

## HOUSE COMMITTEE ON HUMAN RESOURCES

April 13, 1999 Hearing Room 50

1:00 PM Tapes 58 - 60

**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:** Presentation regarding Schools as Family and Community Resources by Dr. Edward Zigler and Robert D. Goodlett

Video Tape presentation of Sharon Lynn Kagan, Ed.D.

HB 2529 Public Hearing

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 58, A**

006	Chair Kruse	<p>Calls the meeting to order at 1:10 PM. Reminds the committee that Thursday, April 15, 1999 at 8:00 AM, the Senate Health and Human Services Committee will hear an overview of the Pain and Symptom Management Interim Task Force (1997-98). Asks members with a break in their Thursday morning schedule to attend the overview.</p>
020	Janet Carlson	<p>Committee Administrator, introduces Dr. Edward Zigler and Robert D. (Sandy) Goodlett.</p>
056	Edward Zigler	<p>Sterling Professor of Psychology, and Director of The Bush Center in Child Development and Social Policy at Yale University. Discusses the model "School of the 21<sup>st</sup> Century" (<b>EXHIBIT A</b>). States that he is convinced that a child's growth "projection" is determined by the experiences a child has with four systems:</p> <ul style="list-style-type: none"><li>• The family system.</li><li>• The health system.</li><li>• The educational system.</li><li>• The child care system.</li></ul> <p>States that these systems impact each other. Provides the example of a child affected by poor quality child care before entering kindergarten and not arriving at school "ready to learn."</p>
088	Zigler	<p>Discusses poor nationwide quality schooling and the "Educate America Act" (EAA). States that the EAA has eight goals to be achieved by the year 2000. Goal one states that all children will enter kindergarten "ready to learn". Reports that studies conducted by Ernest Boyer found that thirty-five percent of America's children are not optimally school-ready. States that there are two main reasons why children are not entering school ready to learn:</p> <ul style="list-style-type: none"><li>• Children are not receiving the benefits of a preschool education. This benefit is tied to family income. Explains that only thirty-five percent of poor children receive Head Start.</li><li>• Children are suffering the effects of poor quality child care they receive before entering kindergarten.</li></ul>
123	Zigler	<p>Discusses child care in America. States that our society has not been responsive to the dramatic change in the nature of the American family. States two changes that have taken place in the last thirty-five years:</p> <ul style="list-style-type: none"><li>• The number of mothers working outside the home-- fifty-five percent of mothers with children under the age of one, sixty-two percent of mothers with pre-school age children, and seventy-five percent of mothers with school-age children, are working outside the home.</li><li>• Single-parent families have increased-- eighty percent of single-parent families are headed by women.</li></ul> <p>States that the nation's child care problem has been exacerbated by welfare reform, which cannot possibly work without child care. Explains that the non-system of existing child care in America is compromising the cognitive and social development of children.</p>

160	Zigler	Explains that the average pay for child care providers is \$7 per hour. The system is characterized by untrained staff and large staff turnovers.
165	Zigler	<p>Summarizes family day care:</p> <ul style="list-style-type: none"> <li>• Regulated family day care-- twelve percent was found to be of high quality.</li> <li>• Unregulated family day care-- three percent was found to be of high quality. Seventy-five percent of American family day care is unregulated.</li> </ul>
176	Zigler	Summarizes center-oriented day care and explains a study finding only fourteen percent of centers were of high quality. States that forty percent of centers reviewed were of such poor quality that the safety and health of children were at risk.
200	Zigler	Explains that nationwide reports of "child care standards" found that <u>no</u> state in the country had standards rated as "good" by researchers. Reports that seventeen states, including Oregon, had minimally acceptable standards, and thirty-three states had poor quality standards.
215	Zigler	Discusses proposed legislation he was instrumental in drafting, that would have created a child care system similar to Scandinavian countries. Explains that the bill was vetoed by president Richard Nixon. States that he has become convinced the federal government will never be actively involved in child care. Explains that child care issues, like education, will always be dealt with at the state level.
240	Zigler	<p>Discusses his desire to make child care an integral part of the education system.</p> <p>Summarizes the 21C model:</p> <ol style="list-style-type: none"> <li>1. Begin school at the age of three.</li> <li>2. Make the school day as long as the work day of mothers and fathers. This will provide each child with learning and care.</li> <li>3. Before and after school care and summer vacation care for children through age twelve.</li> <li>4. Voluntary home visitation- once a month. Parent teacher meetings.</li> <li>5. Network family day care homes with the school system.</li> <li>6. Information and referral systems in the school.</li> </ol> <p>States that this model does not support a cookie-cutter approach. Every community should base its services on a needs assessment.</p>
350	Zigler	<p>Discusses funding for school-age child care programs.</p> <ul style="list-style-type: none"> <li>• State funding.</li> <li>• Sliding scale fees paid by parents.</li> <li>• Title I funding.</li> <li>• Contributions and grants from local foundations and businesses.</li> </ul>
370	Zigler	Discusses improved developmental outcomes of the "School of the 21 <sup>st</sup> Century"

