granted to the wife.

The State of West Virginia already has on its statute books these alternative grounds. Each of the grounds mentioned above has valid reasons for its use in this area. Most women would find the prospect of an unacknowledged child of their husband by another woman threatening in the extreme—not only for social reasons. For example, funds they might reasonably expect to be applied within the family might be diverted elsewhere. It also is true that a woman of some sensibilities might well find her husband's past association with women on an unfeeling commercial basis grounds for real repugnance and an impairment to the essence of the marriage relation.

PROSTITUTION

Section 18.1-194, 195 and following of the Code of Virginia deals with the behavior surrounding the practice of prostitution. It is clearly the legislative

intent to prevent this practice, which so degrades, abuses, and endangers the prostitute, who is most often a female.

The legislature, however, has been seriously remiss in failing to apply severe sanctions against the customer who makes the industry flourish. Although the law does include possible penalty for the person who frequents, resides in, or at, or visits for immoral purposes any bawdy place, we feel that by and large the emphasis of enforcement is placed on the prostitute, those who control her, and any person who receives money from her earnings. If the risk of arrest and fine or imprisonment were serious to the male who takes advantage of this criminal practice, the intent of the legislature would be better achieved.

Where, by and large, the only persons under control of the law are those who make up only half of the trade, there is a greater opportunity for corruption of our law enforcement officials, in order to countenance behavior by the "respectable" community that is, in fact, criminal.

HELP-WANTED ADVERTISING IN VIRGINIA

This committee believes that the listing of jobs in newspapers by sexual classification can be an inhibiting factor to women seeking employment, as well as reflecting the prevailing discriminatory attitudes of employers throughout the Commonwealth.

Because women often will not even apply for jobs that are listed, "Male Help Wanted" many businesses are able to sustain male-female discriminatory categories both in work and salary without real challenge, even though such discrimination violates provisions of the State and Federal law.

We feel that the best interests of both the men and women in Virginia would be served if the newspapers and magazines of Virginia would adopt the policy of listing advertisements for employment by job categories only.

The opportunity Development Committee concurs with the recommendation of the Committee on Employment relative to media advertising.

"HOLDER-IN-DUE-COURSE" DOCTRINE

In the context of modern retail credit sales, the "holder-in-due course" doctrine affords the retail seller an unnecessary degree of protection and enhances the investment of the note's purchaser, all at the expense of the customer who made the purchase. It is a particular hardship to single women, elderly widows, and the low-income and underprivileged citizens who are least familiar with business practices.

The "holder-in-due-course" doctrine works like this. The retail seller assigns (or sells) the customer's note to a bank or finance company (usually at a discount) and obtains immediate capital to pay his debts and reinvest in his business, and at the same time avoids the chore of overseeing the collection of the installments due on the sales contract.

The purchaser of the note acquires the right to receive payments on the note directly from the customer, irrespective of whether the goods purchased turn out to be faulty, or the services contracted for are performed.

In effect, the customer caught in the "holder-in-due-course" game is left without recourse. The seller, who already has his money, says "I am sorry, but your problem is not covered by the warranty"; or perhaps the seller was a door-to-door salesman who has disappeared completely without providing the services or product he "sold" to the customer. But the buyer of the note says, "I cannot accept responsibility for the faulty merchandise (or the service or the

product you didn't receive); you should take your problem to the man who sold it to you. I am interested only in the money you owe me."

The fundamental inequity of applying the "holder-in-due-course" doctrine to retail installment sales is that it deprives the customer of his only effective bargaining tool in the case of defective goods or services and other types of non-performance by the seller—that is, suspension of payment until the dispute is resolved. It separates the customer's obligation to pay from the seller's obligation to perform. It places virtually all the risks of an installment sale contract upon the party with the fewest resources and the least knowledge.

The argument has been made that removal of "holder-in-due-course" protection would dry up the sources of consumer credit or put finance companies out of business. The experience of those States have already modified or restricted the availability of the "holder-in-due-course" doctrine indicates that this is not a valid argument. Not only are the finance companies continuing to operate in these States, but they are able to protect themselves, for example, by requiring reserve deposits from sellers of installment paper, and the self-policing that results rebounds to the benefit of customers and ethical businessmen alike. The National Association of Attorneys General at their annual meeting in June passed a resolution supporting the proposed Federal Trade Commission rule to eliminate the "holder-in-due-course" doctrine in interstate commerce. The Attorneys General in many States enforce consumer fraud and protection programs, and thus have firsthand knowledge and documented evidence of the hardship and economic loss that this doctrine has created for the customer. Their offices have advocated elimination of the "holder-in-due-course" doctrine as it applies to notes executed in connection with retail sales in their respective States.

JURY SERVICE

House Bill 215, a bill to amend the Code of Virginia relating to persons exempt from jury service and lists of jurors, as passed by the last session of the General Assembly, allows a "woman to notify the clerk within 15 days of the date of the notice that she has regular custody and is responsible for a child or children 16 years of age or younger, or a person having a mental or physical impairment requiring continuous care during normal courts hours, and she does not desire her name to be placed upon the list."

As this exemption represents the only special consideration now available to women under the Code relating to persons exempt from jury service, and as this exemption does not appear to be a discriminatory one, but rather a valid reason for exemption which should be recognized, the Opportunity Development Committee does not recommend any further amendments to the Code of Virginia as it relates to jury service by women.

THE QUALIFIED WOMEN ROSTER

In compiling the roster of names of qualified women throughout Virginia, we have contacted State Chambers of Commerce and local chambers, the Citizens' Committee of the Status of Women, clubs and women's groups, academic institutions, hospitals, and other institutions. We now have a master address list. A questionnaire that we have adopted is being sent to these organizations so that they will provide the names of qualified women for the roster. The committee has been authorized by the Commission to proceed with the compilation and publication of the roster.

CAREER-ORIENTATION

Another project undertaken by this committee, which we feel will be especially helpful to women in the Commonwealth, is the preparation of a series of booklets designed (1) to outline professional and home opportunities for high school girls; (2) to motivate elementary students to continue in school; and (3) to assist young retired women and domestics to find gainful employment.

Initial drafts of these booklets are now being reviewed and it is expected that the project will be completed very shortly.

DIVISION OF HUMAN RESOURCES

This committee strongly concurs with the report of the Committee on Employment relative to the funding and operation of the Division of Human Resources.

RECOMMENDATIONS

1. That the legislature of Virginia provide an acceptable remedy for contribution from the father of a child born out of wedlock to its support, and provide in such legislation, that action be brought by any public agency which has assumed the burden of support for the child.
2. That this Commission, in co-operation with the Virginia State Bar, authorize a committee of the best available persons experienced in the practice of family law or in the study of law in this area, to generally review the structure of laws applicable to women and their family relationships; to evaluate any possible inequities in that structure; and to make specific recommendations to this Commission and thereby to the legislature of Virginia.
3. That the legislature of Virginia revise the sections of the Code of Virginia pertaining to divorce to bring them in line with the spirit of the Virginia Constitution.
4. That the legislature of Virginia enact a statute to prove that all parties involved in any acts of prostitution or fornication should be subject to equal prosecution under the law.
5. That the legislature of Virginia eliminate the "holder-in-due-course" doctrine; that Virginia provide for the protection of all of its citizens, but especially to bring relief from this unethical practice to the women, the poor and the unsophisticated upon whom this doctrine works a real hardship.

Opportunity Development Committee

Chairman: Mrs. Dorothy Burkhardt

Commission Members

Mrs. Ruth Harvey Charity
Mrs. Elsie M. Powell

Consultant Members

Dr. Patricia M. Gathercole
Miss Marguerite Gilmore
Mrs. Fran Minor
Mrs. Mary Thrasher
Mrs. Ulrich Troubetzkoy

REPORT OF THE COMMITTEE ON SOCIAL SERVICES

Women of Virginia have not always been included in the total legislative process of the State. For centuries they have not been recognized as full partners in the life of the Commonwealth and there has been much unawareness of the extent of injury done by the resulting problems.

One of the purposes of such a Commission on the Status of Women is to study, research and conduct surveys in areas of special problems of women, and to acquaint the legislature with women's special needs.

Of extreme importance in improving the life of any group, is the area of social services. Improvement of any situation must be based upon the understanding of it. Much study and research is required if genuine understanding is to be achieved. The field of Social Services embraces a very broad spectrum. Therefore, the sub-committee on Social Services selected special priority concerns for study and research, based upon information coming out of the Public Hearings and the letters from many womens' groups.

Our first report and recommendations include these priority areas: 1. Day care centers, 2. Abortion, 3. Problems of the aging.

DAY CARE CENTERS REPORT

by

Phyllis M. Pendergraft

Recognizing both the magnitude and the priority with regard to the subject of Day Care Centers, the committee felt that a professional study was needed. We were most fortunate in obtaining the monies to have such a study made. My study was made by Mr. William Serow, Assistant Director of Bureau of Population and Economic Research of the University of Virginia. We assisted Mr. Serow by providing reference materials and seeking out knowledgeable individuals. Mr. Serow's report is published as Appendix A to the report of this Commission. It is a most comprehensive study and as a result offers the following recommendations:

1. Although current data on the status of working women with children under six years of age is not available, it is estimated that there are between 111,600 and 136,700 children five years of age or under whose mothers are in the labor force. The need for day care is estimated at between 33,600 and 68,400 spaces.
2. The capacity of existing facilities is estimated about 23,200, leaving a shortage of between 11,800 and 45,200 spaces. This represents a conservative estimate of the potential demand for day care facilities that currently is not being met.
3. The costs of meeting this level of demand may be quite high. Depending on the level of facilities and services provided and the number of children involved, it is estimated that the total cost required to meet the need in the first year could run as high as \$180 million. Recurring costs could amount to \$90 million per year.
4. The Federal government and some states, notably Illinois and New York, have enacted legislation providing for the establishment, equipping, and operation of day care centers, and the training of necessary personnel to staff these centers. Interest on the part of business, though presently small in terms of number of centers operated, is growing, both in the sense of providing care for children of employees of the corporation, and of providing quality care on a commercial basis.
5. To meet the need for day care in Virginia, interest and concern must spread to all segments of society. Funding is of primary importance, and governments, businesses, and individuals will have to respond if concern is to be translated into action. The following steps might be taken:
 - a) A series of more comprehensive studies could be initiated. These might include:
 - 1) A state-wide in-depth survey to determine the needs for day care among all segments of the population, not merely children with mothers in the labor force, since an ultimate goal might be the provision of day care for all children in the State.
 - 2) A study of modern techniques used in day care centers, so that new facilities will provide a useful educational and social service to the child and not serve merely a custodial role.

- 3) A thorough survey of legislation pertaining to day care enacted by other States and of problems encountered in implementing the programs, so that once-made mistakes will not be repeated.
- b) Programs should be initiated at more educational institutions, particularly the community colleges, to train additional persons to function as directors and supervisors of day care centers. In the final analysis, it is the center personnel upon whom the success or failure of day care will depend.
- c) State expenditures for day care, currently consisting of reimbursement of localities for the state's share (15%) of federally-sponsored programs should be continued.
- d) Specific tax incentives might be given to industry to encourage their support of day care centers. This could be enhanced with the demonstration that the recruitment and training costs of replacement labor are probably greater than those of providing day care to the children of an experienced worker who would not otherwise be available without satisfactory day care for *his* or *her* children. Efforts to locate industry in the less developed regions of the state should include provision of adequate day care for children of prospective workers, perhaps as a cooperative venture between the industry and state and local government.

Using the most conservative figures, 46,000 children in Virginia are in need of Day Care. These children must be cared for and protected. We must at all times be cognizant of their well being. Section 63.1-195 of our Virginia Code defines a Family Day Care Home as: "A family day care home means any private family home in which a child or children are received for care, protection and guidance during only a part of the 24 hour day, except children who are related by blood or marriage to the person who maintains the home." Section 63.1-196 reads "licenses are required," Item 5 reads "a family day care home has to have a license."

Until such time as the needs of our children are met and adequate facilities are provided in all localities, we would recommend that this law be changed to read "A family day care home means any private family home in which three or more children are received for care, protection and guidance during only a part of the 24 hour day, except children who are related by blood or marriage to the person who maintains the home."

Because many of our very capable United States legislators have unquestionably recognized that day care centers are a pressing priority today, legislation providing for a major new federally-funded Day Care Program is nearing the final stages of action in Congress. This program would extend day care services to the children of the wealthy as well as the poor. It is imperative that our Commonwealth have a plan of action for maximum utilization of the Federal funds that may be made available. It is then our recommendation that the General Assembly authorize the formation of a Commission to study Day Care Centers. And, that such a Commission consist not only of members of our distinguished General Assembly but also of other knowledgeable and concerned individuals.

We cannot escape the problems facing our fathers, mothers and children today. We must recognize them and pursue them with all diligence. Much has been done with regard to Day Care Centers, but much more needs to be done. Reevaluation of existing Day Care Centers is necessary. In many cases there is a definite lack of knowledge regarding law interpretation. In many cases there is a definite lack of motivation - the investigation of new concepts and new educational trends. In all cases there is a lack of money. It is the responsibility

of our present Day Care Directors to relate to their community. Many do not know how, many do not care how. It is impossible to stand guardian over every existing center; and, yet we must in all cases seek to strengthen and encourage new growth. For these reasons, we recommend the Governor's Office take the initiative in strengthening these Day Care Programs across the Commonwealth by bringing the local administration together for the purpose of education and exchange of ideas, if necessary, through a Governor's Conference in 1972.

