

State Superintendent's Task Force on

Early Education, Child Care, & Family Involvement

Final Report & Recommendations
October 1989



Wisconsin Department of Public Instruction
Herbert J. Grover, State Superintendent

State Superintendent's Task Force on Early Education, Child Care, and Family Involvement



FINAL REPORT AND RECOMMENDATIONS

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September 22, 1989

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EARLY EDUCATION, CHILD CARE, AND FAMILY INVOLVEMENT TASK FORCE FINAL REPORT AND RECOMMENDATIONS

With this letter of transmittal, I present you with the final report and recommendations of the Task Force on Early Education, Child Care, and Family Involvement.

Our Task Force of thirty-six members began our assignment in April, 1989, with an invitational conference of interested and affected parties. We held a total of ten meetings, visited early education projects in Milwaukee, and had presentations from various sources.

You challenged us to identify what early education, child care, and family support services will be needed in coming years, and to determine how these services should be implemented and coordinated. You, also, stated that not schools, nor counties, nor the private sector, nor the parents themselves have the human and fiscal resources to do the whole job - - that we must all join together and collaborate in this effort.

The Task Force members were assigned to one of three subcommittees, each of which studied one of the three prime issues. Each subcommittee developed a "belief" statement as a guide for their area of study.

The final report and recommendation of the Task Force proposes that Wisconsin initiate a system of coordinated services for early childhood and parenting opportunities at both the state and local levels, which will result in providers being available in all communities and adapted to each communities needs.

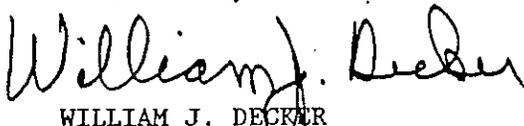
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We are the first state in the nation to focus on all three types of service. To attempt this study required the talents of a broadly representative constituency of dedicated members of the Task Force. This group of dedicated, enthusiastic, and hard-working members make this final report possible. They are to be commended for their service to the boys & girls of Wisconsin.

All members of the Task Force owe a debt of gratitude to the works, assistance, and cheerleading of DPI staff members Jim McCoy and George Tipler and we thank them for their dedication to the task.

It is our sincere desire that the results of our efforts will provide our children and families with programs of high quality and ease of availability.


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llw

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State Superintendent's Charge To The Task Force

Herbert J. Grover

April 6, 1989

The topics of early education, child care and family involvement are receiving immense state and national attention. As you are no doubt aware, Wisconsin families have changed significantly in the last two decades, showing dramatic increases in the percentage of parents who are working and the incidence of single-parent families and teenage mothers. Over the past two decades, we have also witnessed an accumulation of research that convincingly attests to the critical importance of quality early experiences for young children and their families.

As we stand on the threshold of the 21st century, we need to once again examine our policies and programs for young children and their families. We need to identify what early education, child care, and family resource and support services will be needed in coming years; and we need to determine how these services should be implemented and coordinated. I am taking the initiative to create a broad-based, state-level task force to concurrently examine these early childhood issues.

Public school systems around the country are becoming increasingly involved in early childhood programs. Such efforts have been given support by the National Governors' Association, the National Conference of State Legislatures, the Council of Chief State School Officers, the National Association of State Boards of Education, and the business-based Committee on Economic Development. The schools do not have the human and fiscal resources to do the whole job, nor do the counties, the private sector, nor the parents themselves. We must all join together and collaborate in this effort. The future management structure of programs for young children is clearly one of the key public policy issues facing the nation and states in the 1990s.

The initial task of the Early Childhood Task Force is to survey the needs of children and families, understand what is currently being done, analyze what might be done, and then recommend what should be done. I am calling for an interim report of the task force findings by July 1989, and a final report with recommendations to be submitted to me by October 1989. Subsequent to submission of the report, the task force will be asked to shift to an ongoing advisory role.

The broad topic of early childhood services which the task force will address has at least three components, which can be analyzed separately but which should somehow interlock into a cohesive, whole system.

Parenting Education and Family Support Services

This task force is not the first group to look at the issue of family participation. I refer you to the reports of the Percy Task Force and the Medinger Committee. I also recognize the valuable roles of the Children's Trust Fund, the VTAE adult education courses, our home economists and county-based family support programs, and the churches, hospitals, and voluntary organizations around our state, all working at preparing, training, and supporting young families. Public schools around Wisconsin are also providing parent education. How can the community schools pull together this diverse but fragmented service system so that it becomes more equalized, continuous, and accessible?

Under this umbrella of family support services, the task force should also investigate the possibility of providing support for family day care providers as many infants and toddlers are placed in family day care. We want to be clear that the schools would support, not undercut, these private provider services.

Early Education and Child Care Needs of Young Children

Wisconsin has long been a leader in the early childhood field. The first kindergarten in the country was in Wisconsin. We were among the first states to provide state funding for both five-year-old kindergarten and four-year-old kindergarten. Our state day care regulations were the model for the child care bill now before Congress. Our programs for young children with special needs, from Chapter 1 programs to our early childhood programs for young children with handicaps, have received national recognition. Yet our system as a whole remains fragmented and inequitable.

What is the extent of need for early education and day care for five year olds? Four year olds? How can education and child care service be aligned and coordinated so that the child and family can experience a more cohesive, stabilized, and consistent program? How can we design the delivery of our services so a child can stay in one facility with one peer group with a consistent set of expectations? How can we maintain categorical funding for special needs children and families without separating (pulling out) groups of children/parents/teachers from one another? How can we provide access to comprehensive services that address the health, social, nutritional, and transportation needs of children and families, services that might follow the Head Start model, but are not limited to low-income children and families?

Before- and After-School Child Care for School-Age Children

An ever-increasing number of parents with elementary school age children now work away from the home. The children of these parents are in need of supervision and appropriate activities, both before and after school. While school-age child care services are available in some communities, there may not be enough for all those who need and want it. When parents cannot find care, they are often forced to leave their children unattended, either home alone or in the neighborhood, or withdraw from the work force. Recent legislative changes are strongly encouraging the public school to take a more active role in before- and after-school child care. Here again, we must look at new partnerships among our business, child care, and educational enterprises. A dependable, productive work force and healthy, bright young children are compatible goals. What constitutes an efficient and effective before- and after-school child care program? What are the alternatives for addressing this need? How should these services be funded?

Concluding Remarks

It is expected that the Early Childhood Task Force will draw in great measure on the accumulative experience and wisdom of its members, service providers within the state, and the DPI employees who will serve as staff to the task force. However, the task force is free within the given time frame to solicit information/testimony from outside parties and to make site visits to existing programs.

I want to be clear that the goal of this early childhood effort is the optimal development of the children and of enhancing the success of our future work force. I believe that appropriate early education, quality child care, and ongoing support for the work of the family can result in children who are self-assured, highly motivated to learn, and who have the ability to solve problems and make our world a better place to live. I further believe that we, as parents, legislators, business leaders, educators, child care providers, health providers, and consumers, must become partners in making a child's early experiences positive experiences and the foundation for a life-long love of learning.

The contribution of your time and talents to this Early Childhood Task Force will be an important investment in the future of Wisconsin for all of its citizens. I look forward to receiving your findings and recommendations in July and October, as well as your ongoing counsel after that time.

Executive Summary

State Superintendent Herbert J. Grover charged the task force to study the issues of child care, early education, and family resources and support. Task force members were assigned to one of three subcommittees, each of which studied one of the prime issues. Each subcommittee developed a "belief" statement as a guide for its recommendations to the full task force. Overall beliefs and the supporting recommendations were approved by the task force.

Task force membership included parents, service providers, educators, legislators, employers, higher education professionals, school board members, local government officials, state agency employees, and others.

The task force began its assignment with an invitational conference of about 100 interested and affected parties. That assembly generated, through the nominal group process, a list of issues related to the charge for the task force to consider. The task force continued its deliberations and inquiry from April into September 1989. The members reviewed a series of other state and national study reports related to its charge. They visited pilot early education/parent involvement projects in Milwaukee and had presentations from other sources.

The consensus of the task force could be summarized as follows:

The demonstrated value of early education, child care, and family resource and support programs justifies a collaborative state plan to make such services available throughout Wisconsin. The prime objective of the state plan should be the statewide availability of quality programs for all young children served by qualified staff.

Statewide Coordination

State level coordination should come through three agencies: Public Instruction, Health and Social Services, and the Executive Office. This three-agency group shall be known as the State Coordinating Commission and shall be responsible for merging existing and new programs applicable to child care, early education, and parental involvement. Serving as an advisory group to the Commission will be a Early Childhood Coordinating Council, whose 20 members will be appointed representing specific areas.

Each community shall be part of an early childhood/parenting service area based upon school district(s) boundaries with an appointed Early Childhood Coordinating Council, which will initiate, coordinate, and monitor local services. Each local council shall employ a qualified early childhood director.

