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THIS DISSERTATION HAS BEEN MICROFILMED EXACTLY AS RECEIVED
A DESCRIPTIVE AND COMPARATIVE STUDY
OF EARLY CHILDHOOD PROGRAMS
IN U.S.A.; ENGLAND AND SWEDEN

by

Carol Ann Solomchuk Pfaff

A Thesis submitted to the
Faculty of Graduate Studies
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ABSTRACT

A DESCRIPTIVE AND COMPARATIVE STUDY
OF EARLY CHILDHOOD PROGRAMS
IN U.S.A., ENGLAND AND SWEDEN

by

Carol Ann Solomchuk Pfaff

During a sabbatical year spent in Washington, D.C., London, England and Stockholm, Sweden, visits were made to Early Childhood Programs. Informal observations were made on the different approaches to the care and education of children from birth through seven years of age. With guidance and suggested visits arranged by the National Association for the Education of Young Children in Washington, the British Council in London and the Swedish Institute in Stockholm, sixty-eight visits were made. This formed the basis for a descriptive and comparative study.

The growing recognition in many parts of the world of the importance of Early Childhood Education is affected by social and political pressures in each of the countries. The desire to use Early Childhood Education as a means of reducing inequalities in educational opportunity, the increasing numbers of mothers employed outside the home, the changing role of women in society, and the awareness of the difficulties of providing adequately for the social and
intellectual needs of young children primarily within a home environment are reflected in each country's approach to the care and education of young children.

In the U.S.A., there is a wide range of care facilities and the quality differs greatly. This is a reflection of the size and complexity of the country and its differing beliefs as to who should be providing the care for children. Individual rights of states and local municipalities give the national government far less jurisdiction over issues which will affect all families and their children. The present government has set out to remove government involvement from those areas in which they believe there is a conflict with individual initiative. The prognosis for uniform high quality care for young children is not positive in the U.S.

This differs greatly from the system of care and education given in England and Sweden. England has long recognized the need to provide a system of nursery education for those who are three years of age. Since compulsory school age is five years, there is a national approach for the young child which supports a consistent philosophy for the importance of Early Childhood Education. Sweden has a socialist government which provides care for all children from six months if the parents desire. Because the country aims for full employment and equal job opportunities for both males and females, Sweden provides a uniform, high
quality care system for all children. Since compulsory school age is not until seven years of age, there are more preschool years for quality provision.

Sweden has a very supportive family insurance law which focuses on the child. Parents can have a paid combined maternity/paternity leave for a period of nine months. Employers must provide paid leave for parents of children who are ill and for one visitation day to the child’s care facility each year. Parents have the option of working a six hour day with full job security, while the child is a preschool age. Although the costs are high and taxes reflect this, there is a philosophy of child centerness which bridges the gap between the rich and poor and between educational and welfare services which is apparent in the U.S. and Britain.

A comparison is made among the countries in the areas of size and complexity, the governance of education, funding, philosophy and program, teacher preparation, facilities, play areas and parental involvement. Specific recommendations are made for Ontario, incorporating the best of the Early Childhood Education approaches which were observed in the countries visited.
ACKNOWLEDGEMENTS

I would like to acknowledge my appreciation to the Windsor Board of Education for granting me a sabbatical during the school year 1980-81. During this year, I visited the institutions and met the individuals named in Appendix A. I am indebted to those named for their helpfulness in guiding me to the sources of research information needed. But beyond this, I wish to thank them for making my stay in Washington, London and Stockholm a stimulating experience. The friendship shown me by many of these individuals made me feel welcome in unfamiliar surroundings.

My sponsoring committee has given of their time and expertise to make this thesis possible and my thanks go to Dr. Sharon Elliott, Dr. Robert Orr, and Dr. Noel Williams. Dr. Wilfred Innerd has been a dedicated advisor, and a kindred spirit in his views on the importance of Early Childhood Education.

Maria Kisch has been an able typist and has calmly completed revisions and met all the deadlines which I so anxiously requested.

I wish to thank my family and friends who were ever ready with a pat on the back and words of encouragement when this task seemed so awesome and my confidence wavered. Their support helped me complete this thesis which has been the culmination of a very memorable year.
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GLOSSARY

For the purpose of this study the following definitions are be used.

**Adventure Playground:** A play area that has not been planned, but where materials such as wood, sand, bricks, old tires, and "junk" are present for children to use imaginatively.

**Crèches:** Originally a French idea, a creche accepts babies of working mothers for the full day, but is not geared to make any educational provision for them.

**Day care centre:** A facility where a number of children of preschool age are cared for during the day. The care could cover part of the day, the whole working day or even longer periods to meet special needs of working parents. Specifications are usually government controlled.

**Disadvantaged Child:** Any child who is deprived of love, caring experiences or interactions with peers and adults that are socially, emotionally, and cognitively stimulating.

**Early Childhood Education Programs:** Group settings which are deliberately intended to effect developmental changes in children in the age range from birth through seven years of age. These are organized programs for children that supplement the home environment.

**Education Authority:** British Board of Education.
Family day care or child-minding: Refers to the placement of the child, during the day, in the home of a woman who cares for the child and several other children (often including the minder's own children). Child-minders often evade registering or licensing and financial matters are generally settled informally between them and the families.

Head Master: British principal of a Nursery or Infant School.

Integrated day: A teaching day which is not arbitrarily segmented into specific times for specific subject areas, but in which all subject areas are meshed into a theme approach; usually, utilizing activity centres within a teaching area.

Latchkey children: Children who are sent to school with keys to their homes so that they can let themselves in when their parents are not home. These children are home alone and unsupervised before and after school.

Leisure Time Centres: Swedish centres which care for and provide a program for children before and after school and during school holidays.

Nursery classes: A term used in Britain to denote special classes attached to infant schools where children of preschool age are introduced to an educational environment.

Nursery Nurses: Young women in Britain and Sweden who usually are in their later teens who have taken a two year course which qualifies them to be aides in a nursery school or nannies.
Nursery school: There are no formal lessons, but children from two to five are supervised by trained staff and given a stimulating environment in which, through self-discovery, they can broaden their outlook.

Open Preschools: Swedish neighbourhood centres where parents or guardians or sitters can bring themselves and their young children for fellowship and discussion.

Playgroups: (Parent co-operatives, Mother-Toddler clubs)
Early childhood settings in which British parents supervise and organize groups of preschool children, these are mainly part time services.

Primary Education: British, Elementary Education.

Teacher Centres: British resource centres established to aid in the professional development of the teaching staff.

Team Teaching: Two or more teachers share the teaching responsibilities for a group of students.

Toy-lending libraries: Toys which are kept in a central location and can be taken out for a period of time and returned or exchanged for another toy at the developmental level of the child.
CHAPTER I

INTRODUCTION

Background Information

During the school year 1980-81, I was granted a sabbatical leave to study Early Childhood Programs in Washington, D.C.; London, England, and Stockholm, Sweden. It was a year filled with many visits and other experiences and from these resulted varied insights. I chose the subject of Early Childhood programs after having spent twelve years involved with teaching primary children. Several of those years were teaching a preschool program and two of them were a term appointment as Primary Resource teacher, assisting and advising all primary teachers in the system. During this time, as anyone who has been involved with the care and education of young children, a recurring question remained with me -- Is there a better way?

Early Childhood courses I had taken, as well as literature on the subject had assured me that there were different approaches to the care and education of young children in other countries. My sabbatical leave provided me with the opportunity to visit three of these countries and make a descriptive, comparative study. U.S.A., England, and Sweden were chosen since these were the countries whose
progressive programs for young children had held my interest.

From September through December of 1980, I lived in Washington, D.C., visiting the National Offices of Day Care and Head Start and their many program sites in the area. Visits were made to primary classes in Washington, Virginia and Maryland. Personnel at the office of The National Association for the Education of Young Children gave me an unending list of possible contacts for further visits. Much time also was spent in research at the Library of Congress. The amount of information collected was immense.

During the spring of 1981, January through June, excluding May, I lived in London, England. The British Council was most generous and helpful in arranging many visits for me during my stay. With each of these visits, further recommendations and contacts followed. There were countless sources of information and possible visits.

During the month of May 1981, I lived in Stockholm, Sweden. As had been done for me by the British Council, the Swedish Institute acted as a liaison in arranging visitations with fellow professionals and Early Childhood Institutions. A translator was even provided when one was required, although most people I met spoke English, since this is their second language. The Swedish Institute and all these contacts made were a most valuable source of information.

Twenty-three visits were made in the Washington area,
twenty-nine visits in the London area and sixteen visits in the Stockholm area. A selection from these visits will be discussed in this thesis. Interviews and discussions with a wide range of people during the time I lived in each of these countries, have contributed to the impressions I formed and the information I gathered during my sabbatical leave.

During the last school year since returning from my sabbatical, I have undertaken to share my observations with fellow professionals. Presentations, using slides taken on my trip, have been made to the Windsor Board of Education, the Principals' and Vice Principals' Associations for the Windsor Board, the Windsor Kindergarten Association, at a professional development workshop for Windsor Compensatory Schools, and to numerous individual schools and interested teacher groups. The Federation of Women Teachers of Ontario had asked me to give workshops across the province in order to share my experiences with other women teachers. I will be writing a monthly column for F.W.T.A.O.'s newsletter which is distributed to all women teachers across the province. In sharing my observations, I would hope to generate interest in progressive educational programs involving young children.

This thesis discusses my observations in separate chapters for each of the capital cities in each of the countries visited, Chapters Two, Three and Four. Comparisons are made throughout each chapter, but Chapter
Five summarizes those differences or similarities which were most obvious during my information gathering. The final chapter in the thesis makes recommendations for Ontario to put into practice all the best of what I encountered for young children in the three countries visited.

**General Introduction to Early Childhood Programs**

Since the second world war, there has been a growing recognition in many parts of the world of the importance of Early Childhood Education¹. Concern with the needs of young children is by no means a recent phenomenon, but social and political pressures have contributed to a re-awakening of interest in the expansion of educational opportunities for children before entry into formal schooling.² These pressures have included the desire to use Early Childhood Education as a means of reducing inequalities in educational opportunity and of giving socially disadvantaged children a better start in life.³ Other pressures stem from the increasing numbers of mothers of young children taking up employment outside the home, the changing attitudes of

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women to their own role in society, and the difficulties
experienced in providing adequately for the social and
intellectual needs of young children primarily within the
home environment.  

Each of the countries visited by this researcher have
unique social and political pressures, as well as many
common ones. These influences are apparent in the current
philosophy and attitudes of each country towards programs
for young children from birth through age seven years of age.

During the period I was in the U.S.A. a national
election took place in which there was a change in
government. This was reflected in the discussions held with
educational, and health and welfare personnel. Their fears
of major financial cutbacks and the withdrawal of moral
support for programs involving young children have been
realized. A similar fear in Britain, reflected in the
present government's platform, was discussed with most
contacts made. It was refreshing to visit the socialist
country of Sweden where the rights of children and their
quality care are a constant, and are not affected by politi-
cal or philosophical changes. Yet, economic difficulties
have affected all countries and these are reflected in their
educational and social welfare programs.

Historically, the provision of day care was often seen
as an attempt to provide some protection for children by

4J. Miller, "The Urgency of Child Care," in Early
Childhood, ed. B. Persky and L. Golubchick (New Jersey:
providing part-time care, supervision and guidance when their families were unable to meet their needs without some assistance from the community. Day care was a marginal child welfare service which scarcely began to meet the educational needs of the children nor the complete needs of working mothers. Its expansion was barred by public attitudes concerning the motherly role and the needs of young children for close maternal supervision and attention. This restrictive state of mind left many needs unmet.

Since the end of the Second World War, a variety of ideas and movements converged, breaking down the mental and political blocks to a realistic appraisal of the facts: no matter what one's ideas about the proper place of women, people needed day care that could provide a healthy, stimulating experience for children. Among the ideas was the growing awareness that women form an important and necessary part of the labour force. Also continuing research on child development strongly indicated that a child's preschool years are crucially important for his emotional, cognitive and social development.5

In the United States, Head Start, from 1965 on, had as its primary focus the children of the poor. Its merits


See also,

and demerits have been argued extensively, particularly the long term educational benefits to these children. But Head Start did kindle government interest in financing preschool education. It directly connected child care with educational rather than custodial activities and it popularized the notion that early childhood education was appropriate for all children.

The need for a "head start" was based on the premise that given a pre-kindergarten or pre-first grade experience in a school setting, children from 'culturally deprived' homes could break the syndrome of school failure and future poverty. As we now know, the problem was more complicated and more intractable than first thought.

For example, child development research, as it began to uncover the patterns of cognitive, emotional and social development, pointed to the fact that by the time many children, at the age of four or five, reached Head Start programs, most of their potential had already been dissipated in unstimulating home environments. Head Start did indeed help some children make a better adjustment to school, but for others it served to point out the need for even earlier

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8 Idem, B. Bloom
and more prolonged educational experiences.  

Preschools and nursery schools which existed outside the Head Start program were also the beneficiaries of new theories about child development, and the successes of Head Start fed the interest middle-class parents began to have in providing solid foundations for their children's future educational accomplishments.

A statement of purpose by the National Association for the Education of Young Children reads in part:

Today's concept of early childhood education now includes nursery, kindergarten, and primary years as a psychological entity requiring consistency in the child's development of concepts, relationships and positive attitudes towards himself and his achievements. This is essential preparation for the more organized school life to follow.

Organized day care and early childhood education programs have become increasingly important in the U.S.A. The question being asked now are who will provide quality day care and preschool educational programs? And who will take the leadership in such programs? It is hoped that this thesis can provide some of the answers to these vital questions.

Britain has long been committed to programs in Early

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Childhood Education. The Plowden Report in 1967\textsuperscript{11} recommended an expansion of part time nursery education to two-thirds of all three and four year old children, with a provision for fifteen per cent full time attendance. It gave educational priority to children in areas of deprivation. The White Paper of 1972\textsuperscript{12} supported expansion of Early Childhood Education and gave credence to positive discrimination for disadvantaged children. The nursery school program, with the close co-operation of social groups and involvement of parents, was to supplement the home and concentrate on early identification of the needs of young children.

In the London area today, nursery school programs are available for the three and four year old children. The compulsory school attendance age for children in Britain is five years of age. Often these children are grouped vertically with six and seven year olds in the British Infant Schools.

The Plowden Report applauded informal classroom procedures which contrasted with the traditional forms of education which have influenced England's past.\textsuperscript{13} The key


elements of the report endorsed a wide latitude of freedom among school personnel to determine the curriculum.\textsuperscript{14} The report indicates the extent to which England's educational concepts of children's learning and motivation have been shaped by insights from contemporary developmental psychology. The concepts of Piaget and Erickson\textsuperscript{15} have been among the most potent influences in the infant school's child-centered orientation. These psychologists stressed the concept of readiness and also the development of the whole child for learning. In the schools visited in Britain, there was a greater emphasis on the child learning rather than on the child being taught. Instead of being made to learn, emphasis was on making the child want to learn. This approach required very skillful teachers for totally individualized programs. The highlight of visits in London was observing this unique approach to educating young children.

The educational philosophy of Sweden recognizes the responsibility of national, regional and local governments to insure, through their social policies, that everyone be given the maximum amount of freedom to develop himself to his or her fullest potential and thereby benefit society. In education, this has meant a rethinking and

\textsuperscript{14} Idem, \textit{Children and Their Primary Schools}, p. 332.

\textsuperscript{15} Ibid., p. 192.
Restructuring of the entire school system. In 1946, a commission asserted that education was too important to be left to educational experts. The educational system is a potent agent for social policies and in particular to ideals of social equality and co-operation on one hand and developing of individual talent on the other.

The government saw the function of preschool education to be, not just caring for children, but also providing an integral part of the whole scheme of social development. The plan is that all children, whose parents so desire, will be able to attend a childcare centre. The preschool is seen as an upward extension of the home, not a downward extension of the school. One of the main reasons for this is the great need in Sweden for socio-emotional contact between small children, since over 40% of families in Sweden are one child families.

The approach observed in the care and educational centres visited involved a concentration on the socio-emotional development of the child, with appropriate developmental tasks being undertaken. Specific content of knowledge is not its aim, although, there is a real need to perpetuate Swedish culture despite a declining population. Emphasis on learning how to learn is stressed. Instruction is in line with the child's natural cognitive development.

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and maturation.

The Swedish children can come to the care centres when they are six months old. Since children do not enter the formalized school program until seven years of age, many children attend in these home-like care centres for many years.

Many laws, unique to Sweden, help support family life and provide maximum quality care for young children. These laws, encompass everything from a children's ombudsman, to legislation which guarantees children play areas of specific size in each community. Sweden is indeed an interesting country and it seems Swedish children and their families are fortunate to have a government whose programs support their needs.

Methodology

My principal method of investigation involved visits in and around the capital cities of each of the three countries. Time was spent in reviewing recent literature on Early Childhood Education at the Library of Congress in Washington, D.C. Contact was made with the appropriate educational authorities in order to gather the specific information required. This was done with assistance from The National Association for the Education of Young Children in Washington, D.C. Guidance was given by the British Council in London, England and the Swedish Institute in Stockholm, Sweden. From my initial contacts with these institutions and the visits which they arranged for me,
a web of further contacts resulted.

First hand visits to classrooms, discussions with administrators, teachers, volunteers, aides, children and parents, were major sources of information. Slides were taken on all classroom visits and have been used extensively in presentations to interested professionals locally and in many areas throughout the province of Ontario. A journal was kept recording all impressions experienced during visits made.

In order to form a common basis for comparison, on each visit information in certain areas was collected, as systematically as possible. This data was obtained usually by means of informal observation. I noted variables characteristic of both children and parents served by the Early Childhood program, such as age, socio-economic background, ethnicity and language. Characteristics of teachers and other assisting adults were noted, such as, teaching style, teacher attitudes and beliefs, teacher training, teacher satisfaction and credentialing patterns. The philosophical orientation of the day care and the school communities as it was made apparent by expressed values, goals and objectives was recorded. Observations were made concerning parent involvement in central, or peripheral, decision-making concerning the operations of Early Childhood Education programs for their children.

Administrative factors and sponsorship were noted such as, size of program, distribution of authority, staff morale,
staff leadership, involvement of public or private agencies and funding of programs. I observed the physical facilities including neighbourhood and location, amount and type of spaces, outdoor or indoor facilities and their accessibility. I made note of curriculum, program environment as it responded and encouraged children's initiative, and made allowances for diversity in behaviour and progress. I was interested in seeing the materials used and the activities in which children were engaged. Characteristics of the interpersonal environment were observed, especially in regard to the role of the teacher in the classroom and the children's response to the environment and to the teacher, and program organization.

Limitations

One limitation encountered was the difficulty in establishing all appropriate contacts. The British Council and the Swedish Institute set up visits with many key professionals and organizations but there is no doubt that there were other sources of expertise which were not used. In Washington, initial contact was made with N.A.E.Y.C. from which other visits arose but the number of possibilities was immense. There was the danger of a narrow perspective by those arranging visits and also with the researcher's own personal contacts. A wider selection of educational institutions would have been desirable but due to time, location and personnel, as well as financial considerations, this was not possible.
The thrust of this descriptive study was to ascertain each country's approach to the care and education of its young children. This was limited by the fact that I only visited those programs which were within reasonable reach of the three capital cities.

However, it was my assumption that what I observed in each of the capital cities was reasonably representative of what was happening elsewhere in each of the countries. In so far as this assumption is correct, so will the picture of each country be correct.

The focus throughout was on those programs for the majority of children and did not concentrate on special need programs set up for children with special handicaps or learning disabilities. These are mentioned by exception only and when I was especially impressed with a unique program offered.
CHAPTER II

THE UNITED STATES: WASHINGTON, D.C.