Finally, we would recommend that as many members of the General Assembly as possible tour the Child Health Care Center located in Verona, Virginia. This center is sponsored by the Amalgamated Clothing Workers of America and the employers within jurisdiction of the Baltimore Regional Joint Board of the Amalgamated. This is Day Care in its truest form.

Phyllis M. Pendergraft, Commission member

We would like to acknowledge the contributions and assistance of the following persons:

Mr. Robert Kirby, Director State Planning and Community Affairs

Dr. John Knapp, State Planning and Community Affairs

Mr. Charles Meiburg, Director Bureau of Population and Economic Research, University of Virginia

Mr. William Serow, Assistant Director Bureau of Population and Economic Research, University of Virginia

Honorable J. Kenneth Robinson, Seventh Congressional District

Dr. Josephine A. Foster, Virginia Polytechnic Institute and State University

Mr. Jerry Zaccaria, Director Child Health Care Center, Verona, Virginia

Miss Ann Jones, Department of Welfare, Roanoke, Virginia

Mrs. Polly Brumfield, Director United Church Nursery, Waynesboro, Virginia

Mr. G. O. Pendergraft, Jr., Superintendent of Social Services Department,

PROBLEMS OF THE AGED

One in every ten Americans has reached or passed the age of 65 and the number is growing at the rate of 900 per day. Of this group, 25 percent are poor, struggling to live on a fixed income, and are often isolated against the problems of health, housing, transportation, employment and retirement. Because women have a longer life expectancy than men, it is evident that the problems of women over the age of 65 must be considered in the status of women in Virginia. The President of the United States has asked the 1971 White House Conference on Aging to formulate a national policy on aging. The conference must come up with a broad plan — comprehensive enough and practical enough to make the later years of life worth living, pleasurable for the people who live them, and productive for this country. This conference was held in Washington in November of 1971, and the recommendations of the conference will help to provide the goals that should be sought in solving the problem of our aged citizens.

LONG-TERM CARE FACILITIES

The Commission recommends that the State provide grants to localities for the construction of non-profit and public nursing homes, with priorities established for community needs.

As Virginia's aged population continues to grow, homes that offer adequate care and economical rates will be increasingly in demand. Public agencies must be able to purchase care for the needy at a reasonable cost. The private individual or family with a moderate income cannot pay an increasingly high monthly rate for a long period of time.

Recognition should be given to private enterprise which, for the past 20 years, has taken a major role in building and operating long-term care facilities. Apparently the limited economy of those areas has not been attractive to the proprietary operator. There is an obvious lack of facilities to provide long-term care for the low-income aged group. This type of service is of particular need to the widow who is alone and must depend on her Social Security or other small retirement income. Although only about nine percent of the total aged population require long-term care, this is still a significant number of costly institutional beds. Although the precise number of geriatric beds required in the State is subject to varying estimates by varying experts, it is generally conceded that a large number of new beds are needed now and for the future. A conservative estimate of the total need for beds in nursing homes and homes for the aged places the number at 29,524. With some 3,500 of the existing 19,000 beds located in State hospitals, the communities, at present, are short approximately 10,000 beds.

GERIATRIC PILOT PROJECT

The Commission supports the present geriatric pilot project being conducted at Eastern State Hospital in Williamsburg. This project provides a program of screening patients in the community before admission to the State Hospital. Since this project has been in operation, the total admissions to the hospital have been reduced by more than 50 percent.

A physician-social worker team has been the prime service provider, with the local, general hospital serving as a back-up facility providing staff and equipment essential to determining rehabilitation potential and providing intensive treatment. Home services in the community and related programs such as friendly visitors, "meals on wheels," daycare programs, public health

nursing services, and assistance from home health aids, have been reviewed by the Commission. As an adjunct to family efforts, such programs can be of great help in providing at least a semblance of normal social relationships. In order to explore the potential of such programs as a means of avoiding or postponing institutionalization, it is recommended that they be introduced on a pilot basis, in conjunction with the proposed programs on pre-admission screening and patient placement. In this manner, community programs would have to relate to the needs of actual or potential State hospital patients.

Experience has shown that a transportation program is essential if community services are to reach the elderly people who are in need of such services. It is the Commission's recommendation that the pilot program also consider methods of providing suitable transportation for the elderly persons and prepare a realistic analysis of the cost involved.

PROPOSALS FOR IMPROVEMENT OF EMPLOYMENT OF OLDER CITIZENS

Various ways of making programs more effective have been suggested. Certainly Government should set an example for private industry by rigidly observing the law against discrimination on the basis of age and by setting up a self-policing mechanism in the Civil Service Commission. While quota systems have been suggested, they are generally considered impractical.

Expansion of rehabilitation programs for older workers, as well as for the handicapped, has been advocated and undoubtedly would be helpful.

Many ways of improving the public employment service are feasible. With larger staffs and more adequate budgets, these Federally-funded, State-administered programs could:

- a. Change their image by making more effort to get highly qualified persons seeking change of employment to utilize the service. This could have the effect of establishing strong relationships with employers which would lead to the hiring of some of the hard-to-place, as well as of those whose services are in greater demand.
- b. Improve services to both employers and job seekers by hiring occupational specialists.
- c. Emphasize counseling; specially trained counselors are needed to help older workers adjust to the realities of the job market, to motivate them to obtain training, and to work with them on individual problems.
- d. Expand data collection. Cost-benefit studies and the collection of statistics and other data would help pinpoint the scope and nature of the special problems of older workers and indicate courses of action.
- e. Enforce Age Discrimination Law. At present, circumvention of this Federal law is often condoned on the grounds of increasing placements. A strong enforcement program is needed and more effort must be made to discourage employers from setting unnecessarily high educational or other requirements if the Age Discrimination Law is to be effective.

PROBLEMS RELATED TO ABORTION

The Commission recognizes that there is growing concern in Virginia for the right of a woman to choose whether she shall bear an unwanted child. At the Commission's public hearings, in the mail that we have received, by phone calls and personal interviews, the Commission has received strong testimony from both sides of this emotional and controversial subject.

The Committee on Social Services has consulted with two Virginia gynecologist-obstetricians, two Virginia lawyers, two State legislators, YWCA volunteers and staff, Planned Parenthood, the Health and Welfare Council, and two married women who have had illegal, out-of-State abortions. In addition, we have studied the Virginia Status of Women's public hearings, newspaper articles from the Washington Post, the New York Times, the Richmond Times-Dispatch, the Alexandria Gazette, the Northern Virginia Sun, 15 letters from individuals, the Maryland abortion statutes, the Association for the Study of Abortion, Inc., report, the Honorable Eleanor P. Sheppard's files regarding the proposed 1970 Virginia legislation, and the book entitled, "*Abortion: Law, Choice and Morality*," by Daniel Callahan.

The Commission attempts to speak for all of the women of Virginia, but finds them almost equally divided so that a moderate course is fraught with difficulty.

In fairness to the organizations that have approached us, we list for consideration four suggestions that have come from various sources. These are given as information to further alert the members of the legislature to the public's thinking on this issue:

- (a) Residency requirements should be waived if the woman works in Virginia, or if she has previously been a patient of a Virginia physician, or if her life is in danger.
- (b) Written consent of the woman's husband shall not be required.
- (c) A woman at the age of 18 shall be deemed competent to give her consent in the manner as though she were 21 years of age or older.
- (d) The well being of the person seeking abortion should be protected by providing for counseling services. Services of physicians and counselors should be within the financial reach of persons in need of them.

The committee refrains from presenting the above as recommendations.

Social Services

Doris J. Robinson, *Chairman*

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Resume' of the
Public Hearings
of the
Virginia Commission on the Status of Women

April 15, 1971Richmond, Virginia
June 17, 1971Roanoke, Virginia
June 24, 1971Norfolk, Virginia
June 30, 1971Alexandria, Virginia

REPORT ON PUBLIC HEARINGS

In Richmond, on April 15, 1971, public hearings were held at the State Capitol, chaired by Doris E. Kean, Commission Chairman.

Segregation by sex was a concern of Ms. Phyllis Conklin of the American Civil Liberties Union. She stated that there are still three women's colleges in the State, Longwood and Radford, which are limited to women by law, and Mary Washington which is not limited by law, but has fewer than 25 men. At William and Mary, the admission of women is deliberately limited, and VPI and State University have a very small number of women, and Madison is still largely female. She said also that women's colleges are inferior to men's, a statement justified by measuring the appropriation to each institution, or the value of the libraries.

A deduction for child care expenses should be permitted from Federal and State income taxes, said Mrs. Zelda Nordlinger of the Women's Rights of Richmond. She advocated allowing women to go to public school when married or pregnant; that women should get their fair share of scholarships and fellowships; that dormitory rules for women should be made similar to those of men; the State should have a more reasonable maternity leave policy; that more college administrators should be women; that the nepotism rule be abolished; that legal barriers to contraceptives, sterilization, and abortion should be repealed; that women should be allowed to retain their maiden names if they wish; that women's labor regulations be abolished; and that divorce should be allowed for irreconcilable differences.

Ulrich Troubetzkoy, representing the Virginia Press Women and the Citizen's Committee on the Status of Women, favored child care deductions on income taxes and suggested that they be allowed as an expense of an independent money-making project. She also spoke for voluntary integration of want ads in the newspapers, and suggested that the recommendations of the President's Task Force on Women's Rights be implemented.

The American Association of University Women was represented by Mrs. J. J. deHart. She said that there is an enormous need for adequate counseling of women entering the labor force and that discriminatory admission policies in the institutions of higher education existed. She also felt that there is a need for day care centers and a need for women in State and Federal government offices, including elective offices.

Mrs. Emanuel Last of the Richmond Chapter of the National Council of Jewish Women said that at their national meeting, they passed resolutions supporting legal equality for women, the elimination of abortion limitations, and equal pay for women.

Flora Crater of the Northern Virginia Chapter of the National Organization for Women (NOW), assisted by several members of the organization, presented a lengthy and well-documented report, covering the areas of Education, Employment, Day Care, and Reproduction and its Control.

Among their recommendations were: correction of the stereotyping and neglect of women presented in educational materials, more realistic career counseling of girls and women, correction of discrimination in the field of higher education, the need for revision of opportunities offered to girls in school sports programs, abolition of arbitrary termination of employment because of pregnancy, and the establishment of in-service training programs.

In the field of child care, NOW supports child development services to include day care centers, day care homes, after-school care, emergency care, parent education workshops, and special programs for mentally and physically handicapped children.

The speakers listed eight specific goals:

1. Passage of the Equal Rights Amendment to the U. S. Constitution
2. Enforcement of laws banning discrimination in employment on the basis of sex.
3. Passage and enforcement of laws guaranteeing maternity leave rights in employment and in social security benefits.
4. Revision of tax laws to provide deductions for home and child care expenses for children of working parents.
5. Child day centers for all income levels.
6. Elimination of all sex discrimination at all levels of education.
7. Provision for equal job training opportunities and allowance for women in poverty.
8. Removal of laws limiting access to contraceptive information and of laws prohibiting abortion.

The Virginia Planned Parenthood League, and its representative, Eda Martin, support the freedom of choice to have children, the availability of sterilization and abortion to all income groups, sufficient medical facilities for birth control, and further education for teenagers.

Louise Quist of the Virginia Federation of Business and Professional Womens Clubs spoke for further attention to drug abuse, licensing of automobile mechanics, and uniform jury selection. Irma Thompson of the Virginia State Federation of College Women said that television coverage of women should be improved. She complained that the women's place and character are crudely represented on television, and that such programs were a bad influence on children.

Sarah Hughes, President of the New University Conference, Peninsula Chapter, maintained that the Southern lady image was being perpetuated because of the narrow choice of subjects available to women and because of biased counseling. She noted also discriminatory dormitory regulations, and the male-dominated faculties. She cited many areas of the academic community which needed improvement.

Recommendations of this group included that the State Council on Higher Education be composed of 50% women, that women be promoted as administrators, that a Women's Rights Bureau be established to enforce policies working toward elimination of discrimination because of sex, that all

sexually segregated institutions be integrated, that VMI become a coeducational liberal arts college, that the "nepotism" law be abolished, that school housing be voluntary for both sexes, that expanded medical services should be available to women, and that there should be 6-week maternity leaves with no loss of status imposed upon return to work.

Evelyn Butts, President of the Women of Virginia, Third Force, suggested that State commissions and boards should have more women members, and that there should be more women in politics. The salaries of domestic servants also should be improved, she said.

Ms. Mary Shank of the Portsmouth Business and Professional Women's Club spoke of the need for revision of the Virginia Law relative to child support.

Mrs. Mason of Women for Political Action expressed disappointment that the problems of minority groups were not being considered separately by the Commission, because she felt that black women's problems are not really comparable to white women's problems.

The president of the Committee for Equal Opportunity for Women in the Legal Profession, Dorothea Peters, cited results of a survey of attitudes among the bar association and law students toward women. She said that 86 percent of those surveyed felt that there is discrimination against women in the legal profession and 31 percent thought that the discrimination is justified. 57 percent were willing to accept a woman as a boss, 57 percent as an associate, and a vast majority as subordinate. Many thought that women should be limited to research, domestic relations, or other specific fields. 67 percent thought that a woman could be as effective a trial lawyer as a man.