For the purpose of this report, early education may include children through age 8; child care includes children through age 14; family resources and support covers parents of children from prenatal through school age and also includes students who are preparing to be parents.

The general task force consensus could be summarized with the following statements:

1. It is appropriate and effective to coordinate services for child care, early education, and parental resources and support.

2. A truly comprehensive partnership needs to be formed, including industry, government, citizens, providers of services, and service agencies, to contribute their efforts and resources to serve adequately the needs of child care, early education, and parenting.
3. More effective and efficient delivery of services could be accomplished with more cooperation and coordination by existing public and private state and local service providers.
4. More effective services at the state and local level could be realized with use of coordinating councils, consisting of provider and consumer participants.
5. The demonstrated value of early education and family resource and support programs justifies a state program plan to make such services available to all parents and all children.
6. Early education, child care, and family resource and support services can be provided by public or private entities.
7. The organization of service areas may best be related to the community area served by one or more school districts.
9. The state will also develop and fund, on a two-year basis, a grant program for 15 pilot programs to be conducted under the direction of the local coordinating councils.
8. A prime step in restructuring schools for more effective results must be to allow schools more latitude in alternatives for serving families, serving children beginning at the prenatal period, and involving parents in parenting education and the education of their children.
10. The Wisconsin income tax system should provide some type of child care expense credit.
11. There will be desirable cost/benefit rewards with an expansion of early education and family resource and support programs for parents and children beyond what is now of limited availability.
12. State and federal government must appropriate funds to invest in meeting the crises in child care, early education, and family services and involvement.

Current Status of Early Childhood Education, Child Care, and Family Resource and Support Programs

Early Education Subcommittee Findings

Group educational experience for children under compulsory school age has had a long but discontinuous history in Wisconsin. As an example, the state legislature began providing school aid for four-year-old kindergarten in 1919. In 1957, the legislature repealed such aid based primarily on the lack of space and resources in the schools during the baby boom following World War II. It was also the prevailing wisdom that young children should be educated at home by their parents and that the schools should provide compensatory early education only for those young children (including four year olds) with special needs. The 1980s saw a resurgence of families purchasing early education for their four year olds in the private sector, often in combination with child care. In 1985, the Wisconsin legislature reinstated the school aids to four-year-old kindergarten, and schools have been slowly expanding those services in spite of severe restrictions in space and funding.*

Early education for three to five year olds is delivered by multiple providers, both public and private, in a manner that is confusing to parents and fiscally inconsistent and often times inappropriate to the way young children most effectively learn (see Appendix H).

- In 1986, \$264 billion was spent nationally on education for children ages six and over, but only about \$2 billion for educating younger children.
- Every dollar invested in quality preschool programs saves nearly \$5 in later costs for special and remedial education, welfare, and criminal justice. The benefits are even greater if you factor in the increased likelihood that children receiving a quality early education will finish high school, become employed, and pay taxes before having children.
- Children of less affluent families are increasingly in a "double jeopardy" situation; they suffer both environmentally caused educational disadvantages at home *and* the lack of a quality preschool experience which serves to broaden the chasm between them and the children of those more affluent families.
- Fifteen percent of children in Wisconsin go to all-day, every-day kindergarten. Of the 85 percent that go to half-day kindergarten or every-other-day kindergarten, more than half go to another program, child care, or private preschool the other part of their school week. Furthermore, in 25 percent of Wisconsin schools, the administrators report that 70 percent or more of the kindergartners also need child care the other part of their day.
- The main reasons public schools are not providing more early education and child care opportunities are the lack of money and space. While the attitude of the general public against public support for these programs was once a major obstacle, it no longer is in many communities.
- A 1989 survey of all school district administrators in Wisconsin found that more than half would apply immediately for monies to help establish before- and after-school child care if those monies were available.

*Consumer demand for four-year-old kindergarten in 1989 is far exceeding the ability of the public schools to respond and private schools are implementing four-year-old kindergartens at a much higher rate.

- Recognizing that preschool was rare as recently as 1970, more than half of the districts are now reporting more than half of their five-year-old kindergarten children have had a prior group educational experience.
- Studies show that early education has a cost benefit ratio of 1:4 dollars in avoiding later social costs. Child care is a key factor in not only reforming welfare but also in meeting labor needs.

Child Care Subcommittee Findings

Child care services have expanded dramatically since 1970 due to parent demand. Licensed day care programs have increased over 300 percent, from 460 in 1970 to 1900 in 1987. Family child care in homes has increased the most recently. The number of mothers of children under age six in the work force has increased from 31 percent in 1970 to close to 60 percent in 1987, with some experts predicting 80 percent in the 1990s. Due to this dramatic change in the number of mothers employed outside the home, services and educational programs designed for families 20 years ago are not effective today.

- The typical county (community) in Wisconsin does not have licensed providers for over 75 percent of the children whose parents would like to buy child care.
- There is a clear and substantial loss in worker productivity when family members lack proper child care arrangements.
- Youngsters who look after themselves after school for 11 or more hours a week on a regular basis are twice as likely to abuse alcohol, tobacco, and marijuana as children who aren't "latchkey kids."
- Women with young children are the fastest growing segment of the U.S. work force.
- In 1988, more than half of all the babies born in Milwaukee were born to unwed mothers.
- In July 1989, 21 national magazines released the results of the largest survey of child care issues. Eighty-one percent of the respondents said that government does not pay enough attention to child care and other family concerns.
- A 1989 Lou Harris poll showed a mandate (85 percent) to provide top quality child care to all children regardless of their parents' income. Eighty-seven percent said government and employers should work together to remedy the situation.
- Six out of ten American women with children under the age of six are employed outside the home.
- Over half the mothers with children less than a year old are in the labor force.
- Two out of three wage-earning women are either their families' sole provider or married to men who earn less than \$15,000 a year.
- Lack of child care is the major reason women on welfare don't have jobs.
- The exceptionally low salaries paid to child care workers contributes to an inordinately high rate of staff turnover in the child care field, making it difficult to retain qualified staff, and adversely affecting the quality of child care.

- Two-thirds of all new jobs will be taken by women. Marriage and motherhood are decreasing in their domination of women's lives.

Family Resources and Support Subcommittee Findings

Changes in our social fabric have left families more stressed, more isolated, and often poorer than ever before. Larry Bumpass, demographer for the University of Wisconsin, reported to the task force:

The number of children that a couple has, and the centrality of parenting in contrast to the other adult roles, has been declining over the last couple of centuries in the U.S. There is no single simple explanation, such as education, industrialization, or urbanization. But there is agreement that the costs of children have systematically increased and the benefits systematically decreased with the transformation of the society following the industrial revolution. This transformation and its effect on the relative costs of parenting is a continuing process rather than a past event.

Wisconsin has a patchwork of programs addressing particular needs of particular families in particular situations, usually conceived and implemented in response to a crisis situation and not as part of a conceptually integrated and comprehensive service system. (See Existing Early Childhood Programs in the Appendix for listing.)

The subcommittee found that:

- Homicide is now the leading cause of injury death among children under the age of one (U.S.).
- Child abuse and neglect cases increased by 55 percent between 1981 and 1985 (U.S.).
- About 25 percent of all pregnant women since 1978 have received late or no prenatal care, increasing the risk of poor health for their babies.
- The odds of children from poor families being born with low birth weight (less than 5.5 lbs.) are twice those for children from nonpoor families. Low birth weight increases the chances of death during infancy by 20 times.
- The U.S. has more than twice the people living in deep poverty as Canada, three times more than the United Kingdom, about four times more than Norway and West Germany, and about five times more than Sweden and Switzerland. The American poverty burden is not simply the cost of housing, feeding, clothing, and providing medical attention to these people; it is the loss of their potential skill and energy as productive, working, tax-paying citizens.
- Two-thirds of all first marriages will likely end in separation or divorce and the odds for second marriages are even worse. Less educated people divorce at a much higher rate than educated people.
- A 1989 poll of midwestern educators cited the top problems facing students in the midwest were parental neglect and alcohol abuse.
- More than one-half of today's children will spend some time in a one-parent family.
- The family is here to stay, but at the same time it will continue to undergo significant changes. Cohabitation will continue to increase; marriage will occur later in people's lives. The costs of raising children will continue to rise as their economic benefit to the family will continue to decrease.

Beliefs!

The State Superintendent's Task Force has reviewed extensively the status in Wisconsin of child care, early education, and family resource and support services. The following statements are its recommended guide for Wisconsin as it prepares to meet the present and emerging needs of these issues. Demonstration projects and other studies have proven the value of parent involvement and services as reflected in the educational success of children. Quality child care results in less employment and more employment opportunities, while reducing the social cost of neglect. Early education makes the difference between success and failure in school.

Child Care Belief

Quality child care has emerged as a priority issue at the federal, state, and local levels. Providing answers to child care needs is important for economic development, welfare reform, school improvement, and overall improves the quality of life.

