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**THE CARE OF WELL CHILDREN  
IN DAY-CARE CENTRES  
AND INSTITUTIONS**

**Report of a Joint UN/WHO Expert Committee  
convened with the  
Participation of FAO, ILO and UNICEF**

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WORLD HEALTH ORGANIZATION

GENEVA

1963

**JOINT UN/WHO EXPERT COMMITTEE ON THE CARE  
OF WELL CHILDREN IN DAY-CARE CENTRES AND INSTITUTIONS**

**Convened with the Participation of FAO, ILO and UNICEF**

*Geneva, 23 October - 1 November 1962*

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# **THE CARE OF WELL CHILDREN IN DAY-CARE CENTRES AND INSTITUTIONS**

**Report of a Joint UN/WHO Expert Committee  
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Participation of FAO, ILO and UNICEF**

## **1. INTRODUCTION**

An Expert Committee on the Care of Well Children in Day-care Centres and Institutions was held in Geneva from 23 October to 1 November 1962 under the joint auspices of the United Nations and the World Health Organization.

Dr P. Dorolle, Deputy Director-General, on behalf of the Director-General of the World Health Organization, opened the meeting and welcomed the members of the Expert Committee and the representatives from UN, FAO, ILO and UNICEF.

Miss Martha Branscombe, Chief of the Social Services Section of the United Nations, brought greetings to the Committee from the Acting Secretary-General and the Department of Economic and Social Affairs of that Organization.

Both Miss Branscombe and Dr Dorolle emphasized the recent increasing awareness of the rights of the child throughout the world; the profound changes relating to rapid industrialization or urbanization, social and economic developments which have affected family life; the needs for more adequate services for day-care and for residential institutions for children requiring care outside their own homes; and the value of the kind of co-operation represented by the Joint Expert Committee in helping to meet these needs, from the closely interrelated health, social and educational points of view.

The membership of the Committee itself — with experts in the various aspects of child care from the fields of physical and mental health, social welfare and early childhood education—illustrates the diversity of subjects involved. The factors giving rise to the above problems, which are assuming increasing importance in all countries of the world, are undisputed, although certain aspects are still controversial.

The Committee was given the task of looking broadly at the nature and scope of needs and the various problems encountered, and of outlining general principles for the guidance of countries developing or strengthening programmes of day and residential care, in accordance with local situations and requirements.

Throughout its deliberations, the Committee stressed that efforts must be made to meet all the basic needs of children who for various reasons cannot grow up in their families or who need care outside their homes for part of the day. Emphasis was upon new approaches to caring for children on an individualized basis, including means of fostering their fullest development and minimizing any adverse effects of their temporary or permanent separation from their families. The Committee stressed, in particular, the importance of staffing and of training at different levels.

## 2. SCOPE OF THE PROBLEM

All countries are faced with providing in some way for children who, for various social, economic or psychological reasons, are unable to remain with their families, or who need care outside their homes for part of the day. This is by no means a new problem, but the number of children in need of such care is increasing and is likely to increase at a rapid rate. The Committee realized that the world is faced with an urgent situation. Not only are more children being born and surviving than ever before, but the ability of families to provide adequate care for them is being profoundly affected by rapid social, cultural and technological developments. Among these are mass movements to cities, migration from one country or area to another, and rapid industrialization. One of the effects of these changes is to bring about an ever-increasing proportion of women who work outside the home. These factors are also, for many reasons, resulting in changes in traditional family structures or disorganization of family life which have become the major reason for child care in institutions. Poverty remains a general problem throughout the world, although its direct effects in some countries have been alleviated by the social services provided. In this report it will not be necessary to refer again to these circumstances, which are world wide, nor to the needs so created for developing child care services. Throughout its deliberations, the Committee was always aware of this background to its study of the subject under consideration.

It must be reported that one other concept, although not strictly within the terms of reference of the Committee, dominated much of its thinking and was kept well in mind when the conclusions and recommendations were drawn up. This was the fundamental belief that every

possible action should be undertaken which will keep children, and especially young children below school age, in their own homes, or in touch with their own families whenever this is practicable. To this end, the importance of various preventive services was stressed. Increasing efforts are being made by various means, such as the advice and help given by health visitors, social workers, family service units, or marriage guidance counsellors to support and guide the parents in a way enabling family life in the home to continue. Moreover, in all parts of the world the public conscience is gradually awakening to the need for such measures as family allowances, maternity leave and other benefits which will prevent separation of children from their family purely for economic reasons, and will make it financially possible for working women to stay at home with their infants as long as desirable. It was, of course, recognized that in exceptional cases conditions in a home may be so adverse that more harm than good might result if the child remains there. Emphasis was also placed by the Committee on the belief that, even where need for care outside the family is established, this does not inevitably involve group care for the child, as other alternative means of help may be available. The nature of these alternatives, with some indications on which a preference might be based, will be given in the following sections of the report relating to day or institutional care respectively.

### **2.1 The need for day care**

The need for day care is mainly determined by the number of mothers working outside their homes in various occupations who have infants and children of pre-school age for whom arrangements cannot be made at home. Other factors playing a part in this need are the social and economic conditions prevailing in individual countries, inadequate housing situations, and changes in the traditional structure of the family. While the extent of this need for the whole world cannot be stated in numbers, it is recognized to be great. The extent of the demand for this service, on the other hand, may depend on the number of mothers with a possible need or wish to work outside their homes and the attitude toward them, the charges made for day care, and the existence of other organized social services capable of dealing with emergencies such as illness in a family. In certain countries where malnutrition is prevalent, group day-care may be used as a means of rehabilitation of malnourished children, and may moreover play a useful function in instructing mothers in child feeding. Alternatives to group day-care are, in some countries, especially stressed for infants and children under three. These alternatives consist, in general, of enlisting the help of members of an extended family, such as grandmothers, and employing "family day-care homes". These are family homes providing care during parts of the day for a few young children

and which have been approved by the appropriate authority. It must be admitted, however, that, even allowing for the use of these alternatives, in most countries need for group day-care will still remain great, and in some countries such alternatives are lacking.

## 2.2 The need for residential institutions<sup>1</sup>

The need for residential institutions is equally related to the general conditions and changes already mentioned, but is much further increased when preventive services, as already described, are poorly developed or totally lacking. An additional reason for using this type of care is found, for example, in a few developing countries where there is as yet an insufficient number of schools and parents realize that education can be obtained for a child by placing him in an institution. Conversely, in the few privileged countries where preventive services are highly developed, the number of well children admitted to institutions tends to fall. More children entering these institutions will tend to be those with severe physical, mental or emotional handicaps. There will also be those for whom individual foster-home placement does not meet the child's particular needs. In cases of disaster, institutional provision on an emergency basis and on a considerable scale may be required anywhere in the world. In these circumstances, the immediate form of such provision may be quite simple and may reach only minimum standards.

Placement in an institution should not, as a matter of course, be regarded as an ultimate solution, and continued efforts should be made to find what is likely to be the most suitable provision. Children should rejoin their families if circumstances permit, or alternatives to institutional care should be found. The best-known alternatives available are adoption and foster care, which may be described as care in an approved private family. The availability of these alternatives varies much from country to country, but, in view of their great value, every effort should be made to stimulate their provision. It must, however, be pointed out that even when preventive services are fully used, and alternatives are available, there still remains a real need for institutions.