Speakers for the Tidewater Division of the National Organization for Women said that the present abortion laws allow abortion for the higher income classes, the articulate, and the wealthy. Because abortion laws have residency requirement it prevents army wives from having abortions, based on President Nixon's policy statement that military bases should follow the abortion laws of the State in which they are located.

The Tidewater Division was also concerned with discriminatory want ads, child care, marriage, divorce, and job opportunities. That organization feels that child care centers should be the responsibility of the communities, and that the care should be made available to all sorts of mothers.

On June 17, 1971, the Commission on the Status of Women held public hearings at the Hotel Roanoke, in Roanoke, Virginia, chaired by the Honorable John Dalton, Commission member.

Mrs. Lela Spitz, representing the Roanoke Valley League for Planned Parenthood, urged the Commission to insure provisions for the ready availability of contraceptive measures and information of all sorts, as well as adequate sex education in the schools.

Elizabeth L. Nichols, representing the Roanoke Valley Women's Coalition, expressed that group's opposition to all forms of discrimination based upon sex. She posed 30 problem areas relating to the status of women in Virginia which the organization wishes the Commission to consider.

Mrs. Spitz cited the following reasons for planned parenthood:

1. Population explosion: As the population increases, so does pollution and its health hazards. We are running out of land, clean air, and clean water.
2. Infant mortality rate has decreased: Owing to antibiotics and better health care, more children live to become adults.

3. Life expectancy has increased: Because of these same advances in medicine, people live longer; and there are just too many of us.
4. Improving our quality of life: This means that we must make things better, before making them bigger. This applies to families as well as communities.
5. Unwanted children: These children often become abused or neglected.
6. Neglected children: These children often become problems to themselves, their families, and their school. They may eventually become delinquents and create problems for the community as well.

Although Ms. Nichols' organization favors liberalized abortion laws for the State of Virginia, she emphasized that they oppose any forced or coerced sterilization or abortions for any reason.

The Coalition also supports the principle that an individual should be employed, salaried, and promoted solely on the basis of ability.

In addition, the Coalition is opposed to the pseudo-liberal argument for the legalization of prostitution, and alimony where there is no need. Capable adults should be mutually responsible for the financial support of their children.

Mrs. Barbara Zagrodnik, a member of the Lynchburg Chapter of the Virginia Society of Human Life, stated that her organization was opposed to any further liberalization of Virginia's abortion laws, and deplores the changes in the law which were made last year.

Public hearings were held on June 24, 1971, in the City Council Chamber of Norfolk, Virginia, chaired by Robert L. Fodrey, Commission member.

Mrs. J. Goodenow Taylor, of the National Council of Catholic Women, Tidewater Deanery, spoke in favor of day care centers, especially for the poor mothers, and advocated that legislation be passed making pay and employment benefits for women equal to those of men.

Speaking as an individual, and representing no organized group, Mrs. Jewell Shalhoup indicated that salaries for women were not as great as those for men, and that women must work for a longer period before enjoying advancement. In addition, Mrs. Shalhoup favored a more reasonable pregnancy leave, better day care centers—to be open at night—and better counseling services for divorced women and their children. She suggested that the women's pages of newspapers devote more space to relevant subjects, instead of the trivia that now is printed.

Mrs. Arthur Gallagher of Richmond stated that the Diocesan Council of Catholic Women were very much against the relaxation of abortion laws.

Speaking for the Virginia Employment Commission, Doris Hindlinn mentioned the revolutionary change which has occurred in women's employment in recent years. Women who have left the work force because of pregnancy, return to work after the children are grown and have difficulty securing good jobs. She suggested that training programs conducted by the Employment Commission and other methods of counseling be created as a means of preparing the mother to reenter the work force.

Mrs. Margaret De Bolt of the Tidewater Chapter of the National Organization for Women advocated the repeal of abortion laws and residency requirements for abortion.

Minimum standards for licensed child care centers, promulgated by the

Department of Welfare and Institutions, were objected to by Genevieve Brothers. She felt that the center should provide 24-hour child care service for mothers who work late hours.

Equal employment opportunity and equal pay for women was favored by Beverly Essenwine.

Mr. Eugene Enslin discussed policies of the United Nations relative to discrimination against women and spoke in favor of the proposed Equal Rights Amendment without amendments. She said that girls in high school and college should be told in their counseling that most women must work; that there should be legislation appropriating money to train women for work and to finance day care centers; that male-female ads for employment should be illegal; and there should be a State minimum wage law.

A resident tenant of a Norfolk public housing project spoke in favor of a rent-scale study. She stated that she thought that tenants should be on the local housing boards so as to be consulted when changes are made in conditions. She noted also that she thought that white teachers should be given a course on blacks before they begin teaching in predominately black schools.

Representatives of the Tenants Rights Union told of the bad conditions in certain areas of Norfolk, caused by the fact that the slums were obliterated, but not enough houses were built to accommodate the former dwellers of the slums. She cited a need for legislation to protect tenants from landlords.

An aspect of the status of women not mentioned previously in the public hearings is that problem which confronts the middle-aged woman re-entering the job market in her 40's or 50's. Jocelin Canter suggested that community centers be provided in which some talented persons could teach others skills.

Mrs. Hattie Long of the Welfare Rights Association said that Norfolk has cut down on the amount of funds set aside for general relief, even though the State has increased its allotment. She spoke in favor of free 24-hour day care centers.

The Young Women's Christian Association represented by Mrs. Ellis W. James suggested that abortion laws be repealed, because they made a legal problem out of what should be merely a medical problem.

Mrs. Lucille R. Boutillette spoke against repealing abortion laws citing that it was degrading to womanhood to permit abortions on a permissive basis. Alternatives to abortion are good adoption facilities and other social services which would make child-bearing and dealing with handicapped children less of a burden.

Mrs. Eleanor King, representing Women for Political Action, read a statement relative to employment, especially as it affects minority women which recommended that a special study be made of this subject, as well as of factors related to government employment.

This group also strongly recommends implementation of the proposed Virginia Division of Human Resources and suggested improvement of the quality and quantity of counseling available to women. In addition, it was recommended that State-wide conferences be held on the problems of black women and touched upon health care needs and welfare problems.

Mrs. Alda Barnes pointed out to the Commission that the reason women and minority groups are having difficulty in obtaining jobs is that there is not enough industry in Norfolk to provide a sufficient number of jobs.

Representing Tidewater Fair Housing, Ellis James suggested that many of

the conditions mentioned in the hearing could be alleviated only if a human rights commission were created.

Mrs. George Douglas of the Society for Human Life said that abortion laws are weakening our regard for human life. She said that the position of women cannot be improved without safeguarding life at the same time.

Also representing the Society for Human Life, Mrs. Alex Williams stated that the law must protect human life from deliberate destruction, and that an unborn child deserves the same protection as any other human being. Problems caused by unwanted children can be alleviated by other methods, such as better health and housing facilities, better education, and welfare.

Peter Melchoir cautioned that many of the troubles reflected by the speakers were discriminations and inequities that have existed since the beginning of time. He said that individuals can overcome their specific problems.

On June 30, 1971, public hearings were held in the City Council Chambers of Alexandria, Virginia, by the Commission on the Status of Women, Chaired by Dorothy Burkhardt, Commission member.

Miss Nancy Bird, representing the American Civil Liberties Union pointed out ways in which she felt women were discriminated against: housing, types of employment, wages; married women cannot be sexually sterilized without the consent of the husband; housewives may be excluded from jury service; it is a criminal offense to impugn the chastity of a female; females are prohibited from working in mines and quarries; a single girl has no independent domicile, but rather the domicile of her parents.

Miss Bird stated that girls were discriminated against in school sports and that women were discriminated against under the income tax laws because they are not permitted to deduct the cost of child care. She recommended that no guardian be appointed for a child if either parent survives; that either spouse should be required to support the other if both are self-supporting; and that Social Security laws should be equalized. If child care facilities and part-time jobs were developed, a woman could maximize her employment potential and usefulness, she added.

Miss Patricia Lawler of Alexandria spoke against liberalized abortion laws, stating that giving a woman a "license to murder" was not the way to enhance to status of women. In lieu of permitting abortions, she recommended that day care facilities, employment protection, and prenatal and postnatal care be provided.

The President of Zero Population Growth in Virginia, Inc., John V. Buffington, advocated the end to population growth citing that it led to the degradation of the environment and the quality of life. He mentioned that the constant training that a woman's place is in the home must be eliminated.

Mr. Buffington felt that a woman has a right to limit her own fertility. He said that this should be a matter between a woman and her doctor only. He felt that abortion should be made available to anyone. He noted also that there are different views as to when life begins. Thus, the imposition of one view has not been treated as murder legally, but rather as a lesser offense.

On the subject of sterilization, Mr. Buffington said that present laws restrict voluntary sterilization and represent a governmental decision to discourage this operation. He pointed out that other operations are not subject to these restrictions.

He also advocated providing contraceptives to anyone who desires them and who is unable to purchase them. He advocated promoting access to birth control information, particularly through sex education in the schools.

Mrs. Mary L. Orrick spoke against liberalized abortion laws; felt that the child's right to life was not being balanced against the mother's right to life and happiness.

Kathleen C. O'Keefe, representing the Richmond Diocesan Council of Catholic Women felt that liberalized abortions laws might result in compelling low income women to get abortions for children that they cannot afford. She stated that the seven-fold increase in abortions in Virginia indicated a weakened respect for life. In place of abortion laws, she advocated reforms that would permit raising one's family in dignity, such as day care centers, equal jobs, and housing.

Representatives of the Northern Virginia Chapter of the National Organization for Women stated that women were discriminated against in the areas of social service, public school, marriage and family laws and employment. The group presented several position papers for the consideration of the Commission.

Joan Mahle of the McClean Branch of the American Association of University Women explained the projects and goals of the AAUW and urged the Commission to co-operate in achieving equal rights for women through passage of the Equal Rights Amendment.

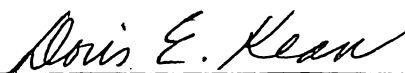
—CONCLUSION—

The Virginia Commission on the Status of Women hopes in the year to come, to expand its activities to cover additional fields of particular interest to the women of the Commonwealth and of the Nation. We would express the hope that all agencies of the State government, as well as private organizations would consider the Commission available for consultation in matters of special concern to women, and would notify us of special programs and projects in our areas of concern.

We are aware that we have so far only skimmed the surface of numerous subjects on which an in-depth study would be rewarding and useful. This has been due in part to a lack of funds for such purposes. We would hope in the future to explore a number of possible sources for the funding of such projects.

Women's full participation in all aspects of citizenship as well as in the business world has moved forward rapidly in the past decade. However, much remains to be done, both in the matter of eliminating discrimination and equalizing compensation as well as in the continuing education of the attitudes of women themselves before women can take their place in all aspects of society as full partners.

To this full partnership, the Commission would dedicate itself.



Doris E. Kean, Chairman

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APPENDIX A

DAY CARE IN VIRGINIA: PRESENT STATUS
AND FUTURE REQUIREMENTS

A Report to the Virginia Commission on the
Status of Women

Prepared by

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With the Assistance of the
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FOREWORD

This report has been prepared to indicate the possible magnitude of immediate day care needs in Virginia, to suggest the nature and levels of cost that might be incurred in meeting these needs, and to point out several types of publicly and privately supported day care programs in the United States as a whole as well as in Virginia. This report does not intend to serve as an all-inclusive summary of the day care problem. As mentioned frequently in the text, the universe upon which the analysis is based is limited to children under six years of age with mothers in the labor force. Problems of alternative types of day care programs are also omitted. Finally, although cost estimates are provided, there is no prescription given for sources of funding to meet these costs. Although these omissions are probably significant, it is our belief that this study lays the groundwork for the further research and action needed to cope with the day care problem. Finally, all opinions expressed in this report are the sole responsibility of the author and do not necessarily reflect the views of the Bureau of Population and Economic Research, the University of Virginia, nor of the Division of State Planning and Community Affairs, which provided the funds for this report.

W. J. S.

Charlottesville
August 1971

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INTRODUCTION

The overall thrust of this report is to estimate the potential demand for facilities to provide care for children while their parents participate in the labor force. The report deals with a static situation — that is, the data from the 1970 Census of Population are employed to determine the number of children of working mothers who are attending day care center or might be if they were available. This we feel is the area where the most pressing, short-run need exists. As will be noted below, there is a substantial gap between the supply of places available in licensed child care centers, licensed family day care home, kindergartens, and nursery schools on the one hand and the estimate of potential demand for these places on the other. The gap that actually exists between the supply and the potential demand may be much greater than that estimated here. This is true because the basis for these data is the number of pre-school aged children (0-5 years of age) whose mothers participate in the labor force. Not included in the estimate of potential demand are children who do not live with their parents or with their father only. These are, however, relatively small in number compared to those living with both parents or with their mother only. A more important consideration, however, is the number of mothers who do not participate in the labor force due to a lack of adequate day care facilities for their children. Included among these are mothers who receive public assistance and are not in the labor force. The establishment of a large-scale day care program may well markedly increase the labor force participation rate of women with pre-school aged children. The most probable direction for day care in the long run is the availability of day care to all children, regardless of the labor force status of the mother, providing the benefits of greater social development, controlled conditions for the children, and of greater self-fulfillment for women with young children.

