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PROFESSIONALIZATION OF CHILD AND YOUTH CARE IN
BRITISH COLUMBIA: A CASE STUDY

by

Leanne Elizabeth Rose
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We accept this thesis as conforming
to the required standard



Prof. James Anglin, Supervisor
(School of Child and Youth Care)



Dr. Michael Prince, Departmental Member
(Faculty of Human and Social Development)



Dr. Roy Watson, Outside Member
(Department of Sociology)



Dr. Antoinette Oberg, External Examiner
(Department of Communications and Social Foundations)

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University of Victoria

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Supervisor: Prof. James P. Anglin

ABSTRACT

This study examines the development of the child and youth care field in British Columbia, with a focus on its professionalization and readiness for a self-regulatory process.

Individual and focus group interviews were conducted with twelve informants from the child and youth care field. In addition, an analysis of records and documents pertinent to the purpose of the study were drawn upon to more fully understand child and youth care in British Columbia. The information gathered through these methods was subjected to a thematic analysis which illuminated a number of findings indicative of the fact that the structure of child and youth care has evolved considerably over the past twenty years.

First, that child and youth care in British Columbia has achieved a number of key elements necessary for professional status. Second, that the next logical step is to implement some form of self-regulation for practitioners in the field. Third, that this self-regulation should assume an enabling,

supportive stance by allowing access through education, experience, or a combination of both. Fourth, that education of both the child care community and the community in general is important to the success of a self-regulatory program. Fifth, that a collaborative effort between those key institutions and organizations which impact upon child and youth care in B.C. is necessary for the development of a self-regulatory program.

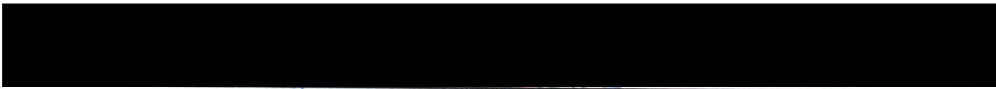
Examiners:



Prof. James Anglin, Supervisor
(School of Child and Youth Care)



Dr. Michael Prince, Departmental Member
(Faculty of Human and Social Development)



Dr. Roy Watson, Outside Member
(Department of Sociology)



Dr. Antoinette Oberg, External Examiner
(Department of Communication and Social Foundations)

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Finally, I would like to give a special thanks to Aunty Norma, Uncle Howard, and Noreen, for their love.

DEDICATION

It is with great honour, love, and respect that I dedicate this thesis to my dear friends, my family: James, Audrey, Jay, and Nanny. You are my world!

The discovery of my spirituality, my new desire to embrace and celebrate life, and my commitment to accept others and strive for intellectual growth, I dedicate to the only missing link in this human existence: my best friend, and beloved brother,

Deryl Gordon Rose.

I miss you!

Mannequin

Natasha dances upon her toes;
for every heart but her own.

She cries tears of snow;
for everybody's pain but hers

And at night as she lays down to sleep
She wipes the smile off her face....

And soon begins to weep.

-Cherry-

Imagine a young vibrant girl who exudes an aura of freshness. An innocent child with jet black hair, a freckled face, and wide smiling lips. Imagine an energy for life which warms the very room she enters and an inner beauty which draws people ever so close to her. Imagine this innocent child selling her body, involved in drugs, and experiencing the horrors of abuse. Imagine the pain and assault on her soul. Most of us can only imagine.

Chapter I

Introduction

Impetus for Research

During the years of my involvement in child and youth care, I have come closer to understanding the basis of my dedication to the field. This loyalty has led to a desire to assist in the further development of child and youth care work as a profession. The driving force behind my commitment stems from personal experiences of the varied and difficult work synonymous with involvement in child and youth care practice. The dependency of the young, combined with the emotional instability which is commonly found, implies an emphasis on professionalization as a means of ensuring accountability of practitioners through some regulatory process. It has been suggested in the field that self-regulation would be an important step towards addressing the need to ensure the provision of quality care to these special children and youth through the standardization of qualifications, as well enhancing the credibility of members of the profession within the human service system. My own belief in the critical importance of professionalization for assuring quality care has led to a desire for me to explore the

potential avenues for self-regulation for child and youth care workers in B.C..

Statement of Problem

Child and youth care is firmly established in British Columbia and has moved steadily towards becoming a recognized profession. As a field of work, child and youth care encompasses those service providers who are primarily involved in providing developmental and therapeutic care giving for children and youth in their day to day environment, or life space. Those who emerge from this work into positions of support (supervisor, trainer, educator, policy adviser, program evaluator, researcher, or administrator) are also considered part of the profession by most in the field.

It is generally agreed within the human service field, that the continued development of the profession will require the design and implementation of a means to identify and assess competencies, and the acquisition of knowledge and skills, for various levels of practice in child and youth care work. It is believed that this will ensure at least an appropriate minimum level of qualifications for workers and will

contribute to a full recognition for its professional status.

A number of steps towards professional status have already been taken within child and youth care in North America:

- 1) the establishment of formal education and training at the post secondary level which embodies specific child and youth care knowledge in numerous jurisdictions in Canada and the U.S.A.
- 2) the development of professional journals, texts, and other publications;
- 3) the establishment of the national and provincial professional associations and the Canadian Council of Child and Youth Care Associations.
- 4) the establishment of a recognized code of ethics by provincial and state professional associations.
- 5) the development of annual regional, provincial, and international conferences of professional child and youth care workers.

The need to implement a regulatory process is supported both by the sociological theories which focus on the "traits" of a profession, and by the very nature of the critical role which child and youth care workers perform. Linton and Forster (1988) summarize the complexity of this responsibility as follows:

The child and youth care worker operates more or less completely within the "life span" of the young person. This life-span contains the actual living quarters of the troubled youngster and all the activities that

transpire there, as well as those places and activities outside the home through which various needs (medical, recreational, etc.) are met (p. 3).

They go further in characterizing these responsibilities as being "unique....in the treatment of troubled youth" (p. 5), and the notion of the child and youth care worker as a care giver concerned with the totality of functioning of disturbed children is documented in much of the existing literature in the field (Ferguson & Anglin, 1985; Trieschman, Whittaker, & Brendtro, 1969; Whittaker, 1979).

In addition to recognizing the unique role of the child and youth care worker, a number of researchers have focused on developing functional job analyses to gain a better understanding of the actual tasks involved in performing the job (Anglin, 1983; Harrington and Honda, 1986; Phelan, 1985; Rathbun, Webster, & Taylor, 1983; Ricks, 1972). These functions have been characterized as numerous and often complex tasks which required a variety of sophisticated skills in order to undertake effective work with disturbed children and youth.

A review of the various tasks required of child and youth care workers, and the complex nature of the

clientele suggests that the education and training of the child and youth care worker is of utmost importance. Linton and Forster (1988) have attempted such an overview of the role of child and youth care workers in addition to assessing their level of education and training. They conclude that, due to the lack of professional status within the field, which would control for such things as poor working conditions, low pay, etc., the "field is dominated by socially marginal employees". (p. 6) In light of this situation, and the increase in more seriously disturbed children and youth who require specialized services and trained personnel, it is important that the qualifications of such personnel be monitored through a regulatory process designed to ensure the competence of individual child and youth care workers.

Prior to any exploration of the potential for developing a process for self-regulation, those organizations and individuals involved in the child and youth care field should be surveyed in order to assess possible avenues for change as well as forces affecting such change. Such a review and analysis must take into account existing policies at the governmental level,

the associations and committees involved in child and youth care, the role of academic institutions in the professionalization of the field, and the political and social forces impacting upon professional child and youth care. An examination of existing self-regulation models in child and youth care in other jurisdictions, and of other professions, would complement the organizational analysis and provide the basis for proposing some of the parameters necessary for developing a regulatory program.

Chapter II

Review of the Literature

Research addressing the professionalization of occupations is vast and rich in controversy. Various frames of reference exist to explain the parameters surrounding a profession and each theory seems to elicit counter perspectives from other approaches addressed in the sociological literature. Despite this lack of agreement, a recognition of the need for an occupation to assess its status as a profession is pervasive. Child and youth care has not been an exception in the professional search for a unified consensus on the attributes of professionalization that need to be addressed.

The following review has three components. First, it begins with a synopsis of the sociological thinking on the professionalization of occupations and will focus on the theories presented by the trait/functionalist. Second, it discusses the topic of self-regulation as it relates to the process of obtaining a professional status. And third, it reviews the literature on professional child and youth care in North America in order to illuminate both the thinking

and practical progress that has been documented to date on the occupation's quest to obtain a professional status.

This review is not intended to be exhaustive but rather to provide a sufficiently broad and detailed backdrop against which to view the professionalization of child and youth care in British Columbia.

Professionalization of Occupations

Sociological Overview

The professionalization of occupations has been, and continues to be, a key interest to sociologists. Inherent in their writings is evidence of an academic struggle to define clearly:


- 1) the specific elements or achievements which constitute a profession and can be used as a guideline or measure by which the status of an occupation can be assessed.
- 2) the processes and tasks which an occupation must undertake in order to achieve a professional status.
- 3) which groups have attained the status of profession.

The importance of defining the necessary

characteristics of a profession relates to the need to identify strategies for an occupation to undertake in order to achieve and maintain control over the nature and quality of the service it provides. Further, the difficulty of identifying the existing professions is clearly linked to the varying theories and disagreements concerning the elements or characteristics which qualify an occupation to be clarified as a profession.

Ritzer (1977), as noted by Lindsay and Lindsay (1987), makes a distinction between the terms "professionalization" and "professionalism". In his definition, Ritzer (1977) views professionalism as the attitudes and behaviours which individuals exhibit in relation to their work and he, thus, deduces professionalism to be characteristic of the individual. Professionalization, on the other hand, focuses on the occupation as a whole, and refers to its overall development in terms of practice autonomy, the nature of service, and adequacy of the knowledge base.

Whether an occupation is seeking to ensure quality service, achieve a higher status, or secure other benefits of professionalizing (eg: monopolization of an



occupation, higher wages, improved working environment etc.) the process of becoming a "profession" per se can be seen and understood from a variety of perspectives (Bucher & Strauss, 1961; Goode, 1957; MacDonald and Ritzier, 1988). William Goode (1957) contended that a profession should be viewed as a community within a community and identified the power relationships which exist in such a context, as the monopoly of knowledge possessed by the profession makes the community dependent upon it for advice. In light of this, Goode stresses the need for the occupation to focus collectively on education and training, obtaining consensus, standardizing, and integrating. Conversely, Bucher and Strauss (1961) view professions as less harmonious and static but rather as composed of segmented groups with divergent interests.

Despite differences, the various sociological paradigms have as a common denominator the notion that occupational professionalization is an ongoing process which is not necessarily linear or universally defined.

Trait/Functional Theories

For the purpose of assessing an occupation's professional status, the sociological

trait/functionalist, represented here by the works of Caplow (1966), Greenwood (1966), Vollmer and Mills (1966) and Wilensky (1964), have developed various theories that embody certain criteria which need to be met and steps which need to be accomplished before an occupation can be recognized as a full profession. In addition, they assert that an occupation can assess its position on a continuum of elements and utilize this information to further develop its current professional status, and to move into areas they have not yet addressed in the process. Johnson (1972) made a subtle distinction between the trait and functionalist models, and declared that:

"Trait" models of professionalism tend to be less abstract in formulation and comprise of a list of 'attributes' which are said to represent the common core of professional occupations. The second approach is more abstract and is marked by a greater degree of explanatory intent. In the formulation of 'functionalist' models there is no attempt to present an exhaustive list of 'traits'; rather the components of the model are limited to those elements which are said to have functional relevance for society as a whole or to the professional-client relationship. (p. 23)

The trait model evokes little unanimity of view on which attributes are essential in order for a

profession to exist. In fact, Millerson (1964) reviewed the works of more than twenty-one authors who attempted to establish the essential elements necessary for an occupation to claim full professional status.

Interestingly, of the twenty-three attributes which were identified as being crucial, no one attribute was endorsed as requisite by all the authors reviewed.

However, as Johnson (1972) reported, some of the attributes were mentioned more frequently than others.

These were: "... (1) skill based on theoretical knowledge; (2) the provision of training and education; (3) testing the competence of members; (4) organisation; (5) adherence to a professional code of conduct; and (6) altruistic service" (p. 23).

Despite the lack of a clear consensus, the trait theories present a cluster of characteristics and a framework from which to assess an occupation's position on a continuum of professionalization. The functionalist theories complement this by stressing the importance of limiting the elements to those which have relevance for the occupation itself and the relationships inherent in the work. Given this, the trait/functionalist theories, which are a combination

of both, will be drawn upon in order to assess the professionalization of child and youth care in British Columbia.

Wilensky (1964) identified the core attributes common to the growth of a number of professions in the United States. He viewed these as:

- 1) Establishment as a full-time occupation.
- 2) Establishment of a systematic body of knowledge and a training school.
- 3) Establishment of a professional association.
- 4) Development of a code of ethics.
- 5) Political agitation to protect the association by law.

Full Time Occupation

According to this framework, an occupation which possesses all of these elements can claim the title and benefits of being a profession. Wilensky (1964), while subscribing to the premise that an occupation should be in possession of certain elements, went further in exploring the **process** which an occupation must undertake to attain these desired traits, and the logical order in which they should be accomplished. He suggested that the initial stage of becoming a

profession involved the emergence of the occupation as a full-time occupation. As demonstrated by the nursing profession, "the sick were always nursed, but technical and organizational developments created nursing as an occupation" (Wilensky, 1964, p. 142).

The field of social work is an additional example whereby charity organizations, made up of volunteers, originally attended to the needs of the poor and homeless. Over time, it became apparent that the role of these volunteers required a certain level of knowledge and skill, and thus social work came to be viewed as a full-time occupation (Lubove, 1965).

Body of Knowledge

The second element in professionalizing, namely the need for an occupation to establish a systematic body of knowledge as a basis for the functioning of the profession, has been defined by Greenwood as "a system of abstract propositions to describe in general terms the classes of phenomena comprising the profession's focus of interest" (1964, p. 11). It is implied that this element is paramount in order for the profession to maintain credibility and monopolization of the field (Greenwood, 1966; Wilensky, 1964). Both Wilensky and

Greenwood maintained that it was of utmost importance that this body of knowledge be supported at the university level, and Wilensky added that this criterion would add prestige to the profession by a) demanding rigorous selection of staff and b) allowing those in the field to be associated with other elite in the society (eg: networking with other professionals).

In his review of the process by which occupations professionalize, Wilensky noted that, in the established professions, university schools and programs were developed before the professional associations were established, while in the less-established professions, the opposite was true. He demonstrated the importance of this sequence by stating that "where professionalization has gone farthest, the occupational association does not typically set up a training school; the schools usually promote an effective professional association." (Wilensky, 1964, p. 144) The establishment of university education and training allows the profession to shift costs from itself to society, and enables it to establish research programs to expand its knowledge base, adding to the credibility of the profession.

In examining the importance of this formal body of knowledge, Greenwood (1966) stressed that the clientele of the professional groups need to recognize the authority that the members of that profession hold. This authority is derived from the knowledge of those in the profession along with the relative ignorance and need of the client.

In a professional relationship...the client cannot diagnose his own needs or discriminate among the range of possibilities for meeting them. Nor is the client considered able to evaluate the calibre of professional service he receives." (Greenwood, 1964, p. 12)

Although this position is not supported by all trait/functionalist theorists as belonging on the developmental continuum, the position of power which professionals traditionally hold over the client due to their expertise is recognized as being evidenced within the professions and has been expressed by some as being important for the occupation to hold in order to aspire to being a profession (Goode, 1957; Johnson, 1972).

Professional Association

The establishment of a professional association by those members of the occupation who have undertaken the prescribed training is seen as an important, albeit

later, step in gaining the professional recognition and status sought (Caplow, 1966; Wilensky, 1964). Eliot Freidson (1986) defines the professional association as "the major formal means by which the interests of its members are expressed collectively and focused politically, and it is the major source of the architecture of the shelters provided by the credential system of its members." (p. 186)

Sociologists have debated over the function of professional associations. In their formative stages, the firmly established associations saw their primary concern as being the qualifications and professional ethics of their members. Some suggested that the main function is one of a regulatory and disciplinary process whereby the concern is to ensure that the service provided is of the utmost quality (that is, focusing on the code of ethics) and further, to sanction those deviating from ethical behaviour (Freidson, 1986; Johnson, 1972). Throughout the growth and development of these occupational associations there occurred a move towards providing protection to the members from outside influences such as government, other occupational groups, and from the general public

(Vollmer and Mills, 1966). Specifically, some of the functions that have been outlined consist of:

- 1) Refusing to allow professionals to use their knowledge to exploit the public (Goode, 1957).
- 2) Defining membership criteria designed to keep out the unqualified (Caplow, 1966).
- 3) Defining, further, the task of competing with outsiders who are doing the same kind of work (Wilensky, 1964).

The latter position is concerned with standards of service and ensuring adequate qualifications both for the good of the public and to protect the monopoly of position of those whom have undertaken the appropriate training.


Although both the regulatory and the protection functions can be viewed as essential and necessary for professional associations, in actuality "...professional associations tend more to provide services to their members than to exercise control over their ethical or technical work behaviour" (Freidson, 1986, p. 187). To exercise control over members' ethical or technical practice requires both strong membership and financial support, as regulatory and

monitoring systems and executive personnel must be put in place.

In keeping with this development, the literature on professional associations makes a division between the purpose the association serves for its members and the purpose it holds for the public-at-large. Professional development, certification, awards, information services, and quality of professional services pertain to the needs of the members within a profession and are often seen as objectives of the association. In addition to serving its members' needs as professionals, it often focuses upon standards of practice, self-regulation of members, and establishing a code of ethics, all to protect the public at large (Sherwood, 1973).

Code of Ethics

Given the potential exploitation of their power by professionals, a code of ethics is essential to a profession in order to ensure that there are standards for the relationship of professional persons with clients and with colleagues (Caplow, 1966; Greenwood, 1966). Wilensky viewed the code of ethics as embodying a set of rules which stresses the service ideals.



These rules are designed to "...eliminate the unqualified and unscrupulous, ...reduce internal competition, and ...protect clients" (Wilensky, 1964, p. 145). In addition to this, Greenwood (1966) felt that the code should be "explicit, systematic, and binding" (p. 15).

The responsibility to establish a code of ethics is traditionally given to the professional association, although in their pursuit to gain professional status and public support, many occupations have attempted to establish a code of ethics without the involvement or development of an occupational association (Vollmer and Mills, 1966; Wilensky, 1964). However, Moore (1970) maintained that "one prominent way in which professional associations operate as agencies of self-regulation is in the development of codes of conduct" (p. 116).

In addition to the above stated elements, which hold the greatest agreement among the trait/functionalist as being those which are essential for an aspiring profession to obtain, Wilensky (1964) maintained that in the process of professionalizing the occupation must also engage in political agitation in

order to gain recognition and support from a legal body. Various other writers allude to this position, or precede it with the notion of obtaining community support and acceptance of the occupation as a profession (Freidson, 1986; Goode, 1957; Wilensky, 1964).

In summary, the trait/functionalist approach to professionalization provides a framework for an occupation to assess its movement towards becoming a profession. The available models identify the elements, or attributes, generally associated with a recognized profession and allow an occupation to measure its progress to date.

Professional Regulation

As previously stated, professional regulation of some form is needed in order for the occupation to control the market and move closer to becoming a bona fide profession. This process is most often initiated by the professional association and maintains as its primary purpose the intent to ensure that some level of competency is possessed by those in the field. Further to this, "the use of a regulatory mechanism to measure the competencies of members of the profession reveals

the restrictive nature of the profession, demonstrating the importance of those who qualify within the guidelines of the profession" (Galbraith, 1986, p. 5).

General Definitions

There are three basic types of formal self-regulation discussed in the literature. These are: registration, certification, and licensure. The following definitions reflect the formulations of Galbraith (1986), Hardcastle (1977), and Mattingly (1982).

Registration is a form of control whereby the professional association sets academic standards that are required in order for the practitioner to be placed upon a registration list as active. Applicants, most often, are requested to present proof of their qualifications, however, some registering bodies grant this status simply at the practitioner's request. Registration is usually voluntary in nature and does not provide the applicant with exclusivity of practice or title.

Certification establishes minimum standards for entry into a given profession. The process of becoming certified most often involves requirements pertaining

to education, professional experience, and completion of an examination. This form of credentialling requires the certifying body to make an assessment as to the competence and skill level of the applicant. Certification is also a voluntary form of self-regulation and, therefore, does not place restrictions on who may practice.

Licensure provides, to individuals, the exclusive right to practice within their field. It allows for the monopolization of both title and practice through a legislative process and, therefore, restricts who can and cannot provide those services. Through licensing, the profession is defined by law and regulated by a governmental or government-sanctioned agency.

Theory of Trebilcock, Tuohy, & Wolfson

In examining the principles behind a regulatory process the works of Trebilcock et al. appear to be most significant. Trebilcock et al. focused their study on four professions in Ontario: architecture, engineering, accounting, and law. They established a framework with which to view professional regulation and looked at whether regulatory intervention in a particular professional market was justified. They

went further to suggest various forms which this intervention could take if it were found to be needed within a profession. Although the framework for regulation was presented by Trebilcock et al. with the four aforementioned established professions in mind, it can be utilized to examine any emerging profession or current occupation.

Central to any profession are the interests involved in the practice of that profession. According to Trebilcock et al., the interests can be separated into first, second and third party categories. The first party interests reflect those of the professionals themselves and include all others that are associated with the provision of the professional services (ie. para-professionals, educators, allied professions). These interests extend from individual practitioners who want to ensure that they are guaranteed a rate of return on their investments to the allied professions who need to protect their "territory" from being encroached upon.

Those who are the recipients of the professional services, namely the client, and whose interests lie in having available to them an array of professional

services of different quantity and quality are designated the second party. Trebilcock et al. defined quality as involving both the technical and ethical standards of practice.

Finally, the profession needs to be aware of the third party interests that are inherently involved in the services provided. These interests are those that are directly affected by interactions or decisions which are made between the client and professional without necessarily involving the third party.

(Trebilcock et al., 1979) In some cases, the third party interests become the primary rationale for professional regulation.

In recognizing the stated interests involved in the regulation of a profession, Trebilcock et al. set out four principles which should guide the formulation of regulatory policy:

- 1) Protection of Vulnerable Parties - This principle takes into account the vulnerability of both second and third parties involved with the profession. Trebilcock et al. recognized that the clients of a particular profession are usually in the position of ignorance and, thus, lack the knowledge to ensure that

their interests and they themselves are being protected. Further, the interests of the third parties may be at stake due to the fact that they do not participate in the decision-making and, thus, remain unaware of their stake in the decision made between the client and the professional.

2) Fairness of Regulation - Regulatory rules need to be the same for all those who hold a particular interest in the profession and the enforcement of policy cannot be arbitrary. This condition assures that the administration of policies is carried out fairly and compensates those whose careers have been disrupted due to the new policy (for example, grandfathering those that have been working in the profession for a specified length of time).

3) Feasibility of Regulation - The proposed regulation needs to be assessed as to whether it achieves its purpose and, in light of this, the administrative component of the regulation must be properly designed. The introduction of new policy may be difficult due to those already existing regulatory systems within the profession and, thus, the requirement for people to learn new habits and possibly

give up interests in which they have already invested.

4) Public Accountability of the Regulatory Body -

The profession must be held publicly responsible for its actions and, thus, must employ an effective presentation of interests and dissemination of information. Trebilcock et al. felt that a prima facie case would exist if the interest of second or third parties would not be protected without the introduction of regulation.

Upon establishing these general principles for formulating regulatory policy, Trebilcock et al. went further to set out the options one could take for professional regulation. They separated these options into two types of regulation: output and input. Output regulation takes on the form of civil liability for negligence along with the establishment of standards and enforcement. Civil liability concentrates on compensating the victim for any professional negligence and, thus, utilizes the court system. The use of standards as a means of output regulation requires that there be a governing body to enforce the standards. This body can take the form of a government agency or group consisting of members of the profession. To

employ this avenue of regulation requires that professionals be monitored on an individual basis and, thus, the cost of administering such a regulatory function becomes high. In addition, the rigidity of standards can lead to a lack of creativity on the part of the professionals.

The input regulation approach makes the assumption that, if people are appropriately trained, they will be able to perform their jobs properly. Trebilcock et al. have separated this form of regulation into two modes; certification and licensing. Under certification, individuals within the profession are certified through an examination to ensure that certain education, training, and knowledge criteria are met (Hardcastle, 1977; Mattingly, 1982). While this process does not prevent the uncertified individuals from offering services, they must do so without using the title. This approach aids the uninformed public to make a decision as to who is competent to do the work and at the same time preserves free entry by individuals into the market. However, the certification of an individual does not ensure that competent services will be delivered and does not address the interests of


third parties. In light of this, if the consequence of receiving poor services would be devastating (ie. medical practices), to merely certify is not sufficient.

In summary, Trebilcock et al. outlined principles which should guide the formulation of a regulatory policy and the regulatory mechanism utilized.

Regulation within the helping professions has traditionally leaned towards input regulation, with most allied fields concentrating on certification as a means of establishing the minimum qualifications needed to enter the profession.

Child and Youth Care

Since the 1970's, the field of child and youth care in North America has been assiduous in its pursuit to obtain recognized professional status. This persistent movement and growth is evidenced in both the Canadian and American literature of the field. In the 1970's, child and youth care was often characterized as an "emerging" profession that was been struggling with such issues as the lack of equality with other professions, the absence of a clear self-definition, and a dearth of educational programs to convey and



further develop its knowledge base (Anglin and Ferguson, 1985; Berube, 1984; Foster, 1972; Redl, 1982; Whittaker, 1979). Anglin and Ferguson (1985) presented a brief synopsis of the developments in the profession as seen through the literature contained in the Child Care Quarterly. Their findings illuminated the struggle permeating the field during those earlier times: "we find in its entries a continuing concern with issues of identity...despair over a lack of recognition...doubts as to competence...and even flights of idealism" (p. 6). In the 1980's, Ferguson and Anglin note an important shift in the journal contributions from references to child care as "a developing profession" to "the development of the child care profession" (p. 86).

This need to define and establish the professional status is shared with a number of helping occupations including social work. Etzioni (1969) reflected on social work's struggle in this area and noted the conflicting statements made during earlier stages of development, where some felt it would never be a profession as, they asserted, it did not have a body of knowledge, while others contended that it was already a

profession.

Amidst this continuing struggle for self-identity and the perceived need to delineate child and youth care's position on the continuum of professionalization, child and youth care's identity as a profession has already been incorporated into the minds of many. This professional self-image is evident in the statements of various writers. Barnes and Kelman (1974) discussed the various roles of child and youth care workers and identified them as the "primary professional working with the child" (p. 22) and, Norman Powell (1977) looked at the uniqueness of child and youth care and proclaimed it to already be a "profession that requires special skills" (p. 149). Child and youth care, to be truly professional, needs to be perceived as professional not only in the eyes of allied fields and the public in general, but more significantly, by its members themselves. ✓

The acceptance by the general public of child and youth care's professional status has been hindered by the difficulty in claiming that the care of children and youth is unique to the field. Etzioni (1969) noted that the same problem was faced by social work during

the 1960's, and he surmised that such dedication to the care of children is shared to some degree by all humans. Further, the care of children is viewed by many as primarily a female responsibility and something that does not require special skills. Beatty, as quoted by Douglas Powell (1990), states that:

...the status of work with young children is directly related to the history of women in our culture. Work with young children has been seen as women's work. It has been a socially acceptable, "genteel" job that should be above material concerns. (Beatty, 1985, p.183)

The less-than-equal status of women and the contention that child caring is a woman's responsibility has kept the professionalization of the field, and recognition of its status as valuable and important, at a minimal level (Lyon, 1990).

The lack of status is evident when one reflects upon the minimal power given to, and possessed by, child and youth care workers in policy, administrative, and clinical decision-making processes. Milner (1982) pointed out that child and youth care workers, at that time, were not allowed access to files on the very children they cared for on a twenty-four hour basis and

Bagley (1985) stressed that child care workers know the needs of the children best but hold no power in the crucial decision-making. This absence of credibility and consultation in decision-making further demonstrates the relatively low status of child and youth care in the human service system.

Whether child and youth care can benefit from pursuing the traditional model of professionalization or, for that matter, any model at all, has been actively debated (Berube, 1984; Fewster and Bagley, 1983; Redl, 1982; Zigler, 1972). Emergent from such discussions is the theme that the process has already begun and, thus, the focus has become to address the direction which the field will take in professionalizing, rather than focusing on whether it should or should not professionalize.

The image of "craftsmanship" has been proposed as an alternative to considering child and youth care a profession and seemed to emerge out of a fear of losing, and a need to maintain, the vitality and uniqueness inherent in the child and youth care perspective. Beker & Baizerman (1982) suggested that the concept of craftsmanship could describe the

relationship which existed between the worker and the content and method of the work, while the title of professional only referred to the desired structural components of the work (for example a body of knowledge or code of ethics). In subsequent writings on this proposed identity of "craftsman", Eisikovits and Beker (1983) proposed that:

Craftsmanship, the work of the craftperson, is viewed as an individualistic, expressive process that can, nonetheless, be taught generally through modelling rather than academically, but with distinct conceptual principles at the foundation. (p. 96)

Regardless of which view was taken, craftsperson or professional, it was agreed that it was necessary to move from being an "emergent" entity to achieving equality of respect and status within the human services.

One of the persistent arguments against recognizing child and youth care as a profession (and the helping "professions" in general) has been based on the premise that the field has traditionally "borrowed" its knowledge base from various other disciplines such as psychology, education and sociology, and, therefore, does not possess a unique body of its own (Berube


1984). However, it can be argued that, through the movement during the 1970's and 1980's, into the University educational system, the field sought and successfully managed to delineate and articulate, at least in beginning form, its own knowledge base (Berube, 1984).