No one method will serve equally well for all children. Whichever alternative is used, success is much more likely if the individual needs and personality of each child are considered, if the type of care is fitted to his special situation, and if the care given is of a good standard. It has

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<sup>1</sup> Throughout this report the word "institution" is used for a residential centre in which children may have full-time care. It is realized that this word has come to be associated with centres, especially large ones, which have not developed in line with modern trends in child care, but no such indication is intended in this report. It is considered to be the word most universally understood to describe full-time residential care for children of all ages.

rightly been said that a good institution may be better than a bad foster-home. Another alternative is to provide the help of day-care centres for a substantial part of the day, so that a working mother may be able to keep her children at home when otherwise she might have had to place them in an institution. There is thus an important relation between the two kinds of care considered by the Committee. However, observations made in some countries suggest that an increase in day-care centres does not necessarily minimize the need for institutions.

### 2.3 New approaches to the problem

Group care for children in day-care centres and institutions has undergone major changes which have radically influenced its character in recent years. These changes are related to general social progress, a better understanding of the development of children, advances in many related fields of knowledge, and studies of the inherent problems. The personnel immediately involved in the care of children have also contributed to a more enlightened approach as they have gained better insight into their work.

A large body of knowledge exists about ways of meeting the needs of children so as to foster the fullest development of their potentialities. Out of this knowledge have emerged certain basic principles which are now increasingly accepted. These refer to the child's need for affection, unbroken relationships with the same human and physical environment, experiences which stimulate intellectual, emotional, social and physical growth and well-being, and a growing capacity for self-reliance.

*Day-care centres* have improved their methods by incorporating this new knowledge about children's needs. Their programmes increasingly reflect efforts to give the child opportunities for development over and above protection during the mother's absence, with the stimulating educational experience of mixing with other children which he might not have had in his own home. As one of the community's child welfare services, day care should be viewed as a preventive service. It helps to strengthen family life in many instances by preventing full-time separation of the child from his family, and contributes to minimizing the effects on the child of adverse health, social and economic conditions. It is also viewed in some places as a focal point for the extension of family life education.

There has been a simultaneous movement in various parts of the world to remodel *institutional care*, and certain main trends can be noted. Children in residential institutions are being cared for in groups of mixed ages and both sexes, rather than in groups of children of single sex and of the same age range. The former has come to be known as vertical grouping and the latter as horizontal. Where relatively large numbers

of infants require care, it may still be necessary to provide this in groups of a limited age range, but these should be kept as small as possible. On the other hand, where numbers are relatively small, even infants are being included in vertical groupings if suitable conditions can be provided. Such vertical grouping makes it unnecessary to transfer them from the group in which they have grown up merely for reasons of age.

There are signs of a general replanning of all aspects of care to satisfy the basic principles already referred to. This includes efforts to provide continuous mothering experience, and exploring ways of introducing "fathers" into a field which, in the past, has often relied only on women as child-care staff.

Child-care workers at all levels are increasingly recognizing that concepts derived from health, social and educational fields have a bearing on all aspects of their work, and are learning to work as a team. There has been a steady improvement in the proportion of staff to the number of children, varying with the age level involved, and a general increase in staff training. Whenever these changes have been introduced to improve those aspects of group care criticized in the past, favourable results have been observed.

### 3. PLANNING OF SERVICES

A study of the considerations so far outlined suggests the following improvements in the general planning of the services required.

Plans for day care and institutions should be made as part of more comprehensive plans designed to promote and maintain a stable family environment for children. Steps to meet the most pressing problems should be taken in such a way as not to conflict with requirements of these more comprehensive programmes. This calls for acceptance of both the immediate and long-term programmes by those who are responsible at a high level for policy and finance.

Services may be provided by governmental, semi-official and non-governmental agencies. Regardless of the auspices, governments should assume responsibility for assuring that needs are met adequately, that standards are laid down and supervision provided for. It is also necessary that all child-care services be effectively co-ordinated and closely linked with other related services in the community. Collaboration begins at the top and extends downwards to lower levels of administration, including collaboration between the workers actually engaged in providing the various kinds of services.

In countries where various governmental departments deal with different aspects of children's needs, it is important to avoid planning by each department in isolation. If this is not avoided, duplication of

services is likely to occur in some areas and gaps in others. Furthermore, the departments are likely to develop undue emphasis on certain programmes which may tend, in time, to interfere with the development of over-all plans and make desirable changes difficult. This problem has been approached in many countries by creating co-ordinating bodies and in others by establishing a special department concerned with the needs of children.

#### 4. DAY-CARE CENTRES<sup>1</sup>

Day care has been defined by the United Nations as "an organized service for the care of children away from their own homes during some part of the day, when circumstances call for normal care in the home to be supplemented".

The primary objective of day-care services is to help parents in the daily care and upbringing of their children and thus to support the continuing care of children in their own homes. Day-care centres provide generally for pre-school children, but in many countries also for infants, and sometimes for children of school age. The Committee limited its consideration to centres providing group care for infants and pre-school children.

For children whose mothers work outside their homes, the effectiveness of day care as a supplement to family care is closely connected with satisfactory arrangements for the employment of women. These need to be such as to allow women to work according to a time schedule enabling them to harmonize the demands of their jobs with the carrying out of domestic duties, including time off to care for their young children at home during periods of illness when the children cannot be accepted in centres.

There will inevitably be a mutual relation between the experiences of the child in the centre and those in his home, and care should be taken that these do not conflict.

Hours of opening vary according to circumstances; they are often 12 hours or more and in some instances may be in shifts throughout 24 hours. The child should not stay in the day-care centre for more hours per day than necessary, so that every opportunity of spending time with his family may be utilized. In some countries seasonal day-care centres may be organized, as, for example, during harvest-time.

Day-care centres should maintain a close relationship with agencies serving families, as well as with those offering other necessary services

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<sup>1</sup> Different names are given to these institutions, such as day-care centre, crèche, day nursery, day home, after-school centre, leisure-hour home, nursery school, kindergarten. In its discussion of day-care centres, this report will exclude those services giving day care with education as the primary aim.

for children. In some countries, this co-operative relationship between the community and the day-care centre is strengthened by the formation of day-care centre councils. Representatives of the parents, the staff, governmental authority and non-governmental organizations concerned with health, education and welfare, as well as trade unions, may comprise the membership of such councils. Through these means the community can be kept well informed about the programmes and problems of the centres and can be stimulated to co-operate with them.

Continuing contact with the stable and friendly atmosphere of the centre, and the example set by the staff at their work, should help the parents to understand new methods of caring for children and make them feel secure about the well-being of the child left in the centre. Opportunities should be provided for frequent discussions between parents and staff.

#### 4.1 Aspects of care

When a child is admitted to a day-care centre, close contact should be established between the parents and particularly those staff members responsible for the immediate care of the child. Efforts should be made to learn as much as possible about the child's previous history and experience, his personality, his eating and sleeping habits, and his relationships to other members of the family. Information about the social and economic situation of the family, such as housing, is also important. These data should be included in a record maintained for each child. The parents should periodically discuss with the staff their child's progress and the extent to which the family and the child continue to need the help of the service.