		<p>model:</p> <ul style="list-style-type: none"> <li>• School readinessóbetter school performance and achievement by children.</li> <li>• Less delinquency and youth crime.</li> <li>• Less parental stress.</li> <li>• School benefitsóless vandalism, parent involvement and appreciation.</li> </ul> <p>Indicates that he can provide the committee with documentation of studies and reports he cited during his presentation.</p>
410	Robert Goodlett	<p>Executive Director, Kentucky Office of Family Resource and Youth Services Centers, discusses the implementation of the "School of the 21<sup>st</sup> Century" model in Kentucky known as the "Kentucky Education Reform Act" (KERA) of 1990 (<b>EXHIBIT B</b>). Explains how the Kentucky school system implemented a preschool education program for all three-year-olds exhibiting a developmental delay and all four-year-olds who were eligible for the free lunch program. Describes how school districts expanded the program to include "for-pay" children. States that children are mixed in classrooms and not segregated by financial status.</p>
<b>TAPE 59, A</b>		
015	Goodlett	<p>Discusses the extended school services program, providing "care" to children through after-school activities that are intended to be part of the extended school day.</p>
020	Goodlett	<p>Summarizes two kinds of program operations in Kentucky:</p> <ul style="list-style-type: none"> <li>• Family Resource Centersófor students age twelve and under.</li> <li>• Youth Services Centersófor youth age thirteen and older.</li> </ul>
045	Goodlett	<p>Explains that the Kentucky legislature mandated that schools receiving KERA funds must have at least twenty percent of their student body eligible for the free lunch program.</p> <p>Discusses six components the law required for KERA:</p> <ul style="list-style-type: none"> <li>• Full time preschool child care for children 2-3 years old.</li> <li>• After-school care and full-time care during non-school days and summer vacation for children 4-12 years old.</li> <li>• Families in trainingóintegrated approach to home visits, group meetings and monitoring child development for new and expecting parents.</li> <li>• Parent and child educationóusing a literacy model.</li> <li>• Support and training for day care providers.</li> <li>• Health services and referrals to health services.</li> </ul>
080	Goodlett	<p>Explains how centers created advisory councils responsible for conducting needs assessments of the community and hiring a project coordinator. States that the councils had to be one-third parents, one-third educators, and one-third of any representation the center felt was important in that community. States that evaluations of the program have shown improvement in parental involvement and student attendance. Schools with Family Resource Centers have shown increases in state assessment scores.</p>