This report is divided into five sections. The first section summarizes the report and provides recommendations for action to meet the potential demand for day care in both the immediate and longer range future.

The second section estimates the potential demand for day care facilities based upon data from the 1970 census. Two alternative sets of estimates are provided, since data on the labor force status of mothers with children under six years of age are not yet available. The data in both cases are provided for the state as a whole and for the 22 planning districts into which the state is divided under the provisions of the Area Development Act adopted by the Virginia General Assembly in 1968. The first estimate applies the 1960 labor force participation rates to the 1970 data. The obvious weakness of this approach is that no consideration can be given to economic changes that have occurred over the decade from 1960 to 1970 which tend to affect labor force participation rates of women with young children. The second estimate is based upon a 1970 Bureau of Labor Statistics nationwide survey of labor force participation among women with pre-school children.¹ The planning districts varied widely in labor force participation rates in 1960, so it seemed implausible to assume uniformity in 1970. Consequently, the estimates for the planning districts derived by this method were weighted by 1960 rates to permit some crude recognition of differential labor force participation. After the number of children of working mothers were estimated, an attempt was made to determine the extent to which day care needs are currently being met. This was done by adding together the number of children in licensed child care centers, in

¹ "Survey Shows Substantial Rise in the Number of Young Children with Working Mothers," *U. S. Department of Labor News*, May 26, 1971.

family day care homes, in kindergartens, and those cared for by an adult with no primary household responsibilities other than the care of the child. The remaining children were assumed to represent an immediate potential for day care.

In an effort to identify sub-classes of the population where day-care need might be the greatest, an effort was made to examine the socio-economic characteristics of the children of working mothers; the basis of this data is a joint publication of the U. S. Department of Health, Education, and Welfare and the U. S. Department of Labor, *Child Care Arrangements of Working Mothers in the United States* (Washington, 1968).

The third section provides data from the Virginia Department of Welfare and Institutions on the capacity of licensed child-care centers and family day-care homes and from the Virginia Department of Education on the enrollment in public kindergartens (almost exclusively five-years olds). The capacity of the day care centers and homes and an estimate of children in kindergarten whose mothers were in the labor force were determined on a statewide and planning district basis and were compared to the estimated potential demand for day care facilities. The resulting shortage provides a major input into the cost estimates of section three.

The fourth section uses these data on potential demand and provides a series of estimates of costs that would have to be incurred to meet it. Two sets of estimates are generated, based on low and high levels of average cost per child per unit of time. One of the principal differences between low and high cost centers would be in terms of initial construction costs and the amortization of these costs over time. A low cost center might utilize existing space donated by a church, lodge, housing project, etc. and have little or no out of pocket construction or maintenance expenses. A high cost center might be housed in a structure especially built to serve as a day care center with facilities and equipment far superior to those likely to be found in a low cost center. Additional attention is paid to factors contributing to costs, such as minimum requirements of space, bedding, food service, and child-care personnel (qualifications and numbers). Two problems that arise in this connection are the location of needed day care centers within a planning district and the supply of personnel with qualifications sufficient for employment as a teacher or assistant teacher in a center (i.e. high school graduate). The former problem is particularly difficult in rural areas lacking highly concentrated populations. The latter problem is handled with the aid of data from the Virginia Employment Commission based upon labor supply surveys of localities throughout the state.

The fifth section reviews plans and incentives now available from federal and state government to aid in the development and maintenance of centers by private groups. The effectiveness of these incentives is evaluated in terms of visible results. Alternative and stronger incentives are considered, as is the possibility of publicly support day-care centers. Careful consideration is given to the possible positive and negative implications of publicly supported day-care centers.

An element of the day care problem that is beyond the scope of this report is the approach taken by an individual center (i.e., purely custodial or educational) and its impact upon the future development of the child. No matter what type of child care center is developed, the following three points, pointed out by Dr. Josephine Foster of Virginia Polytechnic Institute and State University, should be regarded as essential: ²

² Josephine Foster, et al., *Child Care in North Carolina: A Position Paper*. Greensboro: North Carolina Family Life Council, Inc., 1969, pp. 6-7.

- i) day care should supplement or complement the home experiences
- ii) day care should preserve the family structure
- iii) day care should make the greatest possible contribution to all aspects of the child's growth and development.

SUMMARY AND CONCLUSIONS

1. Although current data on the labor force status of women with children under six years of age is not available, it is estimated that there are between 111,600 and 136,700 children five years of age or under whose mothers are in the labor force. The need for day care is estimated at between 33,600 and 68,400 spaces.
2. The capacity of existing facilities is estimated about 23,200, leaving a shortage of between 11,800 and 45,200 spaces. This represents a conservative estimate of the potential demand for day care facilities that is currently not being met.
3. The costs of meeting this level of demand may be quite high. Depending on the level of facilities and services provided and the number of children involved, it is estimated that the total cost required to meet the need in the first year could run as high as \$180 million. Recurring costs could amount to \$90 million per year.
4. The Federal government and some states, notably Illinois and New York, have enacted legislation providing for the establishment, equipping and operation of day care centers, and the training of the necessary personnel to staff these centers. Interest on the part of business, though presently small in terms of number of centers operated, is growing, both in the sense of providing care for employees of the corporation and of providing quality care on a commercial basis.
5. To meet the need for day care in Virginia, interest and concern must spread to all segments of society. Funding is of primary importance, and governments, businesses, and individuals will have to respond if concern is to be translated into action. The following steps might be taken:
 - a) A series of more comprehensive studies could be initiated. These might include:
 - 1) A state-wide in-depth survey to determine the needs for day care among all segments of the population, not merely children with mothers in the labor force, since an ultimate goal might be the provision of day care for all children in the state.
 - 2) A study of modern techniques used in day care, so that new centers will provide a useful educational and social service to the child and not serve merely a custodial role.
 - 3) A thorough survey of legislation pertaining to day care enacted by other states and problems encountered in implementing the programs, so that once-made mistakes need not be repeated.
 - b) Programs could be initiated at more educational institutions, particularly the community colleges, to train additional persons to function as directors and supervisors of day care centers. In the final analysis, it is the center personnel upon whom the success or failure of day care will depend.
 - c) State expenditures on day care, currently consisting of reimbursement to localities for the state's share (15%) of federally-sponsored programs could be continued.

- d) Specific tax incentives might be given to industry to encourage their support of day care centers. This could be enhanced with the demonstration that the recruitment and training costs of replacement labor are probably greater than those of providing day care to the children of an experienced worker who would not otherwise be available without satisfactory day care for his or her children. Efforts to locate industry in the less developed regions of the state could include provision of adequate day care for children of prospective workers, perhaps as a cooperative venture between the industry and state and local government.

ESTIMATED POTENTIAL DEMAND FOR DAY CARE

1. Assumptions and Procedures

When the sample data from the 1970 Census of Population are released, data will be available on the number of mothers with children five years of age and under who participate in the labor force. These data would be the principal input into a model estimating potential demand for day care centers in Virginia. Regrettably, the release date for this information will not be until very late in 1971. In an effort to develop an estimate of the number of pre-school age children who need day care, two procedures were devised. The first of these examined 1960 labor force participation rates (LFPR) by county for women with children under six.³ These rates were then applied to the 1970 census count of children under six years of age to provide an estimate of those with mothers in the work force. There are two rather heroic assumptions imbedded in this procedure: first, that labor force participation rates have remained constant since 1960 and, second, that labor force participation is insensitive to the number of children under six a woman might have (that is, it is implicitly assumed that a woman with two or more children under six years of age is as likely to be in the labor force as a woman with only one child under six, etc.). The first of these assumptions is somewhat countered by the second estimating procedure, described below. Regarding the second assumption, there are no data available to refute or substantiate it. One may be inclined to argue that the presence of more than one child will make it more difficult for the mother to enter the labor force due to a higher degree of family responsibility. On the other hand, the presence of more young mouths to be fed and bodies to be clothed will put a greater economic burden on the shoulders of the family, especially if there is only one bread winner.

Another potential weakness of this procedure (and the second as well) is that children aged zero to five are treated as being homogeneous (that is, a mother with a two month old child is as likely to be in the labor force as one with a five year old). It is unlikely that mothers with infants will participate in the labor force to the same extent as mothers with (only) older children. However, some mothers with very young children will desire to work. Also, census data on the number of children aged 0-1, 1-2, 2-3, etc., are not yet available. Consequently, despite the stated weakness, it was decided to treat all pre-school children as homogeneous.

³ The LFPR is the number of persons of a specified group who are in the labor force (employed or seeking employment) divided by the total number of persons in that specified group.

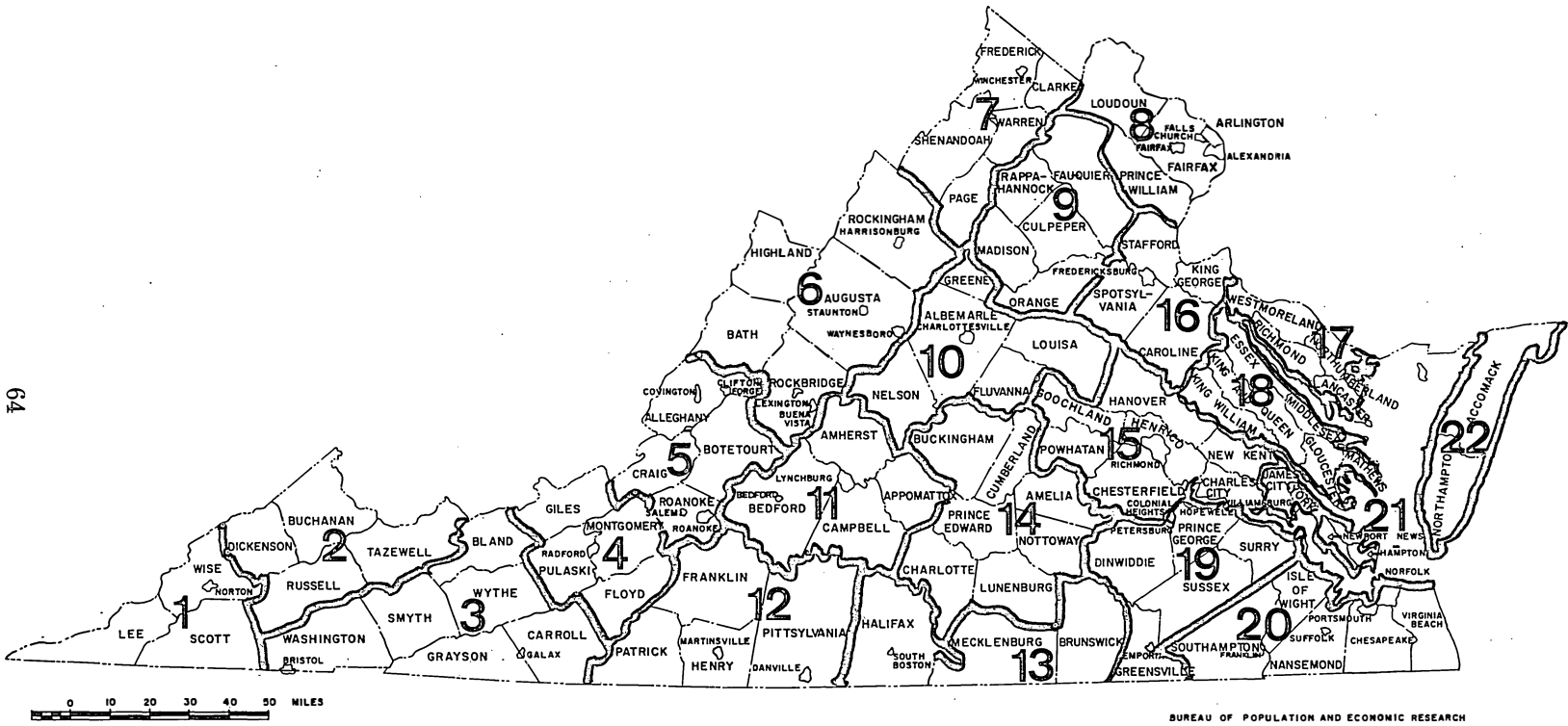
2. *Labor Force Participation Rates*

Table 1 provides the 1960 labor force participation rates for mothers with children under six. These data are provided for Virginia as a whole as well as for the 22 planning districts into which the state is subdivided. (Figure 1 provides the boundaries of the planning districts).

Table 1 Labor Force Participation Rates Among Women with Own Children Under Six, Virginia Planning Districts, 1960.

Districts	LFPR (%)	District	LFPR (%)
1	7.76	12	33.06
2	10.36	13	25.40
3	23.08	14	22.69
4	27.80	15	27.00
5	25.27	16	24.73
6	24.44	17	25.08
7	24.91	18	20.79
8	20.48	19	27.06
9	23.87	20	20.04
10	28.19	21	20.92
11	31.17	22	33.17
State	23.10		

Source: 1960 Census of Population - Virginia - General Social and Economic Characteristics [PC (1) - 48C], pp. 224-34.



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Figure 1: Virginia Planning Districts

As will be noted from the table, labor force participation rates among mothers of young children varied markedly across the state, ranging from 7.76% in Planning District 1 to 33.17% in Planning District 22. In all districts save the first and second, the rates were in excess of 20%, suggesting perhaps that opportunities for work are severely limited in the extreme south-western portion of the state.

