ABSTRACT
              The purpose of this paper is to show how child care
practitioners and public policymakers can function in the seemingly
disparate and often overlapping roles of professional caregiver,
participating advocate, and public policymaker. Described are: (1)
the recent expansion of and anticipated future need for child day
care programs, focusing on families with working parents and
emphasizing the use of family day care; (2) the identification of
children's basic and universal developmental needs; (3) perceptions
of childhood that affect adults' responses to children's needs,
emphasizing the development of early education and child day care
programs, especially in family day care; (4) conceptions of politics
that underlie the current role of government in the formation and
operation of family day care homes; and (5) means by which to express
the relationship between the perceptions of childhood and the
conceptions of politics in a pluralistic society. It is argued that
persons in the roles of caregiver, advocate, and policymaker must
function simultaneously in whichever roles are appropriate so that
government will operate at a consistent level of consensus and
compromise, so that government will respond to each segment of
society that has responsibilities for child-rearing, and so that no
one group will be favored to the exclusion of another. (A list of 79
references is included.) (RH)

CARING, ADVOCATING, AND LEGISLATING FOR CHILDREN:

ADDRESSING THE PARADOX INHERENT IN

'BEING BORN IN PRIVACY TO LIVE IN SOCIETY'

by

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ADDRESSING THE PARADOX INHERENT IN

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Purpose

The purpose of the paper is to show how child care practitioners and

public policymakers can function in the seemingly disparate and often

overlapping roles of professional <u>caregiver</u>, participating <u>advocate</u>, and

public <u>policymaker</u> in order to address the paradox inherent in being an

individual living in community. The paper will describe the following:

1. The recent expansion of and anticipated future need for
    child day care programs, focusing on families with
    working parents and emphasizing the use of family day
    care, also known as childminders (pp. 1-3);

2. The identification of children's basic and universal
    developmental needs (pp. 3-5);

3. The perceptions of childhood that underlie the adult
    responses to children's needs, emphasizing the
    development of early education and child day care
    programs, especially family day care (pp. 6-14);

4. The conceptions of politics that underlie the current
    role of government in the formation and operation of
    family day care homes (pp. 14-20); and

5. The means by which to express the relationship between
    the perceptions of childhood and the conceptions of
    politics in a pluralistic society (pp. 21-24).

Expansion of and Anticipated
Need for Child Day Care Programs

During the past six years the citizens of the United States have been

increasingly bombarded with evidence for a steadily growing need for

accessible and affordable quality child day care for children from birth to
adolescence and from families from all socioeconomic levels (Children's
Defense Fund, 1988; Galinsky, 1986a, 1986b; Gotts, 1988). Other western
societies are also experiencing similar increases in the need for child care,
albeit under varying social, economic, and political circumstances (Child Care
Action Campaign, 1988a; Kamerman, 1988; Olmsted, 1988). In America, for
example, fewer than 10 percent of families represent the traditional family
in which the mother stays at home to care for the children and the husband
is the single wage earner, two-thirds of all married couple families have
both parents working, and over 50 percent of all mothers are returning to
work before their babies are one-year-old (Child Care Action Campaign, 1988b).

In the ongoing search for ways in which to expand child care program
capacity that are both effective and economical, one type in particular has
become attractive to American parents, child care professionals, employers,
and policymakers. Family day care, known as childminding in other nations,
offers part- or full-time care for a small number of children, usually fewer
than seven, in the home of the provider or childminder. Narrowly defined,
family day care excludes care provided by a child's relative; nevertheless,
care of children in the home of a non-family member is a logical outgrowth
of the universal and historical practice of sharing child-rearing between
parents and among family members and close friends.