This task force concludes that Wisconsin needs a comprehensive child care system that creates a climate of coordination, cooperation, and continuity and is strongly linked to early education and parenting support and education.

Presently, quality child care is not equally available to all, i.e., not effectively coordinated nor reasonably priced.

To address quality child care needs for all children, this task force believes that Wisconsin should create an organizational structure, which is comprehensive and integrated with current programs and resources. To insure optimal experiences for all children, every program must have quality standards, provide financial assistance to families based upon income, and have part- and full-time services with a range of provider options. These providers may include school districts, public agencies, and home- or center-based programs directed by those either in the public or private sectors.

The task force believes that to limit direct public funding for child care/early education to the poor or disadvantaged would further perpetuate the current two-tiered system wherein children become segregated into publicly funded programs for the poor and private programs for children of wealthy families which are supported by tax credits. There is probably a middle tier comprised of families too wealthy to qualify for poverty programs but who are too poor to secure a quality program in the private sector. Child care programs should be open to all children, and enrollment should not be based on funding source.

Funding for improved and available child care services should come from user fees and private and public monies. Public funds should be a combination of local, state, and federal monies. These funding sources should provide start-up loans, grants, and aids for new programs and monetary aid for low-income families.

Early Education Belief

The long-range strength of Wisconsin depends upon every child's having a successful early learning experience. Wisconsin's public policy for young children shall reflect a vision of appropriate child development encompassing teaching practice, relationships with parents, and connections with other community agencies and institutions. The state program of quality services should feature integration and cooperation with existing social institutions.

A quality program should follow both the nation's Head Start model and the guidelines of the National Association of State Boards of Education for a comprehensive education and care program for the child and his or her family, including a partnership of schools and other early childhood programs and community agencies. By the year 2000, these programs shall be universally accessible to all Wisconsin children and their families.

Interagency involvement and cooperation are paramount to the success of comprehensive early education and child care at both the state and local levels. A coordinated plan should include a State Early Childhood Coordinating Commission composed of the Governor, State Superintendent of Public Instruction, and Secretary of Health and Social Services. A statewide Early Childhood Coordinating Council will advise the Commission and local councils and will assess and coordinate local needs. The coordinating councils shall include representatives of early childhood service providers and users.

The task force endorses the work of the National Association of State Boards of Education and makes the following belief statements.

- Early childhood units should be established in elementary schools to provide a new pedagogy for working with children ages 3-8 and a focal point for enhanced services to young children and their parents.
- Curriculum and teaching in the early childhood unit should be "developmentally appropriate" as defined by the National Association for the Education of Young Children.
- Because of a concern with the misuse of standardized tests to segregate young children in homogeneous ability groups, preference should be given to assessment that uses observation and the recording of a child's developmental progress while in groups of children of mixed abilities.
- A home-school relationship should be established that values the unique cultural and linguistic characteristics of children.
- Parents should be considered essential partners in the education of their children.
- Early childhood teachers and staff should be well trained and supported by knowledgeable and sensitive administrators.
- Schools and other early childhood programs should collaborate to develop training standards and roles and responsibilities that provide some progression for early childhood professionals across program type.

Family Resource and Support Belief

The preservation and enhancement of the family as a unit requires a special effort by policy makers to understand the necessity of comprehensive and accessible services and support for parents and children. The demographics of the family have changed to the extent that a review of the public policies relating to the family and its needs in the 1990s is warranted.

Parents are the first and most important teachers and providers for their children. The traditional family unit is changing in structure, and social institutions must adapt to the emerging structure and its needs. Because of changing family structures, the feminization of poverty, the increased requirements for parents on welfare to seek employment, and the desire of both parents to be employed, many families are in need of a number of community support services. Services to parents should be available to all families in Wisconsin.

The changing demographics of the family unit justify special efforts to facilitate parenting services and involvement as they relate to the children of that family unit. Family involvement and parenting education services have been identified in research and demonstration projects as prime requisites for a child's success in school and in adulthood.

Family support services and parenting education programs mean different things to different people. The task force describes them as follows:

Parenting education programs are designed to prepare potential and current mothers and fathers for their role as parents.* Parenting programs are offered through high schools, university extension, vocational schools, hospitals, social service agencies, parent/teacher associations, and other groups. The programs take on different forms, including formal instruction, peer discussions, demonstrations, self-instruction, and counseling.

A number of concepts are crucial to the physical and emotional development of children, including parent/child attachment and interaction skills, child development knowledge, and positive behavior management techniques. In addition to these concepts, parenting programs offer a means by which parents can share their experiences, thus reducing some of the stresses of parenthood. Therefore, parenting education programs should be universally available to parents and potential parents in Wisconsin.

The task force's investigation revealed that parenting programs in Wisconsin are severely limited by such factors as funding, target population, location, and accessibility. Consequently, only a fraction of families currently receive these programs.

Family support programs offer a range of social, educational, informational, and recreational activities that empower and strengthen persons for their roles as family members. Programs focus on enhancing the capacity of the service provider to service children, parents, and families, and to refer family members to appropriate services or programs within the community. Such services are prevention oriented rather than intervention oriented. Family support programs should be accessible to all families in Wisconsin, and those programs can strengthen the family unit. Emphasis should be placed on resources, referrals, peer contacts, and positive guidance techniques.

The task force's investigation found that parents, especially those in need, are often confused by the different agencies offering services and the uneven availability among communities. For this reason, the most needy families often fail to access existing resources and services. Current family support services tend to be those that intervene in crisis situations.

The term "family support program" is a broad-based concept which includes services for families throughout the lifespan. However, the task force's concern is also for families with young children. It is important to distinguish between the generic use of the term family support program and the specific state-funded program administered by the Department of Health and Social Services which provides special services to families who are caring for a developmentally disabled child at home.

Family involvement is the concept of direct parental participation in the education, development, and socialization of their children. That involvement begins before the child's birth and continues to adulthood. Parent involvement can range from attending childbirth education classes, to playing with the child at home, to serving on the parent board at the child care center, to attending parent-teacher conferences, to setting aside time for homework, to visiting the classroom, to attending music concerts, to serving on the board of education in the school district.

* Note: The term "parents" as used herein includes parents, guardians, and foster parents.

Research reports and demonstration projects prove that the most effective programs for children are those which have a parental involvement component. It is so important that many publicly funded programs for children are now requiring parental involvement as part of the program design and delivery. Parental involvement is the most important component in programs that have the greatest impact on families and children.

Task Force Recommendations

The task force respectfully submits to the State Superintendent the following recommendations for action in Wisconsin on the issue of child care, early education, and family resource and support services.

Statewide Comprehensive Plan

The task force recommends that Wisconsin establish a state/ local comprehensive, coordinated program plan for providing early education, child care, and family service programs available in all areas of the state and to all persons who could use these services. The State Commission is to be made up of the State Superintendent of Public Instruction, the Secretary of Health and Social Services, and the Executive Office (Governor or representative of the Governor's Office). The State Commission will have the following duties:

- Appoint an Early Childhood Coordinating Council (see Coordinated Services Plan) to serve as advisor to the State Commission and the local Early Childhood Coordinating Councils and programs.
- Develop and implement a statewide plan for the cooperative effort of county/city health services, school nurses, and health care providers to regularly screen all young children for health and developmental problems and advise parents on the condition and any needs of such children.
- Develop for local use a model evaluation format for early childhood and child care services.
- Receive and distribute federal funds related to early education, child care, and parent involvement and services.
- Establish and administer a state loan program of start-up funds for local child care services.
- Establish and fund, on a two-year basis using any available federal, state, and private funds, a grant program for 15 pilot programs on early education, child care and parenting services to be (a) conducted under the direction of the local coordinating councils, (b) distributed geographically around the state, and (c) based upon the following qualifying steps:
 - a. Plan is submitted by a local coordinating council.
 - b. Plan is directed by an early childhood director.
 - c. Plan is based upon a local comprehensive needs assessment approved by the State Coordinating Council.
 - d. Plan includes strategies to reduce gaps and overlaps in service delivery and includes establishing a local clearinghouse (resource and referral center) to assist parents and children. Note: Existing resource and referral operators would be supplemented, not supplanted.
 - e. Plan identifies services that need to be developed or expanded which have existing funding sources and secures such funding.

- f. Plan identifies services which are needed but which have no existing funding sources and seeks permission of the State Commission/Council to utilize this grant program as the funding source.
- g. Plan creates a pilot model for needed services in the service area which, if successful, can be used in other areas.

Local Councils

The task force recommends that every community be a part of an early childhood program service area based upon school district(s) boundaries with an appointed Early Childhood Coordinating Council to initiate, coordinate, and monitor services using public or private providers. Every local council shall have the services of an early childhood director qualified in the broad field of early childhood and parent involvement services. Duties of the local council shall include:

- Conduct an inventory of existing local early education/child care and family services and an assessment of needs for such programs in the local service.
- Provide that family resource centers are available to all families. The centers would provide information and assistance to families on child care and education.
- Arrange to have available to all parents a parenting education program provided by an agency in the service area.
- Assure the availability of developmentally appropriate early childhood programs—preparatory to kindergarten—for children under age five.
- Assure that special provisions for home visits be built into plans for child care, early education, and parental services and involvement.