Trieschman, Whittaker and Brendtro (1969) published The Other 23 Hours, which focused on the knowledge and skills needed for residential care, and which has become the backbone to the ensuing professional literature. In addition, various contributions by academics and researchers were made to the new journals being published subsequently. In Canada, these contributions have included such vehicles as the Journal of Child and Youth Care, and three texts: Professional Child and Youth Care: A Canadian Perspective (Denholm, Ferguson, & Pence, 1987) Issues in Child and Youth Care Practice in Alberta (Charles & Gabor, 1988), and Perspectives in Professional Child and Youth Care (Anglin, Denholm, Ferguson, & Pence, 1990). A synopsis of the Canadian articles demonstrates that a number of key issues have been addressed on various levels over time. A summary of these articles,

categorized according to a theoretical framework designed to provide a definition of child and youth care is presented in Appendix A. It is interesting to note the type of information being disseminated through the Canadian literature and it is evident from the analysis that the professionalization of child and youth care has remained a continual topic of discussion.


Although, when measured against the trait/functionalist theoretical framework, it could be argued that child and youth care is still "emerging", an examination of the history of those attributes already attained appears to support the position that it is appropriate that those in the field afford themselves a professional status and act in a professional capacity.

Professional associations were established in the 1960's and 1970's both nationally and at state and provincial levels throughout North America. At the same time, child and youth care workers began to organize and promote the sharing of information through regular conferences, workshops and seminars, and to develop a communication network. In addition, codes of ethics



were established to provide guidelines for those practitioners who were association members and to reflect the professional commitment to those whom the profession served. These codes of ethics most often focused upon general principles to guide the child care worker and discern the relationship of the practitioner to both the client and to their own and other professions. Reviewing the professionalization of residential child care in the U.S., Beker (1979) concluded that "professionalism is no longer a dream nurtured by a few of us; it is a reality that imposes special responsibility on all of us" (p. 245-46).

In the 1960's, there were few academic institutions offering specific instruction in child and youth care. Peters (1981) and Austin (1981) saw the academic structures as a major prerequisite to becoming professionalized, with Austin maintaining that the requirements for child and youth care workers to possess a higher level of education and training was needed in order to change the professional status of the field. The advent of numerous new college and university programs during the 1970's and 1980's provided an educational medium to support the child and



youth care worker. This was followed by a marked increase in the number of graduates with baccalaureate and college education entering the field (Ferguson, 1982). This development promoted the acceptance in the field of the existence of a special set of competencies, skills, and theoretical knowledge specifically required of child and youth care workers.

Whether at the college or university level, Berube (1984) stressed the importance of this interplay between education and child and youth care practice by stating that "...the problem becomes further compounded to the point where it can be stated that the most disturbed and needy population of children in this province are being "treated" by lay people who are not prepared for the tasks" (p. 3). Although Berube is referring to the Province of Alberta, it would be fair to assert that the same conclusion would hold true for the Province of British Columbia.

Advocacy for the establishment of career ladders also emerged with a purpose of enhancing the attractiveness of child and youth care as a life long career choice. Denholm, Ferguson, and Pence (1987) maintained that the "umbrella model" which they

presented would assist in providing horizontal movement within the field. The model utilized the image of the panel of an umbrella to illustrate the diverse settings and contexts in which child and youth care occurs.

Krueger (1988) attempted to address vertical mobility and proposed that administrators develop career ladders to assist in compensating child and youth care workers and promoting child and youth care as a career choice. He developed a step plan model and encouraged employers to implement this promotional system through the reallocation of funds and structural organizational changes.

The professional associations, in response to both the higher levels of education accessible and the demands by the community to become more accountable began to address the need for standards, program evaluation, and some form of self-regulation (Foster, 1972; Gabor & Charles, 1988; Mattingly, 1982; Peters, 1984; Phelan, 1985). Gabor and Charles (1988) emphasized the importance of accountability and observed that the "consumers of services have also become more vocal, demanding that child care professionals demonstrate the effectiveness of the

services that they provide" (p. v).

In addition, it became increasingly important that those in child and youth care become accountable to their clientele and begin to ensure that quality services were being provided. Various associations throughout the United States began to implement a certification process by which child and youth care workers would be assessed on their individual competency. In Canada, the province of Alberta became the first western province to establish a self-regulatory program (Phelan, 1987) while similar efforts in eastern Canada have not yet resulted in completed projects.

Summary

The professionalization of occupations has been, and continues to be, a key interest of many sociological theorists. A variety of theories exist to explain both the attributes of professions and the process of professionalization. Of these theories, the trait/functionalist paradigm offers a guide by which aspiring occupations can measure their progress to date. According to Wilensky (1964) the five attributes most commonly referred to are:

- 1) Establishment as a full-time occupation.
- 2) Establishment of a systematic body of knowledge and a training school.
- 3) Establishment of a professional association.
- 4) Development of a code of ethics.
- 5) Political agitation to protect the association by law.

The professional association becomes the collective voice for those in the field and seeks to regulate its members through a self-regulatory process such as registration, certification, or licensure. Child and youth care in North America has moved steadily towards professionalization. An assessment of this movement indicates that there have been significant steps made towards gaining professional status. Currently, self-regulation of practitioners in the field has become a central concern and focus for both Canadian and American professional child and youth care associations.

Chapter III

Method

Strategy

A case study design was the method chosen for this inquiry into self-regulation of child and youth care workers in British Columbia. Research literature which focuses on non-experimental research in the form of a case study suggests that such a study aims at obtaining a description and understanding of a phenomenon by uncovering "the interaction of significant factors characteristic of the phenomenon" (Merriam, 1988, p. 10). The phenomenon can take the form of a person, a particular program, a process, a period in time, a critical incident or an institution (Merriam, 1988; Patton, 1984).

In addition, the case study allows for "thick" descriptions which can be utilized to understand more fully the phenomenon under investigation. The term "thick description" has an anthropological origin and is defined as "the complete and literal description of the incident or entity being investigated" (Merriam, 1988, p. 11). Through such descriptions, the researcher attempts to not only present information but

also explore and interpret a deeper meaning.

Yin (1984) has identified the purpose of the case study, and has described it as an empirical inquiry that:

- a) investigates a contemporary phenomenon within its real-life context; when
- b) the boundaries between phenomenon and context are not clearly evident; and in which
- c) multiple sources of evidence are used.

Merriam (1988) suggested that the case study is characterized by four essential properties:

- 1) Particularistic - recognizes that the case study will reveal the way in which particular groups handle specific problems and, as such, the case itself is important.
- 2) Descriptive - denotes that the case study represents a thorough characterization of the phenomena.
- 3) Heuristic - meaning that the study contributes to the understanding and often new meaning of the phenomena.
- 4) Inductive - referring to the mode of reasoning, whereby hypothesis, generalizations, or concepts

arise from the data.

The case study approach supported the purpose of this investigation into self-regulation of child and youth care workers in B.C. Its flexible and comprehensive nature allowed for an examination of the phenomena to occur in various settings and via multiple data collection methods.

Patton (1987) recognized the importance and relevance of a case study approach in particular settings:

Case studies become particularly useful where one needs to understand some particular problem or situation in great depth, and where one can identify cases rich in information - rich in the sense that a great deal can be learned from a few exemplars of the phenomenon in question. (p. 19)

In a case study, the descriptive analysis is utilized to create a conceptual framework to interpret and explain the phenomenon. It, therefore, goes beyond mere description and supports the development of theory and the interpretation of the phenomenon.

This particular case study was directed at obtaining a description and understanding of the child and youth care profession in British Columbia as it relates to self-regulation. It focused on three areas:

1) The current state of professional child and youth care in B.C., 2) current provincial policies which will impact upon a self-regulation model for B.C. and, 3) existing or potential self-regulatory models which could be appropriate for child and youth care in B.C..

The fact that there exists a history of child and youth care in B.C. requires that this study began with a brief review of this background in an attempt to understand the present professional status of the field and those organizations and institutions which impact upon it. In particular, it was important to assess the field's move towards professionalization in light of its position upon the continuum identified in the trait/functionalist theories, as well as identifying and discovering the roles which various events have played in the professionalization of the field. This developmental review asked three questions:

- 1) What is the structure of child and youth care in B.C. and how has this evolved over time?
- 2) What institutions/organizations/individuals have played, and continue to play, key roles in the professionalization of the field and what have these roles been?

- 3) What elements of professionalization have been fulfilled, and how has this been achieved?

The policies which impact upon the field of child and youth care in B.C. provided the focus for the second area of inquiry. The purpose of this investigation was to understand the legislation currently in place as well as examine those basic requirements which will be needed for a self-regulatory program.

Finally, existing mechanisms in other jurisdictions which serve to regulate child and youth care and other professions were reviewed. This review sought to provide a brief overview of how these programs developed, their impact upon their respective fields, and the strengths and weaknesses inherent in the various program designs.

Data Collection

Multiple methods of data collection were utilized in order to meet the stated objectives. These included:

- i) Interviewing
 - a) Individual interviews:
 - informal (co-workers, friends, professional contacts, authors).
 - formal (exemplars of the child and youth care community, government employees,

members of B.C. and Alberta child and youth care associations, representative from the Alberta Steering Committee on Certification)

b) Focus group:

- administrators in the community of Victoria who are currently involved in one of the following dimensions of child and youth care: child life, residential care, community care, school based child care, and early childhood education.

ii) Written document analysis

- documentation of the Child and Youth Care Association of British Columbia (CYCABC) pertaining to standards and self-regulation;
- self-regulation information of allied fields (psychology, social work) and in child and youth care in the provinces of Alberta and Manitoba);
- provincial government legislation (actual and proposed in draft form);

Individual interviews were an important source of data as they provided a medium through which the researcher could gain a description and understanding of child and youth care in B.C. The focus group and written documentation served to complement the information obtained through the individual interviews and assist in validating the data gathered directly through observations and in the individual interviews.

A semi-structured interview was determined as

being the most appropriate approach for canvassing a sample of respondents for this case study. Such an approach promotes a guided discussion while providing opportunity for the respondents to expand on their personal thoughts, opinions, and experiences.

The focus group is seen as a medium for facilitating a collective discussion and confirming or challenging information obtained from the individual interviews. As Patton (1987) noted, the focus group recognizes the social context in which decisions are made. As such, in a focus group, the researcher poses questions and allows participants to reflect upon these. They are then able to listen to others' comments and expand their own original response in light of these. The purpose is not to gain consensus of the group but rather to obtain "high-quality data in a social context where people can consider their own views in the context of the views of others" (Patton, 1987, p. 135).

The methods employed in this study were considered to provide "robust data", that is data which is strong and reliable. The importance of establishing some level of validity and reliability were recognized and

steps taken to ensure that this happened. The steps, as identified by Merriam (1988) and employed in this study, included:

- i) Triangulation - multiple methods of data collection and various sources of data assisted in confirming emerging information.
- ii) Peer examination - several colleagues selected for their various perspectives were invited to comment on and discuss the findings at different stages of the data collection and analysis process.
- iii) Investigators position - the researcher's basis for selecting informants and the social context from which the data were collected were made clear.
- iv) Audit Trail - the data collection and analysis process was systematically described.
- v) Providing a rich, thick description - the structure of the data analysis technique used assisted in providing thick descriptions.

Selection of Informants

Twelve participants were selected to be involved formally in the study; seven by means of semi-structured interviews and five in a focus group. One

participant selected for the focus group (representing school based child and youth care) was unable at the last minute to attend the group meeting, and therefore the group was reduced to four.

The mode of selection utilized purposive sampling in order to obtain a cross section of people representing a range of perspectives on, and experiences in, the field of child and youth care in British Columbia. Patton (1980) suggested that the "power of purposeful sampling lies in selecting information rich cases for study in depth." (p. 51-52). The purposive sampling strategy employed in this study aimed at understanding and describing themes and common information which cut across participant variations.

The selection criteria used in obtaining the key informants for the individual interviews and the focus group are presented in Table 1.

All participants were contacted initially by telephone and provided with an explanation of the project, its purpose and objectives. The voluntary nature of participation was stressed and the right to withdraw at anytime was clearly stated. Permission to

Table 1

Selection Criteria and RepresentationIndividual Interviews

- 1) ten or more years of experience directly related to child and youth care work;
- 2) current or recent involvement in child and youth care in British Columbia;
- 3) a current or previous key position within the Child and Youth Care Association of British Columbia;
- 4) representative of a milieu, or geographical location differing from other participants.

Focus Group

- 1) participation in one of the following child and youth care areas: child life, school-based child and youth care, early childhood education, residential care, and community care and;
- 2) participation in different levels or functions of service, administration, or training;
- 3) their experience and perceived expertise within their respective area.

Table 1 (con't)

Milieu and geographical areas represented

a) Milieu

- Community college program
- Residential treatment
- Community child and youth care program
- Child Life - Hospital setting
- Ministry of Social Services and Housing (past government representative)
- Alcohol and Drug program
- Mental health psychologist
- former trainer for residential care facility

b) Geographical Areas

- Southern Vancouver Island
- Lower Mainland of British Columbia
- B.C. Interior
- Northern British Columbia

audio tape the interview was obtained at this time. Upon establishment of a mutually acceptable interview time, all participants were mailed a written confirmation of meeting times and provided with a statement of purpose and objectives in written form (Appendix B).

Pre-investigation process

To gain an appreciation for those structures and dimensions which characterize the issue of self-regulation, several semi-formal and informal interviews and investigations were conducted. Key participants in the Alberta certification program were interviewed to obtain an understanding of the process resulting in their certification process and guiding manual. In addition, information was requested from all identified child and youth care associations in Canada and four key associations in the United States (Florida, Wisconsin, California, and Pennsylvania). An interview with the Ontario representative for the Canadian Council of Child Care Worker Associations was also conducted to more fully understand the generic issues present in a self-regulatory process.

Interview Questions

Prepared questions were used to guide the sessions in both the pre-investigation and the formal individual and focus group interviews in this case study (see detailed questions in Appendix C and D). The pre-investigation questions were developed specifically to gain a description and understanding of the key players, ideology, and structure of existing certification programs in western Canada. They focused upon the professional association's role in self-regulation, financial considerations, concerns relating to the implementation of a self-regulatory process, and the philosophies behind existing certification programs.

The development of the individual interview questions was based on the information gained from the pre-investigations and the literature review. The questions were developed for the purpose of gaining a description of the changes that have occurred in various aspects of the field of child and youth care and determining elements or factors which would need to be considered in developing a self-regulation program.

The questions for the formal interviews set the

context for the interaction and were semi-structured in order a) to gather information across common areas and b) to facilitate the generation of perspectives and observations unique to each individual. The participants were asked to comment on various subjects and issues, and the researcher used probes to encourage expansion of ideas and opinions. Probes such as: "Can you expand on that?", "How do you think it could be different?" are examples of those used. The tone of the interview was relaxed, informal, and conversational.

The individual interviews were transcribed and analyzed, and on the basis of the information obtained, the questions posed to the focus group were developed. The purpose of these questions was to extract, through dialogic interaction, confirming or contradictory information on issues raised in the individual interviews.

Individual Interview Procedure

Six face-to-face interviews were conducted with respondents selected on the basis of the above stated criteria. The seventh interview, specifically aimed at discussing pending legislation in British Columbia which could possibly affect a self-regulatory process

for child and youth care, was completed with the government contact person identified for the draft legislation. The initial contact and interview procedures were the same for all of the individual interviews.

The interviews lasted between forty-five and sixty minutes each. Consent forms were completed at the onset of the interview in order to obtain permission to audio tape the conversation and to ensure that the participant understood the objectives of the study. Interviews were conducted in the office or home of the individual respondent. The researcher posed the questions for response and remained, apart from the use of probes, primarily as a listener in order not to inject her personal biases.

