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AUTHOR Rosenberg, Beatrice
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ABSTRACT

The need for day care services is steadily growing as more mothers enter the labor force. This booklet describes the major efforts being made to provide these services. Included are efforts by all levels of government, unions and management, hospitals and universities, women's groups, and other public and private programs. (BH)

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DAY CARE FACTS*

DAY CARE NEED

Working Mothers and Their Children

A growing trend toward the employment of women with children has focused attention on a rising need for day care services. Since the period immediately preceding World War II, the number of women workers has more than doubled, but the number of working mothers has increased almost eightfold. About 4 out of 10 mothers with children under 18 years were in the labor force in March 1969 as compared with 3 out of 10 in 1960 and less than 1 out of 10 in 1940.

This trend is expected to continue. In March 1969, 11.6 million mothers with children under 18 years of age were working or seeking work. Of these mothers, more than 1 out of 3 (or 4.2 million) had children under age 6. Projections for 1985 indicate that 6.6 million mothers age 20 to 44 with children under age 5 will be in the labor force. This will represent a 32-percent increase between 1975 and 1985.

While employment of the mothers is the main reason many children need day care services, these services are needed also for such imperative reasons as illness or death of the mother, mental or physical handicaps, emotional disturbances, poor family relationships, and slum living conditions with no place to play.

Child Care Arrangements Made by Working Mothers

To determine the extent of the need for day care, in 1965 the Women's Bureau of the Department of Labor and the Children's Bureau of the Department of Health, Education, and Welfare (HEW) cosponsored a

*Prepared by Beatrice Rosenberg under the supervision of Pearl G. Spindler, Chief, Division of Legislation and Standards.

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national survey of child care arrangements made by mothers who worked 27 weeks or more, either part time or full time, in 1964 and who had at least one child under 14 years of age living at home.^{1/} These 6.3 million mothers had a total of 12.3 million children under 14 years; of these children, 3.8 million were under 6 years.

Less than half of the preschool children were cared for in their homes; not quite a third, in someone else's home; a little more than 5 percent, in group care centers; and the remainder, under other arrangements. Some were cared for by their mother while she worked; others-- "latchkey children"--cared for themselves.

The proportion of children who looked after themselves was considerably larger among those of school age than among preschoolers, while the larger proportion of those cared for in group care centers was made up of preschool youngsters. Almost all of the children whose mothers worked only during school hours were of school age.

Capacity of Facilities ("Spaces")

According to the latest estimates, day care in licensed centers and family homes is available for only about 640,000 children.^{2/} It is estimated that several million children need this service.

Support for Additional Programs

In early 1969 President Nixon called for a "national commitment to providing all American children an opportunity for healthful and stimulating development during the first five years of life"

In his March 1970 message to Congress on elementary and secondary education, the President reported that he had directed HEW and the Office of Economic Opportunity "jointly to establish a network of experimental centers to discover what works best in early childhood education.

"An experimental program of this nature is necessary as we expand

^{1/} U.S. Department of Health, Education, and Welfare, Social and Rehabilitation Service, Children's Bureau, and U.S. Department of Labor, Wage and Labor Standards Administration, Women's Bureau. Low, Seth, and Pearl G. Spindler. "Child Care Arrangements of Working Mothers in the United States." Children's Bureau Pub. No. 461-1968.

^{2/} March 1969 preliminary data from the Department of Health, Education, and Welfare.

our child development programs. The Early Learning Program will also provide us with a strong experimental base on which to build the new day care program, involving \$386 million in its first full year of operation, which I have proposed as part of the Family Assistance Plan."^{3/}

Further indication of national interest was revealed in the results of a July 1969 Gallup poll where two-thirds of the American public favored the establishment of federally funded day care centers.

FEDERAL PROGRAMS

Legislation Providing Funds for Day Care ^{4/}

A major advance in Federal child welfare legislation was made by the 1962 Social Security Act amendments, which authorized Federal grants-in-aid to State public welfare agencies for day care services. This stimulated the States to improve standards for day care facilities and to develop broader day care plans.

The 1967 amendments to the Social Security Act authorized the Work Incentive Program, a manpower development program to train persons on welfare rolls for permanent jobs at decent pay. The law specifies that child care services must be furnished the trainee. Regulations issued by the Social and Rehabilitation Service of HEW provide that day care services must be maintained until the trainee is reasonably able to make other satisfactory child care arrangements.

