

SENATE COMMITTEE ON EDUCATION

February 14, 1991

Hearing Room 343 3:00 p.m.

Tapes 18 -19

MEMBERS PRESENT: Sen. Shirley Gold, Chair Sen. Bill McCoy, Vice Chair  
Sen. Joan Dukes Sen. Peter Brockman Sen. Ron Grensky Sen. Paul Phillips  
Sen. Cliff Trow MEMBERS EXCUSED: Sen. Shirley Gold STAFF  
PRESENT: Jan Barga, Committee Administrator Angela Muniz, Committee  
Assistant

MEASURES HEARD: SB 110 - PREKINDERGARTEN PROGRAMS - PH SB 114 - CHILD  
CARE - PH SB 115 - CHILD CARE - PH SB 181 - COMMUNITY COLLEGES - WS SB  
117 - VOCATIONAL EDUCATION - WS - These minutes contain materials which  
paraphrase and/or summarize statements made during this session. Only  
text enclosed in quotation marks report a speaker's exact words. For  
complete contents of the proceedings, please refer to the tapes. - TAPE  
18, SIDE A

005 SEN. MCCOY: Calls the hearing to order at 3:15 p.m.

SB 110 - PREKINDERGARTEN PROGRAMS - PUBLIC HEARING: Witnesses: Norma  
Paulus, Superintendent of Public Instruction Ruth Hewett, Board of  
Education Judy Miller, Department of Education Sharon D.R. Gray,  
Executive Department

015 NORMA PAULUS, State Superintendent of Public Instruction: Presents  
information on School Age Child Care (EXHIBIT A). Comments on Oregon  
Head Start program. It provides for 919 children. That is considerably  
less than the 15,000 that are eligible in Oregon. The Education  
Department supports the program and is actively seeking funds for it.  
Both the Board of Education and the Education Department agree that  
their top priority will be Early Childhood Senate Cmnm;ttP~ on Education  
January 20, 1991 - Page 2

Development. Has filed the position of an Early Childhood Specialist. Is  
eager to get to the budget process and hopes Ways and Means has as much  
commitment to Early Childhood Development as the department does.

070 SEN. TROW: Ways and Means has a longstanding commitment to Early  
Childhood Education, but there are a lot of budget problems throughout  
the spectrum. We need additional revenue.

PAULUS: Supports SB 110, and will do everything possible to get closer  
to meeting goal of serving the 15,000 eligible children. Don't have  
enough money to do everything. Various committees have asked the  
department to assume responsibility for programs that are not funded in  
the governor's proposed budget or are funded by lottery funds. Is afraid  
will have to go before Ways and Means and ask which programs are most  
important. If we cooperated and set up a priority list, could make the  
most of what few general fund dollars there are. The lottery funds have  
been spent a hundred times over already.

SEN. TROW: So have the general funds.

105 RUTH HEWETT, State Board of Education: Board has highlighted this  
area as a top priority. It is also a national priority of having  
children ready to attend school. The affect it has on families is part  
of the success of the Head Start program. The increase in parent's  
self-esteem helps them encourage their children. Many of the children  
served in this program qualify for Early Intervention funds.

PAULUS: Knows that Oregon will get \$15 or \$16 million from a block child care grant. Can use that money for these programs, but will need to develop a priority list with the two Education Committees to advise Ways and Means on spending that money.

160 SEN. MCCOY: What is the fiscal impact for this bill?

JUDY MILLER, Assistant Superintendent for Student Services, Department of Education: Has tried to project costs to fully fund prekindergarten programs by 1999. Using current figures of cost per child, adding an increase each year for cost of living, and taking the number of children to serve, are looking at about \$54 million a year by 1999. Program has large costs but also large benefits. National and state research shows the state would get a cost-benefit from that investment. The national data shows about a \$6 dollar benefit for every dollar invested. Can show significant gains for the children in the program now. At least 25% of the children in the program are minority children. Coupled with services from migrant and Indian Head Start and federal Head Start, the state is reaching large numbers of minority children. Twelve to 14% of the children are handicapped.

198 SEN. GRENSKY: The prekindergarten program is a general fund allocation. It isn't just an education issue; it overlaps with human resources and public assistance. Is there any thought to getting funds from other state agencies to help fund this program?

MILLER: Has not explored the area of using other monies from other agencies but do use resources from other agencies, such as health division assistance and child care assistance.

SEN. GRENSKY: More services than you would normally get?

