A study of day nursery care in the three settlement houses for Negroes in Washington, D.C. 1940-1943

Elizabeth Evelyn Spencer

Atlanta University

Follow this and additional works at: http://digitalcommons.auctr.edu/dissertations

Part of the Social Work Commons

Recommended Citation

A STUDY OF DAY NURSERY CARE IN THE THREE
SETTLEMENT HOUSES FOR NEGROES IN
WASHINGTON, D. C.
1940-1943

A THESIS
SUBMITTED TO THE FACULTY OF ATLANTA UNIVERSITY SCHOOL OF SOCIAL
WORK
IN PARTIAL FULFILLMENT OF THE REQUIREMENTS FOR THE DEGREE OF
MASTER OF SOCIAL WORK

BY
ELIZABETH EVELYN SPENCER

ATLANTA, GEORGIA
MAY 1943
# TABLE OF CONTENTS

<table>
<thead>
<tr>
<th>Chapter</th>
<th>Page</th>
</tr>
</thead>
<tbody>
<tr>
<td>I. INTRODUCTION</td>
<td>4</td>
</tr>
<tr>
<td>Significance of this Study</td>
<td>4</td>
</tr>
<tr>
<td>Purpose of this Study</td>
<td>6</td>
</tr>
<tr>
<td>Scope and Limitations</td>
<td>6</td>
</tr>
<tr>
<td>Method of Securing Data</td>
<td>6</td>
</tr>
<tr>
<td>II. RECENT TRENDS AND DEVELOPMENTS IN DAY CARE</td>
<td>7</td>
</tr>
<tr>
<td>Federal Participation</td>
<td>7</td>
</tr>
<tr>
<td>Children’s Charter</td>
<td>7</td>
</tr>
<tr>
<td>Agencies interested</td>
<td>8</td>
</tr>
<tr>
<td>Amendment of Social Security Act</td>
<td>8</td>
</tr>
<tr>
<td>Children’s Bureau</td>
<td>8</td>
</tr>
<tr>
<td>Hansover Commission</td>
<td>9</td>
</tr>
<tr>
<td>Labor’s resolutions</td>
<td>11</td>
</tr>
<tr>
<td>Special funds</td>
<td>11</td>
</tr>
<tr>
<td>State and Local Activity</td>
<td>12</td>
</tr>
<tr>
<td>State plans submitted</td>
<td>12</td>
</tr>
<tr>
<td>Local activities</td>
<td>12</td>
</tr>
<tr>
<td>III. DAY CARE PROBLEMS IN WASHINGTON, D.C., IN WARTIME</td>
<td>15</td>
</tr>
<tr>
<td>Social Problems</td>
<td>15</td>
</tr>
<tr>
<td>Housing</td>
<td>15</td>
</tr>
<tr>
<td>Recreation</td>
<td>15</td>
</tr>
<tr>
<td>Day care</td>
<td>16</td>
</tr>
<tr>
<td>Analysis of Recent Surveys</td>
<td>17</td>
</tr>
<tr>
<td>Pre-school facilities</td>
<td>17</td>
</tr>
<tr>
<td>Working mothers</td>
<td>18</td>
</tr>
<tr>
<td>Requests for day care</td>
<td>19</td>
</tr>
<tr>
<td>Ability to pay</td>
<td>21</td>
</tr>
<tr>
<td>Training for the Volunteer</td>
<td>22</td>
</tr>
<tr>
<td>IV. DAY NURSERY STANDARDS IN THREE NEGRO SETTLEMENT HOUSES IN WASHINGTON, D. C.</td>
<td>24</td>
</tr>
<tr>
<td>Personnel</td>
<td>24</td>
</tr>
<tr>
<td>The board and the executive</td>
<td>24</td>
</tr>
<tr>
<td>Nursery teachers</td>
<td>24</td>
</tr>
<tr>
<td>Part-time and student workers</td>
<td>25</td>
</tr>
<tr>
<td>Other personnel</td>
<td>25</td>
</tr>
<tr>
<td>Housing Facilities</td>
<td>27</td>
</tr>
<tr>
<td>Location and space</td>
<td>27</td>
</tr>
<tr>
<td>Equipment</td>
<td>28</td>
</tr>
<tr>
<td>Indoor and outdoor equipment</td>
<td>28</td>
</tr>
<tr>
<td>V. SCOPE OF THE PROGRAMS</td>
<td>31</td>
</tr>
<tr>
<td>Intake Procedure</td>
<td>31</td>
</tr>
<tr>
<td>Application rate</td>
<td>31</td>
</tr>
<tr>
<td>Application interview</td>
<td>32</td>
</tr>
<tr>
<td>Description of Families</td>
<td>33</td>
</tr>
<tr>
<td>Marital and economic status</td>
<td>33</td>
</tr>
</tbody>
</table>
TABLE OF CONTENTS

V. (cont.)

<table>
<thead>
<tr>
<th>Chapter</th>
<th>Page</th>
</tr>
</thead>
<tbody>
<tr>
<td>Ability to pay</td>
<td>38</td>
</tr>
<tr>
<td>Reasons for seeking service</td>
<td>38</td>
</tr>
<tr>
<td>Daily Program</td>
<td>34</td>
</tr>
<tr>
<td>Days and hours covered</td>
<td>34</td>
</tr>
<tr>
<td>Type of children</td>
<td>34</td>
</tr>
<tr>
<td>Entrance requirements</td>
<td>34</td>
</tr>
<tr>
<td>Daily activities</td>
<td>35</td>
</tr>
<tr>
<td>Use of volunteers</td>
<td>36</td>
</tr>
<tr>
<td>Parent participation</td>
<td>36</td>
</tr>
<tr>
<td>Record Keeping</td>
<td>37</td>
</tr>
</tbody>
</table>

VI. CONSIDERATION OF EXPANSION AND IMPROVEMENT

<table>
<thead>
<tr>
<th>Chapter</th>
<th>Page</th>
</tr>
</thead>
<tbody>
<tr>
<td>Valuable Factors</td>
<td>33</td>
</tr>
<tr>
<td>Location</td>
<td>33</td>
</tr>
<tr>
<td>Administrative experience</td>
<td>33</td>
</tr>
<tr>
<td>Factors involved in expanding</td>
<td>39</td>
</tr>
<tr>
<td>Available funds</td>
<td>39</td>
</tr>
<tr>
<td>Volunteers</td>
<td>39</td>
</tr>
<tr>
<td>Standards</td>
<td>40</td>
</tr>
<tr>
<td>Case work service</td>
<td>40</td>
</tr>
</tbody>
</table>

VII. SUMMARY AND CONCLUSIONS

<table>
<thead>
<tr>
<th>Chapter</th>
<th>Page</th>
</tr>
</thead>
<tbody>
<tr>
<td>APPENDIX</td>
<td>43</td>
</tr>
<tr>
<td>Questionnaire</td>
<td>44</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Chapter</th>
<th>Page</th>
</tr>
</thead>
<tbody>
<tr>
<td>BIBLIOGRAPHY</td>
<td>48</td>
</tr>
</tbody>
</table>
CHAPTER I

INTRODUCTION

Significance of This Study

Due to the ever increasing number of women who are leaving their homes daily for employment purposes, "child care and protection" has become an outstanding problem of today. War conditions have accelerated very rapidly the employment of women in industry and war production plants. Family life is being disrupted because of this fact. Wide spread disruption of family life in an emergency of this kind is a threat to the future strength of the nation.

It is, therefore, the responsibility of the nation to safeguard the health and welfare of its children.

During the past year evidence of shocking neglect of children whose mothers are at work has been reaching the Office of the Child Welfare League of America, from every part of the country. There have been reports of mothers getting jobs and either leaving their children locked out of their homes until they return from work or else applying for full-time boarding care with the thought in mind of breaking up their homes. ... The general practice of mothers since they have been able to get defense jobs, is simply to lock the children out until they return home. Also a large number of "door key" children were found. Hundreds of children are placed in the care of one neighbor or another, or play un-supervised on the street after school. Attention is called to the fact that "this is particularly true of the colored group."

Such hazards to the welfare of children have aroused national interest and concern. The need for day care for children has been greatly

intensified. In some cities, industry has attempted to cope with this problem by setting up day care centers for the children of their employees. Surveys and studies have been made, and are being made, in many areas to determine the need and to make plans to meet it.

The influx of thousands of government workers to Washington, D.C., along with other boom-town job seekers, has caused many maladjustments in social conditions. The city's transportation, housing, recreational and community resources have been taxed tremendously and in many cases have been found completely inadequate. These conditions constitute many social problems.

Many of the government workers are mothers of young children, both among the migrants and the Washingtonians. Child day care has been acknowledged as a primary need in this area. Surveys have been made of the number of women of young children who are working, and of the existing pre-school facilities, so as to determine the need for additional provisions.¹

In general, it is desirable to make as much use of available facilities as possible before making additional provisions.

Where day care has been established as one of the child welfare resources of the community in ordinary times, the provision made for emergency needs should be integrated with this program and should utilize these facilities as far as possible.²

Purpose of This Study

There are three Settlement Houses in Washington, D. C., that offer day service care for children of Negro working mothers.

It is the purpose of this study to give a clear picture of the standards of care in these agencies, the types of service they are giving and the needs they are meeting in their communities.

Scope and Limitations

This study is to cover the day nursery care programs offered by the three Negro Settlement Houses in Washington, D. C.; namely the Southeast Settlement, the Northwest Settlement, and the Southwest Settlement. The material will include information recorded during the past two years, 1940 to 1943.

Method of Securing Data

The data for this study have been secured by the use of a questionnaire. In filling the questionnaires, much of the material was taken from the files of the respective agencies. Some of the information used is the result of personal observation and interviews with staff members during a block field work experience of the writer, assigned from the Atlanta University School of Social Work to the Southeast Settlement House.
CHAPTER II

RECENT TRENDS AND DEVELOPMENTS IN DAY CARE

Today the whole day nursery program is being geared to deal with the emergency need. Urgent need has put an end to deliberate planning and quick decisive action is not taking its place.

The words of Frances Perkins, in her opening address as chairman of the White House Conference on Children in a Democracy, January, 1940, have taken on added significance.

There is an intention and a purpose in American life today, no matter what the stresses, no matter what the economic and social problems of the world may be. It is our intent and purpose to keep our minds firmly fixed upon the welfare of our children and to promote that welfare under all conditions, recognizing that they are the vitality, after all, of this great experiment that we are making on this continent.

Federal Participation

The increased activities of federal and state agencies in preparation for day care of children of working mothers during this war emergency bear out the statement made by Frances Perkins.

Children's Charter.--The Children's Charter in Wartime calls upon all citizens, as a wartime responsibility, to guard children from injury in danger zones; to protect children from neglect, exploitation and undue strain in defense areas; to strengthen the home life of children whose parents are mobilized for war or war production; and to conserve,
equip, and free children to take their part in democracy. 1

Agencies interested.--Federal agencies interested in the provision of day care services are, in addition to the Non-Foreign Commission and the Children's Bureau, the Office of Education of the Federal Security Agency, the Works Projects Administration, the United States Employment Service, the Recreation Division of the Office of Defense Health and Welfare Services, and the Bureau of Public Assistance of the Social Security Board. 2

Amendment of Social Security Act.--On the recommendation of President Roosevelt, identical bills were introduced in the Senate and House to amend the Social Security Act, for the purpose of authorizing, during the period of war and six months thereafter, additional appropriations for grants to the states under Title V, parts one, two, and three of the Act.

In his letter, August 22, 1942, recommending this action, the President said:

The legal basis for services for children contained in Title V, parts one, two, and three of the Social Security Act, and the administrative foundations for such service, developed in every state under the provisions of the Act, are now available, but the funds authorized in this title are not sufficient to meet wartime needs. 3

Children's Bureau.--The Children's Bureau has set up a Day Care Unit in the Child Welfare Division with planning for the provision of day care services for children of working mothers as its function.


Recently at a conference on day care of children of working mothers, held under the auspices of the United States Children's Bureau, fundamental policies were unanimously adopted and recommended to the Bureau. Those having bearing on the present discussion are:

1. Standards relating to the employment of working women must be maintained, and when necessary extended.

2. In the development of employment policies relating to national defense, the welfare of mothers and children should be given due consideration at every point. Mothers who remain at home to provide care for children are performing an essential service in the defense program.

3. Plans for individual counseling service provided as a unified community program should be available for mothers expecting to enter employment or already employed, the object being to assist parents in making plans to safeguard family life and to make adequate provision for the health and welfare of parents and children.

4. Infants should be given individual care, preferably in their own homes and by their own mothers.

5. Other forms of care, as day care in foster homes, housekeeper service, and so on, should be conducted in accordance with standards which will assure qualified personnel and adequate service. ¹

Man-Power Commission.—The War Man-Power Commission has recognized the relationship between the program of day care for children of working mothers and the labor supply. In order to relate this program to the problem of labor and to develop an integrated program between the two, a day care section has been established by the Defense Health and Welfare Services.

The present situation and plans for the immediate future tie up closely with the employment of women in industry and other occupations. It is inevitable that a demand for women workers will lead to employment of a considerable number of women who are mothers of young children.

Steppes are already being taken to provide for the recruiting and training of additional women. The relative proportion of these women depends largely upon employment policies and labor supply. The Man-Power Commission, on the employment in industry of women with young children, declares the following basic policies:

The first responsibility of women with young children, in war as in peace, is to give suitable care in their own homes to their children.

In order that established family life may not be unnecessarily disrupted, special efforts to secure the employment in industry of women with young children should be deferred until full use has been made of all other sources of labor supply.

Barriers against the employment of women with young children should not be set up by the employers. The decisions as to gainful employment should in all cases be an individual decision made by the woman herself, in the light of the particular conditions prevailing in her home.

Whenever it is found that the women with young children are gainfully employed in essential activities, or that the labor requirements of essential activities have not been met after the exhaustion of all other sources of labor supply, and that to meet such requirements women with young children must be recruited, it is essential that:

Such women be employed at such hours and on such shifts as will cause the least disruption in their family life; and

If any such women are unable to arrange for the satisfactory care of their children at home during their working hours, adequate facilities be developed as community projects and not under the auspices of individual employers or employer groups.1

Special difficulties are presented by the work shifts in industry. Efforts are made to secure arrangements whereby women with young children may be assigned to day time shifts.

---

Labor's resolutions.--Labor has also taken a stand on the employment of women with young children. The following resolutions were adopted by the Ninth National Conference on Labor Legislation, November 15, 1943:

Resolved, That the Ninth National Conference on Labor Legislation urges that in order that established family life may not be unnecessarily disrupted, special efforts to secure the employment in industry of women with young children be deferred until full use has been made of all other sources of labor supply and, further, that whenever it is found that women with young children are gainfully employed in essential activities, or that labor requirements have not been met after the exhaustion of all other sources of labor supply, it is essential that every reasonable effort be made to adjust assignments to shifts, of women with young children, in such a manner as will cause the least disruption in their family life, and, be it further

Resolved, That in localities where substantial numbers of women are employed in essential activities, community programs for the care of children of working mothers be developed, with the participation of representative of labor and management, such programs to include information services and types of care suited to the needs of children of varying ages and circumstances, and

That the States and Federal Government provide leadership and financial assistance as required to supplement local resources, on the principle of grants in aid to States and State-aid to local units of government.1

Special funds.--Special funds have been appropriated by the federal government to assist in the financing of day care programs. The Latham Community Facilities Act was passed by Congress June, 1941, to provide funds for supplying the war created needs of communities which were unable to provide essential facilities and services with their own funds. This fund can be used for the construction, operation, and equipment of

---

day care centers for the children of working mothers.\(^1\)

On August 23, 1942, the President of the United States allocated from the Emergency Fund, $400,000 to the Office of Defense Health and Welfare Services, Federal Security Agency, for the promotion and coordination of programs for the care of children of working mothers. This fund is to be used for administrative services necessary for ascertaining needs, developing and coordinating day care programs and administering them on the state and local levels.\(^2\)

**State and Local Activity**

State plans submitted.--The extent of the activities carried on by the states can be measured by the plans for day care of the children of working mothers that have been submitted to the Office of Defense Health and Welfare Services for approval.

As of March 15, 1943, 23 State Welfare Departments had submitted plans for the care of children of working mothers. The following states now have funds for personnel: Alabama, Delaware, District of Columbia, Florida, Georgia, Arizona, Arkansas, California, Colorado, Illinois, Indiana, Kansas, Michigan, Minnesota, Mississippi, Missouri, Nebraska, New Jersey, North Carolina, South Carolina, Utah, Virginia and Washington. Twenty-six plans have been submitted by State Education Departments to the United States Office of Education, and have been approved.\(^3\)

Local activities.--Social Service, Education, and Health Agencies have joined together throughout the country to formulate plans to meet

---


\(^2\) "Funds for Day Care Programs," Child Welfare League of America Bulletin, XII, 12, (December, 1942), p. 3.

day care need in their local communities.

It seems to be unanimously agreed upon in their planning, that all existing facilities should be utilized as far as possible, and the expansion and improvement of those set-ups should be considered before establishing additional services.

Day nurseries are increasingly integrating their services with other social service facilities in the community, especially with family welfare agencies. The introduction of case work services to the day nursery is perhaps the greatest change that has occurred in the past few years.\(^1\) The most vital part of this case work service is counseling, which is essentially case work. The object of the counseling service is to assist parents in making plans to safeguard family life and make adequate provision for the health and welfare of parents and children.

Day care counseling has three main purposes:

To provide assistance to parents who wish advice regarding the practicability of the mothers' employment from the point of view of the welfare of the children and the stability of the home;

To furnish information as to the facilities available in the community for care and supervision of children whose mothers are absent from the home because of employment, with reference to the particular needs of the individual children and the family situation; and

To make available, directly or through other agencies, advice or assistance relating to the care and development of their children as affected by conditions arising from the employment of mothers.\(^2\)

It is generally recognized that counseling service on a community

---


wide basis should be set up as a distinct function of the community day
care program and should be easily accessible to mothers who are employed
and those who are considering employment.

It is easy to see that the recent trends and developments mentioned
in this chapter have caused the day nursery program to gain impetus in
many communities. The need for different types of care varies with the
local situation. In some communities, full time care and supervision
is needed; in others, activities during part of the day or intermittently
are indicated. In light of this fact it must be acknowledged that
neighborhood and community houses, recreation centers and activities con-
ducted by churches, schools and other organizations are contributing re-
sources in providing part time care for school age children. Provision
for the care of school age children is just as important as it is for
the pre-school age group, therefore, the services of community organizations
offering recreational programs are of inmeasurable value.1

If day care for children of working mothers is to serve the
purpose for which it is intended in relation to war production,
it must be a means of assuring regularity of work of the employ-
ed mothers; freeing them from anxiety about the safety of their
children, which may reduce their efficiency.2

---

CHAPTER III

DAY CARE PROBLEMS IN "WASHINGTON", D. C., IN WAR TIME

Social Problems

Washington is now the world capital for the Democracies and has become a terrific whirlpool of human action. Thousands of individuals have come from all parts of the United States to work for the Federal Government during the crisis; many of them have brought their families with them. This sudden shift of population into a city unprepared to receive it has augmented old social problems and created new ones. Overcrowded housing conditions, inadequate recreational and other community resources are matters of local concern. This concern is evident in many ways.

The Council of Social Agencies, the Health Department, and other community organizations have joined in unified effort to work out appropriate means for meeting these terrific problems. Surveys and studies have been made of the conditions and steps are being taken to alleviate to some degree the hazardous situation.1

Housing.—Overcrowded housing conditions and transportation facilities necessitated the moving of many Federal agencies to less congested areas or cities. New defense housing projects and temporary homes have been and are being constructed. Dormitories for girls working in Government

---


service have been erected. These activities have relieved somewhat the
pressure of the housing problem. This building program was made possible
by the $90,000,000 District Area War Housing Bill, which was approved by
the Senate.

Housing bureaus have been established by civic and social agencies
to help newcomers find suitable living quarters so as to utilize to the
fullest degree the available facilities.

Recreation.--Extensive recreation programs have been launched by
the recreation centers, Y. W. C. A.'s, Y. M. C. A.'s, Settlement Houses,
church groups, interested Federal agencies, and other community organi-
zations. These existing agencies, in addition to the temporary agencies
set up by the Army and Navy for recreational purposes, are exerting
every effort to meet the recreational needs.

Social welfare agencies are active in counteracting problems falling
within their area of service. Training institutes for volunteers have
been given so as to offset the personnel problem. Outstanding among the
many problems falling within the area of social welfare service is that
of day care for children of working mothers. This problem has also
demanded immediate attention.

Day care.--In planning for the emergency need for day care, an
emergency committee for day care of young children which grew out of
the advisory council on pre-school education was reorganized to conduct
a survey of pre-school facilities and to maintain an information center
on day care of young children in the metropolitan area of Washington,
D. C. 1

1 Alice Cox Nelson, "Washington Trains Volunteers for Day Care of
The findings of this survey serve to supply information regarding the existing facilities for nursery care to agencies and organizations concerned with making plans and provisions to meet the need.

Analysis of Recent Surveys

Their findings reveal the following facts:

**Pre-school facilities.**—Washington's estimated population of children under five years of age, May 1, 1942, was 49,277. According to the trends, it was somewhat higher than this by September, 1942. In the District of Columbia, in January, 1943, there were 32 day care centers opened, 26 for white children and 6 for Negro children. The total number of children cared for was 786. Six hundred and fifty-one were white and one hundred thirty-five, Negro children. This total number is less than 1.5 per cent of the total population (estimated) of children under five years. All but seven of the group care centers are privately operated. The seven, four white and three Negro, are Community Chest agencies, operating as day nurseries in Settlements. It is with these three Negro nurseries that this study is concerned.

Twenty-six centers have been classified as "all day schools," with hours varying from 9:00 A. M. to 3:30 P. M.; to 8:30 A. M. to 7:00 P. M. Six are designated as "half day" schools, offering morning care only. Nine of the thirty-two centers offer transportation facilities with charges based upon the distance from home to school. In a number of schools, cooperative transportation arrangements have been worked out by parents and teachers.

Twenty-three of the thirty-two centers are located in the Northwest section of the city, six are in the Southeast, and three in the southwest.
The only facility in the entire northeast section is the "half day" nursery school in the Groomey Apartments, which has been opened by the active cooperation and sponsorship of the management. It is open, however, to the children of residents of the apartments only.

Working mothers.--Under the direction of the Chairman of the Council of Social Agencies Committee on Facilities for Negro Children, a house to house survey was made of 170 families with children in the Keller Miller Housing Project. Of the 170 families, there were 51 families with 124 children where the mothers were working. Nineteen other mothers (of 54 children) stated that they would like to have day care facilities in order that they might work. Twenty-five other families, with 89 children, expressed a desire for nursery school fare for their children without specifically stating the reason. While a sample of 170 families may not be large enough for generalizations, the fact that thirty per cent of the mothers with children were working is significant, and is probably indicative of the insensitiveness of the need for facilities for Negro children throughout the District.

Fifteen of the working mothers had nineteen children of pre-school age. Forty working mothers had eighty-four children of school age. Forty-eight families out of one hundred seventy wanted day nursery or nursery school care for ninety-eight pre-school age children. In twenty-four out of forty-eight families, one or both parents were employed by the Federal Government. Twenty-six families did not specify the amount they could pay. The others ranged from 81.50 to 95.00 per week per child.

A survey made in May, 1942, with the cooperation of the various unions of federal employees, located one hundred twenty-nine working mothers in the Civil Service Commission with one hundred sixty pre-school age children.
Sixty-four of these mothers were not satisfied with their present arrangements for the care of their children. Thirty-three wanted nursery school care; the others wanted aids or some persons to care for infants. There were sixty-six mothers with a total of ninety-six school age children. Of these, forty-seven indicated satisfaction with their present method of care, although in some instances children as young as ten years of age were alone at home until the mother returned from work. The other nineteen asked for some form of after-school supervision.

requests for day care.—An analysis of requests for day care of the children of working mothers was compiled by the Council of Social Agencies from January 1 to August 15, 1942. On forms supplied by the Council of Social Agencies, requests for day care coming to social agencies, nursery schools, employee counselors, and the information center of the Emergency Committee on Group Care of Children, were recorded during the above period. At the request of the Child Care and Protection Committee, these requests were analyzed to determine:

1. The number and ages of children needing care and their distribution by neighborhoods;
2. The place of employment and hours of work of the mother;
3. The total family income and such facts as to marital status of the mother, other dependents, etc., as might throw light on the mother's ability to pay the cost of care for her child;
4. The amount she was able or willing to pay, and the reasons day care was requested.

It was recognized that the survey would reveal the nature of the problem and the type of care needed, rather than the volume, since
coverage in recording was far from complete. The varied sources of
application indicate that the requests recorded were a fair sample and
might safely be used as a guide in determining the nature of the problem
of care needed to meet the situation.

Altogether, 789 requests were recorded. Of these, 126 were eliminated
as being too incomplete, duplications, or problems not such that day
care for children would meet the needs indicated. Six hundred and forty-
four requests for care were included in the tabulation.

The 664 requests included 204 Federal employees. Of these, 41 were
employed by the War Department, and 27 in the Navy Department. Most of
the others were in war related agencies, such as those grouped in the
Office of Emergency Management. Two hundred and forty-three of the
mothers were employed in such work as waitresses, clerical workers in
offices and stores, telephone operators, domestics, and other forms of
Washington's great wartime industry, the servicing and maintenance of
Government employees.

Ninety of the mothers requested care because it was necessary for them
to go to work. Many of these were wives of men entering military service
and with others, the increased living cost had made the existing family
income too low to maintain decent living standards.

The facts as to the mothers' employment were not given on 107 of
the requests. In 40 of these, desire for nursery school experience for
the child was given for the reason for the request. In 14, the mother was
mentally or physically unfit to care for her child. Of the remaining 53,
it is probable that the mother was employed, and the agency reporting the
request failed to record that fact.

There were 158, or 24 per cent of the mothers, included in the 664
requests, who were the sole wage earners. Not only are these mothers doing essential work, but their unemployment would throw the burden of the support of their families on private or public charity. Of the 204 Federal employees, 32 per cent of the women were sole wage earners.

Forty-five others were the wives of men in military service; even with dependency allotments these wives must work, if their children are to be given decent care and financial independence be maintained.

In 257, or 60 per cent of the families, the income of the husband was below the standard set by the United States Department of Agriculture as the minimum budget for a family in the District of Columbia. Not only are women workers needed, but 7 per cent of the women needed work.

Ability to pay.—The analysis of requests as to the ability of the parents to pay for cost of care indicated that the employed mothers were able and willing to assume a substantial part of the cost of care. On 133 blanks, the reporting agencies did not record the facts as to the ability to pay. On the 511 reporting:

Three per cent could pay $10.00 or more per week, the full cost.
27 per cent could pay from $5.00 to $10.00 per week.
30 per cent could pay $5.00 to $5.00 per week.
30 per cent could pay $1.00 or less per week.
10 per cent felt they could pay nothing.

While 30 per cent could pay approximately the full cost of care, for the majority the full cost would be prohibitive. The typical salary scale for Federal employees requesting care was $1440 per year, with some as low as $1050. With a weekly income of $25.00 to $28.00, obviously only a few dollars could be paid for day care. Fees in day care centers must be on a sliding scale, adjusted to the mothers' ability to pay.

Since the survey was conducted primarily through nursery schools, and
in terms of nursery school facilities, 61 per cent of the requests were for children of nursery school age. Eight per cent were for five-year-olds, who were presumably in kindergarten. Fifteen per cent of the requests were for the care of infants for whom some type of care other than group care must be provided, and the remainder, 13 per cent, were of school age.

The blanks were filled out before the extension of Federal working hours, so most of the requests were for hours not earlier than 7:30 A. M. or later than 6:00 P. M. However, 3 per cent needed care earlier than 7:30 and 6 per cent needed care later than 6:00 P. M., enough to indicate that a 7:00 A. M. to 7:00 P. M. day must be provided.¹

This summary gives an all-over picture of the need for services for children in the District of Columbia.

Training For the Volunteer

The Council of Social agencies, through the cooperation of the Emergency Committee of Young Children, the Civilian Defense Volunteer Bureau, the American Women's Volunteer Services, the Women's Auxiliary of the Congress of Industrial Organizations, and the Association of Childhood Education, initiated a training course in child care for volunteers in Washington, D. C.² Volunteers were asked to give three

¹Summary and Analysis of the above Surveys were made by Mrs. Henry P. Chandler, Chairman, Child Care and Protection Committee. This information was taken from unpublished material compiled by the Council of Social Agencies and the Day Care Administrative Office, Child Care and Protection Committee of the Civilian Mobilization Division of the Office of Metropolitan Area Civilian Defense.

half days per week in a day care center after the training period.

The Northwest Settlement House and its day nursery served as an experimental station for the training of volunteers for the Negro centers. The Southeast Settlement House and the Northwest House for Negroes have curtailed their group work and club activities for an all-out program of day care for children of working mothers so as to meet the emergency need in their sections.

The subject of volunteers is being stressed by social workers today. The day nursery is emphasizing them because of its urgent need for additional service. There are nurseries which find it extremely difficult to secure the services of volunteers, and the question was raised whether national agencies can stimulate interest in nursery work. Many nurseries feel, on the other hand, that the use of volunteers creates a problem -- a problem resulting alike from their lack of training and experience, and the fact that they were not always dependable. The question facing the group, therefore, was how to arouse the interest of volunteers so as to conserve to the utmost the time and energy of the professional worker.¹

¹"The Volunteer Job," Round Table Discussion, The Second Annual Conference, National Association of Day Nurseries, (New York City, November, 1940).
CHAPTER IV

DAY NURSERY STANDARDS IN THREE NEGRO SETTLEMENT HOUSES
IN WASHINGTON, D. C.

Personnel

The board and the executive.--The board is, after all, the beginning of every privately organized day nursery.

It stands to reason that in the long run, every day nursery is as progressive in its program, as sound in its finance, and as successful in its administration as its board of directors is progressive and strong and effective. Speaking in terms of functioning, not in terms of personalities, it sometimes happens that the board is strong and the staff less effective. Sometimes the board functions less effectively and the staff is strong. In both these instances the administrative picture is uneven. The board will, of course, choose the type of executive who fits into the picture of what they want.1

The day nurseries of this study are set up in private agencies. In a settlement house setting, a day nursery has at its head the executive of the settlement. This executive, with the confidence of her board, her staff, and the community, organizes and administers the day nursery.

Inasmuch as the three day nurseries studied are similar in organization, the writer will not attempt to discuss them separately, except at those points where comparison may be enlightening.

Nursery teachers.--The staffs of these day nurseries consist of at least two full time paid workers. All of these workers are college

1 Margaret B. Pierce, "Day Nursery Administration," Second Annual Conference, National Association of Day Nurseries, Round Table Discussion, (New York City, November 14, 1940).
graduates and in one instance a graduate of a school of social work. These nursery teachers have daily charge of the children in the day nursery. They attempt to create the environment, encourage constructive growth, and lay a foundation for good habits, attitudes and individual satisfactions.

The staffs of these agencies exercise their abilities, as far as possible, in keeping with the standards described by the Subcommittee on Standards and Services for Day Care.

A director or person in charge of a group (not more than 30 children, 2-5 years of age) who has the personality and training and experience that enable her --

To understand what can be expected of children at different age levels within the pre-school period and to recognize individual needs, physical, mental and emotional;

To plan a program that will include the physical care as well as the guidance needed by individual children and that at the same time will offer opportunities for the development of the group;

To offer opportunities to the children for music, conversation, poetry, stories, work with materials, group play, etc.;

To provide wise discipline. This implies an adult-child relationship including warmth and affection as well as firmness and consistency;

To consider the varying home backgrounds of the children and to work closely with the parents;

To recognize family needs and to help the parents find ways to meet them in cooperation with other agencies;

To understand any emergency conditions under which the children may be living and to adapt the program to fit these conditions;

To fit the activity of the group into the program, regulations, etc., of the organization with which it is connected and into the community program of which it is a part.

Part-time and student workers.--Part-time workers, student workers

1 Children's Bureau, Standards for Day Care of Children of Working Mothers, (Washington, 1942), pp. 2-3.
and other volunteers are used as assistants to the staff members. Their assistance is needed so that children are never left without supervision by some responsible adult and so that any emergency situation can be handled adequately. The staff members supervise the activities of the additional help and give them duties that will not have a detrimental effect upon the child's development. According to the standards, additional personnel is needed so that:

Children are never left without supervision by some responsible adult.
Time can be allowed for children to learn to do things for themselves.
An atmosphere of ease and freedom from tension can be maintained.
Spontaneous activities of the children can be carried out and given the guidance needed.
Any emergency situation can be handled adequately.  

Other personnel.--Other personnel of the day nurseries includes the dietician, housekeeper, janitor and office clerk or secretary. An important role is played by each. Proper nutrition, adequate food for meals and the careful preparation of food for the children is the responsibility of the dietician. The housekeeper sees to it that the place is kept clean and in order and supplies linen for sleeping. The janitor does the cleaning for each of the settlement buildings and runs the furnace. In the office, the secretary takes care of all the records and financial reports turned over to her by the nursery teachers. Complete staff participation is stressed. A point is made to see that the cook and janitor feel themselves definitely a part of the staff.

1 Children's Bureau, Standards for Day Care of Children of Working Mothers, (Washington, 1942), p. 4.
Housing Facilities

Location and space.--The day nurseries studied are housed in the settlements which are located in different sections of the city. Indoor space includes not less than two large rooms, solely for nursery use, in each of the settlements. One of the nurseries now has four rooms. The same space used for indoor play is also used for sleeping; this is possible because movable folding beds are used.

Each nursery has one large washroom and toilet. In these lavatories there are several wash basins, one or more bath tubs, and two or more toilets.

Locker space is provided for the wraps and clothes, and an isolation room for unexpected cases of sickness. The kitchen, where the food is prepared for the children, is used by the settlement houses generally and is adequate to serve the nurseries.

These features conform favorably with those set up by the standards of the Children's Bureau:

1. Location -- In a safe and convenient place. This will be:
   - Usually on ground or first floor.
   - Never above second floor unless in completely fire proof building.
   - Never in a basement room more than 3 feet below surface.
   - Floor must be damp proof.

2. Safety and Sanitation -- Conforming to state and local building, sanitation and fire laws. If these are inadequate, safe standards should be maintained by the group.

3. Construction -- Building should be so constructed that it is dry; that windows and doors, stove and pipes, are protected; that screening is provided in the fly season; and that the floor is free from splinters, is easily cleaned, and is warm.

4. Play Space -- Such space (indoors and outdoors) as allows children to carry on the activities suitable to their stage of development in all types of weather, without being in each other's way or being constantly forced into crowded groups. This will usually require:
   - Indoors: 35 square feet of floor space per child exclusive
of halls, baths, and kitchens.

Cut doors:
(1) A minimum of 75 square feet per child.
(2) Both shade and sunshine available during part of the morning and afternoon.
(3) Surface such that at least part can be used in wet weather.
(4) Adequate protection from hazards, such as traffic, dangerous playthings, etc.
(5) Light and Ventilation -- In order to have sufficient light, air and ventilation, it is necessary to have:
Ratio of glass area to floor area at least 1 to 4.
Rooms that do not require artificial light except occasionally.
Revision for ventilation by either an adequate mechanical system or windows that can be opened at the top.
300 cubic feet of air space per child indoors.1

Equipment

Indoor and outdoor equipment.--Indoor equipment consists of tables, chairs, folding beds, eating equipment and lockers. These have been built to accommodate the small people served. On the playgrounds such equipment as slide boards, sandboxes, jungle jims, incline boards and see-saws are available.

According to the standards, equipment should be safe, accessible to the children, and should allow for activities appropriate to the stage of development of the children.

1. Play Equipment.
   - Should be so constructed that there are no sharp, rough, loose or pointed parts that might injure the child in play. Paint should be lead free.
   - Should include:
     1. Materials both indoors and out that allow for large muscle activity, such as swings, boards, boxes, bags, something to climb, things that can be pushed and pulled.
     2. Raw material that can be manipulated and experimented with and used for creative activity, such as sand, stones, clay,

---

1Children's Bureau, Standards for Day Care for Children of Working Mothers, Publication 224, pp. 7-8.
3. Things that in common daily activities can be played out and by which children can get acquainted with the world around them and learn to play together, such as dolls, dishes, housekeeping equipment, toy furniture, pieces of cloth, trains, airplanes, gardening tools and toy animals.

4. Material for esthetic experience and enjoyment; such as books, pictures, music.

5. Pets that can be played with and cared for.

   Should be stored in such a way that child can select his play materials and put them away when finished.

The day nurseries in this study have all of the above equipment except pets that can be played with and cared for. They do not have pets for the children to play with because there are no provisions for their maintenance. Moreover, there is still controversy as to small children having pets in situations where they cannot receive individual supervision.

   Equipment for routine procedures, such as eating, sleeping, toileting, and dressing can also be described as conforming to the standards.

2. Equipment for Routine Procedures.

   Eating: Provision should be made for comfort during meals and for development of good food habits. This requires:

   1. Tables and chairs of the proper height and size. Feet should rest on the floor.
   2. Adequate eating equipment that the child can handle easily.
   3. Eating (if time is spent in group longer than three hours), There should be space and equipment so that each child can secure adequate rest and develop good eating habits. This means:

      1. A washable cot for each child.
      2. Sleeping garments (parents often supply these).
      3. Individual sheets.
      4. Individual and adequate covers when covers are necessary.
      5. Sanitary storage space for cats and equipment, if separate sleeping room is not provided.
      2. Space to allow at least 2 feet on all sides of cot except where it is in contact with wall.

   Toileting:

   1. There should be minimum of one toilet to 10 children, and one basin to 7 children.
   2. Toilets should be suitable in height and size, or so equipped

---

Children's Bureau, Standards for Day Care of Children of Working Mothers, Bureau Publication 234, 1942, p. 8.
to be easily reached by the children.
3. Toilet seats should be of open-front type, if possible.
4. Individual toilet articles and facilities for keeping them separate should be provided.

Dressing:
Space should be provided where the child can learn to care for his own clothing. This requires:
1. Hooks that he can reach.
2. Partitions to keep clothing separate.
3. Space enough to allow him to learn to manipulate his outdoor clothing himself.
4. Space for such additional clothing as is kept at school.¹

In comparing the facilities of the three day nurseries studied, with the above standards, these inadequacies exist:

The Northwest Settlement House Nursery has a space problem. The basement room has to be used for sleeping, where the folding cots are put up. According to the standards, a basement room more than three feet below the surface should never be used.

The Southwest House has the problem of space and limited equipment. Each child does not have his own folding bed. The children must sleep two to a cot, because of the lack of space. This is objectionable; the standards state that each child should have his own folding cot.

As far as space and sleeping equipment are concerned, the Southeast House comes nearer to conforming to the standards than the other two agencies.

¹ Children's Bureau, Standards for Day Care of Children of Working Mothers, Bureau Publication 264, 1942, pp. 9-10.
CHAPTER V

SCAPE OF THE PROGRAMS

It must be made clear that a day nursery is different from a nursery school. A day nursery is:

Primarily a welfare, not an educational, agency. Its basis for admission is family need, not the educational needs of the individual child. It keeps the child all day, whereas the nursery school does not. Its atmosphere is, therefore, more intimate, more like the home atmosphere. In its developmental program with the children, the day nursery makes use of nursery school techniques.1

Each nursery in this study is a member of the Community Chest and is, therefore, a day nursery and not a nursery school.

Intake Procedure

The application rate is necessarily high at these day nurseries, and since the facilities for care can only accommodate a limited number of children, the agencies are under pressure to be most selective in their intake policies.

Application rate. — In 1942, the Southeast House received 103 applications for day nursery care. The next highest number was received in 1942 by the Northwest Settlement, which received 89. This total contrasted with the fact that these nurseries can serve only 30 children daily at the Southeast House and 23 at the Northwest House, reveals the high rate at which applicants had to be rejected, referred, or put on a waiting list. Applicants have remained on such waiting lists for as long a period as one year.

It is obvious at this point that case work service is needed for the families of these nurseries. According to the standards this service is needed:

For making decisions in regard to admission, for family counseling, for continuing contacts with parents, and for community integration.

These services may be performed in a variety of ways. In some cases, community-wide counseling services will be available as part of the general day care program of the community. In other cases, counseling services may be attached to individual centers as part of their over-all and continuous social service to families. In all instances the person directly in charge of the children should be able, by virtue of her training and experience, to maintain a desirable relationship with parents and with the community.1

Case work, then, is essential, especially at intake where kinds of cases to be accepted or rejected, regulation of fees, and other policies are determined.

Application interview.—The staffs and executives of these day nurseries attempt to meet this need through interviews with the parents, home visiting, and referrals to family agencies or other resources in the community. They have little time to give to this type of service and they have had no special training for it.

The general purpose of the first interview is three-fold in nature — to obtain an understanding of the needs involved and the parents' proposed solution to them; to offer assistance in the formulation of a plan, whether or not it may entail nursery care; to consider alternative plans with the family. It is important to gain some beginning understanding of the familial structure, and the personalities of mother, father, children, and their inter-relationships, and to establish a working hypothesis as to the way each member will be affected by nursery care. Concurrent with this objective is that of

---

1Children's Bureau, Standards for Day Care of Children of Working Mothers, (February, 1942), p.7.
considering with the parents, usually represented by the mother, the connotations of various aspects of the situation. Of primary consideration is that of whether or not the mother will be able to add the burden of outside employment to the responsibility for care of the home and yet retain her physical and emotional health. If this does not seem possible, alternatives should be discussed.  

Description of Families

Marital and economic status.—The mothers who use the day nurseries in this study are the sole support of their families, such as widows, deserted or divorced wives, unmarried mothers, and women whose husbands are unemployed or who are earning insufficient incomes.

For the most part, these mothers are daily domestic workers, though there are a few waitresses and Government workers. Their incomes range from $40.00 per month to $120.00 per month.

Ability to pay.—The fees charged by the agencies vary with the financial resources of the families, so as to safeguard the interests of those unable to pay. From some families, fees collected are as low as ten cents per day, others pay twenty-five cents per day. In a few instances families are not able to pay anything at all.

Reasons for seeking service.—Various reasons are given by parents seeking day nursery care.

For many mothers deprived of support for themselves and children by loss of the husband through death or separation, employment has seemed a financial necessity. Others, whose husbands are a part of the family group, employed and contributing to the maintenance of the home, may nevertheless have wished to retain or to gain a standard of living that seemed to them essential to their happiness and the welfare of their children. Many mothers

eligible for public assistance may have preferred employment because it yielded a more comfortable living and carried with it none of the "stigma" of relief.\(^1\)

**Daily Program**

**Days and hours covered.**—The day nurseries operate five days a week. The Southeast House nursery covers the hours from 7:30 A. M. to 5:30 P. M. The Northwest nursery and the Southwest nursery are open from 8:00 A. M. to 5:00 P. M.

**Type of children.**—Only children between the ages of two and five years are accepted. These children are of the type found in any day nursery. They seem to fall into the first group listed by Gerald H. Pearson, M. D., in his discussion of types of children in a day nursery. Young children who have to be separated from the parents during the day because there is only one parent and that parent must work in order to support the family, or because both parents must work to have an adequate income.\(^2\)

Dr. Pearson also states:

The day nursery, therefore, tends to deal not with an average group of young children but with a group containing a higher percentage of children who already have emotional disorders or whose situation is one that is conducive to the development of emotional maladjustments.\(^3\)

**Entrance requirements.**—The need for a sound foundation on which to

---


\(^3\) Ibid., p. 310.
build for the years ahead is recognized by each of the nurseries studied. This is evidenced by their entrance health requirements, which include a complete physical examination in addition to vaccination, for small pox, and immunization against diphtheria.

Guarding against contagious and communicable diseases and teaching the necessity of simple habits of health is part of the daily routine. Each child has his own wash cloth, toothbrush, and bed linens. Every care is taken to keep them separate and sanitary. If a child is ill or shows signs of illness during or after the morning check-up, he is isolated immediately from the rest of the children and a physician or nurse is called in to examine him. Recommendations by physicians for the correction of physical defects are also followed up by these agencies.

The enrollment at the Southeast Nursery is 30 children. The Northwest House has 23, and Southwest Nursery has 15.

**Daily activities.—** The general daily activity procedure followed in these agencies is as follows:

- **7:30-9:00** Arrival and physical inspection. Cod liver oil and fruit juice.
- **9:00-9:30** Free play period.
- **9:30-10:00** Toileting.
- **10:00-11:00** Outdoor play.
  - Indoor play (Interest groups)
    - Clay groups
    - Paint groups
    - Paper doll groups
    - Block groups
- **11:00-11:35** Wash-up, toileting and rest.
- **11:30-12:00** Story time or music and rhythm games.
- **12:00-12:30** Mid-day meal.
- **12:30-2:30** Afternoon nap.
2:30-3:00  Toileting.
3:00-4:30  Milk time.
3:30-4:00  Outdoor or indoor free play.
5:00-6:30  Preparation for home.

This schedule is arranged so as to make for greater emphasis on the
cell's own personality development.

In recent years we have seen a further extension of the day
nursery's interest in the child. This extension has carried
its concern beyond medical, nutritional, recreational, and
material services -- into a concern for the social and personal
adjustment of the child. With this extension of interest has
come the development of programs within the day nursery direct-
ed toward providing, not only opportunity for play along with
supervision (in the sense of adult discipline imposed to assure
a peaceful atmoher), but also toward helping the child to
learn to enter into play activities in such a way that his
capacity for establishing satisfactory and productive group
relationships is developed. This interest quite naturally has
involved an understanding of the child's own personality and
has resulted in a growing interest in the handling of various
difficulties in his personal adjustments. 1

One full meal is served each day and milk and fruit juice at
different intervals. Special feeding is given to undernourished
children who have special dietary deficiencies. Cod liver oil and
plenty of milk is relied upon in most cases.

Use of volunteers.--Volunteers are used to take children to the
clinic, arrange parties, serve meals, play piano for children's games,
toileting and other such activities.

Parent participation.--Contact with the parents when they bring and
call for the children daily gives the nursery teacher opportunity to ex-
plain to them points of the nursery procedure, the clothing of the child,

and other needs presented by the child during the day.

Three forms of service—social welfare, health, and education enter into all day care, whatever the type of care may be. The service given must have as its focal point the family home. The individual child cannot be given the guidance and care he needs unless there is understanding of the conditions under which he has lived and the home to which he returns at night. The child's parents should participate in making the plans for care and should remain in partnership with the agency in providing care. This is the special responsibility of social service.

Monthly social evenings at the agencies that bring the mothers together to form friendships and to have fun in general develop a liaison between the parents and the agency. At these gatherings the staff members attempt to assure the parents understanding of the child's progress in the nursery and they encourage participation for planning the child's future.

Record Keeping

One case record is kept for the child while he is in the nursery and another is kept for the family. These records include the facts of the situation, such as reasons why the family is using the day nursery service. Information about the family is secured either directly from the family during an interview or from reports from other agencies. All of the families are cleared with the Social Service Exchange. Included in the record also is the important elements of the child's behavior while in the nursery and progress in his development; the attitude of the parents toward child's problems, and how they are cooperating with the agency.

CHAPTER VI

CONSIDERATION OF EXPANSION AND IMPROVEMENT

Valuable Factors

It is the consensus of opinion of all groups concerned with provisions for day care of children that existing facilities should be utilized to the fullest extent.

There are many factors which are favorable in considering the practicability of expansion and improvement of the day nurseries in this study.

Location.—To begin with, the location of the settlements in the different sections of the city is advantageous in that they are available to mothers living in these sections. Unless transportation is provided, the location of the day care center is a vital factor to the parent who has to bring and call for the child before and after work.

In order to be within reach of the mothers before and after their work, day care centers should be located so that an undue amount of time, energy, and travel cost is not involved.1

Administrative experience.—The administrative experience of these day nurseries already set up is another valuable asset in planning for extension of the services. Each day nursery in this study has been operating for over two years.

Under the present programs, no additional children can be served. However, if the present facilities are expanded, a large number of additional children could be served.

---

Factors Involved in Expanding

To begin with, such inadequacies as those of space, equipment, and resources, and personnel, necessarily must receive attention. The Northwest House day nursery faces lack of space as its most outstanding problem.

Available funds.—Equipment and resources can be obtained through the Landrum Committee Facilities Fund, which is available to private agencies.

Volunteers.—Personnel is a problem to most social welfare agencies today. Obviously, the best solution to this problem in the day nursery is the use of the volunteer, because of the urgent need of additional service. Training courses for volunteers must be provided so as to give the volunteer some background for the work which does not stop with custodial care.