Focus Group

The researcher invited five members of the Victoria area child and youth care community to be involved in a group discussion of approximately one and a half hours in length. As previously mentioned, only four of these participants were able to attend the focus group. The participants were contacted by telephone and the research objectives were explained at

this time. A confirmation letter and written goals of the project were then mailed to each respondent who agreed to participate.

At the commencement of the group, all participants were reminded of the goals and objectives of the study and a consent form was obtained to allow for the audio taping of the group discussion. The group was asked to spend the initial ten minutes completing, on an individual basis, a short questionnaire (Appendix E) in order to allow them a) to focus their minds on the topics of discussion and b) to reflect and record, in brief form, their individual beliefs, attitudes and experiences, before taking part in a collective exploration of responses. A discussion was then facilitated by the researcher, focusing on the same questions raised in the questionnaire. The researcher introduced the first question and elicited responses from each member separately. As the respondents moved into a discussion format, the researcher's goal was to remain in the role of a facilitator and not become involved directly in dialogue. As a facilitator, the researcher moved the conversation to a different or expanded focus by posing further questions and/or

bringing the group back to a topic from which it may have diverged.

Review of Records and Documents

Various documents were gathered and assessed to provide a description of professional child and youth care in British Columbia and to discover background on the key organizational structures and legislation which could impact on the development of a self-regulatory process. Table 2 lists the documentation utilized, selected on the basis of its relevance to the objectives of the study.

The process of reviewing potentially relevant documents involved reading each in its entirety to assess the relevance of the material to the goals of the study. Once this assessment was completed, those documents considered relevant were re-read and notes compiled on specific material issues relating to self-regulation. Several of the reports and proposals were of limited use given that their focus was primarily on the content of a self-regulatory process, rather than on the process of developing and initiating such a program.

Table 2

Documentation and RecordsChild Care Worker Certification Program of Alberta Manual- 1990/91.

- Identifies the principles of the existing program, procedures for becoming certified, and content specific to the knowledge and competency area required of applicants.

Federation of Private Child Care Agencies in B.C. (1990) Proposal for the Enhancement of the Quality of Specialized Child Care in British Columbia- Standards Report

- A study investigating concerns of member agencies regarding the "recruitment, retention, remuneration and development of the professional, specialized child care staff" (p. 1)

B.C. Ministry of Social Services and Housing - Consultation Document on Residential Care Standards for Children and Youth (1989)

- A document which proposes various standards for residential care setting, primarily physical standards.

Province of Manitoba Certification Proposal (draft)

- proposed competency bands for a certification program.

Pennsylvania Child and Youth Care Association Certification Project Manual

- Certification requirements for child and youth care workers in Pennsylvania.

Table 2 (con't)

Pinnegar, Mary (1987) Practitioner Standards - A Contribution to Professionalism. Master's thesis. University of Western Oregon State.

- A project financially sponsored by the Child and Youth Care Association of B.C. to look at practitioner standards that should be implemented.

Government of British Columbia. Ministry of Health. (1989). Bill 91 Health Disciplines Act.

- Proposed legislation for health disciplines seeking professional designation.

Analysis of Interviews, Focus group, and Documentation

Methods of Transcription

The audio tapes of each semi-structured interview were transcribed verbatim within two weeks of completion. The transcriptions were completed by both the researcher and by an independently contracted typist. They were then assigned a protocol number and formatted to support line numbering. Following transcription, all tapes were erased in order to protect the anonymity of participants.

The audio tape of the focus group was reviewed by the researcher and a synopsis of the comments made by participants and the themes of the discussion was prepared. The tapes were not transcribed verbatim as the experience with the analysis of the individual tapes suggested this simplified approach would be equally effective and less time consuming. The entire interview was reviewed three times in order to ensure that a comprehensive analysis of themes was obtained. The synopses were also reviewed during the process of analyzing the content and significance of the interview data.

In addition to the records of the interviews, written

notes and a field journal were maintained throughout the research project. These were utilized to record the researcher's own observations, thoughts, and ideas concerning the focus of study.

Analysis of Data

Max van Manen (1990) has suggested three approaches for uncovering themes:

1. the holistic approach; attending to the text as a whole;
2. the selective or highlighting approach; discerning essential or revealing statement(s) or phrase(s);
3. the detailed line by line approach.

The analysis procedure for this study utilized an holistic approach to gain an overall sense of the protocols. As such, protocols were read in their entirety with the researcher paying limited attention to detail but rather gaining "a feel" for the message being conveyed in the protocol. Each protocol was then re-read and themes established. These themes generally reflected the question areas which were addressed in the interviews. For example, the interview questions pertaining to "the current readiness of the field to address self-regulation" became a theme under which

several sub-themes emerged. These themes were then written on large cardboard sheets to assist in the thematic analysis.

The protocols were then gleaned in relation to the questions of the study, and the essential statements and phrases pertaining to the themes placed under the appropriate heading. These themes were again combed and dominant sub-themes identified. A line-by-line approach to reviewing the theme's corresponding statement(s) was completed in order to "tease out" the underlying issues corresponding to each established sub-theme.

The protocols from both the individual interviews and the focus group were subjected to the same analysis procedure. The focus group data, however, did not generate any new themes but did support and expand some of those established through the individual interviews. A synopsis of the focus group protocol will be presented separately in Chapter IV.

Chapter IV

Findings

The thematic analysis, described in Chapter III, identified fourteen themes overall focusing on various aspects of child and youth care in British Columbia. These themes capsule the overall findings of protocols. A further analysis of the data supports a reduction of the information within each theme into a framework which focuses upon twenty-six sub-themes (see Table 3). These sub-themes represent common views and opinions and, as such, provide a concise representation of the findings.

Excerpts of the interviews from which themes and sub-themes were formulated are presented in Appendix F. The following discussion will provide 1) a description of the participants involved in the study, 2) findings derived from the individual and focus group interviews, and 3) an analysis of the reviewed records and documents.

Participant Description

Of the seven participants, only one had never been involved directly in the field of child and youth care. The remaining six had entered the field from various

Table 3

Thematic AnalysisIndividual Interviews

THEMES

1. Evolution/nature of Child and Youth Care
 - i) Residential to family/community focus
 - ii) Recognition and status of child and youth care workers
 - iii) Name change
2. Child and Youth Care Association of British Columbia (CYCABC)
 - i) Primary purpose and intent of CYCABC
 - ii) Leadership role of the CYCABC
 - iii) Constant issues for CYCABC
3. Government policy changes
 - i) Public to private, contracted services
 - ii) Child Protection Act to Family and Child Service Act.
 - iii) Juvenile Delinquents Act to Young Offenders Act
4. Socio-economic context of Child and Youth Care
 - i) Value of children
 - ii) Funding criteria
5. Educational context of Child and Youth Care
 - i) Generic versus specific skills
 - ii) Education and training
6. Current qualifications of Child and Youth Care workers
7. Current readiness of Child and Youth Care for self-regulation

Table 3 (con't)

- i) Readiness of field
 - ii) External forces
8. Basis for a self-regulation program
- i) Purpose of self-regulation
 - ii) Guiding principles
9. Parameters of a self-regulatory process
- i) Preliminary discussions
 - ii) Collaboration
 - iii) Convincing those in the field
10. Priorities for the next five to ten years
- i) A feminist perspective
 - ii) Access to and development of education

Focus Group

THEMES

1. Child and Youth Care as a profession
2. Future initiatives to become a profession
 - i) Standardized educational qualifications
 - ii) Collaboration with key organizations
 - iii) Public education
 - iv) Definition of child and youth care skills
3. Readiness for self-regulation
4. Parameters for a self-regulatory program

directions. Two of the respondents became involved in child and youth care through the volunteer sector and moved gradually into paid positions. Another two entered the field as relief workers in residential care settings, while the final two participants came from other disciplines, namely education and psychology.

Of the six respondents, four began their careers in child and youth care in the province of Ontario, therefore, only two of the respondents have carried out their entire career to date in British Columbia. All of the six respondents have been, or currently are, involved in the Child and Youth Care Association of British Columbia.

The formal training of the participants included degrees in education, psychology, and social work, with two of the respondents having completed baccalaureate degrees in child and youth care.

Individual Interview Data

THEME 1 - Evolution/nature of child and youth care

Three sub-themes were noted under the theme relating to developments within the child and youth care field in general. These were: a shift from

residential to a family/community focus, a lack of improvement in the status and recognition of the child and youth care worker, and a change in name from 'child care' to 'child and youth care'.

The movement of child and youth care from a residential focus to a community-based/family strategy was reported by five of the six respondents. This move seemed to be linked to the change in emphasis from "treatment" of the individual to a recognition of the role which the community and family play in the lives of troubled children and youth. Respondents were clear on the shift that had occurred and reflected this in strong, confident statements such as: "Certainly, we have seen the shift from residential to family support work" (1:218).

The recognition and status of child and youth care workers was identified as an area where little change has occurred. This lack of recognition was described on three levels:

- 1) Financial - It was reported that child and youth care workers are consistently paid a poor wage which is significantly lower than most other professionals and often other human service personnel. One respondent

illustrated this clearly by stating that "[child and youth care workers] get paid no where near what I would pay my social workers, for instance" (6:298).

2) Organizational hierarchy - There was a general consensus that child and youth care workers remain on the low end of the organizational structures of both their work environment and the human service field. Career ladders are not yet established for the child and youth care positions and, therefore, even if the calibre of care is high, the child and youth care worker often must move out of the field as the organizational structure does not support his or her advancement.

3) Decision-making - Although not explicit, the statements made by respondents indicated that the child and youth care workers hold little credibility or status in the decision-making process despite the fact that they are the key people involved in the day-to-day lives of children and youth in care. This lack of decision-making power is reflected in the statement made by a respondent that "child care has been seen as a low end...as somebody who's going to do the work but not be given any respect or credit" (7:635).

This lack of credibility and status could be an indication of child and youth care's development as a profession. As indicated in the literature review, professionals are traditionally afforded some status and power as the experts in their knowledge area. A lack of such status, therefore, could reflect an occupation in the developmental process of becoming a profession.

The final sub-theme which emerged in relation to the evolution of child and youth care focuses on the field's change in name from 'child care' to 'child and youth care'. Respondents contended that the change was significant in that it was more representative of the wide spectrum of services and age groups in which child and youth care workers are involved. The reaction to the name change was that it appeared to provide a more accurate identification for those in the field.

A name change often indicates a move by the aspiring profession to further define and articulate the nature of its work and the scope of practice.

THEME 2 - Child and Youth Care Association of British Columbia (CYCABC)

The second area of inquiry focused upon developments within the Child and Youth Care Association of British Columbia (CYCABC). The responses were grouped into three sub-themes, namely the change in whom the association serves (its primary purpose), its leadership role (politically and on a visionary level), and areas with which the association continues to struggle on an ongoing basis.

A shift in the purpose of the CYCABC was identified by three respondents. The statements made reflected that a shift had occurred in two different areas, the first being who the CYCABC serves.

Respondents noted that the association rose out of the collective efforts of agency directors and, therefore, initially reflected the values and interests of management rather than line workers. The focus of the CYCABC seemed to have undergone a significant shift when line workers gradually moved towards organizing and providing support to one another, separate from management, and the focus became to include all those providing services to children, youth, and their

families. The CYCABC then restricted its agency membership and began to concentrate on individual practitioner membership and recruit line workers into executive positions. Therefore, the CYCABC moved from a management focus, to an agency focus, and finally to a line focus where membership of individual practitioners was encouraged over agency membership.

A second development which emerged as a direct result of the move to a line worker's association was the creation of a communication system for workers in the field. Previously, the CYCABC was viewed as a political means for directors to meet their agency needs, and, as such, did not provide a forum for line child and youth care workers to communicate with one another and obtain information relevant to their work.)

The second sub-theme concentrated on the leadership role of the CYCABC. The protocols revealed that, although there had been development in the association's involvement in the political realm, it was not providing leadership on a visionary, definitional, or advocacy level.

One respondent reported that changes had occurred in the association's political involvement. The CYCABC

was reported as progressing from political reluctance to becoming visible on policy issues concerning children, youth, and their families. The statement was made that "it shifted from being terrified of being political to, more recently, (being) more strategically political" (1:239). Two respondents expressed the opinion that, in order to grow, the association would need to become much more vocal and active within the political arena.

Three concerns that respondents identified as being paramount for the CYCABC, but which had not yet been effectively addressed, were: 1) having a vision for the future of child and youth care in B.C. and the association membership, 2) providing a clear definition of child and youth care, and 3) advocating for the rights of children and youth.

Two respondents stated that the association had failed in providing a vision for the future. They viewed the CYCABC as placing itself in a reactionary position and responding to crises, rather than anticipating and effecting change. Similarly, one respondent reported that the definition of child and youth care to date had primarily developed as a result

of "outside" groups and agencies providing a definition to which the association merely reacted. The difficulty in providing leadership in both of these areas, according to the respondents, seemed to stem from the inability or unwillingness of the CYCABC to take seriously the need for such a proactive role.

A negative report was offered by one respondent concerning the association's commitment and involvement in advocating for children's rights. This respondent felt strongly that children's rights, which had been a focal issue for the association in its earlier days, was no longer discussed publicly by the association nor filtered through its membership newsletters and conference content. The participant recalled previous association conferences as being primarily focused on such issues, whereas in recent association business it was no longer formally discussed.

The final sub-theme concerns stagnant and continuing issues plaguing the CYCABC. Two respondents recognized that concerns and difficulties around maintaining and expanding the membership base have not changed over the life of the association. There was recognition, however, that issues and concerns around

membership seem to be common to most human service professional associations. In addition to membership, obtaining a commitment to, and staff for, producing an association newsletter was reported as a continuing area of difficulty. Suggestions for motivating members to become actively involved in their professional association were not offered by the respondents.

The formation of a professional association is identified by the trait/functionalist as an element of professionalization. The CYCABC has fulfilled some of the responsibilities of an association through the establishment of a code of ethics and providing a collective voice for practitioners; however, it has yet to establish a credentialing system for its members and has only recently approached the level of development necessary for sustaining such an enterprise.

THEME 3 - Government policy changes

Statements focusing upon significant legislative changes in government policy affecting child and youth care illuminated three sub-themes: 1) the shift from public to private services, 2) the change from the

Child Protection Act to the Family and Child Service Act and, 3) the replacement of the Juvenile Delinquents Act by the Young Offenders Act.

The movement from public, government run programs to private contracted services was the first sub-theme delineated. Responses obtained indicated that this move had both positive and negative aspects. Three respondents felt that the contracted services moved children out of large institutions into smaller, community-based units, and therefore provided a more integrated environment for child and youth care practice. However, they also recognized that privatization of services put agencies in competition during the contracting process, and, therefore, had a negative side.

The second legislative change represented, for two respondents, a shift in focus from the rights of the parents to acting in the best interest of the child. The vehicle for this change was the replacement of the Child Protection Act by the Family and Child Service Act. Under the old Child Protection Act, parent's rights were viewed as being given paramount consideration. This orientation, according to the

respondents, often prevented the courts from ruling in the best interest of the child or youth.

The final sub-theme focused on the abolishment of the Juvenile Delinquents Act and the implementation of the Young Offenders Act. Three of the respondents reacted positively to this move, pointing to an increased advocacy for the rights of children being embedded in the Young Offenders Act. However, there was some scepticism on the part of one respondent as to whether there were actually less children being incarcerated as a result of the new act than under the previous Juvenile Delinquents Act.

THEME 4 - Socio-economic context of child and youth care

The thematic analysis revealed two sub-themes which address some of the socio-economic parameters surrounding child and youth care.

The first sub-theme represents the opinions of three of the respondents that children and youth in Canada, and in society in general, remain devalued. They stated that a lack of equal status, or lack of respect, manifests itself in the often minimal funding

base for child and youth care programs. Two participants identified this lack of value placed on children as the root of many of the difficulties encountered by child and youth care in obtaining professional status.

The differences in funding criteria between ministries, ruling political parties, and service programs emerged as the second sub-theme related to the socio-economic context. Two respondents asserted that programs were funded often on a political whim with the funding being tied to whatever "type" of child or dysfunction was fashionable at that time. One respondent stated:

I guess that's the main thing, [funding programs for kids] is not important, its important when its political...when you have children burning and raping and the words are right across the Sun newspaper...I mean that's when it becomes an issue. But its not an issue because they are important. (7:508)

THEME 5 - Educational context of child and youth care

Statements referring to the educational context of child and youth care were divided into two sub-themes: generic versus specific skills, and child and youth care education and training.

Three respondents said that there was a need to replace generic skills with those of a more situation and location specific orientation. The areas identified as being critical for more specialized skills were: crisis intervention, family work, communication, management, rural practice, and observation. Three of the respondents noted the importance of child and youth care workers obtaining skills in working with other professions and being involved in the political realm. Inherent in most statements was the recognition that child and youth care workers no longer work in isolation (that is, in institutions) and, therefore, that there is a need for more of a systems orientation to their work.

The second sub-theme which emerged through the statements recognized both the advent of universities and colleges offering child and youth care education and training, and the impact which access to education has had on the field. Participants concluded that, due to the availability of education and training specific to child and youth care, employers and funders can place increased demands for more advanced education and training.

Permeating both sub-themes is the notion that the complexity of children in care has increased over the past decade, thus demanding more proficient skills, higher education and a more systemic approach to their care. As one respondent stated:

Not only are the universities and the colleges upping their demands all the time for the skills that are required, but the community is..and the kids are. (7:526)

The trait/functionalist contend that training and education specific to the occupation at a university level is essential for the attainment of professional status. As the demands of the clientele, community, and practitioners increase over time, it seems critically important that child and youth care educational programs continue to develop and evolve to address the current needs of those in the field. It would appear that continued attention to the curriculum needs will also be important.

THEME 6 - Current qualifications of child and youth care workers.

Six respondents spoke about the qualifications currently possessed by child and youth care workers.

They noted that there has been an increase in the educational level, skills, and understanding of practitioners with regard to child and youth care practice. According to one respondent, there has been a major shift from "people hired off the street not knowing anything" (7:562), to staff possessing skills and a basic understanding of child and youth care practice.

These respondents also noted that the increase in education and skill level possessed by field workers made managerial positions more accessible than previously. This was reported as being particularly true in rural communities where attracting qualified people is difficult. Two respondents noted that while the skill and educational level often increased at the managerial level, the field was still faced with unskilled front-line workers. There appears to be little change overall in the qualifications possessed by those accepting front-line positions.

The indication that more people possess training and education specific to child and youth care suggests that minimal qualifications could be introduced and supported through a regulatory process. In the

literature, such a standardization of practice qualifications is seen as an essential component of professionalizing an occupation.

THEME 7 - Current readiness of CYC for self-regulation

Statements reflecting the current readiness of child and youth care to move towards self-regulation can be analyzed in two sub-themes.

The first sub-theme represents a consensus regarding the field's readiness to develop and implement a self-regulatory process. Five of the respondents made statements in support of this development and felt that, at this time, the field needed to move in this direction.

However, several concerns regarding leadership were conveyed. One respondent felt that the commitment of key players within the child and youth care field, (that is, government, the professional association, and educational institutions) did not appear to be sufficiently strong. Such a commitment was viewed as essential to the success of a self-regulation program for child and youth care, and the respondent recognized the critical interplay between these organizations.

The second sub-theme focused on those external forces which are currently pushing the child and youth care profession towards implementing some form of self-regulation. Two respondents noted that both an employers group (the Federation of Private Child Care Agencies), and the government itself (the Ministry of Social Services and Housing), are currently developing standards of care. They believed that these developments would lead to a need for child and youth care workers to be regulated in some manner. One respondent clearly demonstrated this by stating that:

Other parts of the broader field are doing it, the superintendent has got a standards committee looking at qualifications, in one sense, for services delivered; the Ombudsman is always looking at quality care. Discussion of, and implementation of, standards will lead to the need for the certification of child and youth care workers. (1:383)

THEME 8 - Basis for a self-regulation program

In developing a self-regulation program, five respondents identified elements which should drive the process. These were divided into two sub-themes focusing on: 1) the purpose of a self-regulatory

process and, 2) the philosophical base to be adopted.

The first sub-theme stresses the purpose of a self-regulation program for child and youth care as being the assurance that children, youth, and their families receive some level of quality care. Two respondents implied that, through implementing a self-regulatory process, the profession would not only begin to standardize qualifications but, in so doing, would move towards being accountable to both its clientele and the public at large: "The objective is the protection of the client and the accountability to the public." (5:367)

The second sub-theme denotes the guiding principles on which to develop a self-regulatory program. Respondents conveyed the impression that the process must be both enabling and supportive. The importance of taking an inclusive rather than exclusive stance permeated the protocols, with one respondent cautioning against following other professions and adopting an unduly restrictive process.

It was suggested that any self-regulation system should not just "audit people, but...enable people to become whatever it is they want to become." (1:465).

Further to this, the transition period was identified as being the critical time to recognize and validate applicants' existing experience, education, etc. and then support them to meet the criteria of the regulatory program.

The respondents reflected the position of Trebilcock et al. (1979) that a self-regulatory program should be developed for the purpose of protecting those vulnerable parties (such as the client) and should be fair and feasible for those who hold an interest in the profession.

THEME 9 - Parameters of a self-regulatory process

Comments concerning the parameters for developing a self-regulatory process delineated three sub-themes. These focus on the preliminary steps which need to be addressed before implementing any self-regulatory process.

First, it was stressed that the field will need to engage in discussions and research centred around the directions in which the field should move in terms of a self-regulatory process. There appeared to be a concern that implementing a program without preliminary

research may lead to a process which is not useful, well received, or credible to front-line workers in the province. Speaking to this, one participant stated: "What we need to do in terms of any kind of self-regulation is have it heavily loaded from the field and then educational institutions can offer the framework, the articulation." (1:431)

The second sub-theme points to a need to collaborate with those organizations and institutions which would undoubtedly be an integral part of the process. The participants focusing on the importance of such a collaboration made the following statements:

I think the real consideration...is to recognize and use the other forces that are highly interest in quality assurance and standards of care. The networking aspect is critical...(1:488)

Unquestionably, the cooperation of the legislature [is important]. (6:1034)

The key forces were identified as the provincial government, employers of child and youth care workers, child and youth care education and training institutions, and the professional association.

Convincing those in the field that self-regulation of child and youth care is important became the third

sub-theme. Respondents identified two beliefs which need to be adopted by workers in the field. Firstly, the belief that self-regulation "is a constructive approach" (1:462) and, secondly, the belief that the approach taken is a useful one. Inherent in such beliefs is the commitment that self-regulation will not exclude members of the field from opportunities but will provide a supportive vehicle by which to further develop their knowledge and skills.

THEME 10 - Priorities for the next five to ten years

Two sub-themes emerged in the interviews referring to the future priorities for the child and youth care field. These focused on: 1) introducing a feminist perspective and, 2) ensuring access to, and development of, education and training.

The importance of child and youth care adopting a feminist perspective was discussed by two of the respondents. Understanding the role of women in child and youth care was identified as a critical step. A feminist perspective is needed in order to appreciate that the majority of front-line child care workers are women and, thus, operate from a female perspective and

orientation which needs to be recognized and understood.

A self-regulatory process for child and youth care workers, from a feminist perspective, was identified by one respondent as one that would embrace an enabling approach and, therefore, would be comfortable to women who predominate in front-line child and youth care.

The final sub-theme encompasses a commitment to the development of education and training for child and youth care workers. Participants felt that this commitment was needed in three areas:

- 1) Formal education - Two respondents stated that formal education and training needed to become more accessible to all areas of the province: "what we could be doing is getting more education to people" (2:445). The further development and expansion of distance education programs was identified as one method of developing educational programs which did not require workers to move from their present location.

Similarly, another respondent stressed the need for the development of child and youth care education spanning all levels - a baccalaureate to

a Ph.D. This would provide administrative training and allow workers access to some vertical mobility (ie. administrative positions). As one respondent stated:

It would be nice if it were possible
...to make room for Master's degrees
...it would allow child and youth care
workers to become involved in
administration. (5:335)

- 2) Informal Education - The acceptance and validation of informal education as being credible was identified by one respondent as important. It was felt that the limited availability of formal education and training currently precluded many child and youth care workers from further developing their skills. The participant suggested:

One ought to be able to develop solid workshop formats, justice institute, college programs, and/or agencies with in-house programs, distance education, all of those kinds of things, so we don't get locked into the very formal training institutions. (1:551)

- 3) Public education - Although expensive, public education was identified by one respondent as crucial to the professionalization of child and

youth care: "...if you don't have the public well informed your initiative will go nowhere." (5:424)

A synopsis of the above themes and their predominant sub-themes demonstrates a number of the developments in the evolution of child and youth care. In addition, the findings point to the readiness of child and youth care to move steadily towards some form of self-regulation. Considerations for future movement toward self-regulation were also provided.

Complementing the information gathered from the individual interviews was the data derived from the focus group discussion.

Focus Group

From the thematic analysis of the focus group protocol and completed questionnaires, four central themes emerged. These themes represent the combined opinions of all participants.

THEME 1 - Child and Youth Care as a profession.

All participants were asked to address the question: "Is child and youth care a profession?", independently on the written questionnaire prior to discussing the topic as a group. The first speaker

stated clearly that child and youth care was not currently a profession but definitely should be. This respondent clarified that the field is still "too full of people who just happened upon the job...and are now entrenched and, therefore, feel threatened by professionalization." Due to this, the respondent felt that the field has not been able to make large gains towards becoming a recognized and unified profession.

The other three respondents stated that they personally see child and youth care as a profession but that in actual fact the field is not yet there. They were quick to note that it definitely has the potential, and the kind of clients with whom they deal, plus the essential need for such work, certainly require workers to act in a professional capacity. One representative stated that Child Life workers were viewed as professionals as they fell under the medical model which already had this definition. When participants were asked to identify their reasons for supporting self-regulation, three of the four recorded that a) control of who practices in the field was important to protect clients from incompetent practitioners and, b) there is a need to ensure the

ongoing professional development of the field (for example: current trends in practice, new knowledge).

THEME 2 - Future initiatives to become a profession.

The researcher posed the question: "If child and youth care is not yet a profession, what is it that we would need to do in order to move towards becoming one?". From this question, participant's responses generated the formation of four sub-themes.

The first sub-theme represents the need for educational qualifications to be standardized across the province. A consensus was reached on the need for standardization of qualifications in order to articulate an acceptable combination of experience and related human service degrees. The rationale given by respondents rested on the desire to ensure that any standardized qualifications were obtainable to those with limited access to formal educational resources.

The collaboration with other key organizations involved in the child and youth care field represented the second sub-theme. One respondent suggested that those active in the field needed not only to communicate with each other, but to "educate those

organizations and ministries which employ child and youth care workers as to what their [child and youth care workers'] role is."

The third sub-theme points to the need for the child and youth care field to educate the public. The group agreed that the issues surrounding children in care were often kept silent. One respondent stated that in order for the field to professionalize "we need to show what we are doing, educate people about it, [undertake] research, and convey how [the field] benefits society."

The fourth sub-theme suggests that the field needs to develop further a definition of the generic skills involved in child and youth care work and articulate those special skills needed for each type of child and youth care position (for example, child life, school-based, residential, etc.). The group agreed that one difficulty faced by child and youth care in advancing towards professional status lies in the diversity of its roles and settings.

THEME 3 - Readiness for self regulation

All four of the participants felt that the field

of child and youth care was ready to move seriously towards implementing some form of self-regulation. One respondent, in the written questionnaire, wrote that: "Child and youth care is demonstrating a readiness to move towards self-regulation by taking the initiative, through the B.C. Federation of Private Child Care Agencies, of developing standards of practice."

A second respondent recorded a less positive view and stated that although a number of interested parties are ready for the development of a self-regulatory program, the "critical mass" has yet to be reached. She went further to point out that many of those in the field will feel threatened by a system which may impose some educational standards.

Within the discussion part of the group, respondents explored the difficulties facing the development of a self-regulation program for child and youth care. They identified the two major areas which seem to hinder the process:

- 1) Funding - Respondents conveyed that finding the money to support, not only the development of the program, but also the pay scales for those obtaining higher education, was an enormous task. A summary by

one respondent posed the question: "Where do we find the money to pay people and support them for getting better education and keeping them there?".

2) Value placed on women and children - There was a strong group consensus that society pays "lip service to services to kids" and that we are still dealing with "attitudes that there shouldn't be kids in care; women should be at home with their kids". The respondents felt that when you began to look at child and youth care in light of the value, or lack thereof, placed on women and children in this society, that the focus began to change from mere issues of professionalization to issues of societal values that need to shift.

THEME 4 - Parameters for a self-regulatory program

Participants were asked to identify the parameters which they saw as important in developing a self-regulation program.

There was unanimous agreement that a self-regulatory program should begin with a "skeletal framework that defines broad parameters and recognizes people's experience and informal education..." Two of the respondents discussed the idea of an initial

grandfathering process which would take account of the often limited formal education possessed by some child and youth care workers.

The second point of consensus centred on the need for definitions of salary scales to be articulated, with standardized qualifications attached to each of these. The notion of standardized qualifications and remuneration were also identified as ensuring that the same quality of service was being provided, and compensated for, equally throughout the province. As one respondent summarized: "A child is a child, no matter what part of the province they live in. They deserve the same quality of care, same quality of services."

Records and Documents

As previously mentioned, a number of documents were analyzed. Those which were relevant to the process of self-regulation in British Columbia are presented here.

Proposal for the Enhancement of the Quality of Specialized Child Care in British Columbia - Federation of Private Child Care Agencies of British Columbia.

The Federation completed a proposal in March, 1990

aimed at enhancing the quality of care to children in private child care agencies in B.C. The forty member agencies of the Federation represent those who provide residential and community child and youth care and social services throughout British Columbia to children, adolescents, and their families. Within the report, four areas of concern are identified:

- 1) The lack of a consistent, standard approach to classification, certification, and career advancement for child care staff.
- 2) Difficulty in recruiting staff with the necessary skills.
- 3) Wide discrepancies in rates of remuneration and benefits.
- 4) Loss of trained, experienced staff to other occupations.