The first estimate of potential demand for day care centers was determined by multiplying these participation rates by the 1970 number of children aged zero to five years; the weaknesses of this procedure as a determinant of children with mothers in the labor force have already been spelled out. The second estimating procedure employed data from a Bureau of Labor Statistics survey taken in March 1970. This survey estimated the number of children with mothers in the labor force by age of child, type of family, labor force status of mother and race. The data for children under six are reproduced in Table 2.

Table 2 Children Under Six by Labor Force Status of Mother, by Race and Family Type, United States, 1970

(in thousands)	children less than 6 ¹	mothers in labor force	LFPR
Total	20,262	5,807	28.66
husband-wife	18,461	5,112	27.69
female head	1,703	695	40.81
other male head	98	NA	NA
White	17,254	4,541	26.32
husband-wife	16,273	4,145	25.47
female head	924	396	42.86
other male head	57	NA	NA
Negro	2,727	1,169	42.87
husband-wife	1,926	880	45.69
female head	759	289	38.08
other male head	42	NA	NA

Source: U. S. Department of Labor News, May 26, 1971, no. 71-283.

¹It should be noted that this applies to "own" children; other related and non-related children living in household are excluded.

NA= not applicable

According to the data in this table 28.7% of all children under six had mothers in the labor force. This contrasts with the estimate of 23.1% in our first estimate. Again it should be noted that the first estimate is based on the number of mothers in the labor force rather than the number of children with mothers in the labor force. The BLS survey estimated that 30% of mothers with children under six were in the labor force in 1970 versus only 19% in 1960 (the rate for Virginia women, then, in 1960 was more than 4 percentage points higher than the national average).

In light of the differences among planning districts in terms of relative labor force participation evident from 1960 data, it did not seem justifiable to utilize 1970 national rates for individual areas of the state. The national average was employed to determine an overall estimate for the state, while data for the planning districts were obtained by weighting the 1970 LFPR by the ratio of observed LFPR for that district in 1960 to the overall state figure. Thus, for P.D. 1 the 1960 LFPR was 7.76% versus the state LFPR of 23.10. This ratio equals .3359. The corresponding 1970 LFPR for this district would be this ratio multiplied by the national (and assumed state) average of 28.66% (or 9.63%). In effect, then, the assumption is made that the LFPR for all districts has risen in the same proportion as the state considered as a whole from 1960 to 1970. Table 3 lists the number of children aged zero to five, and the number, for each planning district, with mothers in the labor force. In addition, the percent share of the state total for this data is also given.

3. Estimates of Children with Mothers in the Labor Force

Table 3 Alternative Estimates of the Number of Children Under Six with Mothers
in the Labor Force, Virginia Planning Districts, 1970.

Area	children aged 0-5, 1970	percent of state total*	children with mothers in labor force, estimate 1	percent of state total*	children with mothers in labor force, estimate 2	estimate 2 LFPR (%)*
PD 1	8,104	1.68%	629	0.56%	770	9.50
2	12,249	2.55	1,269	1.14	1,554	12.69
3	15,100	3.14	3,485	3.12	4,268	28.26
4	11,523	2.39	3,204	2.87	3,924	34.05
5	22,351	4.64	5,649	5.06	6,918	30.95
6	17,293	3.59	4,227	3.79	5,176	29.93
7	10,484	2.18	2,612	2.34	3,199	30.51
8	101,647	21.12	20,818	18.65	25,494	25.08
9	7,573	1.57	1,808	1.62	2,214	29.24
10	11,306	2.35	3,187	2.86	3,903	34.52
11	16,248	3.38	5,162	4.62	6,321	38.90
12	22,607	4.70	7,473	6.69	9,152	40.48
13	8,360	1.74	2,123	1.90	2,600	31.10
14	7,702	1.60	1,748	1.57	2,141	27.80
15	54,456	11.32	14,702	13.17	18,004	33.06
16	8,527	1.77	2,109	1.89	2,583	30.29
17	3,199	0.66	802	0.72	982	30.70
18	4,585	0.95	953	0.85	1,167	25.45
19	17,182	3.57	4,650	4.17	5,694	33.14
20	81,958	17.03	16,424	14.71	20,113	24.54
21	34,896	7.25	7,300	6.54	8,940	25.62
22	3,885	0.81	1,289	1.15	1,579	40.64
STATE	481,235	100.00%	111,623	100.00%	136,695	28.41%

*May not add to 100% due to rounding. ** Excluded children living apart from their mothers (in institutions, with other relatives, etc.)

Estimate 1 data are based on 1960 LFPR

Estimate 2 data are based on 1970 LFPR (estimated)

The data in Table 3 provide the basic input into the estimate of potential demand for day care within the state. It should not be supposed, however, that these represent all who might demand day care services at the present time. In the first place, children who live with their father only or with other relatives or non-relatives (non-institutional) have not been considered. Although data on the number of persons six years of age or less in such circumstances is not available at the present time, 1970 census data do show that for persons under 18 years old, 20,060 are in households with a male head, in other than a husband-wife family (this does not include those who are themselves head or wife of head of household), 111,676 are in households headed by relative other than parents (this would include multi-generational households as well as children cared for by grandparents, aunts and uncles, siblings, etc.), and 12,521 live in households headed by a non-relative.⁴ Some of these are less than six years old; of these some fraction now utilize day care facilities and others surely would if they were available. Due to lack of data, these children are not considered here.

Secondly, children who receive Aid to Dependent Children (ADC) are also excluded from these estimates. In March 1970, Department of Welfare and Institutions data show that there were 92,726 recipients of ADC. These ranged in age from 0 to 21 years (from 16 to 21 only if regularly attending school). Many of these children are under six years of age and could utilize day care centers. In fact, data show that local welfare departments were purchasing care for slightly over 2,000 children in February of this year.

Finally, many parents do not send their children to day care centers due to the lack of their availability. If day care centers were created sufficient to meet the needs suggested by this report, there may be an actual increase in demand beyond the estimated potential, depending on the fee structure that might be levied for enrollment in the centers. Some observers feel that the long run target for day care programs should be to provide day care to any child in the state, regardless of the labor force participation (or any other such criterion) of the parents.

4. Estimated Potential Demand for Day Care

⁴ Unpublished data from the 1970 Census of Population.

Table 4 Children of Working Mothers by Type of Child Care
Arrangement: United States, 1965

Cared for: (thousands)	Full time Labor force	Part time Labor force	Total
in home	1,209	579	1,788
by father	264	282	546
by other relative	472	192	664
less than 16 years old	25	56	81
more than 16 years old	446	136	582
by non-relative, caring only for children	238	79	317
by non-relative with other household duties	236	27	263
in another home	954	210	1,164
of relative	452	112	564
of non-relative	502	98	600
Other arrangements:	397	443	840
group care	197	15	212
by child	7	11	18
mother, while working	171	398	569
mother works while child is at school	12	19	31
other	10	---	10
Total	2,561	1,233	3,794

Source: Seth Low and Pearl G. Spindler, Child Care Arrangements of Working Mothers in the United States, Washington: Government Printing Office, 1968, pp. 71-72.

The fact that a child's mother may be in the labor force does not necessarily imply a potential demand for child care. Table 4 gives the child care arrangements for children under six years of working mothers nationwide, based upon a 1965 survey undertaken by the U. S. Departments of Labor and Health, Education, and Welfare. From the table, only 5.6% of all children of working mothers were cared for in group-care facilities. This represents the realized demand for group care as of 1965. The potential demand is substantially greater. At a minimum, we think it likely that the children with the following types of child care arrangements would benefit from day care centers: those cared for in the home by relatives under 16 years old (2.1%), those cared for by non-relatives in the home with other household duties (6.9%), those children caring for themselves (0.5%), and those children whom the mother looked after while at work (15.0%). These groups, combined with those in group-care centers total 30.1% of all children under six with mothers in the working force. This figure is employed in conjunction with the two estimates of children with mothers in the labor force for Virginia in 1970 to derive the first estimate of day care potential demand. Several things should be recognized in this estimate. First, many mothers presently work part-time; hence, the day-care needs of their children may not be for a full day. On the other hand, how many of these mothers work part-time only because of improper care of their children? Secondly, many of the arrangements which now exist but are not included in the above consideration may well be substandard relative to the facilities offered by group care facilities. Finally, the existence of potential demand from children with mothers outside the labor force should be recognized. To account for these factors, it has been assumed that 50% of the children of working mothers have a potential demand for day care, even though data to make a precise calculation is lacking. Table 5 presents estimates for potential need based upon the two stated assumptions regarding labor force participation and upon the two assumptions regarding percentage of children who have potential demand.

Table 5 Estimated Potential Demand for Day Care, Virginia
Planning Districts

AREA	LOW ESTIMATE OF CHILDREN AGED 0-5 WITH MOTHERS IN THE WORK FORCE	ESTIMATED NEED FOR DAY CARE		HIGH ESTIMATE OF CHILDREN AGED 0-5 WITH MOTHERS IN THE WORK FORCE	ESTIMATED NEED FOR DAY CARE	
		30%	50%		30%	50%
PD1	629	189	315	770	232	385
PD2	1,269	382	635	1,554	468	777
PD3	3,485	1,050	1,743	4,268	1,286	2,134
PD4	3,203	965	1,602	3,924	1,182	1,962
PD5	5,648	1,701	2,825	6,918	2,084	3,459
PD6	4,226	1,273	2,113	5,176	1,559	2,588
PD7	2,612	787	1,306	3,199	964	1,600
PD8	20,817	6,270	10,409	25,494	7,679	12,747
PD9	1,808	545	904	2,214	667	1,107
PD10	3,187	960	1,594	3,903	1,176	1,952
PD11	5,162	1,555	2,581	6,321	1,904	3,161
PD12	7,474	2,251	3,373	9,152	2,757	4,576
PD13	2,123	639	1,062	2,600	783	1,300
PD14	1,748	526	874	2,141	645	1,071
PD15	14,703	4,428	7,351	18,004	5,423	9,002
PD16	2,109	635	1,055	2,583	778	1,292
PD17	802	242	401	982	296	491
PD18	953	287	477	1,167	352	584
PD19	4,649	1,401	2,325	5,694	1,715	2,847
PD20	16,424	4,947	8,212	20,113	6,058	10,057
PD21	7,300	2,199	3,650	8,940	2,693	4,470
PD22	1,289	388	645	1,579	476	790
Total	111,620	33,620	55,812	136,695	41,173	68,352

5. Socio-Economic Characteristics of Families with Working Mothers

Before matching the potential demand for day care with the supply available and estimating the present gap between potential demand and supply, it would be useful to determine some of the characteristics of families with working mothers that might indicate what impact these characteristics have on child care arrangements, if any. It should be recalled that labor force participation by married women increased markedly in the decade from 1960 to 1970, from 31% to 41%. For women with children of school age (6 to 17 years), the rate increased from 39% to 49%; for those with no children under age 18, from 34% to 42%; for those with children aged 3 to 5, 25% to 37%; and among those with children under three, from 15% to 26%. Thus while LFPR's for women with preschool-age children were lower than rates for women with children of school age or for women with no children under 18, the rate of increase of LFPR was greatest for these mothers of young children. This increase has been particularly evident in the period since 1966.⁵

For mothers with children under six, the LFPR was 30.3% in 1970. The rate was generally positively correlated with the number of years of school completed by the mother: among those with less than a high school education, the rate was 29.3%; for those with a high school diploma, but no college education, 30.4%; for those with three years or less of college, 31.2%.⁶ This relationship held, generally, for all levels of income earned by the husband, although the overall level of labor force participation by women with children under six years old declined with husband's income, for levels in excess of five thousand dollars per year: for women with children less than six years old and with husbands earning less than three thousand dollars, the LFPR was 31.7%; for husbands with income of three to five thousand dollars, 37.5%; for husbands with income of seven to ten thousand dollars, 33.4%; and for husbands with income of greater than ten thousand dollars, 21.4%. Although women of all income classes work primarily for economic reasons (necessity of supporting the family, earning extra income for a specific purpose, etc.) rather than noneconomic ("to get out of the house," for professional purposes, etc.), the differences declined sharply with income. Data for 1964 show that 97% of those with family income of less than three thousand dollars worked for economic reasons versus 76.5% of those with family income of ten thousand dollars or more.

It is to be anticipated that total family income is higher in those families which have more than one person in the labor force. Table 6 presents median family income for alternative family types by labor force status of the mother (for families with children under 18).

⁵ Elizabeth Waldman and Anne M. Young, "Marital and Family Characteristics of Workers, March 1970," *Monthly Labor Review*, March 1971, pp. 46-50.

⁶ *Ibid.*

Table 6 Median Family Income by Family Type and Labor Force Status of Mother, U. S., 1970.

Family Type	MFI, Mother in Labor Force	MFI, Mother not in Labor Force	% difference
Husband-wife	\$11,752	\$9,884	18.9%
Father emp.	\$11,923	\$10,128	17.7
Father unemp.	\$9,544	\$6,563	45.4
Father not in Labor Force	\$7,173	\$4,519	58.7
Female family Head	\$4,651	\$2,988	55.7
Other male family Head	\$8,742	_____	_____
Total	\$10,782	\$10,469	3.0

Source: USDL News 5-26-71.