As the preferred form of child care by many parents, especially for
the care of infants and toddlers (Fosburg, 1981), and as a relatively easy
program type to expand, the promotion of family day care as a solution to a

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mounting child care need has nevertheless raised serious issues that must be addressed by caregivers, providers, and policymakers at every level of government. Questions must be asked about what kind of qualifications should be required of persons providing direct care of other peoples' children, what kind of practices should be expected of persons promoting the development and solicitation of resources for family day care, and what kind of public policies should be shaped in order to regulate the delivery of family day care services (Feldman, 1985; Fosburg, 1981; Morgan, 1980; National Association for the Education of Young Children, 1984; Pegg, 1985; Ranck, 1984). In seeking answers to such fundamental questions, children's basic developmental needs must first be identified (Ranck, 1986).

Identification of Children's
Basic Developmental Needs

Children are categorically different from other members of society by virtue of their age, their limited life experience, and their dependence on adults for survival and exposure to the environment (Kleinfeld, 1971; Pollock & Maitland, 1895/1978; Rosenheim, 1973). Children by definition are a vulnerable segment of society whose persistent developmental needs for special consideration throughout a long childhood require a consistent series of adult responses. Blackstone (1793) has identified and described three basic categories of children's needs: (a) welfare needs, (b) maintenance or labor needs, and (c) educational needs. To use Blackstone's eighteenth century labels for the purpose of this study, welfare needs of children include the fundamental and practical concerns associated with

survival, normal growth, and protection from harm, so that children can grow up in good mental, emotional, and physical health; with adequate amounts and kinds of food and clothing; with opportunities to develop positive interpersonal relationsh. s; and protected from abuse and neglect.

Secondly, <u>maintenance or labor needs of children</u> require the availability and acquisition of material goods, despite the fact that children are relatively powerless in contributing to the economic development of a nation. In all societies the acquisition of resources has depended on the performance of work, so that in instances where citizens have been unable to produce products or services, other means of allocating resources have had to be invented. Children, with their limited ability to work, have presented economic problems to societies, the solutions to which have enabled children to acquire resources, but often at a high personal and societal price.

Thirdly, <u>educational needs of children</u> include the processes by which socially requisite skills are learned and necessary information is acquired. While skills and information are provided in various ways, every society must find the means by which to ensure the transmission of what is presently known and considered of value to members of the next generation.

The fundamental and persistent needs of children at all times and in all places become the foundation on which any given society constructs its responses:

> The moments which most affect the psyche of the next
> generation [occur] when an adult is face to face with
> a child who needs something. (DeMause, 1974b, p. 6)

Responses to the needs of children are applicable not only to examples of
individual adult-child interaction; the same type of effort applies as well
to the broader context of social and political responses. From a base of
covert assumptions, overt policy decisions, and the laws of the land, each
community, state, province, and nation has expressed its beliefs about and
attitudes toward childhood by creating institutions whose responsibilities
include providing for the protection of, provision for, and education of
its future citizens (Erikson, 1965; Roby, 1973; Steinfels, 1973; Young &
Nelson, 1973). Historically, the institution holding the most power over
child-rearing has been the family with additional input from other segments
of society, such as religious congregations and voluntary organizations.
Beyond the intimacy of the family and the social milieu of the community
have emerged political institutions with roles to play in the rearing of
children. Over time, authority over children has been continually
modified by the increasingly powerful presence of the state (Abbott, 1938;
Bailyn, 1960; Demos, 1970).

Children's needs have remained constant throughout western history.
Responses, however, have varied, largely because of the different perceptions
of childhood that have been held by a given society at a particular time
(Ariès, 1962; DeMause, 1974a). Perceptions of childhood have had an
enormous impact on individual, social, and political responses to
children's needs (Ranck, 1986).

Perceptions of Childhood

The necessity for social and political intervention in family relation-
ships, particularly those between parents and children, has presupposed the
existence of a gap or a breakdown in the capacity of the parents to provide
adequately and appropriately for the developmental needs of the children.
Implicit in Blackstone's Commentaries is the recognition that if parents
failed for whatever reason to perform their duties, then other adults must
become parent surrogates. The existing English laws that pertained to
children reflected the prevailing practices of the time that operated to
protect both the vulnerable children and the liable community (Schroeder,
1937; St   s, 1884; Tierney, 1959). Likewise in America, the Plymouth
Colony in Massachusetts arranged for children's care when the family
structure broke down through parental death or desertion (Demos, 1970).