The investigation into these four areas by the Federation revealed a number of difficulties faced by member child and youth care agencies. Some of these were:

- 1) a wide discrepancy in the salary scales and benefits offered by various agencies,
- 2) a high turnover rate for agencies with lower

- remuneration capacity;
- 3) lower rates of pay for child care counsellors than other professional groups in B.C.;
 - 4) attracting lower academic qualifications.

The document demonstrated that the diversity of remuneration, benefits, and qualifications amongst child and youth care workers was vast. For example, in Vancouver, the maximum annual salary for a child care worker I is \$27,373 while in northern B.C. that figure drops to \$17,436.

The report suggests critical components for developing a consistent level of care:

- a) the development and adoption of defined standards,
- b) the need to review academic requirements for professionals in the field of child care and to further develop the availability and level of training throughout the province.

Ministry of Social Services and Housing (1989) - Project proposal: Development of Standards for residential care of children and youth.

The project proposal for the development of standards for residential care discussed the need for the Ministry of Social Services and Housing (MSSH) to

develop standards. The parameters of the proposal centred on the need to "define acceptable levels of planning, performance or provision of services."

In the proposal, principles which should guide the development of such standards were put forward.

Implicit in these principles, and the proposed guidelines for the standards, is the role of the child and youth care worker. For example, principle nine states that:

Children are entitled to adult guidance, support and supervision appropriate to their stage of development and appropriate to their individual abilities and needs. The quality of residential care provided to children shall be consistent with that provided by a judicious, reasonable and caring parent and shall meet community standards. (p. 11)

As such, the primary care giver in the residential setting (most often the child and youth care worker) would be required to possess qualifications and skills on such areas as normal child development, developmental and behavioral assessment, communication, relationship building, etc. in order to be able to adhere to this principle. The discussion section under this principle clearly demonstrated this by stating that: "it addresses the role of care givers in disciplining and educating children, in ensuring their

safety and well-being and in assisting them to develop an understanding of themselves and their relationships." (p. 11)

A natural extension of developing standards based upon the proposed principles is the need to standardize and ensure that the qualifications of those care givers providing services are adequate.

Practitioner Standards - A Contribution to Professionalism (Master's Thesis from University of Wester Oregon State, Clinical Child and Youth Work, 1987) - Mary Pinnegar.

The thesis project identified practitioner standards based upon ten principles. These principles were derived from the Code of Ethics of the former B.C. Child Care Services Association (now the Child and Youth Care Association of British Columbia) and can be seen as representing one formulation of the core of child and youth care practice:

1. Normalization
2. Child advocacy
3. Privacy
4. Individualization

5. Systems integration
6. Empowerment
7. Quality of intervention
8. Continuity of care
9. Accountability
10. Professionalization

Pinnegar explores these principles further and delineates the knowledge, skills, and integration needed by child and youth care workers to fulfil these principles.

The implications which this document has for a self-regulatory program for child and youth care in B.C. are considerable. Not only does it provide a philosophical base consistent with the current CYCABC code of ethics, it also characterizes the knowledge and skills crucial for child and youth care workers to possess. Further, the document provides a framework for developing the content of a self-regulatory program.

Bill 91 Health Disciplines Act (Government draft)

The Health Disciplines Act, proposed by the Ministry of Health in 1989, was explored through an

individual interview with the government representative for the bill.

The intent of the proposed legislation was to "permit the government to avoid the need for a separate bill every time it wants to recognize a new profession in the health care field." (3:14) Bill 91 allows for an unlimited number of health disciplines, as defined in the act, to be designated by the cabinet.

Section 1 of the act defines a "health discipline" as: "a discipline in which a person exercises skill or judgment or provides services related to

- (a) the preservation or improvement of the health of individuals, or
- (b) the treatment or care of individuals who are injured, sick, disabled, or infirm."

Under the act, a health discipline council will be established to provide an independent review of those applying under this act. This body will, then, based on the "criteria that will be set out in regulations" (3:23), make a recommendation to cabinet to designate or not designate that particular group. If designation is made, cabinet will, at that time, formulate decisions concerning limitations of practice, exclusivity of title, and any other specifics regarding the group in question.

Designation under this act is followed by the establishment of a governing board which will enact bylaws and enforce the registration processes. Section 13.(1) clearly outlines those areas which may be incorporated into bylaws by this health disciplines board. Those most pertinent duties which the board will perform, related to the group applying for designation, are:

- (h) to govern the registration of persons practising the designated health discipline,
- (i) to establish classes of registrants,
- (j) to establish standards, terms or conditions for the practice of the designated health discipline by registrants,
- (k) to establish standards of professional ethics for registrants,
- (l) to establish standards of education for registrants,
- (m) to establish requirements for continuing education for registrants,

Given the above duties of the governing board, it would be advantageous for the group seeking designation to have established some standards in relation to education, ethical conduct, skills and knowledge, etc. As stated by the respondent: "...that's going to be one area that they [the cabinet] are going to be looking at; the degree of evolution of the organization...are they going to be able to effectively exercise self-governing powers?" (3:223).

The respondent relayed that child and youth care may have difficulty being accepted under this bill as the government would likely be setting limits around what constitutes a health discipline. It was stated, however, that child and youth care often works "alongside and almost in a team context with people who are clearly in the health care field" (3:177). The respondent felt that this affiliation would enhance child and youth care's argument for designation under this pending piece of legislation.

Bill 91 underwent a first reading in the third session of parliament and recently the government stated in its speech from the throne, that the Bill would move forward in the current fourth session of parliament. As of June 1990, no further developments have been made with regards to Bill 91.

Professional Certification: Implications for Adult Education and HRD. (Galbraith and Gilley).

Galbraith and Gilley (1986) outline characteristics of professional certification and the implications of such a process for adult education. They discuss certification in relation to its purpose

and importance and present a hierarchy of motives behind implementing a self-regulation program. This document clearly supports an inclusionary process whereby the competencies of individuals are assessed. As stated: "Its [professional certification] main intent is not to restrict entrance into the profession, but to advance the competencies of individual practitioners" (p. 5)

Professional certification is seen to have a number of purposes. The primary purpose is the promotion of competencies, however, another significant purpose is to promote professionalism and improve the public image of the profession and, in turn, enhance its prestige.

In addition, the document outlines a model of the professional certification program process. It discusses the various steps involved in developing a certification program and breaks these into nine stages:

- 1) Identification of the purpose or motives;
- 2) Identification and development of competencies;
- 3) Procedures involved in developing a program;
- 4) Determination of the market (ie. who will the

program be offered to?)

- 5) Structural issues to be identified and debated;
- 6) Qualification criteria;
- 7) Marketing the certification program;
- 8) Re-evaluation of the certification process;
- 9) Re-marketing

Child and youth care in British Columbia could utilize both the proposed model and the outlined philosophical principles as a framework for developing its own self-regulatory process.

Chapter V

Discussion

This case study has focused on child and youth care in British Columbia. Specifically, informants in the field and formal documents and records were accessed in order to gain an understanding of child and youth care in B.C. This investigation has sought to address three areas of child and youth care in B.C.:

- 1) the current state of professional child and youth care: namely, organizational structure, key organizations/institutions, and elements of professionalization currently being addressed.
- 2) current provincial policies/legislation which will impact upon a self-regulation model for B.C.
- 3) parameters for a self-regulatory model in child and youth care.

These three elements will be reviewed and discussed and possible implications of developing a self-regulatory process for child and youth care in British Columbia will be explored. The discussion will represent a combination of the views of the researcher and the participants of the study.

Current State of Child and Youth Care in B.C.Structure of child and youth care

The findings of this case study demonstrate clearly that the structure of child and youth care has evolved considerably over the past twenty years.

The identified movement from residential to a community and family focus began to introduce child and youth care workers to a number of diverse work environments. No longer is their work performed in an isolated setting, separate from the community but, rather, child and youth care workers are now visible and involved primarily at a community level. This movement into community based programs: 1) increases the visibility of the child and youth care worker to the general public, 2) changes the types of jobs and work environments where child and youth care is performed, and 3) increases the skills and knowledge base needed by workers to be effective in these diverse settings.

This introduction into the community and public eye has placed a number of demands on child and youth care in general. First, the need for child and youth care workers to possess skills in public presentation

and boardroom etiquette, that is, working effectively with senior government representatives and allied professions has become necessary. Contact with a number of allied professions requires that the child and youth care worker can present credible and accurate information and be able to advocate effectively for children and youth amongst other professionals.

Second, the need for child and youth care to be accountable to the public, through the professional association, government representatives, and through client-professional relationships, for the work that they perform is heightened by their working relationship with the community.

The current community and family focus has changed the settings in which child and youth care workers perform their job. Access to employment in school settings, family environments, hospital programs, and recreational programs, among others, has diversified the type of work available to child and youth care workers. With this comes the need for a collaborative perspective and a more eclectic understanding of the community as a whole. As such, child and youth care workers can no longer limit their skills and knowledge

to residential care but must now expand that base to include the elements of these various settings.

In addition to the emphasis now placed on a community focus, the privatization of services has changed the face of child and youth care work. Various agencies compete yearly for service contracts. The results of such competition manifest themselves in a continuation of low wages, lack of benefits to workers, and, overall, limited, underfunded services available to children, youth, and their families as programs are often given to the lowest bidder.

The privatization movement has done little to support the enactment of base-line qualifications for child and youth care workers. The fragmentation which occurs through inconsistent contract demands (ie: wages, benefits, services) between ministries pits agencies against each other in a struggle to be the lowest bidder yet still be able to offer a decent service. In the negotiation, remuneration for qualified people is often unavailable.

In support of the needed qualifications of child and youth care workers and the knowledge base common to all settings, formal child and youth care education and

training has increased. Within B.C., child and youth care education is offered to a baccalaureate level (and as of 1991, to a Master's level) at the University of Victoria. In addition, Douglas College on the lower mainland offers two year college training, and several other colleges provide human service worker programs. The introduction of distance education has increased accessibility for those in remote areas wishing to pursue further education.

Despite this continual growth of education and training, child and youth care as a field has yet to establish minimum qualifications for its workers in the province. This situation appears to hinge on the fact that a vast number of child and youth care workers in B.C. do not possess formal training and, therefore, to implement a minimum formal educational standard would mean excluding many employed workers. In addition, the acceptance of a self-regulatory program which accredits only formal education would be minimal. The findings of this study suggest that rural and northern communities are unable to a) offer the formal training and education, and b) attract qualified people to those areas. In light of this, it has been difficult to

implement a minimum formal educational standard which is accessible and desirable to people in these areas.

The reported findings reveal two significant forces which impact upon the structure of child and youth care in British Columbia, namely the status of children and youth in our society, and the lack of societal recognition for child and youth care workers.

Permeating this study was the influence of a societal belief that children and youth in our society are neither valued nor afforded equal status with adults. Attention is placed on issues concerning children and youth only when they have become open to public scrutiny through some form of sensationalism, usually via the media. Some of the manifestations of this lack of value afforded children in the child and youth care field are: 1) the lack of demand by the public or government for qualified people to work with children and youth, 2) the apparent reluctance of government or the public to commit monies to paying qualified workers, 3) the lack of commitment by the government and public to provide dollars for the development of programs, evaluation processes, education, research, and services for children and

youth and their families.

There may also be a link between this lack of commitment and the value placed on women in our society. As one respondent noted, women are the predominant sex working in front-line child and youth care positions. Being a female dominated profession, societal values around the equality of women in the work place and professional sphere could impact negatively on the advancement of child and youth care as a profession.

The lack of recognition given to child and youth care workers could also be linked to the above two points. As the primary caregiver for children and youth in care, child and youth care workers hold valuable and imperative information. The need to gain credibility and recognition for their expertise in this area is critical in order to advocate effectively and be an equal partner in decisions made for those with whom they work.

Key Organizations/Institutions

A schematic representation of key organizations/institutions and forces which currently impact upon child and youth care in B.C. are presented

in Figure 1.

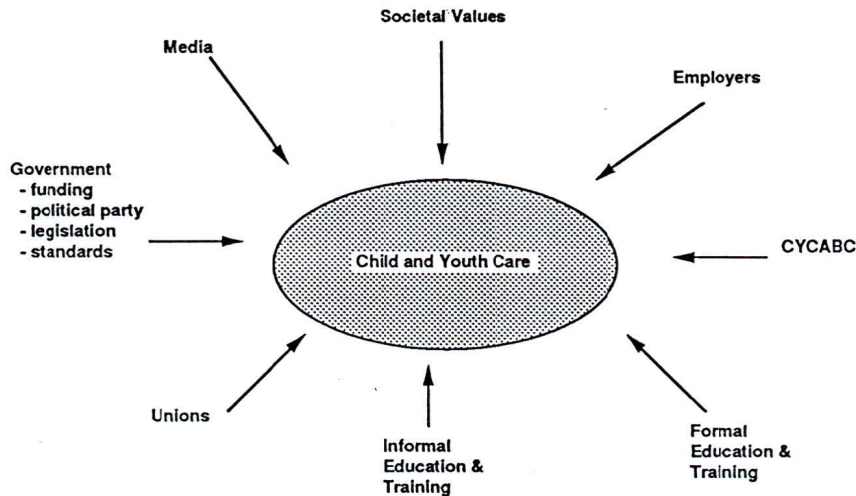


Figure 1. Key Organizations/Institutions/forces in child and youth care

Since some of the societal forces have been previously discussed, the focus here will be on the five predominant organizations/institutions which impact upon child and youth care.

1) Government

A number of Ministries are instrumental in providing funding for child and youth care positions and programs, often resulting in diverse job descriptions and inequitable levels of remuneration for child and youth care workers. This diversity leads further to a system which appears to be fragmented and inconsistent in its demands for qualifications, working

conditions, benefits, and pay scales. Although the Ministry of Social Services and Housing is currently implementing standards of practice for their programs, these will not necessarily impact upon those programs funded under other Ministries. In addition, these standards at present only address the physical environments of child and youth care facilities and therefore do little to standardize qualifications and remuneration.

2) Education and Training

Formal - As previously mentioned, formal education and training provides for the development and crediting of the child and youth care knowledge base. It is within the university context that formal research into, and articulation of, the core of child and youth care skills and knowledge takes place. As such, the formal educational institutions are in a position to provide a structure which child and youth care can utilize to continually expand and upgrade its theoretical knowledge. In addition, the university and college structure can provide for the development and articulation of career ladders connected to all levels of education.

Informal - The lack of accessibility and the neoteric nature of formal training and education specific to child and youth care has led to informal education as a means by which workers can obtain the skills and knowledge. This informal training takes the form of workshops, seminars, conferences, and in-service training in addition to the vast experience possessed by many child and youth care workers in this province. For many, this form of training and education, coupled with experience, is the basis on which they perform their work. It would appear to be critical to allow for access to a self-regulatory process through accreditation of informal education and training.

3) Child and Youth Care Association of British Columbia

The Child and Youth Care Association of B.C. was established in 1969. Over its history, a number of important changes have occurred. The movement towards a line focus, albeit a positive one for the enhancement of the professional status of child youth care workers, has excluded most employers from feeling that they belong to this organization. Efforts by the association to advocate for services to children and

youth has been devoid of an employer perspective and influence. Consequently, the association does not provide a forum for collectively drawing upon and representing all levels of the child and youth care field. Despite this limitation, the association needs to play a key role in the development and implementation of a self-regulatory process. Two proposals for certification have been put forward to the membership in the past ten years and both have been rejected. However, at its last annual meeting, the association membership indicated in a unanimous "straw vote" its agreement to make self-regulation a priority.

