

HOUSE COMMITTEE ON HUMAN RESOURCES

January 21, 1999 Hearing Room E

1:00 PM Tapes 5 - 8

MEMBERS PRESENT: Rep. Jeff Kruse, Chair

Rep. Kitty Piercy, Vice-Chair

Rep. Betsy Close, Vice-Chair

Rep. Tim Knopp

Rep. Jerry Krummel

Rep. Mike Lehman

Rep. Bill Morrisette

Rep. Jackie Taylor

Rep. Jackie Winters

STAFF PRESENT: Janet L. Carlson, Administrator

Diane M. Lewis, Administrative Support

MEASURE/ISSUES HEARD: Informational Meeting

Overview of Early Childhood Programs

These minutes are in compliance with Senate and House Rules. Only text enclosed in quotation marks reports a speaker's exact words. For complete contents, please refer to the tapes.

TAPE/#	Speaker	Comments

TAPE 5, A

005	Chair Kruse	Opens the meeting at 1:05 P.M.
013	Chair Kruse	Refers the committee to the last page of the committee rules (EXHIBIT A), line 2, and explains that "with the Committee" should read "to the Committee."
019	Rep. Winters	MOTION: Moves to ADOPT the proposed Committee Rules dated 01/21/99.
021	Chair Kruse	Hearing no objection, declares the motion CARRIED.
028	Chair Kruse	Explains that today's overview will be on early childhood programs.

INFORMATIONAL MEETING

038	Donna Middleton	<p>Executive Director, Oregon Commission of Children and Families (OCCF), introduces Mickey Lansing, Deputy Director, State Commission on Children and Families and submits and presents written testimony in regard to the structure, budget, functions, programs, and funding of OCCF, (EXHIBIT B).</p> <p>States that the vision of OCCF is "A better future, in every home, in every town, for every child." OCCF was created in 1993 by the Oregon Legislature through HB 2004. OCCF is one state commission with 36 county commissions.</p> <p>Describes the items that represent the work of the local commission structure:</p> <ul style="list-style-type: none">• Collaborate and coordinate• Encourage healthy communities• Plan and decide locally• Hold themselves accountable <p>Describes the goals of the Commission:</p> <ul style="list-style-type: none">• Strong, nurturing families• Healthy, thriving children• Positive youth development• Educational progress and success• Caring communities and systems
064	Middleton	<p>Explains that in every county there is a commission with at least a 51% lay membership that supports local community efforts.</p> <ul style="list-style-type: none">• Community mapping ñ looking at strengths and weaknesses of a community• Community goal setting ñ looking at resource and collaboration needs• Comprehensive planning ñ local businesses, citizens, partners coming together to decide how resources should be used

		<p>States that OCCF implements and monitors plans that are created to be flexible so that change can be implemented. Plans are always outcome- based.</p> <p>Describes how OCCF motivates communities to get involved.</p> <ul style="list-style-type: none"> • Encouraging diversity • Using partners at the local and state level • System designs ñ making better use of resources at the local level, including resources provided by the local commission
106	Middleton	<p>Explains that local communities and local governments are the places where decisions are being made. Relates that Oregon is one of 8 states that consistently shows vision and leadership in support of children and families.</p> <p>Describes OCCF successful projects serving children and families:</p> <ul style="list-style-type: none"> • Oregonís Child, Everyoneís Business campaign • 1998 national award for excellence in community collaboration • OCCF in the forefront for linking counties on the internet to provide detailed information to the public <p>Explains that OCCF is recognized for developing measurable outcomes tied to research and best practices that link directly to the corresponding measurement tools, i.e., looking at what local communities are doing and matching programs to benchmarks and outcomes.</p> <p>Lists all the early childhood projects that the Commission is involved with. Describes the positive youth development that OCCF is in support of. Emphasizes after school activities. Continues to list the needs of communities and the various mechanisms that make OCCF successful. Explains that OCCF is turning to a wellness, prevention focus.</p>
170	Middleton	<p>Emphasizes that local communities know best what their needs are. Explains that OCCF works to eliminate overlap of services and programs.</p>
179	Rep. Krummel	<p>Asks what OCCF is doing to shift to a wellness/prevention focus.</p>
185	Middleton	<p>Describes programs that focus on wellness/prevention such as Relief Nurseries, Healthy Start, Great Start-specifically for ages 0-6 years, and child care services.</p>
190	Krummel	<p>Asks if the commission has been working with the school systems to eliminate duplication of after school programs.</p>
200	Middleton	<p>Responds affirmatively. Explains that using local community partnerships is the key to eliminating duplication. States that school districts make excellent partnerships.</p> <p>Discusses examples of communities developing programs using local resources; i.e., Night Court in Marion and Polk County.</p>