Historical Background and Current Legislation

The history of day care in the United States reveals a long, if intermittent, string of legislation. Various conceptions of the role of the family and, more specifically, the role of the mother emerge.

Although the history of day care as a public institution goes back to the early part of the 19th century, Margaret O'Brien Steinfels wrote in 1973 of a shadowy past and indecisive present (that) are united in one fact: The vast need for day care has never been adequately met. Underlying the persistent unwillingness to recognize that need and the continuing reluctance to spend the money for good day care is a profound ambivalence surrounding the proposition that the child rearing tasks of parents can be shared with others.

That sentiment was shared by Bernard Greenblatt.

The modern state seems ambivalent toward the family. It increasingly assumes familial functions but is repelled by the increasing costs of these functions.

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These statements highlight a distinct difference in philosophy between the U.S. on the one hand, and Sweden and England on the other, where there are much greater commitments to day care. A further indication of the ambivalence is evidenced by Steinfels' statement,

The history of day care has yet to be written. The fact that hundreds of graduate students have yet to produce the corresponding number of monographs on day care and child care, as they have on the great debate over the creation of a National Bank, or the burning issue of whether Teddy Roosevelt deserved to lose the nomination of his party in 1912, is a sign both of the nascent state of American social history and the low esteem in which day care, child welfare services and changes in child rearing attitudes are held, not only by historians but by the public as well.

The earliest recorded group day care in the U.S. was the Boston Infant School dating from 1828 as a service to parents and children. Its goal was to enable the former to seek employment so that the latter "would be removed from the unhappy association of want and vice and be placed under better influences." ⁴ In 1864 the New York Hospital established its Nursery for the Children of Poor Women and its goal also was to enable women to work. Both the Boston and the New York programs were for the poorest of the poor and sought to protect children from neglect. The kindergarten emphasis on child development was brought to the U.S. by German emigres in the mid-nineteenth century. Although

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³Idem, Steinfels, p. 34.

⁴Ibid., quoted in Steinfels from the Constitutions and By-Laws of the Infant School Society (Boston, 1828) p. 47.
the goals of the kindergarten were different from those of
the day nursery of that time they had a profound effect on
the latter. The idea that nurseries should provide solely
custodial care for children was thrown into doubt, because
of the influence of Friedrich Froebel, a German idealist,
who had applied his philosophical and religious ideas to the
education of young children. He had conceived of a place
for children, a kindergarten, in which the primary focus was
on education and not care.

The popularity and rapid growth of the day nursery, as
it was then called, during the 1880's and 1890's was largely
the result of social dislocation caused by increasingly
rapid industrialization and urbanization which had started
some decades before, and by a massive influx of immigrants.
Even well into the twentieth century the day nurseries were
funded, planned and operated and occasionally staffed by the
wives of wealthy men who had leisure time to do 'good works
of charity'.

Some nurseries continued to provide only custodial care
while others provided a broad range of services to children
and mothers with concern for the mother uppermost. However,
in the first two decades of the twentieth century, the in-
fluence of John Dewey's progressive educational methods,
Maria Montessori's new ideas on teaching and an emerging
knowledge base about the needs of young children led to an
increasing concern with the children themselves. Through-
out the 1920's and 1930's the day nursery attracted
professional workers especially teachers and social workers with a changing emphasis to one more consonant with social welfare and educational goals.

G. Stanley Hall is considered the father of the child study movement in the U.S. This movement which began in the 1890's has had far-reaching effects upon the approach to early childhood education. The child was studied and observed in order to determine the significant aspects of his growth and development. But this was not the only goal envisioned by Hall and his disciples. Hall's larger goal was embodied in an editorial in *The Pedagogical Seminary* in 1895:

Back of all these and other educational problems, however, are the nature and needs of the growing child and youth, and the best sign of the times that the present educational awakening has struck deep root and that the near future will see greater advance than the recent past, is the fact that American teachers are slowly realizing that the only philosophic and even rational and consistent education is ultimately based solely on a knowledge of the growth of the body's brain, and soul of the young of the human species.

The picture changed radically with the Depression, the election of Franklin Roosevelt and the ensuing legislation aimed at mitigating the impact of the Depression on the populace. The Works Project Administration in 1933 made federal and state funds available to provide jobs and also for day care for the children of working mothers. For the

first time these programs were described primarily as educational in intent and usually were located in school buildings. After the demise of the W.P.A. in the late 1930's the day nursery again declined, only to be resurrected by World War II.

The massive mobilization of men and women paradoxically brought about no conflict to the public child care scene. Controversy over who should care for the children existed before this and was to continue after the Wars. It was patriotic for women to work. To facilitate the entry of women into the war effort, the Lanham or Community Facilities Act was passed by Congress in 1941 to match on a 50-50 basis "the social service needs of war impacted areas". Thus, funds were available for a re-expansion of day care. Many of these programs were former W.P.A. nurseries. Many industries too established their own nurseries with Lanham funds.

The end of the war brought the end of the Lanham Act and the closure of twenty eight hundred centers across the United States despite the fact that many women continued to work. During the following years the numbers of working mothers steadily increased. A study by the Bureau of the Census in 1958 showed 80 per cent of children under 12 years with full time working mothers were cared for in their own homes, 8 per cent care for themselves, and 12 per cent were cared for outside their homes. Of the 12 per cent, only

6Idem, Steinfels, p. 67.
2 per cent were in a day care center. More and more children were cared for in commercial profit-making centers where there was often no outside regulation. After much lobbying, beginning in 1962 with the Public Welfare Amendments, Congress reluctantly appropriated limited day care funds. There ensued years of confusion and conflict between the Office of Child Development and the Department of Health, Education and Welfare as to whether day care should be a child-centered educational service or merely a way to get welfare mothers to work. In 1967 Congress amended the Social Security Act to provide further funds to states on a three-to-one matching basis under Title IV-A and IV-B.

The 'New Frontier' of the Kennedy era and the 'War Against Poverty' programs of the Johnson Administration helped focus on the needs of the children of the poor. Head Start began in 1965 with the broad commitment to social reform. The belief was that if the cognitive abilities and health needs of poor children could be met, then poverty might be eradicated from society. There was hope that education focusing on the total development of each child could significantly shape the very essence of society.

This increased concern for the care and education of young children can be traced to three factors: the increased concern for education followed from the considerable progress made in providing adequate welfare and health care for all young children; the writings of Hunt (1961) and
Bloom (1964) convinced many people that education offered before age 6 markedly affects later school performance, especially for the children of the poor; and in the mid 1960's the Federal Government became a willing partner with state and local education agencies in tackling the problem of education in general and early childhood education in particular.

The decade closed with the introduction into Congress by Senator Walter Mondale of a greatly expanded program of funding insuring day care services to all, wealthy or poor, with lively debate in both Houses of Congress. In 1971 both Houses passed the bill, though in altered form born of compromise. This watered-down legislation was abruptly vetoed by then President Richard Nixon who gave only a very general statement as to his belief in the sanctity of the home, that the State should not intervene in that 'sacred institution'. Paradoxically, he turned right around and introduced his own legislation providing day care funds designed to enable welfare mothers to get off the relief rolls. In essence, he was saying that all families are sacred except those who accept governmental financial assistance.

One of the last major involvements of the federal role in the development of day care involved the increased availability of federal monies and with this expansion came increasing public and government attention. Debate focused on the quality of care purchased with federal dollars. A
modified version of the 1968 Federal Interagency Day Care Requirements (FIDCR) was attached to Title XX (replacing Title IV-A) of the Social Security Act passed in October 1975. According to Miller\textsuperscript{7}, Title XX shifted responsibility for planning and priority setting from the federal government to the states, broadened eligibility requirements and even made some services available to all despite income level. In the area of day care, though, the federal government intended to retain regulatory power over standards with the inclusion of the FIDCR. Ensuing controversy led to temporary suspension of these requirements pending further study on their impact and costs. A report submitted to Congress in July 1978\textsuperscript{8} concluded that the federal regulation was appropriate but the FIDCR were in need of revision. As far as can be ascertained, Congress has not acted on the matter as yet.

With the new Reagan administration emphasizing budget cuts, lower taxes and the lessening of government involvement, it has become a bleak forecast for expanded programs in early childhood education. This is especially ironic in view of all the recent research which now exists to support early childhood programs.


\textsuperscript{8} U.S., Department of Human Development, Day Care Division, \textit{Children at the Centre, National Day Care Study} (Cambridge, 1979) p. 8.
Head Start and the Federal Presence

Head Start is one of the few government social programs in the present administration which has not yet been sacrificed in difficult economic times. Head Start most likely has been maintained due to the positive research results recently made public from longitudinal studies on the effects of preschool.

The Perry Preschool Project in Ypsilanti, Michigan is a longitudinal experiment designed to reveal the effects of early education intervention on disadvantaged young people. The study is an examination of the lives of one hundred and twenty-three poor black children from age three through fifteen years of age. The effects of the program from the data studied was that

Preschool education provided the experimental group with cognitive stimulation so that their cognitive ability was higher upon school entry than it would have been otherwise. From this initial position, they began to experience and demonstrate greater success in school: greater commitment to schooling, higher school achievement, and reinforcement of a more success-oriented role by teachers, parents, and peers. Being more strongly bound to school success, they engaged in defiant behaviour less frequently, first in the classroom and later in the community. Our prediction is that they will reap the rewards of greater school success: higher educational attainment, higher occupational status, and higher income.

The positive results of preschool programs have been born out in the past. In October 1978, a report of the

Consortium for Longitudinal Studies entitled "Lasting Effects After Preschool", also supported preschool education.

High quality early education programs are likely to benefit both low-income children and the larger society by: reducing the number of children in later costly special education programs in schools, helping children avoid grade failure, increasing children's math achievement scores at fourth grade and IQ scores at least up to age 13, and influencing aspects of children's and mothers' achievement orientation.

In 1976 the Social Research Group at George Washington University, Washington, D.C., prepared a report \textsuperscript{11} for the government which compiled the results of 69 studies since 1969 and the Office of Human Development completed a nationwide study \textsuperscript{12} to assess the effects of Head Start. The following statements summarize the results of these evaluations.

1) Most studies showed improvements in performance on standardized tests of intelligence or general ability for children attending full-year programs.

2) Full-year participants performed equal to or better than their peers when they began regular school, and


there were fewer grade retentions and special-class placements.

3) Head Start full-year programs were effective in preparing children for later reading achievement, and intelligence scores were improved.

4) Head Start positively contributes to the development of socially mature behavior.

5) Head Start facilitates child socialization.

6) When the nonacademic aspects of social competence are measured, the results, taken as a whole, suggest that Head Start children are more active, more gregarious, less inhibited, and more eager to learn than non-Head Start children.

7) Children who participated in Head Start had lower absenteeism, fewer cases of anemia, more immunizations, better nutritional practices, and better health in general than nonparticipants had.

8) Head Start parents have improved their parenting abilities and approaches to parenthood. They show satisfaction with the educational gains of their children, and highly endorse the program as being helpful to their children and to themselves.

9) Parental behavior has changed as a result of Head Start. Some studies report increased positive interactions between mothers and their children as well as
an increase in parent participation in later school programs.

10) Parents of Head Start children increased their involvement in the community during the period in which their children were in Head Start, and that involvement was likely to continue after their children entered regular school.

Head Start has four major components: education, health, social services and parent involvement. The educational program is intended to provide the disadvantaged children with a stimulating learning environment and varied experiences to help them develop socially, intellectually, physically and emotionally. Comprehensive health services include medical, dental and mental health benefits provided by local professional groups. Nutrition is a separate part of the health component and includes providing nutritious meals for the children as well as parent education in this area. Social Services involve referrals to other community service agencies for family aid. Parental involvement is an essential part of every Head Start program. This requirement is met through parent education and parent involvement in planning and operating the program. Often parents are employed as aides in the Head Start program.

Each regional Head Start office approves individual Head Start sponsors, who could be school board, churches or other community groups. Programs differ as to how various components are satisfied. There are inspections once every
three years on the performance standards, but because of low funding, this is not always possible.

Head Start has been an effective program generally. But there is some concern that the level of financing has not kept up to the costs and that some grantees across the country have reduced the level of services provided to children and their families. With additional funding, a higher salary level could be offered and this would attract more qualified personnel. There is a proposal in Congress now, that is proposing an increase in funding for Head Start.

Building on the research from earlier Head Start programs, Head Start launched a series of experimental demonstration programs. Home Start was one of these programs.

Home Start, a three year demonstration program completed in 1975, provided Head Start health and educational services to children and their parents in their own homes.

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See also,


Many Head Start programs are now using this home based approach, and Home Start training centres have been established to provide training and technical assistance to Head Start and other programs that want to start home based programs.

Project Developmental Continuity is another demonstration program which encourages greater continuity of child development and educational services of Head Start children as they make the transition from preschool to elementary school. In these pilot projects, Head Start staff meet with school administrators, teachers and parents to plan programs that insure Head Start children continuity in curriculum, parent involvement and social services through the third grade.

One Head Start program visited is located in a community centre which serves eighty-six children from two to five years of age. These children have met eligibility requirements and are residents of the county. A scale of low family income is met by the Head Start children and Title XX grants are given for other children whose parents are working and earning minimum wages or are in job training courses. There are many immigrant children in these classes speaking various Indo-Chinese languages, Vietnamese, and Spanish. The program operates five days each week, all year round from 7:30 am to 5:00 pm.

The teachers in the program have degrees in education but are still paid about a third of the salary which they
would receive if teaching in the public school system. There are two teachers per class with a pupil/teacher ratio of one to five for the three year old children and one to seven for the four year old program. The teachers make two home visits each year and have interpreters available when necessary.

The centre is closed one day a month, and two weeks in August for professional development of the teachers. Training programs, workshops and speakers are planned on these occasions.

The parents are actively involved in this Head Start program. They take part in the hiring of staff, running and planning parent meetings, fund raising and volunteering their time in the classroom. They also choose self and educational needs for special parent workshops. About twenty parents are most actively involved.

The classrooms are not all appropriately equipped for this age child. Some desks were set up in traditional fashion for some of the four year old children. A more activity based program was observed for the three year olds but the program leaders did not appear to be knowledgeable about the type of program which would best benefit this age child.

A visit was made to a Project Developmental Continuity program in Maryland. This demonstration program is one of thirteen in the nation and is only financed through Head Start funds for one year. If successful, it would have to
be financed locally after this period of time.

The project is located in a new public school in an upwardly affluent area. Programs for preschool children, gifted classes, and regular classes through Grade Three are located in this building. The building was specially built for these age children and has special facilities and design for activities involving small children. There are ramps instead of stairs from one level to another, small scale washrooms and well defined activity areas. Kitchen appliances are located in several convenient places in order to encourage cooking activities with the classes. Each area is well equipped with blocks, sand and water tables, and climbing equipment.

The school maintains a small ratio of adults to students with one adult to each ten students. There is a teacher and an assistant in each class area.

The children involved in the Head Start program are bussed into the school from outside the area. The Head Start parents are encouraged, through the project co-ordinator, to become involved in their child's education. The parents form decision making groups and help in the classrooms. The project director helps in co-ordinating support services including medical, mental health, social services and nutritional information. She helps in provision of services for handicapped children, children with learning disabilities and services for multi-cultural children.
Although she said the program has been favourably accepted, she didn’t think funding would be available next year even if the program was successful.

There is a myriad of types of care and education facilities within the U.S. today. There is much overlapping of these services for young children, with programs offered by The Department of Health, Education and Welfare, and private enterprise. The Head Start programs and those that have been offered as follow up are the only programs with a legislated holistic view point. Of all the children attending day care centres, Head Start children comprise twenty percent of those children. They are the children most in need.

One of the visits made in Washington was to the Washington Development Council. The Council works with child care providers, staff and parents to develop support systems for child development programs in the District of Columbia. The problem which quickly came to light in our conversation was the lack of co-ordination among all the different providers of Early Childhood Programs.

Much of the day care in the United States is subsidized by the Federal government. The Department of Health, Education and Welfare presently provides funding through Title XX, of the Social Security Act of 1975. Title XX authorizes the Federal government to pay a percentage of the cost of eligible social service programs, subject to a ceiling on the total Federal contribution nationwide each year; this is being radically reduced with new government policies.
States have flexibility to adjust their programs to local needs and resources.

The Federal Interagency Day Care Requirements (FIDCR) provide for regulation of day care programs receiving Title XX monies. Presently, HEW is in the process of determining the appropriateness of the existing FIDCR, especially since they are not well enforced.

Head Start is apart from these regulations and is a separate entity. Title IV grants are for Aid to Dependent Children under Welfare. The Department of Agriculture subsidizes the food which is served to children in these centres. There are large numbers of private day care centres, independent parent co-operatives, church sponsored centres, employer sponsored centres, and those located in public schools. Other day care facilities are laboratory schools in universities, as well as specialized early childhood programs such as Montessori centres. The educational component in these programs is not supervised by the Department of Education.

The overlapping of these programs is readily apparent. The hours of scheduling, whether part time or full time programs, often do not meet the needs of the families using them. Many children become multi-users of these programs, being transported from one to the other as need requires.

There is the problem as in the other countries visited, of child-minders who are those women who take children into their homes. Although encouraged by the governmental
agencies to register with them, they most often do not. The
care of these children, barring educational needs, is very
often questionable. The concern for these children and
their situation goes unheeded.

The United States is the only industrialized
country in the world which does not provide basic
child care services for its citizenry. Our
chaotic condition of demand far exceeding supply,
and the absence of erosion of standards is further
evidence of the lack of national commitment to
providing services for children . . . . As a
result of government inaction, the U.S. has reach-
ed a crisis stage in terms of need for child care.
The debate continues in Congress as to whether the
federal government should fund comprehensive child-
care programs, and if so, what the best delivery
system would be.

Visits to Non-Head Start Programs

The quality of the day care facilities visited in the
Washington area is very much affected and determined by the
amount of funding the program receives. The grants given
by the U.S. government for each child are lower than those
payments which could be made directly by the parent. There
are, therefore, programs rich in stimulation and qualified
staff if parents are able to pay directly. Those programs
which have both children who are federally subsidized and
those who pay direct, are floundering to meet their budget
each year. Therefore they are accepting fewer children who
are subsidized through Title XX or Title IV grants. These
grants are not keeping up with inflationary increases, if

they ever indeed could meet expenses.

One centre visited in N.W. Washington, is in a redeveloped area which once was a neighbourhood of Spanish speaking and black children. The area, with many renovated homes, is largely middle to upper class, with many professional working mothers. The physical facility is a huge old building which once housed a religious order (they donated the facilities and gave one eighth toward operating costs; raising money through charitable events) and is now a Day Care Centre for infants, toddlers, and preschool children. Several people had suggested that this would be a good visit to make since this centre has a worthy reputation and is one of two centres to accept infants in the entire Washington area.

The centre had in the past contracted (Title XX, IV) two thirds of its children and one third paid privately. Now the proportions are reversed because the private funds are necessary to keep the centre open. A home program had begun but had to be dissolved because of lack of funds. A home program, which will be further explained later, is a child-minder who takes in four or five children in her home and has support and direction from the professional staff in the centre. This gives the parent the option of deciding if they wish a centre program for their children or a home atmosphere which would have a smaller adult, child ratio.

Their special education services and social work department had been closed the week before my visit due to lack of
money.

The youngest child in the infant care was three months old. The infant program had twenty-five children with a ratio of eight infants to three adults and the toddler program a ratio of one adult to three or four children. The preschool rooms (children over two) had a ratio from two adults to eight or nine children. There were eighty preschool children in that program. Most of these stayed only half the day but many stayed for a full day program. The centre was open five days a week from 7:30 am to 6:00 pm.