School Districts

The task force recommends that schools:

- Include a family life education component in the K-12 human growth and development curriculum and further that junior high/middle or senior high schools include a laboratory experience or parenting education unit as a part of health or home economics courses.
- Schedule parent-teacher conferences on a regular basis for all grade levels and at convenient times for working parents.

Legislature

The task force recommends that the present laws be changed to:

- Amend ss. 120.13(13) to allow school districts operating child care and early education programs to charge attendance fees on a sliding scale based upon income level; to operate such programs on a 12-month basis; to transport such children and charge the costs to those transported; and to receive state or federal funds for such purposes.
- Authorize school districts to create a local coordinating council and to employ an early childhood director.

- Authorize school districts to contract for a nondistrict facility in which to conduct early childhood program activities.
- Authorize school districts to contract with qualified providers for programs to serve early childhood/parental programs.
- Authorize school districts to send staff to nonprofit, nonsectarian child care sites to conduct early childhood (kindergarten) programs.
- Provide that state school aids for four- or five-year-old kindergarten be paid based upon the percentage of the school day the child attends the organized kindergarten program.
- Change the income tax system to allow for a child care expense credit to assist parents, based on income.

Parents

- To assure school/parent(s) dialog, the task force recommends that all custodial parents be required to attend parent-teacher conferences. Schools should schedule conferences convenient for working parents.
- The task force recommends that parents have available:
 - a. Parenting education opportunities.
 - b. Family resource centers offering information and assistance on parenting, family involvement in education, child care and early education opportunities, and family services.

State Superintendent

The task force recommends that the state superintendent:

- Prescribe parental involvement education for all teachers. This may be inservice or preservice educational opportunities.
- Develop a guide for developmentally appropriate practice in early childhood units working with students ages 3-8 years and providing for enhanced services for such children and their parents. The guide should include policy suggestions for home/school relationships and parental involvement in their child's education program, such as suggested by the National Association of State Boards of Education publication, "Right From the Start," with reference to partnerships, assessment, cultural diversity, qualified staff, and parent involvement.

Higher Education

The task force recommends that the VTAE System and the higher education institutions, in collaboration with local coordinating councils, make widely available their programs for instructing child care staffs and adult parents, and provide inservice programs for public school staffs.

Description of the Recommended Coordinated Service Plan

The state superintendent's charge to the task force asks for recommendations on the issues of child care, early childhood education, and family resource and support. The task force concluded that the delivery of these services is becoming increasingly critical to Wisconsin's children and parents. In view of the interrelationship of these issues, the task force recommends the creation of a state/local plan of policy development, administration, and delivery which coordinates the various interests to serve early childhood and parenting needs.

Wisconsin currently has an uncoordinated system of serving early childhood and parenting needs. At the state level, the Department of Public Instruction, Department of Health and Social Services, and the Executive Office provide services. At the local level, services are provided by numerous agents, such as schools, child care providers, social service agencies, institutions of higher education, and others. Quality and availability are wide ranging.

Proposal

The task force proposes that Wisconsin initiate a system to coordinate services for early childhood and parenting services at both the state and local levels which will result in service being available in all communities, adapted to each community's needs, and include a local coordinating council consisting of service providers and consumers (see organization chart in Appendix).

State Level

Providing overall coordination and direction for the plan will be a State Early Childhood Commission, consisting of the State Superintendent of Public Instruction, Secretary of Health and Social Services, and the Executive Office. The State Commission will meet as needed with a rotating chairperson among its members. The Commission staff services will be provided by staff from the represented state agencies.

A state Early Childhood Coordinating Council will be appointed to serve as advisor to the State Commission as well as to the local Early Childhood Coordinating Councils and programs. State council members shall serve staggered two-year terms.

Membership (20 persons):

- State Senator (appointed by Senate President)
- State Representative (appointed by Assembly Speaker)
- K-12 teacher (appointed by State Superintendent)
- School board member (appointed by State Superintendent)
- School administrator (appointed by State Superintendent)
- DPI staff (appointed by State Superintendent)
- Family life educator (appointed by State Superintendent)

- Professional educator serving children with exceptional educational needs (appointed by State Superintendent)
- Child care director (appointed by DHSS Secretary)
- Head Start director (appointed by DHSS Secretary)
- Family child care provider (appointed by DHSS Secretary)
- Director of county human social service agency (appointed by DHSS Secretary)
- DHSS staff (appointed by DHSS Secretary)
- University of Wisconsin System/Wisconsin private college (appointed by the Governor)
- Employer (appointed by Governor)
- Governor's office (appointed by Governor)
- State VTAE system (appointed by Governor)
- Early childhood program user (2) (appointed by Governor)
- County board member (appointed by Governor)

Funding for the commission and the council will consist of funds from the general purpose revenue allocations from the co-sponsoring agencies and any federal funds available to the state for this purpose. The Department of Public Instruction will serve as fiscal agent.

State Early Childhood Commission Role

The Commission will:

- Effect coordination of early childhood program services among state agencies.
- Recommend and consider program initiatives to the State Coordinating Council.
- Serve as the administrative agent for federal programs requiring such agent.
- Provide leadership to increase both human and financial resources in this critical effort.
- Administer any new state early childhood legislation.

Upon recommendation of the State Council, the Commission will approve local service plans which receive state funding.

The Commission may delegate or assign to the Council whatever responsibilities it deems appropriate.

State Coordinating Council Role

The State Coordinating Council will:

- Monitor needs for services.
- Coordinate services and programs among state agencies.
- Pursue with the Commission new initiatives and recommendations, recommend changes in existing programs, and evaluate state and local programs.
- Serve as a resource to the local coordinating councils and programs.
- Recommend to the Commission approval or changes in local service plans which receive state funding.

The council shall annually select from its membership a chairperson who will attend meetings of the State Commission. Membership shall be representative of early childhood program consumers, providers, the legislature, and affected state agencies.

State Council staff shall be provided by the Department of Public Instruction and the Department of Health and Social Services as determined by the Commission.

Office of Early Childhood Programs

The Department of Public Instruction and the Department of Health and Social Services shall provide staff, as determined by the Commission. These staff shall be referred to as "Office of Early Childhood Programs," serving the Early Childhood Commission and the State Early Childhood Coordinating Council. The office will serve as a link between the Commission and the Council and between the Council and local councils, providers, users, and agencies.

Local Level

The task force recommends that early childhood/parenting programs be available to persons throughout Wisconsin from a range of public and nonpublic options. These programs shall be considered a general public service with consideration for children and parents.

The early childhood program "service areas" shall consist of one or more school districts with the local option of a single district acting alone or several districts joining under a cooperative educational service agency (CESA) or creating a joint powers agreement among the districts (ss. 66.30, Wis. Stats.). Every district shall be a part of one of these plans, which shall be coordinated by a council appointed by the governing bodies (school board(s) or CESA Board of Control). The governing board(s) shall post a Class 2 notice announcing the request for membership to the local council.

All service area plans shall include designating one of the participating school boards as the fiscal agent and employer. In the case of a CESA plan, the CESA will serve as the agent/employer.

Each service area shall have a staff person designated as the "early childhood director." The director will serve as secretary to the council.

The council members shall include a representative, if available, from the following and serve two-year terms:

Health care provider
Head Start director
School administrator
Employer
Day care provider
Preschool teacher
Principal
VTAE staff

Librarian
Teacher (Elementary K-3)
County HSS
School board
Parent(s) (20% membership of council)
UW Extension staff
Private school staff
County board member

Local Coordinating Council Role

It is the purpose of the council to include representatives of the various interests of providers and users of child care, early education, and family resource and support services in an effort to initiate and coordinate service programs, provide articulation among providers and users of services, and monitor and evaluate such programs. The council will conduct periodically an assessment of service needs in the area.

The task force recommends, as an initial step, that local councils perform a local service area needs assessment and an inventory of available programs and services. The local council should develop models for program implementation in the service area. Thereafter, the local council will periodically conduct an assessment of service needs in the area.

The local councils shall:

- Develop a plan for recommendation to maximize the existing local services and reduce duplication of services.
- Initiate services where there are voids.
- Consider the range of local options for services.
- Bring providers and users into contact.

The council may recommend to the county boards, school boards, or other possible providers program initiatives for each agency to pursue. The council may solicit funding from state, federal, or private sources for local programs.