As the table shows, the contributions of working mothers are relatively greater when the husband is unemployed or not in the labor force, and in cases where the head of the family is female (most often the mother herself). In the same light, a recent study has shown that labor force participation rates among married women have been significantly higher when their husband is unemployed in the period from 1954 to 1970. This is graphically depicted in Figure 2, which shows that LFPR for married women with husband employed rose over this period from 27.4% in 1954 to 44.0%, while for women with husband unemployed, the rate rose from 30.6% to 49.4%, although its movements were much more erratic.

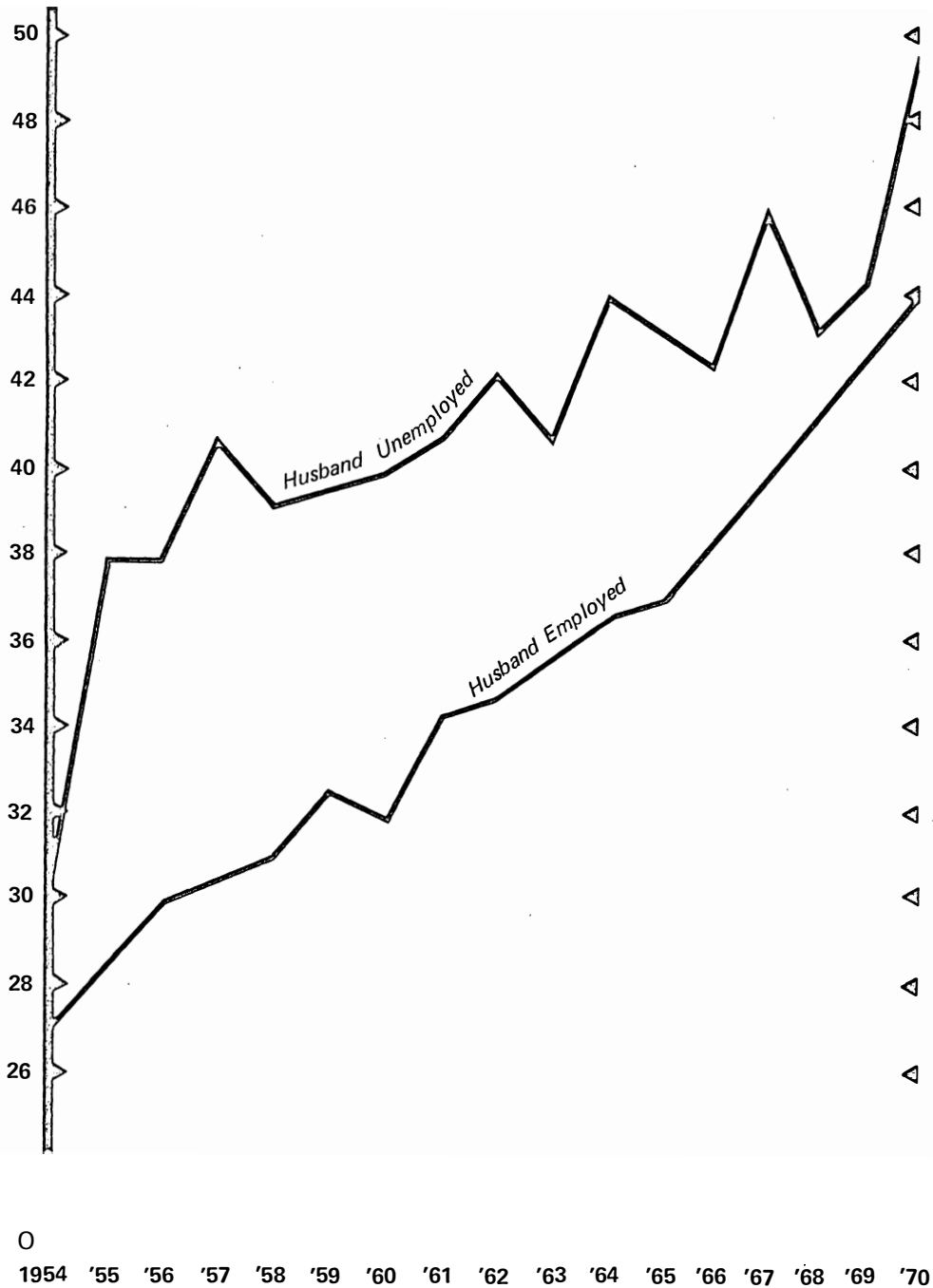


Figure 2: Labor Force Participation Rates of Married Women by Employment Status of Husband, United States, 1954-70

Table 7: Child Care Arrangements, Children Under Six Years of Age, by Race, Employment Status of Mother, Education of Mother and Family Income; United States, 1965

(percent distribution)

	Total	Race		Emp. Status		Education			Income			
		White	Non-White	Full Time	Part Time	Less than 4 yrs. H.S.	H.S. Grad	1+ yrs. college	\$0-2999	\$3000-5999	\$6000-9999	\$10,000+
Cared for in home	47.1%	48.0%	43.7%	47.2%	47.0%	49.8%	46.4%	46.7%	44.0%	38.1%	54.8%	50.6%
by father	14.4%	15.7%	8.6%	10.3%	22.9%	14.1%	14.6%	14.9%	6.3%	13.4%	20.3%	13.3%
by other relative	17.5%	15.0%	27.9%	18.4%	15.6%	26.8%	15.0%	10.2%	29.4%	14.6%	15.5%	12.0%
less than 16 yrs. old	2.1%	1.3%	5.5%	1.0%	4.5%	4.6%	0.8%	1.9%	7.6%	1.2%	1.3%	0.4%
more than 16 yrs. old	15.4%	13.7%	22.3%	17.4%	11.0%	22.2%	14.2%	8.3%	21.7%	13.4%	14.2%	11.7%
by non-relative	15.3%	17.3%	7.1%	18.5%	8.6%	8.9%	16.8%	21.6%	8.3%	10.1%	19.0%	25.3%
only looked after children	8.4%	8.8%	6.3%	9.3%	6.4%	5.4%	10.0%	9.9%	6.5%	6.1%	11.8%	9.9%
with other duties	6.9%	8.5%	0.8%	9.2%	2.2%	3.6%	6.8%	11.8%	1.8%	4.1%	7.3%	15.4%
Cared for in another home	30.7%	28.3%	41.1%	37.3%	17.0%	30.4%	31.9%	24.1%	29.7%	36.3%	28.5%	26.7%
by relative	14.9%	12.8%	23.6%	17.6%	9.1%	17.0%	13.6%	11.3%	15.2%	17.8%	14.5%	8.9%
by non-relative	15.8%	15.5%	17.5%	19.6%	7.9%	13.4%	18.3%	12.8%	14.5%	18.5%	14.0%	17.8%
Other	22.1%	23.6%	15.2%	15.5%	35.9%	19.8%	21.7%	29.2%	26.3%	25.6%	16.7%	22.7%
group care	5.6%	5.5%	5.9%	7.7%	1.2%	3.4%	6.4%	7.3%	3.4%	6.8%	4.1%	7.7%
child looked after self	0.5%	0.6%	0.0%	0.3%	0.9%	0.5%	0.4%	0.3%	1.6%	0.7%	0.2%	0.0%
mother while at work	15.0%	16.4%	8.6%	6.7%	32.3%	16.0%	13.8%	19.3%	20.8%	17.7%	10.6%	12.9%
mother worked only during school hours	0.8%	0.8%	0.7%	0.5%	1.5%	0.0%	0.9%	2.3%	0.4%	0.2%	1.1%	2.2%
other	0.3%	0.3%	0.0%	0.4%	0.0%	0.0%	0.2%	0.0%	0.0%	0.2%	0.7%	0.0%
Total	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%

Source: Low and Spindler, pp. 76,85,92.

To determine those segments of the population which may be most in need of day care services, it would be appropriate to examine child care arrangements for different socio-economic groups. The variables under consideration here will be race, education of mother, employment status of mother (full or part time), and family income. Although the data presented below apply to the United States as a whole, the various distributions are likely to be relevant to Virginia in particular as well. The data are presented for children under six years of age only and are an amplification of the data presented in Table 4.

Some limited conclusions can be drawn from the data of Table 7. First, children in group care centers tend to be from families of high income and educational attainment. These children are also much less likely to be cared for by relatives under 16 years of age at home and in the home of other relatives than are children of low income and poorly educated families. It seems likely that the costs of either institutionalized day care or at least care in the home of someone who cares for children on a fee basis may be beyond the means of relatively more low income and/or poorly educated families. The implicit assumption that this condition leads to a greater degree of unsatisfactory day care is confirmed by data from Low and Spindler.⁷ For children under six years old, 11.8% from families with income less than \$3,000 receive care deemed unsatisfactory (by the survey respondent); this percentage drops to 10.9% of those children from families with \$3,000 to \$5,999 income, to 6.7% for those families with \$6,000 to \$9,999 income, and rises very slightly to 6.8% of children from families with income of \$10,000 or greater. In conclusion, while visible day care needs exist in all socio-economic strata, the need from a qualitative viewpoint appears to be greatest among those at the bottom of the proverbial ladder. This should be a primary consideration in formulating and implementing any proposals to meet the potential demand for day care facilities.

SUPPLY OF DAY CARE FACILITIES

The most recent data from Virginia Department of Welfare and Institutions show that there are 275 licensed child care centers in the state of Virginia, with a total capacity of 13,622. In Virginia, a child care center is defined as:

. . .an institution operated for the purpose of providing care and maintenance for children separated from their parents or a guardian during a part of the day only, but not for any period between the hours of 7 p.m. and 6 a.m. except a public school or other bona fide educational institution. . .A child care center is a home or a place wherein ten (10) or more children are provided care on a regular basis. Where group care is offered fewer than ten children in a facility other than a private family home, these standards also apply.⁸

In addition to child care centers as defined above, there are three other types of institutions which could provide for the care of pre-school aged children for some or all of the time while they are separated from their parents or guardian. These are family day care homes, nursery schools, and kindergartens. A family day care home provides day care in a private home to fewer than ten children; a nursery school is “. . . primarily educational in nature which meets the needs of the child of five years and operates not in excess of six and one-half hours per day.”⁹ These distinctions are so designed as to be mutually exclusive. Data on

⁷ *Child Care Arrangements of Working Mothers in the United States*, p. 109.

⁸ Department of Welfare and Institutions, *Minimum Standards for Licensed Child Care Centers*.

⁹ *Ibid.*

the capacity of nursery schools and kindergartens is incomplete due to the absence of licensing requirements for privately operated schools. The only data available for these institutions is public kindergarten enrollments (estimated average daily membership) supplied by the Division of Educational Research and Statistics of the Virginia Department of Education. In addition, while the number and total capacity of family day care homes as of 1971 is known, the pattern of the distribution of these homes throughout the state is unavailable. For our purposes, it is sufficient to assume their distribution follows that of licensed child care centers weighted by the share of children under six with working mothers. Also, homes which provide day care for a fee, but do so without a license from the Department of Welfare and Institutions are excluded for obvious reasons.

Table 8 . Supply and Potential Demand for Day Care Facilities, by Planning District

	1	2	3	4	5	6	7	8	9	10	11	12	13	14
AREA	LOW ESTIMATE OF CHILDREN AGED 0-5 WITH MOTHERS IN THE WORK FORCE	ESTIMATED NEED FOR DAY CARE		HIGH ESTIMATE OF CHILDREN AGED 0-5 WITH MOTHERS IN THE WORK FORCE	ESTIMATED NEED FOR DAY CARE		LICENSED CHILD CARE CENTER CAPACITY	LICENSED FAMILY DAY CARE CAPACITY	TOTAL KINDER-GARTEN ENROLLMENT	*PROBABLE NUMBER WITH MOTHER IN WORK FORCE (COLUMN 9 x .2580)	TOTAL CHILD CARE CAPACITY	MINIMUM SHORTAGE (COLUMN 12-11)**	MAXIMUM SHORTAGE (COLUMN 13-11)	RATIO OF STATE MAXIMUM SHORTAGE TO ESTIMATE OF CHILDREN WITH MOTHERS IN THE WORK FORCE
		30%	50%		30%	50%								
PD 1	629	189	315	770	232	385	0	10	33	8	18	171	367	1.446
PD 2	1269	382	635	1554	468	777	0	18	0	0	18	364	759	1.474
PD 3	3485	1050	1743	4268	1286	2134	372	99	649	167	638	412	1496	1.061
PD 4	3203	965	1602	3924	1182	1962	511	112	458	118	741	224	1221	.941
PD 5	5648	1701	2825	6918	2084	3459	1152	229	1183	305	1686	15	1773	.777
PD 6	4226	1273	2113	5176	1559	2588	435	118	532	137	690	583	1898	1.108
PD 7	2612	787	1306	3199	964	1600	85	49	0	0	134	653	1466	1.389
PD 8	20817	6270	10409	25494	7679	12747	3703	779	11690	3016	7498	-1228	5249	.624
PD 9	1808	545	904	2214	667	1107	148	45	0	0	193	352	914	1.247
PD10	3187	960	1594	3903	1176	1952	153	67	400	103	323	637	1629	1.262
PD11	5162	1555	2581	6321	1904	3161	749	171	735	190	1110	445	2051	.983
PD12	7474	2251	3737	9152	2757	4576	518	178	0	0	696	1555	3880	1.282
PD13	2123	639	1062	2600	783	1300	25	32	60	15	72	567	1228	1.432
PD14	1748	526	874	2141	645	1071	15	28	0	0	43	483	1028	1.452
PD15	14703	4428	7351	18004	5423	9002	1866	456	5386	1390	3712	716	5290	.890
PD16	2109	635	1055	2583	778	1292	0	31	305	79	110	525	1182	1.386
PD17	802	242	401	982	296	491	35	16	0	0	51	191	440	1.347
PD18	953	287	477	1167	352	584	0	14	114	29	43	244	541	1.412
PD19	4649	1401	2325	5694	1715	2847	312	108	0	0	410	991	2437	1.295
PD20	16424	4947	8212	20113	6058	10057	2131	516	0	0	2647	2300	7410	1.116
PD21	7300	2199	3650	8940	2693	4470	1402	286	2400	619	2307	-108	2163	.732
PD22	1289	388	645	1579	476	790	20	41	0	0	61	327	729	1.400
Total	111,620	33,620	55,812	136,695	41,173	68,352	13,622	3,403	23,945	6,176	23,201	11,755	45,151	1.000

* The ratio used here is the average of the ratios of the high and low estimates of children under six with mothers in the labor force to total number of children under six = $\frac{(111,620 + 136,695)}{481,235} - 2 = .2580$

** minus sign (-) indicates surplus; these not included in state total.

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Table 8 presents for the state as a whole and for each planning district our estimates of children under six with mothers in the labor force, two estimates of those who might need day care (30 and 50% of the total), and the supply of day care available as best as it can be determined from available data, and the relative and absolute shortage of day care spaces in the area.