##### 4.1.1 *Health, social and educational aspects*

A day-care centre carries a definite responsibility for the health of the children in its care, particularly since it is concerned chiefly with the most vulnerable age-groups. This is particularly so in developing countries where children attending day-care centres are often malnourished, undernourished and debilitated by infections or infestations. In all countries, however, children cared for in groups may be more exposed to infection and may run a greater risk of mental stress than children who are cared for only in their homes. Carrying responsibility for health includes not only initial medical and, where feasible, dental examination of the children on admission in order to assess their physical and mental development and nutritional status, but also systematic follow-up examinations at regular intervals. Close attention should be given to environmental factors influencing their health. Certain preventive measures are essential, such as daily inspection of children before admission to the

group, exclusion of those who are sick, and arrangements for a schedule of immunization for each child. The staff should be fully aware of the importance of individual and general hygiene and nutrition, and should be given expert advice regarding behaviour and feeding problems, and planning of the daily programme.

The health programme should be regularly supervised by a physician, preferably a paediatrician, although this is possible only when professional staff is available. Where staff is scarce, assistance in this respect has to be sought from local health services or, under certain circumstances, may have to be delegated to auxiliaries.

Although, in principle, only healthy children should be admitted to day-care centres, it may be possible and helpful for children suffering from a number of non-infectious diseases, malnutrition, undernutrition and anaemia, as well as certain behaviour disorders, to be admitted into groups of well children. Children with physical handicaps may also be admitted if suitable care can be given to them by the centre without jeopardizing the programme for other children. In certain exceptional instances, groups of children suffering from the same condition, even if infectious, are formed. This makes adequate safeguards essential.

Health examinations of the staff before employment and periodically thereafter are necessary, and are aimed not only at the promotion of their health and well-being but also at the protection of the children. It is essential for the personnel to be free from physical and mental diseases of potential danger to the children.

Since children attending a day-care centre usually get a substantial part of their daily food in the centre, a high proportion of the basic dietary requirements has to be provided there. Special attention should be given to the diet for infants. Whenever arrangements can be made for breast-feeding, either complete or in part, this should be encouraged and facilitated. If substitute or supplementary feeding is needed, it should be prescribed and prepared by a trained person.

The day-care centre programme is designed to promote the child's full development—physical, intellectual, emotional and social. It should provide for small groups to which both staff and children are permanently assigned, so as to ensure continuity of relationships. Staff members should be adequate in number to provide children with individual care and attention, promoting a relaxed and intimate atmosphere. A time schedule should be planned which takes into account the child's need for alternative periods of rest and activity, according to his age and development.

The child's learning is stimulated by his contacts with his immediate environment, of which adults, children and material are a part. He learns good habits of eating, sleeping, dressing and personal hygiene through the physical care given him. The pre-school child needs guidance in

his behaviour and help in learning self-control and the development of constructive social relationships.

The child also learns through play. Appropriate play materials and toys which will stimulate motor, intellectual, emotional and social development should therefore be provided. There should be play out-of-doors as well as indoors, and opportunities for active contact with everyday life. For children over three, experience of creative art, music, stories, conversation and imaginative play have an ever-growing importance.

It is equally important to plan appropriate educational experiences in the day-care centre for infants and small children. They want and need a great deal of individual attention, especially as they begin to develop muscular control, language, and social behaviour. The number of children per group at this age level must be even fewer than for children over three, and the ratio of staff to children should be considerably higher. Materials adapted to the abilities and interest of these young children are necessary, as is a time schedule which takes into account their greater need for rest.

## **4.2 Administration and management**

### **4.2.1 Staff**

For day-care centres, as in all work with children, the quality of the staff is a decisive factor. To ensure this quality, careful selection procedures are necessary in order to employ personnel of good mental and physical health who are in all ways suitable for their work.

The number and type of staff needed will vary according to the number and ages of children receiving care, the size and type of building and premises, the number of hours the centre is open per day, and the administrative arrangements.

In countries where day-care centres are newly established, and trained personnel are in short supply, the best-trained staff available will be needed to fill key positions where they can give direction, supervision and training to others. The person responsible for the general programme and for making the final decisions is usually the director, who should be a mature person, capable of using authority constructively and of contributing to the professional development of the staff.

Those staff members responsible for the day-to-day care and education of the children are of particular importance. They should have a friendly personality, a liking for children, an understanding of children's needs and abilities, and the skills necessary to carry out the details of their work. Some may be already trained and immediately suitable as group leaders; others, although having basic skills, will need training in the course of their work. An untrained person should not be expected

to take complete responsibility for a group of children, but may work as an aide to someone who is trained.

It is desirable that each group of children has regularly assigned to it a minimum of two adults working at the same-time, at least one of whom should be trained, so that a group of children is never left without an adult in charge. When this is impossible, it is essential for the safety of the children that a second adult be close at hand.

Volunteers can help in day-care centres in many ways, but they cannot take the place of those basic permanent staff members who give continuity to the direction of the programme and to the relationships with the children.

In order to cover the whole range of problems, other professional staff whose services will be needed, according to circumstances, include health workers, psychologists, social workers and nutritionists. They may serve on a part- or full-time basis, or in a consultative capacity.

Maintenance and kitchen personnel are also important. Domestic staff should be sufficient to ensure a high level of cleanliness at all times in all parts of the buildings and grounds. They will need preparation for their jobs, as well as daily supervision.

#### 4.2.2 *Facilities*

In siting day-care centres, the convenience of the parents and needs of the children should be the prime consideration. Depending on circumstances, they may be located near the homes of children or the mothers' places of work. Provided minimum standards are safeguarded, and the staff are skilled and sufficient in number, the premises need not be elaborate and facilities can be simple. A local style of architecture is more appropriate than one imported from another country. The Committee was divided in opinion as to whether a child is more comfortable in a setting similar to his home, or in one offering a higher standard than his home and being of possible usefulness in preparing him for improved general standards of living in the future.

The premises should be such as to ensure the safety and well-being of the children. They should therefore be spacious, suitably lighted and well ventilated; afford protection from extremes of climatic conditions; be equipped with appropriate toilet and washing facilities for both children and staff, with a safe and sanitary drainage system, a pure water-supply, and protection against flies and other insects; and afford kitchen facilities meeting requirements for sanitation and for safe food preparation and storage.

It should be possible to divide the available space so as to accommodate small separate groups. Provision must be made for active play both indoors and outdoors, for rest, and for temporary isolation of infectious children who become sick in the centre.

The furnishings and equipment should, if possible, be made of locally available materials to local design. They should be sturdy but attractive, adapted in size to the different age-groups, and comfortable to use. The design should be such as to minimize the risk of accidents.

Good play materials in ample supply are essential for the education of the young child. They include materials such as paint, water, sand and clay, dolls, constructive toys and picture books. Toys do not have to be elaborate and expensive, since even domestic utensils and waste materials offer many adequate possibilities for play. Here again it should be remembered that unsuitable toys and play materials can be a danger.

#### 4.2.3 *Finance*

In some instances day-care centres are entirely supported by public funds; in others they depend on non-governmental contributions, or are operated as an independent enterprise. It is a common practice to charge fees to the parents, and the Committee felt that this might strengthen the parents' sense of responsibility for their children. The Committee also felt that these contributions should be based on a sliding scale of fees, taking into consideration the family's ability to pay. Generally, such fees would not cover the full cost of care if the programme were based on acceptable standards, and they should therefore be increasingly supplemented by funds from national and local authorities. Trade unions, co-operatives and industrial or agricultural employers may also wholly or partially support day-care programmes.