217	Middleton	<p>Explains that one of the most important aspects of developing prevention programs is the ability to measure results and be accountable.</p> <p>Discusses where the value of the Commission rests.</p> <ul style="list-style-type: none"> • Planning • Bringing together stakeholders • Coordinating a system of services and supports ñ bringing partners to the table <p>States that all commission programs statewide have researched-based outcomes linked to benchmarks.</p> <p>Relates that 18,000 volunteers have participated in commission activities, 5 to 1 dollars are returned in several communities, and in one community there was a 12 to 1 return.</p> <p>Describes organizations aligning plans and dollars; i.e., the Marion County United Way aligned with Marion County Commission on Children and Families plan. This process is a new process and has not been done before.</p>
268	Middleton	<p>Refers the committee to the Oregon Commission on Children and Families notebook. Begins by referring to the report <u>Building the Foundation For Results</u>. The report highlights 1997-1999 work done by OCCF and budgetary information.</p> <p><u>Summarizes notebook tabs:</u></p> <p>Briefly explains HB 2004 as being the enabling legislation for the Oregon Commission on Children and Families.</p> <p>Explains that the "State Government Overview" illustrates where the Commission is in relationship to other state government agencies.</p> <p>Notes for the committee that member listings are included in the notebook and there are some state commissioners that are also Juvenile Justice Advisory members.</p>
299	Morrisette	<p>Comments that there are no Commission members from Lane County and asks how members are selected.</p>
303	Middleton	<p>Responds that all members of the Oregon Commission on Children and Families are appointed by the governor.</p>
315	Middleton	<p>Directs the committee to the historical perspective in the notebook and points out chronological events of the Commission.</p> <p>Explains that her 23 years of social service work includes staffing the Juvenile Services Commission in Polk County, serving on the Polk County Commission on Children and Families, and supervising staff on the Polk County Commission.</p> <p>States that the "role and functions" document of the State Commission is a work in progress, looking at how the State Commission relates to local commissions. The State Commission is continually refining this process.</p>

340	Chair Kruse	Refers to page two of the Lead Role and Functions tab of EXHIBIT B , where it states "Commission efforts would increase the focus on younger children, but would not exclusively target this age group." Asks if the commission was initially focusing on the whole age continuum of children.
350	Middleton	Responds that HB 2004 asks that the Commission focus on the whole continuum of prevention services for ages 0 to 18 years.
354	Chair Kruse	States that a focus on younger children is a change and asks when this change occurred.
355	Middleton	Replies that this is a change the state commissioners are reviewing and has not been adopted. Explains that the Commission is looking at the best way to focus its limited resources. Reports that there has been no decision to move to the front end exclusively.
370	Chair Kruse	Asks if Middleton could state from where the genesis of the decision to review the commissionsí focus came.
374	Middleton	Responds negatively.
379	Rep. Krummel	Asks if the funding to counties includes mental health and/or health care services.
388	Middleton	Replies that funding does not include health care services.
394	Chair Kruse	Asks if the governor has come forward with a plan to merge Healthy Start programs and other home visitation programs. Asks if Middleton has comments regarding the way funding is split between programs.
408	Middleton	Responds that the home visitor strategy continues to be about a Babies First/Healthy Start combined system of home visiting.
416	Chair Kruse	Asks if it is a correct assumption that the line item is not enough to make Healthy Start statewide.
421	Middleton	Responds affirmatively.
423	Rep. Winters	Asks Middleton to provide previous budget information.
	Middleton	Agrees to provide budget information to the entire committee.
TAPE 6, A		

003	Middleton	Continues her presentation by discussing local commission profiles. EXHIBIT B contains profiles for each county. Points out that the "Leveraged Locally (1 yr.)" dollars indicated in each profile are not from the State Commission.
015	Rep Morrisette	Asks if a comparison of counties exists.
019	Middleton	Explains that the Commission has comparisons on certain subjects on certain activities that can be compared county to county. States that grant streams can be compared county to county. Agrees to supply existing comparison information to the committee.
025	Middleton	<p>Lists the Commission's programs including Oregon Healthy Start, Relief Nurseries, Court Appointed Special Advocates (CASA), and Family Centers.</p> <p>Points out two programs that are going to be leaving the Commission:</p> <ul style="list-style-type: none"> • Juvenile Justice and Delinquency Prevention, funded by federal grants, is going to the Criminal Justice Services Commission. • Oregon Youth Conservation Corps is going to Office of Community College Services as directed by SB 205.
045	Rep. Krummel	Asks if dollars will follow the Oregon Youth Conservation Corps to Community College Services.
048	Middleton	Replies that funds will follow the program. Community Colleges will not be expected to supply program funds.
052	Middleton	Briefly outlines the 1999-2001 funding streams. Explains that some funding streams have conditions attached to them. States that Family Preservation and Support, Student Retention Initiative, and Court Services all go to local communities for planning. Finishes outlining EXHIBIT B and the funding streams for programs that the Commission supports.
100	Jan Fritz	Marion County Commission on Children and Families, discusses Marion County's Community Investment Initiative by describing how the commission organized 12 community progress teams within Marion County and mobilized those communities to look locally at the health and needs of children and families. States that the progress teams won a national award. Discusses the partnership between Marion County, Willamette Education Service District, and the Department of Human Resources, to analyze the strengths and needs of communities. Explains how the data collected was used to create programs that benefit the lives of children and families, i.e., after school programs.
140	Chair Kruse	Asks if one of the positive aspects of community integration is a feeling of "connectedness" at the local level.
145	Fritz	Responds affirmatively. Explains that she is a city councilor in her community of Sublimity, and she has watched the concerns of the community grow beyond sewer and farm issues to value an awareness of healthy children and families.

		Her community has started early childhood and after-school programs all based on local research.
168	Gillian Nicolaides	Director, Douglas County Commission, explains that the history of Douglas County has included a rich source of service providers and resources which ended with the decline in timber revenues. In 1994, when Nicolaides became director, there was an unwillingness to share resources. Shrinking funds and "turf issues" had become significant problems for the community. Discusses how the county pulled together with the help of the local commission. Douglas County learned that programs developed for local communities were more successful when the county as a whole pulled together and worked as one entity. Elaborates that the success of OCCF is due to treating counties individually and not forcing counties into predetermined molds. Speaks to specific needs in Douglas County and the programs created to handle those issues, i.e., the Juvenile Justice Summit and the creation of a 30-bed detention center. Explains that prevention is now the focus in Douglas County.
250	Rep. Close	Voices a concern that parents are being left out of the process and their role is being usurped by the government. Asks if the home visit program and relief nurseries are always voluntary or are they sometimes court-ordered. Asks if discussions occur at OCCF meetings regarding parental rights and "search and seizure" laws.
263	Fritz	Responds that OCCF is not to be confused with State Office for Services to Children and Families. OCCF is a voluntary program. States that parents are valued all along the continuum. Believes that OCCF is about giving parents support to do their job better. OCCF has a catalytic role as opposed to acting as program providers.
275	Middleton	Stresses that the Polk County Healthy Start Program is voluntary support to families. Families are asked to participate in every piece of the system that is being provided. States that there has never been a mandate for any family to attend Healthy Start. Explains that the Crisis Nursery is a voluntary program, however, some families have referrals from Children and Families and/or Adult and Family Services.
300	Nicolaides	Comments that Douglas County does not have Healthy Start and could benefit greatly from this program. Healthy Start would offer support that is missing in the county.
332	Rep. Morrisette	Describes the work he has done in Lane County in regard to finding solutions to child abuse. Asks for more information from other counties on their best practices and emphasizes how important it is to share, among counties, what programs are successful.
367	Fritz	Responds that Rep. Kitty Piercy, Rep. Jeff Kruse, Senator Cliff Trow, the League of Oregon Cities, the State Commission on Children and Families, and the Association of Oregon Counties have spent the last 5 or 6 months working to create the kind of information resource that is being requested by Rep. Morrisette. Agrees to provide the committee with as much information of best practices as she has available.

376	Nicolaides	Describes how Douglas County recognized the need for third party abuse awareness and support. Explains how the county looked at gaps in services for people involved with third party abuse and used funds to provide an emergency counselor. With Family Preservation and Support money the county has pulled together a collaborative effort to get support to family members that are overwhelmed in the home.
426	Rep. Knopp	Asks if Healthy Start is the program coordinating home visits.
429	Middleton	Responds affirmatively.
433	Knopp	Asks what the entry point is for home visits.
436	Middleton	Responds that the entry point can be a hospital, mid-wife, public health department, anywhere where a newborn is identified.
441	Nicolaides	Explains that home visits are open to first births, but the funding level is only about 40% of first births. 60% of first births in Healthy Start counties aren't being served.
445	Rep. Knopp	Expresses his concern that funding is not being directed to the families that need home visits. Explains that he and his wife have been married for 12 years with no problems and have plenty of family support. They have 3 children and have been offered a home visit after the birth of each of their children. States that they declined each offer and at the time they declined their first visit they were told that they were the first family in Deschutes County to decline a home visit.
460	Middleton	Responds that most home visits are done by volunteers. Paid staff is used for high-end families that need weekly home visits. States that the support and information that Healthy Start offers is valuable to anyone with a new baby, not just families in crisis.
TAPE 6, B		
001	Rep. Piercy	Emphasizes Middleton's point that the kind of support a new parent might receive is basic information, i.e., what to expect from a baby at the age of 6 months.
015	Middleton	Points out for the committee, in EXHIBIT B , 2 separate budget allocations: one for home visiting and one for Healthy Start. Explains that when a family is considered high risk, other needs are identified such as mental health, alcohol and drug, and medical needs. Healthy Start is looking to expand the home visiting system to include nurses, the Babies First Program, and the CaCoon Program.
048	Middleton	Discusses Relief Nurseries. <ul style="list-style-type: none"> Eugene Nurseries

		<ul style="list-style-type: none"> • Portland Nurseries • Marion/Polk Nurseries • Cottage Grove Nurseries <p>Explains that the relief nursery is a nice connect to the home visiting system. The combined programs have in-home components, on-site components, educational components, and counseling and alcohol and drug components.</p>
068	Rep. Winters	Asks for an elaboration on how relief nurseries have contributed to early intervention and impacted situations of abuse.
085	Jean Phelps	Executive Director, Relief Nursery, Eugene/Springfield, explains that programs are designed by the families. People are self-referred as well as referred by AFS, Services to Families and Children, school districts, WIC program, etc. Emphasizes the need to get to children in the earliest stages of their development. Agrees to return to the committee at a later date when more time is available to discuss the impacts of relief nurseries.
140	Lesley Steiner	Service Integration Specialist, Douglas Education Service District, submits and presents written testimony in regard to Education Service Districts and service integration issues, (EXHIBIT C). States that service integration links community services together with schools.
225	Steiner	Continues by describing the reasons why early childhood services have become more effective. (page 3, EXHIBIT C)
260	Steiner	Explains that in Deschutes County, service integration provided the glue for agencies to develop the Family Access Network, a series of family centers across the county providing one-stop access to a variety of services. (page 3, EXHIBIT C)
280	Steiner	Discusses the statewide group which meets five times a year to provide support for ESD Service Integration projects. (page 4, EXHIBIT C)
300	Steiner	States that educational opportunities are tailored to meet more specific needs of families and allow families to receive the individual focus they need to become healthy. (page 5, EXHIBIT C)
325	Steiner	Points out additional information in EXHIBIT C and invites committee members to attend meetings of the Service Integration Network listed in the handout.
343	Rep. Winters	Asks for a definition of victims of "third party abuse."
346	Steiner	Responds that third party abuse is abuse of a person by parties living outside the home. Services to Children and Families is not mandated to provide services to victims. Explains that Douglas County has started a program called Child Abuse Response and Evaluation Services (CARES), a non profit entity that works

		directly with victims of third party abuse.
365	Rep. Winters	Asks how the issue of confidentiality is handled within the Service Integration Network.
370	Steiner	Responds that confidentiality issues have gotten in the way of serving clients. A collaborative effort to create a release of information form was handled with the creation of Youth Service Teams. The teams involved took a finished document back to their parent agencies for review. States that the county counsel also reviewed the release form.
409	Anita McClanahan	Director, Early Childhood Programs, Oregon Department of Education (ODE), introduces Nancy Johnson-Dorn, Early Intervention Program, ODE, and Judy Newman, Contract Provider and Chairperson, Oregonis State Interagency Coordinating Council (SICC). Discusses Oregon Pre-kindergarten Program (OPP) and Together for Children, which is a parenting education program.
TAPE 7, A		
005	McClanahan	Explains that OPP has a goal that, by the year 2000, every child will enter school ready to learn. OPP targets 3ñ5 year old children living in 100% of the federal poverty level and promotes their intellectual, emotional, and healthy physical development. Explains that OPP is a comprehensive preschool modeled after the federal Head Start program and is governed by statute to meet guidelines similar to the federal program. States that OPP is set up in all 36 Oregon counties and each program is run by the local community.
050	McClanahan	<p>Reports that the Oregon Head Start program focuses on children within the context of their family and their community. Discusses the four major goals of Head Start:</p> <ul style="list-style-type: none"> • Health • Partnership with families • Program Management • Results <p>Explains that a survey of Oregon kindergarten teachers in 1998 indicated that the number one indicator of successful children was good health, both physically and emotionally. OPP provides comprehensive health services to children.</p> <p>Provides statistical information including:</p> <ul style="list-style-type: none"> • 49% of children who did not have access to pre-school were missing at least one of the components of readiness recognized by the National Goals Study. • 47% of Oregon children in poverty are served by OPP ñ 53% of children in poverty are missing the opportunity for pre-school ñ statute states that by the year 2000 OPP must be serving 50% of the children in poverty ñ OPP has the goal of serving 100% of children in poverty by the year 2004. <p>States that in OPP, children receive appropriate education experiences that enhance their language and literacy development and are also introduced to</p>

		numeric awareness. Explains that appropriate social skills are emphasized.
090	McClanahan	<p>Emphasizes that parent/family partnerships are required for participation. Families self identify their needs and goals, and OPP assist them in creating strategies for reaching those goals.</p> <p>States that OPP provides programs for children with disabilities. OPP is a site placement for many children identified as needing special education services. Points out that 17% of the children served by OPP are identified as children with disabilities.</p> <p>Discusses program management. OPP is governed by a body representative of the local community. Parents play a critical role in the government of OPP. Monitoring reviews are conducted on a three- year cycle.</p> <p>Targets results for the committee.</p> <ul style="list-style-type: none"> • 100% of OPP children are screened to assess their stage of development and a plan can be tailored to meet their needs. • 100% of OPP children receive nutrition assessments. • 93% of OPP children are up-to-date with immunizations • 84 % of OPP children are medically screened • 80% of OPP children have received dental care ñ 27% of those children required extreme dental care <p>Explains that much of the dental treatment is provided by dentists that volunteer their time and facilities.</p>
140	McClanahan	<p>Reiterates the importance of the work done by OPP and emphasizes that OPP helps reduce later risk of school failure and later criminal activity.</p> <p>Discusses performance standards and compliance practices of the local OPP Programs.</p> <p>States that teacher preparation training is on the horizon for OPP.</p> <p>Explains that full-day school and child care services are needed for many of the families eligible for OPP. OPP is interconnected with local multiple resources, local commissions, and early intervention.</p>
188	Rep. Piercy	Asks if any OPP programs are providing full-day services at this time.
190	McClanahan	<p>Responds affirmatively. There are four models that are providing full- day, full-year programs and are funded by a combination of state and federal dollars.</p> <p>States that the Head Start program in Lane County is a full-day program.</p>
197	Rep. Morrisette	Asks if birth to 3 years has been considered for an early Head Start program.
200	McClanahan	Responds that birth to 3 years has been considered, however OPP dollars are mandated in statute for 3 and 4 year olds. Explains that the Birth-to-Three program in Lane County is funded by OPP with the Together for Children funding source as a parent education program.