Local Early Childhood Director

The task force believes that the success of its early childhood/parenting program concept will depend in large measure on the early childhood director serving the local coordinating council, the service area (one or more school districts), its school administrator(s), and the service providers and consumers. The director will be employed by the service area agent upon the recommendation of the local coordinating council. The early childhood director will serve as secretary to the council and as liaison among school districts, providers, and the state-level council. The director will be trained and experienced in early childhood education and programs, parent involvement, and child care. The director will manage a family services center and serve as resource and liaison for the early childhood program service providers and service consumers in the area. The state commission will establish the qualifications for the director.

Funding

The task force recommends that funding these programs is a public investment in the needs of Wisconsin citizens. The funding for this program can be incremental with minimal cost for establishment. Funding can be a combination of some existing and some new appropriations from federal, state, and local sources—both public and private. The legislature may combine existing and new appropriations to provide a specific aid for the local director for areas submitting a service plan.

Listing of Appendices

- A. Organization Chart—Proposed Management Plan for Coordinated Services
- B. Nominal Group Summary Report
- C. Early Education/Child Care/Family Involvement Views from Prominent Sources
- D. Who “Educates” Four Year Olds in Wisconsin
- E. Family/Child Policy Evolution
- F. Federal Aid Programs
- G. Criteria for a Services Model
- H. Existing Early Childhood Programs in Wisconsin in 1989
- I. Policy Choices
- J. Survey Results

Nominal Group Summary Report

April 6, 1989

Top issues that should be addressed by the report of the task force.

1. Funding
2. Comprehensive, developmentally appropriate, culturally sensitive
3. Local collaboration, interagency cooperation
4. Delivery, flexibility, choice, match services to need, availability
5. Staff qualifications
6. Program quality indicators
7. Parent (family) involvement (information and referral)
8. Continuing permanency
9. Role of schools in the overall delivery system

Early Education/Child Care/Family Involvement Views from Prominent Sources

Value of Early Education

Only a few studies have followed children from low-income families who participated in high-quality, early childhood education from preschool through adolescence. However, these findings indicate the lasting positive effects of early intervention on rates of high school completion, participation in college or vocational training, and employment. The High/Scope research suggests that children who have had preschool education require less remedial or special education in the elementary and high school grades.

(Perry Preschool Project by High/Scope Educational Research Foundation (Ypsilanti) and New York City's Prekindergarten by Institute for Developmental Studies (N.Y.U.), reported in *Early Childhood Services: A National Challenge*, Ford Foundation, March 1989.)

Child care services, now a \$20 billion-a-year industry, are the fourth largest expenditure for families with children. Parents pay a majority of child care costs themselves.

(See Ford Foundation report, page 8.)

Need for Solutions is Urgent

Finding solutions to the urgent national need for quality early childhood and family education services must be among the highest priorities for national, state, and local decision makers. States should provide comprehensive early childhood and family education services for children from the earliest moments of life who are at risk of later school failure and their families, with universal access for all children and families as the ultimate goal. Each state should develop an integrated policy and action plan which encompasses the continuum of statewide services and requires collaboration among all agencies providing services to children and families.

(*A Guide for State Action: Early Childhood and Family Education*, Council of Chief State School Officers, 1988.)

Increased Emphasis on Parent Involvement

Legislative support for early childhood education is likely to continue to grow. It is expected that future initiatives will address new strategies to increase funding for early childhood education and effectiveness methods for reducing costs of programs through coordination with other similar services in local areas, such as child care and Head Start. Program quality is also expected to receive greater attention in the states, with an increased emphasis on parent involvement and developmentally appropriate curriculum models. . . . (N)early half of the states spend state money on early childhood education programs, which is usually allocated either through grants or contracts or directly to school districts as part of the school finance formula.

(*State Legislative Report*, National Conference of State Legislatures, Vol. 13, No. 16, June 1988.)

Prevent Early Failures and Involve Parents

State and local agencies whose actions affect disadvantaged children, either directly or through their parents, need to work closely with schools, community organizations, and businesses in order to minimize overlapping and piecemeal policies and practices.

We believe that to succeed in helping children at risk we must respond to the needs of the whole child from prenatal care through adulthood. Such efforts must also involve the children's parents, who may themselves be disadvantaged and in need of support services, to help them learn how to prepare their children for a better future. We call for early and sustained intervention into the lives of at-risk children as the only way to ensure that they embark and stay on the road to successful learning.

It is less costly to society and to individuals to prevent early failure through efforts directed toward parents and children alike from prenatal care through age five.

(*Children in Need*, Research and Policy Committee, Committee for Economic Development, 1987.)

Expand Prevention Services to Children

... (E)ncourage states to create more comprehensive child development programs, with an emphasis on children up to age 5 and on young adolescents. But to do so, states first will have to overcome two major problems. One is the "disjointed, piecemeal, and crises-oriented" nature of many state services to children. The report stresses the need to expand prevention efforts in seven areas, including requiring school districts to offer half-day preschool programs and coordinated child care programs to a percentage of "at-risk" four year olds.

(*America in Transition: Report of the Task Force on Children*, National Governors' Association, February 1989.)

Child Care and Early Childhood

Child care and early childhood education policies directly influence the productivity of the current work force and the preparedness of the future work force. Therefore, policies that support families and provide a sound foundation for development of young children influence a state's economy in several ways.

In 1987, 32 states passed approximately 125 pieces of legislation related to child care and early childhood education.

Policies that support child care for working parents and that stimulate child development and learning through early childhood education can have a positive impact on the productivity of the current work force and the preparedness of the future work force.

(*Child Care and Early Childhood Education Policy: A Legislator's Guide*, National Conference of State Legislatures, 1989.)

High Quality Early Childhood Programs

Good early childhood education is much, much more than a school readiness program for four year olds. It reflects a comprehensive vision of support for child development, encompassing teaching practice, relationships with parents, and connections with other community agencies and institutions. This report seeks to use that vision to stimulate the present debate about how to improve public schools and enrich public understanding of needed new services for young children and their parents. We have a strong consensus of professional opinion and research to support the following characteristics of high quality early childhood programs:

- A program that actively involves and supports parents as partners in the development of their children.

- A program that draws on resources and expertise of all agencies and informal networks in the community to provide continuity for children in their daily schedules and as they grow and develop.

(*Right From The Start*, National Association of State Boards of Education Task Force on Early Childhood Education, 1988.)

Workforce 2000

In 1960, only 11 percent of women with children under the age of six worked. Today 52 percent do.

Other federal programs provide day care directly to poor children, notably Head Start. There is now persuasive evidence that early childhood education pays significantly long-term social and economic dividends in terms of enhanced skills, better performance in school, increased employability, and reduced crime. More such investments in the care of poor children appear to be justified. "Reconciling the Conflicting Needs of Women, Work, and Families" is one of six public policy challenges the United States must rethink upon entering the 21st century.

(*Workforce 2000: Work and Workers for the 21st Century*, Hudson Institute {Rand Corp. funds}.)

Opportunities for all Members

This publication, in identifying our "risk" and its ramifications, observed that "In a world of ever-accelerating competition and change in the conditions of the workplace, of ever-greater danger and of ever-larger opportunities for those prepared to meet them, educational reform should focus on the goal of creating a learning society. At the heart of such a society is the commitment to a set of values and to a system of education that affords all members the opportunity to stretch their minds to full capacity from early childhood through adulthood, learning more as the world itself changes."

(*A Nation At Risk*, The National Commission on Excellence in Education, 1983.)

Rewards of Early Childhood Education

Research into effects of early childhood education demonstrates that high quality early childhood education programs for economically disadvantaged children can contribute to higher levels of success in school; greater achievement motivation and high vocational aspirations; lower teenage pregnancy rates; lower delinquency rates; less welfare dependence; and higher employment rates. Cost-benefit analyses of early childhood education programs also provide convincing evidence related to the economic benefits of these programs. These analyses suggest that the state can, over the long run, realize a savings of \$4.75 for every one dollar spent on quality early childhood education.

In general, state programs are administered by departments of education. Most state programs are operated through the public schools, although many states permit schools to contract for early childhood education with other agencies, including child care centers.

In a few instances, state early childhood education programs are designed as parent education programs.

Increasingly, state policy makers are considering the potential benefits of expanding and coordinating child care and early childhood education policies under a comprehensive approach to a state's economy. This approach could ensure that all children in child care and early childhood education settings receive enriched learning experiences as a foundation for later productivity and also could provide parents with the critical support needed to become self-sufficient, productive citizens.

(Child Care and Early Childhood Education Policy: A Legislator's Guide, National Conference of State Legislatures, March 1989, pages x and xii.)

Critical Link to Self-Sufficiency

Recognizing the short- and long-term economic benefits of quality early childhood programs, state legislatures have assumed a pivotal leadership role in developing early childhood programs in recent years. At least 29 states currently fund preschool initiatives, almost all enacted in recent years. In 1987, 32 states passed approximately 125 pieces of legislation related to child care and early childhood education.

Child care is hard to find, the cost is high, the quality is inconsistent, and the arrangements are often undependable and unstable. Especially for single parents, child care is a critical link to economic self-sufficiency, productivity, and independence from public assistance and support.