119	Rep. Winters	Comments that Oregon is funding pre-kindergarten, Head Start programs at forty-seven percent and asks Zigler if he believes the country will ever fully fund Head Start.
135	Zigler	Responds that Oregon is funding Head Start a little better than the national average of forty percent. States that if the federal government continues funding at the current rate, Head Start will be fully funded in a little over fifty years. Reminds the committee that in the 1992 presidential campaign, both George Bush and Bill Clinton promised to fully fund Head Start if elected. Discusses various universal preschool programs in other states. Discusses "Early Head Start" (EHS) programs and the increased federal funding meant to expand EHS programs by ten percent in the next five years. Explains proposed federal legislation called the Early Childhood Learning Trust Fund, sponsored by Sen. Ted Kennedy and Sen. Ted Stevens, which will provide funding to states for services to children ages 0-5 years.
190	Rep. Winters	Asks if the "Follow Through" program was abandoned altogether.
194	Zigler	Replies that the Follow Through program lost funding to the Vietnamese war and ended up being nothing more than a very expensive test of school curriculum. States that Follow Through never became the program that had been envisioned to follow children into the school system after leaving Head Start.
210	Rep. Morrisette	Asks if there have been studies of Head Start children to determine the program's effectiveness.
215	Zigler	Replies that the Government Accounting Office, acting as an investigatory arm of Congress, requested a study of Head Start be conducted before reauthorization of funds was approved. Explains that their study did not find conclusive evidence that the program is or is not effective. States that if researchers look for "better school readiness," as a realistic goal and outcome of Head Start, then studies <u>do</u> indicate that the program is effective. States that the Accounting Office study did not look at children's health issues that are regularly addressed by Head Start programs. Maintains that improved health benefits and school readiness skills provided to children through Head Start proves the program's effectiveness. Explains that the "Synthesis Report" speaks to these benefits to children. States that benefits need to follow children through the school system.
260	Rep. Winters	Comments that parent involvement is an important component to school readiness.
262	Zigler	Concurs. States that parental involvement is one of the great success stories of Head Start.
300	Chair Kruse	Notes that Prineville, Oregon is a "School of the 21 <sup>st</sup> Century" new demonstration site. Asks about the process for adding demonstration sites to the program.
308	Zigler	Responds that Yale's Bush Center sometimes works with an entire state. Explains that the Bush Center contracts with schools that make contact and ask

		for help. States that his staff has created a network of schools involved in implementing Family Centers. Indicates that his staff in Connecticut is interested in following Prineville's success and is prepared to help in any way they can. Advises states to start with a model school and then implement programs in blocks of schools.
338	Rep. Krummel	Asks if Kentucky's youth services centers are funded by education dollars.
327	Goodlett	Responds affirmatively. States that the Kentucky Legislature set up KERA so that the budget comes from the education department and the administration is part of the Cabinet for Families and Children. States that this partnership works well.
366	Rep. Krummel	Asks about the funding of Kentucky's after-school programs.
376	Goodlett	Responds that funding exists for the Family Resource programs providing after-school activities and care for children age 4 to 12 years. Explains that youth service centers spend time figuring out programs that encourage teenagers to become involved in positive social activities. Explains that the Kentucky legislature did not mandate after-school activity programs for teens; however, most of the youth services centers have implemented some kind of after-school program because their positive impact has been dramatically felt by many youth agencies.
415	Rep. Krummel	Asks if the Kentucky statute provided to the committee represents the entire program.
422	Goodlett	Responds that the statute before the members is not in correct page order but is complete.
425	Zigler	Explains that the most successful models have had the support of their state legislature. Discusses successful models that are funded by parent fees.
<b>TAPE 58, B</b>		
015	Zigler	Discusses successful programs in Connecticut and Missouri that took the preschool aspect of the program state wide.
018	Chair Kruse	Comments on the model in Missouri, that started without any public dollars, became a success with the involvement of parents and the community.
030	Zigler	Concurs and states that the first school in Missouri to implement a family resource program started with four parents in one school. The idea was so successful that in six months there were four hundred parents involved.
040	Chair Kruse	Asks Goodlett about the legislative battles that took place in Kentucky when funds had to be shifted from human resources to education.