The building itself, set in a heavily treed area, was very large with three floors and a basement. The infant rooms were equipped with cribs and rocking chairs and appropriate stuffed toys and wash areas. The toddler and preschool rooms were filled with donated toys and equipment which often was not in good condition or on the appropriate level of the children. A library had begun but was waiting for more books to be donated. The playground was very small with some large motor equipment but again, very sparse and in need of some improvement.

The staff were friendly and soft spoken, with many staff black and of Spanish descent. The staff were untrained and poorly paid, many earning at what would be considered poverty level. Although the staff had remained fairly constant, many were becoming frustrated with no raises within the last four years. Certainly it was hard to attract new staff with these salary levels. The administration which
included a director (graduate degree in Early Childhood), social worker (M.S.W.), nurse and bookkeeper all earned poor salaries. Morale was low and the director was frustrated and discouraged with the lack of funds and support by government, parents, and outside agencies.

In contrast, a visit was made to a planned community of middle and above income families. The Centre is temporarily housed in a big, old home but is soon to be moved to a new building within the heart of the community. It is a private, non-profit, parent owned centre/corporation (unique to the area). There are seven parents who sit on the board and each parent whose child attends this centre must donate their time. Either they give ten hours per month or a non-participation fee of fifty dollars and a contract must be signed.

The centre is open year round and offers full day, half day, before and after school programs for children ages two through twelve, from 6:30 am to 6:30 pm.

The centre itself has a full day kindergarten program which parents may choose instead of sending their children to the local school. This gives the child continuity instead of a half day kindergarten program in school and then half day care situation elsewhere.

The 1980 tuition fees can range from thirteen hundred dollars per year for a part day preschool program to twenty-six hundred dollars per year for a full day program. As a non-profit childcare facility the centre receives a subsidy
from the U.S. Department of Agriculture for its food program. Breakfast, two snacks and lunch are served daily at the centre. Parents are invited to join their child for breakfast or lunch for a fee of one dollar.

The centre has a Family Satellite Program which is one of fifteen centres recognized on a national level. The program was chosen for recognition by the School Age Child Care Project at Wellesley College in West Massachusetts. This project is funded by the Ford Foundation, Carnegie Corporation, National Institute of Education and other concerned institutions.

A satellite program is a child care system that incorporates a cluster of family day care providers with a day care centre. Providers are individuals in the community who provide child care on a regular basis in their own homes. The establishment of a working relationship between a day care centre and a group of providers is the basis for a satellite program. The centre's Family Satellite Program enables the family day care provider to become a component of the day care centre; therefore providing an alternate form of child care not available at the Centre.

The Family Satellite Program is organized and supervised by qualified administrative staff who are members at the centre. Children from ages five to twelve are cared for in the home before and after school hours during the school year. Fees are one hundred and twenty-five dollars a month before and after school, one hundred and sixty-five
dollars per month for before and after kindergarten with a registration fee of thirty dollars per year. This type of program provides an alternative to centre care. It answers the need for high-quality care in homes with an adult/child ratio no higher than one to five. Children can stay in their own neighbourhood, close to siblings and friends. This allows more flexibility for parents and more individuality for children. Reduced transportation costs and driving time allows for unique work schedules.

The Satellite Program provides employment for the mothers in their home. They are paid well and have the benefits which would accompany any other recognized means of employment. Some of these benefits include sick and personal leave days, training and supervision, partial tuition, reimbursement for Early Childhood courses they wish to attend, loan of books, toys and equipment, snack and breakfast reimbursement, consumable supply fund, regular contract with the provider, group field trips, general liability workmen's compensation and optimal medical and hospital insurance.

All centre staff are qualified teachers with university degrees specializing in Early Childhood. Each preschool class has one teacher with six to nine children of approximately the same age. The school-age groups (before and after kindergarten, and the kindergarten program) maintain a staff/child ratio of one to ten. Part of the day the children work in their small groups and part of the day,
the children choose from a diverse selection of activities (free time). During this time the children work and play together. This structure offers the children an opportunity to work with children of different ages as well as to work in very small groups with children their own ages.

A before and after school program at the centre includes resource people who work with children on a regular basis. These people include art instructors, foreign language teachers, and creative dramatics specialists. Special activities which are generally scheduled on a weekly basis include cooking projects, hikes, and movies. On full days when the children are not in school, field trips are planned.

All the daily and after school activities the researcher observed were creative and active and based on the developmental level of the child. Teachers moving about among the children in a casual atmosphere of warmth, laughter and chatter.

The planned community location is mostly white with some professional black families and all are English speaking. All the parents of the children served are working. Ten per cent of the children are subsidized by the government and these children are from single mother led homes. These families live in recently built townhouses near by.

The differences between these two centres visited demonstrated that in the U.S.

Resources, both private and public, leave a large gap between the very poor who are served by
government programs and the more affluent who can pay for child care and nursery schools. In between are the families who have too much income to be eligible for most public programs and too little to afford good privately operated child care, even if they found it available. 17

President Carter in his opening address to the 1980 White House Conference on Families said that he called this conference because

... I was deeply concerned that official America had lost touch with family America. ... I hope that we will come out of this conference with a reaffirmation of families as a fundamental building block of our society. I hope we will unite around a commitment to strengthen and not weaken families, to help and not hinder families, to lift families up and not drag them down. 18

From that conference came many recommendations but the most favoured proposal amongst the delegates (supported by 93 per cent) was a call for family-oriented personnel policies in their places of employment such as flexible leave policies for both parents, part-time jobs with pro-rated pay and benefits, and dependent care options including child care centres. Sweden has successfully met these demands and now the same need is being voiced in the U.S.

Employer sponsored child care does exist on an experimental basis in some places of employment. One such centre which had been recommended to me was initiated by members


Employer sponsored child care does exist on an experimental basis in some places of employment. One such centre which had been recommended to me was initiated by members of a local broadcasters association with financial assistance from four television stations and one radio station. Groups of parents working at these stations expressed a need for child care facilities and had convinced their employers to lend them the money in order to establish a child care centre. The money is a loan and will be repaid unless a corporate tax deduction is allowed, which had not yet been passed. The facility is set up as a non-profit organization with five parent representatives on its board.

The greatest need expressed by the parents was for infant care, since the only other infant care facility in the Washington area is in the centre discussed earlier. The centre presently cares for ten infants from three months to three years in the toddler program and twenty children from three years to five years in the preschool program. There are three staff and one part-time student with the infants, three adults in the toddler program and two adults with the preschool children.

The infant program costs parents two hundred and sixty dollars per month for the toddlers and two hundred and twenty per month for the preschoolers. The parents all work near by and are encouraged to visit their children through the day and stay for lunch. Many of the parents are on a working schedule which permits them little time with their
Although the program has existed only one year, there is already a long waiting list, especially for infants. The director is concerned with the ratio of children to adults and is now having to inform some parents that their child will not be able to continue into the next level of care because of the imbalance that would occur in each program. Monies are very limited for staff salaries and as has been noted earlier, the salary level, even for qualified staff, is very low.

The centre is set up in a large wing of a church, which had previously housed a Montessori program. The rental fee is high and this is not an ideal facility because some of the rooms have to be shared with the church on some evenings and on the weekends. Although the centre is open from 8:00 am to 7:00 pm week days, these rooms have to be reorganized for those occasions when they are needed by the church.

The rooms available to the program are well equipped. The children were active and the adults were involved with their activities. The infants were in cribs or buggies, with some crawling on the colourful carpet. The rooms all seemed adequate for good care and stimulation.

The director is very much involved with the program planning and due to lack of funds, is the replacement if any staff member is away. Most of her staff have had previous experience with early childhood programs. Some students
from a nearby university come here for placement experience. All staff seemed warm and friendly and had a good rapport with the children.

This program was still in its beginning organizational stages and the director admitted that there were many problems to solve. It is an attempt to meet the needs of the parents and children in this employment area. This provides an opportunity for parents to be with their children, when this may not otherwise be possible through the week, due to their unusual working hours.

Another visit was made to a nearby university child development centre. This program is provided for children of students and personnel of the university. Its hours are from 8:00 am to 6:00 pm five days weekly, even through the summer and an extension of hours into the evening is being considered. There are two full time trained teachers but most of the adult staff are students whose program of studies are health, psychology, or education. Students in other faculties such as drama or music often take a voluntary part in the program. The children are from two and a half years old to four years old, with a maintained ratio of one adult to four children.

Parents are encouraged to lunch with the children and attend monthly meetings. Parents are on the advisory board which meets six times a year to decide on educational program. Each parent gives two work days per year to help in the program.
Fees are fifty-five dollars per week or an hourly fee may be paid for shorter attendance. The program is self sufficient and not supported financially by the university.

The facility itself is one very large room of many large windows. The area has been partitioned for a wide array of noisy, quiet, creative, and active activities. Block play, sand and water, table top toys and puzzles and large climbing equipment all have appropriate spaces in the room. Although most of the equipment has been donated, the room has a cheerful, bright appearance. The warmth of the physical environment and of the personnel make this an inviting centre for young children.

A visit which provided quite a sharp contrast was made to another type of university setting for the care of young children. This centre is a research and demonstration centre of the college of education in the university. There are seventy children ages three through five years of age, on a half-day basis. Younger children attend in the morning session and the older children in the afternoon. These are children of university personnel and university students.

Large viewing areas with one way viewing windows look into the classroom. These are used for observation purposes by classes or individuals. Sounds from the room are transmitted by microphones.

The room itself is quite structured and the children more controlled. It lacked the vibrance of activity which had been observed in the previous visit. The program
physically fulfilled the requirements of a model program but, possibly due to the awareness of spectators or the narrowness of the age range, did not have the vitality of other centres visited.

Another interesting idea in the provision of care for young children came to my attention in the form of a centre located in a high school. Thirty-two children coming from the neighbourhood or bussed to the program, attend either a full nine hour day or a portion of this time on a year round basis. There are also children here who are cared for only before and after kindergarten classes. Some handicapped children are bussed here after school hours. The ages of the children range from three to five years of age.

The parents pay a monthly fee of one hundred and sixty dollars for full day care. Those children who could only attend under Title XX or Title IV grants cannot be accepted because these grant monies are not high enough to cover costs, as has been mentioned previously. The director said that the centre now was having some financial difficulties paying the two qualified staff members, even though their salaries are meager.

The centre is located in the high school as part of the training program for students who are attending child care courses. Time spent here in the centre is equated to credit hours earned for the practical application of the related lectures attended. This course would allow these sixteen year old students, some Learning Disabled, to choose some
type of social related jobs. Some of the students are paid by the government's Youth Employment Program when they help before and after school hours. The director said that this hourly fee often works out to be more than the qualified teachers receive!

The physical facilities are large and well-equipped. The area is divided into appropriate centres for many different activities. The children are kept in groups which are divided by age but certain times of the day the children intermingle.

The concept of teaching teenagers about young children by involving them in the care of these children is an interesting concept. This can be supported from several points of view or refuted, depending on whether the discussion is taken from the child's or parents' perspective or from the students'.

Another program visited was located in an empty classroom in a public school. The program was exclusively for fifteen two year old children. The children rode on a bus for over one hour to and from school! They arrived at 8:30 am and were picked up by the bus at 3:30 pm. When questioned about this seemingly unsatisfactory situation, the teacher said that the bus had to pick up and deposit other children first and that these two year olds were the last stop. Funding for another type of transportation is not available. She said this situation was 'better than nothing'!
Most of the children are black and from homes which meet the low family income scale to qualify for Title XX grants. Their parents must be working or in a job training course. Most of these children are still toddling in diapers. Most were not able to communicate in any discernible language pattern.

When I arrived, and we waited for the children to arrive, the teacher was preparing grilled cheese sandwiches for breakfast on a hot plate perched on the counter top. There is one qualified teacher, an aide and a student. The program had functioned for two months without a teacher, since the salary is not enough to attract many applicants.

The classroom being used is small and sparsely furnished. Some attempt is made to partition quiet play and noisy activity. Outside there is a little area fenced off from the rest of the yard. Inside the fence is a large piece of climbing equipment. This is not at the developmental level of a two year old.

The daily routines of eating, brushing teeth, toilet time (changing diapers), nap, dressing and undressing for outdoor play take up most of the day. Some group activities were tried without much success. The children wandered around the room and weren't able to stay with any toy or activity. Stimulation in program planning appropriate to the age of these children seemed to be lacking.

The Early Childhood Programs visited in the above descriptions all varied in their sponsorship. They are
singular efforts, both good and bad, to provide a much needed service.

Most five year old children in the U.S. attend half day public kindergarten programs provided by the local boards of education. These are usually located in a public school building where the children will move through Grade One at six years of age and Grade Two at seven years.

Visits to two public schools in an upper income area outside of Washington were made. One of the schools has an internationally recognized building design incorporating solar heating and cooling systems. The building is underground and was built in 1976. (Appendix B)

The school has children from kindergarten through the third grade. It has an interesting design with three distinct areas or pods. Each of the pods has some class areas with no walls. The roof top or ground level can be used for a grassy play area.

The hallways are large and brightly painted in primary colours with interesting shapes cut through the hall walls so that one can look into the classrooms as you pass by. Rows of desks are visible through each of these viewing points.

Although the pods are open, they have been partitioned with moveable dividers so that each class functions separately at its own grade level. This does make each class quite crowded with rows of desks and no open areas.

The programs in the grades are based on a reading
series, a math series and an abundance of manufactured workbooks for each of these series. During the visit, all the children were busy at their desks with paper and pencil tasks. It was amazingly quiet except for several children being scolded by an angry teacher.

There are two kindergarten classes of thirty children each. Although the kindergarten classes are partitioned off from the rest of the children, the two teachers team taught in an open area. They each had a parent helper and a school aide to assist them in an open activity based program.

The kindergarten area is well equipped, and has some tables and chairs near activity centres but most of the space is open for children to use as they wish. Many children were laying on the brightly coloured carpet, building with blocks and using puzzles and craft paper. I was told on certain days the children have use of a computer terminal which has been programed for the level of the child. Each class in the school has use of these machines to become familiar with this equipment for future use.

These five year old children will have an adjustment to make when they progress into the next grade.

Another school nearby had children from kindergarten through grade three in a new building situated also in an affluent area. The rooms are all traditionally arranged with rows of desks and few activities offered. The teachers generally are not a happy group, many of them were reprimanding children in the hallways or classrooms.
The kindergarten program is in a small room with thirty children, a teacher and an aide. The room has little open space, but has many tables in arranged rows where all the children were sitting. The teacher was doing an art lesson with the children. She had cut out all the pieces to be used and was showing the children how to paste these parts together properly. The aide circulated around the tables to assist the children. This was totally a teacher directed activity.

The children in this kindergarten class are part of an experiment to allow children to enter school in the fall term of their fifth birthday. The usual entry is for a child with a fifth birthday after December thirtieth. The kindergarten teacher said that this had been tried last year also and would be discontinued because the younger children were not able to cope with the program.

She explained that the kindergarten program emphasized learning to read from a reading series and readiness work books were used early in the school year. Most children she said were able to learn the lists of vocabulary words and were better able to cope with the Grade One program. She said that this was of great concern to her during the kindergarten year. The contrast with the five year old's program in the British Infant School is startling.

A third elementary school visited was in a mixed socio-economic neighbourhood with many immigrant children. The kindergarten had twenty-four children in the morning and
twenty-eight in the afternoon. A full time aide assisted the teacher.

The teacher had an informal table arrangement and some activities for table top use. During the hour of 'play' time, children would have to choose their activity by a card marked with a number. The number was marked off on a master card beside their name, as each activity was used through the week. Certain activities must be chosen through the week such as table top math and readiness games. Each week the activities were changed. During this time period, the teacher and the aide worked with individual pupils on reading readiness skills.

Many of the children in the class are of foreign background and are taken out of the class each day for twenty minutes into a classroom for English as a Second Language program. Children from Cuba, Indo-China and Vietnam make up this class of eight.

The kindergarten classroom was small with little open area for active movement games. No gymnasium time is scheduled. The teacher brought the children together for large group teaching of phonics. The children did not seem ready and were inattentive and confused.

I did go into the Grade One classroom next door. All the desks were in a U shape with the teacher in the middle. All the children were working on the same page in the work book. The teacher would tell them to circle a certain sound and they would have to find it in their books. There
were no activities set out in the classroom for children to use. This did not appear to be a stimulating environment.

There is an extended day care room in the school which is used for children before and after school hours. Two teachers, not on this staff, are paid by the board to supervise children from 7:30 am to 9:00 am and from 3:30 pm to 6:00 pm each day. There can be as many as fifty children from six years of age to eight years of age. It was a small classroom with few activities, mostly table top toys and paper and pencil activities. The children could spill out into the yard for outside activities which often occurred. The children often brought their own toys. A minimal charge of fifty cents an hour is charged the parents for this service.

General Impressions

With the movement of women into the American labour force the need for quality day care services has been a major concern. In 1978, of those married women who were working, almost forty-two per cent of them had children under six. This figure has steadily risen from twelve per cent in 1950. (table 1). Of those women in 1978 who were maintaining families, fifty-four per cent of them had children under six. (table 2). There are many children who do not have the benefit of what was once considered the ideal growing up environment, with father working and mother staying home to care for the children. For many reasons, this has changed over the years, and even if official America
Table 1


Percent in labor force

<table>
<thead>
<tr>
<th></th>
<th>1970</th>
<th>1978</th>
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<tbody>
<tr>
<td>A</td>
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<td></td>
</tr>
<tr>
<td>B</td>
<td>54.0</td>
<td></td>
</tr>
</tbody>
</table>

With children under 6


Table 2


Percent in civilian labor force

<table>
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<tr>
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</thead>
<tbody>
<tr>
<td>A</td>
<td>11.9</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>B</td>
<td>18.6</td>
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<td></td>
<td></td>
</tr>
<tr>
<td>C</td>
<td>30.3</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>D</td>
<td>41.6</td>
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<td></td>
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</tr>
</tbody>
</table>

With children under 6 years
does not like the change, there are many families now living with it.

There is an appalling lack of care facilities for these children and those that do exist vary greatly in quality. The cost of day care is high and most often beyond the means of those families who most need the services. The Federal Government does subsidize much of the day care in the U.S. through Title XX for those in greatest need. The cost figures for these grants aren't sufficient, since many quality care centres cannot afford to keep these children. Individual states have flexibility to adjust their day care social programs to local needs and resources which, although democratic, doesn't always have the needs of the child as one of their priorities. Several care centres I visited were selling T-shirts with a statement across the front, "They don't have a bake sale to buy a bomb." These bake sales are necessary though, to keep many day care facilities open.

The personnel in these centres varied greatly as to qualifications, ranging from graduate degrees in Early Childhood to no training at all. Often the caregivers were in their positions because of government plans giving employment to students or those who would otherwise be unemployed. The salary levels do not attract or compensate those who may be qualified.

Almost two out of three caregivers' annual earnings fall below the poverty line. Ninety-two percent of caregivers' annual earnings fall below $10,000. Wages can be raised only by
decreasing staff/child ratios or by serving fewer children or by increasing the outlay of public resources.

Most of the personnel I met, especially the directors whose salaries are represented in the figure above, were very dedicated to their profession and the needs of the children they were serving. For many of them, this was a second salary with another job or a husband's salary supplementing their income. Many were finding it difficult to stay on with the present salary level. All personnel, on every level, felt the frustration of being underpaid for work that was not being recognized.

The diversity of care is geared to the children they serve. Some children come from financially-affluent families who are well able to pay for adequate care and who may be seeking enriching learning experiences, like nursery schools. Other children have parents who must depend on subsidy for day care and sometimes need a variety of remedial and supportive services as well. The disparity between the quality of care that could be provided is unsettling.