(Child Care and Early Childhood Education Policy: A Legislator's Guide, National Conference of State Legislatures, March 1989.)

Child Care System Principles and Criteria

Principles and criteria to be met for a satisfactory child care system to emerge:

- The child care system must be reliable and stable. It must be tied to a major institution that is well known throughout American society.
- Every child should have equal access to child care, and all ethnic and socio-economic groups should be integrated as fully as possible.
- The primary goal of the system is the optimal development of the children using the system. The quality of care is essential.
- Child care of high quality should be readily accessible from early pregnancy through the first twelve years of life.
- Such programs should address the entire range of human development, not only cognitive development but also personality development and physical and mental health.
- The child care system should involve a true partnership between parents and the children's care takers.
- We should do everything we can to train, upgrade the pay, and increase the status of those individuals who care for the nation's children.

We can create a second system within the existing public school system. The second system would operate on-site child care for children ages three to twelve and would have three outreach programs:

- A family support system for first-time parents.
- Support for family day care homes within the neighborhood.
- Information and referral services.

(Dr. Edward Zigler, Director, Bush Child Development Center, Yale University.)

Family Support Programs

Stated most generally, family support programs provide services to families that empower and strengthen adults in their role as parents, nurturers, and providers. Most programs do this by providing direct services to parents; some, however, offer indirect support, such as providing information. Many programs are comprehensive and provide a range of social, educational, and recreational activities while others are designed to provide a single service, such as telephone support or parent/child classes.

(*American Journal of Orthopsychiatry*, Bernice Weissbourd, M.A., and Sharon L. Kagan, Ph.D., January 1989.)

Comprehensive Concerns

... (A)s your own endeavors continue here in terms of looking at state (Wisconsin) policy, that you try to hold on to this comprehensive definition of concerns rather than getting yourselves into a situation where you just pick one of these needs and address it but ignore the others.

(Dr. Tom Schultz, Staff Director, National Association of State Boards of Education; speaker, Wisconsin Conference on Early Education, Child Care, and Family Involvement, April 1989.)

Child Care Assistance

The single most important issue arising from the changes in our work force is child care. Today, child care is nothing short of a family necessity.

We must find a way to put a greater range of choices in the hands of low-income parents, because they face the greatest difficulty in meeting the demands of work and family.

I would maintain the existing dependent care tax credit and take an additional important step to make it refundable. Too many low-income families go without the assistance we have made available to upper-income families because they do not earn enough to pay taxes.

The states and the federal government ought to provide additional resources . . . for a broader range of choices and higher quality child care.

(President George Bush, National Federation of Business and Professional Women's Clubs, July 24, 1988, reported by Children's Defense Fund, *A Vision for America's Future*.)

Task Force Comments—National Governor's Association

Task Force on Parent Involvement:

- Encouraging and assisting school districts to develop more effective parent involvement techniques.
- Reminding parents that they can improve their children's achievement by working closely with the school.

Task Force on Readiness:

- States must develop initiatives to help at-risk preschool children become ready for school.
- . . . (P)roviding high-quality early childhood development programs for all four-year-old at-risk children and, where feasible, three year olds.
- Provide all parents of preschool children with information on successful parenting practices.
- Develop state and local structures through which various public and private agencies can work together to provide appropriate programs for young children and new parents.
- An interagency approach to early childhood development, which includes the public schools, appears to be a cost-effective model for quality services and education.

State Initiatives from Task Force on Readiness

- Provide in-house assistance for first-time low-income parents of high-risk infants.
- Provide quality early childhood development programs for at-risk four year olds and, where feasible, three year olds.
- Provide all interested parents of preschool children with information on suggested child development practices.

Develop state and local structures through which all agencies work together to provide appropriate programs for young children and their parents.

(Time for Results, The Governor's 1991 Report on Education.)

**Who "Educates" Four Year Olds in Wisconsin
1987-88**

PROGRAM (1/2 day unless noted otherwise*)	# of Children	Total Public \$ Invested	Cost/Child/ 9 Month School Year
Exceptional Education (public school)	3,100	\$11 mil 70% state 15% federal 15% local	\$3,650
Chapter 1** (public school)	3,200	\$3 mil 100% federal	\$900 (some not daily)
4 year Kindergarten (public school)	5,100	\$13 mil 40% state 60% local	\$2,500
Head Start some not daily	5,100	\$11 mil 100% federal	\$2,100
Nonpublic "preschool" and "child care," registered family care and employer-sponsored care	24,000	\$15 mil Title XX, food subsidy, tax credit	\$1,150 - \$4,150
Nonpublic 4-year-old Kindergarten	6,200		
In-home care with parent, relative or occasional sitter	23,000		
TOTAL	70,000		

* Note that 58% of the four year olds also need some form of day care/preschool for the other half of their day.

** The high water mark for economic compensatory preschool programs was 1974 when the combination of Title I and state-funded Special Educational Needs (SEN) programs reached the 1987 equivalent of \$15 million.

Family/Child Policy Evolution

Old Frame for Family/Child Policies

Wait until family collapses and maintain that status.

Reactionary legislation to contain the problem

Problem-solving strategy

- (1) rehabilitation
- (2) treatment
- (3) prevention
- (4) promotion (education/public awareness)

Promote (inadvertently) dependence on government.

Promote formal service system (bureaucracy, professionals) to solve own problems.

Entitlement programs.

Political solutions.

Evaluation based on compliance standards and rules.

Programs for families/children considered costs.

Students grouped by grade/category/ability.

Management-unions in adversarial relationships.

Monopolistic/homogeneous/public institutions.

Responsibility always belongs to other party.

Employment and raising family incompatible.

Mothers raise children.

Bureaucratic/centralized/vertical line of authority.

Early childhood/parenting programs not coordinated, lack continuity.

No overall state plan for program availability.

Services designed primarily by the providers as they prefer.

New Frame for Family/Child Policies

Support integrity of the family.

Proactive legislation to contain and prevent the problem.

Problem-solving strategy

- (1) promotion-public awareness
- (2) prevention
- (3) treatment
- (4) rehabilitation

Promote self-sufficiency.

Support both formal and informal service system, i.e., community, and empower families to solve their own problems.

Combination of tax supports and user fees (sliding scale).

Business-community-labor-government solutions.

Evaluation based on child/family outcomes.

Programs for families/children considered investments.

Students progress individually in heterogeneous groups.

Employes work in cooperative (shared responsibility) relationships.

Options/alternatives/varied providers.

Accountability shared between family, community, employers, government, and service providers.

Employment and raising family aligned to be complimentary.

Shared childrearing, "new extended family," interdependence with quality child care/system.

Network/site-based/horizontal/state-local shared authority.

Early education, child care and parenting programs coordinated and linked for continuity.

A statewide plan for service availability in every community.

Services designed cooperatively by the providers and users.

Federal Aid Programs

(Note: Information from "Children Don't Wait, Wisconsin Children's Audit Manual, 1988," U.S. Office of Management and Budget FY 88, *Child Care: A Workforce Issue*, U.S. Department of Labor, 1988.)

Aid for Families with Dependent Children (AFDC)

Encourages care of dependent children at home and helps families to become self-sufficient. Available to needy families with children under age 18. Monthly cash grants to cover food, rent, etc. Federal aid of 50 percent to 83 percent with local matching. Credit to families for child care costs.

Funding:	FY 88	\$10.3 billion
	FY 87	\$40 million child care expenditure
	FY 86	Wisconsin funds: \$247.4 million
		Federal share: \$341.6 million

WIN

Provides AFDC recipients age 16 and over with assistance in employment search by providing child care, education, etc. Administered by JTPA and welfare agency (joint coordination).

Funding: \$92.5 million

Chapter 1

Supplements local educational services to meet educational needs of educationally deprived children. Provides remedial, preschool, and summer education. Funds to state and local educational agencies. State share based upon number of children in low-income households.

Funding: \$4.3 billion (Wisconsin share FY 87: \$53 million)

Child Welfare Training

Provided under Title IV-B of Social Security Act for grants to public, nonprofit higher education institutions for training for field of child welfare, including child care grants (100 percent federally funded). Targeted for teen parents, welfare, and economically disadvantaged.

School Lunch

Provides nutrition for low-income children with free or reduced prices. Lunches at public or private nonprofit elementary or high schools.

Funding: \$3 billion plus 30 percent state match.

Job Training Partnership Act (JTPA) (Title II-A)

Authorizes funds to states for employment and training for economically disadvantaged as an assist in securing employment. Child care costs may be included. Persons may be trained as child care workers. Funds may be awarded to public or private organizations.

Funding: \$1.8 billion
(child care expenditures: \$6.1 million)

Small Business Administration (SBA) Loans

Provides a variety of financing options for providers of child care by guaranteed loan. (Also see Small Business Investment Co., licensed by SBA, a privately managed investment, as a source of loan guarantees and the SBA office of Business Development as a source of management assistance.)