240	Rep. Close	Asks what the level of poverty is currently at.
243	McClanahan	Explains that for a family of 4 the poverty level would be a yearly income of \$16,000. In Lane County, the Head Start program director gave a report stating that 70% of the families being served are working parents earning an annual income of \$9,000. States that OPP is serving the working poor.
261	Rep. Close	Asks about the age limit for children receiving free dental care.
262	McClanahan	Responds that 3 and 4 year old children are receiving this service.
266	Rep. Piercy	Comments that the state of Washington is adopting the Together for Children program statewide. Suggests that Oregon could be doing more to implement this program statewide. Expresses concern that Together for Children is being wrapped in the home visit program inappropriately.
295	Nancy Johnson-Dorn	<p>Special Education Office, Oregon Department of Education, overviews Early Intervention, Early Childhood Special Education (EI/ECSE) Program. Explains that children who qualify for this program have been identified with a disability or a condition that may result in a developmental delay. Discusses the skills that are affected by delays.</p> <p>Describes two key focuses of EI/ECSE:</p> <ul style="list-style-type: none"> • Providing specialized services to young children with disabilities • Tailoring services to the individual need of the child <p>Discusses what services include:</p> <ul style="list-style-type: none"> • Assessment and evaluation -focusing on child needs and strengths • Providing pre-school and child care services • Parent education and support • Physical therapy, occupational therapy, speech therapy, vision services, hearing services, augmentative communication, assistive technology <p>States that EI/ECSE works collaboratively with local resources and services.</p>
347	Judy Newman	<p>Chairperson, Oregonis State Interagency Coordinating Council (SICC), submits written testimony regarding SICC (EXHIBIT D).</p> <p>Provides the committee with an overview of SICC:</p> <ul style="list-style-type: none"> • SICC was appointed by the Governor and has been functioning for 10 years • Parents of children in programs make up 20% of SICC membership • Providers make up 20% of SICC membership • State agencies are also represented in SICC
TAPE 8, A		

225	Newman	<p>Explains that SICC provides advice on needed services, policy, and rules that are associated with children that have disabilities and special needs.</p> <p>States that local SICC councils are located in all 36 Oregon counties. Each local council functions to meet the individual needs of the county it serves.</p> <p>Discusses the role of SICC to provide advocacy and leadership for a state-wide coordinated system of supports and services.</p> <p>Refers the committee to the last three pages of EXHIBIT D, and focuses on Healthy Start, EI/ECSE, and Head Start /Oregon Pre-kindergarten Program. Explains that there is no duplication between programs. Describes the process for implementing a child into the system and how program collaboration allows appropriate services to be provided without duplication.</p> <p>Provides the committee with two elaborate examples of children receiving multiple services through separate programs that are collaborating and following these children to ensure that their needs are being met without gaps in service or duplication.</p>
420	Rep. Taylor	Asks if programs co-house to better serve families.
427	McClanahan	Responds that there are a few sites that co-house programs. It takes a lot of community planning to make this possible. States that the Community Development Block Grant has the goal of creating one-stop service centers.
450	Nicolaides	Explains that in the rural portions of Douglas County, one-stop service centers are functioning.
460	Rep. Winters	Asks if there is a waiting list for Head Start.
463	McClanahan	Responds affirmatively. The waiting list is enormous. States that Mt. Hood Community College has 500 people on their waiting list.
482	Rep. Winters	Asks if outcome results are available for children who were involved in Head Start and continued into high school.
489	McClanahan	Responds negatively. States that funds have not been available for lengthy outcome studies that follow children through 12 grades and beyond.
TAPE 8, B		
001	McClanahan	Discusses national outcome studies that Oregon programs participated in. Promises to provide the members with the High Scope Study and the FACES Study.
013	Rep. Morrisette	Asks to have fiscal/revenue information of what it would take to create more studies of Head Start participants.

015	McClanahan	States that that information already exists and promises to provide it to the committee.
020	Chair Kruse	Thanks the participants for their time and information. Adjourns the meeting at 3:15 PM.

Submitted By, Reviewed By,

Diane M. Lewis, Janet L. Carlson,
Administrative Support Administrator

EXHIBIT SUMMARY

A ñ Committee Rules, Staff, 3 pp.

B ñ Commission on Children and Families Notebook, Donna Middleton, 140 pp.

C ñ Written Testimony on Education Service Districts, Lesley Steiner, 9 pp.

D ñ Written testimony regarding SICC, Judy Newman, 24 pp.