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ABSTRACT

This report documents the proceedings of a symposium on education and care of young children from birth to 10 years of age. Participants included state policymakers, key educators, and public and private service providers from Kentucky, Tennessee, Virginia, and West Virginia. The report contains the symposium agenda, edited remarks of three general session presenters, presentation highlights of the 12 concurrent sessions, and biographical sketches of the presenters. General session presenters described a vision for the first decade of life, explored the shaping of a state-level children's policy agenda, and discussed the crisis of at-risk children and families. Concurrent sessions were devoted to: (1) qualities of effective parent education, support, and involvement; (2) kindergarten entry, placement, and processes; (3) public education's leadership role in preschool for the handicapped; (4) the case for developmentally appropriate practices; (5) federal initiatives for young children and their families; (6) policies for teen parents and pregnancy prevention; (7) long-term effects of preschool program quality; (8) characteristics of a high quality school-age child care program; (9) state initiatives for the care and education of young children (specifically, Kentucky and Virginia); (10) the state's role in assuring high quality practices for 4-year-olds; (11) the early childhood care and education work force; and (12) economic realities and funding options. (RH)

PROCEEDINGS OF

OUR CHILDREN—OUR FUTURE

THE CARE AND EDUCATION OF YOUNG CHILDREN

A State Education Policy Symposium sponsored by

AEL's POLICY AND PLANNING CENTER
AND THE
COMMONWEALTH CENTER FOR THE EDUCATION OF TEACHERS

July 20-21, 1989 • Omni-Virginia Beach Hotel • Virginia Beach, Virginia

The Appalachia Educational Laboratory (AEL), Inc., works with educators in ongoing R & D-based efforts to improve education and educational opportunity. AEL serves as the Regional Educational Laboratory for Kentucky, Tennessee, Virginia, and West Virginia. It also operates the ERIC Clearinghouse on Rural Education and Small Schools. AEL works to improve:

- professional quality,
- curriculum and instruction,
- community support, and
- opportunity for access to quality education by all children.

Information about AEL projects, programs, and services is available by writing or calling AEL, Post Office Box 1348, Charleston, West Virginia 25325; 800/624-9120 (outside WV), 800/344-6646 (in WV), and 347-0400 (local); 304/347-0487 (FAX number).

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INTRODUCTION

AEL's Policy and Planning Center sponsors an invitational symposium each year to give state-level policymakers and others an opportunity to explore an emerging issue in the Region. The Center's Council on Policy and Planning, an advisory group composed of the Chief State School Officer and his/her designated representative from each of the four states served by the Laboratory, chooses the topic for the event.

In 1989, the Council chose early childhood education as the focus of the annual symposium. Aware of the benefits of high-quality early childhood programs and cognizant of changing social conditions that create greater demand for quality child care, the Council went beyond a traditional view of the topic and asked that the meeting encompass the education and care of young children ages 0 to 10.

The lines that previously separated early childhood education and child care are beginning to blur. Early childhood programs originally designed to help children develop cognitively and socially are being expanded to include important elements of care such as health, nutrition and social services, and extended hours to cover fulltime work. High-quality child care, in contrast, now carries the expectation for inclusion of educational opportunities as well. Providers of both education and care are sensing the need and hearing the call for more coordination in planning and more collaboration in service delivery.

Each state in AEL's Region shares a concern about the well-being of children and seeks to define education's role in meeting their needs. On July 20-21, 1989, state-level policymakers, key educators, and public and private service providers from the Laboratory's Region gathered at Virginia Beach, Virginia, for AEL's fourth annual state policy symposium, "Our Children—Our Future: The Care and Education of Young Children." The two-day event focused on the children and their parents, the advocates and their positions, quality programs and quality practices, and the issues and the policy options.

This report documents the proceedings of the symposium. It includes:

- an agenda,
- edited remarks of three general session presenters,
- presentation highlights of each of the 12 concurrent sessions, and
- biographical sketches of the presenters.

AGENDA

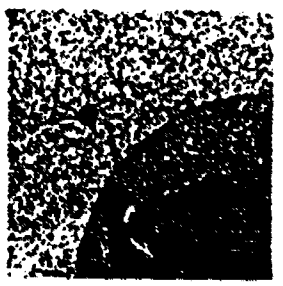
OUR CHILDREN—OUR FUTURE

THE CARE AND EDUCATION OF YOUNG CHILDREN

JULY 20-21 • OMNI • VIRGINIA BEACH HOTEL

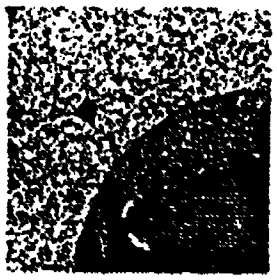
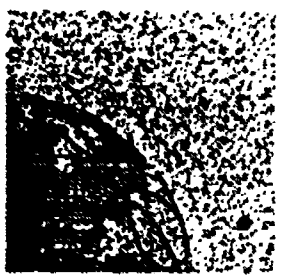
THURSDAY, JULY 20

11:00 a.m.-1:00 p.m.	**Registration for Symposium**
1:00 p.m.-2:30 p.m. **Welcome and Opening Session** *Lynnhaven A & B*	**A Vision for the First Decade of Life** **—Anne Mitchell, Bank Street College**

				
Concurrent Sessions	**The Children—Their Parents** *Lynnhaven A & B*	**The Advocates—Their Positions** *Lynnhaven C*	**Quality Programs—Quality Practices** *Pembroke 1 & 2*	**The Issues—The Policy Options** *Amphitheatre*
Round I **2:45 p.m.-3:45 p.m.**	♦ Qualities of Effective Parent Education, Support, and Involvement Edward Gotts Former Director of AEL's Childhood and Parenting Division	♦ Developmentally Appropriate Practices Patricia Briggs National Association of Young Children	♦ Long-Term Effects of Preschool Program Quality Ellen Frede Center for Research in Human Development and Education	♦ The State's Role in Assuring Quality Practices for Four Year Olds Carla Brewington-Ford Baltimore City Schools
Round II **4:00 -5:00 p.m.**	♦ Kindergarten: Entry, Placement, and Processes K. Craig Jones WV Network for Young Children	♦ Federal Initiatives for Young Children and Their Families Ruth Gordner, Family Resource Coalition Amy Wilkins, Children's Defense Fund Virginia Vertiz, American Association of School Administrators	♦ What Makes a Quality School-Age Child Care Program Ellen Gannett Center for Research on Women	♦ The Early Childhood Care and Education Work Force Caroline Zinsser Center for Public Advocacy Research

5:30 p.m.-6:30 p.m. *Ballroom Foyer*	**Reception**
6:30 p.m.-8:30 p.m. *Lynnhaven Ballroom*	**Dinner** Shaping the State Children's Policy Agenda Kathleen McNellis, Office of the Lieutenant Governor, State of Minnesota

FRIDAY, JULY 21

7:45 a.m.-8:30 a.m. *Lynnhaven A & B.*	**Breakfast**			
Concurrent Sessions	 **The Children—Their Parents** *Lynnhaven A & B*	 **The Advocates—Their Positions** *Lynnhaven C*	 **Quality Programs—Quality Practices** *Pembroke 1 & 2*	 **The Issues—The Policy Options** *Amphitheatre*
Round III **8:45 a.m.-9:45 a.m.**	♦ Preschool Handicapped—Education's Leadership Role Pascal Trohanis National Early Childhood Technical Assistance System	♦ Policies for Teen Parents and Pregnancy Prevention Sharon Adams-Taylor Children's Defense Fund	♦ State Initiatives for the Care and Education of Young Children Jeanne Heberle KY PACE Program Helen Kelley VA Programs for Four Year Olds	♦ Economic Realities and Funding Options W. Steven Barnett Center for Research in Human Development and Education

Closing Session **10:00 a.m.-11:30 a.m.** *Lynnhaven A & B*	**Welfare Reform—States Face a New Crisis in Child Care and Education** Janet E. Levy, Director Joining Forces, a joint project of the American Public Welfare Association and the Council of Chief State School Officers **(Hotel Check-out Time is 12:00 Noon)**

A VISION FOR THE FIRST DECADE OF LIFE

Anne Mitchell
Associate Dean of Research, Demonstration, and Policy
Bank Street College of Education

TODAY EVERYONE IS concerned about children, especially poor children. Even business people are concerned about the decline of America's work force. A 1988 cover story on *Business Week* (September 19) said:

> The nation's ability to compete is threatened by inadequate investment in our most important resource: People. Put simply, too many workers lack the skills to perform more demanding jobs. As the economy comes to depend more and more on women and minorities, we face a massive job of education and training—starting before kindergarten. Can we afford it? We have no choice.

To find the word kindergarten on the cover of *Business Week* is amazing.

Educators are concerned, too. *Education Week* reports:

> The most pressing concern of American education is the growing number of students at risk of leaving school prior to graduation or without the skills needed to get a job.

Absolutely everyone is concerned about child care, because well over 50 percent of mothers with infants work these days, and almost two-thirds of mothers with preschoolers work. Child care is a major issue. Most newspapers, magazines, television shows, and radio programs in America cover the "child care crisis." National Public Radio recently aired a story about curriculum in child care centers. Children have clearly made it into the national spotlight.

The National Governors' Association believes that current investment in the health and education of children is linked to future international economic competitiveness. The governors call for a comprehensive approach: child development beginning with prenatal care, followed by preschool education, combined with affordable child care. Two-thirds of the governors mentioned children in their state-of-the-state messages. Oregon, New York, and several other states proposed children's agendas.

A tremendous number of child care bills have been introduced in Congress; some are major bills. Some form of child care legislation is going to come out of this session of Congress. Current initiatives, the Act for Better Child Care, Smart Start, the Child Development in Education Act, and various tax credit proposals, will form the basis of that legislation.

Children are high on the national agenda for at least five very different reasons.

1. The demand for child care comes from working mothers in all income groups—not just poor mothers, but middle income mothers and wealthy mothers.
2. Employers are worried about the productivity of our current and future work force. Businesses are concerned about international competitiveness and the changing work force that will continue to include more women and greater ethnic and racial diversity.
3. Child care is a necessary part of our

strategy to get welfare mothers off welfare and into the work force.

4. We want to do better by young children as they're starting off in life.
5. Evidence shows that preschool programs are a good economic investment.

These five reasons are very different. Some of them focus on children; some focus on adults; some focus on economic productivity.

Programs that result also have different focuses based on the reason they were created. Programs like welfare reform focus on moving mothers off the welfare rolls and into the labor force. Even Start focuses on children and parents together and on literacy. Head Start has another focus. Existing programs notwithstanding, these five reasons (or combinations of them) explain why states are improving their child care systems and funding prekindergarten programs. In 1979, only seven states funded prekindergarten programs. Today, 31 states sponsor prekindergarten— a tremendous increase.

The problems that spark this interest and move us to consider the importance of children are not going away anytime soon. The failure to educate poor children, the economic conditions that force mothers and all parents to be in the labor force, and the decline of American economic competitiveness are complicated, interconnected problems. They are not simple problems that we can solve overnight.

Once again we are looking to the education system to solve our problems. Educators have every right to feel a little overwhelmed because the issues are so big. The point is that education alone cannot solve these interconnected problems. The solution is going to take the education system; the business community; the social service system; state, federal, and local governments; and the taxpayers—all the sectors working together.

IN SEARCH OF SOLUTIONS

We have to recognize that multiple, pervasive problems require multiple solutions and many problem solvers working together. To begin working together, each of us must answer three sets of questions:

1. What do children need? What do parents need? What do families need? What's good for children and families? What will help families function better?
2. What resources do we already have in place—in terms of programs, money, personnel, and ideas—what are the resources in the states that can be brought to bear to solving these problems? Who has the resources? Is it the child care system? The education system? Head Start?
3. How do we get all of the holders of resources to work together toward a common goal of making good programs for children and families?

Meeting the needs of children. Children need good, nurturing conditions in which to grow up. They need a healthy family, both economically and medically. They need a decent place to live and people who care passionately about them. Adults are responsible for creating those conditions for children—and not just for our own children. The goal is to have healthy, developing children.

Early childhood education. Another name for healthy, developing children is early childhood education. Early childhood education is a process of promoting healthy child development that enables children to grow up well-developed socially, cognitively, and physically. Healthy child development can happen through interactions of adults with children. Healthy child development can occur because children are interacting with their parents,

or teachers, or family day care providers, or nannies, or any number of other adults or relatives. By that definition, early childhood education goes on in many different places, not just in school, not just in Head Start programs, but in homes, in family day care providers' homes, and in schools.

Early childhood education takes multitudinous forms. Most children probably experience the form called child care. In the past, child care was viewed as a social welfare service, something that we did to take care of abused children or to help very poor families to work. Increasingly, child care is something that all families need. All families want a good education for their children. An early childhood program meets the need for education and the need for care. No longer should the distinction between care and education exist. The goal of all programs is child development—all domains of development, not just cognitive. Children do not say: "Now I'm going to work on my social skills." Children work on everything, all at once. Children are learning all the time. Their education cannot be separated into separate little pieces. It has to be an integrated, holistic approach.

For adults to be good at early childhood education, they have to understand this natural process of child development. Early childhood educators do not need to find the earliest time a child can be taught something. To be successful and for the child to enjoy learning, educators do need to find the most appropriate time for teaching and learning. Adults must look for the most appropriate moment to teach—not the earliest moment. The nation wants children who are inquisitive, who love learning, who are eager explorers of the world, and who are flexible about how they learn, because the country needs flexible learners who can adapt to the world as it is changing—changing even more rapidly for our children than it has for us.

Elements of quality. Fortunately, we know what makes a good early childhood program. The National Association for the Education of Young Children (NAEYC) has written the most complete definition. Its guidelines for the accreditation of programs include a statement on developmentally appropriate practice for three and four year olds. NAEYC also has a statement on developmentally appropriate practice for children from birth through age eight. A good early childhood program has seven essential elements of quality:

1. **Small group size.** Children need to be cared for and educated in small groups. For four year olds that means between 15 and 20 children maximum. Small groups make it possible for teachers to interact with individual children, not simply deal with them as a group.

2. **Favorable staff-child ratios.** Four year olds need at least one techer for every eight children. The staff needs to know what they are doing. They need to have a thorough understanding of child development and early childhood principles. Well-trained staff with small enough groups of children will get you a quality program.

3. **Curriculum.** Early childhood educators need to know what is being taught and how to teach. A good curriculum is based upon a philosophy of education. Having a curriculum is an essential part of knowing what you are doing in early childhood education.

4. **Parent participation.** Evidence shows that parent participation makes a tremendous difference in early childhood education. Parent involvement makes a difference in the school success of all children, but it is particularly important for

younger children because they are very connected to their parents. Because parents are an essential part of their life, parents have to be an essential part of their programs, too. In fact, one of the most interesting findings of New York's prekindergarten program was that children whose mothers participated in the program did better than children whose mothers did not. The participation of mothers was even more important for the children who were more disadvantaged or not as well prepared when they entered the program. In fact, parent participation is important right up to adolescence. In a study of teen pregnancy prevention programs, Bank Street found that young women whose parents participated with them in these prevention programs were five times less likely to get pregnant again.

5. **Comprehensive services.** Children need more than the direct education that occurs in the classroom. They may need health services, transportation, or social services. Also, parents may need services that will help them participate in the program. All of these services need to be considered when planning a program.

6. **Continuity.** In a given day a child should not be shuttled back and forth between a lot of different programs, experiencing a lot of different settings, and philosophies. Instead, a program should be a coherent, integrated whole from the child's perspective. Also, children should not have to experience dramatic changes in the way a program operates from one year to the next. Kindergarten should not vary dramatically from prekindergarten. The transition should be smooth and understandable for the child. Policy decisions about how children are placed in programs affect continuity. Eligibility requirements that force children to move among programs disrupt continuity. A child should be able to stay in the same program over time.

7. **Leadership.** One last element—a common sense kind of element—is that leadership matters. In the study of public school programs, Bank Street researchers found that the best programs for children had a very particular kind of leader. That leader was someone who really understood early childhood education—someone who was very close to the practice of the program they were administering. Leaders of good programs visited the classrooms; they knew the children and teachers; they were really close to the delivery of services; and they were close to the power. They had the respect of and were influential with their superintendents.

Programs with these elements of quality are what parents want. Parents want what is best for their children, but parents also want programs that respond to their own needs. Children do not intrinsically have a need for child care, parents do. Parents are working, and, therefore, educators have to deal with taking care of children. Children do not stand around saying "I need a child care program." Parents want a program that is good for their children, that educates their children, and that takes care of their children while they are at work or at school. Programs need to support families.

Parents want year-round schedules, sufficient day care hours to cover full-time work hours, and plenty of opportunity to be involved in the program. Parents—particularly parents of younger children—are very concerned about understanding and being a part of the programs their children attend. We

know that it makes a positive difference for their children.

Parents want programs they can afford. One of the biggest problems in child care today is that a good quality program costs an arm and a leg. Parents need help to pay for programs.

Parents want early childhood programs that are conveniently located, not spread out all over town. Transporting children from home to programs must be easy to accomplish.

At-risk children. Do at-risk children need something different than other children need? Are at-risk families different? Essentially, at-risk children and at-risk families are families in poverty. In this country about 25 percent of all children live in poverty—even more in some states. At-risk children and families do not choose to live in poverty, but the circumstances of their lives—inadequate housing, poor health care, poor nutrition—place them at risk. Oftentimes, parents who are too young and too stressed to care well for their children or who have not completed their education are the same parents who lack the economic and social supports that the rest of us enjoy. Creating a system of social and economic support would give at-risk families the same kind of chance that the rest of us have.

Children who are at risk don't need just a little bit of help to do better in school; their families are not going to miraculously turn around as soon as their mothers get jobs. These families need a comprehensive set of social services and basic services. Once we meet basic needs like food, health care, and housing, we can move on to the higher order needs like education and jobs. The circumstances of children's lives are the first concern. To make a real difference, the present circumstances in which children live will have to dramatically change. Many programs that have intervened on behalf of very poor, very at-risk families with children have been successful.

In a wonderful book called *Within Our Reach: Breaking the Cycle of Disadvantage*, Lizbeth Schorr discusses the seven characteristics of successful interventions. The most effective interventions: (1) begin early in the life cycle; (2) focus on the child's family and community; (3) integrate a wide range of services into a coherent package that is easy for families to use; (4) cross the traditional boundaries of professions and bureaucracy; (5) adapt and circumvent the traditional, professional, and bureaucratic limitations to meet the needs of those served; (6) are staffed by people who truly care for and respect the families they serve; and (7) are sustained for long enough to make a difference.

One of the most successful interventions for at-risk young children or disadvantaged young children is early childhood education. The long-term outcomes of good quality preschool programs are well-known, positive, and cost effective. More than a dozen preschool programs that were mounted in the late 1960s and early 1970s joined The Consortium for Longitudinal Studies. The long-term results of those programs for three and four year olds showed that, as those children moved through grade school, they were less likely to be retained in grade, less likely to be placed in special education classes, more likely to graduate, and the long-term benefit-cost ratio was about 5-to-1 for youngsters who attended those programs. Head Start has a similar record of success.

High-quality child care programs can do the same thing. It doesn't matter whether they are called preschool programs; what matters is the quality of the program. The successful programs were very high-quality programs. They had staffing ratios that were extremely favorable (better than 8-to-1 for four year olds); very well-planned; and extremely, carefully implemented. Staff members were well-trained, well-supported, and well-paid. Some of these programs had

master-degree teachers who were paid public-school-level salaries to work with three and four year olds. Most early childhood programs do not have that kind of staff. Successful programs involved parents. Sometimes, special programs were held for parents. To be really high quality, to really work, interventions have to deal with parents' needs and children's needs. Successful programs need people who know what they are doing, who are paid well enough, and who are supported well enough to do the program right.

The economic benefits. Although high-quality early childhood education is costly, there is a benefit: 5-to-1!! What a great return!! We have to remember that the quality of the program is what creates that kind of benefit. Benefits are not going to come from a program with large class sizes, high ratios, and poorly trained or poorly paid people.

Identifying the Resources

The ideal program for poor children and their families is a comprehensive package that includes full-day early childhood programs that cover the entire working day. These programs are nurturing and educational—wonderful places for children to be. These programs have strong parent education, family support, and adult education components. These programs provide parents with support to move into jobs if they don't have them and to deal with work-family conflicts when they are working. An ideal program serves both the child and the family; it is family focused.

Ideal programs are already being provided in various parts of this country. Federal programs offer some tools to build an ideal program. If the Family Support Act, welfare reform, is implemented carefully and creatively by the states, it could be a great program for children and for mothers. If school districts are committed to implementing the Even Start program—a very comprehensive, integrated parent-child education program—they can create quality programs. If educators use the extension of the Education of the Handicapped Act for preschool handicapped in creative ways, real child- and family-focused programs can be established. Each of these available tools is limited because each is connected to a certain population of children or families. As it is currently designed, Even Start does not work very well for families over time. Once parents get a GED, they and their children are not eligible to be in the Even Start program anymore. The Family Support Act is a good program, but it is essentially a program to get mothers off welfare; it is not a program for children—and it may not have adequate funding.

States have some tools—programs that are well-designed and well-funded enough to be part of the basis for designing a real child- and family-focused program. Some states have prekindergarten programs. But the majority are only part day, and most of them don't include comprehensive services. These different programs could, if they were merged together, be part of a program that truly focuses on children and families.

The different approaches—welfare reform for mothers, child care for children, and early childhood education for everybody, but only funded for at-risk children—can cause conflict or can spawn creativity. Using welfare reform services and putting them together with a state preschool program or combining welfare reform with a parent education program coordinates different approaches that are aimed at the same families. Families should not have to run around to take advantage of several different services. The services should be part of a coherent package that is easy for families to use. "Patched-to-

gether" programs cause children to spend lots of time on buses going from one place to the other or to be located far from where their parents are working or going to school.

Turning Fragmented Resources Into a Coherent System

States that have put emphasis on their child care system are in a better position than other states. Some states have made a serious effort to create a better child care system by improving child care regulations, putting more money into reimbursement for child care, and studying the elements of quality. Leaders in these states have found that early childhood programs are a lot like a three-legged stool. The quality of the program, what you pay people to work in the program, and what parents pay for the program are all tied together—like the three legs of a stool. Mess with one of them, and the balance is upset. Dealing with early childhood programs and policy calls for thinking about all of those three issues together. Improving quality by requiring more teachers will cost more, and parents won't be able to afford it. Improving the affordability might hurt the quality of the program, because salaries will have to decline. Raise wages and the quality will improve, but costs to parents will increase.

Some states have developed tools for meeting the needs of children and families. For example, Missouri, Minnesota, and Kentucky have parent education programs through their public schools. Kentucky's Parent and Child Education program is a good model for pulling together services for parents and children in a coherent way. These programs view all early childhood services as a system. Other programs, whether they are called child care, Head Start, Even Start, Chapter 1, nursery school, or preschool, are all early childhood services. Each of them has the potential to do good for children and families.

To create a coherent parent- and child-focused program, all of these services must be viewed as resources. Identifying these services reveals a state's resources. The key to providing effective services to children and families is to figure out who has what and who is doing it best. If the state has Head Start, which is a good model of providing comprehensive services to families, it can become the model of the best way to provide comprehensive services. Maybe the state has very high-quality child care programs. Maybe the state has accredited programs. Those programs are models of how to do it right. The best from those programs can be put together in a flexible package.

Every state agency has something to offer: education programs, social service programs, welfare programs. In many states, health departments are planning for special education for infants and toddlers. State agencies have resources. All of the possible sources of funds that could be used to create good programs for children and families in any state would probably total more than 50.

Leadership—the essential element. The multitudinous needs of children and families abound, but nothing will happen without leadership. Collaborating among state agencies will not happen without leadership. That kind of leadership is most likely to come from governors. However, state school superintendents or other state-level policymakers could provide that vision of where their state is going. Implementation of the vision can be provided by state agency staff, parents' advocates, and public citizens, but a leader at the top is essential for establishing the vision and spurring everyone on.

State policymakers are beginning to understand that child care programs are educational and that education does

fulfill child care functions. Iowa has created a Child Development Coordinating Council, and Virginia has a very promising new Council on Child Day Care and Early Childhood Programs. The Virginia council has been described as a major approach linking the child care needs to the future labor force and the developmental needs of children at risk.

Working together. Pulling together, considering early childhood services broadly, and taking a family perspective is beginning to happen. Developing this new vision of early childhood programs into reality calls for working together and agreeing on the destination. One essential step is establishing a collective vision for the children and families in our states.

My vision is to have happy, healthy, productive families; well and developing children; communities with a decent quality of life; and parents who have lots of program choices for their children. Like John Dewey said when he was talking about the education system: What the best and wisest parent wants for his own child, that must the community want for all its children.

The Policy Issues and Concerns

When policymakers choose policies and program options, they need to look at programs from the perspective of the family. They have to ask: Is it good for children? Is it good for all children and families—not just some children and families? They need to consider the solutions from the perspective of different families. Is it good for teen parents? Does it work for families who are working? Does it work for families who are not working? Does it meet parents' needs for being involved in their children's programs? Does it help parents support themselves? Does it make family sense?

Policymakers also have to ask: Does this new program or policy enhance the system that is already in place? Does it support quality across the whole system? Does it expand access? Does it create new opportunities within the system? Does it supplant or extend effective programs that already exist? Is it good for the early childhood system that we already have? This is not a time to start over; it is a time to make old program policies better.

Coordinating the resources. The challenge is to pull the resources together and create enough programs to satisfy the combined need for child care and education for all families regardless of income. Public resources must first go to the families that need the most help. Then child care for the wealthy can be funded. Attention needs to be on programs that are good for all children, that are responsive to families, and that respect the integrity of the existing early childhood system.

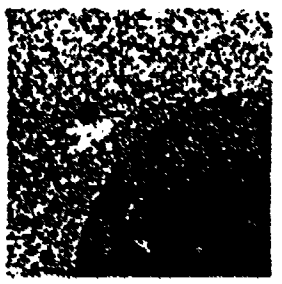
Achieving this is possible, but it will take a while. States and communities must recognize the many resources that already exist, get together, and work out the differences among the agencies and institutions that hold these resources. Policymakers must hold on to the vision: A system that is good for all children that will provide what the best and wisest of us would want for our children.

A lot of state-level effort is required to merge resources. A whole host of different funding streams come from the federal level—through schools, through social welfare systems, etc. States also have funding mechanisms. Some state funds match federal funds; some of them are separate. But the state level is the place where those funds typically can be pulled together. The state has a major role in making it possible to use all of the resources, particularly the financial ones, and to use them in a way that makes sense for families. Programs based on the needs of communities are

my vision of the future. Communities use resources from whatever level and merge them together. Every state has someone who is really good at consolidating resources. Communities have entrepreneurial individuals who know how to pull funds from different sources—Head Start funds, child care funds, United Way money, or whatever they can find—to creatively fund services for children. In spite of the fact that lots of bureaucratic barriers stand in their way, they are successful.

State policy that creates child- and family-centered programs makes it easier for creative individuals to pull together funds from public, private, and every possible source. If all communities use a similar model for creating a system, they will be well on the way toward getting the job done. Policymakers have to remember that people live in communities, and that programs have to be delivered in communities. Programs cannot be designed at the federal level and imposed on every community in this country. Program decisions have to come from the bottom up. The state's role is to make it easier to create things from the bottom up.

Keeping the vision. This vision reaches far into the future. States cannot wait for the perfect system, the perfect legislation, or all the money. They have to start soon. They have to be pragmatic. They have to do it now, because the problems they are trying to solve are only going to get worse by waiting. States need to act now, use the best of what they know, and move forward using all the resources they have.



SHAPING A STATE-LEVEL CHILDREN'S POLICY AGENDA

Kathleen McNellis
Office of the Lieutenant Governor
State of Minnesota

MINNESOTA has experienced a long developmental process to reach its level of accomplishment and recognition in children's policy. What has happened in Minnesota could happen in any of your states, too.

THE TIME IS RIGHT

One reason why Minnesota succeeded in putting together a real, single, visible initiative for its children was that the climate of support for children and families was probably the best it had ever been—it may be as good as it's going to get. We owe a debt of gratitude to the people who disseminated the data and created the awareness that has built this climate for us. For example, the longitudinal study data on the effects of early intervention were so broadly disseminated by David Weikart that everyone is saying, "A dollar invested in early childhood pays off with $7 in societal savings later on." It's like a quote from the Bible.

More recently, publications from organizations like AEL, the Education Commission of the States, the National Governors' Association, the Committee on Economic Development, Carnegie, and others, gave us information that has had a much broader effect than the earlier data. For example, Governor Baliles made early childhood a priority for the National Governors' Association this past year. He said, "We need the political will to make investment in our children and families a national priority." That commitment already exists in AEL's Region.

What data are creating such awareness? Demographic and economic projections are beginning to get people's attention. By the year 2000, the number of young workers from age 14 to 24 will drop by about 2 million (8%)—when we will also have an increasing elderly population. At the same time, the fastest growing job categories will require more than the median education. When jobs are given numerical ratings (based on the required mathematical, language, and reasoning skills), 41 percent of the current jobs fall into the lowest two skill categories. In the future, by the year 2000, only 27 percent of the jobs available will fall into those two lowest skill categories. Exactly the reverse is true when you look at the three highest skill

categories. Currently 24 percent of the jobs are in the highest skill categories. By the 21st century, highest skill category jobs will increase to 41 percent. When the economic and demographic projections are combined with the risk behaviors that we see increasing in our young people—dropping out, committing suicide, getting pregnant, using drugs and chemicals, acting violent—the result is that both business and policy people are ready to say "amen" in response to our pleas that children are our most important resource—we need to invest in them. The question is no longer "can we afford to do it?" The question is "can we afford not to do it?"

Added to the humane concern for children and families is self-interest—a much bigger reason for everyone in the society to begin to pay attention. Self-interest issues are even found in *Modern Maturity*, the journal for the American Association for Retired Persons. In the August 1989 edition is an article called, "A Promise At Risk: Can America Rouse Itself to Conquer the Peril Facing its Children?" The article is well-written and well-researched. A subhead reads, "Everyone's children deserve the concern of all citizens." The article includes an array of data and authoritative statements supporting children's needs and ends by highlighting the self-interest and pragmatic concern. "Future social security recipients will feel the pinch if today's children do not become productive workers contributing to the social security fund."

All of this information helped to build a climate in which we had everything going for us, and you do, too, today. We no longer need to do a great deal of educating before we get down to the issues.

LEADERSHIP—THE ESSENTIAL INGREDIENT

The second reason for our success was that Minnesota had leadership, visibility, and focus at a high level in the state government. We have a lot of good programs going in Minnesota. Many good people are doing good things—just the way you are. But during the legislative session, they all compete with each other. We seldom have a unified voice for children.

In August of last year (1988), Lt. Governor Marlene Johnson called together a "Children's Policy Academy." The academy membership included the commissioners of health, human services, education, jobs and training, and the state planning agency. The meeting was postponed once to be sure that all those commissioners could be there—rather than sending representatives. Also included were: legislators, child advocates, business representatives, practitioners from children's programs—a carefully selected invited list.

Beginning with a day-and-a-half of intensive planning, the group generated needs statements, goals, objectives, and strategies. An outside facilitator lead the whole group through the priority setting, brainstorming sessions, and strategizing. The strategies were divided into administrative strategies and legislative strategies. Administrative strategies were those things that could be accomplished through state or local policy without legislative action or dollars. The legislative strategies were the things that needed statutory language and funding.

Two over-arching goals emerged from these sessions. One was public/private collaboration, and the other was multicultural recognition. After the reams of newsprint were put together into a working document, the group came together again to finalize the Children's Policy Agenda.

BUILDING ON SUCCESS

The third reason that we were successful was that the agenda (see next page) was primarily built on long-standing programs that policymakers knew would work—programs like Head Start, Early Childhood Family Education, Child Care Sliding Fee. By requesting the expansion of existing programs—programs that had already proven themselves and been accepted—we did not have to expend our energy selling those ideas. The only new legislative proposals included in that agenda were things that were already in the pipeline. By August, agencies are already preparing for the legislative session, so there were some things that were being worked on that were added to the agenda. Primarily, however, the academy and the Lt. Governor's office were building on programs that were already accepted, but needed to be improved, expanded, or extended to larger populations.

THE POLITICAL STRATEGY

Leadership and visibility. All of the items in the agenda—once they had figures attached to them—became part of the governor's budget package. The Lt. Governor achieved visibility by arranging a public presentation, followed by a reception, in the Capital Rotunda. She invited legislators to bring their children. Of course, the advocates made sure that children were there—rows of them right down in front, sitting on the floor in the Capital Rotunda, looking up at the Lt. Governor as she presented the agenda. The press pictures from that were quite effective.

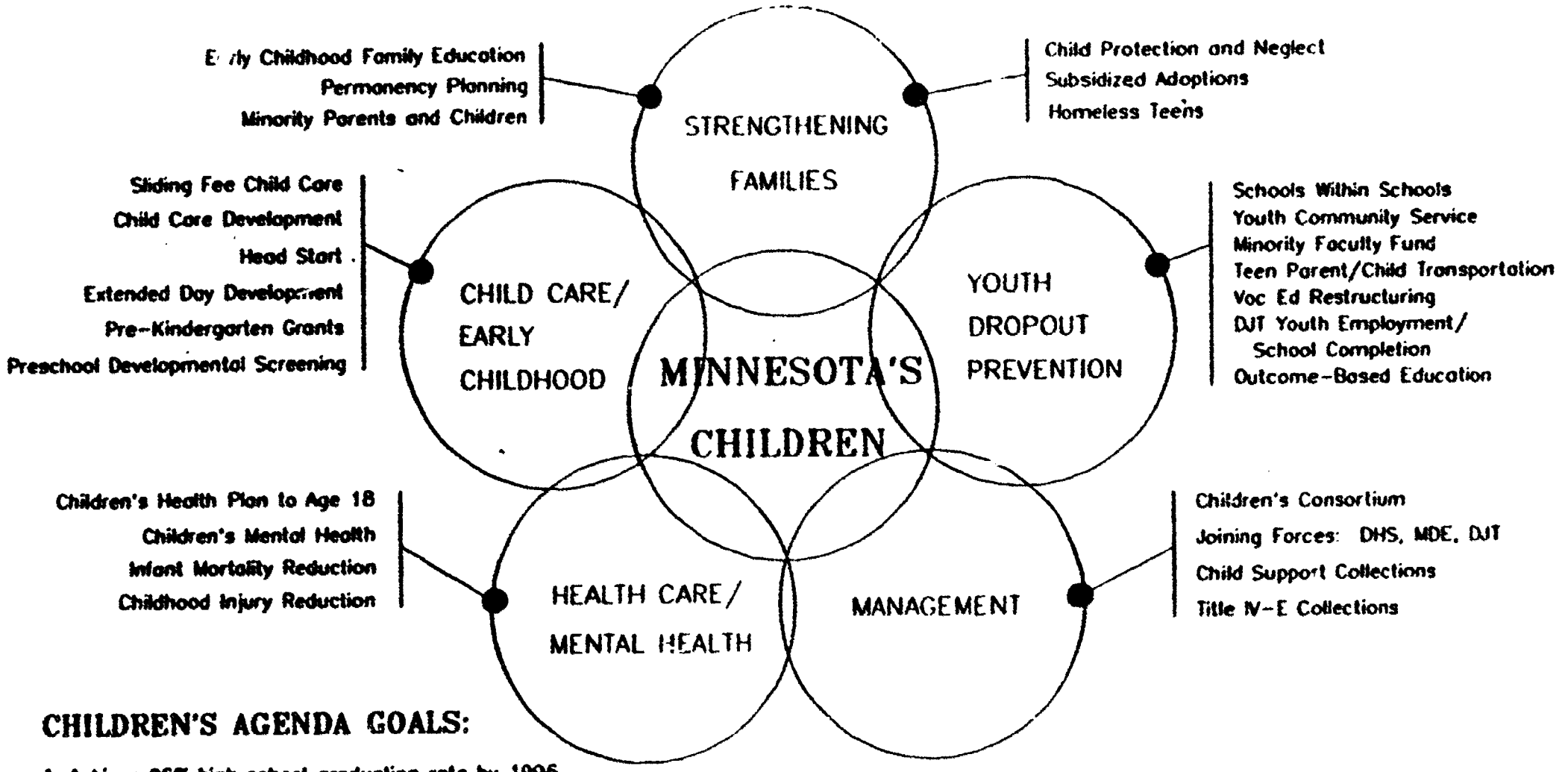
The Lt. Governor then battled a blizzard to fly around the state for two days, repeating the message and building support. Additional press conferences and a heavy media blitz followed to say, "This is where Minnesota stands, and this is what Minnesota wants to do for its children." The Lt. Governor's next step was to meet with the relevant committees in both houses—Education and Human Services.

The press coverage was overwhelmingly positive. Editorials appeared all over the state—some from unexpected places. One example of the extent of editorial support came from a "hot bed" of conservatism. A few years ago many people in this particular county thought child care was a communist plot. The headline for their editorial said: "The next cause should be children." Of course, they reminded the Governor that he needed to be frugal, and to support these programs for children, he would have to cut some other things. The editorial ended by saying:

> The Perpich administration is on the right track in recognizing the needs of children in Minnesota. But the legislative response needs to be measured and fiscally conservative. If the administration and legislature don't start to put the brakes on spending, today's children won't want to live in Minnesota tomorrow.

A close-knit coalition. No one involved with the Children's Policy Academy expected everything on that legislative agenda to get fully funded. In fact, as the session went on, there was some real apprehension about whether we could hold our "ducks in a row" as people began to see their favorite programs slipping a bit. The reason things worked so well was that the agenda was presented as an integrated package, and it became politically dangerous to start picking it apart or opposing any part of it. Because the academy participants supported the whole agenda, everyone saw the opportunity for long-term success, even if one person's favorite program was not successful during this legislative session. The most crucial point in a collaborative effort is to agree

CHILDREN'S AGENDA
1989 CHILDREN AND YOUTH POLICY INITIATIVE



CHILDREN'S AGENDA GOALS:

1. Achieve 96% high school graduation rate by 1996.
2. All high school graduates have basic skills necessary for work or further education.
3. Provide for basic needs of all children: Housing, Nutrition, Health Care, Parenting, Safety, Self-Esteem, Growth.
4. Ensure support to families and children to avoid and cope with high-risk behaviors.
5. Support for parents in their role as parents by government, employers, professionals, the community.
6. Structure education to meet individual needs and support transition to self-sufficient adulthood
7. Strengthen link between education and job opportunities
8. Coordinate public, private, state, and local efforts to meet goals

in the beginning and to stick together throughout the process. That way, everybody can come out a winner. In Minnesota, this effort belonged to everybody (even though some parts of it did not succeed—they might next time). Everybody felt good about what happened, and the initiative was successful.

Marian Wright Edelman said it best several years ago when she came to Minnesota for an early childhood conference, "You have to stop fighting with each other." She added, "Fight to get the pie and then fight about how you're going to divide it up." For once in Minnesota history, that's what we did. Comparing the results of this legislative session with past sessions shows that most of the programs came out better this time than they had in the past when interest groups competed with each other. Most of the key programs did get an increase in funding, and only a couple of things were lost.

A believable cause. The most important accomplishment to come out of the Lt. Governor's effort is that for the very first time children were a priority from the beginning of the session to the end. For the first time, seasoned media reporters were assigned to the children's beat. For the first time, children were at the front of the room as the policymakers debated and enacted laws that related to those children. Hundreds of Minnesotans contacted their legislators to express support for the children's agenda. City councils from Grand Marais to Montevideo passed resolutions to make children a top priority.

In addition, people who advocated the children's agenda crossed geographical and political—and to a great extent even ideological—lines to support that agenda. All this helped to make 1989 truly the "Year of the Child" in Minnesota.

The same public and private sector resource people plan to come together again for another Children's Policy Academy, to evaluate what worked and what didn't, to identify areas where partnerships are possible, and to strategize about how to sustain the momentum. This is a bandwagon approach, and it's working. Nothing breeds success like success. Everybody wants to be part of the act. The Lt. Governor's staff is having to turn down people who suddenly want to be part of the policy academy.

SUCCESS MEASURED IN DOLLARS

I would like to tell you some of the funding highlights. For most of these programs, this was not new funding. Some of it was new, but in most cases, it was additional funding.

We requested $11.8 million in new money for our Sliding Fee Child Care Support. The allocation is $10 million for the biennium. We requested an additional $16 million for Head Start for the biennium. We already had $2 million from the past legislative session. This time an additional $9 million was allocated. We requested $2.8 million for preschool developmental screening, and $2.2 million was allocated.

The Children's Health Plan is already successful and fairly well-funded. We requested $3.5 million to expand the program to age 18—we got $1.4 million. There has been a real effort to get children's mental health added to the Children's Health Plan. We requested $3.5 million for that, we got $1.87 million, which will get it off to a very good start. We requested $348,000 for a program to reduce infant mortality. We got the entire amount.

Youth community service is a big concern of our governor. For some time he has believed that everyone needs to have an opportunity to give to their community. The best way to help students who are not doing well—since self-esteem seems to be a key issue—is to help them know what they have to offer.

We requested $2 million for youth service, and we got $1 million, including money for college service programs. Colleges are strongly encouraged to use the funds for mentoring and tutoring younger students.

We requested and received $1 million for a minority faculty fund, part of our dropout prevention package. Some of this money is available to help districts that have at least 10 percent minority students to recruit minority faculty. The rest of the money goes to the state department to assist in recruiting minority faculty.

We asked for a little over $1 million for transportation aides to serve teen parents and their infants. The allocation was $1 million. This funding is an addition to a program that was funded in the last legislative session to keep teen parents in school. In implementing that program, we learned that the existing transportation rules and budgets were not adequate. Beginning January 1 of 1990, this new money will be used to transport teen parents and their children from home to school to child care.

There are many other successes in the package. Some vocational educational restructuring is included. For an expanded youth employment/school completion package that is a cooperative plan by the departments of Job Training and Education, we requested $1.5 million; we got $1.1 million.

Early Childhood Family Education has been a strong program in Minnesota for nearly 15 years. Senator Jerry Hughes championed that program when most of his legislative colleagues would hardly listen to him. The program started in just a few school districts and has spread statewide. We asked for an additional $3 million to what is already fairly good funding; we got $2 million.

The Lt. Governor's strategy did work—getting everybody together under one umbrella and saying, "This is what's important for children." The working papers for the Children's Policy Academy include much more to work on over the next 5-10 years. Our work will never be done because times are changing too fast.

You Can Do It, Too

I hope I have reinforced your commitment to make children a priority in your state. It could happen as easily for you as it did for us. You already have all the same pieces in place, and the climate is right. Strike while the iron is hot!! You no longer have to convince people that the American family is changing or that the economy is changing. Failing farms, mines, lumbering and manufacturing firms, plus plant closures, mergers, buyouts, all affect families.

That old *Saturday Evening Post* cover of the family sitting around the Thanksgiving table at Grandma's house is really no longer relevant for most families in this country. Part of the family may be here in Norfolk, another part may be in Seattle, a third part may be in San Diego, and Granny may be on a three-week tour of the Orient. Changing families require a different kind of support. Families—all families, every kind of family—no longer have the kind of built-in support system that they had with extended families in established neighborhoods and a fairly stable lifestyle. Today, they need whatever society can give to help them do that important job of getting those kids to the point of being successful adults.

You can do it!

NOTE: The work in Minnesota continues. The Children's Policy Academy reconvened on August 7, 1989. Participants reviewed the past year's effort and discussed what worked and what didn't—and what should be done differently. Further, they developed a two-year vision (with a long list for future visions), anticipated barriers, one-year strategies, and some operational structures.

CHILDREN AND FAMILIES AT RISK: A CRISIS THAT SPANS INSTITUTIONAL LINES

Janet E. Levy
Director
Joining Forces

PERHAPS SOME OF YOU HAVE wondered why an address on welfare reform is featured at an early childhood education conference. One ready and partially correct answer is that the Family Support Act contains significant new dollars for child care.

But there is a deeper reason. I believe that this symposium represents the growing recognition across all people-serving systems that many of our families and children are facing very serious problems, that will require not just the best of our individual efforts, but the power that comes with combined effort:

- Thirteen million children in this country—one in four—live in poverty.
- Almost half of those poor children are living in households that have an income that is less than one-half of the poverty level. These families are struggling to rear children on incomes of about $6,000 to $7,000 per year.
- Each year, 500,000 teens—who are not, by any stretch of the imagination, ready to parent—give birth, often to low-birthweight babies.
- Two million children a year are reported abused or neglected.
- Families with children now constitute one-third of those who are homeless in this country. Virginians were startled last year, when the *Washington Post* carried a story about families who were coming to Northern Virginia to find jobs. The families live in campgrounds. Most of us had no idea what was happening until a child died in a trailer fire. Then our attention was riveted on the crisis of a family with no home.

Often in the past, the problems of poverty, child abuse, and early parenting were viewed as human service problems—problems that our public welfare systems were charged with ameliorating or resolving. But as you well know, they are not just human service problems. They are problems of concern to education, too. The very same risk factors that propel a family to seek help from our public human service systems also affect a child's performance in school. The problems are linked, and so, too, must be the solutions.

A child who comes to school developmentally delayed, who is hungry or hurting, or whose chaotic home life provides little nurturance or support for achievement is unlikely to do well in school. If children do poorly in school, they frequently leave school before completion, without the basic skills needed for a job. Those children are headed for lives as economically disadvantaged adults at risk, and in all likelihood, the parents of children who again are at risk.

A CONVERGENCE OF REFORM

That's the bad news. The good news is that all of our systems are changing to respond to these problems. The word of the day is "reform." People in all sectors understand that what we have done in the past has not worked. We are all determined to make future efforts dif-

ferent and more effective.

I find it very exciting that we are stepping up to the issues so boldly. But what is even more exciting is the opportunity afforded by this convergence of reform. Big systems are tough to move, and moving multiple systems is even harder. This is a unique time; simultaneous change is underway in all people-serving systems. If we can shape the direction of that change, bringing these independent reform movements into a coherent whole, we can succeed in creating a very different collaborative structure through which to tackle the deep and severe problems that must be overcome.

Collaboration will be aided by the similarity of philosophical goals underlying the various reform movements. Moreover, achieving our individual goals implies considerable interdependence of action. The welfare system cannot prevent long-term, multigenerational dependency if educators are not successful. Conversely, schools are going to have an awfully hard time helping youngsters succeed if they have to keep struggling against a host of non-academic problems. Education's success rests, at least in part, on the child welfare and welfare systems' ability to relieve home and community concerns that affect what happens in the classroom.

The various systems clearly need one another, and now they have a real opportunity to pull things together.

THE FAMILY SUPPORT ACT OF 1988: FIRST STEPS TOWARD WELFARE REFORM

A major element of change in the welfare system is the Family Support Act of 1988. Let me start by giving you an overview of its provisions, so that you will have a better idea of the changes underway in human services and can begin to figure out where education will fit into the picture. Then, when you go back to your states, you can contact your human service counterparts and say, "You know, I heard a speech about what's happening in welfare reform, and it seems to me that it relates to some things we're doing in education. I'd like to talk more with you about the connection."

As I describe this measure, which is popularly called welfare reform, let me offer a caution. Although there is a great deal of excitement about this Act because it does represent substantial change, welfare administrators feel strongly that it is not the be all and end all of welfare reform. Congressmen who struggled through the passage of this bill probably hoped they would not hear of welfare reform again for another 10 years. But some key issues were not addressed. For example, no change is mandated in the level of cash benefits. In some states, this is a very serious concern.

Yet, the Family Support Act is important and commendable for its major philosophical reorientation of the welfare system from one that simply provides income support to one that seeks to strengthen families and help them become self-sufficient.

Unfortunately, welfare had become a system whose primary responsibilities were to determine eligibility and issue checks. Now, that's an important function because people need money to eat and to meet other needs. But that is not enough, as was so eloquently stated in a wonderful document called *One Child In Four*. This statement was signed by all 50 state human service administrators—Republicans and Democrats, conservatives and liberals—who sat down together over a period of six months and said, "What's wrong with what we're doing, and where do we need to go?" They issued a call for change and developed recommendations that are reflected in the Family Support Act. Their primary goal was to change the welfare system into one that helps build strong, self-sufficient families. The Family

Support Act of 1988 takes the first steps toward achieving that very important goal, a goal that directly affects all of you.

The Act emphasizes family self-sufficiency and recognizes that putting someone in the first available job without paying any attention to his or her long-term job viability is a poor way to achieve the ultimate goal. What will make a difference, according to the Act? To a great extent, the answer is education.

Welfare agencies have been operating work programs for quite a few years now. But this is the first time that federal law mandates that education services be made available to welfare recipients as part of helping them move toward self-sufficiency. The education-related requirements are significant, and our high schools and adult education systems are going to see the impact.

As you and your colleagues in human services begin to work together on implementation of the Act, it may help you to understand the full scope of the measure. It places many demands on human service agencies that don't involve education; these will be competing for their attention, too. I'll review them briefly, and then talk in more detail about the areas directly related to the care and education of young children.

First, the Family Support Act of 1988 contains a whole set of provisions around child support enforcement. Three premises underlie the Family Support Act:

- parents have an obligation to support their children;
- if they cannot do so at this time, they have an obligation to take steps to prepare themselves to do so; and
- government has an obligation to help people while they are preparing themselves.

The importance of these beliefs is reflected in the fact that child support enforcement is the first title of the Act. Changes in child support are pretty dramatic relative to current practice—for example, wage withholding will become the preferred method for collecting support from *all* absent parents, rather than simply a fallback method once support is in arrears.

Second, the Family Support Act of 1988 creates a program called JOBS. That's an all-caps acronym—JOBS—not simply an employment program. The Job Opportunities and Basic Skills Training (JOBS) program is the component of the Act that provides education and employment-related services to help adults and adolescent parents move forward to self-sufficiency; complete school or get needed remedial education; and enter and keep a job. Virtually all adult recipients and adolescent parents receiving Aid to Families With Dependent Children (AFDC) will be required to participate in the JOBS program.

Third, the Family Support Act of 1988 provides child care guarantees to welfare recipients who are working or preparing to work. It also provides new federal dollars to support that child care.

Fourth, the Act provides for transitional services. It recognizes that an individual cannot be on assistance one day, and then get a job and have all services cut off the next. No longer will the system place people in what is probably a relatively low-wage job with no benefits and, all of a sudden, take away not only the meager welfare grant, but other critical benefits like health care coverage. New transitional medical coverage and child care coverage will be available for up to one year for people leaving the welfare rolls to enter employment.

Finally, the Act requires all states to offer public assistance to two-parent families for at least a part of every year. Only about one-half of the states provide assistance to two-parent families at this point. In the other half, if there is a

second parent—most likely a father—in the home, the family is ineligible, no matter what their income. The Family Support Act finally says that we do not want to force the breakup of a family.

THE FAMILY SUPPORT ACT AND CHILDREN

That is a fairly broad overview of the measure as a whole. I now want to discuss some of the ways in which the Family Support Act will directly affect young children and some of the issues to which I believe you and your colleagues must respond to assure that those affects are positive.

Some people are saying, "Oh, this is a law about putting moms to work; it doesn't have anything to do with little kids." Admittedly, it is not a law that has 10 or 12 pages requiring wonderful developmental activities for chidren, but it does offer openings. If we fulfill the spirit as well as the letter of the law, enhancing it with what we know about helping families to succeed and helping children to grow in a healthy way, then I believe we will see that the Family Support Act is definitely a good law for children.

I see five ways in which the Family Support Act will affect what happens to children:

- It is going to change what happens to parents, strengthening their ability to care for their children.
- It will increase the demand for child care.
- It will increase—at least to some extent—the dollars available for care and, therefore, the supply of care.
- It will offer a way to address the issue of access to quality care.
- It will offer a way to forge the critical link between supportive services and early childhood programs, which research tells us is a key element of quality.

First, the effects on parents. The law is going to help parents become better providers for their children. I have heard some people almost dismiss the notion that welfare reform should lead to higher family income. That amazes me. What children eat, where children live, whether children have adequate, decent clothing and are able to buy school supplies and maybe a toy—these things are crucial and dependent on income. Helping parents to provide for their children will make a big difference in the lives of those children.

Another effect on parents that I [illegible] is beneficial to children is that parents are going to be treated with greater respect and will gain greater self-esteem as they move toward financial independence. The mother who feels good about herself and who can serve as a positive role model is going to be a stronger, more effective parent, able to rear a happier, healthier child.

Some other opportunities, if acted upon, can offer even more direct benefits to children. The truth is that human service agencies are not going to be able to put everyone in a job tomorrow. But if recipients cannot begin a job right away, perhaps we should ask if there are other productive activities for parents that allow them to become engaged in getting themselves and their households together—for example, the type of high-quality parenting education that you folks and the early childhood specialists are developing.

A unique opportunity to apply this broad perspective may be afforded by the requirement that a teen mother live at home with her own parents unless there is a distinct reason not to do so. The idea behind this expectation is that there will be greater support for the young mother. If mother and grandmother do not get along well, however, there could be increased pressure and stress—a situation that will only be exacerbated if the welfare agency presumes that the grandmother will take care of the baby.

Recently, I talked with officials in Missouri about a possible collaborative intervention that could reduce the tension in this risky situation. Up until now, when Parents as Teachers staff visit a home, the visit is targeted to the young mother. The grandmother can be present if the teen is comfortable with that, but there are generally not specific efforts to reach out and include the grandmother. With the grandmother now more intimately involved by bureaucratic fiat if not by natural ties, positive gains could be made if the Parents as Teachers program developed a specific focus on the grandmother in these households, addressing the critical relationships between both the grandmother and young mother and the grandmother and the baby.

The second major area of impact on children is the increased demand for child care resulting from the Family Support Act. While the numbers may be small relative to the total demand for care, they will nonetheless be substantial. Moreover, many of the youngsters brought into the system because of the Family Support Act will have significant developmental needs and will require considerable attention.

Further, many of these children will be quite young. One of the more dramatic changes made by the Family Support Act is that mothers with children as young as age three will be required to participate at least parttime in the JOBS program—and that can drop to age one by state option. In the past, mothers receiving AFDC were not required to participate in work-related activities until their youngest child was age six. A couple of things altered the view that this deferral was desirable. People observed that many mothers were returning to the work force shortly after the birth of their child, calling into question what appeared to be differential treatment of mothers on welfare. There was also the realization that once a woman is out of the work force for 6, or 10, or 12 years, she will find it much, much harder to enter or reenter. So now, the emphasis will be on moving welfare mothers more quickly toward employment and help will be available to care for her young children.

If the parent is an adolescent, the issue of care for very young children will become even more important. A young mother will be expected to fulfill her JOBS obligation by attending school, irrespective of the age of her child. Consequently, the demand will increase for school-based child care, now a fairly limited—but where it exists very effective—option.

A third way the Family Support Act will affect children is by increasing the supply of child care. New federal dollars have been appropriated for Family Support Act-related child care. In contrast to money for the JOBS program *per se*, federal funding for child care is an open-ended entitlement. The only real financial constraint is that the state must provide a match of approximately 40 percent, which may prove difficult for some financially strapped states. Even so, the new child care dollars contained in the Family Support Act are a much-needed boon.

The full extent to which welfare reform will increase the supply of care is still unclear because of issues raised by the proposed regulations. For example, the law appears to guarantee child care for any welfare recipient who is moving toward self-sufficiency. Welfare recipients who are participating in JOBS or in an approved plan to get education or work, whether or not they are an official JOBS participant, would qualify for care. Yet, the regulations seem to back away from that, limiting child care to those mandated to participate in JOBS. Some very strong voices are speaking on behalf of the presumption that no one should be discouraged from an effort to become self-sufficient because child care is unavailable. Your voices would be welcome among them.

Another issue is the kind of child care that will be provided. The law specifically leaves to states the decisions about what kinds of child care should be made available to families. As you know, those can be vitally important decisions. Educators and early childhood experts should be helping human service officials determine the types of care that are both cost effective *and* child effective, so that available dollars are spent in ways that both enable parents to work and prepare children for success in school and future employment. The Family Support Act is an opportunity to build a bridge between human service people who focus on day care and educators who focus on early childhood education, so that the knowledge and resources of both areas are used for the best effect on youngsters at risk.

Another unsettled issue is the amount of payment for child care. The law provides for a minimum payment of the lesser of either actual cost or about $175 per month for a child over two, but it also allows federal reimbursement up to the market rate in a community. This represents an important opportunity to increase significantly the level of public subsidy for chid care, but it is an opportunity that even now is under fire. Proposed federal regulations restrict the maximum to 75 percent of market rate. Obviously, compromising the intent of the law in this way would have a damaging effect on both the quantity and quality of available care.

Whether the maximum allowable level is 75 percent of 100 percent, states will retain a great deal of autonomy in determining market rate. Neither the regulations nor the law specify what kind of child care should be used to determine market rates. It seems to me, therefore, that this is an ideal occasion for you, with your knowledge about what constitutes a good early childhood program, to advocate reimbursement based upon the market rate for *quality* programs. Your advocacy with the broader political and public community, and the justification for a particular approach based on your knowledge, can be a substantial asset to welfare administrators who must balance competing priorities and stretch limited dollars.

Finally, if you are willing to bring your own influence to bear to affect federal decisions in this area, you should be aware that the proposed regulations prohibit federal reimbursement for resource development. An inability to help expand the quantity of child care could, of course, seriously hinder the ability to place children in appropriate programs.

In another area of impact on children, welfare reform does more than affect the demand and supply of child care. It also offers an opportunity to address some of the factors that limit poor children's access to quality, developmental programs. I recently read very telling statistics about the percentage of poor children who were in quality, developmental early childhood programs. Only one-third of all four year olds and 17 percent of three year olds in families with an income below $10,000 were enrolled in preschool programs. That contrasts with two-thirds of the four year olds and 54 percent of three year olds in families with incomes of over $35,000. So the children who are most in need of a developmental program appear to have the least access.

What in the Family Support Act suggests that this picture might change? First, the new federal dollars will help poor families purchase care. Until now, the resources for this were limited and diminishing as budget cuts and inflation eroded Title XX and related sources. Dependent care tax credits offer little alternative, since they do not benefit people who have no income or an income so low that it is not subject to tax. Now, at least in part, the financial barriers will be reduced.

Another aspect of access is whether

parents have the information they need to make good choices. Under the new Act, parents participating in JOBS must receive information about the types and locations of child care and, if they wish, assistance in making a selection. Clearly, this is an ideal time to discuss with a parent the benefits of quality, developmental programs. A welfare agency attuned to the value of early childhood education may also find a way to assure that education agencies offering these programs are aided in reaching out to high-risk families to encourage attendance.

Finally, the new welfare reform affects young children by providing an opportunity to forge new kinds of linkages between early childhood programs and social services. The literature consistently defines connections to ancillary services as an element of quality in early childhood programming. The Family Support Act provides new dollars for support services as well as the possibility through case management of an ongoing interaction with recipients around their supportive service needs. If programs are creatively and cooperatively implemented, these resources can be used by both human service and education agencies to assure that the full range of a family's needs are met.

LINKING EDUCATION AND HUMAN SERVICES

What should policymakers do to realize fully the opportunities contained in the Family Support Act? Collaborate, collaborate, collaborate!

In my travels, I have collected a lot of definitions of that term. One of my favorites is: "You give me your money, and I'll put it with my money, and don't worry, I'll take care of the problem..." As you can imagine, that's not the kind of collaboration I have in mind. What I am encouraging is a much more intensive, much more comprehensive kind of joint dreaming, joint planning, and joint action. I am talking about working together to create a shared vision for children, working together to give reality to that vision, and then working together day by day to contribute to the ongoing achievement of that vision.

You will find your counterparts in human services very open. As I said at the beginning of my remarks, all sectors are excited about finding ways to work together.

Reach out to your colleagues. Read about the Family Support Act and try to understand what's happening. Call folks and ask for information. Tell them what *you* are doing and what *your* priorities are. Express an interest in being a part of the planning process for welfare reform, right from the beginning. And remember the timeframe: All states are required to have a JOBS program and related child care in place by October 1990. However, a state can begin operating these programs as soon as it has a plan approved by the federal government. The possibility of new financing adds an incentive to move quickly. We are talking about a train that will pull out of the station very soon. For the sake of all our children, I truly hope that you are aboard.

A final word. As you move forward together, there are many of us in Washington who are prepared to help. Your national organizations, the advocacy community, and many others are joining forces to aid your collaborative efforts.

For example, *New Partnerships: Education's Stake in the Family Support Act of 1988* represents the commitment and combined energy of nine Washington organizations—including the American Public Welfare Association (APWA) and the Council of Chief State School Officers (CCSSO)—who, in a most unusual partnership, produced this joint call for action. We also have a consortium whose members include APWA, CCSSO, the National Governors' Association, and the National Association of Counties, designed to provide

assistance to states as they implement the Family Support Act.

Joining Forces, too, will be there to support you. Joining Forces, co-sponsored by APWA and CCSSO, is a national project designed to foster collaboration among the education, welfare, and child welfare communities. It was started before the Family Support Act was adopted, but it grew out of a sentiment very similar to that on which the law is based. Through the collection and dissemination of information about successful initiatives, conferences, and some direct work with states, we seek to help officials like you bring into being the cross-agency action that is so necessary, if we are to overcome the challenges facing our children and families at risk.

We must succeed at that task, and working together, I firmly believe that we will.

Presentation Highlights

Presentation Highlights

Qualities of Effective Parent Education, Support, and Involvement

Presenter:
- Edward Gotts, Former Director of AEL's Childhood and Parenting Division

Current Conditions:
- Demographic factors urge attention to early childhood
- Parents are central to all early childhood efforts
- Research and evaluation evidence shows many benefits associated with parent support and involvement

Critical Issues:
- Parent education/training
- Support of parents
- Parent involvement in their children's learning

Related Research:
- Hands-on training increases parents' skills.
- Parents desire support from schools and other parents and are helped by this
- Parent involvement increases when they receive support and training
- Parent participation in children's learning can produce substantial positive results

Policy Goals and Priorities:
- Defining parent needs and readiness through available assessment procedures
- Identifying existing resources and processes that can be better focused or utilized in support of parent participation
- Setting local and state policy guidelines
- Assigning coordination of effort to specific persons

Roadblocks:
- Inaccurate beliefs and assumptions about parents
- Application of inappropriate parent involvement models
- Attitudes that limit true partnership development

Desired State Policy Environment:
- Publish policy guidelines that encourage schools to test locally viable solutions
- Specify parent involvement effort as an evaluation factor used in assessing local school performance
- Identify state-level person who can locate resources, enlist cooperation, design and conduct inservice for local personnel, and in other ways serve as a visible focus for the state's efforts
- Make the state-level staff position a significant policy-level role
- Make the state-level staff person interface with a state-level committee or subcommittee that is concerned with supporting parents as educators of their children

PRESENTATION HIGHLIGHTS

KINDERGARTEN: ENTRY, PLACEMENT, AND PROCESSES

Presenter: K. Craig Jones, West Virginia Network for Children

Current Conditions:
- Early childhood education perceived as a means to solve social problems in America
- Trend toward programs for children at risk of school failure, dropping out of school, drug and alcohol abuse, and illiteracy
- Economic need for everyone to be a productive member of society
- Continued debate over readiness, entry, processes, and procedures in early childhood programs
- Disagreement about placement of young children in academically oriented programs

Critical Issues:
- Readiness for kindergarten
- Placement in selected kindergarten programs
- Teacher training
- Assessment of children
- Assessment of readiness, promotion, and retention
- Appropriate materials for an effective early childhood program
- Evaluating programs for young children based on program goals and expected kindergarten outcomes

Related Research:
- Standardized testing of young children is neither valid nor reliable
- "Length of day" in programs does not affect academic performance
- Retention or grade repetition has a detrimental effect on children
- School-entry age does impact on school success
- Teacher attitude and training is a major variable in program quality

Policy Goals and Priorities:
- Developing literacy and basic skills
- Promoting child development in all domains
- Involving families in child development and education
- Decreasing the school dropout rate
- Increasing the number of positive functioning, contributing members of society

Roadblocks:
- Lack of funding
- Too many students per teacher
- Lack of developmentally appropriate curricula and materials
- Too few full-day care and education programs
- Administrators and teachers who don't understand child development
- Using elementary teachers in preschool programs
- Public attitudes about the downward thrust of curriculum

Desired State Policy Environment:
- Clearly defined goals for kindergarten including: programs that are developmentally appropriate, entry criteria based on acceptable age, continuous progress learning, testing for diagnostic/prescriptive reasons only, and full-day programs that meet the needs of child development and education and the needs of families

PRESENTATION HIGHLIGHTS

PRESCHOOL HANDICAPPED—PUBLIC EDUCATION'S LEADERSHIP ROLE

Presenter:
- Pascal Trohanis, Frank Porter Graham Child Development Center

Current Conditions:
- State-level planning, development, and implementation of P.L. 99-457
- Infant and preschool handicapped children need multidiscipline services: hospital, home, and community-based classrooms

Critical Issues:
- Establishing eligibility requirements
- Determining locus of control
- Meeting funding needs
- Collaboration, coordination, and delivery of comprehensive services

Related Research:
- Clear benefits of early intervention

Policy Goals and Priorities:
- Meeting 1991-92 federal timelines
- Delivering free, appropriate education for eligible 3-5 year olds
- Delivering multidiscipline services to infants and toddlers (0-2)
- Designing transition of services from 2- to 3-year-olds

Roadblocks:
- Conflicting eligibility requirements
- Lack of funding
- Lack of communication and cooperation among state agencies

Desired State Policy Environment:
- Enhancing state agency cooperation
- Informing families of available services and service providers
- Treating all families with respect
- Providing families with multiple options

Presentation Highlights

The Case for Developmentally Appropriate Practices

Presenter:
- Patricia Ann Briggs, National Association for the Education of Young Children

Current Conditions:
- Negative trend toward escalated academic demand in kindergarten and preschool (inappropriate emphasis on drill and practice on isolated skills)
- Increase in inappropriate policies such as retention, transitional classes, and raising school entry age that exacerbate inappropriate practices

Critical Issues:
- Appropriate curriculum, instruction, and assessment
- Funding for higher staff/child ratio, appropriate materials, ECE trained teachers

Related Research:
- Data on emerging literacy, numeracy, and social competence
- Questionable reliability/validity of standardized testing of young children; detrimental effects of retention

Policy Goals and Priorities:
- Understanding child growth and development
- Understanding the role of the early childhood teacher
- Moratorium on standardized achievement tests until 4th grade
- Parent education

Roadblocks:
- Lack of qualified staff
- Lack of funding
- Lack of commitment to heterogeneous groupings

Desired State Policy Environment:
- Certification for early childhood teachers
- Funding for staff development
- Establishing primary units that foster collegial relationships among teachers, more flexible grouping, and parent involvement
- Stop overreliance on standardized achievement testing as the measure of accountability

Presentation Highlights

Federal Initiatives for Young Children and Their Families

Presenter:
- Virginia C. Vertiz

Current Conditions:
- Population of young children is growing
- Larger numbers of women in the work force
- Growing numbers of single parent families
- More latchkey children
- More families living in poverty—more at-risk students

Critical Issues:
- Ages of children to be served
- Type of care to be offered: custodial/developmental
- Quality of programs—who determines?
- Funding: federal/state/local/recipient/business involvement
- Other components: parental involvement, health/nutrition, interagency cooperation

Related Research:
- Data on student achievement
- Locating and retaining quality providers/teachers
- Abused children
- Effect on children of participation in child care programs

Policy Goals and Priorities:
- Close gap between advantaged and disadvantaged by providing early-learning opportunities
- Provide safe and healthy environment
- Increase the available work force by having stable child care available

Roadblocks:
- Adequate funding
- Church/state issue
- Method of service delivery
- Difficulty in regulating child care in families and homes
- Conflicting priorities about those to be served
- Program content/curriculum

Desired State Policy Environment:
- Allow local control of programs
- Have federal funds distributed based upon formula
- Standards established at state level
- Do not overregulate programs

PRESENTATION HIGHLIGHTS

POLICIES FOR TEEN PARENTS AND PREGNANCY PREVENTION

Presenter:
- Sharon Adams-Taylor, Children's Defense Fund

Current Conditions:
- One million pregnancies and one-half million births annually among women under 20
- 179,000 births annually to girls 17 and under
- 10,000 annually to girls 14 and younger
- 60% of births are to unmarried mothers

Critical Issues:
- Inadequate education of young people
- Low wages of young parents

Related Research:
- Established relationship between poverty, limited schooling, and life options

Policy Goals and Priorities:
- Ensure that every person is a fully productive member of society
- Break the cycle of poverty

Roadblocks:
- Lack of information for teens to avoid early sexual activity, pregnancy, and parenthood
- Inadequate services to give poor teens hope for the future
- Lack of opportunities for poor teens

Desired State Policy Environment:
- Improve the quality and availability of family life and life skills education
- Coordinate services to teen parents and teens at risk of early parenthood
- Fund local efforts to improve services for youths
- Provide educational opportunities for young parents

PRESENTATION HIGHLIGHTS

LONG-TERM EFFECTS OF PRESCHOOL PROGRAM QUALITY

Presenter:
- Ellen Frede

Current Conditions:
- Increasing numbers of preschool children are in half-day or fulltime programs
- Programs failing to meet minimum quality standards
- Government support and regulation of these programs has decreased as the number of children served has increased, resulting in poorer quality programs

Critical Issues:
- High-quality programs can be beneficial to children's social and cognitive growth
- Poor-quality programs at best do nothing, and at worst, are harmful to children's growth

Related Research:
- Small classes with fewer children, good supervision, and staff training result in better interactions between adults and children. These interactions are characterized by frequent, positive, and individual attention to children.

Policy Goals and Priorities:
- Establish clear stan[illegible]hat program personnel can implement
- Provide local, individualiz[illegible] training in implementing the strategies
- Create incentives for meeting standards

Roadblocks:
- Few child care providers are appropriately trained, and training does not ensure quality
- Parents use what they can find because child care of any quality is difficult to find
- Few parents know what quality care is

Desired State Policy Environment:
- Awareness of the components of program quality
- Knowledge of the dangers of poor-quality programs
- Commitment to training and supervision must be made at the state level

PRESENTATION HIGHLIGHTS

WHAT MAKES A QUALITY SCHOOL-AGE CHILD CARE PROGRAM

Presenter:
- Ellen Gannett, Wellesley College

Current Conditions:
- Inadequate federal, state, and local funding
- Providers forced to keep costs low, but quality has suffered
- Untrained staff, high staff-child ratios, constant staff turnover contribute to unacceptable level of quality

Critical Issues:
- Staff training (pre- and in-service)
- Program evaluation
- On-site consultation and technical assistance
- Model demonstration sites
- Accreditation (NAEYC)

Related Research:
- Poor-quality school-age child care programs that pose risks to self-esteem, social and intellectual development, and deprive children of opportunities for peer relations, autonomy, and industry are no better than the "latchkey" arrangement

Policy Goals and Priorities:
- Community-based organizations that collaborate to establish high quality programs
- Shared use of school facilities, funding, staffing, and other resources

Roadblocks:
- No national legislation on the latchkey issue (except the Dependent Care Block Grant)
- No reliable institutional base or consistently articulated mission
- Lack of adequate funding for those who can't afford to pay for child care
- Scarce resources, including space, transportation, and facilities

Desired State Policy Environment:
- Funding for school-age child care, start-up efforts for subsidies to low and moderate-income families for increases in staff salaries and benefits, and for staff training
- Coordinating efforts of state agencies to ensure efficient use of money for start-up and operation
- Modifying state agency licensing regulations so that they are appropriate for school-age child care
- Improving the state's ability to obtain accurate data on existing systems that deliver school-age child care

Presentation Highlights

Kentucky's Parent and Child Education Program

Presenter:
- Jeanne M. Heberle, Kentucky Department of Education

Current Conditions:
- An undereducated work force
- Major illiteracy problems
- An intergenerational cycle of undereducation

Critical Issues
- State funding
- Children benefit most when education and economic needs of parents are met
- Working outside the traditional boundaries of schooling
- Operating within the public schools
- Appealing to broad spectrum of political and social viewpoint
- Allowing for support of children and families in the public schools—directly addressing the dropout problem
- Allowing participants to help themselves instead of doing something to or for them

Related Research:
- Perry Preschool Study; components of quality

Policy Goals and Priorities:
- The need for an educated work force
- Putting prevention ahead of remediation
- Cost-effectiveness of the monetary investment

Roadblocks:
- Lack of money
- Failure to plan for the future

Desired State Policy Environment:
- Cooperative environment among branches of state government
- Adequate funding of research, training, and evaluation

Presentation Highlights

Virginia's Programs for Four Year Olds

Presenter:
- Helen M. Kelley

Current Conditions:
- Large number of at-risk children
- Many students unsuccessful in public schools
- Emergence of the need for day care for children of working mothers
- Preschool programs for four year olds was number one recommendation of Governor Baliles' Commission on Excellence in Education

Critical Issues:
- Educating at-risk children
- Improving the education level of the work force
- Providing day care for children

Related Research:
- Positive long-term effects of quality preschool programs
- Survey of working programs in other states
- Provision of comprehensive services to children and families
- Coordination of service delivery
- Using existing day care programs

Roadblocks:
- Structure of state government and federal funding sources lead to fragmentation of services

Desired State Policy:
- Coordination among human service, education, and economic development agencies
- Unified planning, budgeting, evaluation, coordination, and allocation efforts

PRESENTATION HIGHLIGHTS

THE STATE'S ROLE IN ASSURING QUALITY PRACTICES FOR FOUR YEAR OLDS

Presenter:
- Carla Brewington-Ford, Baltimore City Schools

Current Conditions:
- Current social, demographic, and economic trends resulting in increased enrollment in preschool programs
- Academic and social success of preschool programs of the 1960s and early 1970s
- Increased numbers of at-risk population

Critical Issues:
- Identifying participants
- Developing and implementing quality programs
- Teacher qualifications
- Staff development and support systems
- Funding
- Evaluation
- Continuous programming

Related Research:
- Long-term effects of preschool programs
- Standards for quality programming (NAEYC)
- History of state practices in early childhood programming and teacher certification

Policy Goals and Priorities:
- Adequate funding of preschool programs
- Staff development and support systems for teachers
- Support systems for families
- Identification of appropriate evaluation instruments and procedures

Roadblocks:
- Insufficient early childhood certified administrative staff
- Insufficient knowledge of acceptable early childhood practices by school-based administrators
- Insufficient communication between agencies and groups responsible for the provision of preschool programs

Desired State Policy Environment:
- Increased funding for preschool programs and staff development
- Interagency collaboration and articulation
- Teacher certification rules and regulations
- Collection and dissemination of supportive data

PRESENTATION HIGHLIGHTS

THE EARLY CHILDHOOD CARE AND EDUCATION WORK FORCE

Presenter:
- Caroline Zinsser, Center for Public Advocacy Research

Current Conditions:
- Need for an adequately trained, stable work force as a necessary component of quality programs for young children

Critical Issues:
- Need for public school teachers to have early childhood training
- High turnover and vacancy rates of child care and Head Start staffs

Related Research:
- Local surveys of teacher qualifications, compensation, and turnover statistics
- Studies showing that stability and training of teaching staff are specific indicators of program quality

Policy Goals and Priorities:
- Comparable salaries across child care, Head Start, and public school system staff
- Maintaining high standards for program staff

Roadblocks:
- Multiple sources of funding and conflicting regulations

Desired State Policy Environment:
- Recognition that teachers in different systems deliver similiar education services in high-quality programs
- Availability of public funds to redress salary inequities
- Funding for early childhood educational training
- Early childhood education certification requirements

PRESENTATION HIGHLIGHTS

ECONOMIC REALITIES AND FUNDING OPTIONS

Presenter:
- W. Steven Barnett

Current Conditions:
- Increased demand for early childhood programs
- Requirements of federal law for handicapped preschoolers
- Heightened awareness of competition for state resources
- Constraints on state and local government resources

Critical Issues:
- Who should be served
- How should they be served
- Who should fund

Related Research:
- Program effectiveness
- Program cost-effectiveness
- Relationship of quality to cost
- Economics of family behavior

Policy Goals and Priorities:
- Flexible regulations and funding formulas to preserve diversity
- Disadvantaged and handicapped fully served first
- Incremental-experimental program development
- Mainstreaming of disadvantaged and handicapped

Roadblocks:
- Rigid regulations and funding mechanisms
- Turf guarding
- Popularity of tax credits
- Funding constraints
- Public/private tensions

Desired State Policy Environment:
- Public information efforts
- Direction from the governor
- Interagency cooperation
- Negotiation with public and private providers
- Parent involvement and commitment

Speaker Biographies

SPEAKER BIOGRAPHIES

Sharon Adams-Taylor is the Coordinator of the Adolescent Pregnancy Prevention Clearinghouse and Senior State and Local Specialist with the Education, Adolesce Pregnancy, and Preventive Services Division at the Children's Defense Fund (CDF). Her work at CDF involves: collecting, synthesizing, and disseminating information on promising strategies and programs aimed at helping adolescents delay pregnancy and move toward self-sufficiency; providing technical assistance to local communities interested in working on youth-related issues; and research, policy development, and writing on a range of adolescent issues.

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W. Steven Barnett is an assistant professor at Temple University teaching program evaluation and economics. He conducts research on early childhood programs and handicapped children and their families. He conducted the benefit-cost analysis of the Ypsilanti Perry Preschool Project through age 19. He also served as principal investigator for a 5-year longitudinal study of preschool education programs in South Carolina.

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Patricia Ann Briggs is Assistant Director, National Academy of Early Childhood Programs, the accreditation division of the National Association for the Education of Young Children, Washington, D. C. She works to implement a national voluntary, professionally sponsored accreditation system for preschools, child care centers, and school-age child care programs. She has keynoted professional statewide conferences in New Jersey and Arizona.

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Carla Brewington Ford is the Supervisor of the Office of Early Childhood Education, Baltimore City Schools. She supervises and trains education specialists and program facilitators for the system's state- and city-mandated early childhood programs. She also develops early childhood proposals, curricula, and programs; and she monitors instructional programs in 118 elementary schools.

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Ellen Frede is a developmental psychologist specializing in early childhood care education. Her experience includes teaching in various child care and preschool settings, teacher

and supervisor training throughout the U. S. and abroad, and research in the quality of preschool programs and the relationship of quality to long-term effectiveness. As part of this research, Frede has developed the Preschool Classroom Implementation Rating Instrument, which assesses the classroom through observation. In addition, she is completing a handbook on observation for Ablex Publishing Co. entitled *Using Systematic Observation in Early Childhood Programs.*

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Ellen S. Gannett is the Coordinator of Training and Education for the School-Age Child Care Project at the Wellesley College Center for Research on Women. She has served as faculty member at Massachusetts Bay Community College and Wheelock College in administration, supervision, and program issues in early childhood education. She has been a nursery school head teacher and a director for after-school child care in Boston and Weston, Massachusetts. Gannett co-authored the Project's publication, *School-Age Child Care: A Policy Report*, and authored a chapter in the book, *Employer-Supported Child Care: Investing in Human Resources*, by Burud et al, published by Auburn House, Boston. She has directed many workshops and chaired regional and national conferences on child care.

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Ruth Gordner is codirector of the Office of Government Affairs for Parent Action, a new division of the Family Resource Coalition. Parent Action is a non-profit, non-partisan membership organization dedicated exclusively to serving the interests of parents. Gordner monitors and analyzes legislative and executive branch developments affecting families, including child care, family leave, health care, housing, minimum wage, and new educational initiatives.

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Edward E. Gotts is Chief Psychologist and Department Head, Madison State Hospital in Madison, Indiana. From 1974-83 he directed an Appalachia Educational Laboratory interdisciplinary team that performed research, development, and services in child and family development and in school-family relations in a seven-state region. He also served as principal investigator for a longitudinal follow-up study of a primary prevention experiment. He is the author of *HOPE, Preschool to Graduation: Contributions to Parenting and School-Family Relations Theory and Practice* and *HOPE Revisited: Preschool to Graduation, Reflections on Parenting and School-Family Relations.*

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Jeanne M. Heberle is coordinator of the Parent and Child Education Program and an early childhood specialist for the Kentucky Depart-

ment of Education. She has also trained district administrators in the principles of operating high-quality kindergarten programs. She began her career at the Children's Center in Syracuse, followed by a three-year term as Headstart Director in Easton, Pennsylvania. Heberle spent eight yearr as a trainer and evaluator of federally funded child care centers in Louisville, Kentucky, during which time she participated in a study tour of China with the Bank Street College of Education.

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K. Craig Jones is president of the West Virginia Network, for Young Children, Inc., an advocacy organization for promotion of the optimal growth and development of children—prenatal through six. The Network develops and disseminates position statements to create change for children, and it also promotes interaction between and among agencies and individuals that touch children's lives. Jones is also an associate professor of education at the West Virginia College of Graduate Studies. He has co-authored *Influences on Development (1988)* and *Prosocial Learning and Development in the Early Years* (in press).

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Helen Kelley is Associate Director of Elementary Education at the Virginia Department of Education where she is responsible for pilot programs for at-risk four year olds. The project examined potential benefits of developmentally-oriented instructional intervention to at-risk young children and their families. Kelley also is responsible for the training of principals and supervisors; kindergarten programs; and remedial education. She has served as an elementary teacher, supervisor, and principal.

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Janet Levy is Director of Joining Forces, a joint project of the American Public Welfare Association and the Council of Chief State School Officers. Joining Forces is a national effort to promote linkages between education and social welfare systems on behalf of children and families at risk. Before becoming Director of Joining Forces, Levy served as Executive Assistant to the Secretary of the Maryland Department of Human Resources, which administers over $700 million in welfare and social service programs. Levy's past positions also include directing the government relations and client advocacy program of Chicago's largest voluntary agency and staffing a state legislative commission rewriting the statutes governing human service programs. Complementing her professional experience, Levy has served as a volunteer tutor of inner city schoolchildren for over twenty years. Levy holds a Masters Degree in Social Service Administration from the University of Chicago.

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Kathleen C. McNellis represents the Lieutenant Governor on the Children's Policy Academy, which successfully planned and designed the current state legislative children's policy agenda. The Academy is an on-going, long-range strategy that reflects Minnesota's commitment to children. The Academy works to develop consensus among groups; provides state-level leadership and visibility; and continues to evaluate and advocate for children's issues. She is also the Director of the Minnesota Youth 2000 Project, a federally funded project to create new partnerships for identifying and addressing barriers to self-sufficiency for Minnesota youth in the 21st Century.

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