There minute. contain materials which paraphrase and/or rumnurize datementts made during this session. Only text enclosed in quotation marks report a speaker's exact words. For complete contents of the proceedinga, pbaee refer to the tapea. Se~ate Commiçtee on Education January 20, 1991- Pcge 3

MILLER: It's not more than you would normally get, but there is an active effort made to find services for families in the program. It is the effort to find the services that encourages parents to move off of public assistance.

SEN. GRENSKY: Prekindergarten is a separate program, but it is going to ask for \$54 million in addition to the money allocated to other agencies and services. Is there any way or desire to tap into other agency budgets?

250 PAULUS: The department has a responsibility to move forward because it can expand the program. The \$54 million is how much it would cost to serve all the eligible people. Doubts the Education Department could go to another agency to get money because the agencies are not getting money for these issues.

SEN. GRENSKY: Aren't we pushing to put lottery money into this program?

PAULUS: The governor's proposed budget allocates lottery money for the program. Thinks that is shaky because so many other programs want the lottery funds.

SEN. TROW: In the long run when this program has an effect on children, we will see reductions in other agencies' budgets. It is cost effective.

305 PAULUS: Wishes some of the money that was put toward building prisons was put to these preventative programs. The state and the nation do not have its priorities in order. Has been fighting for this shift in funds since 1973.

SEN. TROW: Theoretically you are right, but because of signals from the community about the crime problem, we needed to build prisons.

PAULUS: Is willing to take a public stand on the need to fund these programs first.

BARGEN: Participated in discussions with the Department of Education and Department of Human Resources staff about ways to experiment in case management. Tried to find ways to bill Human Resources Department for services a child receives in the prekindergarten program.

380 SHARON GRAY, Policy Assistant for Early Childhood Issues, Executive Department: Expansion of the Oregon Prekindergarten Program is a high priority for the governor. The governor is in full support of SB 110. Gray has worked in the classroom with third graders and has seen the effects of the program on children. Educators also see the value of the Head Start and prekindergarten programs. Roberts has propose \$10.7 million from the lottery fund for the program as a first step toward expansion.

SEN. GRENSKY: How come so little is allocated for prekindergarten in the governor's proposed budget?

GRAY: Do need a lot more to implement the program fully in 1999. Because of Measure 5, the governor couldn't propose as much money as she would have liked for a number of programs.

Senate Committee on Education January 20, 1991- Page 4

445 SEN. TROW: Have you checked with the Attorney General to see if it is an appropriate way to spend lottery money.

GRAY: Former Governor Goldschmidt had a similar interest in using lottery funds for this. Did receive an opinion from the Attorney General's Office that it was not necessary to go to the voters and the program could be funded with lottery dollars.

SEN. TROW: When the Legislature discussed building the prisons, were told that on-going program couldn't be funded with lottery money. This seems like it is an on-going program.

TAPE 19, SIDE A

SB 114. SB 115 - CHILD CARE - PUBLIC HEARING: Witnesses: Bob Castagna, Oregon Catholic Conference Nancy Monroe, Citizen Amalia Hernandez, Citizen Adriana Cardenas, Commission on Agricultural Labor Marilyn Lane, Department of Education Colleen Derud, State SchoolAged Child Care Project Judy Miller, Department of Education

029 BOB CASTAGNA, Director, Oregon Catholic Conference: Seeks

clarification on some issues rather than in support or opposition of the bills. Understands the programs in the bills may receive federal child care dollars. A major thrust of that legislation was to give the parents a wide choice of child care providers. Would parents be able to chose from church day care providers as they can under the federal legislation? If the legislation is to expand on the federal law, then people should be able to chose from church day care providers. About one-third of day care provided in the nation is provided by churches. Some of the criteria in the bill may eliminate church day care as an option. -- Section 1 describes a child care program in conjunction with a state or federally funded prekindergarten program. Does that mean the entity would have to provide a Head Start program?

SEN. TROW: Would a church-related program be a non-profit entity.

CASTAGNA: It would, but there may be Oregon constitutional concerns about a church receiving state funds. Under the federal law, the parent receives the federal money and then directs it to the program. Reads the language in the bill to say it would be the non-profit entity that receives the money.

SEN. TROW: The language doesn't says that exactly. It says that a school district or non-profit entity may establish a child care program.

SEN. MCCOY: Most child care programs receiving federal funds are private.

087 CASTAGNA: Doesn't know how funds flow from the federal government to child care. Under the new program, the parents are to be given the free range of day care options with income level the main criterion. Senate Committee on Education January 20, 1991- P - e S

SEN. TROW: Let's have staff check into the language and make sure church-related day care is included without changing the emphasis of the bill.