As the table shows, there is at minimum a shortage of more than eleven thousand places. In evaluating this estimate, it shall be realized that the labor force participation rates are in all probability too low and that no consideration has been made for children whose mothers are not in the labor force. Certainly, the data which show surpluses in two metropolitan areas (Northern Virginia and Newport News-Hampton) and a near balance in another (Roanoke) should *not* be taken to mean that further growth of day care centers in these areas should be curtailed. The maximum shortage of slightly more than 45,000 probably more accurately indicates the magnitude of the immediate need. Again, it should be recalled that the universe of children considered here is limited.

The last column (on the right) of the table is designed to show the relative needs of the planning districts. It is the ratio of the shortage in that district to the number of children under six with mothers in the labor force in that district, relative to the state as a whole. A value of greater than 1.0 indicates that the need is greater in that district than for the state as a whole. A value of less than one indicates the converse (N.B. it does not indicate the absence of a need). Figure 3 presents these ratios graphically. It should also be noted at this juncture that the data are presented for a static situation that is, the 1970-1971 time period. Changes in mores which will affect the probability of a mother of young children working, changes in the internal population distribution of the state, and changes in economic conditions which affect the number of jobs available are just a few of the circumstances which will change over time and affect future requirements for day care throughout the state.

COST ESTIMATES TO MEET ESTIMATED POTENTIAL DEMAND FOR DAY CARE

1. *Requirements for Licensing*

In order to meet the potential demand for day care, it is evident that certain costs must be incurred. This report estimates the magnitude of these costs, but does not suggest how they are to be met. The most likely sources are grants from governments, contributions from industry, labor, any civic groups, and fees to be paid by parents. In the short run there will be one time costs, such as construction and provision of equipment, as well as recurring costs of salaries, supplies, food, maintenance and the like. The following requirements that must be met by a licensed day care center suggest the breadth of expenses that will likely be incurred.¹⁰ Each child must be provided with a minimum of 20 square feet of indoor play space and 200 cubic feet of air space. In addition a "safe, sanitary and adequate outdoor play area shall be available." There must be a crib, cot, or bed for *each* child with ample blankets, sheets and so on. These must be for the exclusive use of one child. There must be one toilet and one wash basin for each fifteen children and kitchen facilities must be adequate for the preparation of hot lunches and the refrigeration of milk and other perishables. A snack in the morning and afternoon consisting of milk or juice and crackers and a hot lunch must be served. The lunch should consist of a main dish of meat, eggs, or fish, a green or yellow vegetable, another vegetable (eg. potatoes), milk, enriched bread, butter or margarine and a dessert.

Each center must have a director (minimum educational requirement - 15 college credits), a designated assistant to function in the director's absence, sufficient supervisors or assistant supervisors (minimum educational requirement - high school diploma) to insure a ratio of one full-time staff member to every ten children more than two years old and one to three for infants under two. If infants are accepted into the center (most centers accept children only over two), staff members must be assigned specifically to their care. [New Federal regulations which apply to those programs receiving payment from the Department of Public Welfare require that the staff-child ratio for all children of pre-school age not exceed five to one]. In addition to child care staff, persons must be available to provide cooking and custodial services. These persons are not part of the regular staff (in the sense of being used to compute staff child ratios), although they may function as such in an emergency situation, provided they meet the stated educational requirements. In addition, the structure which will house the center must comply with local building, health and fire ordinances.

2. *Cost Estimates*

Once the initial cost for the building and equipment have been met, the bulk of the recurring costs (perhaps two-thirds) will go for personnel salaries. The remaining one-third would cover materials, food, maintenance, depreciation, utilities. The amount spent per child would vary primarily with the quality of care provided and the degree to which the particular center aims to surpass minimum state licensing requirements. Other factors to be considered are depreciation (which will vary positively with initial one-time costs) and local conditions affecting availability of certain goods or services.

The initial costs that must be incurred should not be regarded as a constant. Many day care centers operate on donated space (such as a church basement, lodge hall, and the like) and have little initial construction cost, save

¹⁰ *Minimum Standards for Licensed Child Care Centers.*

perhaps minor renovations which may be necessary. Other existing centers are located in facilities built especially to serve as day care centers (the Child and Health Care Center operated in Verona by the Amalgamated Clothing Workers of America - Baltimore Region - is an outstanding example). The advantages of such a facility are rather obvious, if perhaps essentially intangible, but the costs may prove prohibitive in many instances unless cooperation and interest on the part of all concerned parties (industry, labor, parents, government) is rooted in a firm commitment.

Two sets of cost estimates are presented in Table 9. The low cost estimate assumes that existing facilities are employed in the establishment of centers (hence, no major building costs) and that no effort is made to surpass the minimum requirements of the state. We assume that initial costs for equipment, renovation and the like amount to \$350 per child and that expenses per child per year are \$750 (about \$15 per week). The high cost estimates assumes that new and completely equipped facilities are constructed to meet the need for day care and that all minimum state requirements are surpassed by a considerable margin. The initial cost is assumed to be equal to \$2,000 per child and that the cost per child per year is also \$2,000 (slightly less than \$40 per week). These estimates are applied to the lowest and highest estimates of potential day care demand, to provide the widest possible range of total cost estimates. The oft-repeated caveat that our estimate of demand excluded many children whose mothers do not participate in the labor force or who live apart from their mothers should be borne in mind in considering the magnitude of estimated costs of providing day care.

The data in Table 9 are presented only for first year costs of operation. Costs in the second and subsequent years would naturally depend on the extent of change in demand for the services of the center. Some increase over the initial demand could probably be accommodated without extensive (and expensive) building and equipment additions, but with the passage of time and the creation of new facilities, it is likely that a larger percentage of children from all socio-economic strata will represent potential demand for day care, regardless of the labor force status of their mother. It should be noted here that costs per child are assumed uniform throughout the state, although there is much reason to doubt this. Wage and construction costs will differ from region to region, for one thing. Furthermore, areas of high population density would be more appropriate for the construction of larger centers (in terms of capacity) than areas of low population density. Thus, for example, if the day care needs of low density Planning District 1, in southwest Virginia, and of high density Planning District 8, in the environs of Washington, D.C., were for 100 places each, only one or two centers might be needed in PD8 versus four or five in PD1.

Table 9 Estimated One Year Costs of Meeting Potential Demand for Day Care

AREA	LOW COST ESTIMATE			HIGH COST ESTIMATE			LOW COST ESTIMATE			HIGH COST ESTIMATE		
	MINIMUM SHORTAGE (FROM TABLE 7)	FIXED COSTS (TOTAL)	RECURRING COSTS FIRST YEAR (TOTAL)	FIXED COSTS (TOTAL)	RECURRING COSTS FIRST YEAR (TOTAL)	MAXIMUM SHORTAGE (FROM TABLE 7)	FIXED COSTS (TOTAL)	RECURRING COSTS FIRST YEAR (TOTAL)	FIXED COSTS (TOTAL)	RECURRING COSTS FIRST YEAR (TOTAL)	MINIMUM YEAR COST	MAXIMUM YEAR COST
	(IN THOUSANDS)	(IN THOUSANDS)	(IN THOUSANDS)	(IN THOUSANDS)	(IN THOUSANDS)	(IN THOUSANDS)	(IN THOUSANDS)	(IN THOUSANDS)	(IN THOUSANDS)	(IN THOUSANDS)	(IN THOUSANDS)	(IN THOUSANDS)
PD 1	171	\$ 60	\$ 128	\$ 342	\$ 342	367	\$ 128	\$ 275	\$ 734	\$ 734	\$ 188	\$ 1,468
PD 2	364	128	273	728	728	759	266	569	1,518	1,518	400	3,036
PD 3	412	144	309	824	824	1496	524	1,122	2,992	2,992	453	5,984
PD 4	224	78	168	8448	8448	1221	427	916	2,442	2,442	246	4,884
PD 5	15	5	11	30	30	1773	621	1,330	3,546	3,546	17	7,092
PD 6	583	204	437	1166	1166	1898	664	1,424	3,796	3,796	641	7,592
PD 7	653	229	490	1306	1306	1466	513	1,100	2,932	2,932	718	5,864
PD 8	-1228	NA	NA	NA	NA	5249	1,847	3,937	10,498	10,498	NA	20,996
PD 9	352	123	264	704	704	914	320	686	1,828	1,828	387	3,656
PD10	637	223	223	1274	1274	1629	570	1,222	3,258	3,258	702	6,516
PD11	445	156	156	890	890	2051	718	1,538	4,102	4,102	490	8,204
PD12	1555	544	544	3110	3110	3880	1,358	2,910	7,760	7,760	1,711	15,520
PD13	567	198	198	1134	1134	1228	430	921	2,456	2,456	624	4,912
PD14	483	169	169	966	966	1028	360	771	2,056	2,056	531	4,112
PD15	716	251	251	1432	1432	5290	1,852	3,968	10,580	10,580	788	21,160
PD16	525	184	184	1050	1050	1182	414	867	2,364	2,364	578	4,728
PD17	191	667	667	382	382	440	154	330	880	880	210	1,760
PD18	244	85	85	488	488	541	189	406	1,082	1,082	268	2,164
PD19	991	367	367	1982	1982	2437	853	1,828	4,874	4,874	1,090	9,748
PD20	2300	805	805	4600	4600	7410	2,594	5,558	14,820	14,820	2,530	29,640
PD21	-108	NA	NA	NA	NA	2163	757	1,622	4,326	4,326	NA	8,652
PD22	327	114	245	654	654	729	255	547	1,458	1,548	360	2,916
State	11,755	4,114	8,816	23,510	23,510	45,510	15,803	33,863	90,302	90,302	12,930	180,604

As Table 9 shows, if the minimum services are provided to the minimum estimate of potential need, total first year costs would still be nearly \$13 million, though the extremely conservative assumptions employed throughout the estimating procedure should be recognized. On the other hand, the assumption of maximum services to the maximum number of children would entail first year costs of over \$180 million, half of which would be of a recurring nature. (To put this into proper context, total expenditures by the state government during the 1969/1970 fiscal year were slightly over \$1.7 billion). It is difficult to appraise the realism of the latter figure. On the one hand, it is highly unlikely that expenditures of \$4,000 per child would actually be incurred in providing day care services, even to the most optimistic (and unrealistic) observer. On the other hand, the number of children involved in generating this estimate, 45,151, may be an underestimate of the number of children that would take advantage of such a program. The number of possible scenarios involving increases in the number of children representing potential demand for day care and/or decreases in the costs per child for the first year are infinite. If we use the 45,151 figure as a minimum potential demand and the low cost estimates of \$350 in one time costs and \$750 in recurring costs, the total is almost \$16 million in one time costs and almost \$34 million in recurring costs, or a total of approximately \$50 million.