Adult responses to children's needs are based on the perceptions of
the "needy" that are held by those in positions to authorize and enforce
responsive actions. Views of children held over time have fallen along
a continuum: children have been perceived as similar to or as different
from adults; children have have been perceived as having little value to
society or as having some or much value; and children have been perceived
as biologically determined or as a product of the social environment (Aries,
1962; DeMause, 1974b; Kessen, 1965; Ranck, 1986; Rosenheim, 1973; Sears,
1975). In addition to identifying children's basic developmental needs,
then, it is also incumbent on adults to be conscious of prevailing percept-
ions of childhood in order to select and promote the most appropriate
programmatic responses to those needs:

° Welfare needs of children have most often been addressed
by adult responses determined by a perception of childhood
in which children are considered either as similar to or
different from adults. Decisions to provide children's
programs have then been made by society that protect or
neglect members of an inherently vulnerable group
(Abbott, 1938; Aries, 1962; DeMause, 1974b; Demos, 1970).

° Labor needs of children have most often been addressed by
adult responses determined by the perception of childhood
in which children are considered as having or not having
value for society. D   isions to provide children's
programs have been made by society that allocate or deny
scarce resources to an inherently non-contributive
economic group (Abbott, 1938; Bailyn, 1960; Farnum,
1938/1970).

° Educational needs of children have most often been addressed
by adult responses determined by the perception of childhood
in which children are considered as products of biological
forces or of environmental conditions. Decisions to provide
children's programs have been made by society that have
established operational standards for a range of formal
learning programs (Almy, 1975; Braun & Edwards, 1972).

The un'.que developmental characteristics of children under the age of

six years have demanded a heightened sensitivity to the nature of the

primary relationships between young children and parents as well as

with other significant adults (Bloom, 1964; Erikson, 1965; Greenblatt,

1977; Murphy, 1944; Stephens & King, 1976). To understand the nature of

programmatic responses to children's needs and to clarify the role of

government in early childhood program formation and operation, it is

helpful to survey the antecedents of the modern American family, and to

review the historical development of preschool and child care programs

for young children.

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Historical changes in society and the family. Underlying the different
interpretations of medieval and modern perceptions of childhood discussed by
Ariès (1962) and DeMause (1974b) were the fundamental social and political
changes taking place in conceptions of monarchy, the nature of government,
and the structure of the state. A major expression of these shifts that
took place in England, the Puritan Revolution, sought in the sixteenth and
seventeenth centuries to integrate the religious authority of the time into
the daily life of the people. One effect of the movement was to produce a
drastic change in how the family and its individual members, including the
children, were viewed (Demos, 1970; Walzer, 1965).

In the rise of the modern state were the beginnings of an increased
valuation of the child and the initial awareness that children needed
socialization into a life beyond the biological group. As the home came
to be viewed as the basic unit of the state, its function as child-rearer
changed to allow the child to be more directly influenced by the larger
institution. Eventually the home by itself became inadequate to meet the
demand placed on the educative function of the family. As a result, some
homes were set apart for use in schooling, but in time, the educational
effort moved out of the home entirely into a place designated specifically
as a school (Ranck, 1986). As soon as parents were perceived as the
principal educators of their children, the role of the centuries-old church-
related schools in the lives of the family and the community changed to one
in which the secular state played a larger part. The expectations of
Puritanism transformed the schools for a purpose that more fully
complemented their goals for society (Greaves, 1969; Walzer, 1965).

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Development of educational programs for young children. Initially,
children learned all that they needed to know about living in the confines
of the home (Elkin & Handel, 1972; Tucker, 1974; Whalley, 1974), and parents
learned about rearing children from relatives and friends (Greven, 1977), and
from correspondence with and the writings of prominent authors and
philosophers such as Montaigne (1580/1958); Locke (Bourne, 1876), and
J. J. Rousseau (1762/1979). During the approximate same time period, John
Amos Comenius (1633/1858) published The School of Infancy in which he detailed
the curriculum of a "maternal school" in which a mother would implement
appropriate pedogogical techniques in order to teach children about aspects
of typical academic subjects. In addition to educational procedures and
content, Comenius also recommended that children of the same age range be
brought together under the benign guidance of the mother.

If Comenius suggests the "home as school," then it is possible to proceed
to another form of education, that of the "school as home" in which children,
possibly some an early age, were sent to the home of a skilled worker to be
apprenticed and to learn the professional skill of the master of the house.
Still another form of early schooling along this line was the "dame school"
or "infant school" which Cremin (1980) describes as "a quasi-domestic
environment under the supervision of a quasi-maternal female teacher"
(p. 389). Perhaps the best known example of a dame school was Pestalozzi's
Gertrude, "the Good Teacher by whom alone the world is to be saved ... [from
whom] love and devotion overflows from the domestic circle into the
community"(G. H. Hall, cited in Pestalozzi, 1781/1898, p. ix).

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As time went on, infant (children) schools were established in locations outside the home. Oberlin ("Oberlin," 1911) and Owen ("Owen," 1911) are credited for the initial practice of setting up programs for working parents during the late eighteenth and early nineteenth centuries respectively. The physical relationship between home and school began to give way to psychological connections exemplified by home and school societies (Cubberly, 1920), educational publications (Cremin, 1980), and the eventual intrusion of government into the practices and programs of education for young children (Woodward, 1938). Even then, the earliest colonial education laws in Massachusetts in 1642 and 1647 (Commager, 1948) did not so much take away from the family's educative responsibility as reinforce it. Nevertheless, with the passage o time, the social responsibilities of the American family gradually were dispersed among various social agencies and institutions, among them the public schools that developed throughout the nineteenth century. In addition to the expansion of the public school concept in America, there emerged the initial efforts to establish formal educational experiences for young children under the age of six years (Beer, 1938, 1957; Fein & Clarke-Stewart, 1973; Steinfels, 1973; Swift, 1964; Tyson, 1938; Whipple, 1929).

Functions of Center-based Child Care and Early Education Programs. A review of the literature describing the development of preschool and child care progr ; in the United States has suggested that early education has been used to provide services in addition to those directed toward young children ((Greenblatt, 1977; Lazarson, 1972; Takanishi, 1977). These purposes have tended to focus on three themes:

1. A means by which to accomplish social reform and to correct for conditions created by political and economic crisis.

2. A means by which to create opportunities to assist mot.ers to change their role in the family and therefore, to change the family itself.

3. A means by which to prepare children for roles as future public school pupils and as citizens in a democracy.

One significant result of the shift of responsibility for child-rearing from the narrow world of the family to include the more publicly oriented institutions has been both to expand the role of the family and to simplify the role of the state. In this light, the child care program may be seen as not only the "family writ large," but also as the "state writ small" (Ranck, 1986).

Both child care professionals and policymakers must recognize that in addition to the components of a basic early childhood education program that address physical, emotional, social, and cognitive needs of children, the political and economic purposes listed above must also be considered in program expansion. Yet, just as the pattern .een in the development of early childhood programming has been gradual and has expanded to include other forms of service without eliminating previous forms of care and early education, so too has the expansion of alternative educational programming nou erradicated earlier types.

Functions of Family Day Care (Home-based Child Care) Programs. The National Day Care Home Study (NDCHS) conducted during the second half of the 1970s identified three forms of home-based child care according to regulatory and administrative structures (Fosburg, 1981):

1. Informal, unregulated family day care homes.

2. Independent, licensed or registered family day care homes.

3. Sponsored family day care homes which are usually regulated and a part of a network or system of homes.

Family day care homes, regardless of regulatory status or administrative control, are the means by which families set up a system for the part- or full-time care of their children in the absense of relatives, neighbors, or friends. Technically, family day care is provided not by relatives, but by persons known or unknown to the family. Generally defined, family day care is the care of fewer than six or seven children in the home of the persons providing care, almost always for less than a 24-hour period of time.

In the United States at the present time, it is estimated that family day care providers have had an average of just under 12 years of formal education, and that approximately 25 percent are single wage earners with a median income of just over $10,000 per year. Women who provide child care at home tend to earn less money than persons who care for animals in a zoo, who tend bar, and who park cars (National Association for the Education of Young Children, 1985). Although a large majority of the United States have enacted some form of family day care regulations, it is estimated that a great many children are cared for in unregulated homes, and that most providers and the parents who use them do not perceive themselves in violation of the law (Morgan, 1980). Family day care homes are selected primarily as a part of the cultural network in which child care takes place in a home similar to that of the child's family.

Alongside the prevalant trend to select family day care for its similarity

to family living and values, especially for children under the age of three

years, is the nationwide professionalization of family day care providers.

Brought about in part because of the decreasing number of extended families

and the increasing number of working women at all socioeconomic levels,

professionalization promotes the formalization of competencies (certific-

ation, accreditation, and membership in local, state and national profess-

ional organizations); career development (pre- and in-service training and

preparation); job enhancement (curriculum materials and literature on the

operation of small businesses); and career mobility in and out of family day

care itself (Dimidjian, 1982; Gellert, 1986; Modigliani, Reiff & Jones, 1987;

Ranck, 1984; Squibb, 1980; VanderVen, 1986).

The historical shift in the roles played by the state and the family

that led to the development of early childhood education and child care

programs has had a similar effect on the expansion and professionalization

of family day care services. As more young children, including infants and

toddlers below the age of three years, have entered caregiving arrangements

supervised by non-relatives and by persons not known to the family at all,

the risk of observing unmet children's needs has increased. Even though all

but a very few of the United States have some level of family day care

legulations in place (1986 Family Day Care Licensing Study, 1986), resistance

to the implementation of regulations and requirements persist (Feldman, 1985;

Morgan, 1980; Pegg, 1985). Especially noticeable in the United States is the

wariness toward setting national family day care standards in the Act for

Better Child Care of 1988 (ABC Bill; U.S. Senate 1885; House of Representatives

3660). To a large extent, these responses reflect the historical experience

of a pluralistic society in which the prevailing effort must be to work

toward providing enough appropriate child care services. To do less is to

seriously underserve the needs of the children and to perpetuate responses

that are incongruent with the level of services needed. This pattern has

had a serious impact on the role of government in forming and operating

child care programs:

> Unrealistic perceptions of childhood have led to government
> responses that have ignored the basic conditions of child-
> hood .... [Such responses] have often led to the defunding
> or dismantling of programs when policymakers realize that
> the problems for which the programs were designed have not
> been solved. [In addition,] governments may also initiate
> responses to children's needs that are too limited in scope,
> that are inadequate in size and number, and that are unaware
> of society's expectations of government's role in children's
> programs. (Ranck, 1986, p. 258)

In summary, as the functions of all types of child care arrangements,

including family day care, have expanded, the themes of social reform and

political impact have become increasingly visible and influential in the

formation and operation of programs, and, equally significant, in the

content and goals of public policies. Living in society does not eliminate

the condition of privacy; rather it brings it into a new and somewhat

paradoxical relationship.

Conceptions of Politics

Government involvement in arenas traditionally considered to belong to

the realm of the family or private organization has taken place slowly,

gradually, and selectively. Despite the resistance to legislation

of intervention, the shift of control over child-rearing has tended to
move from the arena of the family outward toward private institutions
and then into the political system (Demos, 1970; White et al., 1973).
The implementation of policies that govern children's programs is based on
the assumption that government is closely interconnected with the life of
the family as well as with private and public organizations. Child-related
policies presuppose a viable role for government in the protection of
vulnerable populations in society; in the allocation or denial of scarce
resources among eligible recipients; and in establishing standards for
educational programs for children of all ages, including those below the age
of six years.

Statutes pertaining to children arise within the broader social and
political context of all legislation, and are controlled by the limits
set by the constitutions of the federal government and the various states.
Public law-making in a democracy entails a more intricate series of actions
than a chronological "innovation-adoption-implementation" schema would
suggest (Thomas, 1975, p. 8). Complex planning and complicated procedures
inherent in governing a large, pluralistic nation are particularly evident
in the laws concerned with controversial social issues, such as those that
affect education and related family issues (Bailey & Mosher, 1968; Berman,
1966; Eidenberg & Morey, 1969; Redman, 1973; Thomas, 1975). Social goals
may well be considered on their merits alone; however, political decisions
are based on other criteria: "A major task of the political system is to
specify goals"(Wildavsky, 1974, p. 191); and policy goals are set during
the policymaking process, rather than prior to its inception. Such efforts

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produce "mixtures of values" in which "policies may determine goals at least

as much as general objectives determine policies" (p. 192).

The mixture of values takes on special signficance when decisicns,

which are based on values, must favor one set of values, often over against

another set. The implications of change-making decisions in a pluralistic

society have predictable consequences:

> Because values sometimes conflict and because they
> sometimes compliment each other, those [values]
> actually relevant to policy choices are values of
> increment or decrement, that is, marginal value.
> (Braybrooke & Lindblom, 1970, p. 31)

Furthermore, changes made in the context of conflict, highly likely in a

pluralistic society addressing controversial social issues, usually lead to

> [the] pursuit of incremental changes [in which] policy
> is directed toward specific ill--rather than toward
> comprehensive reforms ... it is the pursuit of long-
> term changes through sequences of moves. (p. 74)

Given the nature of combining values, controversy, and policy change, it is

not surprising that socially oriented policymaking in the United States

has tended toward ambiguity rather than unilateral, authoritarian decisions.

Policymaking under these conditions is characterized by small, incremental

changes within a constant climate of ambiguity that tend toward limited,

yet progressive movement, rather than by either a continuously even

development or a wildly erratic fluctuation (Ranck, 1986).

Implicit in the complex process of political and social change as it

impinges on child-rearing issues such as regulations for family day care

homes, is a persistent search for stability in the midst of diversity:

> Stable pluralism requires a strong underpinning of
> legitimacy. A plural society is best insured by the
> rule of law--a law made within the framework of an
> explicit constitution.... It also requires a
> strong and lasting inventory of psychological
> legitimacy, understanding, acceptance, and pervasive
> confidence in the composite system necessary to make
> it run smoothly ratner than by fits and starts.
> (Kammen, 1972, p. 85)

Familial and institutional responses to children's basic needs have

represented the "inventory of psychological legitimacy," while

governmental legislation has provided teh legitamacy of the "rule of

law." As Kammen points out, in America "crxises of legitamacy have

been characterized by "crises of change" (p. 37).

To summarize, it has been established that government has a role in

the formation and operation of programs for young children; that family

policies are socially and politically controversial; that because values

often conflict, policy choices reflect values of increment or decrement;

and that part of the paradox of living as an individual in community is

to need to have both psychological and political stability in the midst

of ambiguity and diversity.

Government Policies of Intervention. Laws pertaining to particular

issues do not emerge fully formed and intact; rather, like the policies

they initiate, develop gradually and incrementally over time by moving

through levels of involvement. The level of non-involvement is that

point in history in which no law exists, even though efforts to introduce

or pass legislation may have continued for years. The level of limited

involvement is achieved at the time when the first law is passed. Such

a law often reflects unfamiliarity with the issue and may lack adequate

provision for enforcement, may be underfunded, and may permit extensive exemptions under the law.

At the next level of involvement, a law providing direct involvement through the regulatory process addresses the needs of most all children under most circumstances. Such a law recognizes the need for government to be involved in programs, even those that pertain to young children and that are perceived primarily as the arena in which the family and the school have control.

At the most comprehensive level of involvement, government preceives that the absence of direct involvement through provision of services is a threat not only to the children but also to the state itself. Examples of such laws and policies include public school education, health services, and government-operated early childhood programs. Services provided under these laws meet the long-term needs of all children and contribute significantly to the well-being of the state.

Identifying a child-related law according to its level of government involvement defines the current perceptions of childhood. It is likely that laws operating at a limited level of involvement will reflect perceptions of childhood in which children are more like adults, in which chidlren of of less value to society, and in which children's development is determined either by biological or environmental influences. On the other hand, it is likely that laws that function at a direct level of involvement, either through regulations or by service provision, will reflect perceptions of childhood in which children are distinct from adults, in which children have more value to society, and in which children are influenced by both biological and environmental determinants (Ranck, 1986).

Family Day Care Regulations in the State of New Jersey as an Example

of Levels of Government Intervention. An examination of the events that

led to the passage of the Family Day Care Registration Act of 1987 in the

State of New Jersey (Pamphlet Law 1987, Chapter 27) indicate that the

pattern described above applied. It is known that family day care homes

have operated informally in New Jersey for many years, and that the first

known sponsoring network for a group of homes was established during the

1970s. With the growth of the number of providers who were members of an

expanding number of networks, came increasingly sophisticated attempts to

develop regulations. Despite the efforts carried out during the late

1970s, not until 1982 was the first family day care regulatory bill

introduced in the state legislature. Over the next five years, the

original bill, together with a second, similar bill, was re-introduced

at the start of each two-year legislative session. Revisions that took

place throughout this time period reflected the ambivalence toward

whether the regulations would be mandatory or voluntary. For the most

part professionals wanted mandatory regulations (National Association

for the Education of Young Children, 1984) in order to insure adequate

levels of safety, health practices, and developmental activities.

Policymakers for the most part, reluctant to create legislation that

could be perceived as a serious intrusion into private homes, tended to

support a voluntary system of registration. The latter proposal has

the added advantage of costing less to implement since voluntary regis-

tration could expect to take a longer period of time to put in place.

The final version of the bill, signed into law on January 27, 1987,

provided for voluntary registration and authorized a report to the

legislature at the end of the first two years of operation (1989).
Among the issues to be addressed in the report will be that of a recommend-
ation to continue with a voluntary system or to move toward a manditory
registration law.

During the decade prior to the passage of the Family Day Care
Registration Act of 1987, New Jersey was in the stage of non-involvement
in which efforts were carried out to determine what level of involvement
would be acceptable to the caregivers and policymakers of the state.
With the passage of Chapter 27, New Jersey entered the limited involve-
ment stage in which some children in some family day care homes will be
cared for by registered providers. While some persons continue to
advocate for a more direct level of involvement, others feel satisfied
for the time being with the voluntary system, particularly because of
the fear of intruding into programs located in private homes (Feldman,
1985).

To summarize, the status of family day care regulation in the State
of New Jersey at the present time is one in which the change from non-
involvement of the government to limited involvement through voluntary
registration has taken place over many years and has changed conditions
in a relatively minor way. Nevertheless, the change did take place with
the passage of Chapter 27 and the state acknowledged its reponsibility
for guarding the well-being of some children. A publicity campaign to
inform the public about family day care registration and the report to
the legislature as required by law will substantiate the efforts to
protect, provide for, and educate children in family day care homes.

Expressing the Relationship Between the Perceptions of Childhood and the Conceptions of Politics

Earlier research has suggested that in a pluralistic society in which various institutions have responsibilities for child-rearing, attitudes vary regarding the role of government in the formation and operation of education and child care programs for infants and young children (Ranck, 1986). Implied in the various attitudes is a range of questions to be asked of governments:

1. Is the government operating at an appropriate level of involvement in the formation and operation of education and child care programs for young children? Are the government responses to limited? To intrusive? Are the government responses inclusive of all programs and children, or do they permit exemptions?

2. Is the government operating at an approriate rate of change in addressing the issues involved in the formation and operation of such programs? Are the government responses modifiable? By whom? How easily? How quickly?

3. Is the government operating at an appropriate level of consensus, compromise, and coalition? Do the government responses reflect each of the institutions in society involved in child-rearing? Are government responses too closely controlled by a favored group in or out of government?

In a pluralistic society answers to these questions are expected to fall along a continuum ranging from satisfaction to dissatisfaction. Therefore, in a pluralistic society the relationship between the perceptions of childhood and the conceptions of politics would be expected to arise not from the consistent responses of government to the persistent needs of children, but rather out of the incongruencies of the responses. The

incongruencies would be expected to reflect conflicting views about the role of government in the formation and operation of early education and child care programs, including family day care.

In order to maintain a minimum level of congruency in conjunction with adequate control over program operation, the means by which to address the paradoxical nature of living in a pluralistic society must be identified. The means by which to express the relationship between perceptions of childhood and conceptions of politics must also be a paradox, something that allows for both similar and differing points of view. In the case of early education and child care programs, the law, whether mandatory licensing or voluntary registration, "appears both as an anchor to tradition and as a vehicle for change" (Haskins, 1970, p. 227). Regulations then serve both

> as [a] structure ... to incorporate the laws of the state
> into the operation of early childhood programs and to
> integrate some of the values of the larger society into
> the lives of young children, [and] as forum ... to
> incorporate research information about and experiences
> with young children into the formation of state
> policies for children and to integrate contributions
> of the child and the family into the wider arena of
> the state. (Ranck, 1986, p. 252)

The regulatory process has offered and continues to provide the forum in which to resolve the paradox between the desire for family control and the need for state's contribution. In the immediate case of family day care regulations in the State of New Jersey, in which the regulations are not required for all children in all family day care homes, individuals and groups must be identified who will function as

guardians of the existing process, so that voluntary registration is promoted throughout the state, so that funding for expansion of voluntary registration may be sought from both private and public sectors, and so that data are collected to include in the report that is to go to the legislature in 1989.

Persons in the roles of caregiver, advocate, and policymaker must function simultaneously in whichever roles are appropriate so that government will operate at a consistent level of consensus and compromise, so that government will respond to each segment of society that has responsbilities for child-rearing, and so that no one group will be favored to the exclusion of another.

Caregivers must be encouraged to acquire professional habits, to expand their knowledge base through training and advanced education, to join existing or establish professional organizations, and to have a greater impact on the regulations and events that affect their business.

Advocates must be encouraged to seek out others with similar views about child care issues, to confront those with different viewpoints in a positive manner, to obtain the skills need to approach caregivers, educational and human services professionals, executives and policymakers at every level of government; and to acquire both an historical perspective and a vision of the future of child care, so that they will know where they are coming from and where they are going.

Policymakers must be available to caregivers and advocates, and help them acquire the skills needed to work cooperatively over time both with legislators and administrators; must be willing to see all aspects of

of the wide range of child care issues; and must be willing to stay in the
political child care arena for the long haul, for, just as with education
issues, child care is now a permanent part of our society that is pert-
inent to children of all ages and to families from all socioeconomic
levels. Children in this, our pluralistic world, are living in private
and social worlds in which basic developmental needs confront individual
and collective groups of adults. All members of all groups must be a
part of organizations which foster cooperation and collaboration, and
they must provide support for parents, caregivers, advocates, executives,
and policymakers. Only in this way can the paradox of being born in
privacy to live in society be addressed. To do less is to force the
paradox further apart and to delay the resolution of the split.

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