The Abt report on National Day Care studied the findings of quality care for preschool children. They found that smaller groups are consistently associated with better care, more socially active children and higher gains on developmental tests. They also found that caregivers with

19Idem, Children at the Center, National Day Care Study, p. 21.
education or training relevant to young children deliver better care with somewhat superior developmental effects for children. 20

In contrast to England and Sweden, the U.S. has a greater number of children in care and needing care and a larger, more diverse country in which to organize such care. Individual rights of states and local municipalities give the national government far less jurisdiction over issues which will affect all families and their children. The present government has set out on the task of removing government involvement from those areas in which they believe there is conflict with individual initiative. In speaking with those persons most committed to the care of children, their prognosis for children in need of care was most pessimistic for the immediate future.

The American educational system in which five, six, and seven-year old children are involved is in striking contrast to the educational experience of British and Swedish children of the same age. The primary school experience for the American child stresses product rather than process, and emphasizes teaching as opposed to learning. Although these are certainly intertwined, in observing how classrooms function in the American system of education, one cannot help but notice the central controlling factor of the teacher. The teacher tells the children what they should

20 Ibid., p. 2-3.
learn and how this should be done. Most often the learning style is a passive one in a traditional, quiet, neat classroom. The voice of the teacher is heard more often than those of the children.

The product is tested regularly and if the child has not learned the specific amount of information or acquired a reading skill on a certain prescribed level, than the child will experience failure. This may mean the child does not graduate into the next grade level with his peer group. The level of frustration both with the teacher and the child is often not hidden too far below the surface, if it is hidden at all. Confrontations between the child and the teacher are not an uncommon sight. Happy children and teachers were not the norm in the American school centres and schools visited, but they were in each of the centres visited in Sweden and England.
CHAPTER III

ENGLAND: LONDON

Historical Background and Current Legislation

Class distinctions in England are deeply entrenched. In the nineteenth century, the quality of non-family care of the child very often depended on whether finances were available for a nanny or a nearby childminder or whether relatives were available to take care of the child. Often these environments were highly unsuitable for three to four year olds. No adequate institutional day care alternative was available.

Whereas nursery education for working class children was provided largely in response to a manifest need, in the case of middle class children the service largely preceded the discovery of the need, and was in large measure, responsible for creating it. The new educational theory of Froebel 'pointed' to problems which had previously received little consideration. How might the young child's social and educational development be enhanced?1

Froebel's most enduring contribution to nursery education lay in the importance which he ascribed to play, which he regarded as the work of the child. He had great influence in Britain where there developed a belief in his developmental pedagogy in which the role of the teacher was

\(^1\) Jack Tizard, et al., *All Our Children* (Great Britain: Billings Ltd., 1976), p. 60.
that of assisting the child to realize his or her potential.

In 1870, the Education Act introduced compulsory elementary education for all children of five years and older. In 1891 schooling was made free and the last barrier for the children of the poor and unemployed was removed.

In 1908, the Board of Education struck a Consultative Committee to study the question of school attendance for younger children. They came down firmly in favour of nursery schooling where the need existed. Their approach toward nursery education is interesting.

The Committee are of the opinion that the best training for children between three and five is that which they get from their mothers in their own homes, providing there exist adequate opportunities for the necessary maternal care and training ... at present such homes are not always found ... not only (because) parents are not sufficiently alive to the well-being of their children (but also because) many mothers are unable to train them at home due to various circumstances (i.e. because they) may be compelled to work. The Committee think that it is necessary that some public authority should provide opportunities for suitable training and education of great numbers of little children ... and in the greater part of most towns and urban areas (this will mean) the majority of children ... For the present, the Committee consider that nursery schools are in many cases a practical necessity.

In 1911 Rachel and Margaret McMillan opened a day nursery school in Deptford (a visit was made here during my stay in London) which provided for the physical, educational and social needs of children from the age of two to eight. These women were a positive influence in nursery education in England, and also in the United States.

2 Ibid, p. 65.
Although the Board's Consultative Committee had supported nursery schools, no funding was provided and no pressure was put forth to begin such programs. The first major expansion of voluntary day nurseries came after the outbreak of the first world war. Women were needed to work in the munitions factories and so nurseries were provided to look after the children through grants from the Board of Education.

A distinction between a child's health and physical requirements and his educational and social needs were being made. This became the interest of two separate groups of people, the medical and nursery profession and the educators.

In 1931, the Hadow Report provided support for nursery education and emphasized that the aim of the teacher should be to assist in the spontaneous unfolding of the child's natural being. There followed an expansion of nursery education before and during the second world war.

In 1944, the Education Act reaffirmed the minimum compulsory school age as five years but suggested that nursery classes should also be provided when the education authority considered it expedient.

In 1967, the Plowden Report concluded that the gains from nursery education for both parents and children were great and the principle of nursery education on demand was

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4Idem; Children and Their Primary Schools.
established. Two qualifications were given. Education was
to be part time so young children wouldn't be separated from
their mothers for a whole day and nursery schooling was
deemed not to be suitable for children under three who
should, in the commissioner's opinion, be with their mothers.

The Plowden Report also suggested positive discrimina-
tion for those children from a poor environment. Although
nursery schooling was thought to be especially beneficial
for those in need, full day care was difficult to get for
those who needed it.

If the very existence of nursery education
has been vulnerable to social and political
pressures, the same can be said of trends in the
nature of the provision. For example, the
establishment of part-time, rather than full-time,
attendance as the norm (Plowden Report, 1967;
Department of Education and Science, 1973) would
also seem to have been motivated primarily by the
economic need to spread limited resources, rather
than by educational considerations. The education-
al 'justification' put forward, that young
children should not spend too long away from home
unless absolutely necessary, was not the result
of any empirical evidence comparing the effects
of part-time or full-time nursery education.

Similarly, while it is generally accepted
today that nursery education should cater for
children in the three to five age range, this
too, is the result of a narrowing of the scope
of provision.

The Urban Aid Program was set up in 1969. This
allowed money to be paid to local authorities to establish
programs to meet special social needs in urban areas. The
needs were defined as: poor housing, high unemployment, poor

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5Elsa Ferri, et al., Combined Nursery Centres (Great
schools, large families, high proportions of children in care or in trouble, and high levels of immigrants. Nursery education and day nurseries received priority from the beginning (1968-1973), but were phased out when the Department of Education put their own plans for expansion into effect.

In 1972, a government White Paper on education was published and the Plowden Report's recommendations were supported. It was held that most preschool early education needs could be met by part-time education and places should be provided for all three and four year olds whose parents wanted them. It was envisaged that expansion would take up to 1982, by which time, there should be places available for fifty per cent of all three years olds, and ninety per cent of four year olds. The government suggested that these nursery classes should be in primary schools so that a change of school at age five would be avoided. The White Paper also went on to say that part-time school attendance was sufficient.

The Department of Education circular which followed only considered admissions to nursery classes after a child's third birthday.

The expansion of nursery facilities announced in (The White Paper) had been premised on an increase in financial support for education in general. Whether such an expansion would have occurred, even had good times continued, is a bit doubtful. Nothing in Budgets between 1968, when

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the Plowden Report first proposed expansion, and 1974... committed Governments of the day to an expansion of nursery education. Once the economic situation worsened, and once unemployment began to rise, hoped-for expansion turned into contraction. Yet up to 1974 Britain had increased its labour force principally by recruiting younger women... and the need for nursery places had increased apace. In the decade and a half before 1974, while the increased proportion of working women was plainly evident, no substantial increase in public expenditure on the care of the under-fives occurred.

Britain has long recognized the need for the provision of care and education for the preschool child. Their policy statements over the years have expressed this concern and in this way, Britain is seen as having an advanced social regard for the support of families and young children. So in these hard economic times, the issue is not whether there should be preschool provision but how can they be provided and what kind of preschool care.

... When social and economic change is rapid, needs often change faster than habits, and habit-bound local initiatives lag behind what later will be apparent as a crisis. I believe we are living through such a period today.

**Nursery and Day Care Visits**

In London, the researcher visited nursery classes within schools, nursery classes in separate buildings and those which have extended day care facilities before and after regular class.

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8 Ibid., p. 2
One of the nursery schools under the jurisdiction of the Inner London Education Authority is the Rachel McMillan Nursery School. This facility was originally set up as an open air nursery by Margaret and Rachel McMillan in 1911 on this same site in Deptford which is now, and was then, an inner city disadvantaged area. The school also accepts children beyond its boundaries to facilitate a broader mix of children from many socio-economic backgrounds.

The school yard is enclosed by a high brick wall and large iron gates. The director said these had been built very early in the school's history and served now to protect the well equipped play yard and verandas from local vandalism. The school is adjacent to what was once Rachel McMillan Teacher Training College and at that time the nursery school was used as a laboratory school to give students practical experience in a nursery environment.

The school is comprised of four separate buildings (six classes) within which are one hundred and fifty full-time children and fourteen part-time children. Children vary in age from three years old through five years of age in multi-age groupings. Each of the classes has one trained nursery teacher and two nursery nurses.

Each building has its own large veranda and large sliding patio doors which lead out to inviting sections of the playground. The yard is filled with large sand pits, little wooden play houses, old tires and barrels, balance beams and even an old covered wagon in which children can
climb in and out. When I was there, the children in the yard were actively enjoying their environment, many on tricycles and scooters. The inside of the enclosing wall is painted with a bright colourful mural. The many multi-coloured flower and garden plants in the yard vie for colour recognition with such a bright background. The yard, has been designed and built with parent participation, drawing on the skills of the community to be used to brighten the childrens' environment. This has been most successfully accomplished.

The individual sections or buildings are equally as inviting and colourful. There is a great quantity of very good quality toy equipment. The block building I saw was quite sophisticated and large structures had been built by the children on large area rugs in front of the cozy fire places. Moveable storage units for toys can be moved about the large rooms to where the children wish to settle.

Flowers were in bloom everywhere in tiny pots scattered around the rooms. This had been a bulb planting project earlier in the year. The large windows and open patio doors make the outside playground seem part of the inside activity. Children are permitted to move freely in and out of the buildings as they please.

There was constant activity and a hum of chatter and laughter wherever I went. Adults and children were happily engaged in many activities. Children arrive each morning between nine and ten o'clock. The director felt this flexible entry time was a convenience to the parents.
The nursery school is committed to parent involvement and parent education. One room in the complex is set up as a parents' room where coffee (payment by the honour system) is available for those parents who wish to stop and chat and warm themselves from their walk to and from the nursery. There is a small lending library set up in the room for the use of parents. Comfortable sofas are arranged to encourage conversation by those who stop by. I went into the room and observed five young mothers talking over a common problem while their younger children played near by with toys that had been left out for their use. Regular weekly meetings are held in the parents' room to discuss interests expressed by the parents. Talks had included children's books, children's play, children in the hospital and many other topics of concern.

A Mothers' and Toddlers' Club is held two mornings a week (soon to be three mornings because of the great response) in another room. Parents can bring their children and stay with them while a teacher in the room helps to interest the children in the activities set out. The room is well equipped with small table top toys, sand and water tables, creative art materials and large building blocks. The usual number in attendance is between ten and fifteen parents and children on any morning. There is a long waiting list, so the parents have to register and commit themselves to regular attendance.

The director expressed the belief that parents must be
involved in the educational process or the effects of the nursery program would not be as far reaching and influential in the lives of the young children. A regular newsletter was printed in order to inform parents of the activities of the children, those of the community and those that were available to them in the school.

This visit served as a model of a good nursery program. It was obvious that the nursery had well earned its good reputation.

The divergent paths on which nursery education and day care set out sixty years ago have thus led to two separate, divisive forms of provision, neither of which is geared to meeting the total needs of the preschool child and his family...

In the absence of a general consensus on aims and purposes in the preschool field, we have a range of unevenly distributed, yet sometimes overlapping services...

A situation which vividly illustrates this problem is in N.W. London. The nursery school visited had been built in 1972 from monies from the Urban Aid Program. It is a small building surrounded by tall apartment complexes in a poor, multi-racial neighbourhood. The nursery accepts children from age three to five years on a part-time basis and also some children are accommodated for a full day. There are sixty children attending each day, forty are part-time and twenty are full-time. The hours are from 9:00 am to 11:30 pm. There are three trained teachers (including the Head Teacher) and two nursery nurses.

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9 Idem, Elsa Ferri et al., p. 7-8.
The trained teachers have a university degree specializing in Early Childhood Programs. The nursery nurses are young girls, usually around eighteen years of age who have taken two years training in a specialized school for nursery teachers. These girls are aides in all nursery classes and also get jobs as nannies in private homes.

Arrangements are being made for an extension of hours for the nursery centre, from 8:00 am to 5:30 pm to aid working mothers. The before and after regular hours are to be handled by the nursery nurses. There is some concern about this arrangement since the roles of the nursery nurses and the trained teachers can indeed overlap.

The centre has a long waiting list for entrance and most of these mothers require full day care. The nursery is provided by the London Education Authority and therefore no fee is charged. The head teacher prefers to take part-time children so that she can service more of the community.

A small square of green grass surrounds the property of the nursery with a fence on all boundaries. Not many metres away is another building which is the day care provided by the Department of Social Services. Children from birth to five years of age are in care. Those showing greatest need can have their children at this centre for a full day from 8:00 am to 5:30 pm. The personnel there are all nursery nurses and no trained teachers are involved with the program. Many of the children who attend part-time at the nursery school walk through the gate into the day care area and spend
the other half of their day at the day care centre. The head
teacher of the nursery school emphasized that her program was
educationally based and definitely has greater status than
the care program. Little communication takes place between
the two centres, even though they are physically so close and
indeed share some of the same children.

If it is accepted that the child whose needs
meet the criteria currently imposed for admission
to day care provision is also likely to be the
child in particular need of nursery education,
then it is clear that the traditional day nursery
environment cannot provide adequately for the
totality of the child's needs. Similarly, if it
is accepted that a child receiving nursery educa-
tion may require provision beyond normal school
hours, then it is clear that the nursery school
also is not geared to meeting all the child's needs.

In the preschool field, the blending of
nursery education and day care, and the bringing
together of the various professions and agencies
involved with the under fives and their families,
would seem to offer a more fruitful basis for a
flexible, broadly-based service, that separate
units having limited aims and functions and, in
the day care field at least, a narrowly restricted
clientele.

One approach to try to bridge the division of social
services, health and education is the Combined Nursery
Centres. There are thirty of these in England and a visit
was made to a combined nursery centre in the Paddington
area of W. London. The building was completed in 1975 and
given to the area by a Housing Association Trust who
originally was concerned with providing good housing
accommodations for families in the area but recognized the
need also for nursery provision. The building is imaginative.

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10Idem, Elsa Ferri et al., p. 197.
in design; the architects have used the limited space to advantage providing appropriate areas on split levels with oblique sun windows.

Overall responsibility for the management and administration of the centre lies with the Director of Social Services in co-operation with the Inner London Education Authority who are responsible for the Nursery School, while the Area Community Health Authority provides the Infant and Child Welfare facilities. A medical research team is presently assessing the preschool children in this limited catchment area of high social need.

There are places for sixty children under five at any one time. The staff for the Nursery school consists of a Head Teacher, Assistant Teacher and two Nursery Nurses. The school takes thirty children part-time in the morning from 9:00 am to 11:30 am and a further thirty children from 1:00 pm to 3:30 pm, as well as ten children over two and a half who come into the program from the day care portion of the centre.

The Nursery School portion is open on the schedule of a regular school year. Through the holidays a playgroup is organized with funding from the Inner London Education Authority.

The Day Nursery, which is open throughout the year, is staffed by a team of nursery nurses and a director. There are thirty children in day care; five babies under one year old and twenty-five children between one and three years old,
although this does vary according to the needs of the catchment area. Hours are from 8:00 am to 6:00 pm. Children over two and a half years in the day care can move into the Nursery School when they wish. One nursery nurse from day care may work in the Nursery School section.

The centre prides itself on community involvement. Since most of the community are Ghanian, Nigerian, Spanish, Portuguese, Moroccan and Yugoslavian; language and cultural differences are difficulties that have to be overcome. English language development for children and parents is progressing with the help of students from the Centre for Urban Education. Besides the social affairs planned for the parents, one parent sits on the Governing Board of the Nursery School part of the Centre, in order to encourage participation. A medical clinic is set up weekly to service the children of the area and pregnant women. A toy library enables all the children who attend the centre to borrow a toy or some play equipment.

A mothers' and toddlers' program enables mothers to come in with their children and while the children play in a portion of the room, the mothers can participate in a planned program. These programs can be informative and educational or of a more practical nature such as dressmaking or cooking. An evening meeting takes place every other week for a group of mothers who find it helpful to discuss and share a variety of common problems and interests.

Any form of preschool provision owes its
existence to a recognition that the family cannot by itself provide all that is required for the optimal development of its children. Such an attitude has long prevailed in the field of health care and comprehensive child health services exist to promote the child's physical development. There is less consensus, however, regarding the role of extrafamilial agencies in the field of education and day care (especially in the case of the latter and where children under three are concerned) and this accounts, at least in part, for the hesitant development of services in these areas. In the absence of any such consensus, the trends in provision have been influenced not only by consideration of the developmental needs of the child, but also by political, economic and social factors, leading to what Tizard (1975) has referred to as the 'muddle and irrationality' characterising the current scene.

The Combined Nursery Centres seem to be opening lines of communication between educational authorities and day care people and in so doing they possibly can overcome together the political economic, and social factors which have in the past divided them.

**British Infant Schools**

The compulsory school entry age for British Children is five years of age. These programs are located in infant schools, which educate children from five through seven years of age. They are under the jurisdiction of a local education authority.

These Early Childhood Programs in England have long held my interest. There is a distinct contrast between the method of teaching and of learning for the primary child in England and in the U.S. The British approach to primary education

\[\text{\textsuperscript{11}}\text{Ibid., p. 2.}\]
was promoted as early as the Hadow report of 1931 and reaffirmed in the Plowden Report of 1967.

The child is the agent in his own learning. This was the message of the 1931 (Hadow) Report: "The curriculum is to be thought of in terms of activity and experience rather than of knowledge to be acquired and facts to be stored. . . . (The Plowden Report states that) activity and experience, both physical and mental, are often the best means of gaining knowledge and acquiring facts. . . . Skills of reading and writing or the techniques used in art and craft can best be taught when the need for them is evident to children. A child who has no immediate incentive for learning to read is unlikely to succeed (even with the prodding of a teacher). . . . There is, therefore, good reason for allowing young children to choose within a carefully prepared environment in which choices and interest are supported by their teacher, who will have in mind the potentialities for further learning. Piaget's observations support the belief that children have a natural urge to explore and discover, that they find pleasure in satisfying it and that it is therefore self-perpetuating. 12

The Plowden Report goes on to support Piaget's developmental learning theory and to refute the learning approach exemplified by behaviourist theory which has often influenced the American classroom.

. . . (In Britain) one of the main educational tasks of the primary school is to build on and strengthen children's intrinsic interest in learning and lead them to learn for themselves rather than from fear of disapproval or desire for praise. 13

In order to satisfy the child's own interest and use the child's methods of learning, there is a strong conviction

13 Ibid., p. 196.
that play is to be the central activity in all nursery schools and infant schools. Play can lead naturally to reading and writing associated with it. A time table divided into short periods of time, with no allowance for play, is a plan of the past in many British Infant Schools. The Plowden Report applauds the 'integrated curriculum' approach and supports this stance by stating,

"... Children's interest varies in length according to personality, age and circumstances, and it is folly either to interrupt it when it is intense, or to flog it when it has declined. (The teacher) must see that time is profitably spent and give guidance on its use. ... the teacher's relationship with his pupils, his openness to their suggestions and their trust in him are far more important than the nominal degree of freedom in the time table."

