

# YOUNG CHILDREN IN EUROPEAN COUNTRIES

IN THE PRESENT ECONOMIC  
AND SOCIAL PERIOD

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## FOREWORD

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AS plans for expansion of the emergency nursery school program were being considered in 1934, opportunity was offered for the author of this bulletin to visit some of the European countries and observe their programs. The Office of Education accepted this voluntary offer and Mary Dabney Davis, who had been loaned by the Office to the FERA to develop the Emergency Nursery School Project, visited the countries herewith reported upon.

The opportunity opened the way to gather new ideas and to see how they can be applied to current needs in this country. Observation of experiences of other countries in the light of our own problems gave a realism to the visit that enlisted interest and the fullest possible help from active workers abroad, and to those workers in the countries visited—England and Scotland, Belgium, Holland, Italy, Austria and Hungary, Czechoslovakia, the Soviet Union, and Poland, in international education, health, and welfare organizations—the Office of Education extends the warmest appreciation for assistance and for the opportunity to share experiences that should benefit us all.

**B. GOODYKOONTZ,**  
*Assistant Commissioner.*

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## PREFACE

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WITH the development of the economic depression in the United States the Government's Nation-wide program of emergency relief aimed to return citizens to useful occupations and to give immediate relief to the distress resulting from widespread unemployment. Through contacts with parents of school children and with health and welfare authorities school officials had found that preschool children were suffering from inadequate food and an undermining sense of insecurity. They also found that the children were reflecting a home atmosphere where prevailing anxieties were developing an emotional instability difficult to counteract either at the present time or in later life. As a result, one of the many projects organized under the emergency relief program was the emergency nursery school.

Through the authorization of this program,<sup>1</sup> issued October 23, 1933, State administrators of relief and State superintendents and commissioners of public instruction were given the opportunity to set up emergency nursery schools for the twofold purpose of employing needy and qualified workers and of combating the physical and mental handicaps being imposed upon young children by the conditions incident to current economic and social difficulties. In addition, the authorization emphasized the adult education phase of the nursery school program—parent education—and pointed to the values for the whole family that should result from this work.

In response to this authorization in 1933-34, 38 States, the District of Columbia, and the Virgin Islands complied with the policies set up by educational and relief authorities and organized emergency nursery schools. In 1934-35 the schools were carried on by 47 States, the District of Columbia, and Puerto Rico.

Individual States have made use of the program to meet their individual needs and interests. In this way benefits of the pro-

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<sup>1</sup> See appendix, p. 85.

gram serve young children in nursery schools in widely different situations. Most of the nursery schools are located in public elementary and high-school buildings in rural areas, in small towns and villages, as well as in congested districts of the large cities. They have also been so located as to reach convalescent children in hospitals, the young children of migrant crop pickers, of workers in lumber camps, mines, mills, and other industries, and the children of families moved from abandoned mining areas to subsistence homesteads.

National, State, and local sponsoring committees composed of professional people, business men and women, and lay workers, have aided the program both by stimulating local interest and supporting national, State, and local educational officials. Through this emergency program values have accrued to young needy children and their families that they would not otherwise have had. Throughout the United States the thinking of many people has turned to an appreciation of these values and to a conviction that the nursery schools should be retained permanently.

It was natural that the rapid and diversified development of the project should continually bring new problems for the workers to solve. In planning to meet these problems the question was asked, "What are other countries doing for young children at this time of economic stress?"

As plans for the expansion of the program were being considered in 1934, an opportunity arose for a staff member of the Office of Education to visit some of the European countries and observe their programs. This opportunity opened the way to gather new ideas and to see how they could be applied to current social and educational needs in the United States. There was no intention to make exhaustive studies of the total programs for young children. In fact it was difficult, if not impossible, under present general curtailments in administrative staffs to obtain statistical and comparable information that would be needed in any thoroughgoing survey. It was rather the suggestiveness of the other countries' experiences that was sought; the plans that could be adjusted and adapted at home or that offered new ideas which might help make the work in the United States more effective. To observe the experiences of other countries in the light of our own problems gave a realism to the visit that enlisted interest and the greatest help from active workers abroad, and to

these workers in the countries visited—England and Scotland, Belgium, Holland, Italy, Austria and Hungary, Czechoslovakia, the Soviet Union, and Poland—and in the offices of international education, health, and welfare organizations, is extended the warmest appreciation for their assistance and for the opportunity to share experiences that should benefit us all.

The information was obtained chiefly from people connected officially with national government and municipal offices. The initial introductions to the ministries of education were made through the courtesy of official representatives of the United States Government in the countries visited. These were followed by introductions to workers in special departments of the governments, to municipal authorities, and to representatives of privately supported organizations. Among those who contributed information and guided the visits and observations reported in this bulletin are the following: Assistants to the ministers of education; State and municipal directors and supervisors of preschool education and health, of adult education, social welfare, housing, playgrounds, and of recreation for youth and adults; several women members of the national parliaments; directors and workers in national and local organizations for the protection of mothers and children; officers and members of national and local educational associations; and representatives of international organizations promoting friendly relationships among countries. To this list of official workers should be added the "friends of friends" who opened the way for visits in private homes and conversations that gave national points of view essential to an understanding of the programs observed.

This report gives many of the replies received in answer to the question, "What is your country doing for the care and education of young children below school age during present economic and social difficulties?" Detailed questions centered upon the schools, homes, health protective measures, and parent education—all elements in the environment that influence the welfare of young children.

The report begins with descriptions of how the nations locate administrative responsibility for the programs for young children below compulsory school age and how financial support is provided. Brief accounts of some of the schools visited indicate what is obtained for the money expended. Accounts follow of the housing and equipping of some of the nursery schools and kinder-



gartens, of new demands upon teachers and consequent innovations in the preparation of teachers, of some of the health and nutrition work, of housing for the families and of the continued supervisory programs for the health and recreation of youth and adults. No attempt has been made to show the destitution and deprivations of the people due to the world economic difficulties. Instead the emphasis is upon what is being done to raise the standards of health, welfare, and happiness under which young children and their families best grow and develop.

Documents in the appendix may help to round out the accounts in the report that are necessarily brief. The bibliography includes publications which are referred to in the text by numbers in brackets as authoritative sources of information.

To denote schools having an educational program the words "nursery school" are used in this report for the work with children below the age of 3 and "kindergarten" for those over 3. Great Britain is an exception in that the words "nursery school" are used customarily for children from 2 to 5 years of age. In European countries the word crèche is used generally for all programs accepting children below the age of 3 and sometimes for older children. There are several names used among the different countries for the schools enrolling children from 3 to 6 or 7 which usually imply a motherly type of care and guidance for the children. These names appear on page 5 in the footnotes for the table which gives estimated numbers of preschool children enrolled in educational programs.

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## RESPONSIBILITY—FINANCIAL SUPPORT— PROGRAMS FOR PRESCHOOL CHILDREN

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### INTRODUCTION

PRESENT economic conditions have brought into the foreground the importance of the physical and mental well-being of children below compulsory school age. In such times when questions of economies and of expanding certain essential services arise, it is important to note that other countries are giving official recognition to the need for protecting young children. It is also helpful to see how some of the European countries have administered their programs for the education and health care of young children and have provided the necessary money, also what special problems the nations face.

*National and international recognition of children's needs.*—Official pronouncements made recently in Spain and Uruguay indicate national concern for the welfare and education of their young children. In 1931 the newly formed republic of Spain embodied in its constitution the articles of the Declaration of Geneva<sup>1</sup> which grant the child's right for normal material and spiritual development and grant him priority for attention in times of distress. A "Children's Code"<sup>2</sup> was accepted by the Government of Uruguay in April 1934 and the responsibility for putting it into practice was placed with a central council and with provincial and local committees. Provisions of the code include the care and education of preschool children as well as those of school age.

To celebrate the fiftieth anniversary of the public-school system in the Republic of France, the Minister of Education in 1931 invited representatives from other countries to attend an international congress on childhood education. At this congress representatives from 25 nations emphasized the importance of that period of life from 2 to 7 years of age when the child ceases to be a baby and is becoming an individual member of the community, but has not yet been accepted as a school responsibility [68].

<sup>1</sup> See appendix, p. 86.

<sup>2</sup> Ibid., p. 86.

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Early in the year 1933 the Assembly of the League of Nations instructed its Child Welfare Committee "to study, with a view of future practical action, the experiments made by certain countries in order to protect children and young people from the consequences of the economic depression and unemployment." In the spring of 1934 the committee emphasized in its report<sup>3</sup> "the necessity for removing young children from the pernicious atmosphere of their own homes during a greater part of the day and sending them to nursery schools, recreation centers, reading rooms, etc., in order that they may enjoy the quietness and freedom from care and irritation which are the essential conditions for their development [53].

Many of the countries visited were hard at work to meet the needs so clearly indicated by the Child Welfare Committee. It was impossible, however, to discover what proportion of the children who needed the help were receiving it.

*Varying types of administration.*—There are as great variations among European countries as among our own States in the way education and welfare programs are provided for young children and in the estimated proportion of children served. These variations seem to be related to the degree with which the nations are conscious that the start in life accorded their young children affects their future physical and mental well-being as citizens. They also seem related to the desire of individual nations for large populations, for healthy populations, and for an avenue through which mothers and young children may be educated and indoctrinated in the philosophy and principles underlying the present forms of government.

The general lines of official administrative responsibility for the programs comply with legal regulations that apparently had been functioning before the present emergency arose and may be regarded as accepted parts of the national or local governmental machinery. The close cooperation which was evident in many countries among different departments of national and local governments and with independent organizations may have resulted from the necessity to meet emergency needs for a longer school day, for midday school lunches, for the distribution of food and clothing among the children and to their families, for health services at school and in the neighborhoods, and for soliciting parent cooperation in the care of the children. England and Hungary

<sup>3</sup> *Ibid.*, p. 87.

are the only countries of those visited in which new programs had been set up to meet emergency needs. The initiative in these instances has been taken by private organizations to set up emergency nursery schools and kindergartens. The funds are from private sources, but there are certain basic relationships established with official education and health authorities.

Although there are many intricate relationships among national, local, and independent authorities in the delegation of administrative responsibility for the health and education of young children, a fairly accurate picture of the way the programs are administered may be obtained from the following descriptions:

(1) National ministries of health and education divide responsibility for the children either (a) at the age of 3, while providing continuous supervision, or (b) with an interval between 2 and 5 years of age during which the children are dependent upon local initiative. National supervision maintains standards of work and determines merit for local financial aid.

(2) The national government delegates authority and gives financial support to an independent organization for the care of children below the age of 3. The responsibility for children over the age of 3 is placed with municipal educational authorities and in certain instances the national government grants financial aid to these local education authorities.

(3) The municipal education authorities with assistance from the municipal health department assumes responsibility for the health and education of needy infants and of young children. Prenatal and postnatal care of mothers and infants is given by an independent organization which is national in its scope of action.

(4) The care of children below the age of 3 rests with privately supported, independent organizations which receive national or municipal supervision and under certain conditions receive subventions from the municipalities. Above the age of 3 the responsibility for the education and health of the children rests with the municipal authorities.

*Continuity in health and educational service essential.*—Continuity which permits no break between the initial health service given at birth and the subsequent guidance in physical health, mental development, and behavior is essential to the welfare of the children. Due to such a break in the health supervision in England the Minister of Health said, "It is safe to assume that 80 to 90 percent of the children are born healthy, but at 5 years of age 35 to 40 percent bear physical defects which could have

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been either prevented or cured [11].” Furthermore, there is an increasing recognition of the fact that the social and mental development in childhood influences the patterns of behavior in adolescent and adult life. To care for both the physical health and the education of young children the Soviet Union has a coordinate set-up of administration and supervision: From birth to 3 the child is under the care of the Department of Health; and from 3 on he is under the care and guidance of the Department of Education, with close cooperation between the two departments.

Continuity is being emphasized further by several countries in relating the type of educational program carried on for pre-school children to that for the older ones. This requires at least a consultative relationship among administrators of the programs for the younger and older children in both the programs of care and education for the children and in the preparation required of teachers. There is a tendency among education authorities to see values in the less formal methods of teaching, in the outdoor activities, the behavior guidance, and the emphasis on personal hygiene in the nursery school and kindergarten, which are being reflected in both the curriculum and the physical set-up of the elementary schools. England and Czechoslovakia are experimenting with a program of continuity from the 2- or 3-year-old to the 7- and 8-year-old child, and Poland aims eventually to coordinate its educational program from the 3-year-old to the university student.

*Preschool children in "school."*—The following figures, giving the number and proportion of children below the age of compulsory school attendance who are enrolled in educational programs, are quoted from the 1934 edition of *The Year Book of Education* [67]. The summary includes 14 of the western European countries and allows comparisons with countries other than those visited.

In comparing the figures it should be recalled that it is less difficult to enroll children in countries having large cities than it is when the population is widely distributed over large areas and that some of the countries listed became independent only at the close of the World War and others were greatly curtailed in natural resources at that time.

EDUCATION FOR PRESCHOOL CHILDREN IN 14 EUROPEAN COUNTRIES FOR 1934

Country	Number of schools	Number of children enrolled	Attendance (percent of population)	Ages
1	2	3	4	5
Austria.....	(1)	.....	13	3-6
Belgium.....	(2)	.....	66	3-6
Czechoslovakia.....	(3)	105,000	12	3-6
Denmark.....	(4)	8,000	2	3-7
France.....	.....	.....	52	3-6
Germany.....	(7)	.....	14	3-6
Hungary.....	1,013	116,000	23	3-6
Italy.....	9,425	745,933	30	3-6
Netherlands.....	1,785	175,000	39	3-6
Norway.....	(10)	.....	.....	.....
Poland.....	1,600	93,000	5	4-7
Spain.....	(11)	.....	.....	.....
U. S. S. R.....	(12)	.....	2	3-8

- <sup>1</sup> Public and private kindergartens.
- <sup>2</sup> Estimated.
- <sup>3</sup> Écoles gardiennes: (1) Communales, secular, maintained by communes, State grants; 35 percent of schools, 31 percent of pupils. (2) Adoptées, religious adopted by communes, State grants; 33 percent of schools, 40 percent of pupils. (3) Adoptables, religious, recognized, no communal grants, but State grants, 32 percent of schools, 29 percent of pupils.
- <sup>4</sup> Public maternal schools.
- <sup>5</sup> All private kindergartens.
- <sup>6</sup> Écoles maternelles, 14 percent of schools, providing for 8 percent of children are private (Roman Catholic) institutions. Free to all. Ages 2-6. Of the 52 percent of the population 3-6 attending, 22 percent are in the écoles maternelles and 30 percent in the infant departments of primary and secondary schools.
- <sup>7</sup> Kindergartens provided by private enterprise and by some communes. No State grants.
- <sup>8</sup> One-third private.
- <sup>9</sup> 273 secular and 1,512 denominational (Roman Catholic and Protestant).
- <sup>10</sup> A few private kindergartens in the cities.
- <sup>11</sup> Every commune with more than 10,000 inhabitants must maintain a free kindergarten.
- <sup>12</sup> Kindergartens, children's homes (boarding), play centers (summer months).

**GREAT BRITAIN**

National responsibility for infants and young children to the age of 2 in Great Britain rests with the Ministry of Health. Compulsory education, with its program of physical and mental care, begins at 5. The present problem centers in the adequate care for children 2, 3, and 4 years old—a problem that the recent economic difficulties has made more acute.

*Needs of young children.*—The English Ministry of Health emphasizes the need for providing favorable conditions for the health of the preschool child and points to the high rate of mortality for children from 1 to 5 compared with that for other ages.<sup>4</sup> The report from the Department of Public Health [11] referred to in the introduction of this section of the report emphasizes the large

<sup>4</sup> The death rate in 1931 for all ages per 1,000 living was 11.44; for the period from 1 to 5 years, 6.87; 5 to 10 years, 2.23; 10 to 15 years, 1.55.

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proportion of children who are born healthy but who, at 5 years of age, bear physical defects which could have been either prevented or cured. Mental hygienists point to the traits of mental ill health formed before school entrance as an indication that the preschool years are the most important from the point of view of economy in assuring mental health [19]. English educators agree with these ideas and add that the proper care and guidance of these young children in the schools influences the parents' ways of controlling them as they grow older, and also gives a sound foundation for future school life. All agree that there are large numbers of needy children who receive no help nor guidance from publicly supported services during the 3 or 4 years before going to school. This lack of available help from public sources between the ages of 2 and 5 is generally considered less serious in homes where the conditions are satisfactory and healthy, where the child receives personal attention from his mother or nurse, and where medical advice is obtainable privately. There is, however, a growing appreciation that many of these privileged children would undoubtedly benefit from the opportunities offered in the nursery schools. For the underprivileged children it is considered uneconomic to allow their health and stamina to deteriorate till they are 5 years old and then spend large sums of money in trying to cure them between the ages of 5 and 15 [28].

In 1933, of an estimated population of 3- and 4-year old children of 1,184,000, there were 163,252 enrolled in infant departments of the public elementary schools.<sup>5</sup> These are not necessarily children from overcrowded or slum areas, and of young children living in such environments there was an estimate [28] in 1930 of 175,000. The current problem has been to serve more of these children living in underprivileged and distressed areas, and to demonstrate the values of the nursery school program so as to cause Government grants to be resumed and make the Fisher Act of 1918 operative.<sup>6</sup>

Ages	Estimated population	Enrolled in infant departments
3 to 4 years.....	591,000	34,833
4 to 5 years.....	593,000	128,419

<sup>5</sup> From the Yearbook of Education for 1935:

<sup>6</sup> In the spring of 1935 the following statement was issued: "The financial embargo on new nursery schools has now been relaxed and local authorities are at liberty to submit to the Board of Education proposals for new nursery schools in suitable districts."

*Program best suited to the needs.*—Of the different classes in the infant departments of the public schools—babies classes, nursery classes, and nursery schools—the nursery school is recommended as the program best meeting the present need [78]. This selection is due to the several limitations placed by rules and regulations upon the other types of classes: The babies classes as formerly conducted with 40 to 50 children in an ordinary classroom under one teacher indifferently trained, with no assistants, are giving place to nursery classes. Nursery classes are at present subject to the Code for Elementary Schools which makes no special requirement for the physical welfare of the children whereas the Education Acts of 1918 and 1921 require these provisions for nursery schools. Because of the same code the nursery classes may not accept children under 3 years of age while nursery schools may take them at 2 when the infant-welfare centers no longer can care for them. The daily hours of the nursery class are at present confined to those of the elementary school and there is no such limit to the nursery school day which can be adjusted to the needs of the children in the community. In addition, the daily regime of the nursery school is considered especially beneficial to the children's needs. Recently, certain school authorities have considered it desirable to extend the life of the child in the nursery school regime beyond the age of 5 to 7 plus. By so doing, the need for adapting himself to the new requirements of the elementary school comes at the age of 8 when the habit development and health "nurture" are established more securely than is possible at 5. Continuity in regime through 7 will avoid the shift in school environment at the age of 5 that is damaging also to the child's intellectual development and growing interests [9].

Nine characteristics of an efficient nursery school as recognized in Great Britain may be summarized as follows: (1) A community type of life; (2) an adequately trained and qualified teacher; (3) ready access to a garden; (4) a balanced day of play, rest, and sleep; (5) appropriate equipment to aid self-dependence; (6) play materials fitted for physical and mental development; (7) cleanliness and beauty in the school; (8) adequate nutritional program; (9) regular medical inspection and prompt treatment of defects.

Through this program the nursery school is regarded as a partial compensation for an unsatisfactory home, for it mitigates some of the evils arising from poverty and overcrowding. In a working



class household, the lot of the toddler is not altogether an enviable one. The eldest child in a family gains certain privileges by right of priority; the youngest comes in for other advantages by reason of his helplessness. The ultimate place of the nursery school in England and Wales and the ages which will be enrolled "will depend largely upon changes and developments in our economic and social circumstances \* \* \* In the social and economic circumstances which obtain today, the nursery school is as essential at one end of the system of public education as the university is at the other [17]."

Two projects are intended to assist in meeting the needs of these young children. One project is an educational campaign to inform the general public about the needs and remedies. The other project is a remedial one of organizing emergency open-air nurseries for needy children.

*An educational campaign.*—To date this campaign has centered upon securing reservations of sites for nursery schools in connection with slum clearance and rehousing schemes and upon the removal of the Government embargo on grants for new nursery schools. Among the organizations actively working for these objectives are the Nursery School Association of Great Britain, the Association of Educational Committees, local education authorities, and others with cooperation and active support from such related organizations as the Workers' Educational Association, the National Council for Maternity and Child Welfare, the Home and School Council, the National Council of Women, and the Emergency Open-Air Nurseries Committee.

The programs and projects this group of agencies has developed center chiefly about conferences and publicity. Committees have presented their case before housing commissions and local education authorities urging that nursery schools be established, that approved emergency open-air nurseries be accepted for permanent grants, that in instances where it proved impracticable to have nursery schools, centers might be set up in places of great need where rest, recreation, food, and care for physical needs could be provided following nursery school procedures as far as possible. Reports of these conferences are given publicity in the press, in Government reports, and professional journals, and reprints are widely distributed.<sup>7</sup>

<sup>7</sup> See references 16, 17, 19, 20, 22-26.

The Nursery School Association of Great Britain has prepared an exhibit to show how a nursery school can be set up on the roof of a model tenement building. It has taken the initiative in planning many of the conferences held with the cooperating organizations and has developed a film-lending library, posters, and other visual materials advocating care for young children on an educational level.

Of great importance to the whole campaign is the active support in the House of Commons given by the Viscountess Astor [8] and the continuous support from Sir George Newman, Minister of Health [17].

*Emergency open-air nurseries.*\*—This project has been developed with privately donated funds and under the sponsorship of independent organizations. Its immediate aim is relief for the children and future permanency for the schools which meet the standards acceptable to Government educational authorities.

The idea for this project started in the city of Lincoln on the initiative of a club for unemployed men. These men expressed a desire for a place where their young children could play and be given special care. A teacher of one of their "leisure-time" classes offered to raise a sum of money for house rental and teachers' salaries for a nursery school if the men would condition and help equip the house. Another nursery was started by girls in a grammar school of Louth, who had heard a talk on nursery-school teaching as a career. One of the teachers in this school bought a strip of land and leased it at a nominal rental, and another teacher contributed a legacy to make over a shack into a nursery-school building.

In January 1933 [27] a national committee began work with no funds beyond a promise from Lady Astor to pay the salaries of the head teachers in the first 10 nurseries for the first year. Cooperation was secured from several teachers colleges, from associations of nursery schools, day nurseries, and maternity and child-welfare work. A council with a management committee was then set up as a subcommittee of the "Save the Children's Fund" to support the project. This committee consists of outstanding educators and sponsors of education.

Eight emergency open-air nurseries have since been established in distressed areas. Plans are under way for two more to be organized. Three of these nursery schools have already been accepted for financial grant by the board of education. Each is

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built to accommodate 40 children and, in most cases, to include quarters for a club for parents. The schools have been built and equipped by employed and unemployed men and women working together. The cost has been low, ranging from approximately £500. Each school has a trained and salaried head teacher, with voluntary assistants, often the parents themselves.

Local committees sponsor each project. In one town this committee consisted of the mayor, the head mistress of the local high school, through whom student aid is obtained, and a mistress of an infant school.

Appeals for money are made to meet immediate expenses of the nursery schools. No appeal is made for any central or basic fund since the essence of the plan is the development of local effort and cooperation with eventual acceptance of the emergency program by local educational authorities. Grants of money have been made by the Pilgrim Trust and the National Council of Social Service. Other contributions have come from benefit performances, individual donors, and a variety of other sources. The parents pay 1s. a week per child for food. The support of one child for a year, including maintenance and operation expenses for the building, averages approximately £10, and as part of the solicitation program for funds an adoption scheme is used whereby responsibility may be accepted by individuals or organizations for the nursery-school expenses of a child. The income of the committee for the year, February 1933 to April 1934, amounted to approximately \$20,000, and approximately \$19,000 was granted to 10 projects, the remainder being used for administrative expenditures, which included printing of bulletins of information and office expenses.

Accountings for 1 year for the two emergency schools first started are reproduced in the appendix.<sup>8</sup> In summary, the St. Cuthbert's Voluntary Nursery School of Lincoln received its income of £746 as follows: Two-thirds from grants of money, one-fourth from special programs and solicitations, and a tenth from the parents. Its expenditures were distributed as follows: Salaries and workers' insurance, 57 percent; food, 21 percent; rent, taxes, gas, and fuel, 14 percent; laundry and extra service, 5 percent; equipment, 3 percent. [37]

The 1933 income of the Louth Nursery School amounting to £262 was obtained by grants and donations. The expenditures

<sup>8</sup> See the appendix, pp. 89-91.

were distributed as follows: Salaries and workers' insurance, 75 percent; rent, taxes, fuel, 12 percent; equipment, 6 percent; and incidentals, 7 percent. Food costs were met by the parents' fees. [30]

*Scotland's nursery education program.*—Scotland's development of nursery schools has had its origin in voluntary efforts to remedy the ill effects of unsuitable social conditions upon young children [12]. With the Department of Health maintaining thoroughgoing services for children from birth to 2 years of age the goal has been to have the education committee contribute to the support of nursery schools and to assume responsibility for them as situations warrant.