SEN. MCCOY: We should check out the bill before we discuss it more.

CASTAGNA: Has similar concerns with SB 115 in the criteria mentioned in Section 2.

SEN. MCCOY: Staff will also check out that language.

SEN. PHILLIPS: Does the federal program allow for direct payment to religious organizations that provide these services or does it go to the recipient first?

CASTAGNA: The money is directed to the parent who then chooses the institution and the type of day care.

SEN. PHILLIPS: Questions that the state would be able to subsidize any religious agency unless it had some kind of non-profit program.

SEN. MCCOY: We'll have it checked out.

156 CASTAGNA: Summarizes concerns.

NANCY MONROE, Citizen: Presents testimony from personal experience in child care in support of SB 114 and SB 115 (EXHIBIT B). In response to the previous testimony: The plan for the federal child care dollars is

in process. Not sure what it will say, but there will be money for parental choice and vouchers as well as money for programs. Doesn't think there will be a problem. Introduces a parent from a Washington County center that does not receive federal or state funds.

Monroe translates for the witness who only speaks Spanish.

AMALIA HERNANDEZ, Citizen: Is happy with experience at the program. Learned parent training and the center refers her to other services such as medical help, work information and English classes.

259 MONROE: Taking care of children is much more than just taking care of children. It includes working with the families. That is especially true with this population. Child care centers are crucial to hooking the families up with English classes and health care.

HERNANDEZ: Children are prepared for kindergarten and the child care program is better than a babysitter.

MONROE: Would like the committee to recommend that this is a good idea, and it is a good prevention tool that collaborates with the prekindergarten program without supplanting existing programs.

ADRIANA CARDENAS, Program Manager, Governor's Commission on Agricultural Labor: Supports SB 114 and SB 115 and the amendments presented by the Child Care Senate Committee on Educaboo January 20, 1991- Page 6

Commission. Concerned with lines 9 and 10 in SB 115. It specifically says migrant children are eligible in the summer, and it could imply they are not eligible any other time of the year. Would like it to be clarified.

299 SEN. GRENSKY: You mentioned Medford's child care program was closed down. Where was the funding from that coming from?

MONROE: The Child Care Unlimited program hasn't been closed down yet. It will be though. It was funded through the Department of Human Resources, the CSD mobile migrant child care program.

SEN. GRENSKY: Why is it being cut?

MONROE: Believes it is because of Measure 5. The cut is recommended in the Governor's budget which will come before the Legislature.

320 MARILYNN LANE, Associate Superintendent of Special Projects, Department of Education: Testifies in support of SB 114 and SB 115. Agrees that the bills should be referred to Ways and Means so that all funding possibilities are explored. Other sources of funding may be the Title 4A funds which provide child care subsidy dollars for families at risk of going on public assistance.

SEN. GRENSKY: How do the after school child care programs work?

381 COLLEEN DERUD, Coordinator, State School-Aged Child Care Project: The school-based programs often use gymnasiums as the housing location. It's the effort of the providers to make the location as comfortable and active as possible so the children aren't just warehoused. SEN. GRENSKY: So it varies from community to community and depends on how much you have to spend and how many kids are in the program. How do the kids get home? Are there set times when they arrive and leave? DERUD: Before

school the children stay in the program until school begins or until they are transported by bus to other schools in the area. After school they come from their class or other schools until 5:30 or 6:00 when the parents pick them up. SEN. GRENSKY: Has a problem that the program will only be available to low-income families. DERUD: The program would subsidize the low-income families who could not afford the cost of the care. The intent is not to deny access to children who need after school care. 463 SEN. GRENSKY: Will look into the bill. Where is the line on income, though? Some one on side of the line have to pay the whole cost, others don't. Has a problem with that.

TAPE 18, SIDE B

033 SEN. DUKES: If we can get more people into child care programs, there may be more Senate Committee on Education Jsnuary 20, 1991 - Page 7

programs available. There are parts of the state where you can't find it usually because there aren't enough families able to participate, particularly in rural areas.

SEN. PHILLIPS: This isn't just a rural versus urban issue. His district is highly suburbanized and there is an access problem.

BARGEN: In regards to this being a vehicle for Ways and Means to examine other sources of funding. Do you think it is advisable to suggest a number or amount for Ways and Means?

DERUD: Don't know. The need is great. . SEN. MCCOY: Figure out how many people you are going to care for then suggest a figure because it has to be there.

SEN. GRENSKY: Doesn't read the bill the same way it is intended. It doesn't say families other than those that are low income can participate.