In order to help meet the requirements of an integrated day, the classrooms or learning areas are organized into various centres such as science, math, visual arts, reading and language arts. In such an organizational approach, there are no individual desks, but groupings of some tables and chairs near interest centres. But more often than not, I observed children using floor areas; the children, in comfortable fashion, were concentrating on their task at this low level. The overflow into the outside areas are natural and many hallways and outdoor verandas are in constant use.

The application of the concept of play that I observed in all nursery and British Infant Schools is strongly sup-

14 Ibid., p. 197-8.
ported by the Plowden Report.

... We know now that play - in the sense of "messing about" either with material objects or with other children, and of creating fantasies - is vital to children's learning and therefore vital in school. ... play is the principal means of learning in early childhood. It is the way through which children reconcile their inner lives with external reality. In play, children gradually develop concepts of casual relationships, the power to discriminate, to make judgements, to analyse and synthesise, to imagine and to formulate. Children become absorbed in their play and the satisfaction of bringing it to a satisfactory conclusion fixes habits of concentration which can be transferred to other learning.15

This concise validation of play in early childhood was reflected not only in all my visits to the nursery programs and infant schools in England but also in all the day care centres I observed in Sweden. This was not usually the case in those visits made in the U.S. The American approach to activities was more directive and an emphasis was placed on programmed learning.

The practice of vertical grouping in British Infant Schools or sibling grouping in Sweden contrasts with the organization typical of North American primary classrooms. In England, five, six and seven year old children may be in the same learning area or classroom. For those schools who choose this type of organization, there is a held belief that children of all ages learn a great deal from one another. It is realized that not all children go through the same level of development solely based on their chron-

15 Ibid., p. 193.
ological age. The mixing of different ages and stages of development are more easily accommodated in a free-flow integrated day based on play than it would be in a traditional classroom. In fact, it would have little value in a traditional classroom where there is little interaction among children.

Vertical grouping has virtually eliminated failure in the education of young children. No one child in this organizational approach is made to feel the stigma of being behind the norm. Piaget has suggested that the development-a level of a child is 'normal' within several years variance. The lock-step American approach labels the child a failure if certain concepts are not learned within the year.

An infant school I visited in central London is in a racially mixed area of high rise flats. The school is a pre-war building with very few amenities and surrounded by a large barren concrete play yard. The excitement of the school is inside where the classes are actively involved in a great deal of learning. An annex along side the main school building houses fifty children who attend half-day nursery classes. These children will move into the main building in the school term of their fifth birthday. Children are accepted into the nursery class each term when they are three. A trained teacher and two nursery nurses preside over the twenty-five children in a half-day session.

In the main building are one hundred and twenty-five children from five years of age to seven years old. In the
main floor infant school. A junior school is upstairs but functions quite separately from the downstairs program and has a separate Head Teacher. The infant school is divided into three separate, large learning centres. Two teachers and one nursery nurse are in each section of vertically grouped children. This ratio is one adult to fifteen children plus the Head Teacher.

The Head Teacher in a British Infant School is almost totally autonomous. She or he can decide on curriculum and organization without any mandates from a central authority. The Inner London Education Authority does have advisors who can work closely with the heads but the final decisions rest with the Head Teachers in consultation with their staff. This can lead to some very creative educational programs and also, of course, the reverse.

The Head Teacher of this infant school has decided to spend her allotted budget on staff and other program necessities, as opposed to the physical environment. The building itself and the yard surrounding are not on her priority list.

The program is stimulating. Teachers in each of the areas are enthusiastic and co-operate fully in the team teaching situations. The children are all on individual programs in reading and math but groups of children amalgamate for social science programs and other curriculum areas such as music that lend themselves to a sharing of resources.
The teachers each have a folder in their arms throughout the day with the individual programs for each child carefully noted. Notations are made in it throughout the day, regarding each child's endeavours. On an individual basis each child works with the teacher for a time period that seems appropriate to the task. The child may be reading a particular book or writing a certain story or working out specific mathematical problems which have arisen from previous consultations with the teacher. On this day, all these activities were observed. The teachers could draw on one another's strengths in certain areas of work, so that the child would sometimes consult with one or other of the teachers in the area, concerning a specific problem.

No specific reading scheme is used at this infant school. It had been decided to use many such published materials, as well as those which were creatively devised by the students themselves in a language experience approach to reading. The individualized reading concept led to the categorizing of all of the books in the school. Even library books have bright red, green, blue and yellow stickers on their spines to denote the level of reading difficulty.

The math program is not planned. Often the mathematical problems have come from a specific interest or theme approach. The teacher then leads the pupil into graphing, comparing, computations and other analytical problems. Some children had cut out huge replicas in paper of the giant from the story of "Jack and the Beanstalk", which had been
read the day before. These paper giants were laying on the floor and several children were measuring the giant with beans, their hands and feet, and more accepted standards of measurement. They were recording their findings and would report back to the teacher. At this point she would suggest, or maybe they would, another avenue of discovery for this particular theme. This all takes a great deal of organization so no child is lost in the seeming confusion of the learning area.

I noted that each of the infant schools visited had a much higher noise level than I had been used to in North American classes. I was often in a learning area for several minutes before anyone noticed my presence, having to step over little bodies on the floor deep in thought and working diligently on an activity. They were impervious to what was happening around them because of their deep level of concentration. I couldn't help but relate this to the comment often written on North American report cards which states that children are inattentive and easily distractable or that they may be too active since they won't sit in their seats all day. These observations would be inappropriate in this setting.

The areas each have good play equipment with ever present sand and water tables, shelves of good quality blocks, and painting easels. No early childhood program observed in Sweden or England were without such basic equipment. Children in this infant school are free to play with
this and other equipment throughout the day. No space in the school was unused by children. Some children had even decided to sit in the Head Teacher's office, on her comfortable sofas, to read their books. Many children had spilled over into the hallways and were sitting at small tables or on the floor composing creative stories. They asked me to write works for them in their own personal dictionaries which each child had for their own most often used words.

An entrance space had been set aside for use by parents to stop by and have a coffee and a chat if they so desired. When I was present, only children were using the sofas for their comfort. The Head said that the parents didn't often choose to stay but that it would still remain available to them. She does not seem to see parent involvement and parent education on the same level, as for instance, the Rachel McMillan Nursery School. This again points to the autonomous impact of the Head Teacher.

The parental reporting system at this infant school was similar to that in other infant schools visited in England. There is no formal written report cards which go home. Indeed, since the program is so individualized, this would not be as easily accomplished as it is in the U.S. or Canada. Each child has their own portfolio of sample work collected by the teachers. This folder is shared with the parent at a personal interview several times a year, or more often, when deemed necessary. No misunderstanding can occur with this method and a line of open communication is encouraged.
This infant school, as well as others visited, had social parent evenings that took the format of a dinner dance. One such evening I attended, had an atmosphere which did not belie that an educational institution was being used for the occasion. Although children's art was on the walls in the dimly lit gymnasium area and some classrooms were used to sort and organize the pot luck dishes which had been brought for the dinner, the band playing and the bar set up and the partners dancing, all seemed far removed from the world of schooling! This is a common practice within the schools visited. They feel that promoting a contact with parents outside the realm of educational purpose, will bring a closer community tie with the school and will in the long run benefit everyone. The occasion did have the tone of what has been reported as a common occurrence in the little red school house in rural areas in North America many years ago.

A visit to another infant school, in a London inner city renewal area, was a direct contrast in physical facilities to the previous infant school. In 1963, a group of architects from the Development Group of the Department of Education and Science collaborated with the Inner London Education Authority to design and build a school which would reflect the needs of young children and the aspirations of teachers in the forefront of the development of primary school methods and program. The architects began to study forward-looking quality programs in nursery and infant
schools. What they discovered was that some had old, inconvenient buildings but the resources and imaginations of the teachers improvised despite their premises (which is obvious from the afore mentioned visit). The team found that primary programs were now informal, with a pattern of activity which changed frequently, using materials of great quantity which therefore needed different space arrangements than had been designed for traditional school programs. The result of this combined endeavour of architects and educators is a unique building which supports the free-flow program of the infant and nursery school it houses. The architectural plans of Eveline Lowe Primary School are included in Appendix B.

The building which evolved provided areas for small groups whose size continually changes and for free movement of individual children from one group to another. Both quiet and noisy areas for individuals and groups are provided. The building enhances the primary program offered.

A separate wing of the school accommodates a nursery school for three and four year old children. The rest of the building is for the five, six and seven year old children who are vertically grouped. The pupil teacher ratio in the primary school varies from one adult to ten or to fifteen children (enrolment is 250 children in the primary school).

Across the street in a building built before the war, where the junior school is in operation. The Head Teacher
believes so strongly in the methods of the infant school that a program which follows the same philosophy of learning is also offered to the students in the junior program. The junior children use the gym and lunch room facilities of the primary school, but otherwise function separately.

The Head Teacher of this infant school Wendla Kernig, has co-authored\textsuperscript{16} a book on the challenge of informal education and extending young children’s learning in the open classroom. She believes it is necessary for all staff members to function as a whole with a commitment to a free-flow program. Upon her arrival as Head Teacher, she was able to choose her staff on that basis and the result is a team teaching situation which is harmonious. The Head Teacher has enrolled the aid of parents to work along with the teachers to ensure a more individualized program.

The following definition of informal learning and teaching and the description of the program the researcher observed is offered by the Head Teacher.

Informal learning and teaching are activities so arranged that each child is free to use time, space, materials and skilled adult help in order to advance in learning along the path indicated by his own interests and learning-style. The Teacher’s task is to ascertain each child’s individual concerns and style of learning, so that the school environment is planned and maintained in response to these known needs. Her function then, is actively to assist the child to achieve educational objectives, initiated by his own interests and inquiries.\textsuperscript{17}


\textsuperscript{17} Ibid., p. vi.
In order to provide this type of program, there is a large assortment of many types of equipment and also large quantities of creative materials, which some may call 'junk', but are imaginatively used by the children. There is a great emphasis on art, music, woodworking, science and cooking, and from these concentrations, the children develop math and reading activities.

I observed one group of children cooking with a male teacher, several children building a block structure, one group in the gymnasium taking part in a movement exercise, some children painting, others reading perched on a loft built in a quiet small room, some children hammering at the woodworking centre and still others involved in a great variety of activities with adults involved with children in all areas. The initial reaction is one of mass confusion, but upon closer contact with the program, which was done over a number of visits, there was a great deal of organization and thought by children and teachers.

The staff are very dedicated and on several occasions each year give up weekends and one week annually to take children on camping excursions. Besides the day outings within the area, the held belief is that these children should be taken further to forest areas for indepth environmental studies and general social development. Many of the children would never leave the inner city if these excursions were not planned, according to the Head Teacher. The children living in high rise flats in the area, don't experience
nature in a natural setting. These outings involved two staff members and between five and ten children. The individualization is important to maximize the benefits of each trip. The children were chosen according to need and it is hoped most will be included in this type of trip at least once while in the primary division. The school had purchased one camper and was hoping to acquire another one soon. Staff members readily used their own campers as well.

For those parents who aren't helping directly with the program, there is an active parents' group who organize a toy and book lending library and plan general events to bring other parents closer to the school community.

A program is offered before and after school hours for children whose parents work. Playgroups are organized in the summer and other vacation periods, financed by the Inner London Education Authority.

The infant schools which were visited left me stimulated and with a renewed belief in the educational possibilities for young children.

Teachers' Centres

A phenomenon not be be neglected in Britain is the Teachers' Centre. A visit was made to a Teachers' Centre in a borough outside of London. Teachers' Centres serve as professional development resource centres for the teachers in individual education authorities. The centre visited was in a vacant older school which had been renovated to accommodate a wide variety of programs for teachers.
The centre has a governing board with several sub-committees, consisting of elected members who represent teachers and voice the needs they wish to have met. There is a warden or director whose full time responsibility it is to co-ordinate the many activities which go on in the centre and to plan for future programs.

It is in this centre, that co-ordinators and consultants from the local education authority, university personnel and teachers work together to plan curriculum and improve methods of instruction.

While I was there, this particular centre had two short, three-day, courses in progress in one part of the building. One course was on English as a Second Language. In the other, primary teachers were working on ideas for reading activities. These teachers had been released from their teaching responsibilities for the short courses. They were enthused and anxious to return to classes to share their new ideas and incorporate new methods into their programs.

Teachers came in for after school and evening courses which went on throughout the school year. On another evening, a visiting reading expert was to give a lecture on a new individualized reading curriculum which had been devised at Reading University. A large turn out was expected.

The centre has a dining room to accommodate those teachers who stayed through the dinner hour. A pub is even set up on the premises for the use of any teacher using the centre!
It appeared to be a vital, alive facility, well used by enthusiastic teachers. Burnout is said to be a result of work situations which extinguish enthusiasm and idealism. This is not the case with those who come and use this centre. The support and friendliness of colleagues was enough, in itself, to energize any teaching situation. The children in their classes are sure to benefit from the professional development time and effort put forth by the personnel in this centre.

The Inner London Education Authority, due to its size, had several teacher centres which specialized in specific curriculum areas as well as multi-purpose centres in each of ten divisions. The specific curriculum centres concentrated on language in the primary area, mathematics, computer services, science, home economics and health education, drama, urban education studies, history, music, physical education, special education, art and geography, to name just a few. Teacher burnout need not happen for those who care to use these facilities to renew their expertise and enthusiasm for teaching.

General Impressions in England

While in England, I observed children as young as three years of age whose care and education was being given legitimacy in the public education system. Recent studies,\(^\text{18}\) within the last two decades, have demonstrated the learning capacities of the young child and the need for stimulation.

\(^{18}\)Idem, E. Evans, Chapter 1.
during preschool years for the child's maximum development. There is a long history of support for such ideas. However the support for quality care and education of the child from three to five years of age is a concept which has not yet been widely accepted in the U.S.

But although the British have been leaders in the endeavour to recognize the needs of young children, the economic recession in Britain during the latter half of the 1970's has resulted in cuts in public expenditure for education.

Since nursery education is not compulsory, these classes are vulnerable to budget cuts. This is at the same time when parents are demanding more preschool provision.

The Flowl'den Report in 1967 and the 1972 White expansion paper recommended that there should be an increase in nursery programs but this increase has been slow to occur, (see table 3) and is now being threatened entirely. These Early Childhood Programs have been recognized for many years throughout Britain and because of this they have the wide support of educators and parents. It is hoped, politicians will not easily be able to make the unpopular decisions to allow cutbacks in Early Childhood Programs. Developed over a longer period of time in England, children's advocacy has a larger political base than it has in the U.S. The surge of support in England just may ensure the maintenance and expansion of programs for the young child, despite economic recession.
Table 3

Pupils in maintained nursery schools and nursery classes and under-fives in infant classes, 1973-9 as a proportion of the population aged three to four years

<table>
<thead>
<tr>
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<th></th>
<th></th>
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<tbody>
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<td>2.7</td>
<td>3.0</td>
<td>3.2</td>
<td>3.5</td>
<td>3.8</td>
<td>4.2</td>
<td>4.4</td>
</tr>
<tr>
<td>Nursery classes</td>
<td>5.3</td>
<td>6.2</td>
<td>7.3</td>
<td>8.9</td>
<td>11.5</td>
<td>13.2</td>
<td>14.6</td>
</tr>
<tr>
<td>Under-fives in infant classes</td>
<td>17.4</td>
<td>18.6</td>
<td>19.2</td>
<td>21.3</td>
<td>19.7</td>
<td>18.6</td>
<td>19.9</td>
</tr>
</tbody>
</table>


1 Classes in primary schools designated as nursery classes by LEA.

Some of the most interesting visits in England were in the British Infant Schools. Here education is the child like since instructional activities are based on their interests and their problems. With the integration of subject matter, there is a distinct emphasis on the learner and not the teacher and on the process rather than the product. This approach develops independence and responsibility in children and does so by capitalizing on the creative aspects of learning. Although virtually all educators may give lip service to these aspects of the educational process, watching the activities in a British Infant School breathes life into these educational phrases.

Just as the infant learns to walk and talk and becomes familiar with its surroundings, the infant school uses the natural processes of the child for learning and calls it education. Play is recognized in England as part of this natural learning process and is less differentiated from
work as it is in American schools. Play is the child's occupation and the British Infant School is where the child occupies himself.

The standard of living is not quite as high as in Sweden and the U.S. This also means that, in most families, there is less money to be spent on sophisticated expensive toys or costly recreational lessons and programs that are so familiar to the North American child. Fortunately television is not watched to the extent that it is in North America, partly due to less viewing hours and less program selections available. This all has a definite bearing on the character, personality and mode of learning of the child. Imaginative play is a large part of British childhood both in school and out.

The degree of parent involvement in the programs observed in England was greater than observed in either Sweden or the U.S. There was an open door policy in all the programs visited, and in most areas this seemed to be working well to break down the barriers between home and school. Parent education was being tried in many innovative ways. All studies show that it is the home and the parents who have the greatest impact on the young child and if this is so, educators can't afford to leave parents out of Early Childhood programs. It will be only with the school and the home working together that a child will reap the greatest benefits from educational programs.

As in Sweden, I came away with the distinct feeling
that nature and the environment were held with greater respect than in U.S. Most children were actively involved with the outdoors and an appreciation of science and nature's living specimens were highlighted in all programs. The emphasis of the British on their gardens is transferred to the schools. Gardens and flower beds are prepared by the children at school and the children are encouraged to study and care for them. Even the weeds growing in vacant lots in the inner city were a topic for study. Pots of flowers and bouquets of weeds were a common sight in most classes. The aesthetic appreciation of nature, music, art, and movement does not have less value than academic subject areas. Life is part of the classroom, not outside its doors.

I do not know how the children from the British Infant Schools would compare with North American children of the same age on most standardized tests. Since the process and not the product is emphasized, the comparison may not be valid. But I believe that what I saw happening was mostly effective, mostly sound and seemed to be what education should be all about for the small child.
CHAPTER IV

SWEDEN: STOCKHOLM

Historical Background and Current Legislation

In the late nineteenth and early twentieth centuries in Sweden, there were a number of creches intended as part of poor relief programs. There were also kindergartens inspired by the educational ideas of Froebel. The creches were open all day and their staff members were mainly without training. They provided needed care but few developmental advantages for the children. The kindergartens were part-time institutions for children from well-to-do homes. They had well trained teachers, a pedagogical program and suitable premises. The first public initiatives aimed at creating a better designed preschool system were undertaken in the 1930's and 1940's on the basis of recommendations by government appointed commissions.

The Swedish interest in preschool began with the first major state commission in 1935. This 1935 Population Commission set the foundation for further discussion and inquiry. Other state commissions built upon the information provided.

The earlier Swedish approach to preschool programing, which today exists in the U.S. and England, made a conflicting distinction between the child's need for pedagogic
activities as opposed to care for the purpose of maintaining children. The Commission suggested that financial support from the state should be given to the pedagogically motivated half-day system which was a three or four hour day for children over the age of two. Children, it was believed, needed some complement to their home environment, regardless of the nature of that environment. The Commission questioned whether it was sound financially to support the care of the youngest infants, in situations which were not considered to offer any educational gains.

The question of preschools was considered once more by the 1941 Population Commission. This Commission proposed that day nurseries and nursery schools for preschoolers and free-time centres catering to school children be supported by state grants. A contributory argument was that at that time women were needed in the labour market. It was only then that preschools were taken seriously.

The Government introduced state grants for preschools in 1941. The grants were made for half day and full day preschools with trained staff. Further conditions for receiving these state grants were that activities should be subject to an approved set of regulations.

The Population Commission's report in 1944 presented for the first time a plan providing fairly far reaching dwelling services, with the preschool as an integrated component of the residential area. Even at this stage, the National Association of Tenants' Savings and Building
Societies ran day nurseries combined with nursery school facilities which also catered to school children in the afternoon.

The Population Commission's proposals were well ahead of their time. They were temporarily shelved during the war but were incorporated in its peace time program. Today, however, many of its proposals are highly topical, and the preschools within residential complexes owe much to these early ideas.

With the help of the state grant introduced for preschools in 1944, the number of such facilities slowly increased from the mid forties. The 1946 Committee for Semi-Open Child Care was appointed and in 1950, the Committee presented its report. It discussed preschool hours in relation to the working hours of parents, and argued for projects to co-ordinate child centres and schools in town planning. The interplay between the preschool and early compulsory school was emphasized.

But due to an economic recession at this time, with many women laid off, the interest in full day childminding services lessened.

In the later 1950's and 1960's, the economy improved and increasing numbers of women started to work. The labour market authorities tried to stimulate women to enter working life again and the problem of child care surfaced once again.

The recommendations of the Family Commission's proposals to support preschools came into force in 1966. Consequently,
the state grants made for day nurseries, free time centres, and nursery schools were increased. With this measure the Swedish Parliament and Government gave priority to full day activities for both preschool children and school children. The name accepted for these institutions were child centres.

Local authorities now expanded child centres. In 1967, the Family Commission\(^1\) presented its final proposals. These were far-reaching in terms of both program and the psychological aspects of child supervision.

Parallel with the work of the Family Commission, discussions on preschool from the standpoint of educational and social policy continued. The Unions promoted the question of child supervision, and qualitative and quantitative development.

A preschool inquiry, the 1968 Commission on Child Centres,\(^2\) delivered its report and laid the groundwork for the creation of a uniformly organized Swedish preschool. These reports were published in 1972 and mark a turning point in the view of the child's role in society. The following year, the government presented an important bill on expansion and organizational structure of the preschool system. They recommended that all children of six years should have a half day program (similar to the American kindergarten) and that there should be an expansion of day


\(^2\)Ibid
nurseries to meet the demand. The Commission stressed that, in its view, children over two years of age needed the stimulation of day nursery and needed to be with other children, since over forty per cent of families in Sweden are one child families. These recommendations were accepted by parliament in 1977 and the Child Care Act established a general objective for the expansion of child care programs. There should be a place for every child of preschool age whose parents were employed or studying, and for every child in special need of support and encouragement. This objective was to be achieved gradually within a ten year period ending no later than 1986.

The economic malaise of the present time, has also affected Sweden and there are many doubts that their highly commendable goals will be met by the given deadline.

One further aspect of child welfare legislation is Sweden's interesting Parents' Insurance Scheme which came into effect on January 1, 1974. Parents can have a combined maternity/paternity leave for a period of nine months with the birth of a child. A gainfully employed person is entitled to leave benefit equalling ninety per cent of daily earnings, subject to a maximum limit. There is a guaranteed level of pay for those earning lower salaries. The basic qualification for parental benefit is that the parent actually takes care of the child and therefore has to refrain from gainful employment. Full parental benefit is payable in cases of complete absence from work; otherwise,
half the full rate of parental benefit is payable. Parents can each receive half the rate of parental benefit for one and the same day.

Parents who have to refrain from gainful employment to care for children under ten years old are entitled to parental benefits if temporary care is due to any of the following: illness of the child, illness of or in the home of the person normally caring for the child, visits to public preschool activities in which the child participates. Public preventative child health services refers, for example, to child care centres, school health services or mental care for children and young persons.

The term 'public preschool' activities includes day nurseries, nursery schools and municipally sponsored family day care. The purpose of family benefit in this connection is to enable and encourage parents to associate with their children and meet the people caring for them in the services. The right to parental benefit is limited to two half days or one whole day per parent per year. The benefit period is differentiated according to the number of children under ten years of age. The following maximum limits apply to the number of benefit days per year: one child - twelve days; two children - fifteen days; three or more children - eighteen days.

Parents also have the option of working six hour days if their child is eight years of age or less, though not compensated for the lost hours, job security is guaranteed.
The parental insurance scheme is financed through the social insurance premium paid by employers which covers eighty-five per cent of the expenditure and the remaining fifteen per cent is met by the State out of the national Budget.

The discrepancy between social service day care and education nursery programs is not evident in Sweden as it is in the U.S. and England. Because day care is under one ministry, the National Board of Health and Welfare with co-operation from the National Board of Education, there is no division of services for preschool children.

Although the role of child care in Sweden during the nineteenth century was devised to care for the children of the poor, often single mothers were forced to seek employment in order to support their children. The day care centre of today is for all children. Those children first serviced are those with parents who are working or studying and those in need of special care and stimulation. Both a part-time and full day program are provided and parents now see it as their right and their child's right to have a preschool program.

In Sweden, primary school education is, today, a social service of which everyone takes advantage as a natural part of social life. But this has not always been the case. At first it meant a channelling of society's resources which was not always looked upon with the approval of either the poor or the rich.

Early childhood care institutions with their roots in the health-welfare system have a standard history of not being educational in their aims. Nursery programs on the other hand are usually educational in their aim but in contrast to the cognitive-selective approach of compulsory schooling, they emphasize the developmental-integrative aspect of education. Within the spectrum of early childhood care and education a set of structurally conflicting traditions contained within different institutions are met in the formation of a comprehensive program for early childhood.

Sweden has managed to bridge the gulfs between the rich and the poor and between educational and welfare services, for the ultimate benefit of all their children. The U.S. and Britain have much to learn from this approach.

**Unified Services: the Swedish Concept**

Many visitations were made to day care centres in apartment buildings, in suburban areas and in housing projects. One of the centres visited, in a suburb of Stockholm, cares for children from nine months to seven years. It is a large, newly built, one floor structure on a large expanse of land. The building has informal separations for age groupings of children. The Infant group of nine months to two years is isolated from the other children. Another division is made for the three and four year olds, and the five and six year old children are in another section of the building. There is free access and interplay among the sections and common areas as well. All groups

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intermingle out on the playground and this may be where brothers and sisters also play together. Three adults are with eight infants and the other sibling groups have a ratio of two staff to ten children. One preschool teacher is in each group with other staff members being nursery nurses.

Parents can leave their children at 7:00 am and pick them up at 7:00 pm. Their fee schedule is on a sliding scale according to their ability to pay.

The facilities are home like with living room areas, cozy kitchen areas, quiet rooms, noisy large motor activity rooms. A water play area is built so that it is completely water proof and children can splash about without being fearful of damaging anything. Instead of the usual water table arrangement, the children have a large plastic swimming pool or ceramic tub so they can bodily experience water play.

Meals and snacks are provided. Parents of infants bring their special formulas. The children themselves can go into the kitchen and help with meal preparation if they wish.

The children of six years can come for a half day program free of charge. These children have special instruction to prepare them for the more formal school setting to which they will go when they are seven. Readiness tasks are part of the days activities.

This type of day care setting is generally very informal and unstructured with emphasis on social learning as opposed
to academic skills. Since the children spend so much of their life in this setting, it becomes their home away from home. (see tables 4 and 5)

Table 4
Daily time spent by all preschool children in child care, broken down by age

<table>
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<tr>
<th>Age of Child</th>
<th>Time of stay</th>
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<tr>
<td></td>
<td>Below 6h</td>
<td>6-7,9h</td>
<td>8-8,9h</td>
<td>9-9,9h</td>
<td>10h</td>
<td>Total</td>
</tr>
<tr>
<td>Below 3 yr. of age</td>
<td>11.1</td>
<td>19.1</td>
<td>16.8</td>
<td>28.6</td>
<td>24.4</td>
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<td>Aged 3-4</td>
<td>10.7</td>
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<td>18.0</td>
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<td>Aged 5-6</td>
<td>15.1</td>
<td>20.1</td>
<td>19.2</td>
<td>27.8</td>
<td>17.8</td>
<td>100</td>
</tr>
<tr>
<td>Total</td>
<td>12.3</td>
<td>19.0</td>
<td>18.0</td>
<td>29.1</td>
<td>21.6</td>
<td>100</td>
</tr>
</tbody>
</table>

Source: Official Statistics of Sweden
(1975 Report: six shorter working hours for parents of small children)

Table 5
Length of Stay, Ages of Children and Type of Family in Child Care

<table>
<thead>
<tr>
<th>Age of Child</th>
<th>One Parent</th>
<th>Two Parents</th>
<th>One Parent</th>
<th>Two Parents</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>At least 9 hours of stay</td>
<td>At least 10 hours of stay</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Below 3 yr. of age</td>
<td>66.3</td>
<td>48.3</td>
<td>36.8</td>
<td>20.0</td>
</tr>
<tr>
<td>Aged 3-4</td>
<td>66.2</td>
<td>47.4</td>
<td>33.4</td>
<td>17.6</td>
</tr>
<tr>
<td>Aged 5-6</td>
<td>54.8</td>
<td>39.8</td>
<td>23.3</td>
<td>14.4</td>
</tr>
<tr>
<td>Total</td>
<td>61.8</td>
<td>45.4</td>
<td>30.3</td>
<td>17.5</td>
</tr>
</tbody>
</table>

Source: Official Statistics of Sweden
(1975-6 Report: Shorter working hours for parents of small children)
Another day care centre visited is in the central part of Stockholm in a multi-level apartment building. This centre has been in existence since the mid 1800's and has been since renovated. It is divided into separate groups according to the age of the children (ten infants from ten months to three years of age and a sibling group of twenty, with children aged three to seven years of age). For most daily functions, they remain separate, but the out of doors is a meeting and mixing area. This is where brothers and sisters may interact. About thirty children are in this centre with an adult ratio of one adult to three or four children.

From the front of the apartment building, there isn't any evidence that a day care centre exists within. But looking down into the back yard of the building, the play area gives evidence that young children are present. The well-equipped yard has colourful climbing equipment, sand pit, play house, and picnic table, along with bicycles and tricycles. A back exit staircase is used to join outside activities to those in the inside area. Depending on the weather, they usually try to have the children outside between 8:30 am. to 11:00 am.

For each age grouping, kitchen, play and bathroom facilities are duplicated on two floors. These rooms have a very comfortable, normal home-like atmosphere with sofas, scatter rugs, colourful curtains and labelled toothbrushes. There is no feeling of a sterile, institutional setting.
There is an open door policy for parents and while I was there, a father was using the day granted to him by the parental insurance for a yearly visitation to his child's care setting (without loss of pay). His child's birthday was being celebrated.

Another parent I met was bringing back her child after a two week absence. The child had had measles and was cared for in her home by a municipally employed childminder. This minder had been in their home before, so the child felt comfortable with her presence. This care of children, who are temporarily ill, is a part of the child care system. The public authorities are responsible for care during periods when due to temporary illness, a child cannot attend a care centre.

Meals are prepared by a trained cook who also becomes involved with the children who wander in an out of the kitchen to 'help' with meal preparation or just to chat and lick the sticky bowls. Again, this was part of the home-like atmosphere I observed. The older children help set the tables and serve the younger children, as might happen at home. On this particular lunch time occasion, one of the senior citizens was sitting down to lunch with the children. The senior citizens have an open invitation to join the children whenever they wish. Since there are some seniors in this particular apartment complex, visits are frequent. The children are accustomed to have these 'adopted grandparents' in their midst.
The centre is open from 6:30 am to 6:30 pm seven days a week. There is a sliding scale of payment. The director said that an average fee may be from fifty dollars to one hundred dollars per month per family. No six year old pays a fee for half a day because the Child Care Act legislates free half-day attendance before the compulsory school age of seven.

The director indicated that although there are specific guidelines to be followed for all centres, she is fairly autonomous and runs the program as she thinks best.

The hours spent in this day care centre simulate as closely as possible the atmosphere of home, with trained personnel to develop pedagogical aspects of the child's day.

The concept of sibling groups in day nurseries was suggested in 1972 by the Commission on Child Centres (State Commission set up in 1968). The commission suggested that children from seven months to two and a half years of age should form one group and those from two and a half to seven years of age the other. Since Swedish families usually have only one or two children, children today have little idea what it is like to grow up with a number of brothers and sisters. The director indicated that the sibling system has yielded good results. Children have responded well to contact with children of other ages. The older children are helpful and responsible with the younger ones and the younger ones are stimulated in a positive way by contact with older children. It is worth noting that the British
Infant Schools also attest to the positive gains of sibling groups.

The mixture of ages has provided a more natural setting and given some sense of stability to the centres. The children get to know each other in the day care centre and it's an acquaintanceship that can continue for many years. In the larger social context, the Swedes hope that this generation of young people will grow and find it natural and rewarding to function outside any specific age group. Should this prove so, it may contribute towards breaking down certain tendencies towards segregation on the basis of age that can exist in the community.

The town centres built in the 1960's, which the researcher visited, are designed to break down a variety of social barriers. The day care centres are in the midst of urban life. They are in apartment complexes housing senior citizens, children, and couples of all ages, as well as those who are handicapped. The acceptance of individuals without prejudice is a working concept in these areas.

Recent developments in the Swedish preschool have recommended integration of children with handicaps (physical, mental and social) into the ordinary preschool activities. There have been some problems, but the Swedes are looking for the knowledge to comply with this recommendation.

Further integration has occurred with immigrant children. According to the Child Care Act, children needing help from the municipal child care system for reasons of
language are offered places on a priority basis. Children for whom a language other than Swedish is a vital part of their home environment are entitled to education in their language. The municipalities receive government subsidies for teaching six year olds in their home language. And recently such subsidies have been made available for five year olds also. Their belief is that each individual needs to have full command of one language in order to become competent in another language. The aim is to produce active bilingual citizens. Regular periods of language instruction can be provided within school hours if desired or home visits by the instructor are arranged. Participation is voluntary.

The Child Care Act makes it the duty of municipal authorities to ensure that extra support and stimulus are available to all families. These are referred to as outreach activities. The content and form of outreach activities has been investigated by a Government Commission and the National Board of Health and Welfare since 1972. Some interesting recommendations have resulted.

Originally, the thrust of the program was to find those children in the community in need of extra support in order to give them priority in the award of preschool places. But the aim has changed and it's thrust now is toward parent education in connection with childbirth and child care. As part of the outreach activities municipal social welfare authorities offer all families with children, personal inter-
views with a social worker. This is done as early as possible in the life of the child, primarily to expectant parents and parents of children under one year old.

Thus the first contact with families with children is established in connection with pregnancy and by a follow up visit after the birth of the baby. There is an optional leave of absence granted from employment and compensation is paid out of social insurance for any loss of earnings involved due to attendance at these meetings.

These interviews with the social worker give families with children the opportunity of obtaining information about social services and help make parents aware of the development and needs of their children. As well, these contacts supply the social welfare authorities with information regarding the needs of the families within a residential area.

One of the programs developed during the course of outreach activities is the Open Preschool. Open Preschool is available to all preschool children and their parents, childminders, nurse maids and all other adults caring for preschool children. All children visiting an Open Preschool institution must be accompanied by an adult. This Swedish program had some similarities to the Mother Toddler groups in England.

Activities are administered by a preschool teacher, whose task it is to co-operate with children and parents in encouraging activities of different kinds, to get new
parents and children interested in Open Preschool and to make it easier for parents and children to establish contact with each other through the medium of common activities. Opon Preschool does not provide an educational program only for the benefit of the child, but services the social needs of both adults and children.

In the Open Preschool, it is parents and children who dominate activities, while the preschool teacher keeps in the background, ready to lend assistance when children and parents require it. Apart from preschool teaching qualifications, therefore, the preschool teacher also needs to know about other services which the municipality can offer families with children.

An Open Preschool program was visited in an apartment building located in a middle to upper income area near the city centre of Stockholm. The ground floor area is shared with a leisure time centre which meets before and after school. There are several rooms and a kitchen area which appeared quite sparse. The Open Preschool had started only six months previously but had already become quite popular.

The teacher and her assistant were very warm and welcoming to all those adults who appeared with young children. Actually the teacher said that although some grandparents had brought young children, as well as some mothers, most who attended in this area were au pair girls in their late teens with the children they were minding. Most of the children coming are three years old or younger.
since older children seemed to be enrolled in the local preschool centre.

The adults are free to come whenever they wish and stay as long as they want. The director stated that as many as thirty five different adults and children had come in one day. On other days there may be considerably less. Snacks and coffee are served, with payment for these at the time. All go home for lunch, so no hot meals are served. The program hours are from 9:00 am to 3:00 pm.

While there, the teacher and assistant spend most of their time talking to the adults and interacting with the children. The teacher played the piano and the adults along with those children who were able, participated in an active, singing circular game. All seemed to enjoy the activity.

The teacher felt such a meeting place is important for social contact outside the home for both the child and the adult. Most of these children were either only children or alone because older siblings were at day care or school. Most adult attendance was of the au pair girls; many were unsure of themselves and uncertain of the needs of young children and therefore, needed support and social contact.

Experience can be exchanged among the participants and a meeting ground is provided for those who feel isolated in their homes. Although not verified, the researcher wonders if child abuse is less prevalent amongst those who can interact in such a social program.

Another interesting program provided by the state are
Leisure Time Centres. Leisure Time Centres accommodate children from seven years old to twelve years old during the parts of the day when they do not have school classes, and during school vacations. Their main purpose is to meet the need for full day care of children with gainfully employed parents. This eliminates the 'latchkey' child who would be left alone in the home before and after school if their parent's working hours didn't coincide with school hours. Similar programs are available in some areas of England and the U.S. but not on the legislated national level of Sweden.

The Leisure Time Centre I visited was in central Stockholm, on the ground level of an apartment building. The centre accommodates forty children before and after school. The centre opens at 6:30 am and usually closes at 7:00 pm, depending on the needs of the working parents. Some children can spend as much as five hours per day here. The schedule differs for each child, since time is organized around daily musical or sports lessons and various activities such as medical or dental appointments. A large wall chart is displayed in one of the hallways depicting the whereabouts of each child.

There is a sliding scale of payment depending on the income of the parent and the number of children attending the Leisure Time Centre. This subsidizes the state run program. Hot meals and snacks are served when the child's attendance is through a breakfast or dinner time. There is
a long waiting list for entrance to the program, with siblings and those most in need getting priority.

The director had been at this centre for ten years and had kept most of her staff constant. There are eight adults, with one of these being male. These people are specially trained for this specific child contact, having gone through the basic teacher training courses.

A variety of programs are scheduled daily. Some field trips and a swimming program are weekly occurrences. Noisy and quiet rooms are set up to accommodate those children who participate in active programs and more thoughtful activities such as reading and doing homework.

Again the atmosphere provided is like a home with living and dining rooms. A warm, friendly, comfortable feeling among the adults and children reminded the researcher of children coming home from school to their own places. Every child seemed to move to an area or activity which had been planned in advance. Many of these children could call this home after spending many years here in this 'neighbourhood home' away from home.

A public school was visited in another suburban town centre. Incorporated in the school, but in a separate building is the day care centre for children from six months to seven years old. Another building contained classes of children from seven to ten years of age, and a third building held classes for those ten to sixteen years old. A Leisure Time Centre was available before and after school
for those seven through twelve years of age. There are approximately one thousand students in the whole school.

The day care centre runs programs similar to those described earlier. The difference is in the close association between those older children in day care and those in the regular school system. Visits by the five and six year olds are frequently made to the classes in the primary school section. This facilitates an easier transference from one area to the other, once the child turns seven.

The primary classes are sibling grouped and each teacher stays with the grouping of children for a cycle of three years. Those who turn ten years old each year move to the next school section and are replaced with new seven year olds from the day care. The teachers at this school spoke positively of the sibling grouping.

The appearance of the classrooms is more structured than for example the British Infant Schools. Children sit in desks most of the day but can circulate to activity corners once assignments are completed. Although theme approaches are used for program, there are various reading schemes used. Language experience approaches are used also for individual teaching.

There are twenty-five to thirty children in each room. School hours are from 8:00am to 1:30 pm each day with a twenty minute morning outdoor recess and a fifty minute lunch break where hot lunches are provided.

The teachers have individual freedom in developing
curriculum but work as a team for planning on combined endeavours. Enclosed small classrooms do not encourage any free flow of children during the program.

Frequent field trips are made into the surrounding natural environment. An environmental program has had great impact on the curriculum. Theme approaches were in this way incorporated into the program.

English is taught to these children but at this stage, there is little English conversational ability. This made it impossible for me to speak with any of the children. However, the teachers were very capable in speaking English. English is Sweden's second language.

An interesting visit was made to the Swedish Council for Children's Environment (formerly The Swedish Play Council). This council was established in 1971, under the Ministry for Social Affairs. The task of the Council is to promote play as a condition for human development and to help establish appropriate conditions for play in residential and public environments. To this end, the Council promotes the manufacture and sale of functional toys, creation of sound play environments, provides information on the importance of play to the development of children, and studies and pilots programs dealing with play environments and toys. The name change for the Council was thought necessary because it now includes the work of researching and disseminating information on the prevention of children's accidents. The Council's activities are aimed at parents,
children, local government, staff at institutions for children, day care workers, producers and purchasers of play things.

Much research and many Swedish publications\(^5\) concerning the issues of children and play have evolved. Close collaboration with the toy trade regarding the sale of war toys was initiated which resulted in the ban of all war toys, war games and kits to make toy soldiers and weapons. This agreement came into force in late 1979. An important task for the Swedish Council is now and in the future, to develop the content and method of recreational programs and to draw up recommendations on environmental design and material composition.

A staff member of the Council took me to a new suburban residential centre which was yet to be completed. As explained earlier, these centres house citizens of all ages in apartment complexes with day care centres, shopping centres, schools and all other necessities within easy access.

Although the area was incomplete, with a great deal of construction still being done, the play areas and recreational centre are finished and are in full use. This had been a priority for completion, in order to channel the positive energies of children early in their new environment.

Legislation has stipulated the sizes of play areas for

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children and their distances from residences. Larger adventure playgrounds with recreational personnel are to be provided for older children. In the U.S., legislation provides for parking of cars but not for the play areas for children.

The centre which we visited has a large playground for building with loose materials. A large wooden structure, built by older children and the supervisors, stood where it had been constructed. When the children tire of this, they will tear it down and build something else, using the discarded scrap materials which are in the yard. A preschool adventure playground area is also available nearby. Sand boxes (with nearby showers), large motor equipment, as well as a craft area are all within reach of the small children in this complex.

The large hills of earth from the excavations during building have been kept, sodded and treed to allow children this type of environment in which to play. Nature study in the nearby forest area had already begun with groups of children of all ages.

I had noticed on a trip into the shopping area on the main street of Stockholm that a large tract of land had been left for recreational purposes. Children were busy playing and climbing on the colourful equipment provided. Undoubtedly the tax base in such a coveted area is high, but the space has been given to the children for their recreational needs when accompanying an adult on a shopping
expedition. An area such as this was not in evidence in either London or Washington.

Some other interesting child related legislation has recently affected the lives of Swedish children. Corporal punishment of children is prohibited as of 1979 under the section of Swedish law governing the relationship between parents and children. To help support this legislation and to deal with all matters concerning children, there is an appointed children's ombudsman in every municipality. These are appointed by the Swedish Save the Children Federation. These ombudsmen act as the spokespeople for children and mobilize opinion and disseminate information concerning children's needs and work in order to establish children's rights. The basic purpose of the activities of the children's ombudsman is to generate a positive attitude towards children so as to increase the number of people supporting children's rights. Another important aim is to induce all adults to assume responsibility for all children.

General Impressions in Sweden

Sweden is a comparatively small country of slightly more than eight million inhabitants. Through their high level of education and technology, they enjoy an advanced standard of living and culture. Sweden has long exercised an influence, and taken World-Wide a leadership role, on social and educational issues. This is out of all proportion to their size.

Sweden has had stable government for more than forty
years. There has been continual support for a policy of social equalization, full employment and priority has been given to collective solutions. Solidarity and collaboration have been their aim instead of private solutions. Comparatively widespread agreement prevails in Sweden between the major political parties concerning the principles involved in the family policy. Policies concerning children and parents' insurance are generally accepted. At least in principle, widespread agreement prevails concerning the expansion of child care. Disagreement in some municipalities occur mainly in regard to certain tax advantages for families with children and any expansion of the parental insurance scheme.

The far reaching legislation in the Child Care Act of 1977, and all related commissions, have given Swedish children and their families advantages that are only dreamed about in the U.S. and England. Amazingly, there are still some parents who feel that this legislation has not gone far enough. The option of choice, they feel, is not great enough. Some parents would like to have their children start a more structured program before age seven. But even with this dissatisfaction, the state does help fund some programs of choice such as Montessori.

But the prevalent concern is the lack of enough programs and the frustration of waiting lists to get into those that are functioning. The need has not been fully met. (see table 6)
Table 6
Child care in figures 1977 and 1982. Children 0 - 6 years

<table>
<thead>
<tr>
<th>Total needs</th>
<th>1977</th>
<th>1982</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>351,700</td>
<td>-125,800</td>
</tr>
<tr>
<td>Places lacking</td>
<td>183,500</td>
<td>-81,900</td>
</tr>
<tr>
<td>Family day nursery places</td>
<td>64,800</td>
<td>-179,300</td>
</tr>
<tr>
<td>Day nursery places</td>
<td>103,400</td>
<td></td>
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</table>

Source: According to the most recently available plans from local governments.

I noted strong feelings of cultural ties along with a great appreciation of the natural outdoors. Although Stockholm is a very sophisticated capital city, there was a feeling still of basic beliefs toward a standard of life and living taken from the past. For example, there aren't any shops or businesses open in the evenings. On weekends, everything closes mid-afternoon on Saturday and all day Sunday. This encourages families to spend more time together, away from the strenuous pace and stress levels observed in London and Washington.

Although urbanization and industrialization came later in Sweden than in England and the U.S., some of the agrarian
life style still prevailed. The Swedes have a true appreciation for nature and their vast land supports this interest. Short subway rides from the city centre, bring one into vast forest land. The University of Stockholm (a ten minute subway ride from the centre of the city) is built on the edge of a forest and along a water way. I was fortunate to be residing here during my stay.

The waters running through Stockholm and surroundings encourage aquatic activities. Many Swedes have cottages in this environment and spend much of their considerable leisure time in this 'healthy' atmosphere in which children can grow both physically and spiritually.

The co-operative presence, in the legislated social programs and with those people with whom I spoke, was refreshing. Families and their children are the future of their country. And although this is professed to be true in all countries, Sweden has put their collective expertise and finances behind supporting the institution of the family and the value of the individual.

Although indeed, there are socio-economic class differences here, the contrast is not as great as witnessed in England and the U.S. Social welfare promotes a certain minimal standard of living for families and children. Children will all share in health, education and welfare advantages, no matter what socio-economic level to which they were born. The Swedes hope this will further the cause of equalization for all.
The general impression in the educational settings visited was not only the promotion of academic learning but the understanding and encouragement of selfhood. Children did not feel the pressure to attain certain levels of excellence and certainly didn't experience academic failure. The postponement of compulsory education until age seven ensures that children are ready to begin a more structured approach to education when they are developmentally ready to do so.

The philosophy of equality among children and male and female adults has been supported by legislation and finances. Certainly the whole issue of child care has been closely associated with women and their role in society. If women are to gain equality in the work force, and if, as in Sweden, this encourages their employment, then quality care must be provided for their children.

In Sweden, the number of persons in the work force increased by eleven per cent between 1965 and 1975. Women constituted all of this increase. As can be seen from Table 7, the increase is largest amongst the mothers of small children. In 1967, thirty-four per cent of mothers with children younger than three years old formed part of the work force, whereas sixty-four per cent did so in 1977.

More than sixty per cent of mothers of small children started to work within one year after childbirth. Over eighty per cent of mothers who were gainfully employed before the childbirth, returned to their jobs before the child had reached one year of age. The higher the income
the mother has, the more common it is for her to return to gainful employment with a year. (see Table 8) Sweden has decided it must provide quality care for all these young children whose mothers are no longer in the home.

Table 7
Working Mothers

<table>
<thead>
<tr>
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<th></th>
<th></th>
<th></th>
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</tr>
</thead>
<tbody>
<tr>
<td>Working Women %</td>
<td>100-</td>
<td>90-</td>
<td>80-</td>
<td>70-</td>
<td>60-</td>
</tr>
</tbody>
</table>

...... Women with children aged 3-6
----- Women with children below the age of 7
----- Women with children below the age of 3

Table 8

Proportion of Mothers who began gainful employment within one year after childbirth. The mothers are broken down according to annual income before childbirth.

% Mothers who began gainful employment

100-  
90-  
80-  
70-  
60-  
50-  
40-  
30-  
20-  
10-  
0-

10 20 30 40 50 60 The yearly income of the mother, 1000's of Skr.


Generally, I was impressed with the care centres and the wide choice given parents according to their needs. Every imaginable need of children and their parents has been considered and solutions have been found through logical, co-operative effort without these issues becoming political battlefields.

There has been a high standard of life for children and families in Sweden. More difficult economic times are present, and higher taxation for those Swedes who are already highly taxed is inevitable in order to support this high standard of education and superior social welfare programs. Sweden has always been a fairly homogeneous country but their population now includes more immigrant
groups than in their past. These immigrants bring with them
different languages, cultures and problems which are taxing
the educational and social welfare programs to a greater
extent.

It will be interesting to see how Sweden solves their
current difficulties. I have come away impressed with the
humane approach in the area of young children and families,
to which Sweden adheres. I have every reason to believe
these new problems will meet with a satisfactory solution.
CHAPTER V

A COMPARATIVE SUMMARY

The observations made in each of the countries visited were of necessity obtained in the capital cities and their immediate vicinities. These are, therefore, descriptions of the local community provision for early childhood programs. But since authorities on a national level were also consulted, a broader perspective of each individual country was obtained. Further reading of the literature and research and listening to and conversing with experts have given credence to the impressions formed by my visitations and interviews as to the scope of early childhood programs in each of the countries visited.

There are many areas of direct comparisons which can be made. The following areas of similarities and differences were most obvious from the information collected through the year.

1) **Size and Complexity**

The United States has an estimated two hundred and twenty million people according to the 1980 census, spread over a country of immense size, 3,022,387 square miles. The United States has fifty states which in some ways function as separate countries, with a great deal of individual freedom. Since the country is a synthesis of immigrant groups
who came to this 'New World' many years ago, it has a diverse, population. Immigrants have continued to come to this country which is amongst the most powerful and wealthiest of the world. Although the constitution of the U.S. encourages equal opportunity, there are great inequalities inherent in such size and complex magnitude.

England comparatively is a small country with a population of over fifty-four million people on less than ninety-four thousand square miles of land. Their population density is the third highest in Europe. This has been a country, centre of the Commonwealth of Nations, which has had an influx of immigrants during the last several decades. This has added a strain to their social insurance and educational system.

Sweden has a population close to eight million people on a land mass of 173,426 square miles. It too, is not a large country, but has been a leader in educational and family policies. Its population has been fairly homogeneous until the last decade when immigrant groups, many from the middle east, have come into this country. This has put a strain on their system of social government which has offered a very high standard of living and equal opportunities for its population. It is clear then that in measures of magnitude and complexity that these countries are really quite dissimilar. To ignore this fact is to make serious misrepresentation.

2) Governance of Education

In the United States, educational policies are the
responsibility of individual states, regions and local communities. The National Office of Education functions mainly for research and advisory purposes. The Office of Health, Education and Welfare can offer direction as to the care of the child and national regulations to effect this are now under revision. The five year old child in the United States will usually attend a half-day kindergarten program within the public education system, if kindergarten is offered in the state of residence. The preschool years therefore, are those below five years of age. There is no national policy for preschool education, other than Head Start which is education for the disadvantaged.

In England, educational policies are determined on a national level. Responsibilities are divided between ministries, on a functional basis. The Ministry of Health and Social Welfare is responsible for full day care from birth to compensatory school age of five years old. The Ministry of Education is responsible for the education of the young child in part-time, sessional or full school day sessions in nursery schools or nursery classes in the public schools in the age group from three years to five years old. This is a dual system but functioning on parallel courses.

In Sweden, all preschool education before the age of seven, is under the Ministry of Social Affairs through the National Board of Health with support and direction given by the National Board of Education. The National Board of Health and Welfare supervises the preschool programs, gives
instruction and guidance to the municipalities and admin-
isters state grants. At the local level, the Child Welfare
Committee administers and inspects the program. The
National Board of education supervises the seven year old
program in the schools.

Since the compulsory attendance age in Sweden is seven
years of age, the number of preschool years is greater than
in England and the U.S. Sweden has formulated national
policies to support parents and their children in this
educational process. The advantage of this national or
centrally controlled provision of care and education is the
guarantee of certain standards of care for all children.
The risk is of over institutionalization, with an increased
bureaucratic hierarchy and consequent impersonality.

3) Funding

Due to the lack of a central office for the care and
education of the young child in the U.S., there is a wide
gap in the service offered the child. This is to a large
extent dependent on where the child resides since local
taxation is the major support of education with the heaviest
burden being placed on property owners. This makes for an
uneven distribution of financial support owing to great
variation in property values from area to area. The
programs offered and the staff available is directly related
to the size and financial support of the school district.

Much of the day care for the most needy children in the
United States is subsidized by the Federal government. The
Department of Health, Education, and Welfare provides most of the funding through Title XX of the Social Security Act. Title XX authorizes the Federal government to pay seventy-five per cent of the cost of eligible social service programs, subject to a ceiling on the total Federal contribution nationwide each year. States have flexibility to adjust their programs to local needs and economic times and resources. These funds are shrinking rapidly in these difficult times.

Head Start is funded separately but also is dependent on the individual region for sponsorship. School boards, churches and other community based organizations support Head Start programs and within that setting these programs differ.

Tax credit is one of the biggest sources of funding for day care. These monies are not directly available for programs, but may be deducted from income tax paid by individual parents. This applies only to those who earn enough money for this deduction.

Education in Britain is financed partly by Parliamentary grants taken out of national tax revenues and partly by local tax resources of the local educational authority. The proportion of grants by the Ministry to the local education authority varies according to the need and the resources of the authority. In general, however, national funds provide almost two thirds of the total expenditure for education in each authority. The rise in expenditure
for education reflects the rising costs and expansion of facilities called for by the Flouden Report. Expenditures for education have doubled, but the national income has not been able to keep pace with them. Again, difficult economic times have made this a grave problem.

Sweden's funding of educational and care programs for young children in centralized through the Ministry of Social Affairs and the Ministry of Education. The responsibility for establishing preschool activities rests with the municipalities which have been directed by law to offer a general preschool program to all six year old children, and to increase the participation of children in preschool programs, with the goal of community care for all children who want it.

The state influences development through legislation and by means of state grants but the municipalities are also responsible for part of the costs. Although the rate of expansion of child care facilities is left to the individual municipalities, the state grant for these facilities has risen markedly and is linked to the index for salaries for public employees.

Employers in Sweden also contribute to the parent insurance plan which supports the child and parent in the total family-social-educational endeavour within the country.

4) Philosophy and Program

In the United States, national and local public expenditure on Early Childhood Education tends to be a political
response to what is perceived as the socially dominant values surrounding women, children and the family. These values are in a state of flux presently. It has been difficult for the U.S. to anticipate change with any degree of accuracy and the most obvious example of this is in the qualitative gap which has appeared between provision and new demand.

There have been fresh demands for more full day provision of a basically custodial type of care for children up to compulsory school age. Demand exists for before and after school care and for care during school holidays. These demands go unmet in any national programs other than Head Start which does meet the needs in health, social and educational areas for those children most in need.

Any advance in early childhood education policy in the U.S. will depend on the evolution of a new set of social values concerning the importance of the individual, both children and adult, and the family as a unit within the community. It is obvious that the quality, if indeed the quantity, of programs is not improved by relying heavily on private and voluntary based sponsorship.

In England, the support for Early Childhood Education for children below the age of six has been much more a part of educational policies than it has been in the U.S. The extension of public education downward in establishing day nurseries for infants and nursery education for children
from three years has had a long history of support. England's philosophy of care and education for young children does not extend to a full day provision except for those most in need. There is some ambivalence about the value of a full day program which would take the child out of the home environment, which is still generally looked upon as the best place for the child to be. This has resulted in some unsatisfactory divisions of care and education for children in need of a full day program.

Sweden has long had a policy supporting Early Childhood Education. It has evolved from the goals of social equalization, full employment and a belief in national solutions as opposed to private enterprise fulfilling public needs. Preschools in Sweden are intended for all children, not just those in need. They aim to provide the children with a satisfactory environment for development and care during the time when parents are gainfully employed or are studying. The expansion of the preschool is also closely linked to the efforts to achieve equality between men and women. Swedish women are thus acquiring an economically independent position. As a result the question of the care and education of children is no longer confined to their mothers alone. The responsibility for children is a common task in Swedish society.

5) **Teacher Preparation**

In the U.S. university training in education is required for teachers when involved in a public school setting. For
those teachers in a day care setting, there is a wide variety of training. Because pay scales are incredibly low, the qualifications which should be required are not always met by those who eventually fill these positions.

Staff who take care of infants are subjected to conflicting messages. Psychologists, educators and other experts emphasize the significance of early childhood for the healthy life of a human being. Nevertheless, those who work with young children not only are poorly paid but have a low status. The commonly held belief is that anyone can do it. Most positions in care centres are held by females.

The Child Development Associate Program which was a national credentialing training course sponsored by the U.S. Department of Health, Education and Welfare has been discontinued due to lack of funding. The goal of this program was to upgrade the quality of Head Start, day care, and other child development programs by increasing the skills and knowledge of the classroom staff. It was an attempt to improve the quality of care and would have given care givers a more professional status. It is incredible that funding cannot be found for such an important area.

Head Start does have some of its own training officers who offer short courses, workshops and disseminate literature and information for the Head Start personnel. Head Start teachers with university education training are only required when the Head Start program is sponsored by a school board. The Head Start training offices are being slowly
discontinued as well, due to the lack of adequate funding for Head Start programs.

England has been a leader in the training of teachers working with young children. With the expansion of education for young children dictated by the Education Act of 1944, national standards for qualification were devised. The salary level for teachers working with young children in educational settings are on a national scale with no distinction made between primary and secondary school teaching experience.

A university degree with specific training in Early Childhood programs is a requirement in order to become a certified teacher for young children in the British Infant School. An understanding of the intellectual and social-emotional development specific to the young child is reflected in the mode of programming observed in these settings.

For those who care for children in day care settings or in hospitals, or who function as aides in a nursery school or who wish to become nannies, courses run by the National Nursery Examination Board are required. This is a two year full time course including both practical and theoretical elements.

The quality of care for young children is thus more closely guarded when there are national levels of training required for all those working with young children.