If a day-care centre is to meet the needs of children adequately, it must have assured financial support on a continuing basis, and its budget should provide for a sufficient number of staff, for a good supply of appropriate educational equipment and play materials, and for food, building upkeep and utilities. The largest budget item will be for salaries of staff, since even the simplest type of day-care programme cannot operate without permanent staff members, who should have appropriate training and be paid according to their work and qualifications.

The Committee felt that in so far as day-care centres which are run by private initiative meet acceptable standards and make up for a shortage of public provision for day-care services, such centres should be eligible to receive financial assistance from public authorities.

#### 4.2.4 *Public control and supervision*

Methods of provision and supervision of day-care centres vary from country to country. In some, governmental departments, having assessed the needs, make suitable provision and supervise the operation of the centres. There may be some confusion where different aspects are the responsibility of different departments. In other countries, these respon-

sibilities are undertaken by local authorities or municipalities. There are yet other countries where the provision of these services depends largely or entirely upon non-governmental organizations which not only provide the centres but select committee members who supervise them.

It is of great importance that day-care centres should be required to be registered with and supervised by competent public authorities, irrespective of whether they are subsidized by public funds. They should, in particular, be required to meet specified minimum standards relating, among other things, to staff, premises and facilities.

If authorities are to discharge their responsibilities in this respect, it is essential that they should have competent staff to carry out the task of inspection and supervision. Such staff should be the best qualified of those available in the field and should have a knowledge of the requirements of health, welfare and education, as well as practical experience in the day-care centre's work.

## 5. INSTITUTIONS

In most countries the conditions prevailing at present are such as to make necessary some kind of full-time care for children outside their families, as a last resort when all other measures have failed. The ways in which the needs of such children can be satisfactorily met must therefore be considered.

Institutions have different objectives, depending mainly on the kind of children they are trying to help. The following main points can be considered, however, as the objectives of all institutions. It is essential to provide for each child a healthy, fruitful living experience besides fulfilling the most elementary needs for shelter and protection. Children coming to an institution, by the fact that they cannot live with their families, are faced with the added consequences of this new situation. They need help in adapting to group life in the institution, and later, when they leave it, help in solving the problem of how to fit into a new situation. It may be that they can go back to their own families or, as an alternative, to a foster-home, for it must be borne in mind that their stay in an institution is only one episode in their lives.

If unfavourable conditions can be avoided, such as too large a group with too few adults in care of the children, a too frequent turnover of staff and children, or a lack of privacy, group life can afford to many children some specific positive experiences. These would include learning from the rich programme of activities, learning to fit in as a member of the group, sharing joy and sorrow with others, and meeting understanding and tolerance on the one hand, and on the other being confronted with

reasonable demands. All these positive experiences can, and to a great extent do, diminish and counteract the unfavourable aspects of institutional life that are often observed.

### 5.1 Aspects of care

Any efforts for the well-being of children must be based on the knowledge that they develop by means of complex processes related to the laws of maturation and to the positive or negative influences which may impinge upon them.

When the decision to admit a child to an institution has been made, the child and any available members of his family should be carefully prepared for his new life before admission. An assessment should be made of the child's characteristics, aptitudes and needs before he is placed, so that he can from the outset be sent to the kind of institution most suitable for him, and further change thus avoided. It is now considered that an institution based on life in small groups can give a child experiences that most nearly approximate to those he might receive within a good family, although this does not mean that his life in the institution is a full equivalent to normal family life.

Satisfactory provisions are costly in time and money, and can seldom be made in an ideal fashion, especially in countries with few facilities. However, if the staff of the institution and the people in the surrounding community are interested and concerned, there is likely to be a steady improvement in resources that can be drawn upon. Many, if not most, children are resilient and will recover from some degree of emotional deprivation if they are kindly treated and in the hands of reliable and friendly people.

#### 5.1.1 *Health, social and educational aspects*

Although continuity and stability of care are a first requirement, and efforts are being made everywhere in this direction, problems arise since it is inevitable that staff members will change and children come and go. These comings and goings are a source of stress and should be minimized as much as possible.

The extent to which these and all other mental health requirements are met depends even more on the personality and understanding of the adults who care for the child than on the rules and routine of the institution. The aim must be to provide for children in institutions close human contacts and the activities, stimuli, opportunities and other conditions which they would meet with in ordinary home life. For young children, contacts which will stimulate the development of speech are especially important. Given adequate numbers of well-trained staff, institutions should be able

to provide for the mental-health requirements of children in their care. Other essentials for this purpose include opportunities for play and socialization, maintenance of good relationships with the child's own family wherever possible, the provision of substitute parents for children who have none alive or in touch with them, and opportunities for participation in the life and activities of the community such as are available to children living in their own homes.

Measures needed to protect a child's physical health will, in general, depend on the level of health in the community. These measures are related not only to dealing with sickness, but also to matters of hygiene, nutrition, prevention of infection and accidents, etc. In some circumstances medical and physical care are of particular importance, for example, when dealing with children who are debilitated by their previous home conditions. The paramount importance of the protection of infants and young children from the dangers of infection and of maintaining a good state of nutrition are also well known.

It is clearly desirable that medical personnel, if not full-time staff members, should in addition to emergency calls come at regular intervals so that they and the children may be well known to each other, and that the staff may have ready access to them for advice. This represents the ideal, although in some countries fully trained health personnel may be too few and the programme must be carried out with greater reliance on auxiliaries.

On first admission of a child, a thorough examination, including a general appraisal of his physical and mental well-being, and a dental review where practicable, should be made. This would reveal any need he may have for treatment and disclose any condition potentially infectious or detrimental to other children. A good medical and social history of the child serves many valuable purposes and should be obtained, if at all possible. The child's personal needs, particularly in regard to special diet and immunization, should also be established at this stage. This examination should be followed by reviews at regular intervals, and adequate records should be kept throughout. These may be part of the general record of all aspects of the child's care which institutional work requires.

In some countries where communicable diseases are common, a period of isolation of the child on admission is thought necessary to prevent spread of infection. This period should never be unduly prolonged and great care should be taken to ensure that traumatizing effects are minimized by making the atmosphere during this difficult time particularly welcoming and attractive to the child. In countries where community health is at a relatively high level this initial isolation period may be waived, provided adequate precautions are taken.

Throughout the child's stay measures should aim at effectively preventing health hazards, without creating the atmosphere of a hospital.

This applies particularly to infants and young children for whom the necessary measures must not be such as to interfere with the mothering they need.

Safety precautions must be reasonable without being over-protective or such as to differentiate the children in institutions from those in their own homes. Encouragement of free activity must be balanced by regard for the risks of group life and responsibility for safety. All staff must keep this aspect constantly in mind and plan sensibly in this regard.

The fact that nutritional problems are prevalent among children in many parts of the world makes a good dietary provision of particular importance in children's institutions, as the children may already have had a bad start. The meals must contain the basic nutrients required to support healthy growth, and be served in such a way as to make meal-times an enjoyable experience. Staff members need a knowledge not only of the nutritional requirements of children at different ages, but also of the availability, values and preparation of local foods and an awareness of any local prejudices concerning them. Since breast-feeding of infants in institutions is usually impossible, some form of substitute must be used according to local resources, but special skill is needed in the preparation, storage and feeding of suitable foods. Is it important that the act of feeding should not be impersonal but should provide a mothering experience for the child.