065 DERUD: The bill doesn't say that the only children who can attend are low income. Areas with a predominance of low-income families don't have any programs, so the bill would assist getting those programs off the ground.

SEN. GRENSKY: Think we're trying to accomplish the same things but we don't agree on the language.

JUDY MILLER: Both of these bills are places where we can collaborate on a sensible approach to meeting low-income families child care needs. The 'wrap-around' child care programs are needed. The need is much greater than is r flected in the funding and services provided. Have a grant to look at programs for ways to efficiently provide services.

126 SEN. TROW: There seems to be a maze of proposals. Isn't there some way to get them all together in one program rather than in all the components, so that we know what we're funding?

MILLER: Has given some thought to that. Superintendent Paulus does want some consolidation of those programs. Want to make sure person receiving the service doesn't see all the pieces but the different levels of services they can access. Would like to see programs joined, but it is a difficult process.

SEN. PHILLIPS: Already there have been six or seven projects mentioned today with very similar missions. It is absurd not to have one umbrella agency for these programs. We're burning a lot of energy on things we don't need to. It would be easier with one agency.

LANE: Superintendent Paulus would agree. Need to address that concern. Has been working on a list of existing Early Childhood programs.

173 SEN. DUKES: As a single parent, has looked for programs for children to enhance their lives. There is no central resource to find out about programs. Are you interested in coordinating anything like that? Senate Com ee on Education January 20, 1991- Page 8

DERUD: The state is developing a Child Care Resource and Referral Office that has a Marion, Yamhill and Polk county referral agency designed to provide child care assistance to parents. Want to provide answers about resources for children. SEN. DUKES: That's great, but it's just for three counties. DERUD: Do have 16 service areas in the state. There is state funding for more than half of them. SEN.GRENSKY: Shouldn't have to create another bureaucracy to get through the system. Should condense the system so it is easier to find programs. DERUD: Speaking about two different types of systems: a state bureaucracy and local programming. SEN. DUKES: Couldn't they all come together someplace? DERUD: Doesn't know how to at a local level. SEN. DUKES: Isn't there anyone in the bureaucracy that cares enough about children ages birth to 12 that are concerned that the best happens to them so that what is available to them is known. DERUD: Are a lot of people in different areas that care very much for children. At a state level, do need more coordination. Doesn't know how to answer that at a local level other than to have someone who works for parents find the services. 250 SEN. DUKES: Afraid not using existing programs to the best of their ability because people can't find them.

MILLER: At the state level SB 1018 established a committee to look at state agency budgets and coordinate some of the services. The next step is eliminating some of the boundaries and bringing programs together. SEN. MCCOY: Asks the new Early Childhood Specialist from the Department of Education if she would like to testify. For the record, the committee received testimony from Oregon School Employees Association (EXHIBIT C). SB 181 - COMMUNITY COLLEGES-WORK SESSION: 318 BARGEN: Summarizes testimony presented in the public hearing on the bill. 325 MOTION: Sen. Trow moves to send SB 181 with a Do Pass recommendation to Ways and Means by prior reference. VOTE: In a roll call vote the motion passed 5-0-2. Voting AYE: Sen. Brockman, Sen. , Sen. Dukes, Sen. Grensky, Sen. Trow and Sen. McCoy. Excused: Sen. Phillips, Chair Gold. Senate Commiltee on Education January 20, 1991- Page 9

SB 117 - VOCATIONAL EDUCATION - WORK SESSION:

BARGEN: Presents amendments to SB 117 proposed by Mike Holland and the sponsors of the bill (EXHIBIT D).

361 MOTION: Sen. Trow moves to adopt the proposed amendments to SB 117. VOTE: In a voice vote there were no objections.

390 MOTION: Sen. Trow move to send SB 117 as amended with a Do Pass recommendation to Ways and Means by prior reference. VOTE: In a roll call vote the motion passed 5-0-2. Voting AYE: Sen. Brockman, Sen. Dukes, Sen. Grensky, Sen. Trow, Sen. McCoy. Excused: Sen. Phillips, Chair Gold.

SEN. MCCOY: Adjourns the hearing at 4:35 p.m.

Submitted by:  
Assistant

Reviewed by: Angela Muniz  
Administrator

Jan Bargaen

EXHIBIT LOG:

A - Information: School Age Child Care - Norma Paulus - 4 pages B -  
Testimony on SB 114 and SB 115 - Nancy Monroe - 2 pages C - Testimony on  
SB 115 - Mari Ann Gest - 11 pages D - Amendments to SB 117 - Staff- 1  
page

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