Other provisions in the act include grants for special projects to train personnel for work in the field of child welfare, including day care.

The Economic Opportunity Act authorizes grants for the development, conduct, and administration of day care projects within community action programs. The largest single program developed under the act is Head Start, which provides day care for numerous disadvantaged children. In addition, funds may be used for day care of children of migratory and seasonal farmworkers, for work training and employment programs relating to day care in highly concentrated low-income urban

^{3/} See page 5 for Family Assistance Plan.

^{4/} Further details on these programs, as well as others, are in "Federal Funds for Day Care Projects," published by the Women's Bureau, Wage and Labor Standards Administration, U.S. Department of Labor, February 1969.

areas, and for work training programs which include day care as a supportive service. Grants may be used to train young men and women as day care workers or aides. Economic opportunity loans to establish a day care center are available to eligible persons or to small business concerns in areas where there are many unemployed or low-income persons.

Under the Elementary and Secondary Education Act of 1965, funds are available for day care programs for educationally deprived children in areas that have high concentrations of children from low-income families, including children of migrant farmworkers. Funds may be used for research, surveys, and demonstrations relating to day care centers.

The Vocational Education Act of 1963 authorizes funds to provide training in occupations involving knowledge and skills in home economics subjects. This may include training of aides and assistants to directors of day care centers.

Several other acts provide Federal aid for various programs relating to day care. These include nursing services and other health services for migrant children in day care centers; research and training programs for persons whose roles or functions may be related to mental health; continuing education in mental health for child care workers; and grants for staffing community mental health center facilities (a child care center may be part of a mental health center). Further, business loans, economic opportunity loans, and lease guarantee insurance programs are available to operators of day care centers. There are lunch, breakfast, and milk and special food service programs designed to safeguard the health and well-being of children, including those in day care centers. Funds are available also under the Manpower Development and Training Act for training workers in day care operations.

The Education Professions Development Act provides funds for the training and retraining of personnel who serve youngsters in preschool programs, day care centers, kindergartens, and in the early years of the elementary school. Funds have been made available to train staff for approved and selected Follow Through 5/ programs and for day care centers in pilot 4-C communities.6/

5/ Follow Through is designed to extend and supplement the gains made by deprived children who have participated in Head Start or similar preschool training, by continuing their participation in a program of comprehensive instructional, health, nutrition, psychological social work, and parent involvement services. It may serve children in kindergarten and the early elementary grades.

6/ See page 7 for 4-C Program summary.

The Job Opportunities in the Business Sector Program, authorized by the Manpower Development and Training Act and the Economic Opportunity Act, provides for day care as one of the supportive services offered trainees. This program is a cooperative effort of the Department of Labor (under a contract program) and the Nation's business community through the National Alliance of Businessmen.

In addition, there are a few laws which relate to money for day care facility construction. The Community Mental Health Centers Construction Act of 1963 is administered by the National Institute of Mental Health of HEW and provides for grants for construction, renovation, or acquisition of community mental health center facilities. (A child care center may be part of a mental health center.)

Other laws relating to construction of facilities are the Housing and Urban Development Act of 1965, the U.S. Housing Act of 1937, and the Demonstration Cities and Metropolitan Development Act of 1966, which are all administered by the Department of Housing and Urban Development. The Neighborhood Facilities Grant Program authorized by the Housing and Urban Development Act provides financial and technical assistance for the development of centers to house health, recreation, social, and other community services and activities for low- and moderate-income persons. (This includes day care centers, provided they are housed in multipurpose facilities.) The Indoor Community Facilities Program authorized by the U.S. Housing Act provides for loans to local housing authorities for construction or acquisition of low-rent housing in which space is provided for a day care center. The Model Cities Program authorized by the Demonstration Cities and Metropolitan Development Act provides for supplemental funds that may be used for construction of child development facilities in selected communities.

Legislation Regarding Private Funds

One provision of the October 1969 amendments to the Labor-Management Relations Act of 1947 permits employer contributions to trust funds for the establishment of child care centers for preschool and school-age dependents of employees.

Proposed Legislation

In his August 11, 1969, message to Congress, President Nixon requested "authority to provide child care for the 450,000 children of 150,000 current welfare recipients to be trained." Under the bill to authorize the Family Assistance Plan, which was introduced in Congress

shortly afterward, training would be offered to both the working poor and the nonworking poor. Day care services would be provided for the children of mothers participating in training or employment under the program. While mothers of children under 6 would not be required to register for employment or training, they could register voluntarily. Many welfare mothers would be offered employment in the quality day care centers envisioned under the plan.

The contemplated \$386 million for day care in the first full year of operation was based on providing services for 300,000 school-age children and 150,000 preschool children. The legislation specifies that child care should be provided in light of the needs of the children involved; fees on a sliding scale could be charged families able to pay for care.

As introduced, the bill authorized grants and contracts for up to 90 percent of the cost of day care projects; as reported out by the Ways and Means Committee and passed by the House, grants for up to 100 percent would be authorized. The bill (H.R. 16311) is now before the Senate Committee on Finance.

A proposed Comprehensive Preschool Education and Child Day Care Act (H.R. 13520), introduced in Congress in 1969, would authorize early childhood programs. While the bill, concerned primarily with low-income groups, focuses on 3- to 5-year-olds, it includes a small percentage of programs for children in younger or older age groups for experimental purposes or to meet special needs. It would provide research, demonstration, and training programs, including the development of new careers and occupations in child development; and it would require nonpaid or partially paid volunteers and nonprofessionals to be utilized. Among other features, it would authorize assistance for construction and renovation in the form of grants, loans, loan guarantees, and interest subsidies.

Another day care bill, the Comprehensive Head Start Child Development Act of 1970 (H.R. 15776) was introduced in February 1970.^{7/} Its purpose is to "assure sound development of all children during the first five years of life and to provide comprehensive early childhood development programs suited to meet the needs of children of working mothers and children younger than compulsory school attendance age." Priority would be given to the economically disadvantaged. The bill would provide for health, social, and educational services for children, including those in afterschool, summer, weekend, vacation, and overnight programs. Among other provisions, it would authorize funds for construction of facilities, as well as for the day care of children of Federal employees.

^{7/} The Senate companion bill is S. 3480.

Federal Panel on Early Childhood

The Federal Panel on Early Childhood was established in 1968 by the Secretary of HEW, at the request of the White House, as a first step to improve and expand all early childhood programs financed by Federal funds. The Panel includes representatives from HEW and other Federal agencies that are concerned with services to families and children--the Departments of Labor; Agriculture; Commerce; Interior; Defense; and Housing and Urban Development; the Office of Economic Opportunity; and the Bureau of the Budget.

The primary function of the Panel is to develop plans for the most effective use of operating, research, training, and technical assistance funds available to each of the Departments and agencies, in ways which will strengthen every program.

One of the Panel's first priorities was the development of Federal Interagency Day Care Requirements. These standards apply to all major federally assisted day care programs and establish minimum requirements for facilities; education, social, health, and nutrition services; staff training; parent involvement; administration; coordination; and evaluation.

In addition, the Panel drew up a plan to coordinate all programs that provide services to children and their families at all levels of operation. The program, called the Community Coordinated Child Care (4-C) Program, is administered by the Office of Child Development of HEW. It is an effort to achieve coordination of all organizations within a local community in order to provide better child care services by combining available resources and establishing a suitable coordinating group such as a council, agency, or committee.

The coordinating mechanism at the Federal level is the Panel's 4-C Standing Committee. The regional counterpart is the Federal Regional 4-C Committee (FRC). There are committees also at the State and local levels.

FRC's are in operation in the nine HEW regions. These committees selected eight States and 14 communities for "pilots" (specially designated groups to receive priority technical assistance and a small amount of funds for administration operations). In addition to these pilot communities are the Zuni Indian Reservation in New Mexico and the rural community of Tupelo, Mississippi. The 4-C concept is in various stages of development in more than 300 communities throughout the country.

The Day Care and Child Development Council of America, under its Government contract to provide technical assistance to those who wish to initiate 4-C programs, works with States and local communities.

The Children's Bureau and the Office of Education in HEW are authorized to provide funds for training grants to institutions of higher learning in 4-C communities.

INCOME TAX DEDUCTION FOR CHILD CARE EXPENSES

The Revenue Act of 1954, as amended, permits a deduction of up to \$600 for the care of one child and up to \$900 for two or more children under 13 years of age, provided the child care enables a working woman and other specified persons to be gainfully employed. Widows, widowers, and separated and divorced persons may deduct up to these amounts regardless of income. However, in order to claim the deduction, a married woman or a husband whose wife is incapacitated must file a joint return with the spouse; and the deduction is reduced \$1 for each \$1 of the combined adjusted gross income exceeding \$6,000. A deserted wife who cannot locate her husband may take the deduction for child care expenses. Other exceptions also are possible.

INNOVATIVE PROGRAMS

Federal Agencies

In October 1968 the Department of Labor opened a day care center for 30 preschool children of its employees. Within a few months enrollment reached capacity. Half of the children were selected from new employees who could not accept employment unless low-cost child care were available, and half were selected from other Department employees in all grade levels.

The project, operated by a nonprofit organization, is funded in part by the Department under authority of title I of the Manpower Development and Training Act for experimental, developmental, demonstration, and pilot projects. In the first year of operation, employees paid a sliding fee for the service, ranging from \$1 a week for families with annual incomes of less than \$4,000 to \$25 a week for those with incomes of more than \$15,000.

For the second year of the program, enrollment was authorized for up to 60 children. Furthermore, the age at which children are accepted was lowered from 2½ to 1½ years. Fees now range from \$1

a week for families with annual incomes of less than \$4,000 to \$30 a week for those with incomes of more than \$17,000.

In May 1968 a day care center with a capacity of 19 children was opened at the Plant Industry Station, Department of Agriculture Research Center, Beltsville, Maryland. It is operated under the sponsorship of two employee organizations--Plant Industry Station Employees' Association and Agricultural Research Employees' Association. Parents pay the operating costs through fixed weekly and daily fees.

The Department of Health, Education, and Welfare has made considerable progress in plans for a day care center and is seeking a suitable site to set up its project. Other agencies or parts of agencies can obtain a site and are seeking financing.

State and City Governments

By an executive order dated March 28, 1969, the Governor of New York made available for day care all State-owned property and buildings, including moderate-income housing projects financed by State funds. The New York Youth Facilities Improvement Act, approved in June 1969, authorized the issuance of bonds up to a maximum of \$50 million to finance the construction, rehabilitation, and equipping of day care facilities through loans to nonprofit agencies; however, bonds have not been issued as yet. In April 1970 the Governor signed into law two bills, one to double the amount of mortgage money authorized for day care centers and the other to establish a "seed money" fund of \$2 million to help neighborhood groups in planning and preparing proposals for day care.

An Illinois law, enacted in September 1969, provides grants to build new child care centers or expand existing ones. The State will pay up to 50 percent of first-year operating costs.

In December 1969 New York City instituted its first child care program to serve low-income and welfare mothers who work at night. The program offers, at no cost to mothers, up to 10 hours of care 5 nights a week.

Unions and Management

The Baltimore Regional Joint Board of the Amalgamated Clothing Workers of America opened its first child health care center in September 1968 in Verona, Virginia. In the latter part of 1969, a second center

was opened in Baltimore, Maryland. Centers in Chambersburg and Hanover, Pennsylvania, are scheduled to open about July 1970. These centers are financed by employer contributions to the health and welfare fund that is administered by both the union and the men's clothing industry. Mothers, who are the prime users, pay a small fee. In addition to health services, the centers offer social, nutritional, and educational services. A fifth center is now in the immediate planning stage, and a sixth is under consideration.

The first union-operated day care center in Chicago was opened in March 1970 by the Midwest Regional Joint Board of the Amalgamated Clothing Workers. It is a pilot project offering free services to parents. The center is located near the union office building. It is financed by the Amalgamated Social Benefits Association fund that is employer contributed and union administered. Services similar to those offered at the Baltimore Regional Joint Board centers are provided. The Board plans several more centers in the Chicago area.

At least one other union is exploring the feasibility of providing day care for the children of its members.

Private Companies

In July 1968, when the KLH Research and Development Corporation of Cambridge, Massachusetts, began operation of a day care program for the children of its employees, the center was funded by the Children's Bureau. Most of the children now attending the center are those of nonemployees. Many are children in the Aid to Families with Dependent Children program. Fees paid by employees are based on a sliding scale; fees are fixed for nonemployees. As of June 1970, the center will continue to function as a nonprofit corporation but will no longer have assistance from Federal grants.

Skyland Textile Company of Morganton, North Carolina, has established a child development center to serve children of employees of its three plants in that city. The company subsidizes the program; parents pay a small fee.

Several other firms provide day care services for their employees' children. Among them are two in Kentucky, two in Massachusetts, and one in Tennessee. These firms either charge nominal fees or provide free services. A recently established center is that of the Avco Printing Plant in Dorchester, Massachusetts. The center, besides providing day care services for the children of Avco employees, enrolls children of the Roxbury-Dorchester community.

A few more companies are planning to set up day care programs for the children of their employees. It should be noted that recently some industry-oriented day care conferences have been sponsored by private companies or research organizations.

Hospitals

A mail survey conducted in April 1968 by the Women's Bureau showed that 98 hospitals were operating day care centers for their health personnel.^{8/} Fifty of the hospitals were in the South; 27, in the North Central States; 11, in the Northeast; and nine, in the West. (The remaining one did not identify its location.) Of those responding to the question on number of years in operation, 56 centers had been established within the past 5 years; and 16 within the last year. Nine centers had been in operation for 15 years or longer.

About 2,550 parents used these services for their almost 3,200 children. More than 60 percent of the parents were nurses. Other health personnel using the services included doctors, dentists, anesthetists, nurses' aides, orderlies, and laboratory technicians. Sixty-seven percent of the centers were in operation 6 or 7 days a week. More than 90 percent of the day care programs were subsidized by the hospitals, although the centers charged fees.

Inquiry since the survey has revealed that 114 hospitals operate day care centers for the children of their health personnel.

Universities

The Women's Bureau is aware that some universities provide child care for preschool children of mothers who are students. It plans to conduct a nationwide survey of colleges to learn about other such programs.

Women's Groups

Several women's organizations have been involved in day care projects for many years and recently have made giant strides in their nationwide effort to establish more day care centers. For example, the National Council of Negro Women (NCNW) has worked with the Department of Housing and Urban Development to create and develop "Turnkey III," an innovative housing program of home ownership for low-income families.

^{8/} U.S. Department of Labor, Wage and Labor Standards Administration, Women's Bureau. "Child Care Services Provided by Hospitals." Bull. 295. (In press)

Two of the "Turnkey III" developments have been constructed (one in Raleigh, N.C., and the other in Gulfport, Miss.), and a day care facility has been built in each one. The NCNW is engaged in a major effort to establish day care programs in these facilities.

Also, this year the National Council of Jewish Women has given priority to projects on children and youth. In addition to their regular program of working to expand day care facilities, they hope to establish a network of day care centers in hospitals around the country. To meet community needs they will help establish industry-based centers. Some of their hospital-based centers are already in operation. Their plans include the conducting of a nationwide survey of day care centers.

For many years the Young Women's Christian Association (YWCA) provided child care services for part of the day to mothers participating in its program activities. Then in response to many requests, a few local YWCA's loaned their facilities and, occasionally, sponsored a day care program as a demonstration project. More recently, local units have been cooperating with government agencies in providing child care services.

Franchise Operations

The widespread shortage of day care has brought many businessmen into the field. Numerous companies are setting up chains of day care centers under the franchise system. In general, operators are entitled to use the franchise company's name, instructional and educational programs, building plan, staff aides, and initial incidentals.

Miscellaneous

In Benton Harbor, Michigan, the Twin Cities Area Child Care Centers, Inc., a nonprofit agency, was formed to administer a day care program. Plans call for establishing four centers by 1972. The first center, opened on September 8, 1969, provides year-round professional care for children of parents who are working or in training programs. Capacity is 80 children aged 2½ through 5 years. The land and construction costs were financed through private contributions. Federal and State funds, parents' fees, and private donations cover operating expenses. Fees are based on family size and income.

A corporation formed by Dallas businessmen is exploring a new day care concept. It plans to sell stock to the public for purchasing existing centers as well as constructing new ones to provide a chain of day care centers in the local area.

A Georgia corporation plans to open and operate a number of educationally oriented centers geared for the middle-income class in price. Its stated purposes are to provide facilities not only for child development but also for academic research in mental, social, and physical development of children and youth. It is expected that industry in the immediate Atlanta vicinity will cosponsor a number of slots for workers' children, which would make the cost reasonable for some of the employees earning modest incomes.

The Bank of America National Trust and Savings Association of San Francisco has devoted an issue of its "Small Business Reporter" to advising prospective operators of day nurseries on the necessary steps to follow in establishing such businesses.

NEXT STEPS

All this is just a beginning toward fulfillment of the vast need for day care services for all children who can benefit. To meet the need would require larger amounts of Federal funds as well as greater financial participation from the States. More action and money would have to come from unions, industry, and other public and private organizations at the national, State, and local levels. There must be concentrated effort by all to provide more and better facilities and to provide training for additional personnel in childhood development.

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