Just as children living at home divide their time between rest, work and leisure, so the daily programme of institutions will follow a similar rhythm. There are dangers in both over-planned and over-permissive programmes, and in the absence of any systematic approach to the child's daily life. Outside community facilities should be used as much as possible for recreation, education and participation in organized activities, and in this way each child can have his own individual programme. It must be realized that this makes a big demand on the staff and requires flexible planning for the group as a whole.

Play and recreation are an important part of institutional life; in fact, much of the time of a young child is taken up by his play, which also provides a learning experience. Play materials should correspond with the child's age, interest and activities, and should include individual possessions as well as materials for use by the group. Although there may be many kinds of play materials and equipment which are generally acceptable, efforts should be made to provide children with toys belonging to their own culture. For older children, the importance of suitable reading material should not be overlooked.

In considering the more specific educational provision for children, the programme of the institution will vary according to whether school education or vocational training for the appropriate age-group is provided inside or outside the institution. It was the feeling of the Committee

that the latter is preferable. School entry may prove a testing time for a child from an institution. He should not be made to feel apart because of his background, dress, or educational backwardness. Good contact is essential between the staff of the institution and the school-teachers, who should be given as much understanding as possible of the child's characteristics and problems to help them to assist him in developing satisfactorily.

In some countries it is customary in institutions for children of an appropriate age to contribute towards their own maintenance. Where this is the case, the amount of work they are expected to perform should be carefully regularized and supervised, and adequate time should be allowed for recreation.

Finally, it must be stressed that a most important aim of all these aspects of care described is to help the child to become self-reliant, and to foster his total development with a view to his progressive maturation and ultimate independence.

## **5.2 Administration and management**

Much of the success of institutional care depends on sound administration. This includes staffing, facilities, financing, supervision, and co-ordination of activities in accordance with legislative requirements and regulations.

### **5.2.1 Staff**

Staff functions at several levels of responsibility; it includes administrators and supervisors, personnel responsible for the direct care of children, and ancillary staff, such as those responsible for maintenance. There will also be workers qualified in various professions to deal with specific aspects of child care. All these staff members play their part in the lives of the children.

The director requires an appropriate educational background, experience in working with children, demonstrated administrative ability, and understanding and sympathy for the objectives of the institution. In addition, he should have the ability to maintain helpful contacts in the community and with official departments, and should also be able to function as a parental figure to the children. Staff concerned with the direct care of children may be recruited from professions related to this field or may be previously untrained, in which case appropriate arrangements for training must be made. Of the greatest importance in the selection of all staff members are the personal qualities suitable for people working with children, including a mature personality.

The health of the staff should be ensured by initial and follow-up examinations. The conditions in which they live and work should assist

them to maintain good health and equanimity, bearing in mind the strain of continued periods of child-care work. Some experiments have been made with the use of a married couple as house parents, the father usually going to his customary work outside the home.

The question of the use of both resident and non-resident staff requires consideration. There was a difference of opinion on the Committee as to whether staff members actually responsible for a group of children should always live in the institution, or whether some more flexible arrangement could ensure that someone responsible is always present. Members of the staff not immediately responsible for the care of the children may well be non-resident for at least some periods of time. Non-resident staff members can bring fresh ideas and a change of outlook into an institution, and this advantage must not be overlooked.

A more specific problem arises in methods of care for children in early infancy. It is realized that because of the relatively high proportion of infants requiring care in some countries, there are still institutions caring specifically for very young children. Staff technically qualified in the field of health may be required for these, but they too should be given supplementary training in all aspects of the care of well children, especially their emotional needs.

#### 5.2.2 *Facilities*

In this connexion there must frequently be a discrepancy between the desirable and the feasible, particularly where old buildings have to be adapted for the needs of institutions.

There is a marked trend away from large buildings and in favour of small home-like units resembling those usual in the particular country. Where necessary, large buildings can be subdivided into apartments or small units. Small buildings are not only more desirable, but tend to be less expensive than large, both in construction and maintenance costs.

The buildings must not only provide adequate space and facilities for the needs of daily living and isolation in case of sickness, but also for play both indoors and outdoors. Furnishings, decorations and equipment should be attractive and sturdy, and be pleasing to both children and staff. Among the most essential facilities are a supply of pure water and adequate arrangements for waste disposal. In some cultures it is important to provide opportunities for privacy for the children, which will in turn contribute to better group living.

Emphasis was placed by the Committee on the necessity for providing staff with a good standard of accommodation.

The location of institutions is a matter requiring careful thought. In many instances they are placed in or near towns where the children can be in close contact with the life of the surrounding community, but in

other cases where children come from a predominantly rural area and will return to a similar area, the institution may best be placed in a village. Care should be taken to avoid siting institutions in harmful or unpleasant surroundings or in areas isolated from community life.

It is important to obtain approval from a public health authority of all buildings as to their suitability. Whilst pointing out the need for the right kind of buildings with adequate facilities, it must again be emphasized that the quality and number of staff are of greater importance than the physical facilities provided.

### 5.2.3 *Finance*

Whilst the running costs of institutions are often likely to be high, they must be judged in relation to the value of such expense in preventing damage to children and the resulting economies in other services.

As a basic principle, provision for the inclusion of adequate financing in a regular budget must be assured as a guarantee of standards of care as well as stability and continuity of services provided. Some non-governmental agencies have sufficient funds for their work, but others partly or even wholly require government support. Such support may take the form of grants-in-aid after requirements for standards and registration have been satisfied.

### 5.2.4 *Public control and supervision*

Full legislation for provision of institutional care is sometimes incorporated within a broader piece of legislation designed for the general welfare of children. In other cases it is directed specifically to the provision of institutions for children. The Committee felt that whilst legislation must in no way unnecessarily infringe upon parental rights, it must be such as to make it a statutory requirement that provision be made for children whose families are unable to care for them, for children whose parents neglect or ill-treat them, and for children whose parents are judged unfit to have the care of them and are therefore deprived of their parental rights. Legislation should also stress the protection of the legal rights of the children, and the importance of returning them to their parents when circumstances allow. It must give responsibility for institutional care to a governmental authority, and empower both governmental and non-governmental agencies to make appropriate provision.

Requirements for licensing or registration of institutions must be embodied in the appropriate legislation. Any conditions laid down for care of children must be applicable to both governmental and non-governmental agencies. Suitably qualified supervisory workers are needed to assist in maintaining observance of standards and to advise on the registration of institutions.

In the framing of legislation, regulations or standards it may be necessary to create a public climate within which such control becomes possible. The institution belongs to the community of which it is a part, and every effort should be made to strengthen these ties and build up the positive relationships between them.

## 6. TRAINING OF PERSONNEL

The training of personnel has already been briefly discussed in previous sections of the report. Its importance in the development of these services is such, however, that the Committee considered it essential to give special attention to this subject.

Training of staff should be geared to the needs of services to be rendered. Therefore it is necessary clearly to define the nature of the work to be undertaken as a basis for the planning of training programmes. Different levels of development in various countries in programmes for care of children in day-care centres and residential institutions, and differences in opportunities that staff have had for basic education, make it necessary that standards for training programmes be adjusted accordingly.