044	Goodlett	Responds that there were no battles or behind the scenes controversy. Explains that the Kentucky Education Reform Act could not have been implemented if there had not been a raise in taxes.
060	Chair Kruse	Thanks Dr. Zigler and Mr. Goodlett for presenting the committee with such important testimony.
065	Sen. Shannon	Senate District 15, testifies in opposition to family resource centers partnering with school systems. States that she sat on the 1995 Senate Education Committee which worked on HB 3565 that set about reforming education in Oregon. Explains that the Senate committee used HB 3565 to remove links between family resource services and schools. Comments that "we have been experimenting with children long enough." Refers to the definition of The School of the 21 <sup>st</sup> Century, EXHIBIT A, page 9, and states that schools are not social service agencies where people show up for drug and alcohol counseling. States that schools are only for educating children.
100	Sen. Shannon	Refers to EXHIBIT B, page 2, and discusses family resource centers and youth services centers as having components that are not appropriate for partnering with schools. States that health services connected to family resource centers have the potential for implementing needle exchange programs, which will bring drug addicts into the schools looking for sterile needles. Maintains that family resource centers want to provide alcohol and drug abuse counseling which will bring alcoholics to the hallways of school buildings. Refers to EXHIBIT B, page 3, and states that schools are not responsible for decreasing drop-out rates, they are simply responsible for educating children. States that there was no relationship found between American College Testing (ACT) scores and youth services centers. Believes that schools have the sole responsibility to prepare children for national testing in order to be competitive in the nation's college and job markets.
150	Sen. Shannon	States that Dr. Zigler's written testimony refers to outcomes of "improved academic performance" but does not report that improved academic performances manifested. Discusses the Kentucky Instructional Results Information System (KIRIS) state test. Relates her concern of states trying to change the social attitudes of children without addressing academic standards. Refers to Dr. Zigler's written statement that "results are mixed as to whether family resource centers support improved academic performance." Comments that bringing the employment department into the school system is inappropriate and creates additional social problems for children attending classes in that school. States that charter schools are going to become the future of education if social service offices are allowed to set up house in public schools.
205	Rep. Winters	Asks how different a family resource center, as described by Dr. Zigler and Sandy Goodlett, is from the school of the past that was the center of community activity.
210	Sen. Shannon	Responds that schools of the past had the sole objective of teaching children academics. States that there were no welfare programs providing job training and food stamps to single mothers, or counseling for drug addicts.
225	Rep. Winters	Comments that Pennsylvania has a program where probation officers are in the

		schools working with youth on probation. Asks Sen. Shannon if she agrees with this idea.
228	Sen. Shannon	States that the release forms that family centers ask parents to sign, which allow the sharing of information, are misleading and manipulative and take all control away from the family. Does not agree that parole officers should have access to student files.
242	Rep. Krummel	Comments that the time frame from 3:00 PM to 6:00 PM has been shown to be an at-risk time for youth crime. Asks if Sen. Shannon believes that schools are in the best position to deal with child care and after-school programs.
255	Sen. Shannon	Responds that a Molalla school rents space to a day care program and this situation works out very well. States that education dollars should not be spent on the provision of day care.
272	Rep. Krummel	Believes that, because of disconnects between agencies and systems, the state ends up paying for services twice. Comments that getting human resources and education to the same table could eliminate duplication of some services.
281	Sen. Shannon	Responds that education is for teaching children academics and increasing academic scores. Asks the question "Where has the family center program worked to raise academic scores?" States that there is a difference between social service offices providing welfare services and private day care programs renting space in a school building.
309	Rep. Krummel	States that state dollars could be freed up if school infrastructures were accessed by state agencies. Uses the example of human resource dollars being used to provide after-school programs for juvenile offenders.
326	Sen. Shannon	Agrees that after-school activities are important. Maintains that social service programs in the schools will rob students of the pure experience of acquiring an education. Emphasizes the need for assessing whether or not a family resource center has accentuated the intellect of students and raised a school's national test scores.
370	Chair Kruse	Introduces the video tape of Sharon Lynn Kagan that was recorded at the Early Childhood Day Committee meeting, March 15, 1999, at noon in hearing room 347. Notes for the committee that Dr. Kagan's written testimony has been provided to each member ( <b>EXHIBIT C</b> ).
<b><u>VIDEO PRESENTATION</u></b>		
380	Sharon Lynn Kagan Ed.D.	Video tape presentation begins ( <b>EXHIBIT D</b> ).  *NOTE, the video presentation is inaudible on the audio tapes (#58-60) for this meeting.