4) Employers

The impact which employers have on the field of child and youth care is demonstrated through the formation of the Federation of Private Child Care Agencies in B.C. The recent focus of this group has been on child and youth care worker wage discrepancies, benefits, and qualifications, and the Federation is beginning to work towards standardizing these across the province. The potential influence of such an organization upon a self-regulatory process for child and youth care workers is evident through the

significant amount (in excess of \$48 million) of government funding which they represent.

Professionalization of B.C. Child and Youth Care

Child and youth care in British Columbia has moved steadily towards professionalization. The literature review of the trait/functionalist theories denoted the attributes that needed to be fulfilled for an occupation to aspire to being a profession.

Within this field in B.C. there have been a number of elements fulfilled. The first is the establishment of child and youth care as a full time occupation. The various job descriptions within the Ministries, agencies, and education and training programs point to the acceptance by the community that child and youth care is a full time occupation. Second, the establishment of a university program specifically related to child and youth care, along with various college programs, has supported the development and dissemination of a knowledge and skill base specific to this field. As such, it could be argued that child and youth care is actively developing a body of knowledge espoused at the university level. The third element is the establishment of the Child and Youth Care

Association of British Columbia. The association has now been in existence for twenty-one years and is currently supporting, at a membership and executive level, the development of a self-regulatory process. In November 1987, the CYCABC successfully established the Child and Youth Care Practitioner's Professional Code of Ethics for its membership, thus fulfilling a fourth element. This code of ethics outlines the practitioner's relationship to the child, youth, and family, as well as the relationship to their own and other professions. ✓

Current Provincial Policies

The introduction of Bill 91, The Health Disciplines Act, provides a possible vehicle for child and youth care to be legislated as a profession. Before going forward under this piece of legislation, the field would need to consider a number of issues. Firstly, the Act would legislate child and youth care as a health discipline. Being that a majority of positions within this occupation do not fall under the Ministry of Health, the field would need to weigh the pros and cons of gaining such legislated status. Secondly, the field must be ready to provide a concise

definition of child and youth care if the decision to access this legislative vehicle is made. Third, the field would need to be in a position to firmly demonstrate an existing or developing self-regulatory process if it wished to avoid any imposed regulatory program on the part of the Health Disciplines board. Parameters for developing a self-regulatory program.

In the opinion of the author, this case study suggests a number of parameters surrounding the development of a self-regulatory program. A synopsis of these are as follows:

1) Guiding Principles

The principles that should guide the development of a self-regulatory program for child and youth care workers were identified as:

a) That any self-regulatory program should assume an enabling and supportive stance which will allow for the inclusion, rather than exclusion, of those child and youth care workers currently in the field.

The program should validate existing experience and formal and informal education and training. Applicants could therefore access self-regulation through the realm of experience, formal education and training, or

a combination thereof. A "grandfathering" process, which provides a number of avenues for applicants to receive this credential, would need to be established. To ignore the need to accredit various forms of education and training (including informal workshops, conference seminars) and the like, and relative practice experience indicative in the field would be to support an exclusionary, immobilizing process.

b) The program should enhance professional development and enable performance improvement rather than simply reject applicants for not meeting the criteria. This principle promotes the participation in the self-regulatory program as a benefit to those applying and validates the applicants' existing professional development while encouraging a supporting further growth.

c) The program should be developed to measure competencies possessed by practitioners. This principle speaks to the need for child and youth care to require a certain competency level which is not necessarily obtained through formal education and training. In addition, it safeguards the profession against those practitioners who can meet the academic

standard but are still not competent in their service delivery.

2) Education of CYC field and public

Education is essential in two areas. First, the general public needs to become better aware of the existential nature of child and youth care. The promotion of the field requires that society have a clear understanding of the role and function of child and youth care in the community. Society at large must have some level of commitment to the essential nature of the field in order to support, and require, that those providing these services are qualified and competent practitioners. Second, child and youth care workers in B.C. need to be more informed and involved in the self-regulatory process. The acceptance of a program will hinge on the amount of input and/or involvement afforded to those in the field in the development stages of the project.

3) Collaboration between Organizations

The key organizations and institutions involved in the field of child and youth care will need to collaborate during the development of a self-regulatory process. This collaboration will be needed to assist

in the development of such elements as standards, pay scales and career ladders that are uniform and integrated.

As such, it would be necessary for 1) the professional association to articulate the structure of a self-regulatory process and be responsible for its implementation, 2) the formal educators to continue to create and develop educational ladders and the child and youth care knowledge base, 3) for the government ministries who employ child and youth care workers (Ministry of Social Services and Housing, Ministry of Health, Solicitor General, Ministry of Education) to define their mandates and funding criteria for child and youth care programs, and 4) for child and youth care employers to articulate the types and levels of care (working conditions, pay scales) indicative of the field.

4) Funding

Financial support for the development and implementation of a self-regulatory process will need to be obtained. Decisions regarding fee structures, staffing and material costs, and the like, will be determined by both the structure of the program and the

monies available to the CYCABC for the development, implementation, and successful operation of a self-regulatory program.

Summary

This study has examined the development of the child and youth care field in British Columbia, with a focus on its professionalization and readiness for a self-regulatory process. The analysis suggests five important findings. First, that child and youth care in British Columbia has achieved a number of key elements necessary for professional status. Second, that the next logical step is to implement some form of self-regulation for practitioners in the field. The third finding is that this self-regulation should assume an enabling, supportive stance by allowing access through education, experience, or a combination of both. The fourth is that education of both the child care community and the community in general is essential to the success of a self-regulatory program. The fifth and final finding is that a collaborative effort between those key institutions and organizations which impact upon child and youth care in B.C. is essential in the development of a self-regulatory program.

Epilogue

I began this research project with the belief that the professionalization of child and youth care was important for assuring some standard of quality care. The process of this project has culminated in three realizations important to me, personally.

First, I have realized, through reflecting on the children with whom I have worked, that they have been instrumental in my understanding of myself as a professional. Through my interactions with them, I have come to know that which impassions me and allows me to push forward and fight for the quality of their care. The nature of the experience of workers and the children with whom they work is at the core of child and youth care and, although this study does not address this issue directly, it is important for the child and youth care field to make a commitment to the status of experience and to begin to credit both traditional education and learning through experience.

Second, the initial stages of the study were wrought with a sense of desperation and urgency to assist child and youth care in quickly moving forward to obtain professional status. Through the process of

completing this project and the information which I have obtained, I have made a shift in thinking which reflects the need for the field to move slowly and carefully in its pursuit to implement self-regulation. However, this shift regarding the pace in no way negates my conviction that self-regulation should be the current focus of the profession.

Finally, the completion of the project is not accompanied by a great feeling of accomplishment, for I have **not** changed the face of the profession. What I do walk away with is an overwhelming sense of pride and respect for those child and youth care workers in the field. Despite all the difficulties inherent in this occupation (troubled children, low remuneration, minimal respect) they maintain an incredible dedication and commitment towards the care of children and youth, and a positive, hopeful outlook for the future of the children and families they serve.

My experience of this study has not only afforded me an opportunity to dialogue with others in the field, it has allowed me, once again, to understand WHY I continue to be a child and youth care worker.

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	ROLE: Primary	ROLE: Supportive	FUNCTION: Direct	FUNCTION: Supportive	PROFESSIONAL PERSONAL ACCOUNTS	NO. OF ARTICLES
1982	Therapeutic: 0 Developmental: 0	Rc: 1 Rcyc: 2 Ed: 2 Pol: 0	I.C.: 0 F.W.: 3 G.W.: 0 L.S.T: 0	P.D.: 0 P.M.: 0 TR.: 0	Professionalism: 5 Personal Accnts: 0	n = 14
1983	Therapeutic: 0 Developmental: 0	Rc: 3 Rcyc: 2 Ed: 7 Pol: 1	I.C.: 1 F.W.: 0 G.W.: 0 L.S.T: 0	P.D.: 1 P.M.: 2 TR.: 0	Professionalism: 4 Personal Accnts: 2	n = 23
1984	Therapeutic: 2 Developmental: 0	Rc: 2 Rcyc: 3 Ed: 3 Pol: 1	I.C.: 1 F.W.: 0 G.W.: 0 L.S.T: 0	P.D.: 1 P.M.: 2 TR.: 0	Professionalism: 3 Personal Accnts: 0	n = 18
1985	Therapeutic: 2 Developmental: 0	Rc: 1 Rcyc: 2 Ed: 1 Pol: 0	I.C.: 3 F.W.: 0 G.W.: 1 L.S.T: 0	P.D.: 2 P.M.: 1 TR.: 2	Professionalism: 3 Personal Accnts: 0	n = 18
1986	Therapeutic: 0 Developmental: 1	Rc: 3 Rcyc: 3 Ed: 8 Pol: 0	I.C.: 0 F.W.: 2 G.W.: 0 L.S.T: 0	P.D.: 0 P.M.: 2 TR.: 0	Professionalism: 1 Personal Accnts: 2	n = 22
1987	Therapeutic: 3 Developmental: 0	Rc: 4 Rcyc: 1 Ed: 3 Pol: 1	I.C.: 0 F.W.: 1 G.W.: 1 L.S.T: 4	P.D.: 2 P.M.: 1 TR.: 2	Professionalism: 0 Personal Accnts: 2	n = 24
1988	Therapeutic: 3 Developmental: 0	Rc: 4 Rcyc: 2 Ed: 2 Pol: 1	I.C.: 4 F.W.: 3 G.W.: 0 L.S.T: 0	P.D.: 6 P.M.: 0 TR.: 1	Professionalism: 4 Personal Accnts: 1	n = 31
1989	Therapeutic: 1 Developmental: 0	Rc: 3 Rcyc: 6 Ed: 4 Pol: 0	I.C.: 1 F.W.: 1 G.W.: 1 L.S.T: 0	P.D.: 1 P.M.: 1 TR.: 3	Professionalism: 2 Personal Accnts: 4	n = 28
INDIVID. TOTALS:	Therapeutic: 11 Developmental: 1	Rclients: 21 Rcyc: 21 Educ: 30 Policy: 4	Indi. Couns: 10 Group Work: 3 Family Work: 10 Life Skills: 4	Prgm Descp: 13 Prgm Models: 9 Training: 8	Professional: 22 Personal Accnts: 11	
COMBINED TOTALS:	12	76	27	30	33	

Legend: RC=Research on clients IC= Individual Counselling PD= Program Description PM= Program Model ED= Educative Articles RCY= Research/CYC workers
 POL= Policy GW= Group Work FW= Family Work Tr= Training LST= Life Skills Training

Synopsis: Journal of Child and Youth Care

Appendix A

The Scope of Child and Youth Care *

	Residential	Recreation	School-based	Day Care	Parent Support	Child Life	Community	Youth Justice	Early Inter.	Yearly total
1982	0	0	0	1	0	0	0	0	0	1
1983	1	0	0	2	0	0	1	0	0	4
1984	2	0	1	3	3	0	1	1	0	11
1985	2	0	0	1	0	0	0	0	0	3
1986	3	0	3	1	2	1	1	0	0	11
1987	2	0	0	0	0	0	2	1	0	5
1988	2	1	0	0	6	0	0	0	1	10
1989	3	0	0	0	0	1	0	0	0	4
TOTAL	15	1	4	8	11	2	5	2	1	49

* Chart depicts the number of articles in the Journal of Child and Youth Care which are specific to an area of Child and Youth Care as presented by Denholm, Ferguson and Pence in Professional Child and Youth Care: The Canadian Perspective.

Appendix B

Confirmation Letter and Objectives of Study

Participant
Address
City, Province
Postal Code

Date

Dear XXX,

Thank you for agreeing to be a participant in my masters project. As discussed, you will be a member of a group of about six people from the child and youth care community who will be asked to discuss specific issues pertaining to the self regulation of this field in B.C.. I have included a statement of the purpose and objectives of the study along with a map to assist you in finding my home.

The date, time, and place of the meeting is confirmed as follows:

Date: XXXX
Time: XXXX
Location: XXXX

I look forward to your participation and am confident that your input will be of great value to the current issue of self regulation for child and youth care in B.C.

Yours Truly,

Leanne Rose, B.A.

Research Participant's Outline and Consent Form

Title of Research Project:

Self-regulation of Child and Youth Care in British

Columbia: A Case Study

Researcher:

Leanne Rose
Graduate Student, School of Child and Youth Care
Home: 595-1972 School: 721-7990

Faculty Supervisor:

James P. Anglin
Director, School of Child and Youth Care
School: 721-7979

Dear Participant,

Thank you for taking the time to participate in this study. The attached information is intended to inform you of the purpose and objectives of this study, procedures for the collection and storage of data, and an explanation of your right to withdraw from the study. In addition, a consent form, obtaining permission to audio tape the interviews is included. Please note that this study has been approved by the University of Victoria Committee on Research and Other Studies Involving Human Subjects, Office of Research Administration.

Purpose of the Research Project

This research project undertakes to accomplish the following goals:

1. To present a description of the field of child and youth care in B.C.: the current policies affecting the field, and the key institutions and organizations which would impact upon any self-regulatory program.
2. To propose parameters for developing a self-regulatory program for child and youth care workers in B.C..

Research Objectives:

1. To examine the current state of development of the field of child and youth care in B.C. in relation to accepted core criteria for the establishment of the profession, identifying the key organizations and societal forces involved.
2. To examine the current and proposed provincial policies which impact upon the field of child and youth care as far as a self-regulatory program is concerned.
3. To examine existing regulatory programs in the field of child and youth care and other allied professions.
4. On the basis of the above analyses, to suggest a

regulatory model potentially suitable for implementation in B.C..

Interview Procedure

The interview which you have been asked to participate in is voluntary. Written consent for the audio taping of the interview will be obtained before the interview is conducted. It is the intent of the researcher to respect the confidentiality and anonymity of research participants. Your name, or any other identifiable feature, will not be recorded on any project materials, other than the consent form, unless written permission is obtained first.

The audio tapes will be transcribed verbatim and destroyed following transcription.

Withdrawal from the Study

You may withdraw from the study at any time.

You will not be asked to explain your reasons for this decision. In the event of your withdrawal from the interview, all information collected to that point will be given to you for your disposal. Due to the need for researcher accountability, this does not include the

consent form which you have signed.

Final Report

A summary report of the findings of the research project will be made accessible to you. If you would like a copy of the report, please include your name and address on the bottom of the consent form and the summary report will be forwarded to you.

RESEARCH PARTICIPANT CONSENT FORM

I, _____, acknowledge that I have read the description of the study entitled, Self-regulation of Child and Youth Care in British Columbia: A case study.

I agree to the terms of the interview as outlined above.

Participant's Signature: _____

Date: _____

I grant the researcher permission to audio tape the interview conducted for the purposes of this research:

Participant's Signature: _____

Date: _____

Thank you for participating in the research project

Leanne Rose
Graduate Student
School of Child and Youth Care

Yes, I would like a copy of the summary research report.

Name:
Address:

Appendix C

Pre-Interview Questions

Steering Committee - Alberta Certification Programme

1. Who are the people and/or institutions that have played and/or currently play a key role in certification?
 - what values are present in the current certification process and where did these emerge from?
 - what institutions need to further be consulted in the process to better represent the interests of those in the field? (what is currently being done in this area?)
 - what about the college/university involvement?
2. What is the current philosophy underlying the Alberta Certification process?
3. Has there been any changes in this philosophy since the original implementation of Certification by the Government of Alberta? If so, what are these and why have they come about?
4. Policy paradigms being used:
 - is there a distinct body of knowledge which is being drawn upon for certification, and if so, what is that?
 - if not, where is the information for certification content being derived from and who decides which material is necessary for the child care worker to know.
 - Who are the experts, if any, are being utilized in the formulation of the certification process?
5. What process has taken place in order to build commitment to the certification procedure; (ie. how does the idea get sold?)
To what extent has this process involved or targeted the following groups?
 - a) the association
 - b) academic institutions
 - c) child care facilities
 - d) child and youth care workers and supervisors.

6. Describe the risks/stakes that are involved with respect to the following groups of people:
 - a) to child care workers in the field
 - b) to agencies agreeing to the process
 - c) to agencies NOT wishing to be involved in the process.
7. Training:
How did the certification body decide the training mediums that were to be used?

Pre-Interview Questions

Alberta Child Care Workers Association

1. Describe the associations involvement in the certification process to date.
2.
 - a) To what extent is the philosophy of the association with regards to certification reflected in the current steering committee?
 - b) Do you foresee any changes taking place in the association's philosophy to reflect the role of an association to professionalism and/or professionalization?
3. How will the responsibility of controlling the certification program affect the association in its relations with:
 - a) association members; fees, access to training, requirements of being certified to be a member.
 - b) non-association members; prohibited from certification?
 - c) government; lobbying.
 - d) current training facilities for certification
4. How will the association deal with the financial aspect of monitoring and updating the certification program?
5. If you could look down the road five years:
 - a) Where will the certification program be?
 - b) What impact will it have made on:
 - the professional association?

- the child and youth care workers in the Province?
 - the professional of child care as a whole?
6. Describe the association's involvement or consultation with other professional associations and/or agencies?
Who is involved?
Who should be involved?
Family involvement for support purposes?

Appendix D

Individual Interview Questions

1. Describe your professional involvement in the field of Child and Youth Care up to this point.
2. What major changes/shifts have you seen over the years in:
 - a) the field of child and youth care in general
 - b) the Child and Youth Care Association of B.C.
 - c) Government policy affecting child and youth care
 - d) the skill level required of workers
 - e) the qualifications possessed by child and youth care workers.
3. How do you assess the current readiness of the field to move seriously towards implementing some form of self-regulation?
4. Identify important areas that you feel the field would need to address or keep in mind in the development of a self-regulatory process.
5. What do you feel should be the priorities of the child and youth care field over the next ten years?

Appendix E

Focus Group Questions

Please answer the following questions in reference to the child and youth care field.

1. Do you see child and youth care as a profession?
If yes, why?

If not, do you see it as having a potential to be?
(please elaborate why or why not)

2. One of the hallmarks of an occupation becoming a profession is its ability to self-regulate its membership and practice.

How would you assess the current readiness of child and youth care to move seriously towards some form of self-regulation?

3. The mode of self-regulation which an occupation takes should be determined by **why** the members of that occupation wish to self-regulate. Please rank the following motivations in order of their importance to you. Put the number "1" beside the reason that is most important to you, and continue ranking your response down to "5", the least important reason to you.

_____ self-regulation will increase the recognition and importance of child and youth care counsellors.

_____ if we don't get some form of self-regulation we may find ourselves regulated by some outside group that doesn't understand our needs.

_____ we need to self regulate so that we can control who practices in our field and protect children and youth from incompetent practitioners.

_____ we need to self regulate in order to ensure that standards of practice keep up with current trends in the field and to ensure ongoing professional growth.

_____ we need to self regulate because child and youth care counsellors in other jurisdictions and other professionals in B.C. are already self regulating.

Appendix F

Thematic AnalysisTHEME 1 - Evolution/Nature of child and youth care

i) Residential to family/community focus

...it has gone from residential child care to residential community based child care and now to, ... primarily community based child and youth care. (2:52)

Certainly we have seen the shift from residential to the family support work. (1:218)

...we have moved away from the large residential treatment centre..today we have a more family structured model. (4:31)

The other development of course was moving away from the treatment centre approach to the group home approach in terms of residential -- much much smaller units...and also having that small unit plugged into the community service was part of the continuum of care in the community. (5:127)

Coming from orphanages to the family approach... (7:413)

...So the introduction of child care workers into the family and community setting. (4:63)

ii) Recognition and status of child and youth care workers

[Child care workers get paid] no where near what I would be paying my social workers for instance. (6:298)

I think the really unfortunate part is that there is still no recognition of them. Financially, and in the organization charts of human services, child care is still not there. (6:230)

..they remained very low on the totem pole.(1:61)

Child care has been seen as a low end--as somebody who's going to do the work but not be given any respect or credit. (7:635)

iii) Name Change

Well the first shift has been child care to child and youth care. (2:50)

I, just a point here, think that movement to the term child and youth care is excellent, even though it is a little bit entangling on the tongue at first. I think it was critical. (1:177)

THEME 2 - Child and Youth Care Association of B.C.
(CYCABC)

i) Primary purpose and intent of CYCABC

I think that one shift has been in the area of who the association serves. It was initially formed by a group of directors of agencies... and then it shifted into a line association or worker association...from an agency focus into a line focus. (2:91)

I can remember it being an individual child care worker association and then moving to a child care services association and saying regardless of title...if they are involved in service delivery to kids and adolescents then they were appropriate to be members of the child care association. (2:105)

...the biggest change was in a much greater development on the part of the child care worker's themselves to develop their own organization. Separate from the association that was formed originally was representative of the management staff in the child care centres. (5:179)

...when the Child Care Association started to form

and provide communication with people in the field of child care. (7:468)

ii) Leadership role of the CYCABC.

It shifted from being terrified of being political to more recently, more strategically political... (1:239)

...we really fell down, I think, in terms of identifying crucial long term issues...We had no vision for the future. How do we lead this four/five hundred people that pay money into this Association, how do we lead them into the future? (6:458)

This association only makes changes when they are forced to...we probably got a lot more definition of child care by fighting against somebody else trying to lay a definition on us. (2:163)

...they have never been really clear long enough around what it is so that they kind of come to the final agreement about what child care is even though it happens differently all over the place, because we get so many voices. (2:197)

..we really advocated for kids a lot...we used to have great debates on children's rights. You don't hear that any more..from people within the child care association I can remember back in the mid-seventies there was always a children's rights work shop. You don't see that any more. (6:351)

iii) Continuing struggles for the CYCABC

It always goes to ground swells of membership support around conferences and then it drops, again if you look at other professions in actual fact, unless membership is legislated, no profession has very many active members. Issues of membership and newsletter, those two have been recurrent questions. (1:250)

I think one of the key challenges...we were always beating the bushes trying to get people to join.
(4:39)

THEME 3 - Government policy changes

i) Public to private, contracted services

I think the move towards the contracted services as opposed to the direct employee. (4:52)

The move to purchase of service arrangements rather than the government running its own institutions was a good move. (5:254)

Changes in government policy and procedure, the whole contracting out of services made quite a change in the whole thing...I mean we have experienced an incredible different set of contract demands. Crazy, it sort of split ministries and split people working for different ministries. (1:267)

ii) Child Protection Act to Family and Child services Act

There has been a shift from the child protection to child and family services act. (2:272)

I think the most significant change is in the child protection act...section 2 of the Family and child services act states that, in the administration of the act the primary consideration shall be the protection of the child. Shall be the safety and well being of the child....I think the balance previously tended to be on the rights of the parents to do what ever they wanted to do with their own kids. (5:228)

iii) Juvenile Delinquents Act to the Young Offenders Act

There's no question that certainly youth containment [has changed]...legal representation in court...has definitely improved. (6:638)

I can remember when we still had the old Juvenile Delinquents Act of 1918 and it was pretty atrocious, believe me. (6:711)

And the JDA to the Young Offenders. (2:273)

The Young Offenders Act has some changes...there has been an 85% increase in incarcerated kids in B.C. (1:277)

THEME 4 - Socio-economic context of child and youth care

i) Value of children

Has there been any shifts? Children are still devalued. (2:271)

So when you talk about policy or regulation and legislation... we still do not place children, especially adolescents, in very high regard. (6:818)

ii) Funding Criteria

I guess that's the main thing, its [funding programs for kids] not that important, its important when its political...when you have children burning and raping or whatever, and the words are right across the Sun newspaper..I mean that's when it becomes an issues. But its not an issue because they are important. (7:508)

The unfortunate thing is that a lot of child and youth care programs get funded on these politically based whims and so the field is forever changing and unstable. (1:309)

[for shifts in services]...we could also look at which population is the popular population. (1:230)

THEME 5 - Educational context of child and youth care

i) Generic versus specific skills

There has also been a demand for child and youth care workers to work with families. To appreciate the community setting, so the change in focus is tremendous...there is a tremendous systems approach that people are expected to be aware of. (1:323)

Got to be able to deal with high profile kids. You need more skills, more knowledge, and a different attitude..in three areas, one is in the observation area, in the communication area, and one is in the crisis intervention area. (2:283)

So the skill demands are greater for working with the residential population. Also, I think that in terms of working with other professions, this is another area which I think a lot of demands have been made and are increasingly being made of child care workers. (5:309)

They are expected to have a sense of the political realm and the boardroom realm and all that kind of thing. (1:331)

ii) Education and training

So, yes, there is a tremendous shift in the demand for skills. (1:344)

They need the degree people first of all. They're looking for skilled people, and they're looking for people with flexibility. (7:539)

Not only are the universities and the colleges, upping their demands all the time for the skills that are required, but the community is..and the kids are. (7:526)

The demand is increasing...the increase in more complex kids and families. There has also been a demand for child and youth care to work with families. (1:317)

THEME 6 - Current qualifications of cyc workers

I would guess that the qualifications people possess are higher. (1:372)

I remember when they had no qualifications at all. Then we started expecting B.A.'s and now of course it is a B.A. in child care. (5:333)
From people hired off the street not knowing anything, and ...these people are coming now with skills, and they're coming with understanding. (7:562)

I still see the same people entering the field by the seat of their pants...Its not changing... Now I see it in the management roles in the supervisory roles...all the managerial, middle management level are all degree people. (2:324)

THEME 7 - Current readiness of cyc for self-regulation

i) Field is ready, leadership not there

I always felt they were ready...I think it takes initiative. Takes somebody who's going to run with the ball. (7:625)

Whether the field is ready or not, someone better have the vision to do it now. (6:981)

Well, we need leadership in the professional association. Committed to that. We need leadership in the educational institutions committed to it, we need leadership in government committed to it. And I don't see any of them there, I don't see any commitment....I think we are ready for it...I think the field is ready but I'm not sure the leaders are. (2:361)

So I don't see the field as really united. The field has to be so sensitized that it wants to have the quality assurance, that stamp of approval that has some validity to it. (5:82)

I think it is ready. More than ready, all it

needs to do however is spend more time making sure WHAT it wants to do. (1:377)

ii) External forces

...I think the association would find support from MSSH, and from the other Ministries...also there is the Federation which is another invested group who would support and dearly love to see qualifications. (1:409)

Whether it comes from increasing expectations by employers, where the government says we will only hire a contractor who has this baseline qualifications and certification. Maybe even some certification pressures from the employers side. (4:90)

Other parts of the broader field are doing it, the superintendent has got a standards committee looking at qualifications in one sense for services delivered, the Ombudsman is always looking at quality of care. Discussion of and implementation of standards will lead to the need for the certification of child and youth care workers. (1:383)

THEME 8 - Basis of a self-regulation program

i) Purpose

I want something that will ensure quality services. I don't care whether it is an academic credential or not, and I don't care if it improves wages, what I want to ensure that everybody who is working with kids has some basis of understanding kids. (2:253)

Because I think that accountability to the public, to the clientele, is an essential part if you are going to use the word "professional" at all. (5:354)

The objective is the protection of the client and the accountability to the public. (5:367)

ii) Guiding Principles

The other component for me is that until there is assurance that whatever model is taken, that the transition period is one of constructive support not weeding out. (1:400)

That when you talk about self-regulation, you're not just going to audit people, but that you are in fact going to set up a system that will enable people to become whatever it is that they want to become...assume an enabling, supportive stance. (1:465)

Not to be so restrictive, it is not a case of capturing a share of the market, it is accountability to the public. (5:359)

THEME 9 - Parameters for developing self-regulation

i) Preliminary discussions

Without getting some education to the front-line people and saying "what do you think this should do for you", we are not going to have anything that is going to be workable. (2:246)

What we need to do in terms of any kind of self-regulation is have it heavily loaded from the field and then educational institutions can offer the framework, the articulation and all kinds of things. (1:431)

ii) Collaboration

I think the real consideration in developing this is to recognize and use the other forces that are highly interested in quality assurance and standards of care. The networking aspect is critical, timing is critical because these things are happening now. (1:488)

Unquestionably, the cooperation of the legislature. (6:1034)

It also takes other people in other professions for it all to happen. (7:633)

iii) Convincing those in the field

I also believe very strongly that you have to convince people and you have to believe it is going to be a constructive approach. (1:462)

..enticing the various child and youth care workers in the province, saying this is something that will be useful to you. (1:522)

THEME 10 - Priorities over next five to ten years

i) A feminist perspective

And the role of women should be a priority, and whether it is explained as this, or as "lets look at the values and perspective that we are promoting as a profession. (1:583)

I also think there needs to be more a feminist perspective in child care and we don't have it. We don't have it in education. We need a more feminist orientation to appreciate what child care is. 90% of child care workers are female and 90% of educators are male. It doesn't fit. So we need a more feminist orientation in child care. (2:225)

...the process would be a lot more comfortable to women, so the model of a transition period and enabling approach is much more comfortable to women. (1:500)

ii) Access to and development of education

...what we could be doing better is getting more education to people. The lower mainland in B.C. gets good education. So if we could get the same education out there, it would be great. (2:445)

I think first the field should really stress the importance of having complete education going from

a B.A. up to a Phd. (7:775)

..that child care workers in general have not been falling into management streams. There needs to be child care workers to take their place along side others in the social services field who are administrators. (4:102)

...a need for people to learn...management skills, financial information, employee relations, etc. (5:339)

It would be nice if it were possible...to make room for Master's degrees so that people who like to be administrators in the child care field...it would allow child and youth care workers to become involved in the administration. (5:335)

...public education. If you don't have the public well informed your initiative will go no where without public support. (5:424)

One ought to be able to develop solid workshop formats, justice institute, college kinds of programs, and/or agencies with in house programs, distance education, all of those kinds of things so we don't get locked into the very formal training institutions. (1:551)


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Professionalization of Child and Youth Care in British Columbia: A Case Study

Author


(Signature)

LEANNE ELIZABETH ROSE

Aug 14/90
(Date)

VITA

Name: ROSE, Leanne Rose
Place of Birth: Calgary, Alberta
Date of Birth: April 11, 1961

Educational Institutions Attended:

University of Victoria	1979 to 1983
University of Calgary	1988 to 1988
University of British Columbia	1988 to 1988

Degrees Awarded:

B.A.	University of Victoria	1983
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