3. Available Labor Supply

Before discussing means of providing the funds to meet the costs, it might be wise to digress briefly and treat the problems of the supply of workers available to meet the staffing requirements of day care centers. Most of the staffing needs could best be met by drawing upon persons not in the labor force, and, in particular, on females (generally married) between the ages of 25 and 44. Data of this sort are available from the series Estimated Potential Labor Supply, issued by the Virginia Employment Commission. Typically, the publications of this series center on a particular town and the potential labor supply within a twenty mile radius. Consequently, each estimate usually consists of all or parts of several counties and cities within (and outside of) Virginia. Another problem encountered with this data is that the dates of the surveys vary from locale to locale; hence the estimates below should not be regarded as clear cut statements of the labor force reserve among females 25 to 44 years of age, but merely as indicators of the relative abundance or scarcity of this type of labor within an area. The procedure employed for a given county or city was to take the most recent survey of a town within the county (providing as close to 100% coverage of the county as possible) or of the city and estimate the share of the labor force reserve resident in that county (using the number of females 25 to 44 in that county or city relative to the estimated total number of females aged 25 to 44 covered by the survey). For example, if a survey of town X's potential labor supply covered all of county A (location of town X), plus 70% of county B and 20% of county C, the share of females aged 25 to 44 in the potential labor force who live in county A is equal to the number of females aged 25 to 44 living in county A divided by this figure plus 70% of the corresponding figure for county B, plus 20% of the corresponding figure for county C. The data thus arrived at are grouped by planning district and presented in Table 10. The use of planning districts here permits realization of the interdependence of counties for labor. Table 10 presents this data and estimated demand for day care workers by planning district. The demand estimates are based on the high estimates of potential demand for day care within the state. For each district, the number of children representing potential day care demand is assumed to be divided into single years of age 0-1, 1-2, 2-3, 3-4, 4-5, 5-6, in proportion to the statewide number of births in 1969, 1968, 1967, 1966, 1965, 1964, respectively, with account made for kindergarten enrollment among those 5 to 6 years old. The end result of this is that slightly

over one-third of the children (37.5%) require staff at the ratio of one to every three children and the remainder at the ratio of one to every ten children. Although there are no data on the educational and occupational background of these women, it seems likely that those of suitable experience are available, given the relative size of demand and supply in the districts. In all cases but that of planning district 12, there are at least twice as many potential workers as there is demand for their services in day care centers. In cases where labor force participation is exceptionally low (notably southwest Virginia) the supply is much higher, reaching a maximum of nearly 28 women potentially available for every position. It appears that the creation of more day care centers would not only provide educational and social benefits for the children involved, but might also be an important source of new jobs as well (the children of the women who take these jobs might well add to the potential demand for day care services). A more thorough analysis of the costs and benefits of day care should keep both these considerations in mind.

Table 10 Estimated Potential Labor Supply of Females, 25-44
Years Old, by Planning District and Estimated Need
for Such Workers in Day Care Centers

Area	Potential Labor Supply, Females 25-44	Potential Labor Demand, Day Care Centers	Supply as a Percent of Demand
PD 1	1671	71	2353.3
PD 2	4082	146	2796.9
PD 3	2746	288	953.9
PD 4	1041	235	443.0
PD 5	2410	341	706.7
PD 6	2362	365	647.1
PD 7	910	282	322.7
PD 8	3520	1010	348.5
PD 9	749	176	425.6
PD10	1522	314	484.7
PD11	908	395	229.9
PD12	1394	747	186.6
PD13	1201	236	508.9
PD14	938	198	473.7
PD15	2775	1018	272.6
PD16	598	228	262.3
PD17	452	85	531.8
PD18	565	104	543.3
PD19	1102	469	235.0
PD20	13692	1426	960.2
PD21	2679	416	716.1
PD22	300	140	214.3
State Total	47,917	8,690	551.4

ALTERNATIVE STEPS TO MEETING THE COST OF DAY CARE

1. *Federal Programs*

Programs to meet the need for day care facilities and to provide incentives to private groups exist on most levels of government, although hitherto it has been at the federal level where most of the concern for day care has been translated into action. One of the first advances made on this level was in the 1962 amendment to the Social Security Act which authorized federal grants to state welfare agencies for the purpose of providing day care for the agency's clients. Subsequent amendments to this act five years later established the Work Incentive Program which aimed to train persons on welfare for permanent jobs. One of the features of this program is the provision of day care for the children of the trainee (to be continued until the trainee is able to make other satisfactory arrangements). Part of the training was also for work in the field of child welfare, including day care.

Community Action Programs, of which Head Start is probably the best known, are enabled by the provisions of the Economic Opportunity Act to develop, conduct and administer day care projects. As in the amendments of the Social Security Act, funds may be made available for employment programs related to day care and loans may be made to establish day care centers to persons in small businesses in areas of high unemployment and/or low income. Under the Elementary and Secondary Education Act of 1965, funds can be allocated for the day care of children who are educationally deprived and are from areas with high concentrations of low income families. Funds for the training of day care workers are also available through the Vocational Education Act, the Manpower Development and Training Act, and the Education Professions Development Act. Other legislation, though not primarily intended for day care use, are also applicable here. Examples are nursing and health care for children of migrant workers, grants relating to mental health training programs and community mental health centers, small business loans, and the free distribution of surplus agricultural commodities.

There are also some federal programs that could provide funds for the construction of day care facilities. Some examples are:

- (1) The Housing and Urban Development Act of 1965 which via its Neighborhood Facilities Grant Program provides financial and technical assistance to a wide range of community services for low income groups.
- (2) The U. S. Housing Act of 1937 which provides for loans to local housing authorities for construction or acquisition of low-rent housing providing day care facilities.
- (3) The Model Cities Program of the Demonstration Cities and Metropolitan Development Act of 1966 which provides supplemental funds that may be used in construction of child care centers in selected communities.
- (4) Finally, the Labor-Management Relations Act of 1947, as amended in 1969, permits industry to make contributions to trust funds for the establishment of child care centers for children of employees, and the Revenue Act of 1954 permits deductions for child care expenditures under certain conditions.

The past few sessions of Congress have seen many new pieces of legislation introduced such as the Family Assistance Plan bill and the Comprehensive

Preschool Education and Child Day Care Act (both 1969) and the Comprehensive Head Start Child Development Act, introduced the following year. None of this legislation has passed.

All programs hitherto developed by the Federal government have been studied by the Federal Panel on Early Childhood, established in 1968, with the intention of improvement and expansion. One of the primary functions of the panel has been the establishment of Federal Interagency Day Care Requirements which provide minimum standards of facilities, services, training, administration and evaluation for all federally assisted programs. In addition, the panel drew up a program called Community Coordinated Child Care (4-C) which aims at the coordination of all organizations within a community to provide better day care through the combining of available resources.¹¹

2. *Recent Developments in Federal Programs*

More recently, the Department of Health, Education and Welfare has funded a study by the AVCO Corporation to examine six government day care programs with an eye to determining which has been functioning most effectively. This study will review national day care needs, program quality and the effective use of funds and will create a computerized data base to identify those communities across the nation in most need of day care services.¹²

On March 25, 1971, Rep. John Brademas (D.-Ind.) introduced the Comprehensive Child Development Act (H. R. 6748) into Congress. This bill would provide programs similar to Head Start (including education, health, and nutrition) to millions of children giving priority to those with the greatest economic need, but extending it to others as well. The program, which envisions expenditures of up to \$700 million in its first year for the establishment of centers, seeks to identify child development needs and details how financial assistance is to be utilized. Before and after school programs are also included, though attention is centered on children five years old and under (including infants). Priority is given to children of single parents and/or working mothers, though no mother will be forced to work in order to make her child eligible. Fees are to be based upon family income, with care provided at no cost to families with income below an established level. Direct parental participation is encouraged by the election of a local council to set up and evaluate the program. The program may be under the sponsorship of state, city, county or general local governments, an Indian reservation, or a private or public nonprofit agency. At the present the bill has been approved by the House Education Subcommittee and approval by the entire House Education and Labor Committee is expected in the near future. The interest shown by organized groups such as the National Organization of Women has apparently played a significant role in the success the legislation has met with to date.¹³

3. *Programs of State and Local Governments*

On the state and local government levels, significant legislation has recently been enacted in the states of Illinois and New York. The Illinois Child

¹¹ A more detailed analysis of federal programs relating to day care is contained in Beatrice Rosenberg's *Day Care Facts* issued by the U. S. Department of Labor (to which much of the foregoing is very heavily indebted) and in the Women's Bureau's more detailed publication *Federal Funds for Day Care Projects* (1969).

¹² Angela Terrell, "Dealing with Day Care," *The Washington Post*, August 15, 1971, p. F-14.

¹³ For a more detailed account of this legislation, see William May, "Day Care Legislation Held Ready to Pass," *Richmond Times-Dispatch*, August 15, 1971, p. 10-B, and the *Congressional Record* of March 25, 1971.

Care Act of 1969 provides grants in aid to local government units, volunteer agencies and nonprofit day care centers. These funds may be used to meet a maximum of 50% of the estimated construction cost of the center, 50% of the actual first year costs of operation, up to 25% of the second year costs and up to 10% of the third year costs. All recipient agencies must report to the State Department of Children and Welfare indicating their sources of revenue and disposition of expenditures for the year. The amount of funds to be expended under this program is limited to \$750,000 per year.

In New York, the Youth Facilities Improvement Act of 1969 provides for the issuance of bonds to finance the building and equipping of child care centers, through guarantee of loans to non-profit agencies by the New York State Housing Finance Agency up to 90%. Expenditure by local government for day care facilities is also reimbursable in the state, through the disposition of federal funds, up to 50% of the cost of operation (after deduction of fees received and contributions). In addition an executive order of March 28, 1968, permits use of New York State property for day care centers.

In the state of Virginia, there has been very little in the way of legislation that would encourage the development of day care centers. Tax exemptions are permitted to bona fide incorporated institutions of learning and to property owned by community associations when used exclusively for general community purposes and not for profit. Tax deductions, which conceivably could be relevant to day care, are permitted for corporate charitable contributions and trust foundations organized and operated exclusively for educational purposes or prevention of cruelty to children (either on an individual or corporate basis). A limited amount of funds (\$317,365) are available in fiscal year 1970-71 to reimburse localities for the state's share of various federal programs. These provisions are quite pale in comparison to the New York and Illinois legislation outlined above. It would seem that incorporation of aspects of this legislation and drawing up of incentives to contribute to the establishment and operation of day care facilities should receive serious consideration by the legislature.

On the local government level in Virginia, the school board of the city of Richmond provides spare rooms in its facilities, on a sliding scale fee basis, to a private, non-profit, self-supporting organization, Richmond Child Care Centers, Inc.¹⁴ The use of similar programs throughout the state would seem to be one way of avoiding needless duplication of facilities that might result from the construction of many new day care centers, although many areas may not currently have unused school facilities.

4. Programs in Industry

Day care is also provided by industry and in at least one case, by organized labor as well. Industrial day care dates back at least as far as the second world war when Kaiser shipbuilding provided care for some 4,000 children. This project and others similar to it ceased with the war's end and mass withdrawal of females from the labor force. Presently, despite the concern of parents and government over day care, the response of American industry has been less than overwhelming. Some signs of awakening are beginning to appear, however. Subsidiaries of the American Telephone and Telegraph Company in Washington and Chicago have recently opened day care centers for children of their employees. In Boston the AVCO Corporation operates a day care center for children from the community (not all of whom are AVCO employees) in their printing plant in the Roxbury section. Other companies such as Control

¹⁴ See Louise Ellyson, "Care Centers Around Children," *Richmond Times-Dispatch*, August 15, 1971, pp. 1,20, for a detailed account of this project.

Data, Uniroyal, TRW, Oneida Silver, the Detroit Free Press, and Eastman Kodak have also opened centers or are seriously considering doing so.¹⁵

In Virginia, a rather unique situation exists at the Child Health Care Center in Verona, Virginia. This center is operated by the Amalgamated Clothing Workers of America (Baltimore Region) for children of members of the union employed by the nearby clothing manufacturing firm of L. Grief and Brother, a part of the Genesco organization. The union also operates similar establishments in Baltimore and in Chambersburg, Hanover, and McConnellsburg in Pennsylvania. These centers are administered by a Health and Welfare Fund which is supported by both the union and the manufacturers who have entered into labor contracts with the union. The Board of Trustees for the fund contains representatives of both labor and management.¹⁶ The garment industry employs a much larger percentage of females than do other industries and the membership of the union is heavily female. While these are extra incentives to both parties to provide day care, there appears little reason why labor and management in other industries cannot follow the example set by the ACWA and the cooperating manufacturers.

Industry is becoming involved in day care in another fashion as well. If the Brademas legislation discussed above is passed, considerable funds will be available for the construction and operation of day care centers. Firms such as General Learning Corporation (a subsidiary of General Electric) and General Precision Systems (operator of the Singer Learning Centers) have entered into the market for packaging day care centers. Despite the evident demand for day care, careful management must be used to insure financial success for these commercially operated centers. A recent article in *Barron's* noted the problems of a center operating in one of New York City's most exclusive residential sections. Designed to be a proto-type for such centers, it was based on an adaptation of the Montessori method and included such features as unstructured activity with many options for the children and electronic aides of all sorts. Despite this, the center has been unable to break even.¹⁷

5. *Programs of Non-profit Agencies in Virginia*

To conclude this section, it would be appropriate to note the contributions of non-profit groups in the state towards the implementation and establishment of day care services throughout Virginia. It is quickly evident from even the most cursory glance that many of the centers in the state are operated by churches, local Community Action groups and similar organizations. These groups should be encouraged and supported in their activities by parents, governments, industry, labor and all other concerned parties. In addition, public interest groups in at least two areas of the state (United Community Services in Newport News and the Southeast Day Care Study Committee in Roanoke) have surveyed the needs for day care in their respective areas, particularly in reference to children of indigent parents. Such studies conducted on a statewide basis would be of substantial benefit in the organization of the wide-spread day care program needed throughout the state.

¹⁵ "Corporate Baby-Sitting," *Forbes*, June 1, 1971, pp. 19-20.

¹⁶ Amalgamated Clothing Workers of America—Baltimore Region *Venture in Child Care and Child Day Care Centers*.

¹⁷ J. Richard Elliott, Jr., "Learning their ABCs: Making the Grade in Day-Care Centers Isn't Always Easy," *Barron's*, July 19, 1971.