Although personal qualities are a first requirement, these must be enriched by professional skill and knowledge of children and their needs. Some form of training should therefore be obligatory for all workers in centres and residential institutions. Various categories of workers are required in these services. Whereas in some countries workers will fulfil a single function, such as directing a centre or institution or caring for a group of children, in other countries a worker may be required both to act as director and to give daily care to a group.

Staff more directly concerned with the care of children will need a comprehensive and prolonged programme of training, composed of theoretical courses and practical experience; others may need instruction of a more specific kind which may be of short duration. For example, conferences and seminars may be useful for administrators who need a clear understanding of the objectives of child care, but those with little previous experience engaging in the care of children will require full training.

Criteria for the selection of students may sometimes have to be relatively simple, but will always depend upon who is available for training. Any criteria will include the personal qualities required in those who are to care for children, intelligence that can benefit from training, minimum educational requirements, age and health requirements.

## 6.1 Content

The content of any training programme is based on the study of the various aspects of child development. It is therefore comprehensive in scope. Some workers will achieve this approach through training which supplements their previous education, others through a longer and specifically designed programme on comprehensive lines. Included in the content to be covered are a study of the physical, intellectual, emotional and social aspects of children's development and of provision for these various needs. Related to these are the nature and characteristics of family life and its importance to children, the traditional roles of adults and children in the family, and other cultural values. Particular consideration should be given to the relationships between children, and between them and the adults who care for them, to health care including nutrition, and to play and recreation. Training in observing children and keeping records is also required. Matters connected with the care of a household and garden have to be included. According to the nature of the day-care centre or residential institution, emphasis may need to be put on special aspects of care, as, for example, that of infants and very young children, that of disturbed and difficult children, or on the administration of relatively large centres or institutions.

Training is a continuing process and does not end for any worker when a qualification is obtained, particularly in view of changing circumstances which affect the needs of children and of the steady increase of knowledge about them. Opportunities for attending supplementary courses, refresher and reorientation courses and seminars should be made available to staff. The necessary time and money for fees and transportation should be taken into account. Workers who have increased their knowledge through such training should have possibilities of being upgraded. International seminars can be of particular help to those in senior posts.

In-service training, or on-the-job training for a particular assignment can be carried out by various methods, including participation in staff meetings, discussion groups on particular topics and case conferences; recording observations of children as part of supervision and practical work; having access to training materials appropriate to local conditions, such as books, pamphlets, films, etc.; making visits to other agencies doing similar work; attending properly phased refresher courses; and attending seminars and conferences.

Staff responsible for directing and supervising the work of others will need knowledge of methods of in-service training. They will also need knowledge of group relationships and an ability to develop in others an ethical approach to their work. They require skill in assisting staff to integrate their theoretical knowledge with their practical work, and in co-ordinating the contribution to training made by workers in more specific

fields such as health, including nutrition, social work, psychology, home economics, etc.

Training should lead to a qualification which is officially recognized and regarded as the equivalent of similar qualifications in other professions. It should aim at giving status and career opportunities to child-care workers. Any officially and nationally recognized qualification will have a bearing on rates of salary.

In any training programme, training materials are necessary. There is, in some countries, a lack of locally produced materials and it may be necessary for the time being to make a careful choice from among the literature, films, etc., available in other countries. As the programme of work within a country develops, an accompanying body of knowledge based on local studies of children should become available.

Similarly, in any training programme systematic evaluation of training methods is necessary in order to ensure that new possibilities within the country, and advancing knowledge of children, and of provision for their care, are taken into account in the training of staff at all levels.

#### 6.1.1 *Training for personnel in day-care centres*

The training required for the top-level worker (executive, senior staff member, director of the day-care centre) depends upon local conditions, the age of the children cared for in the centre, the size of the group, and whether or not the senior staff member is a "double-purpose" worker (i.e., whether she is also group teacher, nurse, group leader, etc.).

As already mentioned, training must include material from the fields of health, nutrition, education and social welfare, as well as domestic aspects of the day care of infants and children. It must prepare the top-level worker for giving in-service training to other workers; impart the skills required for effective supervision of the staff, including sound knowledge of domestic matters; include the requisite administrative knowledge related to evaluating and, where it is within her competence, recruiting, engaging and promoting staff; give an understanding of group dynamics, both in relation to children living together in a group and to staff working as a team towards mutually agreed goals; and give an understanding of the needs of the families whose children are receiving care.

The Committee experienced great difficulty in agreeing upon an appropriate title for the worker involved in the day care of the children. Various proposals included : nursery nurse, nurse teacher, kindergarten teacher, pre-school teacher, group attendant, child care worker, etc. Whatever her or his title, the Committee agreed that a certain minimum basic education is required. In countries where there have been difficulties in developing basic education, standards may at first be rather limited. The hope was expressed that as educational opportunities for girls develop in such

countries, the basic educational requirements could be raised. It was further agreed that the best training programmes include opportunities for workers to enrich their own general education.

As far as content of training for workers engaged in the immediate care of children is concerned, a combination of theoretical instruction and supervised practical work, with emphasis on the latter, seems most desirable. For these workers, training should lay special emphasis on understanding the developmental phases of childhood, including infancy, pre-school years and, if necessary, school age and adolescence; understanding individual and group needs, including the need for control and freedom, the importance of play and its remedial value; skills in developing appropriate activities for children of different ages within the group served; knowledge of personal and environmental hygiene, of adequate physical care and early symptoms of sickness in children; of safety measures and first aid; requisite knowledge of household matters; and an understanding of the families concerned, as well as of the worker's own role in relation to the children and their families.

The importance of training of other staff (auxiliaries, service personnel, etc.) was emphasized. Such staff should have—if possible, before beginning work in the centre—an orientation to the objectives of its programme. They should understand the significance of their contribution to the centre's aims and the importance of personal and environmental hygiene in the centre. In-service training of these workers should be a continuing effort; it may be based largely on discussions with the senior workers in the centre.

#### 6.1.2 *Training for personnel in residential institutions*

The above remarks about training for the various categories of staff in day-care centres have definite application to the training of staff in residential institutions. There are, however, a number of additional training needs of staff connected at any level with the care of children in residential institutions. These require of the staff additional knowledge and skills, including insight into the part they themselves play in the institution and their relationships with the children. In this connexion, they need help in understanding the differences between their role and that of a father and a mother in a family. Special attention must be paid to an understanding of the meaning to the child of his separation from his family background and from the broad pattern of relationships normally available to him in the community. Staff have to learn to deal sensitively with the emotional and social needs of the children under their care.

As they may be called upon to care for children from infancy through adolescence, they must be taught to understand the needs and development of a wide age-range of children. For example, as far as infants are

concerned, more emphasis will have to be given to health care and to feeding, whereas the emphasis for older children should be placed more on the educational aspects. The workers should be familiar with a broad range of leisure-time activities for the latter age-group which would widen and deepen their range of interest and give them pleasure.

Study of the means whereby the development of children from infancy to adolescence may be fostered and safeguarded should be accompanied by careful observation of children. The provision of opportunities for such development within the residential institution and the establishment of contacts with the surrounding community are also matters requiring study.

In the case of primary-school children and adolescents, institutional workers need to be made aware of the children's school programmes and of what they may contribute by showing interest in their school work and helping them to use their capacities to the fullest. They need insight into group relationships and group guidance. In order to prepare young people for the work they may do when they leave the institution, child care workers need some knowledge of vocational guidance and of employment opportunities.

## 7. STUDIES AND RESEARCH

As stated earlier in this report, a vast body of knowledge with a bearing on the development of group care for children is now available as a result of many years of study and research. Most of this scientific work has been gradually translated into improvements in the practice of child group care; this fact, as well as progress in related fields, has opened up new avenues for further research.

In recent years, the interpretation of the findings of earlier studies concerning the detrimental effects of prolonged maternal deprivation in infancy have been questioned and are being subjected to further study. The validity of other previous studies may now need to be re-tested and their scope broadened in the light of additional experience.

The implementation of new child-care programmes, especially in developing countries, makes it necessary to consider the applicability to these programmes of findings related to quite varied environments and cultural backgrounds. Finally, numerous gaps in existing knowledge are still to be overcome for the improvement of existing programmes, and to allow the development of new ones to proceed on a sound basis.

Research in the field of group care for children should be directed primarily towards practical purposes. At both its planning and executive

stages, it would be advisable to enlist the participation of staff involved in day-to-day work. Some of the members of the Committee expressed the view that although research specialists are always required, they should co-operate with those closely in touch with the subjects concerned. In addition to research directed towards practical purposes, basic research is an essential requirement for the achievement of long-term objectives. Effective use of the usually limited resources available might be best achieved through the establishment of priorities within comprehensive research programmes making provision for both basic and applied research. The emphasis on applied research stresses the importance of studies undertaken within the local settings where the findings may be readily applied.

Promoting such research, and ensuring that adequate staff and financial resources are made available, must be considered an integral part of government responsibilities towards the development of child welfare programmes. International co-operation may greatly enhance the value of the results achieved through the exchange and dissemination of information on research methods and findings. The United Nations, the World Health Organization and the other specialized agencies concerned play an important role in fostering such international co-operation, as well as in stimulating national research, supplying experts, financial assistance and other forms of support for such research, and encouraging pilot studies and the development of an internationally comparable terminology. *The Expert Committee recommended that international co-operation in this respect be continued and strengthened.*

It is possible by means of special experiments to study which services will be most useful to the various communities and could be usefully expanded after trial. It must be remembered, however, that such experiments carried out in one country are not usually applicable to another. It is particularly important that pilot experiments should be carried out in terms of the real needs of the country and of possibilities of application. Technical personnel from other countries should be brought in only after the measure or project to be undertaken has been discussed with, or approved by, the competent technical personnel of the country concerned.

Research aimed at the eventual improvement of the welfare of children should, as in all research concerned with human beings, in no circumstances be carried out in a way which might be detrimental to any of them.

It should be emphasized that in starting research in day-care centres or residential institutions, considerable preparation may be needed to ensure the full co-operation and understanding of the personnel involved. Carefully selected staff concerned with meeting the needs of children may be trained and given time and opportunity to carry out objectives, fact-finding and other activities associated with research. Such activities

should be undertaken in a comprehensive way and should not be solely directed at the particular requirements of the professional disciplines involved.

Much of the research undertaken in recent years has laid stress on the negative effects of the care of children outside their homes. There have, however, been surprisingly few studies centred on the concept of reversibility of the damage, and on the ways of reducing or eliminating the adverse effects on the child of unfavourable experiences arising from care of an unsatisfactory kind. Research is also needed into means whereby day and institutional care can be of positive value to the child by promoting its health and development and preventing damage.

There is a need for further research on the effects of both day and institutional care on the physical, intellectual, emotional and social development of the children receiving such care. Such an evaluation could be made by way of long-term longitudinal studies, retrospective follow-up studies and cross-section or short-term studies encompassing as distinct groups children who have lived at home but have received day-centre care; children who have been cared for in residential institutions; and other children representing adequate control for the above groups. Groupings of children under observation might also be diversified according to psychic and somatic characteristics, so that more may be known of the effects of group care in relation to these factors. The difficulties inherent in this type of research have limited the practical usefulness of some of the studies already available.

In some countries, on admission to institutions children who are suffering from severe malnutrition may appear to be mentally retarded and emotionally unresponsive. It would be helpful to make comparative studies to distinguish between possible mental retardation due to malnutrition and that due to other causes.

Many agencies providing institutional care could supply a wealth of material and well-kept records for purposes of research. They are frequently reluctant to do so because they wish to protect their children from the disturbances of investigations and, in the case of young men and women who have passed into the community, to respect their privacy. In view of the importance of the research studies described, it would be helpful if the co-operation of such agencies could be enlisted.

During the course of the Committee's discussions, the following other subjects suitable for research were considered of special importance: studies on the needs for different kinds of day and residential care services and, regarding the former services, whether they should be near the home or the mother's place of work; job analyses of the actual work undertaken by various categories of staff, which could lead to reassessing the whole problem of the selection of staff and clarifying training requirements; studies of group dynamics and the way in which they apply to the

life of children in centres and institutions; studies on educational programmes in these settings and the use of play materials; nutritional studies; and investigation on the morbidity from infectious diseases in children cared for in groups, and methods of prevention. Research is also needed on how the results of these studies can best be communicated to those working in the day-to-day care of the children.

Further research is also required into the changing social, cultural and economic circumstances underlying the need for day and residential care. This should lead to studies into ways of reducing the need for group care, including improvements in social security provision and in employment conditions of working mothers, and to ways of extending possibilities of alternative forms of care.

## 8. CONCLUSIONS AND RECOMMENDATIONS

The Committee recognized as a basic principle that the essential needs of most children are best met within their own families. It expressed the hope that in order to make this possible, appropriate economic and social measures would increasingly be taken in all countries so as to enhance the family's ability to discharge its responsibility towards its children and to maintain a home environment conducive to the fullest development of their potentialities. It was also felt desirable to encourage and help mothers to stay with their young children, particularly during their earliest years.

The Committee took notice of the fact, however, that increasing numbers of mothers of young children are working outside their own homes in all parts of the world. In addition to the many world-wide changes referred to in the report, this is the result of increasing recognition of a woman's right to choose between gainful occupation outside the home and devoting her whole time to fulfilling her role as wife and mother. It is related also to the desire and need of women to contribute in various ways, whether in their homes or outside, to the economic, social and cultural lives of their families and their countries. As a result, there is an urgent necessity in many countries for more and improved day-care facilities either in the form of group care or daily care in families.

In circumstances necessitating the care of children outside their own families for part of the day or on a full-time basis, the needs of the individual child should, wherever possible, be the primary consideration in selecting the type of care to be provided.

When it is impossible for mothers to care for their infants and young children during any part of the day, and alternative arrangements for

individual care cannot be made, *day-care centres* may provide a valuable supplement to the care given by the mother.

While it was generally agreed that in the case of children requiring full-time care, the nearest equivalent to the child's own home is found in adoption or in foster-family placement, it was recognized that *institutional care* should be provided for the child for whom these alternative forms of care are not available, or for whom life in a group of children may for the time being best suit his needs.

These general considerations underlie the more detailed conclusions arrived at in the meeting, most of which apply equally to day-care centres and institutions.

The Committee was of the opinion that governments generally have a responsibility to ensure the care and protection, as may be necessary, for all children, both within their own families and outside their homes. For this purpose the service rendered by day-care centres or institutions may be needed. Varying from country to country, these may be operated by governmental, semi-governmental or non-governmental agencies, but in all countries the government should exercise over-all responsibility for ensuring that the provision is adequate to meet the properly assessed need and that it is integrated satisfactorily into the wider network of services which the total requirements of families and children may demand. Where different governmental departments share responsibility for the various aspects of such care, suitable co-ordinating machinery is essential.

Regardless of the auspices, both types of service should be required to maintain recognized standards of care and to comply with such other regulations as may be considered appropriate to the local circumstances. Grants-in-aid by governments to assist in financing the services may be made conditional upon compliance with such standards and regulations. These services should also be subject to supervision by the government. For this purpose, it should employ staff suitably qualified to advise, if requested, on the planning and operation of their programmes and ensure compliance with required standards and regulations.

As health is one of the essential determinants of the growth and development of children, and is a matter of special concern where children are cared for in groups, it is the responsibility of day-care centres and institutions to provide conditions where the best possible health prevails. This requires personnel well trained in health matters, and close collaboration with the local preventive and curative health services. It is furthermore imperative that in the planning of either type of care, health aspects are given full consideration from all points of view.

The Committee also stressed that if both types of service under discussion are to fulfil their objectives satisfactorily, all factors that contribute to fostering mental health should be given due consideration. In this respect emphasis was put on selection for admission, quality of personnel,

a well-designed daily programme, an emotional atmosphere that promotes healthy development, continuing relations with the family and community, and suitable and attractive premises, furnishing and other facilities. Whenever possible, close links between the parents, the community and the staff of the day-care centre or institution are of great value.

The Committee recognized the importance of staffing of these services, both as to quality and quantity. In this respect, in addition to training for the job, emphasis was placed on careful selection, stressing personal qualities, emotional maturity, liking for children, as well as sound physical and mental health.

It was felt by the Committee that there should be included in the professional training of workers such as physicians, nurses, teachers and social workers special consideration of subjects relevant to the group care of well children.

Infants and young children present special problems of care. If their placement in day-care centres or residential institutions is necessary, the recognized hazards of group care for this age may be minimized through high standards of care, well planned to ensure sound hygiene and a warm emotional atmosphere.

Continuity of staff was considered particularly important and in this connexion it was pointed out that satisfying working conditions are conducive to staff morale. Recognition of the fact that work with children needs to have status and to offer opportunities for advancement would make an important contribution in this respect.

In countries where adequate basic education is available, supervisory child-care staff for infants and pre-school children should have training and qualifications of a standard similar to those required for pre-primary teachers or paediatric nurses. In other countries, where workers with such qualifications are not immediately available, emergency courses might be organized for people with the necessary potentialities, to be followed later by in-service training and further educational opportunities which would gradually advance them towards the level required.

Handbooks indicating practical methods for the organization and operation of programmes, and giving details of day-care and institutional programmes, have been prepared in many countries; as well as detailed programmes of training courses. The Committee suggested that the best of such background material, translated where necessary into languages which would give them wider circulation, should be made available to other countries for the guidance of those planning similar programmes.

In the body of the report details are given of the changes which have been gradually taking place in *day-care centre* programmes during recent years. The advances made vary from country to country, but the same general trends are commonly found. In general, day-care centre programmes have become more flexible and responsive to the needs of children

and their mothers, and have tried to keep pace with our ever-increasing knowledge of what these needs are.

It has been increasingly recognized that the whole programme of the day-care centre is educative in its widest sense and facilities have been planned to this end. More attention is being paid to the child's emotional needs. Efforts have been made to develop standards of care to the point where mothers can feel assured that their children are being safely and wisely looked after. For children over three years, the centres, by providing a stimulating programme of play in a safe environment, have specific value and contribute to the total development of the child.

Details have also been given in the body of the report concerning the various new approaches to providing care for children in *residential institutions*. Some of the more significant pertain to increasingly careful selection of children for admission; the size of groups; the method of grouping children; greater emphasis on individual care; and the inter-relationship between the children and the personnel of the institutions, their own families and the community. Continuity of care needs special emphasis. Movement of children from one institution to another, especially for reasons of age alone, should be avoided.

Residential institutions should preferably be located within centres of population, whether urban or rural, and should be closely and permanently related to the surrounding community.

Placement in institutions must not necessarily be considered an ultimate solution for any child. The institution should itself be actively concerned in restoring the child to his own family or in finding a suitable plan for his future.

In the light of its discussions and conclusions, the Committee recommends consideration of the following points to meet more adequately the pressing needs in the world today of children who must be cared for outside their own homes :

1. That national governments, in co-operation with local authorities and the voluntary organizations concerned, develop integrated long-term programmes for the expansion and improvement of facilities for the day and residential care of children as appropriate to local needs and circumstances, and set realistic targets for the carrying out of these programmes by stages over a given period of time corresponding to their national planning and budget cycles. These programmes might devote special attention to :

- (a) the improvement of the socio-statistical basis for determining the needs, national and local, for day-care and institutional services and for planning such services;
- (b) the establishment and enforcement of minimum standards for

day-care centres and institutions, with special reference to such matters as health, nutrition, education, staffing, programme, premises and equipment;

(c) the development of training programmes for child care personnel at all levels, including those for professional and auxiliary personnel, and including basic and in-service training, orientation and refresher courses, and study and research fellowships;

(d) the organization of demonstration and pilot centres and institutions which can be used for investigation, research and training purposes and also for educating public opinion as to understanding the proper role of day- and residential-care services for children.

2. The Committee further recommends that governments make every effort to enlist the active co-operation and support of non-governmental organizations concerned directly and indirectly with child care and services to children and families, in the planning and carrying out of services.

3. In order to stimulate research pertaining to the subject considered by the Committee, it is recommended that governments should :

(a) place in their regular budgets an appropriate amount to be spent on research in this field;

(b) create national committees responsible for planning and co-ordinating such research projects, and advising on the allocation of available funds. Further details of suitable projects are given in the section on research of this report. It was recognized that much valuable material is available in the records of individual child-care agencies and it was hoped that these national committees could arrange for it to be utilized.

4. In view of the urgent need, created by rapidly changing conditions, for increased provision of day-care centres and institutions, the Committee recommends intensification of international assistance, where necessary, to services of this type. To this end it suggests that the United Nations and its specialized agencies co-ordinate their efforts and provide technical and material assistance, as requested, and within their own fields of competence, to countries building up their services for this type of care. Such assistance may take the form of :

(a) provision of experts in the appropriate technical fields to assist in programme planning and development and in the training of personnel;

(b) provision of technical and material assistance for the development of programmes, including, where appropriate, pilot and demonstration centres;

- (c) organization of seminars and meetings for the exchange of experience, internationally and regionally;
- (d) grants of fellowships for study and observation abroad for senior personnel;
- (e) dissemination and exchange of information through publications (e.g., manuals, bibliographies, studies, training programmes), and related media;
- (f) assistance in the evaluation of national programmes with a view to suggesting future lines of growth;
- (g) assistance to research along the lines detailed in the report.

Finally, it is recommended that the national and international organizations concerned give careful consideration to this report, particularly to the conclusions and recommendations, in formulating plans and programmes to meet the needs of children and families.

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