Extension of hours.—The hours of service of these day nurseries need to be extended. Twelve-hour service, six days per week, is indicated. Already requests for longer hours have been made.

In the initial stages, we were justified in believing that day care was needed, for the most part, during normal working hours. But as industrial production was increased by the addition of new shifts, women, as the newest employees, were most frequently assigned to odd hours or to night work. Because our existing day care programs were seldom adapted to such schedules, we found ourselves in the position of violating our own conviction that services must meet needs, rather than that needs adjust themselves somehow to the services that are provided. Day care centers that operated five days a week did not necessarily solve the problems of mothers who worked six days, and centers open from 9:00 A.M. to 5:00 P.M. and to midnight.

Standards.--The advisability of extending the services is dependent upon the standard of care in regard to the plants, number and qualifications of staff, daily plan of care, health supervision, educational methods and social services. The discussion in Chapters IV and V gives a clear picture of the standards of care in these agencies.

Case work service.--The most outstanding limitation of the day nursery programs presented in this study is the absence of case work service for the families. This is most significant at the point of intake and the application interview.

Experience with day nursery intake re-emphasized the old principle that one must look beyond and behind the immediate request made by the parent. Is nursery care what he is really seeking, or is he looking for some other kind of help?2

Therefore, case work service should be provided, either from available community resources or attached to the service of the individual agencies.

---

CHAPTER VII

SUMMARY AND CONCLUSIONS

As a part of the planning during wartime, the day care program is being organized to meet the need in defense areas. War conditions have accelerated very rapidly the employment of women in industry and war production plants. This has intensified the need for day care for children of working mothers.

The Federal Government, labor and community agencies in social welfare, all are uniting their efforts to safeguard the children of working mothers, for these are the strength of the nation.

In Washington, D. C., where a tremendous population influx has occurred, more rapidly than the city has been able to make necessary adjustments, serious day care problems have developed.

This study of three day nurseries in Negro Settlement Houses in Washington, D. C., reveals:

1. The three Settlement Houses are located in three different sections of the city, where Negroes live in large numbers. These sections are: Southeast, Northwest, and Southwest. The settlements take their names from these districts.

2. The Settlements have building facilities which are classed as modern. However, in the buildings other activities than day care of children are conducted.

3. The day care period is in general from 8:00 A. M. to 5:00 P. M. One settlement does remain open as late as 5:30 P. M. In general, this time schedule does not cover the various work periods in which mothers may
be employed and away from their children.

4. Two surveys made by planning groups in Washington, D.C., of Negro families, indicate an increased need for day care provisions for the children of Negro working women.

5. Two of the three settlements studied report that during the year 1942 they had received a total of 177 applications. Of this number only 53 could be accommodated. This high rate of applications definitely shows that a large number of rejections and referrals were necessary.

6. Each of the nurseries reported a long waiting list.

7. An examination of the day nursery personnel and program shows that in general the standards of day care are adequately met. There is, however, a striking lack in contacts made with the families of the children. This suggests that the case work and counseling services of the community need to be utilized. Furthermore, an analysis of the marital status and incomes of the families shows a need for developing some different practices in respect to established fees and health and emotional difficulties of the children.

8. Two of the Settlements reported lacks in equipment and space. One Settlement has recently turned over all of its facilities to provide day care services. Since it is now possible to secure Federal moneys to promote and operate expansion programs in agencies for day care, this study suggests that these agencies should take advantage of such moneys.
APPENDIX
QUESTIONNAIRE

DATE________________________

NAME________________________________________

ADDRESS____________________________________________________________________

THE DAY NURSERY

Amount of money used for the support of the Day Nursery in
1940__________________ 1941__________________ 1942__________________

Other Agency connections____________________________________________________

Fee charged per child this year____ Two years ago_____________________________

How many days a week is the Day Nursery open this year?_______________________

Two years ago?____ What hours are covered daily this year?_____________________

Two years ago?________________________________________________________________

PERSONNEL

Number of full-time workers in 1940______ Part-time workers______________

Student workers______ Volunteers______ Number of full-time workers in
1941______ Part-time workers______ Student workers______ Volunteers______.

Number of full-time workers in 1942______ Part-time workers______ Student
workers______ Volunteers______ . Do you have a dietician?_____________________

How long have you had a dietician?__________________________

TRAINING OF STAFF

Graduates of a School of Social Work______ College graduates_______

Students of a School of Social Work_______ Others____________________

HOUSING FACILITIES

No. of rooms in the Settlement used for the Day Nursery Now____ Two years
ago____ No. of wash-rooms used now____ Two years ago_____________________

No. of beds used now?____ Two years ago?_______________________________

44
What equipment do you have for the Nursery playground now?  

Two years ago?  

What additional Nursery facilities have you received in the past two years?  

SCOPE OF PROGRAM

What are your entrance requirements or intake policies?  

Have these been changed or modified in the past two years?  

No. of families served this year? Two years ago  No. of children enrolled this year? Two years ago?  What age span do you serve this year? Two years ago? No. of applications received for entrance this year? Last year? To years ago?  What is the largest number of applications received in one week this year? Two years ago?  How many rejections have you made this year? Two years ago?  Longest period of time any applicant has remained on waiting list?  Give reason  

To what extent has home visiting been done?  

Purposes?
What type of record is kept? (Check below)

Do you serve families outside of your particular community or area? _____
If so, how many? _____ Has this true two years ago? _______________________

DESCRIPTION OF FAMILIES

What is the lowest income made per month by any family you are serving? _____
What is the highest? _____ How many of the parents or guardians are not able to pay the fees? _____ No. of families that are married? _____ Un-married? _____ Separated or divorced? _______________________

DAILY PROGRAM

Name the daily activities or give the daily schedule followed in the Day Nursery

____________________________________________________________________
____________________________________________________________________
____________________________________________________________________
____________________________________________________________________

How has this been changed or modified in the past two years? ______________

____________________________________________________________________
____________________________________________________________________
____________________________________________________________________

How many meals do you serve each day? _____ Any special feeding for under-nourished children? _____ Give details ______________________________________________________________________

____________________________________________________________________

NEED FOR EXPANSION OR IMPROVEMENT

Name the chief difficulties you have encountered in the conduct of your Day Nursery, under the following headings:

Inadequacy of equipment ______________________________________________________________________

____________________________________________________________________

Inadequacy of space ______________________________________________________________________
Inadequacy of resources

Other difficulties

How many requests for after school Day Care have you received this year?

Two years ago? How many requests for longer hours per day or more days per week have you had this year? Two years ago?

Have you noticed any changes in requests due to the war situation?

Explain

Do you plan to expand or improve your present set-up?

To what extent?
BIBLIOGRAPHY

Bulletins and Reports

Second Annual Conference, National Association for Day Nurseries. New York City: November, 1940.


Articles


"Day Care in the News," The Child-Monthly Bulletin, VII, 3 (September, 1942), 4d.


Unpublished Material


"Analysis of Requests for Day Care of the Children of Working Mothers," Compiled by the Council of Social Agencies from January 1 to August 15, 1942.