Teacher centres are an important resource for teachers in ongoing professional development. This is ever more
important with declining enrolment and fewer new staff members instilling new ideas in school program. These centres are set up by local education authorities and their advisory staff works closely with teachers on curriculum matters. These resource centres offer short and long term professional courses for teachers. Relief time for several days are given for some courses, but most are after school and in the evenings. The English teacher is thus able to stay abreast of new curriculum and professional developments which can benefit the young children they teach.

In Sweden, teachers working with the children in primary classrooms in a school setting have a university degree in education. Those preschool teachers who work with children in day care centres or in part-time nursery schools have taken a two year academic course of study based on child development theories and Swedish social policies. In addition, there is a fifty week preschool teacher training course for children's nurses or nannies who may be used as aides in child day care centres. These courses provide training in skills of various kinds suitable for helping to carry out activities in children's groups in leisure time centres and open preschool. The National Board of Education offers these nationwide standardized courses in order to ensure the quality of program provided.

6) Facilities

In the U.S., there is a wide array of physical differences in day care facilities. Most of the facilities visit-
ed, were make-do types of arrangements; in church basements, empty classrooms, vacant older homes, and vacant rooms in community centres. These were usually unsatisfactory substitutes for well designed centres built with young children and program considerations in mind. Many older facilities are becoming expensive in terms of upkeep and limited funding for the centres is making it difficult to keep these facilities operable. Kindergarten and primary classrooms were more homogeneous, built usually with separate classroom designs.

In England, day care centres and nursery schools are built considering the needs of young children. Most were quite small, intentionally, in order to limit the size of each centre. The primary schools were mostly older prewar buildings which had been adopted to the free flow program. All spaces in every school were used and the spaces in hallways usually wasted in North America, were well used. Some renovations had occurred within buildings, especially if nursery classes were incorporated into the school. Any school built within the last fifteen years, had been designed for the open informal programs for young children which have had general support.

In Sweden, legislation states what care facilities should contain. The preschool constitutes an everyday environment for both children and adults. Consequently, the environment should closely simulate a home atmosphere. Safety and health standards are strictly enforced. The
Board of Health and Welfare determines the number of facilities and their sizes based on reports from the municipal inspector and on a certain minimum required area per group of children. An advisory service is in force for close collaboration between educators and architects. The facilities vary as to location, some in apartment buildings in the city centre, and some on large plots of land in the suburbs or incorporated into housing areas built specifically for socialization of all age levels.

7) Play Areas

The U.S. has no national policy on the provision of recreational or play areas for children. Each community or municipality makes its own policies, if indeed they see the need for such provision.

In England, play has recognized validity for children, as was stated most recently in the Plowden Report. This is accepted throughout the country. Indeed, the importance of play is appreciated at all age levels and has resulted in the creation of the National Playing Fields Association which has Prince Phillip as its patron. As an example of the British attitude toward play, reclaimed land in the docklands area in London has been made into attractive play areas for children temporarily until the final plans for the area are completed. A much better use for vacant land than for it to remain empty for the time being.

Sweden has a National Council on Play which acts in an advisory capacity to promote good play facilities and
materials. Recent legislation has stated a minimum size playing area for young children and requires a common playground of a specific size for every housing area with more than thirty family apartments. It states that there must be a municipal playground with trained personnel within a certain distance of housing areas with more than one hundred and fifty apartments. I was told by an official at the Swedish Play Council that Stockholm has more public playgrounds per inhabitant than any other capital city in the world.

8) Parental Involvement

In the U.S., parent involvement is a requirement of Head Start Programs. Parents are involved directly in the classroom on a voluntary basis or as paid aides. Parents are involved in parent education and program planning as well as operating activities. Many serve as members of policy councils and committees and have a voice in administrative and managerial decisions. Through participation in the Head Start classes and workshops on child development and through staff visits to the home, parents learn about the needs of their children and about appropriate educational activities which can be done in the home. Project Developmental Continuity also maintains this same parental involvement level.

Parent involvement is also high in the parent cooperative nursery and day care programs. These centres are non-profit corporations which are heavily dependent on a
high level of parent participation.

In England, the playgroup movement has always had a main emphasis on the concept of parental involvement. Although these types of groups have existed for the last thirty years, it was not until 1966 that the government gave support for the Preschool Playgroups Association with a grant from the Department of Education for an appointment of a national advisor to the movement. Its aim is to provide safe play facilities supervised by trained staff for children living in poor social environments. Mothers are given an opportunity to work with their children and staff and to become more knowledgeable about child development and to take training classes themselves. These programs are usually mother initiated and have been supported by the Urban Aid Program and annual grants from the Department of Social Services to help in the training and development of playgroup staff.

Parental involvement programs such as the Mother-Toddler programs throughout England have in an informal way, left the door of educational settings open to parents. Parent education programs are approached as a natural process of early childhood programs. The open door policy for parents in most nursery centres and infant schools is a comfortable setting to bridge home and school for the benefit of the child.

Sweden, through its parental insurance plan, has legislated time off from work without loss of pay for those
parents who wish to spend a day with their child in its care or educational setting. The contact made by social service staff with parents both during the prenatal stage and afterwards, ensures that all parents are involved with some parent education programs. Sweden is trying to bridge the gap between the working parent and the care institution of their children.

Sweden has accepted its social responsibilities towards the family and its young children. Britain has recognized the need to do so and has taken positive steps to meet these responsibilities. The United States often prides itself in its free independent form of democracy which does not allow government to interfere in 'family matters'.

The history of early childhood education is a history of social change. As the political and economic conditions of human living are degraded by war, pestilence, and want, or encouraged by intervals of peace, public health, and productive plenty, the conditions of childhood are also affected. In the course of two centuries the young child has been the victim of every social ill or the beneficiary of social good depending on the times in which he lived and the position to which he was born.

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CHAPTER VI

RECOMMENDATIONS FOR ONTARIO

I began my sabbatical year with the question: is there a better way? I believe I have found better ways to support young children and their families. These are the recommendations I would make to improve the lives of young children and families in Ontario.

1) A central Ministry of the Family and the Young Child would be beneficial for the total development of the child from pre-natal stages through the age of seven. The report of the Commission of Inquiry into the Education of the Young Child, To Herald A Child\(^{1}\) has made this same recommendation. Presently, in Ontario there is a separation among the health, education and welfare services for the young child. Each of these ministries functions separately with overlapping services and divisive policies. Sweden has eliminated this dichotomy by establishing one ministry responsible for all aspects of the young child. This is functioning well for the benefit of those it serves and has eliminated costly, fragmented and overlapping services which do not meet the total needs of families or young children.

2) Centres for families and young children should be established or combined with those presently functioning, to meet the social, educational and health needs of all children from birth through seven years of age. Under a central ministry, such neighbourhood centres could fulfill the needs of both parents and children within one physical facility. As in Sweden, the centres should provide care and educational services for the benefit of the child and the parent. Brothers and sisters can be cared for in one location in order to meet the needs of the family.

3) Family Satellite Programs could be an alternative to centre care for those parents who prefer home based care for their young children. These programs would be supervised by the professional staff from the nearest centre who would co-ordinate and supplement the care of the childminders. These childminders would have a small number of children to care for in their own homes. Recognition of the childminders as providing a useful service should provide them with all the employment benefits given to other gainfully employed segments of the population. The quality of the home care provision could then be upgraded and be closely supervised. The Family Satellite program described in an American city outside Washington, would be an excellent model.

4) The care of children during school holidays and before and after school hours should be provided for the children

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2Ibid.
of working parents. Because the school calendar and daily hours of classes do not coincide with working hours of parents; children have not had access to consistent quality care. Since this is a common problem with most working parents, a common solution should be found to best fit the needs of parents and children. The Leisure Time Centres in Sweden best fulfilled the need, but program extensions within schools were also offered in Washington and London.

5) Specialized family policies should be initiated by the proposed central ministry to help support the family unit, individual parents and young children. Employers should help in the funding of such social policies as paid maternity/paternity leave, provision of day care facilities near to places of employment, paid day leaves for school visitations, and paid leave when children are ill and unable to attend school. These policies would alleviate the stresses now felt by families during child rearing ages. They would support those who are now employed and must fulfill their duties as parents, often in direct conflict with their job responsibilities. These social insurance policies have benefitted families and young children in Sweden.

6) A preschool learning program should be established which would recognize the beneficial gains that can be made by children before the compulsory school age of six. Most children do attend a kindergarten program at five years but junior kindergarten programs are not widely accepted and
those years prior to five are not recognized by policy makers to be of educational significance. Britain has established a nursery program for the three year old child which is educationally based and supported on a national level. These types of programs should be available for those children here in Ontario. They could be established in the family centres.

7) Qualifications for teachers and caregivers should not be distinct. There should be one recognized training program for all persons working with children from infancy through age seven. The appropriate ministry should devise a training program appropriate and specific to the care, developmental, and educational, needs of the young child. Specific training for these crucial early childhood years should be a necessity for all those adults working with young children. Early Childhood Training courses are necessary for all teachers in Sweden and Britain when they are working with small children.

8) Professional development courses for teachers should be offered by local boards of education and universities to keep teachers motivated and stimulated in new research and methods related to teaching young children. These should be of long and short duration. This is being done in the Teachers' Centres in Britain which provide constant source of professional renewal for British teachers.

9) The curriculum and method of instruction with young children should emphasize the need for an individualized
program with a focus on play as the essential part of the program. The British Infant School in Britain and the day care centres in Sweden recognize this approach to early childhood programs. They have evolved models which are useful for all those practitioners who recognize the developmental nature of learning.

10) A less structured approach to reading should be taken with young children. Because the child enters a grade one program at six years of age is no assurance that he or she is ready to read. With a multi-age grouped classroom, individual readiness could be recognized by the teacher and encouraged with appropriate activities based on the child's interests and development. This is being done successfully in the British infant schools.

11) Sibling groups or vertical groups should be the norm for primary classes. This would best meet the developmental needs of children, as well as the socializing needs, without compartmentalizing the learning process to age levels. The stigma of failure would be largely eliminated and natural processes of learning and fulfilling individualized program needs could best be met. Britain and Sweden have recognized the value of such an organizational approach.

12) Parents must be intimately involved in their child's educational process. Parent involvement programs should be established which would recognize the most important influence on a child is his or her home. Parents and schools should be working together to help the child develop to his
or her full potential. Programs such as Head Start recognize the need of parent involvement and have this as an essential component of the program. Open preschools in Sweden and Mother-Toddler programs and playgroups in Britain recognize the need for parental participation and parent education programs. The Swedish visitations into the homes of parents in the pre-natal and post-natal stages are beneficial for positive parent education from the beginning of a child's life.

13) Play areas should be recognized parts of every community for the benefit of those young children whose leisure time energies can be channeled into positive, stimulating and creative learning exercises. Just as there are stipulated size areas for car parking lots, there should be stipulated sizes of play areas for children. Swedish law has enacted such legislation with great success.

14) My final recommendation is the same as that of Charles Silberman,

> Public schools (should) be organized to facilitate joy in learning and esthetic expression and to develop character - in the rural and urban slums no less than in the prosperous suburbs. This is no utopian hope . . . there are models now in existence that can be followed.

Those models exist in Sweden and England and the U.S. as well as in Canada and are waiting to be adopted.

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APPENDIX A

Visits and Contacts

In and Around Washington, D.C. area

National Association for the Education of Young Children
1834 Connecticut Ave., N.W.
Washington, D.C.
Dr. Marilyn Smith, Executive Director

Creative Learning Inc.
4419 39th St. N.W.
Washington, D.C.
Diane Dodge, President (past president of the
Washington branch of N.A.Y.C.)

Washington Child Development Council
2121 Decatur Place, N.W.
Washington, D.C.
Bobbi Blok, Executive Director

Rosemount Day Centre
2000 Rosemount Ave.,
Washington, D.C.
Linda Omens, Director Infant Care

Reston Children's Centre
12100 Sunset Hills Rd.,
Reston, Virginia
Madeline Fried, Director
Donna Kresher, Associate Director

Terra Set Elementary School
11411 Ridge Heights Rd.,
Reston, Virginia
Al Richardson, Vice Principal

Groveton High School, Child Development Centre
6500 Quander Rd.,
Alexandria, Virginia
Jan Baxter, Assistant Director
Pam Robertson, Director

Margueome College of Virginia
Gerard Magella Child Centre
2007 N. Glebe Rd.,
Arlington, Virginia
Nancy Hough, Director
Dept. of Human Resources
Division of Social Services
Child Care Office
2300 South 9th Street
Arlington, Virginia
Carmen Bovell, Director

Lake Anne Elementary School
Nursery and Kindergarten
12021 North Shore Drive
Reston, Virginia
George Kasulus, Principal

Head Start - Carver Community Centre
1415 S. Queen Street
Arlington, Virginia
Evelyn Fortune, Director

Head Start - Reed Centre
1644 N. McKinley
Arlington, Virginia
Carol Lovett, Director

Annandale Christian Community For Action
7200 Colombia Pike
Annandale, Virginia
Dr. Marian Houh, Day Care Director

Bailey's Elementary School
Falls Church
6111 Knollwood Drive
Fairfax County, Virginia
Lynn Adlersberg, Kindergarten Teacher

Broadcaster's Child Development Centre
Baptist Church
3920 Alton Street, N.W.
Washington, D.C. 20016
Abbey Dodge, Director

Mount Vernon Woods Elementary School
Mt. Vernon
Betsy Burr, Kindergarten Teacher

Takoma Park Elementary School
Project Developmental Continuity
201 Philadelphia Ave.
Takoma Park, Md.
Barbara Flythe, Project Director

Head Start Bi-State Training Office
University of Maryland
Nancy Goldsmith, Director
University of Maryland  
Centre for Young Children  
Dr. Marilyn Church, Director

National Head Start Office  
Donohoe Building  
400 6th St.,  
Washington, D.C.  
Jennie Kline, Assistant Director

National Research Day Care Office  
Donohoe Building  
400 6th St.,  
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Sue Seigal, Researcher

American University  
Child Development Centre  
Jan Bogrow, Director

Fort Hunt Elementary School  
Mt. Vernon  
Sue Mallows, Kindergarten Teacher

In and Around London, England

The British Council  
10 Spring Gardens, London, SW1

Inner London Education Authority  
County Hall, London, SW1  
Miss Davies, Advisor for Primary Education  
Mr. Chris Crowest

Froebel Institute  
Roehampton Institute of Higher Education  
Grove House, Roehampton Lane, London, SW15  
Miss Chris Athey, Principal Lecturer and Author  
Mr. Gregory Condry, Lecturer

Southlands College  
Roehampton Institute of Higher Education  
Wimbledon Parkside  
Mrs. Gladys Paisley, U.K. Chairman of O.M.E.P.  
Dr. Roy Evans, Principal Lecturer

Brent Teachers Centre  
Ealing Road, Wembley, Middlesex  
Miss B. McBean, Advisor for Primary Education  
Mr. A. Green, Warden

Evan Davies Nursery School  
Shakespeare Crescent, London, NW10  
Miss L. Richards, Head Teacher
Brantcroft Infants School
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Mrs. G. Gosling, Head Teacher

The Department of Child Development and Educational Psychology
The Institute of Education, London University
Rosemary Clayfield, Professor and Researcher
Audrey Curtis, Author

The Schools Council
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Hertfordshire College of Higher Education
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Jenefer Joseph, Professor

Thomas Coram Research Unit
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Pat Petrie, Author and Researcher

West Acton First School
Noel Street.
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Mrs. J. Coombs, Head Teacher

Rachel McMillan Nursery School
Creek Road, Deptford
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Mrs. H. Grubb, Head Teacher

Bounds Green Infants' School
Bounds Green Road
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Mrs. Freda Rayner, Head Teacher

Thé Dorothy Gardner Centre
293 Shirland Road
Paddington, London, W9
Miss Roberts, Head Teacher

Marg Paterson Nursery School
Shirland Road
Paddington, London, W9
Gina Noakes, Head Teacher

Stonebridge Infant School
Brent Borough
Judy Nichols, Head Teacher
Brunswick Park Infant School
Pickdon St.,
Camberwell
Jane Herbert, Head Teacher

St. Joseph's Infant School
Pitman St.
Wyndham Rd., London, SE5
Camberwell
Rose Ann Simpson, Head Teacher

Eveline Lowe Infant School
Marlborough Grove, London, SE1
Wendla Turnig, Head Teacher and Author

Riverside Infant School
Tulkes St., London
Bill Harrison, Head Teacher

Red Riff School
Surrey Docklands, London
Mr. Arnold, Head Teacher

Bousfield Primary School
Old Brompton Rd.,
Kensington
Ms. Calloway, Head Teacher

Friar's School
Weber St.,
Docklands, London
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Language Centre in Primary Education
Inner London Education Authority
Eburg Teachers' Centre
Southland Street, London, SW1V
Margaret Morrison, Director and Author

Eastbourne College of Higher Education
Eastbourne, England
Gina Farrell, Lecturer

National Children's Bureau
8 Wakley Street
London, EC
Dorothy Birchell, Author and Researcher

British Early Childhood Association
Montgomery Hall,
Kensington Oval, London, SE11
M. Ludwig, Director
O.M.E.P. - World Organization for Early Childhood
Thomas Coram Foundation
40 Brunswick Square, London, WC

In and Around Stockholm, Sweden

The Swedish Institute
Sverige Luset, Hamngatan 27
   Kerstin Pehrsson, Program Coordinator

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   Mildred Jansson, Director

The Stockholm Social Welfare Board
The Department for Child-care
Regeringsgatan 13, Room 5005
103 22 Stockholm
   Birgit Ronnblad, Director

Day-Care Centre
Tomtebogatan 45-47
113 38 Stockholm
   Helena Winther-Oldne, Director

Leisure-Time Centre
Grengatan 43
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   Eva Forsberg, Director

The National Board of Education
Karлавagen 108, Rood Red D 727
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   Margareta Zettergren, Director

The National Board of Health and Welfare
The Department for Care and Provisions for Children and Adolescents
   Barbara Martin, Director

The Swedish Council for Children's Environment
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   Elsa Hardemark, Director

Open Preschool
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   Marie Cassel, Director
Day-Care Centre
Valhallavagen 152C
   Eva Sandberg, Director

Martingardens Sekskola
(preschool with Waldorf program)
Sandagsvagen 38
   Eva Anderberg, Director

Day-Care Centre in Dalen
Grusasgrand 8
   Karin Malmqvist, Director

Day-Care Centre (with leisure time home)
Trondheimsgatan 23
   Husby
   Lena Lindgren, Director

Day-Care Centre
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   Kerstin Eriksson, Director

Stockholm Institute of Education
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   Marianne Akerman, Professor

Kungsatsra Skolan (Primary School)
Kungsatsra
APPENDIX B
EVELINE LOWE PRIMARY SCHOOL, LONDON S.E.1

PRELIMINARY SKETCH FOR
GROUPS B, D, E AND F

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REFERENCES


BIBLIOGRAPHY


VITAE

The candidate completed her Bachelor of Arts degree in psychology at the University of Windsor in 1967, graduating on the Dean's List of Honour. After spending a year working in business retailing, she attended Windsor Teachers' College and graduated in 1969 with honours. She began a teaching career with The Windsor Board of Education that same year and has since been involved with primary age children. For two years she held a term appointment as Primary Resource teacher, advising primary teachers throughout the Windsor Public system. She has been a sessional instructor at the Faculty of Education, University of Windsor, teaching primary methods. She has been on a Summer Ministry writing team concerned with implementing the listening and speaking portion of The Formative Years.

The candidate works with the professional development department of the Federation of Women Teachers and conducts workshops throughout the province of Ontario in Early Childhood Education. She writes a monthly column for the F.W.T.A.O. newsletter on primary education topics. Her sabbatical year in 1980-81 gave her the opportunity to further research Early Childhood areas in U.S.A, England and Sweden.