Of the 10 nursery schools in Edinburgh [10] 1, which is housed in a wing of a new elementary-school building, is supported entirely by the education committee and 7 of the others receive grants from it. Of these one has recently been organized in connection with a housing project for people of small incomes. The Glasgow committee gives grants to six of its nine nursery schools and the nursery school in Dundee receives half its annual cost from the committee [13]. Many of these schools started as a plan for daytime care of children in welfare centers and toddlers playgrounds and have developed an acceptable educational program. Both recreation and instructional clubs are maintained for parents and youths in many of the nurseries.

The problems involved seem to be both to meet the health and mental need of the children and their parents and to demonstrate to school authorities a method of adequate teaching and school administration especially adapted to needy young children.

#### UNION OF SOVIET SOCIALIST REPUBLICS

*Continuity and coordination for health and educational programs.*—The plan of administration for the health, care, and the education of children from birth to the compulsory school age of 8 in the Soviet Union provides for a continuous program planned for the needs of children at the different age levels. From the time prenatal care is given the expectant mother until the child is 3 years old, the responsibility rests with the Commissariat of Health. From 3 to 8, and from 8 on through the system of compulsory education, the responsibility rests with the Commissariat of Education.

The two departments exchange service and coordinate their efforts. In questions of policy, curricula, cooperative research,

and other such problems committees from both organizations are called to confer. Physicians are appointed from the Department of Health to work as staff members in the kindergarten so as to keep in touch with educational trends and also give the teachers a knowledge of medical care of children. Educational advisors are placed on the nursery staffs. In the "model kindergartens" there are child specialists who have had both educational and medical training. Courses in education are provided in the training of nursery school teachers and in physical health and care in the preparation of kindergarten teachers. Each department is represented in the professional conferences of the other group. When an educational manuscript is prepared it is submitted to the Department of Health for review.

In small villages where money is lacking to organize both a nursery and a kindergarten, a combination is effected. There is, furthermore, a close relationship between the preschool division of the Commissariat of Education and the division of elementary schools. The first tentative draft of the new kindergarten curriculum is now being revised by a committee which includes representatives from the elementary schools. Such cooperation helps to provide a coordinated program for the children between their kindergarten and elementary school experiences.

*Administration.*—For both programs there is an administrative set-up originating in the national offices and delegating responsibilities to regional and district boards. Certain charges upon these boards are for curriculum, teacher preparation, and housing, and for conducting nurseries and kindergartens for research and promotional purposes. Current plans call for a network of nurseries and kindergartens, demonstration and teacher-training centers to care for 75 percent of all young children by the year 1937.<sup>9</sup> Nurseries, nursery schools, and kindergartens are connected with factories and farms, with housing schemes, health clinics, research institutes, convalescent and recreation homes, workmen's clubs, and prison colonies, and with centers caring for transitory attendance in railroad stations and public parks. Widespread propaganda giving information about the care and education of young children is carried on for parents, social workers, public health nurses, workers from farms and industries, and boys and girls from upper schools and colleges.

<sup>9</sup> Appendix, p. 91-92.



*England: All of the playrooms opening directly into the garden and playyard allow the activities to be carried on both indoors and outdoors.*

*(See page 7.)*



*Scotland: A story hour at the Princess Elizabeth Child Garden in Edinburgh.*

*(See page 11.)*



*Soviet Union:* The "mountain" is a type of equipment appearing in practically all nursery schools and its construction dimensions are adapted to the abilities of children from 2 to 8 years of age.

*(See page 13.)*



*Poland.* Preparation for the day in a Warsaw kindergarten.

*(See page 32.)*

The plan for child care under the Department of Public Health centers in the State Institute for the Protection of Motherhood and Infancy. This institute has four departments—gynecology and obstetrics, pedology and psychoneurology, nursery schools, and pediatrics. Physical care is given mothers and infants under the first and fourth departments. The second conducts research and clinical care in mental development. The nursery-school department is divided into six sections—nursery schools with separate divisions for schools in industrial and agricultural projects, nutrition, teacher preparation, education, housing, and sanitation. Two chief responsibilities [65] are placed upon the nurseries and nursery schools: (1) To liberate woman from the care for her child while she is working or studying; (2) to bring up a "healthy and strong generation with nerves of steel and iron muscles."—Lenin.

Regional Institutes operate throughout Russia and workers go from the State health center in Moscow to assist with their organization and with the conduct of the program. The large cities are divided into districts to focus the work into serviceable units. Each district has a main staff of five or six people, including a physician and an educational adviser, and maintains demonstration and experimental centers. Moscow has 10 such "districts."

The plan for kindergarten education is placed under a director of preschool education in the Commissariat of Education. In each of the "regional" and "district" boards of education throughout the Soviet Union there is a preschool section. Each "regional" board carries a staff of administrative, supervisory, and research workers. From this regional office the general curriculum issued from the State headquarters in Moscow is adjusted to meet local conditions. In addition, supplementary research work is carried on to amplify the studies under way in the State office and both "model" and experimental schools are organized to serve different types of functions in city and rural districts. All supervision is carried on from this regional office to improve instruction, to give supplementary training for teachers, and to extend services in kindergartens, playgrounds, and other centers. The "model kindergartens" set the patterns for equipment, teaching methods, and curriculum, and help to raise the standards of teaching in the region through demonstrations and regular visits planned for teachers in other schools. The district boards also have a staff of supervisors and administrators who are responsible for the kindergartens in their areas.



## 14 YOUNG CHILDREN IN EUROPEAN COUNTRIES

*Aids for nurses and teachers.*—In standards of equipment and of programs the schools in those parts of the Soviet Union visited vary as greatly as might be expected in a large country where the population is congested in cities and widely scattered in the rural areas. The schools visited in the cities were fully equipped for indoor and outdoor play and staffed with trained workers and assistant helpers. Those visited in the rural areas which had been operating for some time had less equipment than the city schools, while the schools that were newly organized and connected with new industrial projects were operated under primitive conditions.

Publications have been issued from the central offices to assist the organization and conduct of the nurseries and kindergartens. These publications include [56-59] descriptions of the methods of work with children below the age of 3, housing and equipment for nurseries, and a manual for parents and workers on the hygiene and education of children below 3. This manual describes the characteristics of children from the new-born infant to the child of 3 and suggests the care needed for them, the fresh air, the space and sunshine, the clothing, food, and the time and conditions for sleep. The manual also emphasizes the necessity for integrity on the part of adults to bring out the desired results in the child's behavior. Adults are admonished not to be irritated, not to lie, cheat, scold, scare, slap, nor admire the child.

For the kindergarten teachers, publications [61-64] have been issued which describe the curriculum, the equipment, and special exercises for physical development and procedures with plays and games. The curriculum [63] is planned for each age level from 3- to the 7-year-old children. The plan for social education is part of the total communist program for all citizens. It begins with the 3-year-old. He is trained to observe neighborhood happenings from the nursery school window and, on walks, his attention is drawn to soldiers marching and to workmen as a preparation for his appreciation of communism. The 4-year-old learns certain greetings and courtesies, to be independent in the care of his wraps, and to help serve food and care for materials. The 5-year-old must be self-dependent and responsible for putting away his playthings. On walks he must be able to recall the address of the kindergarten, to recognize the buildings in the neighborhood, to recognize different kinds of workers, the conductors, chauffeurs, police, etc., and to describe their different responsibilities, to note the work of different industries and recall

and describe them. The 6-year-old child must be cooperative, attentive to younger children, must carry out directions from the teachers, prepare work materials, observe and follow rules in games, come to school alone and respect traffic regulations, and know his home address. In addition, the interest of the 7-year-old is aroused in the lives of Lenin, Stalin, and other leaders as examples to follow. They are also made acquainted with the work of national institutions, such as the cooperative stores, depots, hospitals, schools, local organizations of the Soviet Government, and with the national holidays, and encouraged to love everything connected with the Soviet structure. They are taught to avoid race prejudice and to recognize the one social class, the proletarians.

Other attainments are outlined for physical education, music, art, nature study, arithmetic, reading, writing, and speech. Reading begins at the age of 6. The method begins with the children recognizing their own names and the names of familiar objects in printed letters. The reading of sentences follows and then the phonetic analysis of words, the answering of questions about the stories read, and attention to diction and expression. Writing begins with words and sentences the children have been reading. Printed lettering is followed by script writing and attention is placed upon punctuation and the use of the capital letters. The 7-year-old children write books of their own. Arithmetic starts with counting to 3 and recognizing groups of two and three objects at the age of 3 and naming simple geometrical forms. It continues with the 4-year-old child counting and grouping small numbers and recognizing and naming contrasts in form, size, length, and time—early and late, now and later. The 7-year-old child knows figures to 20, counts backward and forward, uses addition and subtraction symbols, learns about the zero, fractions, dates, measures, weights, and money, and makes and solves problems involving these factors.

*Financial support and budgets.*—The expenses of the State Institute for the Protection of Motherhood and Infancy of the Commissariat of Health and of the preschool section of the Commissariat of Education are met from a variety of sources: From state and municipal subventions and from all agricultural, industrial, commercial, construction, and other types of projects which are required by law to allot to the nurseries and kindergartens a certain percent from their funds [65] for workers' wages and for

workers' insurance fees. Support is also given by the trade unions, and by such local organizations as the "Children's Friend", "The Red Cross", and "The Committee of the Peasants Mutual Help." The cost of the children's food is met principally by parents who pay a fee adjusted to the wages they receive.

Since the foreign and domestic values of the ruble vary, no accurate figure of cost for the nurseries and kindergartens can be given to compare with that in other countries. It is possible, however, to show the percentage distribution of expenditures among different budget items which gives a basis for comparison with similar items in other countries. It is also possible to show the distribution of income among the different agencies responsible for two kindergartens located in the city of Moscow. By including a list of staff members it is possible to visualize the set-up for these particular schools.

A general estimate given of the cost of nursery care amounts to 1,100 rubles annually for each child, or approximately 90 rubles a month. The 1,100 rubles are distributed among services as follows: 37 percent for food, 45 percent for personnel, and 18 percent for equipment and supplies. It is estimated that the parents pay from 8 to 25 of the approximate 90 rubles a month for each child. Parents who are employed on the collective farms, however, where the wage is paid in distributed produce, make their contributions in foodstuffs.

The approximate cost per child in two of Moscow's experimental and demonstration kindergartens is 1,500 rubles a year for the first school described and 1,900 rubles for the second. The average school in Russia, as in other countries, would have no psychologists on the staff and the budget would be smaller. These schools are experimental centers determining curricula and teaching procedures for the State and the district.

The first is a "model kindergarten" of the Moscow Board of Education located in a workers' apartment house near a factory. The 80 children enrolled are grouped by age—3 to 4 years, 4 to 5½, and 5½ to 7 years. For 25 of the children a 24-hour day program is provided except on the "free day" when they are with their parents. The teachers work in two shifts of 5 hours each. The school day begins at half past 7 in the morning and

continues till after 4 in the afternoon.<sup>10</sup> The staff for this kindergarten includes:

- A director.
- Two psychologists <sup>11</sup>—one general and one for special studies of children's play.
- Six teachers.
- One artist, responsible for the arrangement and beauty of the room, and for the children's handwork.
- One music teacher.
- One manager of foods and housekeeping.
- A laundress, a cook, four maids, a handy man.
- A night teacher, a night nurse, and an evening worker for 2 hours, from 6 to 8.
- A nurse for the morning inspection, which requires 2 hours, and a doctor who visits four times during each 5-day period.

The following distribution of expenditures for the program allocates nearly half the amount for the staff (47 percent), more than a third for food and supplies (39 percent), less than a tenth for children's equipment (9 percent), and the rest for household supplies (5 percent).

*Expenditures in rubles*

I. Staff.....	49, 299
Pedagogical staff.....	17, 153
Gross administration, including a director.....	15, 804
One and one-half months' salaries for substitute teachers during the summer holidays.....	3, 375
	36, 332
Insurance for teachers paid to the State committee.....	3, 709
Prizes equalling 1 percent of the wages for special work among the teachers.....	690
Salary of the psychologist making special studies of children's play.....	4, 509
25 percent additional for teachers' salaries as demonstration workers.....	4, 059
	12, 967

<sup>10</sup> 7:30 to 8, self-directed play; 8 to 8:30, washing face and hands, gymnastics; 8:30 to 9, breakfast; 9 to 9:40, organized work—30 minutes for the 5-year-olds and 20 minutes for those under 5; 9:40 to 10:30, play; 10:30 to 12, walk to park, garden, etc.; 12 to 12:30, lunch (3 groups); 12:30 to 2:30, bed and play; 2:30 to 4, tea, play, walk, and departure.

<sup>11</sup> The psychologist guides the preparation of the individual records for the children, helps the teachers with their daily records of the children's development and achievements, and summarizes these to show achievement and to construct new tests. She gives and interprets the results of tests 3 times a year; these cover cultural questions, questions of hygiene and nature study, and tests of handwork and drawing.

## 18 YOUNG CHILDREN IN EUROPEAN COUNTRIES

### *Expenditures in rubles—Continued*

II. Household expenses, soap, cleaning, etc. ....	5,720
III. Supplies and equipment, including beds, towels, toys, etc. ....	9,316
IV. Supplies including 33,600 rubles for food. ....	40,400
Total .....	104,735

### *Income in rubles*

FROM—	
The factory .....	40,000
The factory insurance committee .....	17,500
The factory for special purposes .....	2,500
Trade unions other than the factory's .....	5,891
The State .....	9,528
Parents .....	20,000
Additional sum from the factory for equipment. ....	10,000
Total .....	105,419.

In addition to this income, the factory pays 20,000 rubles to cover the summer expenses of transportation of the children to the country, for additional food, for staff members' substitutes during their vacations, and for repairs to the equipment in the country. The State's contribution pays for the salaries of the psychologists and for a bonus of 25 percent for the teachers, since the school serves as an experimental center. The following summary of income indicates the major source of support: From the factory, 59 percent; from the parents, 19 percent; from the State, 9 percent; and from other sources, 13 percent.

The second school is an experimental kindergarten of the People's Commissariat of Education, located near a factory where the children's parents are at work. The 60 children enrolled are placed in groups with approximately 14 children for each teacher. Fifteen of the children stay at the school for the 24-hour-day program, and go to the parents only on the "free" day. The expenditures for this kindergarten are as follows:

### *Expenditures in rubles*

Staff .....	40,000
Supplies, play materials, books, pictures, etc. ....	5,000
Equipment and furniture .....	5,000
Repair .....	5,000
Telephone, wood, electricity, etc. ....	10,000
Food .....	49,000
Total .....	114,000

A summary of these expenditures differs from that of the preceding kindergarten. But slightly more than one-third of the expenses are for salaries (35 percent), and for food slightly less than half (43 percent).

*Income in rubles*

FROM—	
The State Commissariat of Education . . . . .	80, 000
The factory . . . . .	16, 000
The parents . . . . .	18, 000
Total . . . . .	114, 000

A percentage summary of the sources of income indicates the major sponsorship of the school.

FROM—	<i>Percent</i>
The State . . . . .	70
The factory . . . . .	14
The parents . . . . .	16

During the summer, when the children go to the vacation colony in the country, the parents pay double the amount they pay during the winter. The factory also gives a supplementary amount of 4,000 rubles.

**ITALY**

*A national policy for continuous care and education.*—The “Riforma Gentile” of May 1923 involved a complete and radical reorganization of educational institutions of every type and grade in Italy. At this time Sr. Mussolini said: “Education is one. There are no watertight compartments. In education all is related, from the infant school to the university; and all teachers entrusted as they are with the youth of the nation from tender years to manhood, share the same joint responsibility, moral and intellectual, for the efforts of all have a common aim” [67].

Fascist civic and national planning has also emphasized the need for a larger and a healthy population for Italy and the essential right of each Italian child, regardless of the economic and social status of his parents, to care, education, and devotion that assures health and social security. Toward these welfare and educational goals the first line of work has centered in facilitating births, in reducing the mortality rate of infants and young children, and in assuring a record of legitimacy for each child. The second line of work has centered in a program to provide continuous care and

education of young children to the age of 6 and on through the period of compulsory school attendance.

*L'Opera Nazionale per Maternità e Infanzia.*—Instead of making the solution of the maternity and child welfare and education problem one of public charity or philanthropy the Italian Government assumed the principle that care and guidance even from infancy is the right of the citizen and a duty of the State. Accordingly, to develop a national program which would assume leadership and direction of this work, the law of December 10, 1925, created a national institute for the protection of mothers and children under the Fascist Party which is known throughout Italy as O. N. M. I.—the abbreviated initials of the complete name—*L'Opera Nazionale Per La Protezione Della Maternità E Dell'Infanzia* [39, 40, 42].

The O. N. M. I. is administered by a central committee of 13 appointed by Royal decree and representing authorities in scientific, social, and political fields of work and representing also the Ministry of the Interior and public institutions of social welfare. Within each of the 92 Provinces there are local committees, "provincial leagues", responsible directly to the central committee, and charged to determine local needs and to supervise the services needed by the communities. The leagues in turn are divided into 7,311 patron committees corresponding to the 7,311 communes of the kingdom. The membership of these leagues and subcommittees constitute "a permanent mobilization of 100,000 qualified persons enlisted in the scientific, hygienic, political, administrative, judicial, ecclesiastical, educational, and welfare fields" [47].

One of the first responsibilities of the O. N. M. I. was to enlist the cooperation of many privately organized societies serving mothers and children. This was considered necessary so as to unify the work throughout the country and to encourage the continuation and expansion of the work especially in the rural areas where the child mortality rate is still high and where knowledge of child care and education has been at a minimum. To facilitate the unification the presidents of the boards of the private organizations were made members of the O. N. M. I., and automatically the president of the O. N. M. I. became a member of the affiliated organizations. More aid for unification results from grants of money from the institute to the member organizations and from constant encouragement of local initiative and responsibility.

The budget of the institute in 1934 amounted to approximately 4½ million dollars at the present rate of exchange. This money is provided by a special tax upon bachelors, by funds from the State, from banks, and from taxes on resorts.

Results of the work are now evident. Records of the family and personal history of each child are now placed in official files. Prenatal and postnatal care is given mothers and infants. Many obstacles to legalizing illegitimate children are removed and responsibility placed for their care. Supervision is given to the organization and conduct of nurseries, to children placed in foster homes, to the welfare of employed youth, and to the enforcement of laws that prevent children under 16 from receiving or buying wine, working where liquor is sold, buying tobacco, or attending movies or entertainments unless they are educational in character. Special arrangements are made for insuring women for health benefits through a national maternity fund and the National Bank for Social Insurance. It is estimated that 6,000,000 mothers and children have been served since the O. N. M. I. was organized.

*Schools for children from 3 to 6.*—Approximately a third of the children in Italy 3 to 6 years of age are enrolled in schools supervised and supported financially by district or municipal education authorities or by private organizations under State supervision. These schools are the *asilo d'infanzia* which are now being developed from a custodial institution for children into a modern *Scuola Materna* or kindergarten and nursery school with specialized teachers and teaching methods. The schools are sometimes housed in buildings especially designed for them by the school authorities, sometimes they are placed in or near housing projects for workmen and serve the children of the tenants and special instances were observed where the school for young children was used as a demonstration laboratory for a trade school and again for a teacher-training institution. Holidays in summer camps are provided for those children enrolled in the nurseries and kindergartens who are physically in need of such recreation.

The kindergarten program is for the full day and includes plays with materials, reading and writing for the 5-year-olds, singing, games, and outdoor play, a noon meal, and supervised sleep or rest. The methods [43] of teaching vary among Froebelian, Azazzi, and Montessori, with general preference for methods



that train the children in obedience, and that make use of familiar objects in the environment as teaching materials.

One school building in the town of Brascia provides for several groups of children from 3 to 6 years of age with about 40 children in each group. The individual benches and tables are arranged differently in the several classrooms, but always as a whole class and not as small groups within the class. There is also a central playroom; wide corridors in which the children's drawings on slates and papers are displayed; a dining room where the teacher's table is placed on a raised platform and the children's group tables have depressions cut so as to hold the bowls of food securely; bathrooms with showers, wash stands, and an adequate number of toilets. Racks hold each child's equipment of towel, apron, and bib, and the symbols marking individual equipment are graded in difficulty according to the ages of the children—the 3-year-olds have simple sketches of familiar things—toys, animals, fruits, flowers; the "middles", or 4-year-olds, have pictures of tools, furniture, and utensils; the "big children" of 5 have geometrical designs.

Series of parent conferences on the education of young children are held in several of the villages by a private organization working closely with the national program and under Government control. So far as possible the welfare and educational work for young children is closely related to the home, and the "family", the key word to Italian life, is carefully fostered.

### BELGIUM

To the age of 3, young children in Belgium are under the protection of the semiofficial organization, *L'Oeuvre Nationale de L'Enfance*. Beyond that age the education and the protection of health rests with school authorities, though the protective institution continues to care for State wards until the age of 7.

*L'Oeuvre Nationale de L'Enfance* [3].—This is an official organization of the Government in that it was established by law in 1919, functions under the hygiene section of the Department of the Interior, and the Government annually votes for its support a sum of approximately 20 million francs—about a million dollars—from the national budget. It is an independent institution in that its administration is delegated by the State to a central council of 40 members. In 1934 the women members of the State legislature were appointed to act on this central council.

Subcommittees of the central council assume responsibility for the work carried on by provincial and local committees. A general director coordinates the work of these subcommittees and assumes general charge of the administration of the clinics, dispensaries, milk and food kitchens, summer camps for frail children, the social work with needy families, the nurseries and day nurseries, and the general educational and publicity work regarding health and hygiene. The association encourages local and private initiative in organizing and in maintaining services for young children and coordinates these privately supported programs under certain general rules so as to unify the work throughout the State.

*Programs of the association.*—As stated by law, the object of L'Oeuvre Nationale de L'Enfance is to encourage and extend adequate care of young children, particularly those from underprivileged families; to disseminate and apply information as to scientific methods of child development within the family and in public and private educational institutions; to encourage and give financial support to programs of child hygiene; to exercise administrative and medical control over the programs so sponsored [2]. The programs are systematically carried out, and there has been a steady increase in the number of children served in the nurseries, the welfare centers, and the home-visiting service. But this increase has been attributed more to the consistent child-welfare propaganda that has been under way in recent years than to the unemployment of the children's parents [54].

The association also provides for a continuation of some of its service to aid older children. School lunches are provided for needy children. Recuperation homes or "colonies" for frail and convalescent children receive boys and girls beyond the age of 3 who are recommended by school physicians. At the "colonies" regular instruction is given under the supervision of the Minister of Public Instruction to the children who are of school age. As an aid for teachers in the regular elementary schools the association has issued illustrated notebooks on personal hygiene for school children. The books emphasize important health habits and enlist the children's interest in the selection of wholesome foods, in tooth brushing, bathing, and other matters of personal hygiene. Demonstrations of child care in the welfare centers are open to boys and girls of adolescent age, and these demonstrations are supported by classes in the theory of child development.

Success of the work has been measured in terms of the reduced mortality rate for infants and young children and in the growing knowledge about child development among the people both in the city and in rural areas.

*Schools for children from 3 to 6.*—Kindergartens or Ecole Gardiennes [66] are provided throughout Belgium by the several communes for children from 3 to 6 years of age or to the local school-entrance age. The financial-support of these schools comes from the local authorities with grants from the Government when a stipulated number of children are enrolled. In a commune of less than 1,000 there must be 20 children in order to organize a kindergarten. A commune with more than 1,000 people must have 30 children in the original enrollment, and when the average attendance reaches 40 a second class may be organized.

The program of the kindergartens is integrated with that for the first school grades. The curricula and methods of teaching emphasize both social and physical development as well as intellectual growth. The law requires free medical inspection for each child, which includes a physical examination on entrance and a general inspection of all children in the classes each month. For each child the school officials maintain a personal and a family history as a permanent record for their central offices.

### HUNGARY

Following the World War, protective work for mothers and children below the age of 3 was entrusted by the Government of Hungary to the Stephania National Association [37]. For children 3 to 6 years of age the cities of Hungary have maintained kindergartens<sup>12</sup> since 1841. At the present time those interested in the education of young children would like to see the enforcement of a law making attendance at nursery-kindergartens compulsory for children whose parents cannot give the necessary care and guidance.

*The Stephania National Association.*—Annual subventions for the support of the work of this association are given by the Government and by municipal authorities. Contributions are also given by individuals and private organizations, and a small income results from the hospital and institutional services offered by the association. The subventions from the local authorities are administered locally and all other funds are administered by the

<sup>12</sup> See appendix, p. 88.

central administration. With a Government subsidy in 1932 less than that for 1931 there was an increase in the contribution from local authorities and in the contributions from private sources. The budget for 1933 approximated 4 million pengö, of \$800,000 at the present rate of exchange. About two-thirds of this amount came from Government and local public authorities [38].

Three objectives set for the association are: (1) to convince society of the importance of protecting mothers and infants; (2) to disseminate information in order to combat ignorance and superstition which are the chief causes of infant mortality in Hungary; and (3) to restore the morale of the people—"The ethical, religious, and patriotic sentiment"—shattered by the World War and the economic crisis.

The active service of the association is carried on through branch organizations. They supervise dispensaries, milk kitchens, maternity and infant hospitals, nurseries, and day nurseries.

In the 10-year period 1923-33 the rate of infant mortality for the whole country was reduced from 18.6 percent to 13.9 percent, and for the infants coming especially under the protection of the association's facilities, from 9.8 to 8 percent. There has also been a decline of 50 percent in the mortality of children from 3 to 6 years of age during the 19 years of the association's work.

The association publishes instructional materials on the care of young children and maintains a reference and circulating library of films, books, architectural designs for nurseries, diet kitchens, etc.

The association also gives special courses of instruction. The state nursing school is conducted by the association. Courses and practical work in the care of mothers and children and in nutrition for infants are offered for physicians in cooperation with the committee for the postgraduate training of physicians. Students from the training school for infant-school teachers are given a 2 months course in principles of hygiene and in the care of infants and young children below kindergarten age. Special courses and experiences in the dispensaries and nurseries are also offered to the association of Girl Scouts, to the school for little mothers, and to the school for factory nurses.

*The Budapest emergency nursery schools.*—The difficulties of the present crisis have necessitated more care for young children from 3 years of age to school entrance and also a different type of daily

program than the regular kindergartens have provided. In Budapest the Save the Children International Union, working under the control of the Ministry of Public Instruction and in cooperation with the local public-school officials, has opened six emergency nursery schools to meet the current needs of young children.

For some of these nurseries the municipal authorities have contributed the use of rooms in public-school buildings and in municipal dwellings for people of small incomes. They have also given the use of land adjacent to the buildings which has been converted into playgrounds. In some instances the authorities have provided fuel for kindergarten rooms located outside the publicly owned buildings. Salaries for part of the staff for these nursery schools are paid by the municipal school authorities and additional funds for salaries and other expenses of the project have been contributed by the Save the Children International Union and by other international and local organizations. Only those teachers are employed who meet standards of training established by the State.

The program followed in these emergency schools is setting new standards for the public-school kindergarten work. This is especially evident in the methods of teaching, in the inclusion of parent education in the program, in the equipment, in the extension of the program from a half to a full day, and in routine procedures to help the children develop habits of personal hygiene. Officials of the Budapest public schools recognize the values in the newer methods of teaching and encourage these experiments in the regular public-school work and follow their progress with the greatest interest. At the request of these school officials, demonstrations of teaching techniques, including parents' meetings, have been given in the emergency schools for the benefit of kindergarten teachers and of students from the city training school for teachers.

One of the few instances of preparental education observed in the European schools is carried on in Budapest in the work schools of the Save the Children International Union and those for delinquent girls, where one of the emergency nursery schools is located. The girls assist with the care of the children and the rooms and help to serve the dinners and suppers. They are given special guidance in the educational aspects of this work, which helps to equip them both for marriage and family life and as mothers' helpers.

Other influences of these emergency schools were apparent in neighborhood gardens and playgrounds planned for young children and in the children's homes. The gardens and playgrounds were especially valuable in the neighborhood of the abandoned war store barracks to which destitute families have gone for housing. The orderliness, cleanliness, and joyous regime maintained for the children in the emergency school is changing the standards of living in the children's homes.

During the winter of 1934-35 the delegate of the Save the Children International Union was requested to extend her work by organizing kindergartens, similar to the emergency nursery schools, in rural areas outside of Budapest. The work has been done under the local committees of the Hungarian Red Cross, which expects each school to become the center of welfare work in the communities and villages and to raise the level of hygiene and social life among the people. It is anticipated that each kindergarten will become self-supporting. Seven such kindergartens are now functioning, with a program adapted from those used in the city but adjusted to the hygienic and social needs of the people living in the country.

The following quotation from a report by the director of these programs indicates the objectives for the work:

Present economic and social conditions have seriously affected family life. The modern home no longer offers the atmosphere of peace which is necessary for the normal development of the young. \* \* \* Every effort must be made to prevent the small child, which its mother can no longer properly care for, from being unduly neglected. \* \* \* Child welfare takes insufficient account of children over 3, yet it is between 3 and 6 years that the child is most keenly receptive to what may be styled the "family crisis." At this time the intellectual faculties are developing rapidly and the child needs sympathy and understanding. A substitute for the disorganized home is indeed a nursery school, but not of the old-fashioned kind, which merely gave a foretaste of school proper. Modern nursery schools that make up for home deficiencies are still very rare even in the most progressive countries; and where they exist, they are practically never obligatory. A law on the subject is much needed, making the nursery school just as compulsory as the elementary school for all children whose parents cannot look after them.

Another task for the nursery school that is really quite as important is the education of the parents. For this reason a nursery-school teacher should also be trained in social work.

Her dealings with the children enable her to visit homes and give her opportunities for doing invaluable work among parents and relatives.—From *L'Education de la Première Enfance*, Union Internationale de Secours aux Enfants, Genève.

### CZECHOSLOVAKIA

*Municipal responsibility for preschool children.*—Czechoslovakia has placed the official responsibility for the health, care, and education of young children with municipal or local district school authorities. As yet the nurseries and kindergartens are not regarded as a part of the elementary-school system which is supported by the National Government and which provides for children both in the cities and in rural areas during the compulsory school ages of 6 to 14. Protective work for the health and welfare of the youngest children and their mothers is aided by the National Association for Protection of Mothers and Childhood [7].

Under the municipal educational authorities of the city of Prague the nurseries and kindergartens receive children from 6 weeks to 6 years of age. The division of kindergartens supervises the educational work of these classes and the health care is given by the school physicians under the city health department. This plan of administration provides opportunity for continuity in the health care, in the development of habits and skills, and in the parents' cooperation with the educational and health authorities that might not be so assured if authority for the different age groups were divided. Experimental programs are conducted to unify the work of the kindergartens with that in the public elementary grades.

The nurseries are for children from 6 weeks to 3 years of age and are divided into groups by age of the children served; the babies from 6 weeks to a year and a half are in one group where they are cared for by nurses, and 10 are required before a class is opened. The others, to 3 years of age, are under the care and guidance of nursery workers; 15 children are required to organize a group. The kindergartens enroll children from 3 to 6 years of age, with groups of 30 to 40 children. Attendance is free to all children, but if space is limited the preference is given to children who do not have proper supervision and guidance at home.

For the current year, 1934-35, Prague is maintaining 86 kindergarten and nursery schools in which there are 160 kindergarten and 69 nursery classes. The budget for this program for the cur-

rent year amounts to 13,453,057 Kč,—approximately \$670,000 at the current rate of exchange.

*Programs of work.*—The kindergarten and nursery day is customarily from 8 to 11:30 in the morning and from 2 to 4 in the afternoon for 6 days a week, with two free afternoons. When parents are employed outside the home the children are cared for from 7 in the morning until 6 in the evening. The food costs for needy children for daily dinner and supper are met by the state, which maintains a system of relief work for 3 days a week for unemployed people. With the wages for this work a weekly allowance of 10 Kč is made for the food of each child in the family.

As part of their experimental work, the kindergarten teachers are now using the first draft of new individual records for the kindergarten children. These records include a detailed personal history for the child; a record of the physical examinations; a family or social history; a "pedagogical" record covering in detail such abilities as muscular coordination, details about the child's sense of rhythm, skill in dramatizations, his sociability, his ability to recognize shapes and sizes, to estimate distances, to recognize individual numbers and groups of numbers, colors, and sounds, and to know the names and the uses of a variety of objects customarily found in every home. Individual teachers also devise informal records through which they note the progress of the children, and many of these records act in the guise of the tests commonly used in the United States, although none of them are standardized. A stimulus from these records is resulting in a variety of educational materials, both teacher-made and commercially made. These materials both train the children in language expression and make them aware of the characteristics of city and country life, of sizes and colors of objects, and of appropriate relationships among objects and in social situations.

Municipal regulations are issued in printed form [4, 5, 6] for the organization and conduct of the kindergartens and nurseries, for the nutritional program, and for the work of the school doctors. Basic principles of the program are declared to be the assurance of adequate physical and mental development for young children, the provision of a teaching staff with adequate qualifications prescribed by law, and the use of teaching methods prescribed by educational authorities.

The following quotation from a report of the municipal social pedagogical service indicates the variety of services provided for



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both younger and older boys and girls and suggests a coordination of the city's programs:

The city now maintains day nurseries, kindergartens, and day homes; feeds school children, and provides them with good milk; maintains children's playgrounds and sends children out into summer camps in the country; presents children with school requisites; contributes to their tuition fees, and provides clothing for waifs and strays, orphans, and other needy ones; places children out into foster-homes; maintains an institute for the temporary accommodation of children who are imperiled or deserted, where they may be examined and cared for; maintains an orphanage, homes for apprentices; maintains or supports various kinds of clinics and dispensaries (for mothers, for those in charge of little babies, etc. \* \* \*): \* \* \* maintains children's sanatoria, infirmaries, and outdoor schools; places children in hospitals, sanatoria, and other media for treatment; sends them to the seaside for their health; and finds places for them in special institutions of a social and educational character.

#### POLAND

*A decentralized national program for young children.*—The task of organizing national and civic programs of schools and welfare agencies since Poland obtained her independence in 1918 has been a tremendous problem that has been magnified during recent years of economic difficulties [50]. The state does not assume complete financial responsibility either for welfare programs or for educational programs for young children, but the state does retain certain supervisory rights for all such programs administered and supported by independent organizations or by the municipalities.

✕ In spite of this lack of centralized administrative control there are close-working relationships between the welfare associations and the schools for preschool children. Educational workers, physical hygienists, relief workers, and administrators of insurance funds are working together for a more effective program. An eventual coordination of the educational programs for all ages of children from the kindergarten to the university is anticipated by the National Ministry of Education. ✕ A stimulus for beginning the national system of education with children below the age of 6 has been given by one of the great Polish educational leaders, August Cieszkowski, who said: "To organize schools and not to prepare children beforehand is really to commence before

the beginning. Let education go down (to the very young) and humanity will be elevated. Let us teach the child to live before we teach it to read [50]."

*The care for children below 3.*—Local welfare organizations are responsible for the health centers and nurseries provided for the infants and young children of needy families. Under present economic difficulties there are several organizations, national in scope, which supply these young children with milk and food. Special subventions to aid these programs are allotted by both the State and the municipalities.

To assure adequate equipment and efficiently administered programs, the State requires evidence of the financial resources of owners and sponsors of all privately supported welfare and educational projects. Another protective measure for young children which the State has enacted places a responsibility upon industries which employ women. Factories and other industries employing a hundred women are required by law to maintain a nursery for children below 3 years of age.

*Municipal kindergartens.*—Kindergartens for children from 3 or 4 to 7 years of age are provided both in cities and villages by district or municipal school authorities and by such State and social societies as The Military Family, The Police Family, The Union of Civic Work for Women, and The State Tobacco Monopoly [49]. Supervisors of kindergartens are provided by the municipal departments of education. Retrenchments throughout Poland caused a decrease<sup>18</sup> of approximately 11 percent in the total number of schools and 19 percent in the enrollment of children between the years 1931 and 1933 [51]. Despite this retrenchment, the importance of these kindergartens in helping to counteract the bad effects of undernourishment and of crowded conditions in the homes under the present economic situation is being increasingly recognized [54].

The kindergarten school day is from 9 till 3, and both dinner and an afternoon lunch are served. For the children of unemployed

Year	Number of schools	Kindergarten enrollment
1926.....	1, 185	66, 603
1931.....	1, 920	103, 687
1933.....	1, 726	87, 306

<sup>18</sup> Decrease in schools and enrollments.

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and needy families this food is served without cost. Special arrangements are made for the children's daily supervised sleep.

Though the kindergarten age range is customarily from 4 to 7, there are instances where children of 3 in needy families are enrolled. The age distribution for children in the kindergartens of Warsaw in October 1933 was as follows: 3 to 4 years old, 6.5 percent; 4 to 5, 20.8 percent; 5 to 6, 31.5 percent; 6 to 7, 38.3 percent; 7 and over, 2.9 percent.

Approximately 10 to 12 percent of the eligible children in the cities of Warsaw and Lodz are enrolled in the public kindergartens. These kindergartens are sometimes housed with the elementary schools, sometimes in separate buildings and, recently, they are being organized in adjusted apartments of some of the housing schemes for needy people.

One of the constructive forces in the educational work of Poland is the National Teachers Association. The preschool section of this association stimulates educational work and disseminates information through a professional journal. Through this organization and under the direction of the kindergarten supervisors of the municipal schools the teachers are developing curricula, teaching, and testing materials.

The teaching methods emphasize freedom of self-expression for the children with special attention upon the fine arts and dancing which are characteristic activities of the Nation. They also aim to develop an alert awareness of the social and industrial aspects of life. A plan for classroom arrangement is designed to help these teaching methods. One kindergarten in Warsaw, enrolling four groups of children, with 25 to 30 in a group has set up four classrooms for different types of activities. The largest room is devoted to physical activities—dancing, rhythms, and games; a second room is set up for reading and picture books; another for drawing and painting; and the fourth for construction work. The children go to the room for the work they need or in which they are particularly interested and a teacher is in charge of each type of activity. Records which are kept of the children's choice of activities and of their achievements help the teachers to guide the children's work. A somewhat similar idea is embodied in the kindergarten rooms in another city, Lodz. The kindergartens are housed in the elementary school buildings and, though there is not so much floor space here as in the separate buildings in

Warsaw, the rooms are set up with special-activity sections or corners.

Educational materials designed by teachers and produced both by the teachers and by commercial concerns are prepared to develop a keen sense of discrimination in the children for form, color, number, size, and for appropriate relationships between types of activities carried on in cities contrasted with those in farm life, between furniture appropriate to activities in different rooms in the home, between animals, birds, and people and their types of homes and kinds of food.

There are two main objectives for the kindergartens—educational and social.

As far as education is concerned—the modern kindergarten—by means of warmth, light, air, by alternate change of movement and rest, by order, proper feeding, cleanliness, sufficient quantity of toys and means to play, by the possibility for work in accordance with capacities and wishes, by the possibility of revealing one's strength in common plays with children of the same age, by getting used to a regulated life of children's society with its requirements which are so well understood by children—is creating new possibilities of the joyful existence of a child in an atmosphere of warmth, animation, and freshness. In a kindergarten well organized in respect to education there is no place for the tension of adults' life; there exists no danger of the necessity to have the free vividness of the child made subordinate to the requirements and needs of adults' life [49].

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## HOUSING THE SCHOOLS FOR YOUNG CHILDREN

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*General building standards.*—There are certain general standards for buildings in which the schools for young children are housed which most of the European countries set up as their goal. One of these standards is exposure to obtain a maximum of sunshine, light, and air. Another is adequate space for the different activities—for work and play both indoors and outdoors, for sleeping, for the preparation of food, and for toilets and lavatories. In the maintenance of the buildings there is usually an immaculate orderliness and housekeeping, a meticulous care that requires, in some instances, that visitors use carpet slippers over their shoes.

There is no one plan for housing the schools for these children below compulsory school age. Some schools are in especially designed buildings; others are rebuilt residences located near the children's homes; others are in the apartment buildings for workers—either in adapted apartments or in quarters designed especially for them; and others are in public elementary school buildings.

There is a tendency in some countries to look upon the building standards for the younger children as developing suggestions for the elementary public-school buildings. For example, the open-air type of building used for the nursery schools in England and in Scotland has been applied to some of the newer elementary school buildings.

*Equipment.*—There is less in common among the countries in the equipment provided than in the school buildings. The majority pay meticulous attention to the children's individual equipment of towels, tooth brushes, bibs and aprons, and the boxes for their own hand work and drawings, and to the marking of each child's equipment with an identifying symbol or picture. In all countries the equipment for handwashing, bathing, and toileting is carefully provided, but the custom in the United States of making sure that such equipment can be controlled by individual children is frequently not the case abroad. The ingenious tanks of water

used in many buildings where running water is not available, and the wash stands in the city schools of some of the countries, are fitted with faucets for the children to control. In others the water control is fitted for adults only and the lavatories arranged for the simultaneous use of a group of children, limiting the possibility of training in self-dependence.

Play material in some countries is limited in variety and requires fine muscular coordination. In other countries there is a variety of toys, games, and construction materials that challenge the children's interest and cause no strain when using them. England, Scotland, and the Soviet Union have developed a variety of playground apparatus that is lacking in the outdoor equipment of other countries.

Each country has defined certain goals for the school environment. These goals are included in the summaries of the objectives and standards in the descriptions which follow.

#### AUSTRIA

"Give to the child beauty and joy—  
Childhood impressions live forever."

The municipality of Vienna offers through the Vienna Municipal Kindergarten Program<sup>14</sup> a sunny home and a loving, helping hand to those children in need of care. One of the kindergarten buildings in Sandleiten, a suburb of Vienna, has been built to provide for 210 needy children living in the municipal apartment dwellings [7]. Requirements for admission are: (1) Both parents are employed; (2) there are bad housing conditions at home; (3) there are bad social conditions endangering the physical and mental development of the child.

The school program begins at 7 in the morning and continues until 6 in the evening. Consequently, provisions for the preparation and serving of food and for afternoon naps are necessary. To provide a life comparable to family life children are not customarily segregated into age groups, so adjustments in size of equipment suited for children from 3 to 6 are required for each group. To guard against contagion it is necessary to pro-

<sup>14</sup> The Municipal Youth Welfare Department has been entrusted with the management of the kindergartens by the town council. This is one of the municipal offices dealing with public welfare. Public welfare workers recommend to district child welfare centers the children whom they find through home visits who are in need of kindergarten life. Vacancies existing may be filled by the kindergarten director among other children applying for admission. The ages admitted are from 3 to 6 with occasionally 2-year-old children. Fees are charged which are reduced or waived when economic conditions of the family require it.

vide for small groups of children: 22 if there is a group of children less than 3 years of age and 30 children from 3 to 6 with an average attendance of possibly 27. To balance the day's activities there is plenty of outdoor play space in sunshine and fresh air. To these requirements there has been added the need of an atmosphere expressive of joy and happiness. The building was planned to meet the requirements. The entrance hall is decorated with gay murals showing children at play and with gay flower designs on the supporting pillars.

The building faces south and each playroom has its own sun porch. The toilet rooms, doctor's room, staff rooms, kitchen, and dressing rooms are on the north side of the building.

Dressing rooms are partitioned from the halls by wire fencings to allow plenty of air; special hooks and lockers are provided for shoes and clothing. Each child's locker, bathroom equipment, and bed carries his individual identification mark; his play clothes correspond in color with the scheme of decoration in his playroom and with the colored design on the playroom door. Furniture in the playrooms is enameled and easily washed. Shelves for play equipment are within easy reach of the child. The sleeping cots are woven wicker mats raised about 6 inches from the floor at the head and 3 at the foot, and they are easily washed.

Outdoor play spaces designed for the groups of 30 children are fenced off from each other with green hedges. They have hard play surfaces but no stationary or movable play apparatus. Toilets and shower baths are placed near the playgrounds. In the middle of the group of playgrounds is a wading pool, sloping from 4 to 28 inches in depth. Covered terraces for outdoor play in rainy weather face the garden from the front of the building.

#### POLAND

A majority of the preschools in Warsaw are located in rented buildings, with a minority housed in the regular elementary schools. This does not imply a policy of segregation since the lack of buildings for the compulsory schools has been a problem of major consideration since Poland obtained her independence. Furthermore, the new State educational policy aims to make the educational program of Poland a unit from the kindergarten to the university.

*Building standards.*—Standard room requirements for a kindergarten having three groups of 40 children are described in the journal of the preschool section of the National Teachers Association [57]. The dimensions are given in square meters:<sup>15</sup>

Workrooms . . . . .	48 m <sup>2</sup>	Lavatory . . . . .	20 m <sup>2</sup>
Playroom . . . . .	85 m <sup>2</sup>	Toilet . . . . .	12 m <sup>2</sup>
Kitchen . . . . .	15 m <sup>2</sup>	Hall . . . . .	15 m <sup>2</sup>
Pantry . . . . .	1 m <sup>2</sup>	Closets, offices for the director and physician, and servant's rooms.	
Storage of cots . . . . .	6 m <sup>2</sup>		

Among the specifications given are the following:

There shall be southern exposure; windows shall extend from the ceiling to low sills.

Ventilation must be assured for all rooms, especial ventilation is needed for the closets where cots are stored.

In the construction of the building there shall be certain hygienic provisions which include rounded cornices and corners, a cement wainscoting on the walls, proper drainage for bathroom floors, toilets shall be separated by wooden partitions, lavatories shall have several doors and be accessible from all sides.

Certain details concerned with permanent equipment include the following: Door knobs within reach of the children, linoleum floor covering (preferred), wash stands serving many children at one time are to be installed and the water control is to be accessible only to adults, in addition there are to be installed some individual wash stands, shower baths, and separate foot tubs.

Interior finish for rooms flooded with light and sunshine shall be in cool colors such as green or blue and in other rooms such warm colors are recommended as yellow and rose.

**UNION OF SOVIET SOCIALIST REPUBLICS**

*A need for buildings.*—One of the goals the Soviet Union has set up for its second 5-year plan is to double the number of children served by nurseries, nursery schools, and kindergartens in 1932. This is consistent with the national policies that workers' children shall have every opportunity possible to be strong and healthy and to have an education, and that women shall be free to share in the industrial, social, and administrative life of the country.

But with a task that involves millions of children the authorities are faced with a tremendous housing problem. To help provide

<sup>15</sup> A square meter is equal to 10.764 square feet.



the buildings and equipment needed, many residences both in the country and in the cities have been adapted to house both nurseries and kindergartens. Especial safeguards are considered necessary for the health of infants and the youngest nursery children and a program of standardized housing has been set up for them by the Commissariat of Health [59].

*Housing standards for nurseries and nursery schools.*—The essential requirements for the buildings as established by the Commissariat of Health are based upon the welfare and education needs of the children and upon a necessary and desirable economy. The requirements include the following:

*General plans.*—In constructing new buildings simplicity and economy are fundamental. At the same time it is necessary to comply with all requirements of essential physical hygiene and child development. The standardization of a barrack type of building is economical in the amount of time required for building and in cost and will help meet the current demands for nursery buildings at the different industrial and agricultural projects. These buildings may be constructed in units and new ones added as they are needed.

The physical plant must be adequately planned to facilitate the work of the staff and help improve the quality of the work they do.

Since the nurseries are replacing the physical care and education of the home they have a greater responsibility for the life and health of the children and high standards of hygiene must be maintained. Also the health of the children must be assured so as to increase the efficiency and the number of working days of the mother.

The nursery must be so situated and so equipped as to minimize the amount of time needed for the mothers to leave their work to nurse the babies.

Facilities must include adequate preparation for a 24-hour day program for the children. This will accommodate parents who are employed on any one of the working shifts of the project with which the nursery is connected.

All new technical achievements are to be utilized in the construction of the buildings so as to permit the best use of such natural factors for the child's health as sun, air, and water.

The capacities of nurseries will be determined by the number of women workers employed. The most advantageous number of children to plan for is from 100 to 150 divided into groups of 15.

With a large enrollment the children may be grouped by ages: For 3 groups — to 12 months, 12 to 28 months, over

28 months; for 4 groups — to 6 months, 6 to 10, and 2 older groups.

With the present shortage of trained teachers it is considered an advantage to have a large number of children since a minimum staff of trained workers can supervise and guide the work with assistance from untrained or probationary workers.

Since physicians are responsible for the health care of 100 children this can be done more economically in one center than to have the physician travel from unit to unit.

With a large enrollment more adequate isolation facilities are justified.

Three floors for buildings caring for large enrollments are considered inefficient for purposes of administration and undesirable for children.

A possible disadvantage of the large buildings is the distance they may be from the homes served. On this account large units in rural areas are not needed.

*Exposure.*—The children's rooms must face south, southeast, southwest, east, or west, according to climatic conditions. Service rooms face north. Light shall be direct with large window panes. The ratio of window glass to floor space shall be one-fifth to one-sixth in the children's rooms and one-eighth in the service quarters.

*Decorations.*—Light colors are considered best but should be adapted to the exposure: Cool colors for rooms with southern exposure and warm colors for northern exposures. The color effects on the nervous system are "excitement" from red, orange, and yellow, and "composure" from green, blue, and violet.

*Room requirements.*—For each group of 15 children there shall be a separate entrance, reception and dressing rooms, an inspection room (1 such room may be used for 2 groups of children or 2 rooms for 3 groups), an isolation room, a playroom, sleeping room, bathroom, and porch. The estimated space per child is 4m<sup>2</sup> in the playroom. Service quarters connected directly with the children's unit include a staff room, dining room, office and physician's room, linen rooms, supply room, laundry, kitchen, and toilet. Adjustments in these standards are to be made according to the numbers of children to be enrolled and to reconstructed buildings.

*Heat.*—It is necessary to maintain a heat of 65 to 70 degrees Fahrenheit. Stoves or central heating are to be provided.

*Play yard.*—Not less than 50 to 60 square meters of well-drained sunny space should be provided for each child. Bigger lots are preferred but can hardly be expected since city planners are now complaining because of the large amount of available space already allocated to nurseries. Each group should have an individual play space. The playground must have

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grass plots and hard dirt plots for setting dinner tables, for hand-washing equipment, and for toilet pots; play space for running and marching and apparatus for climbing; an earth mound  $4\frac{1}{2}$  feet high, gravel paths, and play facilities with sand and water. Adjustments in equipment are needed according to ages of the children.

*The building of a model nursery.*—There is a demonstration of the building standards in a "basic" or experimental institute connected with a factory which operates from 6 in the morning until 11:30 in the evening. There are two shifts of children to be served because the factory runs two shifts, one from 7 in the morning until 3 in the afternoon, and the other from 3 in the afternoon until 11 in the evening. If the parent is on the morning shift and wishes to carry on studies at the university after her work is through at 3 in the afternoon, she may leave her child in the nursery for the rest of the day. Under certain circumstances she may leave him there for the 24 hours and take him home only for the "day off"—every sixth day.

There are eight units, four on each floor, and each has a separate entrance. Upon entrance each child is examined by a nurse after the mother has undressed him. If there is no physical difficulty the child at once enters the dressing room, where he puts on his play clothes. If there is any suggestion of physical difficulty, he is placed in an isolation room to see whether he shall be transferred to the infirmary connected with the factory, or whether he will be kept in the isolation room in the anticipation that he will join the group of children the following day. To this same examination room the mothers come at stated periods to nurse their young children. As a matter of education for them, there is an exhibit of educational toys in this room and on the wall colored posters depict the activities of the day's program for children at different ages. During these periods talks are also given to the mothers on the care of their children.

The rooms for each of the four age groups of children include the isolation room, bathing room, and the playroom in which the children both play and have their meals, and a sleeping room. The bathing rooms are equipped with a central bath with running water and a central disposal basin, cabinets holding individual chambers for the children and individual racks for their towels and toilet equipment. Each playroom is equipped according to the age of the child. For the youngest children a play tray is

raised to a height to make it easy for an adult to stand and play with the child. It is surrounded with a fence for protection, and equipped with crosspieces so that the children can pull themselves up, and with colored toys with which they can play or toward which they can reach. For the toddlers a fenced-in play section of the room is arranged with a cabinet of toys, and there is also a "mountain" or platform with low treads for the steps leading to it and an inclined ramp down to the floor. Special feeding tables are designed with sliding seats which carry the child into an open segment in the side of the table which prevents his falling out of the chair and literally surrounds him with table and eating equipment.

At the head of the "institute" there is a physician with a head nurse who acts as the assistant in charge of experimental work. For each unit of 15 to 20 children there are 2 experienced nurses, with the part-time assistance of a third nurse, and 2 maids.

*An adapted residence for a model kindergarten.*—An experimental kindergarten of the People's Commissariat of Education is housed in a dwelling adapted to the children's program. The 60 children from 3 to 8 years of age are divided into four groups, and each group room is equipped with instructional materials and with racks carrying the children's individual towels and soap. Running water is confined to central toilets and the kitchen. The substitute for running water in the group rooms is a tank having a faucet which is hung against the wall and a washstand placed below it.

The arrangement of the play space around the house gives an interesting variety of occupations for the children and provides for the care of play materials and for outdoor play in wet and sunny weather. The yard about the house is surrounded by a high wooden fence. At the back, screened by bushes, is a table with benches, and small gardens. On the other side of the screen of bushes is a large sand bed. Against the fence on the side of the yard is a storage shed for wood, another for the children's garden tools, and a roofed-over play shelter. In the open space of the yard there is apparatus for jumping, a modified type of junglegym, a six-sided climbing ladder with different heights in each section, a climbing platform, and a sand table arranged like an open horseshoe to stimulate social play. At the time of the visit to the school, the children played in both small and large groups, many of them chanted and sang as they climbed on the

apparatus, and there was a comfortable and active freedom about the play.

### THE NETHERLANDS

*A day-nursery building.*—The newest of the buildings which houses the six nurseries of the *Amsterdamsche Vereeniging Tot Instandhouding van Kinderbewaarplassen* is planned to give full day care to 100 children. The building is in a district of municipal housing for low-salaried workmen and receives the children of mothers employed outside the home. An elementary school having three kindergartens is within walking distance.<sup>16</sup>

The building faces west and the wings of the building allow cross ventilation and sunshine in all the children's rooms. A play court occupies the space between the wings, and a roof extending over one section of this play court provides for outdoor play in rainy weather. There is no organized playground outside the house. The children's rooms are assigned by ages—infants in one room with an adjoining bathroom; play and sleeping rooms and toilets for the children 1 to 3 and those 3 to 7, the playroom for the older children having nearly double the space provided for the toddlers.

Wraps, storage for baby carriages, and the bicycles of parents and attendants, a room where mothers come to nurse their infants, and the director's office are all near the entrance door. The second floor is designed for staff living quarters and linen rooms.

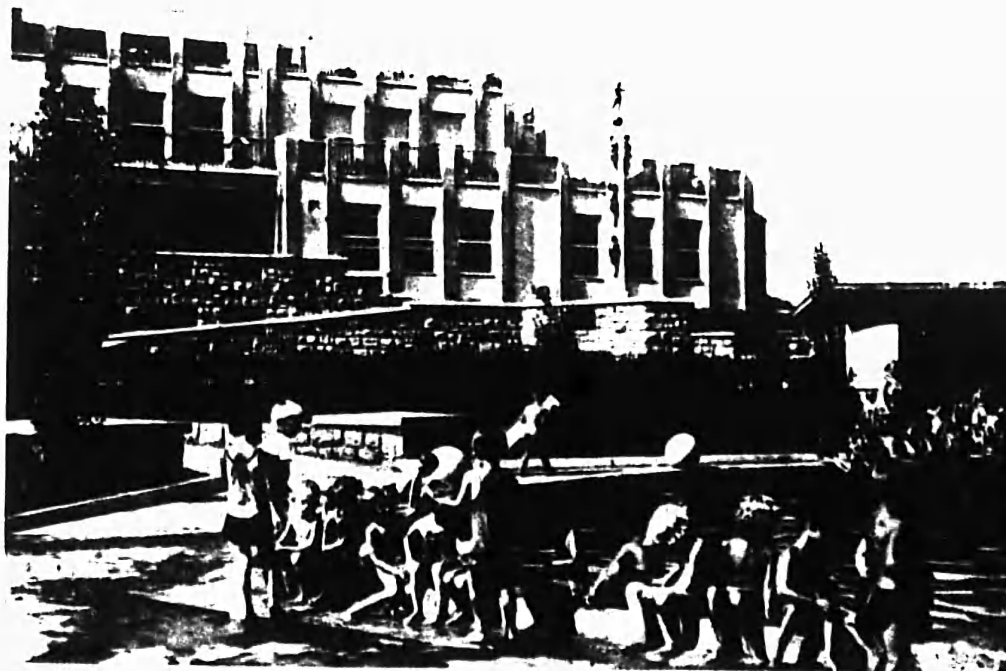
The walls are cream-colored and the trim a bright color; curtains are of neutral color with bright bands corresponding to the trim and the small tables and chairs are red. Linoleum covers the playroom floors.

*A public-school kindergarten.*—The kindergarten rooms for children from 3 to 7 in the public elementary school near the nursery just described are planned for two daily sessions for the same groups of children. No plans are made to serve mid-day dinners to the children. For the three group rooms there is a supplementary playroom. A sunny playground devoted entirely to these children can be entered from any one of the group rooms or from the playroom. Bushes hedge the playground and the

<sup>16</sup> Nurseries and kindergartens are provided for the young children of the Netherlands. Nurseries are operated by private organizations which customarily receive subsidies from the municipalities. Kindergartens receiving children from 3½ to 6½ are either part of the public-school system with complete support from the municipality or are privately controlled and often receive a municipal subvention. Fees are charged in both private and public kindergartens in keeping with the parents' resources.



*The Netherlands:* The enclosed play-court of a nursery enrolling children under 7 years of age.  
(See page 42.)



*Austria:* Paths lead from this central bathing pool of the Sandleiten Kindergarten to five playgrounds used by different groups of children. Terraces on the building are used for naps, sun baths, and play periods.

(See page 36.)



*Czechoslovakia:* Space, light, and fresh air are characteristic of this nursery-kindergarten building. The light-weight wicker pallets can be stored in a small space.  
(See page 43.)



*England:* Bath equipment of the Princoville Nursery School in Bradford which enrolls children from 2 to 8.  
(See page 44.)

children play in class groups. Sand pits are the only permanent equipment in the playground.

Within the building the dominant novelty is the color decoration. Gay, daring, and harmonious colors are used for the woodwork. In the playrooms the doors and the mouldings of the trim around doors, windows, and baseboard are picked out in morning-glory colors shading from pinks into violets. Each playroom has its individual color scheme.—bright clear blues and greens, yellows and violets, and sometimes more colors combined to give gaiety and light. Clear glass bottles filled with colored water are placed in windows facing the corridors or facing north exposure with the evident purpose of simulating light.

### CZECHOSLOVAKIA

*A nursery-kindergarten building.*—There are several new buildings in the city of Prague which house the groups of nursery children and the kindergartens for children from 3 to 6. One such building visited is a 2-story and basement type. It serves children from families having moderate and low incomes and consequently the equipment includes bathing arrangements and facilities for the preparation of noon lunches. (See cover picture.)

The principal's office and reception room are near the entrance. The playrooms are entered from the well-lighted corridors and, by a series of connecting doorways, three rooms may be thrown into one long room or separated into smaller-group rooms. On the second floor a classroom is converted into a combination auditorium and playroom.

The windows, glass doors, and glass partitions accent the light and sunshine. Racks and hooks in the toilet room provide for individual equipment. For the children's protection the radiators in this room are installed on the walls above the height of the children.

In the basement there is a fully equipped kitchen where the children's dinners are prepared by a staff of cooks and assistants. There is also a well-planned shower room. Dressing cubicles are against the walls. The central part of the floor is lowered about 6 inches where the children stand under water sprays. A matron is in charge of the bathroom and supervises the "helpers" to make sure the children are independent of adult help. Gardens and an outdoor play yard complete the equipment.



## GREAT BRITAIN

*School objectives and building standards.*—In outlining building needs for nursery schools, a group of teachers declared that it is premature to assume any dogmatic attitude as to what plan is ideal, and recognized that needs may arise to modify the plans to include provisions for the “nursery” and “infant classes”—children for whom a more formal type of program is at present carried on—so as to help incorporate the three into one continuous program. The objectives of nursery school education as stated in the report of the consultative committee [9] include the following:

- (1) To provide healthy external conditions for the children—light, sunshine, space, and fresh air.
- (2) To organize a healthy, happy, regular life for the children, as well as continuous medical supervision.
- (3) To assist each child to form for himself wholesome personal habits.
- (4) To give opportunity for the exercise of the imagination and the development of many interests, as well as skill of various kinds.
- (5) To give experiences of community life on a small scale, where children of similar as well as varying ages work and play with one another day by day.
- (6) To achieve a real unit with the home life.

Essentials for the building plans which would help meet the nursery school objectives include the following [14, 19]:

Rooms adapted for a maximum enrollment of 35 children of varying ages between 2 and 5.

Latories and toilets planned as a part of each unit.

An ample site to provide for the building, for gardens and for playground space; a minimum of 900 square yards for 100 children, 2,083 square yards has been found to be ample space; the site should be close to the children's homes.

The building should face south, be “open-air”, 1-storied with uninterrupted access to the garden. It should have verandas at least 6 feet wide to take the place of draughty corridors as a means of connecting the rooms. These verandas should have glass roofs. They must be placed with due consideration for protection from storm winds from the southwest. There should be ample ventilation for the rooms and under the floors, and heating systems should provide an even temperature of 55° to 60° near the floor of the rooms in the coldest weather. Folding doors or “barn doors” with upper and lower portions divided separately.

are desirable and doors opening to the outside should be placed below floor level to prevent draught.

Rooms required in a school designed for 160 to 200 children; a room for each 40 children approximately 40 by 25 feet for play, sleep, meals; isolation room; cloak room; staff room and toilet; director's office and parents' waiting room; kitchen, pantry, storeroom, and laundry.

Room arrangement: Cloakroom, bath, and toiletrooms should adjoin playrooms and be so planned that children can pass conveniently from one to the other on arrival. The kitchen and pantry should be on the cool side of the building and away from cloakrooms.

For 40 children there should be 4 toilets of varying heights with flushing chains long enough to enable the children to manipulate them; 10 wash basins, 14, 17, and 20 inches high; 1 sink bath and dressing room. Fixed sink baths should be at least 14 inches deep and 33 inches from the ground; shower baths are desirable. Individual pegs should be arranged for towels and other equipment 12 inches apart and from 30 to 36 inches high.

The playground should be paved with material that dries quickly; should have grass plots, flower beds with a paved walk beside them, a sand pile, and sheds for toys and play apparatus. It is also desirable to have a grass bank, trees, shallow steps, bird bath, garden, plot for vegetables, pet hutches, and garden seats.

*Emergency open-air nurseries.*—The building plans for the emergency open-air nursery have been adjusted to comply with Government requirements. This has been done in anticipation that they may be accepted by the Government for grants in aid. Recommendations [25] for these emergency schools include large, well-drained sites; buildings or adapted residences facing south; the specifications for ventilation and for play space correspond to those previously summarized.

The construction design used for one of the emergency schools offers a basic plan which may be adapted and adjusted to meet local needs and situations. With parents' cooperation much is being done to make wading pools, terraces with movable awnings for outside play, meals and sleep tool and apparatus sheds, and many homelike and attractive additions at little or no cost.

*Two buildings in Scotland.*—A nursery school has recently been placed in one of the low-cost housing schemes of Edinburgh. In a four-family house the two top-floor apartments have been thrown together to form quarters for the nursery school. The

rooms provide a playroom, sun porch, lavatories, and coat rooms. The small kitchen is adequate for heating the noon lunch which is delivered from the central kitchen where school lunches are prepared for the city schools of Edinburgh. The children's gardens and playground are in the rear and are easily reached by an outdoor staircase.

Another of the Edinburgh nursery schools is housed in an open-air, shelter type of one-story building which is an extension of a large elementary school building. On the street side of the nursery school there is a narrow garden protected by a fence and on the other side the children have access to the school playground.

### HUNGARY

*A "barracks" emergency nursery school.*—Some of the most destitute families in Budapest, most of them former refugees from the detached areas of Hungary, have moved into abandoned war store barracks. To serve the children of these families, an emergency nursery-kindergarten school is housed in one of the barracks which has been renovated by removing the room partitions, painting the interior, and installing needed equipment. There is adequate space for a playroom and a sleeping room, with a kitchen and toilet rooms at one end of the long barrack. The upper walls and ceiling are whitewashed, and a white oil paint is used on the walls to a height that might require frequent washing. The two kinds of paint are separated by an attractive blue stenciled design. The effect of the orderliness, cleanliness, and gayety of the nursery school rooms is reflected in more or less degree in the "rooms" of the barracks from which the children come. Passing from door to door it is apparent by the white walls and blue stencil designs and some attempt to provide box-made furniture that the dwellers have had some contact with the nursery school.

The organization of the rooms and storage cupboards and the arrangement of equipment make the best use of the space and facilities available. A spirit of joy pervades the play and work with both the children and the parents, and brings a new vision to the many destitute families served. A fence encloses a small garden in front of the school. Nearby, a playground and garden established by the nursery school staff offers additional play space.

All the emergency schools provide individual towels, bibs and play aprons, cups, and tooth brushes for the children, and they are carefully marked with individual picture tags to identify the property of each child. Racks for this equipment are built to allow proper space for each child's possessions and are adjusted to the building in which they are being used—some are permanently installed in wall space and others are movable.

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## TEACHERS AND OTHER WORKERS

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*Changing conditions make new demands on teachers.*—There is no evident complacency in the European countries about the staffing of nurseries, nursery schools, and kindergartens. Current social conditions are placing new responsibilities upon teachers. There are demands upon the teachers for social work among the children's families, for a knowledge of health protection and of foods and nutrition, and in some countries a knowledge of the basic principles of the political regime which is to be given both to the parents of the children and to the children. Some of the qualifying factors that determine the service required of teachers and that also determine the preservice training of teachers include the following:

- (1) *The length of the school day.*—If all or a part of the children enrolled remain at the school for lunch the teachers' responsibilities may include planning the menus or preparing and serving the food and will include guiding the children's habits of hygiene before and after lunch, guiding the children in learning to serve themselves and to eat regularly, and instructing the parents in food values. The full-day, or 24-hour, program requires supervision of the children's naps or night sleep and also a responsibility for the general and daily supervision of the children's health and health habits.
- (2) *The location of the school.*—Teachers in schools connected with housing projects for workmen, schools in rural areas or a part of State or collective farm projects, schools connected with health centers, reformatories, or in convalescent homes require a knowledge of social-work procedures and of special techniques in working with children of low vitality and in need of special behavior guidance.
- (3) *The ages of children enrolled.*—Variations in the play equipment, time programs, types and duration of play with children below and above the ages of 3 and 6 or 7 demand of the teacher a keen knowledge of child development. Attention is especially directed in some countries to continuity in the educational program for the younger children on through the upper elementary grades.

- (4) *Special responsibilities.*—There is a wide variety in the responsibilities placed upon teachers. They include parent education; the training of student teachers and helpers; experimentation with types of room arrangement and teaching materials to meet changing ideas of social life; making the school a center of general information about social aids for destitute and unemployed people and health aids for frail children; and making the school a community center for both the children and adults.

The prerequisite for the preparation of teachers for the work with young children in European countries and the length of preparation tends to be the same as that for teachers of the elementary schools. In Czechoslovakia, England, Hungary, Poland, and the Soviet Union especially there are innovations in the teacher-preparation curricula to assist in coordinating the educational programs for children from 2 or 3 on through the compulsory school ages.

England clearly states [9] that the teacher for children under 11 must have as much intelligence and skill and as highly specialized a knowledge as does the teacher of older children and adolescents. The range of knowledge differs, however. The teachers of young children are not historians and mathematicians. Their knowledge is more in the psychology of child growth and behavior and in the fields of biology and hygiene.

The staff of an English nursery school includes an educationally trained superintendent, one or more competent teachers with special qualifications in nursery school work, and a number of nursery helpers. A nurse is customarily in daily attendance and a physician gives periodic examinations.

*School "helpers."*—The "helpers" for both nursery classes and nursery schools in England are young girls from 15 to 18 who have attended school up to the age of 15. Certain local authorities, however, demand a higher standard of preparation for nursery school "helpers" and require completion of a secondary school course and success in the final matriculation examinations. The "helpers" are selected for their apparent interest in and skill with young children and the possible value which their experience in the nursery school may have upon their future vocation. This last consideration is to eliminate any possibility of employing the girls in a "blind alley" occupation. The value of the training she receives helps the girl to qualify later as a children's nurse, welfare worker, or hospital nurse probationer.

In Czechoslovakia there are domestic or "family" schools [67] for girls where both 1- and 2-year courses are offered in household management, cookery, care of children, hygiene, etc. There is no thought of the students qualifying as teachers of young children, but the graduates are entitled to engage in any of the occupations covered by the course. This includes the care of children, and some of the graduates assist in the nursery schools.

In the Soviet Union the teachers are aided by apprentice assistants and by untrained and partially trained nurse maids so that the ratio of all adults on the staff to children enrolled approximates 1 to 10 or 15.

Three schools offering programs for the preparation of teachers and related workers for young children that are somewhat unusual may be suggestive to workers in this country. The first is located in Lodz, a large textile city in Poland often called Poland's Manchester. The second is located near Rome and the third is in Leningrad.

*A school of home economics in Poland.*—The school in Lodz is known as the Community Industrial and Home Economics School for Girls and is supported by a privately organized "association for civic service." During the economic difficulties the school has offered courses to help women who have been accustomed to have servants learn to do their own housework; to train housemaids; and to prepare people to assume positions of responsibility which involve the economics and the management of establishments dealing with foods, clothing, and institutional care. Special courses are offered to kindergarten teachers in nutrition and the preparation of foods. These courses have enabled the teachers to plan menus for the noon meals and to direct summer camps for young children.

Practical experience in the care of young children in nurseries is a requisite in both the 2- and the 1-year curricula in home economics. Required courses include ethics, civics, political science, hygiene, social economics, budgeting, and accounting.

*Italy's "advanced schools for teachers."*—In Italy the three advanced schools of the National Fascist Party [44] give graduate training to successful rural school teachers, to social workers, and to advanced teachers of "domestic science." This training is for the purpose of increasing the knowledge of these teachers and preparing them to go back into rural communities, into social work connected with the industries, or into the schools of home-

making with an enlarged point of view, with additional information and the definite purpose of improving the living conditions of the Italian people and of inculcating a better understanding of Fascism. The students enrolled are under 30 years of age. The courses run for 10 months and those for rural teachers and social workers include preparation for work with young children.

Those enrolling in the division of rural education are recommended by officials from the Ministry of Education as successful and promising teachers. The State meets all costs of the training and holds the teachers' positions open for their return. Fees are charged for the courses in social work and home economics.

The school for rural teachers is situated on a farm about 10 miles from Rome. The main building contains laboratories and classrooms on the first floor with dormitories on the second floor for the 12 students now enrolled. There are other laboratories in the small but model barn and other farm buildings which are under the charge of an expert agriculturalist. On the edge of the property, near the main highway, is another laboratory in the shape of a one-room rural school, to which children from the neighborhood are brought by omnibus. It is evident that the work of the school is conducted largely on the laboratory method.

The curriculum as listed includes the following subjects:

Fascist laws and culture.	Child development, and the mental hygiene of the adolescent.
Methods of teaching in rural schools.	Domestic and rural economy.
The raising of trees, flowers, and vegetables.	History of art and applied design.
The care of silkworms, bees, and fowl.	Music.
Bacteriology.	Physical education.
	Handwork.
	Religion.

The graduates go back into the communities and districts from which they have been released for this advanced training and carry a professional equipment which not only enables them to teach in the rural school, but enables them to work with the families of the children enrolled. The teacher is not expected to confine her educational work to the schoolroom but to extend it to the home and help the farmer's wife plan her meals, preserve her foods, care for the clothing of the family, and to advise with the farmer about the rotation of crops, and the health and welfare of his livestock.



The training school for social workers also has several types of laboratories. There is a day nursery, where students have experience in the physical care of young children. The students work with the families of these young children and also in families where boys and girls from 6 to 8 years of age are eligible to join the Balilla organization: This is the national organization comparable in some ways to the Boy Scouts, but with definite objectives of giving information as to fascism, and of building up a physically strong, coordinated, and loyal body of citizens. The students also go into the fascist factories to confer with the workers during their mealtime and to help them solve such problems as they bring to the social worker.

Upon graduation, the students receive positions, chiefly in factories, where they supervise the nursery for the workers' children and give the social assistance needed by the workmen. The degree they earn also makes it possible for them to accept positions as nurses and as kindergartners.

Among the courses included in their curriculum are the following:

Fascist laws and culture.	Safety education.
Political and corporate regulations and industrial legislation.	Health regulations for governing working conditions.
Elements of political and social economy.	Elements of physiology and hygiene.
Social pedagogy.	Art and religion.
Child development, psychology.	Social service.
Nursing.	Practical work with relief organizations, in factory lunchrooms, in home for delinquents and handicapped children.
Italian administrative and sanitary regulations.	Observation in clinics and hospitals.
Social insurance (sickness, old age, tuberculosis, unemployment).	

*Russia's school for "teachers of teachers."*—The rapid expansion of the preschool program in the Soviet Union has created a problem of preparing a large number of teachers in a short space of time. The record of a million and a quarter children from 3 to 7 enrolled in the State kindergartens before 1932 is to be extended in the present "5-year plan" to include 3½ million children by 1937. To meet the need for teachers a program for developing a network of training institutes has been mapped out under the Commissariat of Education. These institutes are preparing "teachers of teachers" who will act on faculties of institutions which will prepare teachers or who will train assistants in the schools.

The prerequisite for entrance to these courses is 9 years of schooling, or an experience considered adequate for qualifying the student to learn how to train teachers. The average age of the 800 students enrolled for the course offered at the Herzen's Institute in Leningrad in 1934 was 22.

The 4-year curriculum as offered includes the following courses:

- |   |   |
|---|---|
| Anatomy and physiology.                                     | History.  |
| Scientific and experimental psychology.                     | Economics.  |
| Child study (closely related to psychology and physiology). | Natural science.  |
| Methods and history of pedagogy.                            | Mathematics.  |
| Special preschool pedagogy.                                 | Grammar.  |
| Art.  | Methods of training teachers in techniques.   |
| Music.  | One foreign language (for kindergarten teachers English is obligatory and German is voluntary). |
| Children's literature.                                      | Practice for half of 1 year aside from practice lessons given under close supervision.          |
| Preschool hygiene.  |   |
| Literature (Russian and foreign).                           |   |
| Social economy.   |   |
| Philosophy.   |   |

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## HEALTH AND NUTRITION

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THE Health Commission of the League of Nations made an appeal to public opinion in 1932 which emphasized two basic facts: First, the menace of the economic depression to the health and even the existence of millions of human beings, and second, the reduction of health services which were considered inadequate under normal conditions and which need expansion under present conditions.

The Commission recognized that no uniform plan to protect the health of children and adults at this time of economic retrenchment could be proposed for acceptance by all countries and made certain general recommendations related especially to the administration of available funds which could be adjusted to the needs and facilities of each country. These recommendations focused upon a survey of the machinery under which health work was administered so as to eliminate waste in overhead expenses and overlapping of services, and to arrive at a satisfactory and economic plan of administration both nationally and locally. The recommendations also indicated two needs of immediate concern to young children; first, to avoid a present emergency set-up that would hamper a future reconstruction of services under improved conditions, and, second, to continue preventive measures as a means of effecting future economies [52].

*Preschools as a means for health protection.*—Considering the protective work that is being done for young children in European countries in the light of these recommendations it seems evident that plans accepted as “satisfactory and economic” include the preschool organizations and the many related clinical, housing, health, recuperative, and recreational programs. Through the nurseries and kindergartens, the national and local authorities are reaching groups of children and their parents. In these schools the children receive well-cooked food regularly and the parents are instructed how to use available money to the best

advantage for the family's nourishment. The need for this service is well illustrated in a report of current family conditions in Hungary [54] which are probably common to many other countries. This report centered upon 365 families: 165 of these families having 630 children do not cook every day, 225 of the families having 830 children eat no common meal together, and about half of the children of school age in the 365 families, approximately 630, receive no breakfast at home. The need for the children's noon lunches is also supported by an analysis of the average daily caloric value per consuming unit of the food for all employed and unemployed families investigated by the Polish Institute of Social Economy.

*Value in calories*

Food stuffs:	<i>Employed</i>	<i>Unemployed</i>
Total.....	2,704.6	1,950.9
Vegetable.....	2,087.7	1,583.4
Animal.....	616.9	367.5

It is possible that authorities will find that the well-guided nursery school or kindergarten is picking up the lag in health protection for children at a time when the first intensive care is relaxed both by the mother and by the overcrowded baby clinics. The authorities may also find that in addition to the physical, social, and mental care given in the nursery school programs there are permanent values for the whole family which may be gauged by improved standards of home life [76].

Using the preschools as a main artery for reaching young children and their families is having at least three constructive results: (1) expanded services for children—the daily lunches planned by nutritionists, the daily supervised sleeping periods; regular medical inspection, recommendation of needy children to convalescent homes and to special schools with facilities for correcting incipient cases of anemia, tuberculosis, and other remediable physical difficulties, and the sending of large numbers of young children to summer colonies at the seashores and the country; (2) a recognition of a new type of knowledge needed by teachers. This is resulting in the inclusion of courses in nutrition and physical and mental hygiene in the preparation of teachers and, in increasing instances, the inclusion of courses in education and child development for health nurses; and (3) a closer tie between the school and the home brought about by guidance and training for mothers in their care of the family. "Maternal

efficiency" is considered an essential for the best physical development of the children.

*Nutritional programs.*—There is general agreement that the capacity of the child to attain his potential mental and physical growth and to resist disease depends, to a large degree, on adequate nutrition. England's definition of "adequate" nutrition includes provision for foods which supply energy and heat for the body and those which are used for body building and repair of tissues [15]. The definition doubtless varies among countries having differing climatic conditions, different native foods, and different customs. There are efforts, however, to break traditions in the light of current information about nutrition. In Czechoslovakia both the teachers and the visiting nurses consider that the customary diet of the people contains too much starch. As a result they are distributing vegetable seeds to the families that have gardens and showing the people how to cultivate the vegetables. They also are demonstrating methods of cooking vegetables. Variations in the types of foods frequently used are suggested from the menus used in Great Britain, Czechoslovakia, Italy, and Poland for children from 2 to 6 reproduced in the appendix.<sup>17</sup>

The planning and preparation of menus also varies greatly among the countries. In Czechoslovakia, where the responsibility for school lunches rests with the cities and towns, the menus for the city of Prague are planned cooperatively by the city departments of education and health and the state health institute. The menus are planned for 6 months at a time, and sent in mimeographed form to the nursery schools and kindergartens. Recipes based upon the ingredients needed for 100 children are issued with the menus and the food is cooked in the schools under municipal supervision. Parents are required to report on the home feeding of the children and on their physical health so that an agreement can be planned between home and school feeding schedules. In the Soviet Union the head physicians on the nursery staffs are in charge of the nutrition and special studies are conducted to determine desirable diets for both well and sick children. Special courses in the preparation of foods are offered for the cooks in the nursery schools and kindergartens.

Children in the kindergartens of Rome are encouraged to bring a lunch from home. From the food sent by the mother the school officials note and supply what is needed by the child to supplement

<sup>17</sup> See appendix, pp. 93-96.



*Hungary: Lunchtime for the younger children in an emergency-nursery school.*



*Italy: Activities of the Umberto di Savoia Open-Air Day School include class periods, sun baths, feeding farm animals, swimming, physical exercises, and games, as well as routines of eating and sleeping.*

*(See page 60.)*

home diet and also go about improving the mother's knowledge of foods which guides her purchases and food preparation.

In some countries three meals a day are served at the nurseries and kindergartens, in others two meals, and in others ~~only~~ optional lunches are offered. In needy districts of many large cities in different countries the day's program runs from 7 in the morning till 6 in the evening and breakfast, lunch, and supper are provided.

Parents in all European countries either pay for the food prepared for the children or contribute toward it in keeping with their income. In Czechoslovakia the State provides 10 Kč a week for the food of each child of unemployed parents (approximately 40 cents). This money is paid to the city of Prague if the child is enrolled in school, with a portion of it reserved for the parent to be used for Sunday's meals at home. If the child cannot be enrolled at a school all the money is paid to the father or head of the household. Pressure is brought to bear, however, to assure the child's school attendance because the school menus are usually better balanced than those in the home and in most instances there is more guarantee that the money is used to the best advantage. In England and Scotland the amount of money paid by parents is determined by adding the total income for the family, subtracting rents, taxes, and insurance, and dividing the remainder by the number of people dependent upon the balance for their food. If this amounts to approximately \$1.25 a week per person, 25 cents is paid to the nursery school for the child's food. Adjustments are always made so that no child is deprived of needed food.

*Health protection.*—In all the countries visited there are convalescent homes, summer and winter camps for frail children, and outdoor recreational programs to help keep healthy children healthy. In most instances educational and welfare authorities cooperate in administering the programs. The expense is borne in a number of different ways, but the two main sources of financial support are the municipalities and independent organizations interested in the correction and prevention of physical handicaps at an early age. Frequently the States grant subventions to aid and to stimulate the municipalities or independent organizations.

*Convalescent homes in the Netherlands.*—Convalescent homes for anemic and needy children are maintained in connection with the public schools of Amsterdam and other large cities in the Netherlands. They receive annual subventions from the municipi-



palties and are administered by an association composed of representatives of public and private welfare agencies. The school doctors in the cities recommend the children for treatment and rest in these homes, and sometimes the parents apply directly to the association for the admission of their children. The "homes" are usually located in the country and the children remain from 6 weeks to 6 months. They eat, rest, and play out of doors or on porches. As far as their health allows they participate in the household duties and, until recent curtailments eliminated the teachers, the children were able to carry on enough school work to maintain their school grades. There is constant health supervision for the children and a constant effort to keep the "home" homelike.

One of the newer of these convalescent homes for young children is built among the sand dunes near the seacoast. All of the play-rooms and sleeping rooms in this house open upon terraces and porches, and glass doors constitute the walls of the rooms during stormy weather. The staff has a wing of the building apart from the children's quarters. The interior finish of each room has its own bright color scheme. The low shelves for the toys, the tables and chairs, the moldings about doors and windows, all share in the gay greens, yellows, and violets, orange and blue, and even tones of red in the colorful atmosphere which seems to play a part in the children's recuperation.

*A consultation center in Moscow.*—Health consultation centers are a part of the program of protective work carried on by the district boards of health in the Soviet Union. At a center in one of the districts of Moscow the services include prenatal and postnatal care, consultation for ill children in the mornings and for well children in the afternoons, and distribution of pasteurized milk. Research studies are conducted, many of which are based upon the records of work accomplished.

A section of the report of one physician in a consultation center visited suggests the type of records he keeps, the extent of his service to the children in his district, and the problems with which he must cope. In 1933 this physician had 731 babies in his region—96 percent were brought to the consultation center during the year. Ten days after birth a nurse goes into the home to visit if the child has not been brought to the center. In 1933 the parents brought 77 percent of the children to the center before they were a month old, 15 percent were brought between 1

and 2 months of age, and 7 percent were older. The record of young children's physical difficulties were recorded as follows: 82 percent colds and grippe, 47 percent bowel complaint, 4 percent whooping cough, 3 percent stomach trouble, and 0.2 percent scarlet fever. The causes of mortality were as follows: 38 percent colds, 36 percent bowel complaint, 9 percent weakness, 9 percent contagion, and 7 percent whooping cough.

The consultation centers also supervise three types of health protective programs for children of 3 years and younger, "sanitary playgrounds", "sanitary posts", and "groups for walks." Sanitary playgrounds receive from 25 to 35 children in need of some type of physical correction. Rickets, anemia, nervousness, and incipient tuberculosis are among the difficulties named. The playgrounds are located near the consultation centers. The children are received from the time they are able to walk until the age of 3 and they remain an average of 3 months. Special menus are provided and the food is usually served on open porches or in the play yard. The daily play is almost entirely outdoors with large play apparatus. The staff for the 25 to 35 children includes three health nurses, three maids, and the half-time services of a doctor. The parents pay a small fee, if they are able, for the service the children receive.

The "sanitary posts" are virtually assignments to individual women to assume responsibility for the health of the children in a series of dwellings. These women or delegates keep in touch with the consultation center and report all cases of contagion or physical difficulty among the children of the tenants.

The "group for walks" is a device serving a twofold purpose. First, it takes more young children out of crowded and dark houses into the sunshine and open air of the parks and markets than can be enrolled in the existing nurseries and nursery schools. Second, it employs mothers, not otherwise engaged in work, in a task of child guidance for which they receive in-service training and supervision from expert staff members of the consultation center.

*An open-air school in Italy.*—One of the most complete programs for children who are physically weak, anemic, or tend to be tubercular has been developed a few miles outside of Milan under the supervision of the public-health authorities. The school is known as the "Umberto di Savoia Open-Air School" and was

named for a well-loved member of the royal family who donated his estate for the school.

With approximately 30 acres of land, the municipal and independent authorities in charge of the school have built up play stadiums; well-equipped and extensive wading and swimming pools, sun houses, open in the summer and glassed over in the winter; and a series of dormitories, dining rooms, and school-rooms. There is also a miniature farm at one side of the estate, where the children participate in caring for the animals and the fowl and make pets of the barnyard friends.

In the winter there are approximately 1,200 children, most of them brought out daily from the city of Milan by bus, and a number of them, needing special care, live in the school dormitories. The ages range from 6 to 12 years.

Classes in regular school work are carried on outdoors when the weather permits—under the trees in summer and in the sunshine in winter. The clothing of the children is adjusted to give them every possible advantage of the sun and to protect them from the cold winds coming down from the mountains. Detailed records are kept of the physical health of the children. As the records show a restoration of physical health, the children are returned to their homes and to the regular city schools, though periodic examinations continue, and supervision is given until normal health is assured.

A nursery is maintained as a demonstration for one section of the school devoted to domestic science. The young students in this department assume responsibility for the housekeeping in this demonstration laboratory, for helping to plan and prepare the meals, and for the care of the infants. Children in the toddler stage come to the nursery for their dinners and naps.

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## FAMILY HOUSING IN RELATION TO YOUNG CHILDREN

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*Home conditions affecting young children.*—It is inevitable that any attempt to solve the problem of providing for the physical and mental welfare of children must consider their home environment. The average infant's time is spent entirely in the home, and even if the older children are enrolled in a nursery or elementary school for 6 or 8 hours a day they still spend by far a major part of their time both sleeping and awake in the home environment. Everything about the hygiene of the building itself, the facilities that help to make good housekeeping easy for the mother, and such services as are offered for health and education through the management of the building affect the children both directly and indirectly. These problems, which include both the physical plant and the concepts of living of the tenants, are now a major concern of those responsible for housing and slum-clearance projects. The observations reported here deal with what is being done to improve the living conditions of the people affected by unemployment or having low incomes and not with the prevalent overcrowded conditions that are disrupting the family and undermining the children's health.

The following letter on slum clearance and rehousing, published in the (*London*) *Times* of October 17, 1933, was addressed to the editor by the Archbishop of York and others to emphasize the urgency of those family needs not expressed in the physical plans for the rehousing projects in Great Britain:

OCTOBER 17, 1933.

THE EDITOR OF THE TIMES.

SIR: Public opinion has been roused as never before to the urgency of slum clearance. But there is some danger that a great opportunity may be missed through exclusive concentration on the problem of substituting good houses for bad. There is need and opportunity for something more than the provision of better shelter for a large number of families. We must envisage the welfare of those families as completely as possible.

New housing areas are being planned, suited to the needs of the poorest people; these should from the outset include facilities for the life of a community, especially should there be provision for the needs of young children, whose lot, in the slums from which we hope to deliver them, is the hardest of all.

In some instances—as in a great estate at Nottingham, for example—the whole area has been planned so as to make an admirably laid-out school for the center of the whole district; the main streets converge upon the school, and it is near all parts of the area. We wish to emphasize the great importance of securing the right site for the schools from the outset.

But especially we wish to urge the immediate reservation of sites for nursery schools. The very young children, not yet of school age, need care which cannot be fully given by the mother whose energies are fully taxed by the claims of a baby, her husband, and the management of the home. If successful and happy family life is to be maintained, she must receive some assistance.

It is now widely recognized that the open-air nursery school supplies what is wanted in the best way yet devised. It provides the needed space for the little children's active growth; it supplies medical supervision and healthy conditions; it gives each child opportunity for sound and happy mental and social training in close cooperation with the home. Thus physical and mental health for the future is assured, and a measure that may look like a luxury to some is seen to be no less than a national economy.

Moreover, the helpful and effective social influence of existing nursery schools indicates that they are clearly the best possible agency for overcoming the difficulties which arise when families long established in slum areas are transferred into totally unfamiliar conditions. The nursery school tends to give to the parents of the children who attend it a new outlook towards their families. They derive fresh courage and hope from cooperation with the nursery school, and their common interest and joy in their children's development proves to be an unrivaled bond between the families served.

Thus the nursery school tends to become a natural center of the community life.

Our appeal is to all citizens and electors to realize their opportunity and responsibility by urging this policy upon their local authorities, so that the housing committees, in making schemes for reconditioning and new housing, may have full public support for the reservation of suitable sites for the future building of nursery schools in convenient proximity to groups of houses, so that little children may be at once protected from the dangers of the streets and pro-

vided with the best conditions for their health, growth, and happiness.

Yours, etc.,

WILLIAM EBOR.

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There are efforts in some countries to measure the effect of such direct advantages as the newer housing schemes provide—sun, air, sanitary facilities, and lack of congestion—by changes in rates of child mortality and incidence of physical difficulties. Further safeguards for health are provided by consultation centers and clinics which are frequently included in the house plan or are set up in the neighborhood. In some cases the service is periodic and in others it is continuous. In houses for needy people in Hungary and Italy apartments have been rearranged and equipped to give consultation and dispensary service for mothers and children. The clinics are also used as a means of educating parents in child care. The cost of such service is met through the public health authorities or with the rentals paid by the tenants.

Another direct aid for the children provided in many housing plans are the nurseries, playrooms, nursery schools, or kindergartens. In some houses special rooms and adjoining playgrounds were incorporated in the original housing plans to serve the preschool children. In other houses a series of rooms have been adapted for the children's use. Sometimes the preschool is located in a separate building so as to serve the children in an entire neighborhood. Most of the houses have at least one room

adjoining the laundry where young children may be placed while the mothers are washing. Such rooms customarily lack both play equipment and supervision though the possibility of sharing the supervisory responsibility among the mothers has been tried in some instances with varying satisfaction.

*Services for adults benefiting the children.*—There are also services in the houses which are not directly intended for the children but which affect their well-being materially. These include the facilities that make it possible for the parents to improve their management of the home; the house rules and regulations for order and cleanliness, the recreational, cultural, and educational programs offered to the adults, and the careful planting of trees, grass, and shrubbery about the house that is particularly emphasized in Italy. These services help the families to live differently—to build up a range of responsibilities, employments, and interests that bring health, regularity, and happiness into the environment in which the child lives.

Services included with the rent paid in some of the municipal dwellings in the city of Prague are electricity for light and for washing machines, a community laundry, central heating, hot water, and cleaning service for the public halls. A courtyard is frequently provided for the children's play but no educational program is maintained.

Certain standards for the care of the houses and apartments are required and are published in "Housing Orders." There is no actual supervision to enforce the orders but visitors from the social insurance society report on home conditions and violations of the orders cause the tenant's removal. Among the orders are directions for refuse disposal, for the time and place to dust carpets and feather beds, and regulations which control the acceptance of lodgers in families' apartments, and which require cases of drunkenness to be reported to authorities.

There is no welfare program conducted in the municipal dwellings. This need is cared for by a culture union to which practically everyone belongs and which is set up by the minister of education to benefit all the people. In each district there are lectures on education, health, history, and the sciences offered to the adults. The facilities of a dispensary are placed at the disposal of the people with advisory service from social workers. These workers encourage the mothers to enroll their young children in the public-school nurseries and kindergartens, make sure

that needy children are fed and see that the families secure meal tickets to assure free meals for the children at the schools.

Two plans for financing municipal housing programs make use of the people's money. It would seem that tenants who realize that they have contributed even remotely to the cost of building the homes in which they live should have a sense of ownership, responsibility, and, to a certain extent, security. Any such feeling of ownership should naturally reflect to the benefit of the children in the family.

In the city of Prague every employed person automatically contributes to the city's social insurance fund. This fund is invested with a private company which operates under State supervision. Under a plan developed by the ministry of social welfare in 1926 the city leases land on a hundred-year lease at a low-interest rate and the company handling the insurance fund constructs the houses for people having small incomes. The rentals have paid a 6 percent interest and amortization charges.

In Italy, the peoples' housing institute, L'Istituto per le Case Popolari [45], is a kind of building association composed of banks receiving certain subsidies from the State. Since the savings in these banks are really the people's, the Fascist Government argues that they should be used to the people's advantage. There is a branch of the building institute in every city, which plans the housing projects for needy people and for special types of Government and municipal workers who receive certain privileges. Rental surpluses above interest and amortization charges are used to add improvements to the houses for the benefit of the tenants, for example, a nursery, a health clinic, or summer holidays for the tenants of needy children.

Among restrictions of a supervisory nature are certain standards of care for the buildings and of behavior for the people. Among the services the institute offers are indispensable sanitary arrangements such as a toilet, running water, and cooking facilities for each family. So far as possible the institute aims to provide baths, laundry rooms, medical consultation, clinical service, and emergency hospitalization to be included in the rentals. The hospitalization is especially designed for prenatal, delivery, and postnatal care. Many of the houses also have nurseries and kindergartens. In the city of Milan authorities estimated that the deaths of children to the age of 5 due to certain types of physical difficulties had been cut in half in the new



housing developments equipped with nurseries and consultation clinics. Since they found that deaths due to pulmonary difficulties had *not* decreased they made changes in the new housing plans to include a certain amount of central heating with the rentals. In some of the neediest districts there are vocational classes conducted in the houses for both girls and boys. Aside from the preparation for a trade that results, the young people earn a small amount of money and have a supervised recreational program.

The institute's housing plans also carry stipulations about the landscaping which is called the lungs of the project. There are wide walks, lawns, trees, and green plants. Beside acting as pleasant promenades for the people, these lawns and walks serve as play space for the children. But especially, they make the surroundings attractive for the people's dwellings.

There were no instances observed in any country where the homemaking activities in a large apartment house were industrialized so as to give employment to some tenants and relief from household care to others who are employed outside the home. Cooking, washing, mending, house cleaning, all seem to be regarded as individual family responsibilities though frequently the tenants are employed to help with the janitorial work.

The controlled dwellings of the The Hague offered the only example of a coordinated project of housing and employment under the one goal of improving family life.

*The controlled dwellings of The Hague.*—These dwellings were established by city authorities to receive families having low standards of social and family life, with little respect for property and consequently in need of supervision and guidance. These socially difficult families are discovered by city welfare authorities and the police and are recommended as in need of the training and guidance given at the controlled dwellings before they can be received again as tenants in the city dwellings occupied by people of small incomes. The dual program developed by the director of the dwellings provides, first, a system of merited graduations from a third-class house to a second and then to a first-class house and, second, an opportunity for the heads of the families to learn again how to work, earn wages, and assume their rightful responsibility for their families.

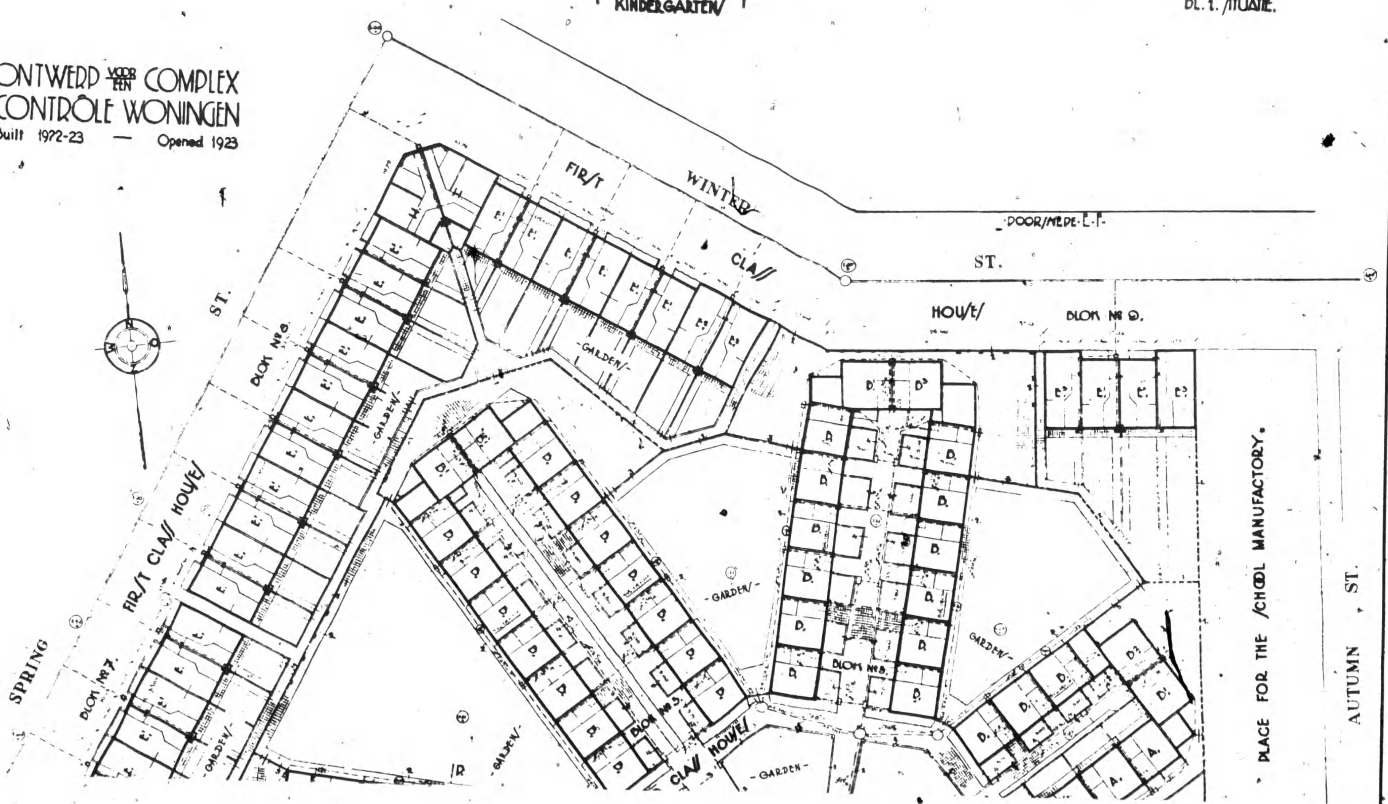
*The supervisory program.*—The controlled dwellings occupy a city square in the outskirts of The Hague. There are 106 houses.—54

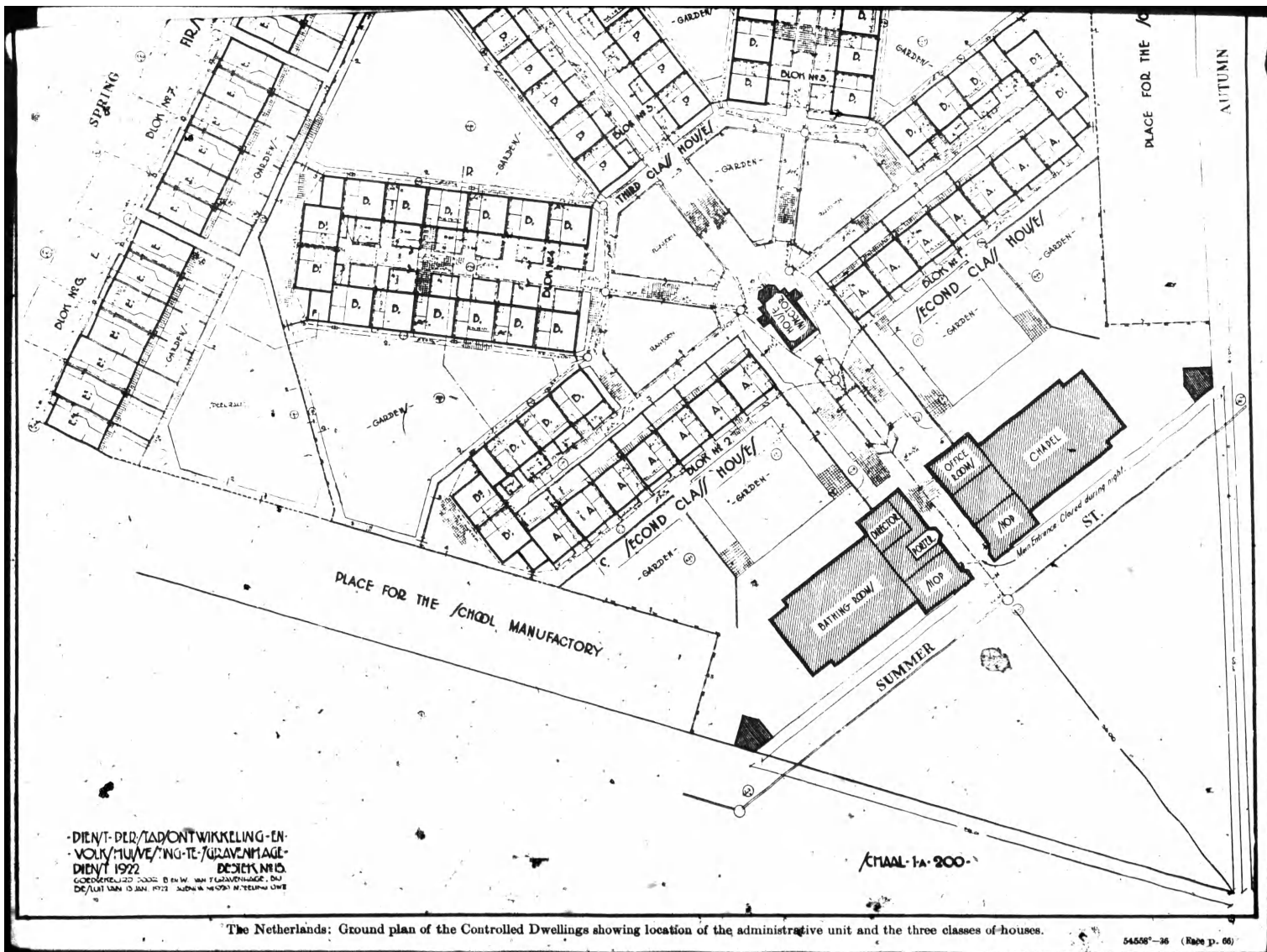
ONTWERP COMPLEX  
CONTROLE WONINGEN

Built 1922-23 — Opened 1923

/CHOLD/ WITH  
KINDERGARTEN/

IN 6 DLADEN  
DL. 1. /TUJANIE.





The Netherlands: Ground plan of the Controlled Dwellings showing location of the administrative unit and the three classes of houses.

third class, 14 second class, and 38 first class. These classes indicate the standards with which the people manage their homes. The third class is the lowest and to these houses the families are assigned first. There are differences in the interior finish of the three classes of houses. In the third class there are cement floors and stairs which cannot be easily demolished and in the first-class houses there are wooden floors, wainscots, and stairs painted in bright colors. Each house has a toilet, running water, cooking facilities, and the number of rooms vary from 3 to 5.

There is a main entrance into the square through which families occupying the third- and second-class homes must enter. A porter is constantly on duty to note the people entering the dwellings. At the end of the central administration building a supervisor is stationed. She can oversee the third-class dwellings on the five radiating streets and keep in touch with the second-class houses located more at the side of the main office. Only the backs of the first-class houses are visible from the main office. These tenants make use of the dwellings' facilities but are no longer in need of close supervision, and will be received again in the city as desirable tenants.

Within the main buildings there are baths for which weekly tickets are issued, laundries with an adjoining playroom for young children while the mothers are washing, a clinic with physician's service twice a week and a baby consultation clinic every other week, a circulating library, and an assembly hall.

Between the rows of houses there are gardens for which tenants who wish to raise vegetables pay a small rental. In the open spaces before the houses are small grass plots, benches for the people to enjoy, and sand boxes for the children. Flowers and bushes are planted attractively around the administration building. Each house has a small dooryard with bushes and grass to cultivate.

Classes in sewing are given each week to the older girls, and vocational classes in shoemaking and carpentry are conducted for boys. An elementary school in the next square receives all the children of school age. A question was asked about the value of a nursery school as an aid in raising the standards of family life. Interestingly enough the answer was, No. The explanation followed that former attempts to reach the parent through the children had resulted only in the parent relinquishing responsibility for the children and making no effort to improve the home. The di-

rector of the project considers that the first task is to reach the parents directly as adults and the result will be a request from them for a nursery school or other services as they recognize the children's needs.

*The work program.*—Those in charge of the program felt that the first 4 years, which were based entirely upon a social program, resulted in failure to raise the living standards of the socially deficient families assigned to these dwellings. To them it seemed that all of the bad elements among these families were brought together and made a bad situation worse. Most of the people were receiving State aid and there was no incentive to work. Three years ago the present director started an employment scheme. He felt that the only method for successfully improving the conditions of the unsocial people was steady employment at regular wages. This normal standard of wages he regards as of intrinsic importance, since these people are only thrown out of balance from a social point of view, but are otherwise perfectly sound. With a keen understanding for their mental outlook, with a realization of their difficulties, he set up a series of services by means of which the men would receive a wage and people within the city would receive and pay for a service. The income from these services has now made the project self-supporting, and in 1933 netted a small profit. However, the services do not pay for the administrative and supervising personnel of the houses. This expense is met by the municipality.

The services, which are constantly emphasized to the men so that they feel that they are genuinely contributing to society, include the following:

1. *Dust-bin care.*—These men accompany the municipal garbage disposal wagons, and receive wages for bringing to the street from the houses the refuse receptacles, and returning them after the municipal wagons have passed.

2. *Washing steps and porticoes.*—Regular programs on specified routes are carried each week, and this service has now increased so that a foreman and a crew of six or seven men equipped with pails, brushes, and rubber wipers and an autotruck water tank, serve a large clientele.

3. *Window cleaning.*—The prices fixed for this service are the same as those charged by the unions and no objections are raised to the men from the controlled dwellings performing this work.

4. *Removals.*—Crews of men with autotrucks belonging to the controlled dwellings provide facilities for moving household goods.

5. *Housecleaning*.—Regular arrangements are made for daily or weekly cleaning of offices, churches, and schools.

6. The receiving of second-hand furniture and clothing, sorting, arranging, and preparing it for sale in what is known as the brokenhuis.

7. *Skilled labor*.—The men make awnings and shoes. As soon as a profit is netted, new equipment is purchased to increase the business and to help encourage the men now working under the unskilled labor type of projects to acquire knowledge of other types of occupations.

The subscribers to the general services run into the thousands. The men have grown into a habit of working regularly and into a feeling of being much-needed, independent members of society. A continuation of the program is leading into skilled labor, to which the men graduate from the service work. The resulting self-dependence and self-respect is reflected in improved home management and family relationships and a readiness to be reinstated in normal living conditions.

Despite the economic difficulties the percentage of rents in arrears is less than formerly. The standard of house care is typified by the phrase There's a curtain in every window. Vocational classes are being conducted for boys and girls to prevent the formation of unsocial habits and as they become skillful they receive a wage, and their product is sold. One of the director's next plans is to organize a nursery school for young children. He recognizes a serious problem for children below school age for whom life in an unsocial family is more difficult than for their older brothers and sisters, but he is convinced that the order of his procedure is correct—get the parent first and you then have the child.

The staff required to carry out this program are men and women with a keen sense of social service, with tremendous patience and enthusiasm for their work. The staff consists of a director and his assistant, a woman assistant in charge of the administration of the services and of the 12 clerical workers and bookkeepers; 3 rent solicitors; a house inspector who advises the people on household management and standards of family life; 3 porters stationed at the building entrance and in the inspector's lodge, and an attendant for the baths. Other services which come from the municipal departments of the city are the librarian and teachers for the classes of adolescent boys and girls.

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## RELATED PROGRAMS FOR YOUTH AND ADULTS

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*The needs of younger and older children.*—While it is possible to isolate an age level and report on the services provided for the welfare and education of children of specified ages, in this instance below the age of 6, it is not possible to isolate the children from the cycle of human life. The need for protection and guidance continues throughout life, though both the immediate needs and the modes of meeting them vary from those for young children.

The preschool child needs a guarantee of a healthy start in life, a feeling of security and sympathetic, intelligent guidance for the beginnings of his social habits and attitudes, his mental habits, and his emotional controls. As a school child the mental and social guidance and the supervision of his physical health continue. Outside of school his leisure time may be under the guidance of recreation clubs and organizations. As an out-of-school boy or girl such guidance or supervision as he has depends upon his own initiative or that of his family. Compulsions from school authorities and frequently from family authority are removed at the time that youth becomes aware of new necessities for life and the strength of the constructive habits of thinking and acting that have been formed during preschool and school years are put to a vigorous test. Reaching out for independence and satisfactions in life results in employments and family life which, in turn, determine the environment from which young children will again expect protection and guidance.

Under normal economic conditions the process of development of men and women from childhood bears its proportion of problems and difficulties. But under current difficulties these problems have assumed a magnitude and have increased in complexity to the extent that they become national issues. Reports of conditions in European countries [54-55] affecting young children, youth, and adults has its parallel, naturally, in the United States. Abroad

the surveyors declare that family life has been changed by a disrupted home atmosphere.

Despair, exasperation, and exhaustion on the part of both father and mother, or of either one, have reacted in a variety of ways among the children in the families. The children cease to regard their parents who are unable to provide for them, as the rightful heads of the family. Authority is lost and the balance of relationship in the family is overthrown. Younger children in the family have a fairly good opportunity to receive service from pre-schools and welfare organizations and the school children benefit from the school regime that includes mid-day lunches. But the out-of-school boys and girls, though undernourished, are at an age when food assumes less importance than clothing and social life. Their dependence upon other members of the family, who may have occasional employment, to provide what they consider life necessities is reflected in a variety of negative behaviors—revolt against current political and social points of view, illicit relations as a result of inability to marry, apathy, listlessness, and a sense of defeat at the loss of an outlet for their natural physical and mental energies.

The nations are aware of these negative effects of unemployment upon children and adults. In combating them they recognize that every boy and girl has a right to such help as he needs in realizing his own maximum growth and development. They are also recognizing that to give such help results in a national economy measured by happy family life, reduction of delinquency, and increased effective citizenship. Some of the nations go a step farther in using the programs of protection and guidance as avenues for instruction and indoctrination in national policies. Individual development first and benefit to the State second, or the State first and the individual development to carry out the State's purposes are the opposing points of view in different countries. The following descriptions show, first, certain types of national programs designed to reach all ages, and, second, two types of procedures followed in educating youth and adults about the values and care of young children and their own responsibilities in relation toward these children.

*Leisure-time programs.*—Physical stamina, social and educational experiences, and a politically united citizenship are evident goals of many recreational programs for youth and adults. The particular needs of the citizens of individual countries, and the type



of governmental control influence the emphases whether chiefly on health, on extending literacy and knowledge, on learning to play and work cooperatively, or on national principles of government.

There seem to be at least three ways of administering these programs: (1) Through voluntary or local organizations with attendance resting entirely with the interest of the individual. This applies to Great Britain, with its clubs for unemployed men, educational extension work, vocational work, etc.; (2) as a national unit under the control of a Government department, with groups formed on the basis of political or religious affiliations. This applies to the "Sokol" national organization in Czechoslovakia which is chiefly a gymnastic society with popular annual exhibitions of achievement given locally and nationally; (3) a nationally supervised program in which all loyal citizens are expected to participate. This applies particularly to Italy and the Soviet Union.

Italy's programs are carried on throughout the provinces by party representatives of the National Fascist Party. They begin with the 6-year-old child and carry through to the adult. The Opera Nazionale Balilla for all boys and girls from 6 to 14 years of age [46] is followed by the "Avanguardisti" for boys from 15 to 18, and then by the "Dopolavoro" or "work after work" clubs organized for men in all the different trades and occupations [48].

The two youth organizations require the consent of parents before the children may enroll. This enlisted cooperation is considered a strong link between the family and the State. The programs include all types of physical training, military drill, and vocational and aesthetic guidance. Of the club for older boys Sr. Mussolini says "Avanguardisti: You are the dawn of life; you are the hope of the country; you are, above all, the army of tomorrow." These older boys assume certain responsibilities for guiding the younger "Balillas" such as leading their camp life, explaining the art treasures of the museums, and setting examples of desirable behavior. Certain privileges accrue to members of the Dopolavoro [47] such as reduced rates for guided tours of Italy, reduction in the costs of foods, clubhouses with classes, and libraries for the use of wives and children as well as the members. Among the cultural offerings for the members are the itinerant art exhibits and musical productions. During the summer season works of art are placed on trucks and exhibited

in the villages; orchestras and operatic and theatrical companies tour the rural districts and carry to the country people a glimpse of the national art and artistic achievements. The circle of the national program of protection for all citizens is completed with the nurseries and preschools for infants and young children which each Dopolavoro supports.

Russia has its closely knit series of organizations for youth and adults. The Young Pioneers enrolls boys and girls from 8 to 16 years of age, the Communist Youth from 14 to 23, and above that age adults are eligible to join the Communist Party. The administration is carried on by a network of delegated authorities from the central government. Through these organizations youth learns to share national responsibilities with adults and receives instruction in communist philosophy and practice. The programs follow lines of physical training, debates, and conferences on current questions of industrial, political, and social life, and varied types of education. Instruction in the care of children is included with the objective of developing improved citizens of the future for the State. Loyalty to State is placed above loyalty to family. Among the recreational and cultural programs planned for youth and adults are the Parks of Culture and Rest, the visits to palaces and museums of art and science, and attendance at the national theaters and operas for children [60] and for adults. At all of these places there are guides who explain the history and points of interest of the palace, the play, or the opera in the light of communist principles. At the clubrooms of these different clubs there are usually playrooms assigned to the young children as an additional means of freeing the mothers for cultural pursuits. Many of the workingmen's clubs contribute to the support of nurseries and kindergartens conducted for the benefit of the members' children.

*Promotion of new ideas—direct instruction.*—Child welfare is still a relatively new idea to the average person in many countries and education in addition to physical care applied to children below the age of 3 and even below the age of 6 may be called a recently promoted idea. It would be necessary to know something of the history of the people in the European countries to realize what types of instruction they need to help them to accept and understand these ideas of child welfare and education. Belgium, Czechoslovakia, Hungary, Italy, and the Soviet Union are among the countries visited which have a society for the protection of

mothers and infants with a program that is national in scope.<sup>18</sup> The governments have delegated to these societies the task of disseminating ideas about hygiene in ways that appeal to the people concerned. Among the plans employed are the following: Demonstrations of child care at home and in nurseries; special birth certificates; record cards of the baby's development from month to month; decorated membership cards in the association; descriptive pamphlets; films and posters; special instructions in the physical care of children for nurses, social workers, teachers, physicians, and nutritionists. The appeal for an understanding care of their children is made directly to the parents and the instruction is provided by State-approved organizations.

A demonstration in child care and education of special interest is the Museum for the Protection of Motherhood and Infancy in Moscow devised and administered under the People's Commissariat of Health. The exhibits in the museum are designed for parents, teachers, nurses and doctors, social workers, and students from the high schools and universities. The form of the exhibits ranges from the information given through pictures to the people who cannot read easily to the scientific information prepared for the trained workers.

Four principles of Communist education underlie the exhibits: (1) That children shall be assured physical health; (2) that children shall have their social and intellectual development safeguarded; (3) that children shall have a sympathy with and a desire for labor and work; and (4) that children shall be thoroughly indoctrinated at an early age with an interest in the Government and in the political aspects of Soviet life.

The entrance hall of the Moscow museum sets an atmosphere of interest in the play activities of young children. On the terra cotta colored walls designs have been made showing children running and playing and of mothers delivering the children to nurses and teachers for nursery care.

The first floor is devoted to exhibits related to the health and welfare of mothers. About the walls are dioramas and transparencies showing the changed status of women in Russia, the physiological development of the infant, the care needed by the mother, and other physiological facts. Diagrams and graphs show the growth in the number and kind of services available for mothers and infants and in the numbers of people benefiting from them.

<sup>18</sup> See appendix, p. 97.

The second floor is devoted to the developmental needs of the child of 3 and younger. In the main exhibition hall there are murals depicting children's play in the sunshine and fresh air and with water, playing in social groups, admiring inventions and achievements of Soviet workers, and carrying the flag of the Soviet Union. In the center are intriguing display devices picturing the right foods and clothing for children, displaying and explaining the best play materials, picture books, furniture, and play apparatus for different ages below 6. Graphic charts show norms of the physical and mental development of young children. Photographs and posters indicate the needed daily routine of children from 6 months to 6 or 7 years of age and accompanying notes describe the adult's responsibilities in the child's program.

Examples of the posters available to workers for display in the nurseries, and of slogans to be posted in public places are exhibited. Some of the slogans that reflect the teachings of the museum and that were seen in schools, clubs, parks, and factories included the following:

EDUCATION DEVELOPS HABITS AND A NEED OF  
MUTUAL HELP, OF COOPERATION, AND OF  
FRIENDLY CONTACTS (In a workingman's club)

WE ARE OBLIGED TO RAISE NEW GENERATIONS OF  
WORKERS HEALTHY AND CHEERFUL WHICH WILL  
BE ABLE TO RAISE THE POWER OF THE SOVIET  
COUNTRY (In a factory kindergarten)

PARENTS, REMEMBER YOUR DISCONTENT IN YOUR  
FAMILY LIFE AND ESPECIALLY DIVORCE IS BADLY  
REFLECTED ON THE BEHAVIOR OF YOUR CHILD  
(In a workingman's club)

In a nursery school there was a picture illustrating activities in the day's program. Under the picture was the statement:  
I AM GROWING, AND MY MOTHER IS GROWING TOO

Another illustration showed an impatient mother with her child, and beneath was a large sign saying:

DO NOT BEAT THE CHILD

A third picture illustrated a family at the dinner table, with the father offering a glass of wine to the child. The slogan read:

WINE IS POISON TO THE CHILD

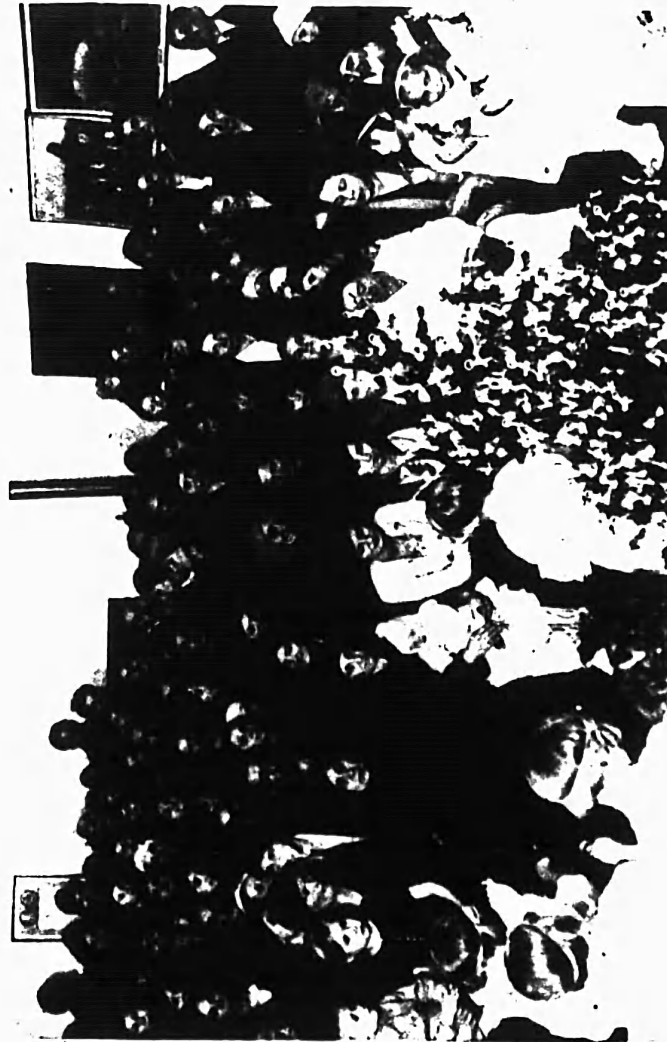
DO NOT GIVE ANY TO HIM

An exhibit in another room of the museum displays furniture and equipment needed in the nurseries and clinics. There were also examples of transportation devices by which services for infants could be taken to mothers on the farms and in isolated

industrial districts. "Sets" were shown giving the arrangement of nurseries and nursery schools both in winter and summer to assure outdoor and indoor play, and a variety of necessary activities. Working diagrams of the equipment displayed are made available for all workers. The possibilities of such comprehensive exhibitions of the goals of education and welfare, of the means of attaining the goals and of the results, seem limitless. The local, State, and national values could be summed up as guideposts for thinking and guides for action.

*Promotion of new ideas—an appeal for public support.*—Great Britain has a type of promotional work which is addressed to the public to inform it of special needs and to solicit its support for requests to be laid before Government authorities. A special need at this time is to urge grants-in-aid from the Government to local education authorities so as to make the Fisher Education Act of 1918 operative as related to nursery schools. Soon after the act was effected a memorandum followed stating that funds were not available to carry out the provisions of the act. Since then, widespread educational programs have pointed out that true national economy does not lie in withholding aid for the early years of life and that a fully aroused public interest in young children can be effective in obtaining the necessary aid for the education and welfare of young children. The promotional program is conducted by professional organizations. It is addressed to the general public, to the voters, and to leaders of educational and social thinking. It includes literature, exhibits, conferences, films, and posters which represent the needs of the children from 2 to 5 years of age in underprivileged areas. This is the neglected age level not cared for by official health and educational supervision in Great Britain. Pamphlets show the relative cost to the public of preventive and corrective measures and give the opinions of authorities in education and health and of the children's parents on the value of nursery schools.<sup>19</sup> The publications include reprints from Government reports of the Ministries of Education and Health which speak of the values of nursery education, reprints from addresses and letters prepared by outstanding people in public life, and reports of results from nursery schools now operating. Special information about the emergency open-air nurseries is also widely distributed. This information shows how a temporary expedient to serve needy children suffering in the

<sup>19</sup> See references 23, 24, 26, 27, 32, 33.



*Hungary: Enjoyment of festivals is included in the parent education program of the emergency nursery schools.*

## THE PROBLEM

### DEATH RATES.

52,000 children die before they are 5 years old. The death rate of people of all ages in 1934 was 11.8 per 1,000. The death rate of children under 5 was 17.5 per 1,000. Many more children die before they are 5 than between 5 and 10, or between 10 and 15. The proportions are shown below.

Percentage of Total Deaths	Proportion
Children under 5 . . . . .	10.5% xxxxxxxxxx
Children between 5 and 10 . . . . .	1.6% xx
Children between 10 and 15 . . . . .	1.1% x

### TRAFFIC ACCIDENTS.

27% of the children killed in traffic accidents are under 5 years of age.

### THE SURVIVORS

95,000 children on entering school at the age of 5 are found to be in need of medical attention. Sir George Newman, as Chief Medical Officer of Health, has said: "The School Medical Service has proved beyond question that its heaviest burden is the disease and defect which springs from early childhood."

### PREVENTION BETTER THAN CURE

"The defects which commonly develop during the first 5 years are almost entirely preventable."

## THE SOLUTION

### TRUE ECONOMY.

"It is both expedient and economical for us to do the most and not the least that we can for the young child from one to five years of age."

"The child of 2-5 years of age is the seed-plot of future fruit . . . which we can only continue to neglect at our peril."

### THE NURSERY SCHOOL.

"The function of the Nursery School is to assist the child through a critical period of his existence. Its aim is to convert the weakly susceptible child into one capable of resisting disease and at the same time to build up the normal child."

### PROVED

"The experience of the past twelve years shows that the Nursery School child is less susceptible than others to the ordinary ailments of childhood."

"The Nursery School has proved its case up to the hilt."

### A STITCH IN TIME

Average Annual Cost per Child	Proportion
Nursery School . . . . .	£14 '13 L
Special School for Defectives . . . . .	£70 LLLLL
Children's Hospital . . . . .	£118 LLLLLLL

ENSURE THE MENTAL AND PHYSICAL HEALTH AND SAFETY OF THE CHILDREN BY PROVIDING

## NURSERY SCHOOLS NOW

Inside pages of a folder issued for distribution to voters by The Nursery School Association of Great Britain under the title "The First Five Years--Can We Afford Nursery Schools?"

present crisis can demonstrate values for a permanent program and can also suggest adaptations of accepted programs so that more needy children and their parents may be served.

The following quotations from some of the promotional literature illustrate the appeal to reason made to the voting citizens:

WHERE THE MONEY GOES [34]

In 1930 approved societies in England and Wales spent £15,-625,000 in sickness and disablement benefits.

In 1930 insured persons lost 26,500,000 weeks' work through disablement and sickness.

Out of every 10 children entering school at 5 years old 2 or 3 are found to need medical treatment.

Nursery schools would have saved much of this waste by finding and checking illness in its early stages.

FACTS FOR RATEPAYERS [35]

Under this caption statements of fact are given under the following headings: Ill Health Is Costly; Where the Trouble Begins; The Remedy; The Cost; The Present Position. These statements are followed by the appeal:

WORK AND VOTE FOR NURSERY SCHOOLS NOW

THE UNEMPLOYED AND THE CHILDREN [22]

"The leading idea of this scheme is that the cooperation of unemployed men and women should be secured in starting simple open-air nurseries in areas where housing is bad and distress great, so that the children may have a chance of healthy, physical development, and an escape from the depression which inevitably hangs over the adults of the community."

EXTRACTS FROM BOARD OF EDUCATION  
REPORTS [29]

"Experience shows that fears lest the removal of children from their home would result in lessened parental responsibility have no foundation. On all sides evidence is forthcoming that increased parental interest and cooperation for the welfare of the children is obtained."

"Geoffrey has been at the nursery schools now for more than 6 months and what a difference it has made. He never flies into tempers at the school and only very occasionally at home. I don't dare to wash him now, the most I can do is to make things easy for him to wash himself, and he really hates to be dirty."

—From a narrative account taken from a working woman and published for distribution.



78 YOUNG CHILDREN IN EUROPEAN COUNTRIES

These instructional ideas on children's needs are addressed to adults who are responsible for the environments which young children reflect in their growth and development. They are a segment in the total program designed to aid citizens from birth to maturity and to point to that ever-recurring necessity to awaken thinking so that life may be richer and more abundant.

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## CONCLUSION

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THIS report is a reply to the question, "What are other countries doing for young children under present economic and social conditions?" The several sections of the report describe the health, welfare, and educational care for young children and their families and indicate the values other countries are placing upon young children as the means of developing a larger population, a healthy and an educated population, and, in most instances, one well adjusted to the present types of government controls. Certain specific provisions in the several countries reported are emphasized. Among these are the following:

Continuity in health and educational services from infancy on through adult life.

The beginning of an educational program under public auspices at the age of 3 and carrying the educational program for children from 3 to 7 or 8 as a unit.

Means of financial support from Federal, municipal, and private sources for the health and education programs for young children.

Specific standards set up for the housing of nurseries and kindergartens.

The adjustment of professional preparation for teachers to include child health, family welfare, political economy, and legislation and to prepare teachers for community leadership.

The use of "youth" as teaching "helpers."

Nutritional programs, protective and corrective health programs.

Housing schemes for needy families that affect the welfare of young children.

The completion of the cycle of national care and education through the programs for youth and adults which in some instances call for their cooperation in the support of nurseries and schools for young children.

A logical second question would be "In what respects are the programs in other countries suggestive to the United States?" But there is no blanket answer to this second question because each of our 48 States is a self-determining unit. Each controls its own program. Each State has its own individuality with respect to people, industries, climate, and traditions which influence its programs. Consequently, in order to apply ideas found successful elsewhere it is necessary to know the needs of young children in a State or community and to know whether changes or expansions are needed in the present services offered to care for and to educate the young children.

#### **WHY THE UNITED STATES NEEDS TO APPRAISE ITS PROGRAMS FOR YOUNG CHILDREN.**

The desirability of local surveys to discover the needs of childhood and the adequacy of available services to meet the needs is indicated by figures from the 1930 Federal census.<sup>20</sup> There was not only a lower percentage of increase in the total number of children below the age of 6 for the decennial 1920-30 than for the preceding decennial, but there were actually fewer children 2 years of age and less reported in 1930 than in 1920. According to authorities<sup>21</sup> the replacements of population are not occurring among professional and commercial classes of people but chiefly in the smaller-income and laboring groups.

Reports and recommendations from the 1930 White House Conference on Child Health and Protection are challenging and suggestive for current surveys. Reports indicate the large proportion of children who start school with preventable physical handicaps and describe the inadequacy of home and community environments for the guidance of children's social and mental development. A summary of standards for the communities' responsibilities for the education, health, and welfare of both normal and handicapped children is given in the Children's Charter.<sup>22</sup>

The importance of giving children who start life with inadequate home surroundings the mental, the spiritual, and the physical

<sup>20</sup> See appendix, pp. 97-100.

<sup>21</sup> Lorimer, Frank, and Osburn, Frederic H. *Dynamics of Population; social and biological significance of changing birth rates in the United States.* New York, Macmillan Co., 1934. 461 p.

<sup>22</sup> See appendix, p. 101.

nurture they require has been emphasized in a recent survey of social trends in the United States.<sup>23</sup>

The treatment of the child may be considered as a forecast of social change because in the status and nurture of the child are expressed the knowledge and the hopes and values of a people which they are building into the future society \* \* \*. The realization of the influence of early childhood on later life marks another change in our beliefs about children which is exercising an ever-increasing influence. The more or less complacent attitude of parents toward the young child has been superseded by a concern for the child's early nurture, as shown by the demands for medical supervision of well babies, habit clinics, parent education, and increasing provision of facilities to detect and correct early deviations in health and conduct. This enhanced interest in early childhood has resulted in part from the discovery that many of the adults who are involved today in serious social difficulties were the neglected, dependent, poorly nurtured, or otherwise maladjusted children of yesterday.

An increasing number of public-school administrators have considered the importance of a downward extension of the elementary school. There is evidence to prove that the well-organized nursery school and kindergarten have increased the amount of intelligence children express, have aided their social adjustments, and protected their physical development. The way these guidance programs are carried on has been suggestive for teachers and curriculum builders of elementary and high schools. Through the parents' cooperation the guidance is continued at home and the good start the children receive assures a more satisfactory progress through their school experience.

Perhaps the reply to the question about what other countries can suggest to us, may be given most helpfully in the form of an aid for self-examination or survey either by States, municipalities, or by small local districts. A survey should produce an accurate picture of the conditions under which the children below school age are living. It should also place a picture of current-educational, social-welfare, and health facilities affecting young children before the people interested in testing their effectiveness. In planning a program there is available a vast amount of practical information about child growth and adult educability that has been made available from the research studies conducted

<sup>23</sup> Recent Social Trends in the United States. Report of the President's Research Committee on Social Trends. New York, McGraw-Hill Book Co., 1933. Vol. II, ch. XV, Childhood and Youth, p. 751.

during the past 15 years. The following are some of the facts that are essential in determining local conditions and in suggesting immediate and future programs.

*Population.*<sup>24</sup>—Analysis of the age enumeration, beginning with infants, by color, nativity, and sex, at 10-year intervals; mobility of the population over a 10-year period; number of persons per household; number of families having children under 10 years of age; literacy or extent of education of parents in families having young children.

*Housing.*—Character of the homes in the area studied, number of families living in one-, two-, and three- or-more family dwellings;<sup>24</sup> facilities available such as running water, toilets for each family, ventilation and sunshine, aids for household management, and availability of recreation centers.

*Occupations.*—Trades and professions in which fathers and mothers have been or are engaged; extent of unemployment; ages and occupation of children gainfully employed.

*Services.*—Available health, recreation, education, cultural aids and agencies; the proportion of the people receiving services; the proportion needing them; sources of support for the services; types of agencies—public or private—which initiate needed programs.

Facts assembled under the foregoing headings will help answer the following queries. These topics and questions are based on general points in the report of European experiences. They do not constitute a full-fledged plan for surveying local resources and needs, but they do suggest certain principles that should guide the formulation of such a survey plan.

#### **MAJOR QUESTIONS FOR A COMMUNITY'S SURVEY OF CHILDREN'S NEEDS AND FACILITIES TO MEET THE NEEDS**

*Continuous service from infancy into school life.*—To what extent is continuous health care, welfare service, and education from infancy to school life available and assured for young children?

*Integrated services.*—How are the services coordinated so as to prevent separation (1) between health and general care and education; and (2) between services provided before and after the age of 3, or after infancy and before compulsory school attendance?

<sup>24</sup> Detailed data are available from the Federal Census Bureau, Washington, D. C., and from some State and local governments.

Does the preparation of staff members of health clinics, social-welfare centers, and preschools include courses offering information on other types of service as well as in the specialized fields in which students will work?

*Types and extent of services.*—What clinical or advisory service is available for infants and for mothers of young children?

At what age are children below compulsory school age accepted in the public-school system? Is there a need or a demand for provisions for younger children?

Is the program for younger children coordinated with the work in the public elementary schools?

Approximately what proportion of the population under 6 years of age needs public or free service for health, family welfare, recreation, and education? What proportion is receiving each of these types of public service? What proportion of the parents in these needy families receive instruction, encouragement, and assistance?

What local regulations or State laws (1) facilitate the provision of health, education, and welfare services for needy families and young children; (2) assure the standard qualifications of the persons in charge of both public and independent services; (3) safeguard the standards essential for the physical set-up of both public and independent service plants; (4) help the State, local, or independent supervision to enforce requirements?

*Financial support.*—Does the State assume responsibility for financial support of (1) health, (2) educational, and (3) welfare services for needy young children?

Is permanency assured for the programs? If so, under what conditions?

Can it be proved that expenditure of money for health, education, and welfare services for young children in the community effects economy in reduced mortality, ill-health, delinquency, and school retardation?

*Educational staff.*—Are teachers prepared for the work with children from 2 or 3 years of age to 8 or 9 years so that they are acquainted with developmental phases of different age levels?

Does their preparation include adequate work in (1) physical health, (2) mental hygiene, (3) nutrition, (4) family welfare, (5) parent education; (6) economics, (7) legislation?

What definite incentives are provided to encourage and to prepare teachers in rural areas to make the school a community

center for culture and general assistance for the adults as well as for the preschool and school age children?

What opportunities are offered boys and girls of adolescent age to participate in preschool programs as a matter of prevocational or of preparental education?

What opportunities are offered to nurses, welfare workers, teachers of older children, and other interested workers to participate in the educational program with young children?

*Family housing.*—Do housing programs for families of low incomes include facilities (1) to encourage efficient house work as a means of improving family life; (2) to provide an educational or supervised play program for children below school age; (3) to provide wholesome activities for youth; (4) to instruct and to provide recreation for adults?

*Public opinion.*—What is done by direct instruction of adults and youth to safeguard the mental and physical health, the training and guidance of children below school age?

How can information be so directed as to place the social and economic values of adequate care and education of children below the age of compulsory school attendance before the average citizen?

What foundations, health education, and welfare agencies have taken the initiative in arousing public interest to promote needed programs or to improve standards of work? Has public responsibility for such work followed demonstrations by private initiative?

Emergence from the economic limitations of the past few years will bring with it new values in the thinking of the people of the country. From these values it may be expected that the conditions affecting the mental and physical health, the welfare, and the education of young children shall receive primary consideration.

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## APPENDIX

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FEDERAL EMERGENCY RELIEF ADMINISTRATION  
1734 New York Avenue  
WASHINGTON

OCTOBER 23, 1933.

TO ALL STATE EMERGENCY RELIEF ADMINISTRATIONS:

*Announcement of Federal Work Relief Project*

It has been brought to my attention that young children of preschool age in the homes of needy and unemployed parents are suffering from the conditions existing in the homes incident to current economic and social difficulties. The educational and health programs of nursery schools can aid as nothing else in combatting the physical and mental handicaps being imposed upon these young children.

Furthermore, the nursery-school program includes the participation of parents. In this way it serves to benefit the child from every point of view and parents are both relieved from their anxieties resulting from the worry of inadequate home provisions for their young children and are included in an educational program on an adult level which will raise their morale and that of the entire family and the community.

To supply this need, the rules and regulations of the Federal Emergency Relief Administration may be interpreted to provide work relief wages for qualified and unemployed teachers, and other workers on relief who are needed to organize and conduct nursery schools under the control of the public-school systems. All plans for organizing, locating, and supervising the nursery schools shall be subject to the approval of the local superintendents of public schools and of the local relief administrators. Food supplies may be provided under the authorization of October 4 relating to child-feeding programs. Completed plans shall be sent to the State superintendents of public instruction and to the State relief administrators in accordance with State procedures to obtain needed authority to proceed. Moneys granted for general relief to each State and those specifically designated for work relief in education may be used for this project.

The National Association for Nursery Education, the Association for Childhood Education, and the National Council of Parent Education offer assistance to both the public-school authorities and relief administrators. They may be immediately helpful to you in examining the work-relief rolls to discover qualified workers for the nursery schools.

Recognized institutes of research in child development, located throughout the country, stand ready to give needed advisory and supervisory services to help safeguard the educational program and assure adequate provisions



for the nursery school work. The United States Office of Education may be called upon for information and assistance.

Announcement of this nursery-school project will be sent to the superintendents of local and State public schools and to the officers of national organizations whose interests would prompt them to take the initiative with the local school authorities in starting the work.

Sincerely yours,

HARRY L. HOPKINS,  
*Administrator.*

### THE DECLARATION OF GENEVA .

1. The child must be given the means requisite for its normal development, both materially and spiritually.
2. The child that is hungry must be fed; the child that is sick must be nursed; the child that is backward must be helped; the delinquent child must be reclaimed; and the orphan and the waif must be sheltered and succored.
3. The child must be the first to receive relief in times of distress.
4. The child must be put in a position to earn a livelihood and must be protected against every form of exploitation.
5. The child must be brought up in the consciousness that its talents must be devoted to the service of its fellow men.

Signed by the General Committee of The Save the Children International Union, February 28, 1924. Approved September 26, 1924, by the League of Nations.

"The State will lend assistance to the sick and aged and to the protection of maternity and infancy, adopting the Declaration of Geneva, or table of rights of the child."

(From the Spanish Constitution proclaimed on December 9, 1931, last paragraph of pt. II—Family, Economy, and Culture, art. 43—Translation published in "Current History", June 1932.)

### THE CHILDREN'S CODE

#### SUMMARY

The Uruguayan Children's Code was promulgated April 6, 1934. It is a collection of all the regulations which seek to protect the life and welfare of the child from its prenatal period to its coming of age, thus correlating these regulations as well as the units charged with their execution, and forming an harmonic whole enabled to defend all of the rights of the child.

The organization is under the direction of a central council and of provincial and local committees. The council shall establish the trends to be followed and the general principles which will govern the protection of children, whether these be under the charge of public or of private institutions. Cooperating, supervising, and propaganda committees shall also be organized.

The code comprises in its provisions the protection of pregnant women, of the mother and the newborn, of the nursing and the infant, and of the abnormal and the sick child; the care and education of children of preschool

and school age as well as of those attending high school; the care and protection of socially handicapped children until their majority and also of working mother and children.

From the Boletín Del Instituto Internacional Americano de Protección a La Infancia for July 1934.

### LEAGUE OF NATIONS

CHILD WELFARE COMMITTEE,  
*Geneva, April 17, 1934.*

EXCERPTS FROM THE DRAFT REPORT OF THE WORK OF THE TENTH SESSION

The Assembly of the League of Nations "adopted a resolution instructing the Child Welfare Committee in conjunction with the International Labor Office to study, with a view to future practical action, the experiments made by certain countries in order to protect children and young people from the consequences of the economic depression and unemployment."

\* \* \* \* \*

"The committee has been struck by the serious character of the psychological effects produced by the depression upon children, of a strained and discouraged family atmosphere (which is inevitable in homes suffering from unemployment), a lack of parental authority and supervision, and also of the complete dependence of the child upon public and private charity for the satisfaction of its most vital needs. The committee notes that such effects are particularly pronounced when the father is not automatically entitled to an allowance and when, instead of providing for his own dependents, he himself becomes an additional charge upon his family, and in particular his wife, whose nervous system is unable to withstand the new burdens which she has to bear.

"The committee emphasizes the necessity for removing children from the pernicious atmosphere of their own homes during the greater part of the day and sending them to nursery schools, recreation centers, reading rooms, etc., in order that they may enjoy the quietness and freedom from care and irritation which are the essential conditions of their development.

The committee nevertheless recognizes the danger which may threaten the unity of the family and the influence of the home when they are relieved of their most important functions through the inability of the parents to contribute to the well-being of their children. The committee feels bound to remind governments that the only means of insuring that the family, which is the pillar of society, remains a well-balanced unit is to place its natural head, the father, in a position to provide for his own children."

\* \* \* \* \*

In dealing with the problem of unemployed youth the committee continues:

"As in certain countries the extension of the school age might meet with financial difficulties, it would perhaps be necessary to examine the possibility of extending the preschool period (kindergarten, infant schools) by 1 year—a procedure which in many cases would have the additional advantage of being better suited to the weaker constitutions and slower development of children during the economic depression."

### **A SUMMARY OF THE DEVELOPMENT OF KINDERGARTENS AND DAY NURSERIES IN HUNGARY AND OF THE STATE LAW CONCERNING THEIR ORGANIZATION**

In 1828, after many struggles against the prejudice of authorities, the Countess Theresa Brunsvick opened the first Hungarian kindergarten in her own home under the name "Garden of Angels." Her purpose, in recognition of the benefits of kindergarten education for young children, was to increase the number of worthy men by saving and educating little children.

The Society for the Propagation of Kindergartens, organized in 1836, increased the number of kindergartens to 89 in the year 1847. The repetition of history in the rise and fall of educational opportunities for young children with the fighting of wars and the making of peace was apparent in Hungary. Her war for independence in 1857 reduced the number of kindergartens to 52. Ten years later the work of promoting the organization of kindergartens was again begun and 9 years after this, in 1876, the state joined the ranks of supporters, and by 1891 the establishment of kindergartens became a legal duty for the state in communities that could not support one themselves. Two other types of schools had been formed in 1880, the permanent day nursery and the summer day nursery. The summer school was designed to care for the children of farmers during the agricultural season—April to October.

The purposes of the national law of 1891 which regulated kindergartens were as follows:

1. Children receiving the physical and mental training of the kindergartens can more easily overcome the difficulties of the elementary school, and in districts where there are racial minorities, kindergartens enable children to learn the state language at an early age.
2. The high death rate of children is due in part to the fact that children are without supervision and in cases of sickness do not receive proper medical attention.
3. Children not under supervision cause great damage by building fires, and these losses can be checked only by placing children under supervision.

The law was designed for children from 3 to 6 years of age and provides for kindergartens and for permanent and summer day nurseries. It makes attendance at one of these schools compulsory for all children who are not constantly under supervision—ill or feeble-minded children may not attend kindergartens.

The community is the authority vested with the responsibility of organizing the kindergartens. The state, denominations, legal bodies, and private individuals may maintain kindergartens, but they must obtain permission from the royal superintendent. Kindergartens must be maintained (a) by every borough with autonomous rights, (b) by every county seat, and (c) by every rural community in which the total amount paid under direct state taxes exceeds 30,000 crowns—provided there is no kindergarten or there are 40 children for whom there is no room in an existing kindergarten.

A permanent day nursery must be established by every country parish community in which the amount paid in direct taxes ranges from 20,000 to

30,000 crowns and which has 40 children of the correct age who are not under supervision. A summer day nursery must be established by every rural community in which the direct state tax does not exceed 20,000 crowns and in which there are at least 15 children not under supervision.

Only such persons may be employed in kindergartens as possess a qualifying diploma.

The local authority over kindergartens is a supervising committee of five members which must include women, though their number may not exceed that of men. This committee is appointed by the Minister of Public Worship and Instruction. If a community or denomination maintains an elementary school also, the functions of the supervising committee are performed by the school council with the addition of women members. The local medical officer is an ex-officio member of the committee. The functions of the committee are: (a) The election of teachers; (b) visitation of schools and control of work; (c) enforcement of compulsory attendance; and (d) care of the material needs of the school and supervision of the building, equipment, and property.

State supervision of all kindergartens is carried on by the Minister of Public Worship and Instruction through royal superintendents.

Education in Hungary, by Julius Kornis, Bureau of Publications, Teachers College, Columbia University, New York City, 1932, from pages 43 to 47.

**ST. CUTHBERT'S VOLUNTARY NURSERY SCHOOL, LINCOLN  
(ENROLLMENT 30 CHILDREN)**

*Statement of receipts and payments, January 1, 1933, to December 31, 1933*

RECEIPTS						
	£	s.	d.	£	s.	d.
To balance brought forward.....				36	13	5½
Grants in aid:						
John Dawber Trust.....	450	0	0			
Mayor's Employment Fund.....	10	0	0			
				460	0	0
Flag Day receipts (gross).....				100	12	11
Special efforts (auction sale, whist drive, concerts, etc.).....				13	10	1½
Parents' weekly payments.....	68	7	11½			
Parents' extra payments for malt.....	3	15	4			
Payments by visitors, etc., for dinners.....	2	2	6			
				74	5	9½
Repayment of rates by corporation.....				5	2	7
Subscriptions and donations.....				51	19	7
Donations per collecting boxes at school and shops.....				4	15	6
<b>Total.....</b>				<b>746</b>	<b>19</b>	<b>11½</b>

**ST. CUTHBERT'S VOLUNTARY NURSERY SCHOOL, LINCOLN  
(ENROLLMENT 30 CHILDREN)**—Continued• *Statement of receipts and payments, January 1, 1933, to December 31, 1933*—Con.

	PAYMENTS			£	s.	d.
By salaries of superintendent and "helpers" .....	201	11	0			
Apparatus, equipment, and materials .....	21	1	10½			
Food, including milk and malt .....	113	2	11			
Gas for cooking .....	6	0	0			
Fuel, light, and cleaning materials .....	29	13	9			
Wages—two men cleaners (one acting as cook) .....	142	0	6			
				177	14	3
Rent .....	37	6	0			
Rates and insurance .....	24	3	9			
Laundry .....	18	6	6			
Stationery, postages, etc. ....	5	2	8½			
Employers' contributions, National H. and U. Insurance .....	9	12	2			
Flag Day expenses .....	7	6	6			
Miscellaneous expenses (cheque books, bank charges, chemist, etc.) .....	2	15	10			
<b>Total</b> .....	<b>618</b>	<b>3</b>	<b>6</b>			
Balance carried forward:						
At bank .....	116	9	7			
In cash .....	12	6	10½			
				128	16	5½
<b>Total</b> .....	<b>746</b>	<b>19</b>	<b>11½</b>			

I have examined the foregoing statement of receipts and payments with the books and vouchers, and have found the same in accordance therewith.

W. D. MUNRO,  
*Hon. Auditor,*  
23d January 1934.

C. W. HOOTON,  
*Hon. Treasurer,*  
Lincoln, 1st January 1934.

**LOUTH NURSERY SCHOOL [30] BALANCE SHEET, 1933**

	RECEIPTS			£	s.	d.
Proceeds from opening .....	16	14	0			
Donations .....	114	15	7			
Weekly contributions .....	68	12	0			
Grants .....	33	0	0			
Trusthorpe Women's Institute .....	4	3	8			
Proceeds, jumble sale, whist drive, girls' club .....	11	13	7			
No. 1. A/c to No. 2. A/c .....	13	13	9			
<b>Total</b> .....	<b>262</b>	<b>12</b>	<b>7</b>			

**LOUTH NURSERY SCHOOL [30] BALANCE SHEET, 1933—**

Continued

PAYMENTS	£	s.	d.
Salaries and insurances.....	151	8	6
Cook's wages and insurances.....	33	17	9
Gas.....	5	14	0
Coke.....	6	0	3
Petty monthly expenses.....	10	8	0
Equipment and renewals.....	11	13	5
Advertising, stationery, printing.....	3	14	4
Rent of field (half-year).....	2	10	0
Rates.....	5	12	11
Insurances:			
Building, etc.....	4	18	6
Fire.....	2	12	6
Employer's liability.....		18	9
Property income tax.....	1	11	3
"Baby Week" film.....	1	1	11
Bus with furniture from Lincoln.....	1	4	0
Repairs to woodwork, etc.....	1	12	4
Part payment for hut.....	3	0	0
Part payment for piano.....	1	0	0
Two cheque books and bank charges.....		16	0
<b>Total.....</b>	<b>249</b>	<b>14</b>	<b>5</b>
Balance in bank.....	12	18	2
<b>Total.....</b>	<b>262</b>	<b>12</b>	<b>7</b>

Examined and found correct—C. B. DAWSON.

3d March 1934.

**SECOND 5-YEAR PLAN OF CARE OF PUBLIC HEALTH,  
1932-37**

**NUMBER OF HEALTH CENTERS AND COTS IN CRÊCHES<sup>1</sup>**

Health centers and cots	Numbers in thousands		Percentage of change, 1932-37 <sup>2</sup>
	1932	1937	
Number of health centers.....	6.5	20.0	307.7
Number of cots in:			
Crèches in towns.....	273.8	700.0	255.7
Permanent crèches in rural districts.....	350.2	800.0	228.6
Temporary crèches in rural districts.....	3,920.3	9,000.0	229.6
Percentage of children enrolled in crèches in plants of leading branches of industry.....	60.0	100.0	166.7

<sup>1</sup> From the book *Second 5-Year Plan* edited by Gosplan State Planning Committee of the Union, Vol. 1, p. 535.

<sup>2</sup> The percentage of increase is obtained by subtracting 100 from each of the figures given. For example the total enrollment in 1937 is 137.8 percent of the total enrollment in 1932, but the percent of increase is 37.8.

## UNION OF SOVIET SOCIALIST REPUBLICS

### ENROLLMENT AND PER CAPITA COSTS FOR ELEMENTARY SCHOOLS AND ENROLLMENT FOR PRESCHOOL INSTITUTIONS, 1932-37<sup>1</sup>

#### ENROLLMENT IN ELEMENTARY SCHOOLS BY THOUSANDS

Educational level	1932			1933			1934			1935			1936			1937			Percentage of change, 1932-37 <sup>1</sup>		
	Total	In towns	In rural districts	Total	In towns	In rural districts	Total	In towns	In rural districts	Total	In towns	In rural districts	Total	In towns	In rural districts	Total	In towns	In rural districts	Total	In towns	In rural districts
1	2	2	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19	20	21	22
Total.....	21,714	4,880	16,834	24,637	26,662	28,107	28,792	29,929	6,815	23,114	137.8	139.7	137.3								
First section (grades 1-4).....	18,090	3,458	14,632	19,164	19,671	19,777	18,849	18,294	2,466	14,828	101.2	100.2	101.4								
Second section (grades 5-7).....	3,577	1,369	2,208	5,060	6,687	7,813	9,163	10,568	2,521	8,047	295.4	184.2	364.4								
Third section (grades 8-10).....	57	53	4	413	304	517	780	1,067	828	239											

#### PER CAPITA COST IN RUBLES

Grades 1-4.....	40.30	49.35	37.31					64.51	71.00	62.93	160.1	143.9	168.7
Grades 5-7.....	113.52	125.58	103.90					173.63	182.00	170.88	152.9	144.9	164.5
Grades 8-10.....	145.20	145.20						295.70	295.70	295.60	203.5	203.5	

#### ENROLLMENT IN PRESCHOOL INSTITUTIONS BY THOUSANDS

Total.....	5,231	1,129	4,102	5,917	7,427	9,060	11,950	16,000	24,927	13,073	305.9	259.2	318.7
In permanent kindergartens.....	1,146	726	420	1,862	2,054	2,550	2,950	3,500	1,693	1,812	305.4	232.5	431.4
In temporary preschool institutions.....	4,085	403	3,682	4,355	5,373	6,500	9,000	12,500	1,234	11,261	306.0	307.4	306.8
In children's homes and institutions for the protection of children.....	217			312	339	330	330	330			182.1		

<sup>1</sup> Second 5-year plan (1933-37) for the Whole Union. Indexes of Mass Education from the book Second 5-Year Plan edited by Gosplan—State Planning Committee. Vol. 1, p. 536.  
The percentage of increase is obtained by subtracting 100 from each of the figures given. For example the total enrollment in 1937 is 137.8 percent of the total enrollment in 1932, but the percent of increase is 37.8.

**CZECHOSLOVAKIA**

**KINDERGARTEN MENUS**

(Translated from mimeographed documents issued by the Prague Municipal Department of Education)

*Two weeks' menus—One for the spring and one for the winter*  
MAY 1933

1. Vegetable soup with pearl barley and ham.  
Cabbage salad.
2. Soup from giblets.  
Cookies with jam.
3. Dill soup.  
Hashed meat spiced with marjoram, and potatoes.
4. Leek soup with potatoes.  
Cheese cakes.
5. Milk soup with noodles.  
Spinach with rice.
6. Broth with roll.  
Wheat mush with butter, dusted with cocoa.
7. Beef soup with ground meat.  
Egg with dill sauce and potatoes.

DECEMBER 1933

1. Rice soup.  
Dumpling with butter and cottage cheese.
2. Milk soup with noodles.  
Pease porridge sprinkled with minced ham. Fruit.
3. Fennel soup with bun.  
Rice porridge with custard sauce.
4. Celery soup with potatoes.  
Cottage-cheese dumplings.
5. Fruit soup.  
Calf's liver with spinach and potatoes.
6. Lentil soup.  
Potato cakes with marmalade.
7. Vegetable soup with farina.  
Risotto with ham and peas. Beets.

**MENUS AND DIRECTIONS FOR THE PREPARATION OF FOOD  
FOR NURSERIES ISSUED BY THE DEPARTMENT OF EDUCA-  
TION OF PRAGUE, 1934**

- I. For infants from 1 to 2 months of age: A prescription composed of rice, milk, and sugar, or fruit juice and cream of wheat.
- II. For infants from 2 to 6 months of age: The first prescription continued and supplemented by browned-flour soup made of milk, butter, flour, and sugar.



- III. For children 6 months old to a year and a half: Cream of wheat and rice porridge; vegetable soup; vegetables, including spinach, carrots, cauliflower, turnips, cold-slaw, cabbage, potatoes; ground veal or liver; cocoa and a beverage made from rye grains served with a roll, rusk, or cookie.

The menus are to be prepared by the nurses and not by regular cooks.

As long as the Department of Education has sufficient funds it will be possible to serve fruit and vegetable juices twice a day to these young children. These juices will include those from oranges, apples, crabapples, cherries, plums, and from young carrots.

**GREAT BRITAIN**  
3-WEEKS' DINNER MENUS

I

1. Minced beef or mutton:  
Potatoes.  
Chocolate blancmange.
2. Ox liver stewed with rice and onion.  
Carrots or parsnips.  
Orange custard.
3. Vegetable soup.  
Baked bread (or rusks).  
Egg custard or bread-and-butter pudding.
4. Scrambled eggs. *Or Shepherd's pie.*  
Potato. Greens.  
Cauliflower or Junket and fruit.  
Stewed tomato.
5. Baked fish and tomato or parsley sauce.  
Potato.  
Fruit pudding or fruit fool.

II

1. Irish stew or roast beef.  
Greens.  
Stewed prunes and custard or  
Summer pudding and custard.
2. Meat loaf.  
Stewed tomato or mashed turnips.  
Egg custard or cocoa junket or fruit mold.
3. Creamed eggs. *Or Peas, onion sauce,*  
Potato. and bacon.  
Greens. Greens.  
Blancmange Blancmange.

4. Fried liver and tomato sauce.  
Potato mashed.  
Banana custard or milk pudding.
5. Fish pie.  
Carrots or peas.  
Castle pudding and treacle or jam or fruit charlotte.

III

1. Roast leg of mutton minced or  
Scrambled eggs and tomato or potato and lentil pie.  
Potato.  
Greens.  
Fruit corn-flour mold or blancmange and fruit.
  2. Vegetable soup with minced liver.  
Rusks or baked bread.  
Gingerbread and treacle.
  3. Boiled mutton or beefsteak and kidney stew.  
Potato.  
Carrots.  
Fruit salad or baked apple.
  4. Rice, tomato, and bacon.  
Greens or runner beans.  
Chocolate breadcrumb custard or egg custard or  
bread-and-butter pudding.
  5. Creamed fish.  
Potato.  
Stewed tomato.  
Rice or tapioca pudding and raisins.
- Menus quoted from Nursery School Diet, Pamphlet No. 24. 1934. Published by the Nursery School Association of Great Britain.

ITALY

MENUS FOR YOUNG CHILDREN

(Translated from a Report by the National Institute for the Protection of Mothers and Children) [42]

1932

MONDAY:

- Morning— Macaroni.  
Strained vegetables or stewed fruit.
- Afternoon— Bread with malted milk or cereal beverage.  
Fresh fruit or marmalade; rusks.

TUESDAY:

- Morning— Rice dish with butter.  
Bread and honey or stewed fruit.
- Afternoon— Cream of wheat.  
Fruit juice; rusks.

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### WEDNESDAY:

- Morning— Vegetable soup with dumpling.  
Mashed vegetables; bread and butter.
- Afternoon— Bread with malted milk or cereal beverage.  
Fresh fruit (apple or orange).

### THURSDAY:

- Morning— Vegetable soup with rice.  
Mashed potatoes; rusks.
- Afternoon— Corn mush with butter and tomatoes.  
Stewed fruit; bread or rusks.

### FRIDAY:

- Morning— Vegetable soup with bread or dumpling.  
Mashed vegetables or cottage cheese with sugar.
- Afternoon— Creamed rice, or bread and milk.  
Fresh fruit (sliced apples with sugar); bread.

### SATURDAY:

- Morning— Rice or macaroni with fresh butter.  
Marmalade; bread or rusks.
- Afternoon— Cream of wheat or cereal beverage with milk and bread.  
Fruit compote; bread or toast.

## POLAND

### BILL OF FARE IN THE KINDERGARTENS OF THE MUNICIPALITY OF WARSAW—SECTION OF PRESCHOOL EDUCATION

Share for one child

1. Bean soup with boiled paste. . . . 30 gr bean, 30 gr flour, 10 gr lard, greens.
2. Soup of sour ~~knout~~ knout with meat 150 gr potatoes, 60 gr sour crout and potatoes. 50 gr meat, greens.
3. Soup of groats with citron, or 40 gr groats, 30 gr cream, 30 gr meat, tomatoes, or cucumber, or tomatoes, cucumber, mushrooms, mushrooms. citron.
4. Soup of vegetables with dump- 20 gr flour, 60 gr vegetables, 60 gr lings. potatoes, 10 gr lard.
5. Pea soup with pearl barley. . . . 30 gr pearl barley, 40 gr pea, 10 gr lard, greens.
6. Coffee with milk and bacon. . . . 5 gr coffee enrilo,  $\frac{1}{4}$  litre milk, 15 gr sugar, bacon.
7. Boiled paste with potatoes. . . . 60 gr flour, 150 gr potatoes, 10 gr lard, greens, egg.
8. Beef tea with macaroni. . . . . 50 gr flour, 50 gr meat, greens, egg.
9. Pearl barley soup with potatoes. 30 gr pearl barley, 150 gr potatoes, 10 gr lard, greens.
10. Sour Polish soup with cream and 60 gr beet root, 15 gr cream, 20 gr little beans. beans, 30 gr meat, greens.
11. Boiled paste with milk. . . . . 50 gr flour,  $\frac{1}{4}$  litre milk, egg.
12. Cacao with milk and bacon. . . . 5 gr cacao,  $\frac{1}{4}$  litre milk, 20 gr sugar, bacon.

**PRIVATELY ADMINISTERED NATIONAL ORGANIZATIONS**  
**Giving Public Service for Mothers and Young Children to**  
**School-Entrance Age**

**BELOIUM.**—Oeuvre Nationale de L'Enfance. Henri Velge, general secretary. 67, Avenue de la Toison d'Or, Brussels.

**CZECHOSLOVAKIA.**—Československá Ochrana Matěk a dětí. Josef Groh, president. Prague.

**HUNGARY.**—Landes Stephanie Bund für Mütter- und Säuglingsfürsorge. Lewis Keller, managing editor. Budapest.

**ITALY.**—Opera Nazionale per la Protezione della Maternità e della Infanzia. Contessa Daisy di Robilant, president. Palazzo del Grillo, Rome.

**INTERNATIONAL ORGANIZATIONS**

**Having Branches or Representatives in Many of the Countries**  
**Discussed in This Report**

International Bureau of Education. 44, rue des Maraîchers, Geneva, Switzerland.

Union Internationale de Secours aux Enfants. Mr. W. A. MacKenzie, general secretary, 15, rue Lévrier, Geneva, Switzerland.

**SOME FEDERAL CENSUS DATA OF 1930 FOR CHILDREN**  
**BELOW THE AGE OF 6**

**CHILDREN BELOW THE AGE OF 6 IN THE UNITED STATES**  
**LIVING IN CITIES, ON FARMS, AND IN RURAL DISTRICTS**

Age	1930 census	Rural farm	Rural non-farm	Urban
Under 1 year.....	2, 190, 791	638, 008	479, 474	1, 073, 309
1 year.....	2, 164, 565	622, 743	471, 603	1, 070, 219
2 years.....	2, 326, 016	675, 952	505, 914	1, 144, 150
3 years.....	2, 394, 463	704, 738	514, 761	1, 174, 964
4 years.....	2, 368, 555	699, 985	504, 852	1, 163, 718
5 years.....	2, 505, 250	745, 948	532, 438	1, 226, 864
<b>Total.....</b>	<b>13, 949, 640</b>	<b>4, 087, 374</b>	<b>3, 009, 042</b>	<b>6, 853, 224</b>

**TOTAL NUMBER OF CHILDREN BELOW THE AGE OF 6 IN THE**  
**UNITED STATES REPORTED IN THE FEDERAL CENSUS FOR**  
**1920 AND 1930**

Age	1920 census	1930 census
Under 1 year.....	2, 257, 255	2, 190, 791
1 year.....	2, 300, 605	2, 164, 565
2 years.....	2, 331, 110	2, 326, 016
3 years.....	2, 370, 426	2, 394, 463
4 years.....	2, 313, 834	2, 368, 555
5 years.....	2, 347, 839	2, 505, 250
<b>Total.....</b>	<b>13, 921, 069</b>	<b>13, 949, 640</b>

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CHILDREN BELOW THE AGE OF 6 IN THE UNITED STATES,  
DISTRIBUTED ACCORDING TO NATIVITY CENSUS OF 1930

URBAN

Age	Total	Native white (native par- centage)	Native white (foreign or mixed par- centage)	Foreign- born white	Negro
1	2	3	4	5	6
Under 1 year.....	1,046,427	691,792	273,233	1,184	80,218
1 year.....	1,046,406	682,998	282,252	2,713	78,443
2 years.....	1,120,118	714,783	312,723	4,648	87,964
3 years.....	1,149,292	719,942	331,121	6,536	91,683
4 years.....	1,139,795	707,668	334,314	8,524	89,289
5 years.....	1,200,885	734,418	363,220	9,981	93,266

RURAL FARM

Under 1 year.....	619,691	478,585	30,087	62	110,957
1 year.....	606,320	469,056	31,902	159	105,203
2 years.....	658,778	501,685	36,469	243	120,381
3 years.....	686,561	519,379	39,489	355	127,338
4 years.....	682,501	514,558	42,528	448	124,967
5 years.....	726,859	545,680	46,838	564	133,777

RURAL NONFARM

Under 1 year.....	462,990	378,963	42,642	182	41,203
1 year.....	457,260	373,485	44,529	356	38,890
2 years.....	491,392	396,418	50,171	563	44,240
3 years.....	499,310	399,551	53,692	784	45,283
4 years.....	490,761	390,302	55,291	1,031	44,137
5 years.....	517,144	407,410	61,710	1,335	46,689
Total.....	13,602,490	9,626,673	2,432,211	39,668	1,503,038

<sup>1</sup> Races other than white and Negro not included.

INCREASES AND DECREASES IN THE NUMBER OF CHILDREN  
UNDER 6 YEARS OF AGE BETWEEN THE DECENNIALS 1900-  
1910, 1910-1920, AND 1920-1930

Age	Percentage of increase or decrease		
	1900-1910	1910-1920	1920-1930
Under 1 year.....	+15.7	+1.8	-2.9
1 year.....	+11.8	+16.4	-5.9
2 years.....	+18.4	+7.6	-0.2
3 years.....	+18.2	+9.9	+1.0
4 years.....	+15.5	+9.4	+2.4

YOUNG CHILDREN IN EUROPEAN COUNTRIES 99

PERCENT OF FAMILIES IN THE UNITED STATES HAVING CHILDREN UNDER 10 YEARS OF AGE, FEDERAL CENSUS OF 1930

Number of children under 10	Families	
	Number	Percent
Total.....	29,904,663	100.0
Families having:		
No children under 10.....	17,587,354	58.8
1 child.....	5,745,158	19.2
2 children.....	3,525,307	11.8
3 children.....	1,787,690	6.0
4 children.....	851,974	2.9
5 children.....	311,074	1.0
6 or more.....	96,106	.3

NUMBER AND PERCENTAGE OF ALL FAMILIES IN THE UNITED STATES LIVING IN 1-, 2-, 3-OR-MORE FAMILY DWELLINGS

TOTAL

	Number of families	Percent
1-family dwellings.....	22,833,110	76.4
2-family dwellings.....	3,456,174	11.6
3- or more family dwellings.....	3,615,379	12.1
Total.....	29,904,663	100.0
URBAN		
1-family dwellings.....	11,001,861	63.3
2-family dwellings.....	2,861,140	16.5
3- or more family dwellings.....	3,509,523	20.2
Total urban.....	17,372,524	100.0
RURAL		
1-family dwellings.....	11,831,249	94.4
2-family dwellings.....	595,034	4.7
3- or more family dwellings.....	106,856	.8
Total rural.....	12,532,139	100.0

ILLITERACY AMONG PEOPLE 10 YEARS OF AGE AND OVER

	Number	Percent
Urban.....	1,800,604	3.2
Rural-farm.....	1,583,030	6.9
Rural non-farm.....	900,119	4.8

PERCENTAGE DISTRIBUTION, BY GENERAL DIVISIONS OF OCCUPATIONS OF GAINFULLY OCCUPIED CHILDREN OF EACH SEX, 10 TO 17 YEARS OLD, FOR THE UNITED STATES, 1930

Occupation	10 to 13 years		14 years		15 years		16 years		17 years	
	Boys	Girls	Boys	Girls	Boys	Girls	Boys	Girls	Boys	Girls
1	3	3	4	5	6	7	9	9	10	11
Agriculture.....	86.1	90.1	76.1	62.6	63.4	36.1	49.9	18.7	41.6	11.3
Forestry and fishing.....	.1	.4	.2	.4	.5	.4	1.6	.6	2.1	.6
Extraction of minerals.....	.1	.2	.2	.2	.4	.2	1.0	.2	2.1	.2
Manufacturing and mechanical industry.....	2.2	1.7	6.6	15.1	13.0	28.6	21.3	33.5	26.2	30.8
Transportation and communication.....	.3	.1	1.6	.2	3.1	.5	4.5	2.6	5.5	3.9
Trade.....	8.7	.8	1.9	2.0	10.2	4.4	9.8	7.8	9.7	9.2
Public service not elsewhere classified.....	.1	.1	.1	.1	.1	.1	.2	.2	.6	.6
Professional service.....	.5	.2	.9	.3	1.2	.6	1.4	1.0	1.6	2.1
Domestic and personal service.....	1.5	6.8	2.3	18.5	2.9	25.5	3.3	26.5	3.6	24.3
Clerical occupations.....	.4	.1	2.0	1.3	5.1	4.2	7.3	9.9	8.6	18.4

Total number of boys and girls 10 to 17 years of age, 18,963,713; total number gainfully employed, 2,145,959.  
Percent employed, 10 to 17 years of age, 11.3; percent employed, 10 to 15 years of age, 4.7.

**THE CHILDREN'S CHARTER<sup>1</sup>**

I. For every child spiritual and moral training to help him to stand firm under the pressure of life.

II. For every child understanding and the guarding of his personality as his most precious right.

III. For every child a home and that love and security which a home provides; and for that child who must receive foster care, the nearest substitute for his own home.

IV. For every child full preparation for his birth, his mother receiving prenatal, natal, and postnatal care; and the establishment of such protective measures as will make childbearing safer.

V. For every child health protection from birth through adolescence, including: Periodical health examinations and, where needed, care of specialists and hospital treatment; regular dental examinations and care of the teeth; protective and preventive measures against communicable diseases; the insuring of pure food, pure milk, and pure water.

VI. For every child from birth through adolescence, promotion of health, including health instruction and a health program, wholesome physical and mental recreation, with teachers and leaders adequately trained.

VII. For every child a dwelling place safe, sanitary, and wholesome, with reasonable provisions for privacy, free from conditions which tend to thwart his development; and a home environment harmonious and enriching.

VIII. For every child a school which is safe from hazards, sanitary, properly equipped, lighted, and ventilated. For younger children nursery schools and kindergartens to supplement home care.

IX. For every child a community which recognizes and plans for his needs, protects him against physical dangers, moral hazards, and disease; provides him with safe and wholesome places for play and recreation; and makes provision for his cultural and social needs.

X. For every child an education which, through the discovery and development of his individual abilities, prepares him for life; and through training and vocational guidance prepares him for a living which will yield him the maximum of satisfaction.

XI. For every child such teaching and training as will prepare him for successful parenthood, homemaking, and the rights of citizenship; and, for parents, supplementary training to fit them to deal wisely with the problems of parenthood.

XII. For every child education for safety and protection against accidents to which modern conditions subject him—those to which he is directly exposed and those which, through loss or maiming of his parents, affect him indirectly.

XIII. For every child who is blind, deaf, crippled, or otherwise physically handicapped, and for the child who is mentally handicapped, such measures as will early discover and diagnose his handicap, provide care and treatment, and so train him that he may become an asset to society rather than a liability. Expenses of these services should be borne publicly where they cannot be privately met.

<sup>1</sup> White House Conference on Child Health and Protection. 1930.



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XIV. For every child who is in conflict with society the right to be dealt with intelligently as society's charge, not society's outcast; with the home, the school, the church, the court, and the institution when needed, shaped to return him whenever possible to the normal stream of life.

XV. For every child the right to grow up in a family with an adequate standard of living and the security of a stable income as the surest safeguard against social handicaps.

XVI. For every child protection against labor that stunts growth, either physical or mental, that limits education, that deprives children of the right of comradeship, of play, and of joy.

XVII. For every rural child as satisfactory schooling and health services as for the city child, and an extension to rural families of social, recreational, and cultural facilities.

XVIII. To supplement the home and the school in the training of youth, and to return to them those interests of which modern life tends to cheat children, every stimulation and encouragement should be given to the extension and development of the voluntary youth organizations.

XIX. To make everywhere available these minimum protections of the health and welfare of children, there should be a district, county, or community organization for health, education, and welfare, with full-time officials, coordinating with a State-wide program which will be responsive to a Nation-wide service of general information, statistics, and scientific research. This should include:

(a) Trained, full-time public-health officials, with public-health nurses, sanitary inspection, and laboratory workers.

(b) Available hospital beds.

(c) Full-time public welfare service for the relief, aid, and guidance of children in special need due to poverty, misfortune, or behavior difficulties, and for the protection of children from abuse, neglect, exploitation, or moral hazard.

For every child these rights, regardless of race or color or situation, wherever he may live under the protection of the American flag.

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