**TAPE 59, B**

001	Kagan Video	Video presentation continues.
100	Kagan Video	Video presentation continues.
150	Kagan Video	Video presentation continues.
220	Rep. Piercy	Thanks the Chair for making the video available to committee members and the public. States her appreciation of the information that has come before the committee regarding the needs of children.
232	Chair Kruse	Opens a public hearing on HB 2529.
<b><u>HB 2529 PUBLIC HEARING</u></b>		
233	Janet Carlson	Committee Administrator, summarizes the bill and discusses the meeting that took place at the State Commission on Children and Families where a motion was made and a vote was taken to focus new initiatives on early childhood primary prevention activities. Explains that during a meeting on December 4, 1998, there was discussion around a request from the governor that the commission take responsibility for early childhood issues in Oregon. <b>(EXHIBIT E)</b>
273	Carol Stiles	Director for Early Childhood Programs in Central Oregon, Chairs the Oregon Early Childhood Advisory Committee, presents testimony in opposition to HB 2529. States that Oregon has worked hard to address "turf battles" among the various players involved in childhood issues. Explains that language in the bill such as "oversee" and "coordinate" may regenerate turf battles. States her concern for placing additional responsibilities on understaffed and underfunded local commissions.
320	Judy Newman	Chair, Oregon Interagency Coordinating Council, Lane County, testifies in opposition to HB 2529. Discusses meetings involving three state advisory committees that focused on identifying common outcomes and standards for children's programs. States that HB 2529 could have a negative impact on state and local collaboration efforts. Explains that each county has a different group assuming a leadership role. States that any legislation that the advisory committees support must nurture and build on local strengths and partnerships. States that the bill, as it is written, leaves out child care and health services.
380	Chair Kruse	Comments that HB 2529 is a place holder bill with a great relating clause.
386	Mark Nelson	Public Affairs, Oregon Head Start, testifies in opposition to HB 2529. Expresses concerns of giving programmatic control of education programs to local commissions. States that collaboration and integration are the best way to go.

430	Velma Hartwig	Harlan County, submits and presents written testimony in opposition to HB 2529 ( <b>EXHIBIT F</b> ). Has raised eight children and was a working parent much of the time. States that child care was a great source of concern for her. Believes that there are many good aspects to Head Start programs that assist children in being ready to learn as they enter school. Explains that her concerns center on the state government asserting power over parents with mandates that their children be involved in services and programs from the age of six months.
<b>TAPE 60, A</b>		
015	Hartwig	Discusses her view that the relationship that parents have with their children, and the time parents spend with their children, are most important. Refers to her written testimony, EXHIBIT F, and notes that agencies are deciding that parents need resocializaion to fulfill their roles as parents. States her concern for this kind of governmental attitude. Expresses grave concern that Services to Children and Families (SCF) representatives are in the schools. Believes that HB 2529 allows the state too much control over the lives of families.
079	Chair Kruse	Explains that the reason HB 2529 was given a public hearing was to bring forward the relating clause. States that he will not move the bill forward as it is written. Closes the public hearing on HB 2529.
095	Chair Kruse	Adjourns the meeting at 3:10 PM.

Submitted By, Reviewed By,

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

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## **EXHIBIT SUMMARY**

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**A ñ Written testimony regarding Dr. Edward Zigler and the School of the 21<sup>st</sup> Century, staff, 18 pp.**

**B ñ Written testimony regarding Robert Goodlett and the Kentucky Family Resource and Youth Centers, staff, 11 pp.**

**C ñ Written testimony regarding early childhood issues, Sharon Lynn Kagan, staff, 6 pp.**

**D ñ Video tape, presentation of testimony by Sharon Lynn Kagan, Early Childhood Day at the Oregon Capitol, staff.**

**E ñ HB 2529, written information regarding OCCF, Juvenile Justice Committee Minutes, and legislative summary, staff, 7 pp.**

**F ñ HB 2529, written testimony in opposition, Velma Hartwig, 1 p.**