Funding: FY 88 estimated at \$19.2 million in child care expenditures

Summer Lunch

Funds for nutritional meals for low-income children while out of school and under age 18. Provides one meal per day at program site. Full federal funding and may be sponsored by a public or private nonprofit group.

Funding: \$160.2 million FY 88 child care expenditures
(Wisconsin reimbursement in 1986: \$607,923)

Food Stamps

Designed to improve diets of low-income households. Monthly food coupons for food purchases. Administered by welfare agencies. Income deduction for dependent care.

Funding: FY 86 \$13.5 billion (Wisconsin share \$161.8 million)

Vocational Education

The basic grant funds may be used for day care for participants. Also, two set asides can support day care.

Funding: FY 88 \$1.4 million child care expenditure

Child Development Associate Scholarship Program

Authorizes grants to states to award scholarships to financially needy persons who are candidates for child development associate credential.

Funding: \$1.4 million (1988 child care expenditure)

Community Development Block Grant

Grants to states and communities for community and economic development activities, which may include facilities and services for child care.

Funding: \$30.3 million (1988 child care expenditure)

Child and Dependent Care Tax Credits

The Internal Revenue Code allows income tax credits (Section 21) for children under age 15 or disabled dependents for eligible employment-related child care costs. Maximum credit is \$720 for one dependent, and \$1,400 for two or more dependents. Section 129 (IRS Code) allows employes with above dependents to exclude from gross income the employer-provided dependent care qualified assistance plans. Limit of \$5,000 of cost. Section 168 (IRS Code) allows employers to depreciate deduction for "recovery property" which may include capital cost of child care center. Section 50(k) (IRS Code) allows tax exemption for child care centers that are not for profit. Contributions to such centers are tax deductible.

Federal spending on child care and Head Start, FY 88:

Tax credits/deductions	\$4.0 billion	
Head Start	1.2 billion	
Block grants	.6 billion	
Food program	.8 billion	
Other	.3 billion	(support services, training, education, and child care assistance)

(In 1985, Wisconsin repealed the state dependent care tax credit. Wisconsin appropriates funds for child care for AFDC recipients who leave AFDC after job training. It provides funding for child care through community aids.)

Head Start

Authorizes 80 percent matching grants to eligible Head Start agencies to provide services to help improve social and learning skills and the nutrition and health status of low-income children and handicapped children before starting school. Provides parent education and social services.

Funding: \$1,206,000,000 child care expenditure FY 88
Wisconsin \$16.1 million 1987-88

Child Care Food Program (CCFP)

Provides funds and commodities for meals served to children in public and private nonprofit day care centers, family and group day care centers. Reimbursement is based on income and/or type of meal served. Most participants are age 3-5 years.

Funding: \$586.4 million FY 88 child care expenditure
Wisconsin 1985-86 reimbursement: \$5.9 million

Supplemental Food Program for Women, Infants and Children (WIC)

Federal program incorporates health screening, nutrition education, and coupons to purchase nutritious foods for pregnant women, infants, and young children. Wisconsin provides a \$1.4 million supplement.

Funding: \$26.9 million (1987)

Special Milk Program

Funds for milk served to children in nonprofit nursery, elementary, and secondary schools and in child care institutions unless such schools, etc., participate in the school lunch, breakfast, or child care food program. Since 1987, Wisconsin also has its own Special Milk Program.

Funding: FY 88 \$4.1 million child care expenditure
Wisconsin federal reimbursement \$1.4 million
Wisconsin funding 1987-88: \$820,000

Dependent Care Planning and Development

Dependent Care Planning and Development Grants to states for costs to establish information and referral systems and for school-age day care.

Funding: \$8.4 million FY 88 child care expenditure

Maternal and Child Health Block Grants

Funds to states for programs to promote health of mothers and children, reduce infant mortality, and provide quality health care to low-income mothers and children. May be prenatal care, postnatal care, immunizations, etc. States may contract with local governments, manage themselves, or contract with private institutions. Some state matching.

Funding: FY 88 \$526 million
Wisconsin 1987 \$8.8 million

School Lunch, Breakfast, Milk, Etc.

National School Lunch is served to children during the school term and can provide free or reduced prices for low-income children.

Funding: 1985-86 reimbursement to schools: \$41.6 million

School Breakfast Program is optional in school and may be free to low-income children.

Funding: 1985-86 reimbursement in Wisconsin: \$2.1 million

Family Support System (FSP) (Wisconsin)

Established in Wisconsin to provide funds for families to care for a severely disabled child at home and provides someone at the county level to help the family find and coordinate services. Optional for counties. Program requires local advisory committees, county plan, and a family support coordinator.

Funding: Wisconsin 1988 \$1.4 million

Social Service Block Grant Funds (Title XX)

Federal Title XX funds are combined with state funds for distribution to counties for social services and include provision for child care, teen parents, economically disadvantaged, and training family planning, etc. States must have an eligibility and fee system based on income.

Funding: Federal \$660 million child care expenditure in 1988
Wisconsin merged child care fund (state and federal) \$13.3 million (1988)

Farmers Home Administration (FHA) Loans

In Wisconsin, the Farmers Home Administration has made low-interest loans to nonprofit organizations to build child care centers in rural communities. These must be new facilities.

Criteria for a Services Model

1. Parent Choice
Maximum flexibility to meet needs.
2. Quality of Service
Assured quality of services for children.
3. Worker Wages and Conditions
Adequate wages/benefits to attract and retain workers.
4. Cost
Is the service affordable/available for any family?
5. Parent Involvement
Does model include parent involvement?
6. Integration
Does the model discourage/encourage segregation (race, income, disability)?
7. Effect on Existing Services
Does program build on or disrupt present programs?
8. Institutionalization
To what extent are children in a large institution and is that desirable?
9. Supply
Does the program promote adequate supply services?
10. Protection
Is there adequate protection for out-of-home care of children?
11. Continuity
Does the program assure continuity of service for one year and beyond? Is program coordinated between child care and early education?
12. Location
Is child transportation minimal and convenient?

"Public Policy Crossroads: Child Care and Early Education In Wisconsin," David B. Edie, Department of Health and Social Services, January 1989.

Existing Early Childhood Programs in Wisconsin in 1989

<i>Early Education</i>	<i>Child-Care</i>	<i>Family Resource/Support</i>
5 Year Kindergarten Public 1/2 Day	School Age (School Based) School Operated	High School Family Living Courses
5 Year Kindergarten Public All Day, Every Other	School Age (School Based) Private Operated	VTAE Adult Education County Home Economists
5 Year Kindergarten Private	Employer Supported Child Care	UW Extension
4 Year Kindergarten Public	(Group) Private for Profit (Proprietary)	Church-Sponsored Programs
4 Year Kindergarten Private	(Group) Private Nonprofit Sectarian	Hospital-Sponsored Programs
Chapter 1 Early Childhood	(Group) Private Nonprofit, Nonsectarian	Head Start
Early Childhood Exceptional Educational Needs	(Family) Certified Home	Chapter 1 Funded P-5 Funded Programs
3 Year Kindergarten	(Family) Licensed Home	Community Education
Bilingual Kindergarten	(Family) Unregulated Home	DHSS-Family Support Program
Migrant Preschool	In Home Care (Sitter/Nanny)	DPI-Year of the Family, Families in Education
P-5 Early Childhood	Relative/Parent Care (Full Day/Part Day)	Children's Trust Fund Programs
State-Funded All Day Kindergarten (Milwaukee)		PTA/PTO-Sponsored Parent Support Groups
Head Start		Advocacy Group-Sponsored Programs
Private Nonprofit Nursery School		Family Education and Support as a Component to Early Education or Child Care Programs
Private for Profit (Proprietary) Nursery School		Family Preservation Program
Private (Specialized) Educational Experiences		
Church-Operated Nursery School		
Church-Based, Private-Operated Nursery School		

Policy Choices

Who Shall Be Served

Age groups:

- School age children
- 5 year olds
- 4 year olds
- 3 year olds
- Toddlers and infants up to 2 years old

Target groups:

- Low-income children
- Educationally "at-risk" children
- Limited-English-speaking children
- Other special need children
- All children

Program Duration/Hours of Operation

- Morning or half-day (2-3 hours)
- Full school day (5-6 hours)
- Full working day (8-10 hours)
- Before/after school program
- Others

Funding Level, Services Provided, and Funding Sources

Level:

Spending per child ranges between \$1,000 and \$6,000

Services provided:

- Basic care/instruction only
- Transportation
- Health screening
- Health care
- Psychological screening
- Counseling
- Parent education
- Social services/information to parents

Capital outlay funds

Resource and referral agencies

Revenue sources:

- State revenues only
- State revenues plus required local revenues
- State revenues plus parent fees

Funding Mechanisms

- Expand existing programs
- Expand tax credits

Project funding via proposals:

- School districts only eligible
- School districts eligible, with subcontracts allowed
- Districts and community-based organizations eligible

Formula funding to school districts:

- Existing school aid formula
- New aid formula specifically for early childhood

Formula funding to districts, towns, cities, or counties

Voucher mechanisms:

- Vouchers to parents, unrestricted
- Vouchers to parents, restricted to programs of specified quality
- Vouchers administered by programs (vendor payments)

Various funding mechanisms for different programs

Single funding mechanism allowing various local options

State Administrative Agency

State department of education (perhaps with a new office of early childhood education)

State department of education, with an interagency coordinating council

State welfare agency

State agency that licenses child care or that currently administers Head Start

State office for children

New state agency

New state commission (comprised of education, health and social services, and executive branch heads)

Local Administrative Agency

School districts

Counties

Towns and cities

Special-purpose service delivery areas

Resource and referral agencies

Local and early childhood council (incorporated)

Quality Control

Adult/child ratios

Teacher and aide salary levels

Teacher certification and preparation

Licensing requirements

Technical assistance

- Program standards

Teacher certification and preparation

- Early childhood training required

- Elementary teaching credential acceptable or required

- Credentials (certificates, A.A. degrees, and CDA)

- Bachelor's degree required

Accreditation by private agencies

W. Norton Grubb, *American Journal of Education*. Reprinted with permission.

D Wisconsin Department of Public Instruction
P EARLY CHILDHOOD SURVEY
I PI-Q89-6

INSTRUCTIONS: Complete and return survey by:
 SEPTEMBER 1 to:
 WISCONSIN DEPARTMENT OF PUBLIC INSTRUCTION
 OFFICE OF THE STATE SUPERINTENDENT
 ATTN: SUE SMITH
 POST OFFICE BOX 7841
 MADISON, WI 53707-7841

N = 327 (out of possible 420)

Name of District	Name of Person Completing Survey
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DIRECTIONS: Please indicate the type of Early Childhood programs which are currently available or are being actively considered in your school district area.

Type of Program	a. Available in 1989-90	b. Likely by 1990-91	c. Likely by 1992-93
EARLY EDUCATION			
1. Half-day K5*	<input type="checkbox"/> 66%	<input type="checkbox"/> 1%	<input type="checkbox"/>
2. Full-day, every day K5	<input type="checkbox"/> 17%	<input type="checkbox"/> 4%	<input type="checkbox"/>
3. Full-day, alternate-day K5	<input type="checkbox"/> 20%	<input type="checkbox"/> 2%	<input type="checkbox"/>
4. Other type of K5	<input type="checkbox"/> 3%	<input type="checkbox"/> 1%	<input type="checkbox"/>
5. Half-day, every day K4**	<input type="checkbox"/> 5%	<input type="checkbox"/> 4%	<input type="checkbox"/>
6. Other type K4	<input type="checkbox"/> 4%	<input type="checkbox"/> 1%	<input type="checkbox"/>
7. Exceptional education for 3-5 year olds	<input type="checkbox"/> 84%	<input type="checkbox"/> 0%	<input type="checkbox"/>
8. Chapter 1 funds used for 5 year olds	<input type="checkbox"/> 43%	<input type="checkbox"/> 1%	<input type="checkbox"/>
9. Chapter 1 funds used for 4 year olds	<input type="checkbox"/> 14%	<input type="checkbox"/> 1%	<input type="checkbox"/>
10. Other program for at-risk or disadvantaged children 5 or under	<input type="checkbox"/> 13%	<input type="checkbox"/> 3%	<input type="checkbox"/>
11. PreKindergarten (educational) program for children under age 4 (ss. 120.14)	<input type="checkbox"/> 6%	<input type="checkbox"/> 1%	<input type="checkbox"/>
CHILD CARE FOR CHILDREN FIRST GRADE AND OLDER (Before and after school)			
1. School-operates (ss. 120.13) (Parents pay on sliding scale)	<input type="checkbox"/> 3%	<input type="checkbox"/> 3%	<input type="checkbox"/>
2. School contracts with private providers	<input type="checkbox"/> 3%	<input type="checkbox"/> 3%	<input type="checkbox"/>
3. School makes space available to private providers	<input type="checkbox"/> 17%	<input type="checkbox"/> 6%	<input type="checkbox"/>
4. School refers parents to outside providers	<input type="checkbox"/> 29%	<input type="checkbox"/> 0%	<input type="checkbox"/>
5. Summer child care program other than regularly scheduled summer school	<input type="checkbox"/> 2%	<input type="checkbox"/> 2%	<input type="checkbox"/>
CHILD CARE FOR CHILDREN IN KINDERGARTEN AND YOUNGER (Hours when not in school)			
1. School operates (ss.120.13) (Parents pay on sliding scale)	<input type="checkbox"/> 1%	<input type="checkbox"/> 2%	<input type="checkbox"/>
2. School contracts with private providers	<input type="checkbox"/> 2%	<input type="checkbox"/> 2%	<input type="checkbox"/>
3. School makes space available to outside providers	<input type="checkbox"/> 11%	<input type="checkbox"/> 6%	<input type="checkbox"/>
4. School refers parents to outside providers	<input type="checkbox"/> 28%	<input type="checkbox"/> 0%	<input type="checkbox"/>
FAMILY SUPPORT/PARENT EDUCATION			
1. Family living courses for high school students	<input type="checkbox"/> 87%	<input type="checkbox"/> 1%	<input type="checkbox"/>
2. School-sponsored parent education for first time parents	<input type="checkbox"/> 14%	<input type="checkbox"/> 5%	<input type="checkbox"/>
3. Use of parent volunteers in the programs for young children	<input type="checkbox"/> 60%	<input type="checkbox"/> 2%	<input type="checkbox"/>
4. Specific parent involvement component to early education program	<input type="checkbox"/> 41%	<input type="checkbox"/> 2%	<input type="checkbox"/>
5. School refers parents to parent education/family support offered by other agency	<input type="checkbox"/> 51%	<input type="checkbox"/> 1%	<input type="checkbox"/>
6. School operates family resource centers	<input type="checkbox"/> 3%	<input type="checkbox"/> 3%	<input type="checkbox"/>
7. Outreach personnel from the school work with first time parents in their homes	<input type="checkbox"/> 5%	<input type="checkbox"/> 3%	<input type="checkbox"/>
8. School sends information packets to parents with children under age 5	<input type="checkbox"/> 24%	<input type="checkbox"/> 4%	<input type="checkbox"/>
9. School cooperates with other agencies to provide resources and information	<input type="checkbox"/> 61%	<input type="checkbox"/> 0%	<input type="checkbox"/>
10. Family involvement with staff person and parent advisory committee	<input type="checkbox"/> 23%	<input type="checkbox"/> 4%	<input type="checkbox"/>

* K5 means Kindergarten for 5 year olds.
 ** K4 means Kindergarten for 4 year olds.

NARRATIVE

- Of the early education, child care, or family support programs indicated on page one that are currently available in your school community, which would you consider exemplary or might personnel from other districts want to visit or model their programs after?

Type of Program

Contact Person

Data too lengthy to report; information available from the DPI by school district.

- Are there model early childhood services in your community that are not operated by the public school that you believe we should know about?

Yes, (indicate below) No

Data too lengthy to report; information available from the DPI by school district.

- Does your district have a record of all child care programs in your district?

Yes, (Estimate Number) _____ No

26%

- Does your district have communications/cooperative planning (other than food service) with the operators of:

15% Yes No a. Group Child Care Centers?

5% Yes No b. Family Child Care Units?

6% Yes No c. All-day summer program?

- Do you think your district would apply for a state grant, if available, to initiate a school child care program for children age 3-5?

18% Yes No a. Program for all-day child care?

42% Yes No b. Before- and after-school program?

23% Yes No c. All-day summer program?

- Do you think your district would initiate an education/support program for parents of young children if you had:

41% Yes No a. A start-up grant?

44% Yes No b. A grant and technical assistance?

44% Yes No c. Money for a director of early childhood services and technical assistance?

23% Yes No d. A state grant (with some local match) to fund a community administrator of early childhood services?

26% Yes No e. A state grant (with some local match) to fund a family resource and referral center as a clearinghouse of information for parents with young children?

- Major obstacles your school district/community faces in developing or expanding (in cooperation with others) early childhood services:
Check all that apply.

82% Funding

23% Finding staff

79% Space

22% Low consumer demand

13% Administration

26% Transportation

23% Community attitudes

5% Other *Specify: not the schools' statutory responsibility*

- What percent of incoming K5 students had prior school group educational experience? (preschool, nursery school, Head Start, etc.)

_____ % (nearest 10%) 35% rural average 60% urban average

- What percent of K5 students need child care the other part of their day?

_____ % (nearest 10%) 40% rural average 55% urban average

- Have you recently reviewed and reorganized your K-3 (primary) curriculum?

Yes No Planned for near future

If yes, How is the new curriculum different from the previous: