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Report to the State Board of Education

ON

Early Childhood Education

Early Childhood Education Committee

Minnesota State Department of Education

December 9, 1974

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STATE OF MINNESOTA

Education

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## INTRODUCTION

This document represents the completion of an assignment from the State Board of Education to bring recommendations on early childhood education back to the board of education for board action. At the December, 1973, meeting of the State Board of Education the following motion was passed:

#### Board Charge

...that the Commissioner request the staff to prepare a recommendation for board action on an early childhood education policy including procedures for developing desired assessment, educational objectives and services; the proposal should include costs, and all Department of Education personnel involved with any aspect of preschool programs should be consulted or included.

Commissioner Howard B. Casmev appointed a committee on early childhood education on December 28, 1973. The Early Childhood Education Committee (ECEC) was chaired by Assistant Commissioner E. Raymond Peterson from the Division of Instruction. Membership of the committee can be found in the Appendix on pages 42 through 43.

#### Activities of the ECEC

The committee's work has largely been confined to intra-department dialogue about where the State Department of Education is at present in the area of early childhood education, where we might want to be in the future, and different approaches we might take to reach our desired goals.

Inter and intra-department survey. In an attempt to determine what activities in early childhood education are presently being undertaken within the Department of Education and in other state agencies, a checklist was prepared. This checklist is included in the Appendix on pages 44 through 51. From the survey the ECEC hoped to obtain an overview of what services were being carried out by legislative mandates, by department regulations, or by historical evolution to meet the needs in the field. The information from this survey has not been compiled at the writing of this report.

Survey to school superintendents. To assess the extent of services presently being provided by LEA's prior to Kindergarten attendance, a survey was sent to 443 school districts. By July the ECEC had received replies from all but 169 of them. Through a follow-up mailing in August responses were received from a total of 370 school districts. While the information has not been tabulated as yet, only 41 superintendents reported that no services are available through the public schools for children prior to Kindergarten. The extent of services will not be known until further study is done on the data received. A copy of the superintendent's survey can be found in the Appendix on pages 52 through 55.

The ECEC did not consider the amount or type of training in early childhood education which is presently being conducted throughout the state in higher education institutions. The diversified programs proposed by the ECEC are not necessarily related to present training programs in operation within our state.

**ROLE OF THE STATE EDUCATION AGENCY**

## Role of the Education Agency

The ECEC delineated those responsibilities that fell uniquely to educators while at the same time maintaining an awareness that comprehensive services for children and families require cooperation and coordination among many agencies.

### Definition of Early Childhood Education

Early childhood education is defined by the ECEC as educational programs and services for four age groups:

1. Young children from birth to age seven, the age of mandatory attendance at school.
  - a. Programs for all children: handicapped, disadvantaged, and normal.
  - b. Programs within a variety of models: center-based, home-based, parent-implemented.
2. Secondary Students
  - a. Education for parenthood.
  - b. Career exploration in work with young children.
3. Post-secondary Students
  - a. Job training in careers with young children.
4. Adults
  - a. Knowledge of child development.
  - b. Child rearing techniques.
  - c. Parent guidance.
  - d. Parent counseling.
  - e. Educational strategies for enhancing the development of children.

The ECEC was of the unanimous opinion that educational programs are the responsibility of the SEA and the LEA. Because every child and family is more likely to come in contact with the LEA than any other community agency, the ECEC saw education as the most appropriate coordinating agency to ensure that gaps and overlaps in health, education and welfare services for children and families did not occur.

Martin (1974) cites some of the arguments in favor of the public schools as a delivery system for services to children and their families.

- There is a broad local and state fiscal base already extant for the schools
- The education system has the capability of setting standards, certifying and regulating
- Preschool services are presently being provided for handicapped children through the public school in many states and a parallel system in another agency should not exist for nonhandicapped children.

## Coordination with Health, Welfare, OEO

It was the consensus of the ECEC that each agency in state and local government has primary responsibilities for some aspects of the comprehensive services offered to families with young children. Health and welfare agencies need to be the primary providers of the following services:

- a. Child Care
- b. Health
- c. Nutrition
- d. Social Services

Congress has appropriated federal monies to the Office of Economic Opportunity (OEO) for programs to serve disadvantaged children and their parents in community action programs such as Head Start.

Education has a supportive role to play with each of these agencies. At times education can be the referral agency, at other times education can cooperate in implementing recommendations of other agencies. As programs from one agency begin to complement those of another, the total needs of families will be served.

## State Planning Agency

The State Planning Agency has had a one-year grant from the Federal Office of Child Development for FY 1973-74 to provide the Governor's office and the legislature with recommendations for meeting needs of children and families and for alternatives for coordinating services for young children under six in Minnesota. The grant for the Child Development Planning Project was spent to accomplish three tasks:

- a. To develop a data format and collection of information system about services for children under the age of six.
- b. To assess the needs for services.
- c. To develop alternative plans for meeting needs and coordinating services in our state.

Although there is continued funding from the Federal Office of Child Development to the State Planning Agency for the Child Development Planning Project, recommendations have been made. A summary report on the recommendations can be found in the appendix on pages 56 through 58.

The recommendations are related to two findings:

1. There is no coordinated planning at the administrative level for the more than 50 services provided to children and families by four state agencies; there is limited cooperation among state agency program personnel in 30 program offices.

Interim recommendation. The establishment of an interagency committee on young children and their families made up of persons from the four state agencies serving children under six (Health, Education, Welfare, and the Office of Economic Opportunity) and three other representatives from state government (the Governor's Office, Administration, and the State Planning Agency). This interagency committee would serve through FY 1975.

Long-term recommendation. The establishment of a separate office for young children and their families within the Human Services Unit within a reorganized state structure or in the Governor's office.

2. There is no coordinated public policy regarding young children and their families in Minnesota against which to evaluate existing services or the need for new programs.

Recommendation: The establishment of a study commission to develop in one year a public policy statement regarding young children and their families. This commission would be made up of one-third parents and two-thirds representatives (e.g., public officials, organizations concerned with children, and providers of services).

**PRESENT ACTIVITIES OF THE SEA**

## Present Activities

Monies, programs and services administered within the Department of Education for early childhood education as defined by the ECEC include the following:

### 1. Programs for Children 0 to 5

- a. Division of Special and Compensatory Education
  - Special Education (federal, state & local funds)
  - Title I (federal & local funds)
  - Migrants (federal funds)
- b. Division of Planning and Development
  - Council on Quality Education (state & local funds)
  - Title III (federal & local funds)
- c. Division of Vocational-Technical Education
  - Children participating in secondary and post-secondary training of students (federal & state funds)
- d. Division of Administration
  - Child Nutrition (federal funds)
- e. Division of Instruction
  - Consultant Service (state funds)

### 2. Programs for Children 5 to 7

- a. Division of Special and Compensatory Education
  - Special Education (federal, state & local funds)
  - Title I (federal, state, & local funds)
  - Migrants (federal, state & local funds)
- b. Division of Instruction
  - Elementary Unit (state funds)
- c. Division of Planning and Development
  - Council on Quality Education (state & local funds)
  - Title III (federal & local funds)
- d. Division of Vocational-Technical Education
  - Nutrition education (federal funds)

### 3. Programs for Secondary Students

- a. Division of Vocational-Technical Education
  - Secondary courses in consumer homemaking and career exploration (federal, state & local funds)
- b. Division of Instruction
  - Courses in social studies classes (state funds)

- c. Division of Planning and Development
  - Council on Quality Education (state & local funds)
  - Title III (federal & local funds)
- 4. Programs for Post-secondary Students
  - a. Division of Vocational-Technical Education
    - Job training (federal, state & local funds)
- 5. Programs for Adults
  - a. Division of Instruction
    - Community Education (state & local funds)
  - b. Division of Vocational-Technical Education
    - Programs for low-income persons (federal, state & local funds)
  - c. Division of Planning and Development
    - Council on Quality Education (state & local funds)
    - Title III (federal & local funds)

Present Legislation for Children from Birth to Age 7

Mandatory Legislation. (The district must provide services.)

- A. Type of Child (M. S. 120.06 Subd. 1 and M. S. 120.03)
  - 1. All children who are five by September 1.
  - 2. Children who are four and handicapped in any disability area except mental retardation.
  - 3. Children who are five and who are retarded.
- B. Type of Funding (M. S. 124.17 Subd. 1)
  - 1. A half-unit of state aid is allowed for children in categories A-1, A-2 and A-3 above.
  - 2. Children who are at academic levels above kindergarten receive a full-unit of state aid.

Permissive Legislation. (The district may provide services.)

- A. Type of Child (M. S. 123.235 Subd. 9 and M. S. 120.03)
  - 1. Nursery school and head start children.
  - 2. Handicapped children beginning at birth and continuing to the age of mandatory legislation (see above), ages 4 or 5.
- B. Type of Funding (M. S. 124.17, Subd. 1)
  - 1. No funds are allocated for category A-1.
  - 2. A half-unit of state aid is allowed for children in category A-2.

Present Sources of Funding

There are a variety of sources of funding for programs in early childhood education. Detailed descriptions of these sources can be found in the Appendix on pages 59 through 63.

### Present Opinions on Funding Programs for Young Children

The opinions of Minnesota citizens were collected for the philosophy and goals of the SEA. Table 1 shows the responses of citizens to Guarantee One.

### Public and Private School Responsibilities

There are two charts in the Appendix on pages 64 and 65 which show the responsibilities of the SEA in relationship to both the public and private school programs for children. For some age groups of children there are overlapping responsibilities from two state agencies. For other groups of children there are no agencies assuming responsibility for any aspects of the programs.

### Review of Materials Presented in March

In its progress report to the State Board of Education on March 28 the ECEC reported activities related to the Early Childhood Identification and Education bill passed by the 1974 legislature. A copy of the bill and excerpts from the March report are found in the Appendix on pages 66 through 68.

Also in the March report were descriptive materials related to programs and activities carried out by the State Department of Education. These, too, are included in the Appendix on pages 69 through 72.

Table 1

Minnesotans' Responses to Guarantee One

Public Opinion Poll Question

I would like you to tell me if you would approve or disapprove if some of your tax dollars were spent to provide this program, tuition-free, to Minnesota residents:

A preschool program to teach the basic skills and understanding that are considered to be necessary or desirable for children entering school. Designed especially for children under age 5 who, through appropriate testing procedures, are found to lack certain skills ... and for children for whom a prekindergarten program would help prepare them for the regular school program.

PROBE TOTAL	AREA		SEX		AGE				INCOME			EDUCATION					
	TWIN CITIES	OUTSTATE MINN	MEN	WOMEN	UNDER 35	35-49	50-64	65 OVER	UNDER \$5000	\$10000 \$9999	\$15000 \$14999	NOT GRAD	HS GRAD	HS POST			
*	**	*	*	*	**	*	*	*	**	*	**	*	**	*	**	*	**
BASE FOR PERCENTAGES-SAMPLE	995	485	510	414	581	360	238	212	184	198	237	262	226	296	364	333	
APPROVE	67%	72%	62%	69%	65%	78%	65%	61%	53%	57%	67%	70%	71%	60%	69%	70%	
DISAPPROVE	29%	26%	32%	29%	29%	21%	33%	36%	32%	31%	30%	29%	26%	30%	29%	28%	
DON'T KNOW/NO OPINION	4%	2%	6%	3%	6%	1%	3%	3%	15%	13%	3%	1%	4%	10%	2%	2%	

Regional Questionnaire Item

Would you approve spending your tax dollars to provide tuition-free education programs for children under age 5 who need such a program and whose parents give permission for attendance?

PROBE TOTAL	AREA		SEX		AGE				INCOME			EDUCATION					
	TWIN CITIES	OUTSTATE MINN	MEN	WOMEN	UNDER 18	18-34	35-49	50-64	65 OVER	UNDER \$5000	\$10000 \$9999	\$15000 \$14999	NOT GRAD	HS GRAD	HS POST		
*	**	*	*	*	**	*	*	*	**	*	**	*	**	*	**	*	**
BASE FOR PERCENTAGES-SAMPLE	1499	242	1242	973	512	56	443	661	308	22	70	216	473	717	46	114	1262
APPROVE	59%	63%	58%	59%	59%	50%	65%	51%	56%	59%	54%	57%	53%	64%	48%	46%	61%
DISAPPROVE	30%	24%	31%	31%	27%	37%	22%	33%	31%	32%	31%	31%	34%	25%	41%	43%	28%
DON'T KNOW/NO OPINION	12%	13%	11%	10%	14%	12%	12%	11%	12%	9%	13%	11%	12%	11%	11%	11%	11%

ECEC RECOMMENDATIONS RELATED TO THE BOARD CHARGE

## Objectives for Early Childhood Education

In keeping with its definition of early childhood education the ECEC developed the following broad educational objectives:

1. To enable each family to guide the development of its children from the prenatal period through their early school years by making a continuity of resources available to parents.
2. To enable families to choose from a variety of programs and services by coordinating the resources in the community through the public school as the single resource center to which parents can relate primarily for all young children in their family.
3. To insure that children develop socially, emotionally, and intellectually to the maximum of their capability by individualizing and tailoring educational programs and services to children and their families.
4. To enhance and build upon the strengths of the individual family as a child rearing system with distinct values, culture, and aspirations and to reinforce these strengths through treating each individual as a whole and the family as a unit.
5. To increase opportunities for parents, other adults and older children to engage in meaningful activities with the young at home, in the neighborhood, in preschool settings, in schools, and in the community at large.
6. To enhance the power of parents to choose and influence the kinds of environments in which their children are growing up, including neighborhoods, preschools, health and welfare services, schools, television programs and recreational facilities.

## Policies for Services

The ECEC committee reached consensus on a number of policies for early childhood education services.

### Who Should be Served?

Children. Opportunities should be available for all children to enhance their potential to the fullest through the provision of services in the areas of health, education, and welfare; these services should be available to children without regard to their age, race, color, creed, socio-economic status, place of residence or the marital status of their parents.

While availability of services should be broadly based, there should be provision for an intensity of treatment services which are directed to meet the needs of children who are disadvantaged either by reason of physical or mental handicap, family or social limitations, or economic deprivation.

Youth. To impact on future generations of young children, it is essential that programs for teenagers include preparation for their future role as parents.

Parents. Some services need to be delivered directly to children, other services are more appropriately given directly to parents for the

benefit of children, including parent education and guidance and counseling.

#### What Type of Programs are Needed?

Diverse. There is a need for a range of services to meet the needs of parents and children; no single model will be sufficient to provide differential services to families and children.

Interdisciplinary. There is need for an interdisciplinary approach to early childhood education with education (SEA and LEA) serving as the coordinating agency and reaching out to other agencies in the community or region in order to provide a full spectrum of services.

Voluntary. Participation by children below the age of seven and by parents in early childhood education programs shall be voluntary.

#### What is the Role of the LEA?

The role of the local education agency (public school) should be that of case manager, and coordinator of educational services in partnership with parents, health, welfare, and other public and private agencies.

In comprehensive early childhood programming the LEA should consider these factors:

- a. Interagency involvement of health, education, and welfare.
- b. Multidisciplinary team of specialists to serve the child and parents.
- c. Cooperation and coordination among the involved institutions by individuals responsible for major decisions concerning the child and his family.

#### What are the Financial Implications?

For schools. A stable base for financing programs must be sought. Funds should not have to be drawn from present K-12 programs.

For SDE. There must be an expansion of early childhood education staff at the SDE to provide leadership, consultative services to LEA to expand and improve early childhood education services, to supervise and monitor programs.

#### Program Costs

The ECEC has obtained some estimates of costs for different types of programs throughout the country. In every case, the costs of initiating programs are higher than the costs of maintaining the established programs. Table 4 shows the costs of some particular program components. Table 5 shows the total costs for some demonstration projects with many components.

It is not possible to put a price on the cost of failing to provide comprehensive services to children and families during the early years. These costs become part of the school expenditure for remediation of

problems and they become part of the correctional system's expenditure to rehabilitate youth. While these costs are high, it is not possible to relate them to prevention costs.

### Assessment

The assessment plan would, at least initially, apply Minnesota State-wide Assessment Program procedures to preliminary assessment in the area of Early Childhood Education. The focus of the assessment would be directed toward each of the cognitive/language, affective and psychomotor domains, and would seek to measure levels of entry behavior into kindergarten for a probability sample of from five to six thousand five year old children. Assuming that such a plan would be incorporated within the five year assessment cycle along with other subject matter areas, the goals of this assessment would be:

1. To determine levels of student performance through the conduct of surveys which measure knowledge, skills, attitudes and understandings of the target population;
2. To identify variables and services which are related to student performance;
3. To relate student entry behavior to general instructional needs;
4. To report the results of this investigation to educational decision-makers in the Executive and Legislative branches of state government, the State Board of Education, the Department of Education, local school administrators, local school boards, and interested citizens in the state; and
5. To longitudinally report the extent to which progress is being made toward improving student performance within the State of Minnesota.

A detailed assessment plan for Early Childhood Education which delineates specific tasks and personnel responsibilities as well as cost data is given in the Appendix on page 73 through 81. The extent to which additional specific activities would be undertaken would likely be dependent upon the nature of approved mechanisms for the conduct of Early Childhood Education within the State Department of Education.

Table 4

## Program Components: Title III, Title VI-C

Project	Age	Target Pop.	Diagnostic	Prescriptive to Ch.			Staff Ed.	Cost Per Pupil
				Center or School	Home	Parent Ed.		
IDEA, Saratoga, CA	0-3	Deaf		X (Developmental skills)		X	X	\$2,500
EC Prescriptive Curr. Demo Center Miami, FL	1st gr.	High risk	X	X			X	(start up & operational \$400 & \$212)
Early Prevention of School Failure Peotane, IL	Kdg.	Children with developmental deficiencies	X	X			X	\$10
New Adventures in Learning Tallahassee, FL	Kdg.- 3rd gr.			X				\$20
Child & Parent Centers Chicago, IL	Age 3- 3rd gr.	Children from low income families not served by other early education programs		X		X	X	\$1,844 (across all gr. levels)
The Electric Co. Fresno, CA	Gr.1-4			X Decoding Skills (not prescriptive to individual child)			X	\$6.60
Parent-Readiness Education Program Detroit, MI	Age 4	Parents of preschoolers H.S. seniors, pre-schoolers		X (Skills necessary for academic achievement)	X	X	X	\$730
Infant/Preschool Mpls. Public Sch. Minneapolis, MN	0-3½	Deaf		X	X (Home living center)	X	X	\$1,727

Table 5

Some Estimates of Costs Related to Early Childhood Education

Program Components	Costs Estimated from Programs in Operation
1. Identification of potential barriers to later learning.	<ul style="list-style-type: none"> <li>a. The 1971 report from the Education Commission of the States reports \$25 per child costs for center-based diagnostic programs for children 0-3.</li> <li>b. The Community-University Health Care Center in Minneapolis reports for 1971-72 an average cost of \$425 per child for routine preventive services - mostly nursing costs.</li> <li>c. The Child Development Centers at Owatonna and Fergus Falls which are under the Department of Health have an average cost of \$250 per child.</li> </ul>
2. Educational programs for parents.	<ul style="list-style-type: none"> <li>a. The 1971 report from the Education Commission of the States reports costs for parent training with home visits by professionals to be \$200-300 per family.</li> <li>b. David Weikart (Michigan) reports that home-based programs do not differ substantially in cost from center-based programs in his Cognitively Orientated model; costs are from \$1,200-1,400 per child.</li> </ul>
3. Libraries of books, toys and other educational materials with training in their use.	<ul style="list-style-type: none"> <li>a. The 1971 report from the Education Commission of the States reports costs for a toy lending library to be \$100 per child; this model includes training for parents in the use of the toys.</li> <li>b. Toys and Things, a resource center in St. Paul, serves day care center staff and provides materials and training in the use of equipment; this center estimates their cost for 7 months of operation as \$15 per child served.</li> </ul>

Table 5 (Cont.)

Program Components	Costs Estimated from Programs in Operation
4. Family services to strengthen the family unit.	a. The State Department of Education provides training for counselors and estimates that services for families in a 21 hour program can be provided for \$20 per couple.
5. Providing sound early childhood learning and development to parents.	a. The University of Minnesota offers a one-credit course for \$16-19 per individual for 22 hours of instructional activity (classroom attendance and outside work).
6. In-center activity: parent training, home visits and limited classroom experiences for children.	<p>a. The Education Commission of the States reports in 1971 that these programs cost \$235 per child.</p> <p>b. The St. Cloud Title III project reports costs for 1972-73 are \$176 per child and family; the 1973-74 costs are \$137 per child and family. The St. Cloud project does not include home visits for 1973-74. Home activity kits were provided to parents for both years; activities were related to reading readiness.</p> <p>c. The Bemidji Home Start Program funded under Title I provides weekly home visits to parents for each school year; parents observe professional and para-professional models for half the year and are given materials to work with their own children during the second half of the year. There are weekly parents' meetings; children attend center-based programs for 2, 3, or 4 days per week depending on need. Costs for this program are \$1,500 per child.</p> <p>d. The Family Oriented Infant/Preschool Program for Hearing Impaired Children, 0-3½, Minneapolis Public Schools is currently funded through local and state monies (originally, funded under Title VI Part C,</p>

Table 5 (Cont.)

Program Components	Costs Estimated from Programs in Operation
	<p>BEH). It is a laboratory program of the UNISTAPS Project, State Department of Education, Division of Compensatory Education. Components of service are: weekly parent/child visits to home living center for parent teaching program and individual/group guidance sessions for mothers. Placement of child in regular nursery school/day care program including site visitation and staff training; individual teaching (language/auditory skill development) weekly as supplement to group educational experience. Separate monthly meetings: siblings; fathers; family workshops. Costs for this program are \$1,726.80 per child.</p>

ECEC RECOMMENDATIONS RELATED TO INTERNAL DEPARTMENT

## ECEC Recommendations Related to Internal Department Organization

The ECEC identified a number of problem areas that hindered the development of ECE programs within the SEA. These clustered in the following four areas:

### Administrative Leadership

- Because all activities are carried out by persons at the program level and because no one at a higher administrative level has been designated to have responsibility in early childhood, this area never becomes a priority to those with the greatest influence in the department.
- Although the ECEC has made some progress, there is no formal mechanism for cooperation among the different state department personnel commissioned to carry out activities in these areas. Cooperation is conducted occasionally on a good will-informal basis.
- Most State Department of Education staff work in the ECE area as an add-on to other SDE duties and responsibilities. The percent of staff time varies with individuals.
- Early childhood programs are not visible in the administrative organization within the department.

### Planning

- There is no single State Department of Education statement of philosophy and policy in early childhood. As a result, there are many different philosophies influencing programs and projects and there is an inconsistency of approach in this area of education.
- The SDE is limited in its leadership role of providing direction in early childhood education to LEAs because there is not a comprehensive plan.
- Early childhood programs are difficult to identify because we have not as a state agency defined what early childhood encompasses. (The ECEC sees it as including programs for adults and secondary students.)

### Coordination

- There is little possibility that the State Department of Education would be considered as a lead agency to coordinate services in early childhood among other state agencies because we do not model this coordination within our own agency. (Refer to the reports by the State Planning Agency in 1972 and 1974.)

### Coordination (Continued)

- The absence of a well defined organizational structure within the State Department of Education does not allow for adequate liaison with parent groups interested in various aspects of early childhood education.

### Programs

- Services for the normal preschool child and parents exist only on an experimental basis. Research points to the need for an available program both for children and for their parents as a means to maximize the growth potential of the early years.
- Services for the handicapped (all disabilities) are fragmented and embryonic. These exist primarily in urban areas in the state.
- There is no mechanism for coordination of programs and projects. The programs are categorical in nature and follow specific aid requirements; this leads to an inflexibility in use of funds.
- No comprehensive early childhood education services exist in any state department programs.

It was the concensus of the ECEC that the need for administrative leadership was the primary recommendation to be made to the State Board of Education. The other needs for planning, coordination and program implementation would follow.

In discussing what administrative structure would be best, the ECEC was divided in its opinion and two alternative plans are being presented to the Board. The members of the ECEC were never polled on their choice of administrative structure; therefore, each alternative plan must stand on its own merits.

## Alternative 1: A Director to Coordinate

### Goal

To strengthen the role of the State Department of Education in providing leadership and services to LEAs for the development of programs for children 0-7 and programs in child development and parenting for secondary students and adults.

### Recommendation for Administrative Leadership

A director would be hired at the Education Specialist III or IV level to serve full-time with the authority to bring about needed coordination of philosophy, policy, and implementation in early childhood education. This person will work with existing department staff to integrate the present services being offered and to plan systematically for the expansion of services. The director also will work with other state agencies, private agencies, and the state legislature on concerns in early childhood. By naming an overall director to this assignment, we would respect the diversity of needs in this field and the fact that it is interdisciplinary. A director would be better able to utilize the time, energy, and resources that are presently spent in less channeled ways.

The different SDE divisions are responding to different legislative mandates; these need to be respected and maintained as separate programs. The director and department staff will develop these programs with comingling of funds where this is feasible, and with assessment, planning, implementation, and evaluation under common goals and philosophies. In working with public and private agencies and with the legislature, the interests of early childhood would be represented with a single voice.

Early childhood programs and services are being provided in many places within the State Department of Education. The organizational chart found in Table 6 shows those areas. Representatives from various divisions would serve on an Early Childhood Standing Committee.

There is a continuing need for coordination among the programs. Because all of the positions shown in the organizational chart are those of staff who have only part-time responsibilities for early childhood education, an overall director is needed to work with the staff. The director would have management and communication skills. The director would be given authority by the Commissioner to convene the group and to affect coordination among programs. The director would provide information from the committee back to the Commissioner and the state board.

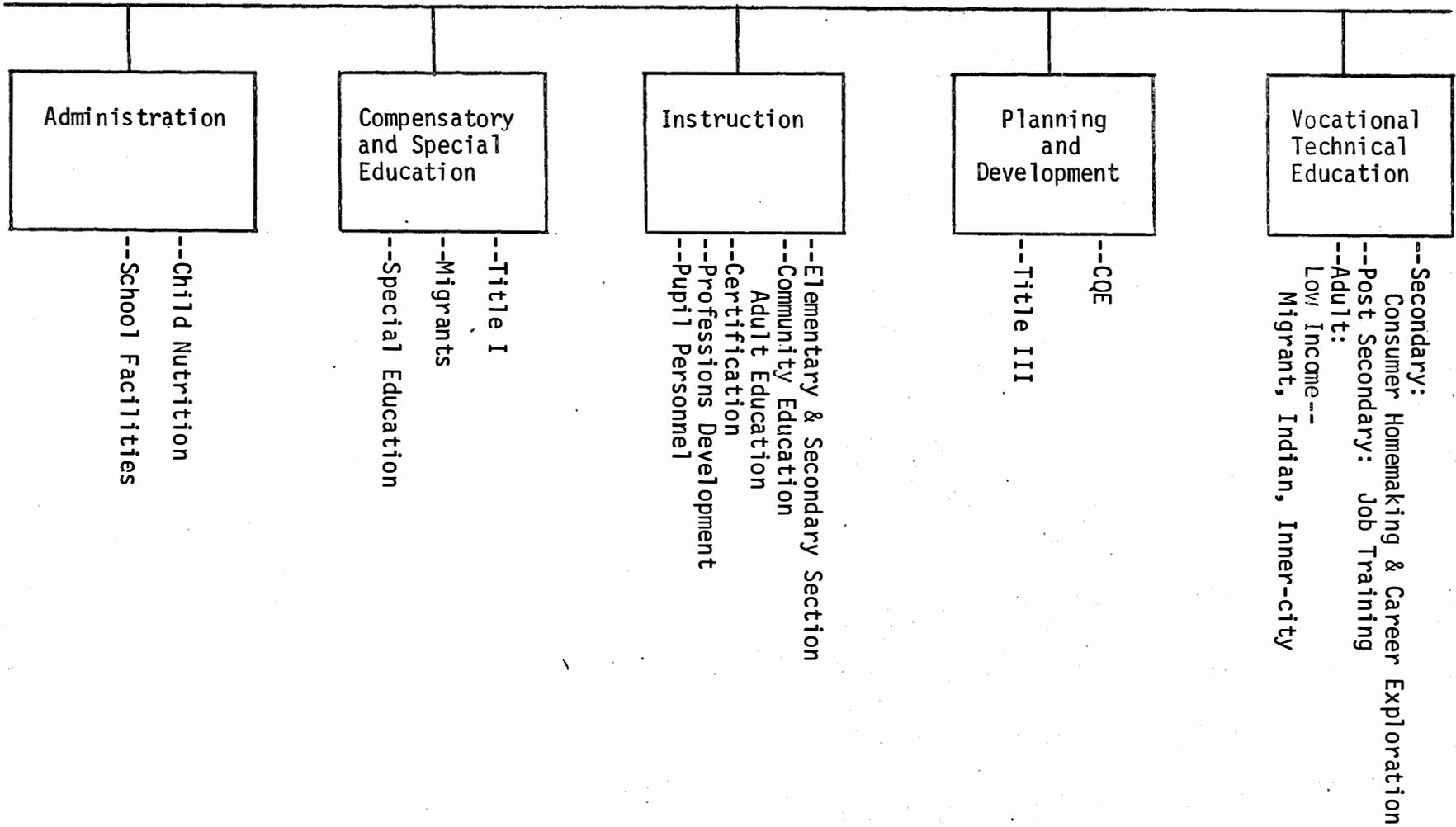
### Outcome

Comprehensive services to children 0-7 and programs in education for parenthood would be available to teenagers and adults by:

1. Development of a SDE philosophy and policies in early childhood.

Table 6

ORGANIZATIONAL CHART: Programs for Early Childhood and Parenthood Education in SDE with Supportive Services within the Department



2. Development of a State Department of Education plan for early childhood.
3. Provision of technical assistance to LEAs to carry out programs.
4. Development of models for teacher training.
5. Development of a funding structure for programs for normal pre-school children and for parents of preschool children.
6. Development of expanded efforts to coordinate SDE activities in ECE with other state agencies (Health, Welfare, State Planning, etc.).

Time Schedule and Objectives for the Director and the Early Childhood Committee

1. Form an Early Childhood Standing Committee as appointed by the Commissioner. The Standing Committee will be made up of seven program persons whose responsibilities include ECE.
2. Establish a state-wide representative group of parents and educators to serve in an advisory role to the Early Childhood Standing Committee by August of 1975.
3. Develop a model SDE plan which includes assessment, planning, implementation, and evaluation for early childhood education by November of 1975.
4. Develop a model SDE plan which includes assessment, planning, implementation, and evaluation for parent education and secondary education in child development and parenting by November of 1975.
5. Develop guidelines by 1976 that will assist each LEA in planning for early childhood in the LEA by 1978. The guidelines will specify that the LEA should develop these prerequisite components:
  - a.) Assessment of educational needs.
  - b.) A program of restructuring of kindergarten through grade one.
  - c.) Defined and measurable program objectives.
  - d.) A local program designed to systematically phase into the program of all the schools of the district in no more than five years.
  - e.) Coordination of all district resources with objectives of the local plan.
  - f.) Program of evaluation of pupils health needs.
  - g.) Emphasis on an individualized diagnostic approach to instruction.
  - h.) Direct parental involvement in the classroom program and program evaluation.
  - i.) Programs for comprehensive parent education.
  - j.) Staff development and in-service training.

## Alternative 2: A Unit/Section for ECE

As a first step in considering this further, we recommend each of you fill out the questionnaire on page . These admittedly rhetorical items represent, in our view, some of the issues which should be considered in finalizing the decision on this matter.

### Rationale for a Unit/Section: ECE

Programs and legislated funding for early childhood education appear to have a strong probability of increasing. Part of the rationale for this position is premised on the fact that legislation has been introduced, but not yet passed, which would appropriate \$34 million in Minnesota state funds to school districts for early childhood programs, based on a one-tenth per pupil unit level of aid.

It is difficult to speculate whether this enactment will occur within the next one or two legislative sessions, but it is clear that such legislation will be reintroduced in 1975. It should also be noted that action of this sort can occur within an extremely short period of time. The authorship and (for practical purposes) enactment of the Council on Quality Education program in early childhood took place between March 7 and 14 of this year.

At the present time, there appears to be no clearly identified organizational component within the Department that might present the semblance of being formally prepared to administer either the full, or a phased-in, implementation of such a program. It would be possible, for example, for staff persons on legislative committees to make such an organizational decision and write it into the legislation with little coordinated consultation with Department personnel.

In our estimation, the establishment of the position of director of an early childhood unit and/or section would contribute greatly eliminating the present gap wherein there is no visibly logical place in the organization for lodging, administering, and implementing relatively large scale state--or federal--appropriations, and participating aggressively in authorship of details affecting this administration.

Essentially, then, this position is based on the assumption that legislative and/or Congressional enactment of program funds for early childhood programs at dollar levels substantially larger than present may occur and this may happen more rapidly than would provide time to appropriately identify and develop an administering structure within the agency. Stopping somewhat short of assuming the Department of Education may receive such an appropriation, as opposed to some other existing or new State agency, the extent to which you believe the Department should be the administering agency may also contribute to this rationale, since the prior existence of a visible and appropriately place administering component might increase the probabilities for such a designation.

QUESTIONNAIRE

PLEASE CIRCLE ONE RESPONSE TO EACH

1. How pre-eminent do you see early childhood education programs in the next five years in contrast to their present level of visibility.

less      same      more

2. How pre-eminent do you see early childhood education programs vis-a-vis elementary and secondary programs in the next five years in contrast to their present level of visibility.

less      same      more

3. How do you view the total dollar amount (line items in the budget) appropriated for early childhood education programs in the next five years IN MINNESOTA in contrast to the present total dollar amount.

less      same      more

4. How do you view the total dollar amount (line items in the budget) appropriated BY CONGRESS for early childhood education programs in the next five years in contrast to the present total dollar amount.

less      same      more

5. In your experience and/or judgment, what is the realistic probability (flexibility) of the State Department of Education in being able to evaluate rapidly the visibility and status (change in the table of organization) of a position or unit/section in response to external forces once the position or unit/section has been established. (e.g., Enactment of legislation across the board which would implement early childhood education in all school districts of Minnesota).

rarely      generally      frequently

Related to the accompanying questionnaire, a major part of the rationale relates to one perception of the significance of early childhood education as compared, for example, with elementary and secondary programming. Although current expenditures for children and families at these levels appear to only fractionally approximate the level of effort for elementary and secondary programs, there does not appear to be any necessary logic or assured continuation of this allocation relationship. Moreover, to either initiate or maintain a Department organization scheme which reflects present funding patterns up to the point of legislated change will once again put the agency in the posture of failing to provide leadership and, instead, merely reacting to changes forced from the outside.

Pertaining further to matters primarily concerning the agency organizational chart, and also related to the questionnaire, this rationale also assumes that the effort to obtain a new Department position is substantial and, once established, virtually permanent in its status. We believe it is not valid to assume that, for example, if a coordinator's position is established, reporting to an existing section that, even with a major new program appropriation, it will be practical or possible to quickly elevate the status of this position. Therefore, it would appear wise to appropriately set the permanent status for a new position from the outset at the level of Director of a new unit or Section within the Department of Education.

#### Recommendation

- I. The establishment of a unit/section of early childhood education in the Minnesota State Department of Education. A director should be assigned with sufficient rank and responsibility to be of influence within the Department.
- II. An advisory committee should be appointed by the Commissioner of Education to insure responsiveness of the unit/section to priorities in early childhood education as identified by representatives of major provider and consumer agencies and groups, including parents of young children.

If such a unit/section were established, it would be responsible for planning, development and administration/implementation of educational programs and services for children to the age of 7.

At the present time, current responsibilities are organized so that separate sections are created for administration of elementary and secondary school programs only. The establishment of a unit/section of early childhood education would mandate concerted effort and cooperation among the various Sections and Divisions with partial responsibility for services and programs for young children, in cooperation with parents and the health care delivery system, and facilitate comprehensive planning for expanded and improved educational services for all children from birth to twenty-one years of age. The unit/section would have authority for responsible administration of a program of early childhood education and would be in a central position of leadership if such programs and services are expanded. At the present time, entire preschool programs are being legislated federally (Head Start; Community Coordinated Child Care Program (4-C); Handicapped

Children's Early Education Program (First Chance)) and within the state of Minnesota which mandate visibility of a unit/section entitled, Early Childhood Education, with placement in the organization structure of the Department at a level which carries automatic credibility and authority.

### Major Functions

The establishment of a unit/section on Early Childhood Education would insure utilization of the experience and stability of an existing Department structure and would mandate concerted action in the areas of: policy determination; initiation/change in educational practices, recommendations to the State Board of Education; sign-off on interagency activities relating to early childhood education. Currently, the Department of Education is in the tenuous position of reactor to external forces rather than initiator of educational programs and services in early childhood.

The major functions of an Early Childhood Education Unit/Section would address to these objectives:

1. program planning and development (guidelines, regulations, standards for operation of early childhood public school programs)
2. assessment and evaluation plan (information on current research findings; statistical information collection and analysis)
3. program development (curriculum; staffing; consultative services;)
4. coordinated professional growth program (continuing education)
5. expanded role of child advocacy.

The establishment of a unit/section would insure continuity of planning and orderly transition from parent and home-oriented early childhood programs to the school-based programs of the primary grades.

HISTORICAL OVERVIEW

## Historical Overview

Early childhood has been a topic that has caught the interest and energized research among developmental psychologists, educators and social policy makers. Ekstein (1969) observed that the adult community often reacts to children in terms of national concerns rather than developmental needs. The needs of young children and their families have become intertwined with attempts to solve pressing social problems such as inequality of status and income.

Table 7 highlights some of the trends and issues that have influenced services for young children and their families in the twentieth century.

Table 7.

Historical Overview of Early Childhood

- 1905 Freud: Early experience, even preverbal experience, is important for the development of adult characteristics.
- 1909 Montessori: The preschool child is ready to learn and learning to be optimal must take place during critical periods for learning, optimal times.
- 1920's The first nursery schools began in the United States as laboratory schools in colleges and universities. The nursery school curriculum consisted of training in habits of eating, sleeping, washing, dressing, toileting.
- 1929 NSSE Yearbook: "A most significant trend in the forward movement of organized education is toward closer coordination of the facilities of the home and of the school. If one were to inquire of any student of social progress, 'What is the newest development in the educational world?' the answer would almost surely be, 'Schools for infants and a constructive program of education for parents.'"
- 1933 Emergency nursery schools were established under the Federal Emergency Relief Administration and these enrolled 64,491 underprivileged children.
- 1935 The Works Progress Administration established WPA Nursery Schools to provide jobs for teachers who were out of work. The curriculum stressed physical health; surplus foods were provided to the children. Enrollment rose by 1939 to 75,000 children.
- 1939 Skeels & Dye: Trainable retarded infants made dramatic gains of 7-58 IQ points when removed from an orphanage and placed in a condition of greater environmental stimulation in an institution under the care of retarded women.
- 1942 Grants to continue nursery schools were funded through the War Emergency Child Care Commission (WECCC) to allow mothers to work in war industries and to relieve the manpower shortage. In 1945 there were 51,229 children served; funds were withdrawn in 1946 and centers closed.
- 1949 Hebb: The greater the complexity of the neurological structures in the associative areas of the brain, the higher is in the intellectual capacity of the individual. The degree of this complexity is a function of the variety and appropriateness of stimuli present in the environment and available to the young.
- 1952 Piaget: The thought of the young child is qualitatively different from that of the adult. The child literally constructs (or

Table 7. (Cont.)

- reconstructs) the world of physical reality by his own vigorous interactions with it.
- 1960 Bruner: Any subject can be taught effectively in some intellectually honest form to any child at any stage of development.
- 1961 Hunt: "The assumption that intelligence is fixed and that its development is predetermined by the genes is no longer tenable."
- 1962 Harrington: ...in an affluent society, millions of Americans are trapped in a cycle of poverty, unlike the upwardly mobile poor of the immigrant generation.
- 1964 ✓ Bloom: Re-evaluates data from longitudinal studies of the past four decades to generalize about growth curves for human characteristics. In terms of intelligence measured at age 17, approximately 50 per cent of the variance can be accounted for by age 4 so that as much intellectual growth is achieved between birth and 4 years of age as is achieved for the remaining 13 years. (Assumptions of behavior overlap, absolute scaling, and a unidimensionality of measured intelligence, which are required for such a conclusion, remain open to contention.
- 1965 Project Head Start enrolled 561,000 low-income children ages 4-5 in a six-week summer program.
- 1966 Coleman, et. al.: Variations in school characteristics are not associated with individual differences in scholastic achievement; differences in family background and personal/social attitudes account for substantial variation in school achievement.
- 1969 Westinghouse Report: The scholastic achievement of children who had participated in summer and full year Head Start programs differed marginally or not at all from that of nonparticipants, except for full year program participants tested in the first grade.
- 1970 Jensen: "Compensatory education has been tried and it apparently has failed." Relative position on intelligence tests, far from being responsive to the environment, is largely influenced by heredity. Rote learning, associative aspects of intelligence are more characteristic of blacks; whites excel in reasoning, problem-solving aspects of intelligence.
- 1971 Moynihan and Mosteller: Reanalyses of the Coleman data confirm the original conclusions: family background makes a difference in scholastic achievement while characteristics of the school do not.
- 1972 Jencks, et. al.: Poverty means inequality of income and can best be attacked directly through economic measures affecting redistribution of wealth; indirect attacks through manipulation of marginal institutions (with regard to their influence on income and status) such as schools and preschools are ineffective.

Table 7. (Cont.)

Improvements in these institutions should be justified in their own right, not as effective means of eliminating inequality.

1972

Bronfenbrenner: The family is the most effective and economical system for fostering and sustaining the development of the child but to provide the conditions necessary for the family to function (adequate health care, nutrition, housing, employment, opportunity for parenthood) will require major changes in the institutions of society.

**RATIONALE FOR ECE**

## Rationale for Early Childhood Education

Datta (1973a) suggests that from the surge of early childhood research and intervention activity four findings of significance have emerged:

1. The importance of the period from birth through six has been verified by studies of nutrition; of the infant's capacity for learning; and of the early development of basic social, cognitive and linguistic processes.
2. A diverse technology for teaching very young children and their families now exists.
3. The continuity of human development has emerged as a salient factor in maximizing program effects. The cumulative nature of development makes early and continuous support for the child desirable.
4. All aspects of the child's life space are considered important and powerful influences on child development.

### Importance of the First Six Years

LaCrosse and others (1970) reviewed research and educational practice during the first six years of life. They concluded that the field had built a strong case for the importance of the early years. The plasticity of early human development and the value of early stimulation of the child were well documented in the literature. There was, however, little research on the child from birth to age three, critical years from infancy to childhood.

LaCrosse worked with Burton White and his associates (1973) with the Harvard Preschool Project. From 1965 to 1969 the project staff observed 400 children 3 to 6 years old who attended a preschool. From these observations they developed a definition of a competent six-year old. They also noted that competent children could be distinguished as early as age three. From 1969 to 1972 White and his colleagues shifted the focus of their study to children from age one to age three. They charted the moment to moment experiences of the children and described the part played by the child's human and physical environment. From this study they concluded that the period from 10 to 18 months was important for the development of the foundations of competence; they also described the optimal characteristics of the caregivers that they had observed.

### A Diverse Technology for Teaching Children and Families Exists

Preschool experiences can be offered in a variety of ways in addition to the five-day-a-week model which was developed in Head Start. The results of summer Head Start programs in 1965-68 did not provide evidence that gains children made were sustained through the primary grades (Cicarelli, 1969). The full-year program of Head Start produced scholastic achievements that were maintained through the first grade. While the findings of this particular evaluation study (called the Westinghouse Report) have been questioned on methodological grounds, the pattern of these results is probably reliable. These results do not show that center-based preschool programs have failed but rather that developmental needs of children cannot be met with a one-time treatment.

Datta (1973a) suggests that available data "do not justify widespread expansion of center-based preschools using public funds on the basis that these services are a necessary and sufficient cure for poverty or that they are a developmental right for all children." She goes on, however, to suggest:

Widespread expansion of multiple health, nutrition, parent education, at-home learning and center-based facilities to meet the varied needs of children from different backgrounds does seem worthwhile, particularly if these are continued in whole or in part as the child grows older. Among the many policy tasks remaining are identification of these needs, costing out what mix of resources would optimize outreach and effectiveness, and small-scale tests of how such a differentiated delivery system could be administered. . . (Datta, 1973a, p. 44).

Table 8 reviews some experimental studies on center-based programs, home-based programs, and programs with impact on parent and child. This table can be found in Appendix on pages 82 through 84.

### Importance of Continuity

Eight researchers who had used longitudinal studies to evaluate their preschool programs (Ryan, 1972) reported their findings to the Office of Child Development. Programs seemed most effective when they had the following characteristics:

- a. Children entered at an early age  
and
- b. A compatible experience followed the program  
or
- c. Mothers were taught along with the child.

Only the program sponsored by Gordon provided for both b. and c.

Continuity has important implications for the public schools. Datta (1973) identifies five ways that continuity might be provided:

1. Program continuity through similar curriculum approaches.
2. Environmental continuity through unifying the preschool, preprimary and elementary school.
3. Continuity of teaching staff.
4. Continuity of peers.
5. Continuity of parent influence.

A joint project of the U. S. Office of Education and the Office of Child Development is presently funding sixteen projects to provide continuity between Head Start and public schools.

### Importance of the Child's Life Space

The multiple factors that impinge on the young child are being looked at as influencing development. Housing, TV, and family occupation patterns are among the factors that shape the child's experience.

Both Bronfenbrenner (1973) and Jencks (1972) conclude that early intervention and compensatory programs will not solve the social problems of inequality and poverty by themselves. On the other hand, both of these writers would support programs on behalf of children in their own right.

The importance of the family and the social context of the child's life is re-emerging. As it does, the focus on helping the family to function more adequately as a child-rearing system is being studied.

**NATIONAL TRENDS**

## National Trends

Datta (1973b) suggests that for policy makers there are two issues to consider: (1) How early should education through formal schooling begin? and (2) What is the public responsibility for early childhood education before the child enters school? Both of these issues will be considered in the following section as well as the issue of day care.

### Concern for children

There is evidence that as a nation the United States does not value young children. Some of the facts that support this position are the following ones:

- Failure to enact legislation providing children's services
- High infant mortality rate
- Lack of action to reduce subclinical malnutrition and chronic hunger in children
- Neglect of millions of children in unlicensed day care.

There is also some evidence that public concern for children under five is increasing. This concern is shown by:

- Increased attempts at state levels to coordinate services for children
- Advocacy for children and concern for children's rights
- Educational television for children
- Increased membership in organizations concerned with children
- Training programs for child care workers

Further information on the role of the states in coordinating services for young children can be found in the Appendix on pages 85 through 91.

The Office of Child Development has maintained program for young children and their families since the launching of Head Start in 1965. A description of these programs can be found in the appendix on pages 92 through 93.

A comprehensive, four-volume report, Federal Programs for Young Children, reviewed the existing federal programs for children from birth to age 9 and made recommendations for programs. A summary of the recommendations from this report (White, 1972) can be found in the Appendix on pages 94 through 95.

### How Early Should Formal Education Begin?

Kindergarten. Datta (1973b) reports that two of three five-year-olds are enrolled in public kindergartens. In the northern, central and western states almost 95% of all five-year-olds are enrolled in school. In the southern states public kindergarten is less common and only 33% of the five-year-olds attend school. Datta suggests that by 1980 kindergarten is likely to be universal.

Prekindergarten. There does not seem to be a trend for lowering the age of school entry to four. About one-third of all children 3-5 attend some form of early education. California has an optional public early childhood education program for about 10% of the four-year-olds. Federally funded programs for low-income families serve only 12% of the income-eligible children 3-6. Publically supported programs for children 0-3 serve only 1% of the income-eligible children.

There are, however, many public schools presently providing preschool programs. A summary of some representative program can be found in the Appendix on pages 96 through 100.

#### What is the Public Responsibility for ECE?

A sustained, universally available early childhood education program for children 0-6 has never been provided in our country. The historical overview (see Table 7) shows that when nursery schools were provided for some children from 1933-42, they were established to meet national needs rather than needs of children.

Those against beginning public involvement in early childhood education before kindergarten base their arguments on the following reasons:

1. Parents' Role. This period in the child's development should be the parent's responsibility.
2. Long-Term Effects. Research finds new durable, substantial benefits from a preschool experience after the child enters school.
3. Nature of the Child. Development is innate and therefore early childhood education is unnecessary.
4. Nature of the ECE Experience. A preschool program will deprive the child of play experiences or harm the child.

Those who are in favor of increasing the public involvement in early childhood education before kindergarten have the following reasons:

1. Support to Parents. It is unreasonable to demand that parents meet all of the child's needs. Support outside the home for parents and young children seems essential.
2. Optimal Development. Children have a developmental potential that generally is not realized either by the home or by many preschools.
3. Nature of the Environment. The potential for growth into optimally-functioning persons needs an environment that provides for appropriate challenges.
4. Nature of the ECE Experience. Children learn through play and play is essential to a preschool program.

Preschool will be of substantial benefit to some children. There is no evidence of it being harmful.

By deciding to invest public monies in early childhood education, parents of every child would have equal access to services and an absolute level of services for their child.

For a more extensive consideration of the policy issues involved in public support for early childhood education some excerpts of policy issues taken from a report by Stephen (1973) are found in the Appendix on pages 101 through 102.

Table 9 shows organizations and individuals who are in support of increased public responsibility for young children. In addition to this, the public school is seen by these groups and individuals as the appropriate agency to assume this responsibility.

### The Issue of Day Care

Terminology. Those involved in extended-day services for children have come to prefer the word "child care" to "day care" as they prefer to think of themselves as caring for children rather than for days. Child development is another term that is frequently used to imply more than custodial services for children.

Prescott and Jones (1967) report that "education as an objective of day care has not received much attention." They also report that "licensing agencies have been concerned primarily with children's health, safety and general welfare."

Who needs day care? Two-thirds of the children needing day care services are school age. The other third is children below the age of five. Some national statistics on women and children can be found in the Appendix on page 103. These statistics point to the number of children needing care.

Day care is defined by the New York State Education Department as "a service to supplement parents' care of children when home or other social institutions do not meet the family's need for such care during part or all of the day." This document provides a rationale for day care in public schools.

The need for day care arises from many needs that are unrelated to the child's needs. Datta (1973a) suggests that "whatever social action is undertaken should place the well-being of children at the center of decision-making, not self-actualization or equal rights for their parents, or reduction in welfare rolls." A number of the objectives of child development programs are summarized by Stephen (1973) and these may be found in the Appendix on page 104.

Datta (1973a) reports that:

...most requests for day care seem to be for the benefit of parents, employers, or welfare costs rather than for children. By permitting parents to hold jobs, day care may

## Table 9

### Organizations and Persons Supporting the Role of the Public School in Services for Children and Families

#### Organizations

1. Council of Chief State School Officers (CCSSO) in a formal resolution urged that preschool education become "an integral part of the public school program".
2. American Association of School Administrators supports public preschool education no later than age four.
3. American Federation of Teachers endorses "effective comprehensive early childhood education as early as the child's second or third year of life. Parent education and auxiliary services in the areas of psychology, social work, medicine, dentistry guidance and nutrition should be part of the comprehensive program".
4. National Association of Early Childhood Specialists in State Departments of Education was formed in 1973 to promote the services to children and families within public schools.

#### Persons

1. Dr. Edwin Martin  
Acting Deputy Commissioner of Education  
Bureau of Education for the Handicapped

"Public policy must be based on the assumption of equal access for all children, and so a public system must be developed based on this 'zero reject' concept.... A single public agency should be charged with the primary responsibility. That agency should be the public education agency."

2. Rep. Albert Quie  
Ranking Minority member  
House Education Committee

"Not only must we intervene early in the life of the educationally disadvantaged child, we have to sustain the effort over a period of years to have lasting effect.... I favor linking preschool programs directly to the schools from the beginning where this is possible."

3. Terrel H. Bell  
Commissioner of the U.S. Office of Education

"I am convinced that the major thrust of the states in the field of early childhood education should be to the homes through the school district's neighborhood elementary schools. The elementary school

Table 9 (Cont.)

should receive encouragement and financial support to sponsor an outreach program to the parents of the preschool toddlers and crib-bound babies in the neighborhoods."

4. Edward Zigler, former Director of the Office of Child Development  
Child Study Center  
Yale University

"Why don't we enroll children in school when they're born? Actually I would like to enroll them the day after the mother conceives. Why wait for the child at age 5 to come to school with less of a brain than he should have because of a protein deficiency that he experienced in uterus? Why don't we appreciate that education is a developmental phenomenon and, if we really want to help children, start there."

5. Lois-ellin Datta  
National Institute of Education

"Failure to provide some form of ECE seems inconsistent with a national commitment in principle to improving the quality of life for children from 0 to 6 and with the often repeated public endorsement of the importance of the early childhood period."  
(Datta does not designate the appropriate agency to serve all children.)

help break the poverty cycle for the parents, but we have no direct data on this, and what little data there are for manpower training programs suggest that only 25% of the trainees find and hold employment. With current estimates of the costs of day care, it is likely that day care will significantly improve the incomes only of parents with one or two children who have the skills to earn fairly high total incomes. The true financial benefits of day care for the welfare family with 5 children and marginal skills seems slight, although there may be secondary benefits of family self-sufficiency that will emerge in improved second-generation economic status (Datta, 1973a, p. 36).

Is an educational component needed? Adding a strong educational component to a day care experience increases the costs greatly and since there is little evidence of a large or lasting effect, this type of developmental day care is not justified.

Looked at from the child's point of view, Datta (1973a) suggests: "there is evidence that preschool experiences can be offered in a variety of ways in addition to the five day a week care model and that these may be as effective, less costly and more beneficial for many children than the center-based approach."

## SUMMARY

## Summary

This report has been developed in response to a charge from the State Board of Education for a policy recommendation in the area of early childhood education. This report represents the work of members of the State Department of Education who formed an ECE committee.

The creation of the committee brought together for the first time many persons within the department who had program responsibilities related to early childhood. These persons communicated about their mutual concerns for this area of education and time was spent in developing common understandings.

The committee reviewed the present services within the department and developed a definition of early childhood education based on those services. The committee also discussed the need to develop new services and to improve and expand the present programs. The need to coordinate existing services at this stage of program development was a theme that reoccurred in discussions.

The ECEC developed recommendations in those areas requested by the State Board of Education: assessment, educational objectives, and some policy considerations. In addition, because the work of the committee ends with this report and because there is a need to maintain and increase communication within the department, the committee made a recommendation for administrative leadership to coordinate the present services and to provide a vehicle for the systematic development of new services.

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APPENDIX

## Membership of the Early Childhood Education Committee (ECEC)

On December 28, 1973, Commissioner Howard B. Casmev appointed a committee on early childhood education. The committee had seven members and was chaired by E. Raymond Peterson, Assistant Commissioner, Division of Instruction. During the eleven months that the committee has met, the membership of the group has changed as some of those originally appointed have sent substitutes or replacements to the committee. Those appointed are shown at the left and their substitutes (s) or replacements (r) are shown at the right.

1. John Adams, Director  
Office of State Educational Assessment  
  
(r) William McMillan, Supervisor of Instrumentation  
Office of State Educational Assessment
2. Roy Anderson, Administrator of Federal-State Programs  
Division of Compensatory and Special Education
3. Jack Hanson, Administrator of ESEA Title I  
Division of Compensatory and Special Education  
  
(s) Clyde Bezanson, Assistant Administrator, ESEA Title I  
Division of Compensatory and Special Education
4. Gerald Kleve, Director of Elementary Education  
Division of Instruction
5. Robert Madson, Director of Vocational Program Operations  
Division of Vocational-Technical Education  
  
(r) Florence Stater, Supervisor of Home Econ. Occupations  
Division of Vocational-Technical Education
6. Corinna Moncada, Early Childhood Education Coordinator  
Division of Instruction
7. E. Raymond Peterson, Assistant Commissioner  
Division of Instruction

In addition to those appointed by the Commissioner there have been other department staff who have attended and contributed to the working of the committee which was in accord with the State Board of Education resolution that "all Department of Education personnel involved with any aspect of preschool programs should be consulted or included." Those members who have attended many of the meetings include:

1. Helen Dell, Title III Program Consultant  
Division of Planning and Development
2. Eugene Kairies, Coordinator of CQE  
Division of Planning and Development

**3. Winifred Northcott, Consultant**  
Early Childhood Education for the Handicapped  
Division of Compensatory and Special Education

The committee wishes to acknowledge the direction and assistance provided by Mary Jo Richardson, member of the State Board of Education, during the first phase of the committee meetings.

TO:

FROM: E. Raymond Peterson, Assistant Commissioner  
Division of Instruction  
Department of Education



SUBJECT: Checklist on Legislated Agency Activities

For the past eight months I have been chairing a committee within the Department of Education which has been pulling together the different services for young children that are occurring in our agency. We need to find out the services that are being carried out by other governmental agencies in order to avoid overlap in services and to obtain by a clearer understanding of which services are offered.

I urge your cooperation in filling out the enclosed checklist. As you do so, please consider the age range of services for children to be from birth to age seven.

Please return this checklist to Dr. Kleve by September 13.

EPR:ltde

# State of Minnesota

Department of Education  
 Capitol Square, 550 Cedar Street  
 St. Paul, Minnesota 55101

The following checklist has been prepared by the Early Childhood Task Force in the Department of Education. The primary purpose of the checklist is to develop a resource of the authorities under which state agencies are providing services.

We feel it will be of help to all agencies to have a clear deliniation of federal statutes, state statutes, department regulations, old attorney general's opinions or the responsibilities that have historically evolved within different state agencies.

If this form does not fit the services you provide please add to it. Please indicate the statutes and state regulations by number. Thank you for responding to this checklist. You will receive a copy of the results.

Return this form to: Dr. Gerald Kleve, Room 656, Captiol Square. If you have questions on filling out this sheet you may call Dr. Kleve at 296-4066.

Name of person responding \_\_\_\_\_

Position \_\_\_\_\_

State Agency \_\_\_\_\_ Phone \_\_\_\_\_

	Minn. Statute Number	Federal Statute Title	State Agency Regulation Number	Historically Evolved to Agency	Other	Not Applicable
SERVICES TO CHILDREN						
1.) Handicapped Children						
a.) Educable mentally retarded						
b.) Trainable mentally retarded						
c.) Severly mentally retarded						

Checklist - p. 2.

	Minn. Statute Number	Federal Statute Title	State Agency Regulation Number	Historically Evolved to Agency	Other	Not Applicable
d.) Children with Learning Disabilities						
e.) Emotionally Disturbed						
f.) Blind . . .						
g.) Partially Sighted						
h.) Deaf						
i.) Hard of Hearing						
j.) Orthopedically Handicapped						
k.) Children with Chronic Medical Problems						
l.) Speech Handicapped						
m.) Socially Maladjusted						
2. Dependent Children						
a.) Orphans						
b.) Adopted Children						
c.) Foster Children						
3. Neglected or Abused Children						
4. Children from Different Ethnic Origins						

	Minn. Statute Number	Federal Statute Title	State Agency Regulation Number	Historically Evolved to Agency	Other	Not Applicable
a.) Black Americans						
b.) Mexican Americans						
c.) American Indians						
d.) Anglo Americans						
e.) Other						
5. Screening Services						
a.) Vision						
b.) Hearing						
c.) Intelligence						
d.) Educational Development						
e.) Social Development						
f.) Motor Development						
g.) Nutrition						
h.) Handicaps						
i.) Infectious Disease						
j.) Dental Needs						
k.) Physical Abuse						

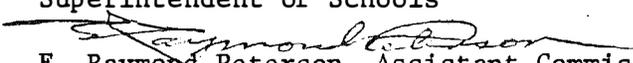
	Minn. Statute Number	Federal Statute Title	State Agency Regulation Number	Historically Evolved to Agency	Other	Not Applicable
1.) Other						
Care Services						
a.) Day activity centers for retarded						
b.) Family day care						
c.) Group day care						
d.) School-age day care						
e.) Infant day care						
f.) Drop-in, emergency care						
g.) Night care						
Education Services						
a.) Infant stimulation						
b.) Preschool programs						
c.) Home-based programs for children						

	Minn. Statute Number	Federal Statute Title	State Agency Regulation Number	Historically Evolved to Agency	Other	Not Applicable
d.) Television programs for children						
SERVICES TO TEENAGERS						
a.) Education for parenthood						
b.) Assistance in caring for own child						
c.) Knowledge of child development						
d.) Knowledge of styles of child rearing						
e.) Career exploration for work with children						
f.) Volunteer opportunities with children						
SERVICES TO PARENTS						
a.) Migrant Programs						
b.) Full-day care for children						
c.) Night care for children						

	Minn. Statute Number	Federal Statute Title	State Agency Regulation Number	Historically Evolved to Agency	Other	Not Applicable
d.) Half-day care for children						
e.) Before and after school care for children						
f.) Parent counseling on a group basis						
g.) Parent guidance on an individual basis						
h.) Information on nutrition						
i.) Information on child rearing						
j.) Information on child development						
k.) Information on handicapping conditions						
l.) Information on available com- munity resources						
m.) Prenatal care						
n.) Maternal care						

	Minn. Statute Number	Federal Statute Title	State Agency Regulation Number	Historically Evolved to Agency	Other	Not Applicable
o.) Family planning						
p.) Homemaking services						
q.) Information on home safety						
r.) Information on budgeting						
s.) Information on cognitive stimulation of children						
t.) Training in behavior modification techniques						
u.) Information on facilitating language development						
v.) Information on direct instruction of children						
w.) Other						

TO: Superintendent of Schools

FROM:   
E. Raymond Peterson, Assistant Commissioner  
Division of Instruction

SUBJECT: Request for Information on Public School Services to  
Children Under Five and Their Families

DATE: May, 1974

A state department Committee on Early Childhood Education was formed by the Commissioner at the request of the State Board of Education last December. This group is charged with the responsibility of preparing recommendations for board action on early childhood education policy. Since no state monies for general education of children below the age of attendance at kindergarten are provided, we have had no opportunity to know what programs are in existence in the state or what services are available for either young children or their parents.

The State Board of Education has authorized me, as chairman of the Committee on Early Childhood Education, to request from you information about any services for young children below the age for enrollment in kindergarten which are provided by your school district. We would be interested in as comprehensive a report as you are able to provide for us and from this we will organize and tabulate the information.

If, for example, you are screening children at kindergarten round-up, then we would like to know who is involved in the screening; how it is conducted; and what areas of the child's physical, social or intellectual development are assessed. We would like to know what measures you use and what information you ask for from parents.

Your district may have state monies for preschool handicapped children. You may be receiving Title I monies for the educationally disadvantaged preschool children in your district. We would like you to include these programs in your report too.

We will use this information to make long-range plans about which services for young children and their parents can best be delivered through the public schools. We will share the information about what services are now available in each district and we will prepare a report to the State Board of Education with recommendations for needed legislation.

Please send us whatever activities you have occurring in your district by May 27. If you have not been able to provide any services for prekindergarten children, it would be important for us to know that too. Thank you for your help in conducting this data collection.

The attached sheet may be of help to you in thinking of the types of involvement your school district has with preschool children and their parents. Please remember that we are only interested in what the public school provides and not other resources in the community.

ERP:CM:vfco

Enc.

School Distr: \_\_\_\_\_

Name of Person Providing Information \_\_\_\_\_

(EXAMPLES)	Type of Program	No. of Clients	Source of Funding	Coord. with other Agencies	Frequency of Client Contacts	Age of Children	Other Comments
1. Parent Education							
2. Screening of Children							
3. Child Care Services (e.g., baby-sitting or day care)							
4. Educational Programs for Children							
5. Recreational Program							
6. Title I - Pre-kindergarten program							

7. Special Education services for pre-kindergarten children							
8. Activities through Community Education							
9. Preschool Activities Sponsored by the Right to Read							
10. Other programs							

Please return to:

E. Raymond Peterson, Ed.D.  
Assistant Commissioner  
Division of Instruction  
657 Capitol Square Building  
St. Paul, Minnesota 55101

To: Superintendents of Schools

From: *E. Raymond Peterson*  
Dr. E. Raymond Peterson, Assistant Commissioner  
Division of Instruction

Subject: Completion of a Survey on Services for Prekindergarten  
Children

Date: August 12, 1974

This is a follow-up request for information from your district on the services you are able to provide for children and their families during the years before entrance into Kindergarten. We have received responses from 303 school districts in our state and we are making an effort to gain a more complete estimate of available services so that we can make a report to the State Board of Education.

Enclosed are the cover memo and forms sent to you last May. Will you please complete this information either on the forms or by a letter and return it to my office by August 23? Thank you for your assistance; we will be reporting the results of this survey back to you.

## RECOMMENDATIONS

### Child Development Planning Project Minnesota State Planning Agency

October, 1974

#### Part I

**Finding:** Although there are more than 50 different services, through 30 program offices and four state agencies, being provided to young children and their families in Minnesota, there is no coordinated planning at the administrative level and only limited cooperation among state agency program personnel.

**A. Interim Recommendation: ESTABLISH AN INTERAGENCY COMMITTEE ON YOUNG CHILDREN AND THEIR FAMILIES**

**Purposes:** To provide descriptions, costs, evaluation and other information to the Legislature for new programmatic activities.

- Review the availability of existing services.
- Determine the need for new programmatic activities.
- Estimate costs.

To develop uniform data collection.

- Determine data elements necessary for decision-making.
- Integrate data elements into on-going data collection.

To develop communication network for exchange and dissemination of information.

- Determine types of information to be shared among agencies.
- Review alternatives for communication links.

To develop ways of coordinating services, activities and funding at the local level.

- Specify options for service and funding coordination at the local level.

**Composition:** Assistant Commissioners of Education, Health and Welfare; Representatives of Office of Economic Opportunity; Governor's Office; Department of Administration; State Planning Agency.

**Time Frame:** November, 1974 - June 30, 1975

**Administrative Location:**

State Planning Agency

or

Office of Program Development (Human Services Council)

or

Department of Administration, Program Management

**Mechanism for Establishing the Committee:** Executive Order

**Staff:** 1-50% time professional, 25% time clerical

Cost: \$15,000 - 20,000

Source of Staff:

Grant from Federal Office of Child Development (FY 1975)  
or  
Governor's Office of Program Development (FY 1975)  
or  
Contributions from cooperating agencies.

B. Long-term Recommendation: ESTABLISH A SEPARATE OFFICE FOR  
YOUNG CHILDREN AND THEIR FAMILIES

Functions:

- Planning and Policy Development regarding services including identification of needs and development of comprehensive state plan.
- Coordination and continuity of existing services, including concentration of efforts and resources on specific target populations.
- Information collection.
- Information clearinghouse.
- Communication network.
- Advocacy/Ombudsman.
- Program Development.

Responsibility: Minnesota Legislature.

Time Frame: Legislation during 1975 Session.

Administrative Location:

Human Services Unit within a reorganized state structure  
or  
Governor's Office

Staff: 2 full-time professional staff; part-time clerical

Cost: \$50,000 year

Part II

Finding: There is no coordinated public policy regarding young children and their families in Minnesota against which to evaluate existing services or the need for new programs.

Recommendation: DEVELOPMENT OF A PUBLIC LIBRARY STATEMENT REGARDING  
YOUNG CHILDREN AND THEIR FAMILIES.

Implementation:

Establish a special study commission to identify the basic level and quality of services for young children and their families that are supportive of normal growth and development and to recommend to the Governor and the legislature priorities and cost estimates for the development of services necessary to meet that level.

Commission would consist of persons appointed by the Governor to include citizens from throughout the state. One-third of the members should be parents of children under the age of six. The remainder should include representatives such as public officials, organizations concerned with young children and providers of services to young children and their families.

Members of the Commission should be divided into task forces to make recommendations for priorities in each of the following areas:

- Physical health and well being.
- Social-emotional health and well being.
- Learning opportunities.
- Children with special needs.  
Migrant, Indian, Bilingual.
- Parents and Families of Young Children.

Time Frame:

One year from appointment of Commission.

Possible culmination of Commission activities in Governor's Conference on Young Children and Their Families to determine priorities in late 1975.

Administrative Location:

State Planning Agency

or

Office of Program Development (Human Services Council)

or

Department of Administration, Program Management

Mechanism for Establishing the Commission: Executive Order

Staff: 1-50% time professional; part-time clerical.

Cost: \$25,000

Source of Staff:

Grant from Federal Office of Child Development (FY 1975)

or

Governor's Office of Program Development (FY 1975)

or

Private Foundation Funds.

Sources of State and Federal Funding  
Through the Department of Education

1. Community Service Levy State  
M. S. 275.125, Subd. 3, Clause 8

Program Activity: Levy monies may be spent for community school programs such as: summer school, adult programs, recreation, civic activities, and prekindergarten excluding services for handicapped preschool children. Monies may be used for any purpose of these programs including personnel costs, supplies or equipment.

Eligibility: Any school district may authorize additional levies of \$1.00 per capita for fiscal year 1974 after having established a community school advisory council.

Contact: Mr. Lawrence Erie, Director  
Community Education  
State Department of Education  
671 Capitol Square Building  
St. Paul, Minnesota 55101 Phone 612-296-2587

2. Division of Special and Compensatory Education State  
Permissive and Mandatory Legislation for Preschool Handicapped

Program Activity: A half-unit of state aid is available for instruction and services to preschool handicapped children.

Eligibility: Local education agencies may receive state aids for services to children with disabilities in the following areas: deaf, blind, crippled, speech defects and mental retardation. Districts must follow new guidelines on programs for the preschool handicapped and receive program approval. It is mandatory for school districts to provide services to mentally retarded children beginning at age five and to children in the other disabilities beginning at age four.

Contact: Winifred Northcott, Consultant  
Early Childhood Education for the Handicapped  
Division of Special and Compensatory Education  
State Department of Education  
550 Cedar Street  
St. Paul, Minnesota 55101 Phone 612-296-2011

3. Minnesota Council on Quality Education State  
Article XV, Minnesota State Revenue Act of 1971

Program Activity: To encourage, promote and aid research and development in elementary and secondary schools through supporting innovations, programs or procedures supplementary to existing school structures and programs, and cost-effective projects. A separate appropriation in 1974 was given to CQE to initiate and fund a minimum of six early childhood identification and education projects during fiscal year 1975. The projects represent some diversity in models and/or services for parents and children 0-5.

Eligibility: All project grant funds will be transmitted directly to a local school district which will be responsible for fiscal management and accounting. Preference will be given to projects that show coordination of services with existing programs and with other governmental agencies.

Contact: Eugene Kairies, COE Coordinator  
Division of Planning and Development  
718 Capitol Square Building  
St. Paul, Minnesota 55101 Phone 612-296-5072

1. Elementary and Secondary Education Act of 1965 Federal  
Title I, Public Law 98-10

Program Activity: Programs give special educational assistance to children whose level of educational achievement is below normal for their age. The programs can serve preschool children.

Eligibility: The local school district is eligible to receive funds if the district is located in a county with a minimum percentage of children from low-income families. Services are restricted to the educationally disadvantaged children from these low-income areas. Funds must supplement, not substitute for, local and state money normally spent on the education of children in the district. The applicant must be a local public education agency. Programs are approved by the state education agency.

Contact: Mr. Jack Hanson, Title I Administrator  
Division of Compensatory and Special Education  
State Department of Education  
550 Cedar Street  
St. Paul, Minnesota 55101 Phone 612-296-2181

2. Elementary and Secondary Education Act of 1965 Federal  
Title I, Public Law 89-750

Program Activity: State education agencies may apply for funds to establish or improve programs for children of migratory agricultural workers. The state education agency may provide the service directly or through a local education agency.

Eligibility: A migratory child of a migratory agricultural worker is a child who has moved from one school district to another during the past year with a parent or guardian who was seeking or acquiring employment in agriculture including related food processing activities such as canning.

Contact: Mr. Jack Hanson, Title I Administrator  
Division of Compensatory and Special Education  
State Department of Education  
550 Cedar Street  
St. Paul, Minnesota 55101 Phone 612-296-2182

3. Elementary and Secondary Act of 1965 Federal  
Title III, Public Law 89-10

Program Activity: Projects to Advance Creativity in Education (PACE) are funded to stimulate development of innovative and imaginative solutions to educational problems, increased utilization of research findings, and the creation and intelligent use of regional centers and services.

Eligibility: Local education agencies and certain of their regional public education organizations are eligible to submit proposals. Grants are awarded periodically by the Commissioner of Education upon recommendations from the Minnesota Title III Advisory Council. These recommendations are formulated on the basis of a competitive review of proposals.

Contact: Mr. Gregory Waddick  
Division of Planning and Development  
Department of Education  
550 Cedar Street  
St. Paul, Minnesota 55101 Phone 612-296-5061

4. Nonschool Child Nutrition Program Federal  
Special Food Services Program for Children  
National School Lunch Act, Amendment, Public Law 90-302

Program: To initiate, maintain or expand nonprofit food service programs for children in service institutions, to improve child nutrition. These programs serve school age children during the summer months in recreation centers, settlement houses or neighborhood houses. Pre-school children receive year-round assistance in child day care centers.

Eligibility: Sponsors of the program must be public institutions or private nonprofit organizations serving a high population of working mothers or children from low-income families. The sponsor must show evidence of serving either 50% of children with working mothers or over 50% of low-income children as determined by U. S. Department of Agriculture standards. For the 1974-75 fiscal year funding is restricted to those who had approval during the 1973-74 fiscal year.

Contact: Mr. Charles L. Matthew, Director  
Child Nutrition Section  
State Department of Education  
550 Cedar Street  
St. Paul, Minnesota 55101 Phone 612-296-2986

5. Vocational Education Amendments of 1968 Federal  
Title I, Part F, Public Law 90-576

Program Activity: Programs in consumer education, nutrition, child care and guidance, improvement of home environment and management of resources are conducted to increase the employability of the home-maker-wage earner and to improve family living. Programs in areas of

high employment and in low-income areas are emphasized. In-service educational programs for day-care and family day care mothers and employees can be funded if there is a minimum of ten persons for a given program.

Eligibility: Up to 75% of the costs may be paid for educational services and programs operating through the local education agency. Those working in the program must be experts in the field with vocational certification. (This certification is based on competency and six hours of in-service teacher education.)

Contact: Miss Florence Stater  
Division of Vocational-Technical Education  
Minnesota State Department of Education  
550 Cedar Street  
St. Paul, Minnesota 55101 Phone 612-296-3387

6. Elementary and Secondary Education Act of 1965 Federal  
Title VI-B

Program Activity: Assists states in providing special educational and related services for handicapped children at the preschool, elementary and secondary levels.

Eligibility: Programs must have child centered objectives restricted to handicapped children listed in the statute (mentally retarded, hard of hearing, deaf, speech impaired, visually handicapped, seriously emotionally disturbed, crippled or other health impaired). Private facilities are not eligible to receive direct grants, but children attending a private facility may participate in a project. Projects and programs must be conducted by a local or state education agency.

Contact: Levi Young, Title VI-B Administrator  
Division of Compensatory and Special Education  
State Department of Education  
550 Cedar Street  
St. Paul, Minnesota 55101 Phone 612-296-2547

7. Special Programs for Indian Children Federal  
Johnson O'Malley

Program Activity: Monies may be used for special programs for Indian children. Activities may include early childhood and preschool activities, special instructional programs, nutrition programs, or special counselors or other personnel.

Eligibility: Monies are given to tribal councils, based on the number of children of Indian ancestry. These funds are used for educationally related projects and programs at the discretion of the tribe.

Contact: Director  
Indian Education Section  
State Department of Education  
807 Capitol Square Building  
St. Paul, Minnesota 55101 Phone 612-296-6458

8. Indian Education Act  
Title IV

Federal

Program Activity: School districts may use these funds for special programs and projects for Indian students. Early elementary education was cited as a priority of the National Indian Advisory Council.

Eligibility: School districts receive funds based on the number of Indian children in residence. Children must be at least one-quarter Indian ancestry to be counted. Districts must have at least Indian children in residence, and submit an acceptable proposal based on criteria established by the National Indian Education Advisory Council.

Contact: Director  
Indian Education Section  
State Department of Education  
807 Capitol Square Building  
St. Paul, Minnesota 55101 Phone 612-296-6458

Table 2

## Public School Programs Under SDE

Ages	Service Obligation for Local Ed. Agency	Type of Child	Funding
0-3	Permissive Legislation	All handicapping conditions for which special instruction and services are needed	Half-unit of state aid. The same pattern of reimbursement of essential personnel, supplies, and equipment as obtains in programs for school age children who are handicapped.
---	Permissive Legislation	prekindergarten, Head Start, nursery school children	None
4-21	Mandatory Legislation	-Deaf; hard of hearing -Blind; partially seeing -Crippled -Speech and language impaired	Half-unit of state aid
5	Mandatory Legislation	-children aged 5 by Sept. 1 -mentally retarded children	Half-unit of state aid
6-21	Mandatory Legislation	-all children -all handicapping conditions	<u>Elementary grades:</u> One unit of state aid <u>Most 7-8 grades:</u> 1.4 units of state aid <u>Grades 9-12:</u> 1.4 units of state aid <u>Area Voc.-Tech. Inst.:</u> 1.5 units of state aid

Table 3

Private School Programs for Children  
Ages 6 Months - 18 Years

Ages	Type of Program	Agency	Responsibility of Agency	Principle Source of Funding
6 months through 5 years	Nursery school, group day care, family day care	DPW	Licensing of Facility	Private
2½ years through 6 years	private preschools	SDE	Exemption from Part of DPW's Licensing	Private
6 months through 6 years	Montessori schools			Private
5 years through 6 years (to age of mandatory attendance at school)	Private Kindergartens Private First Grades			Private
5 years through 12 years	After school day care	DPW	Licensing of Facility	Private
7 years through 18 years (Compulsory attendance ages 7 to 16)	elementary and secondary education programs	Local Education Agency	Enforcement of Compulsory Attendance Law	Private

Excerpts from the March Progress Report  
of the ECEC to the State Board of Education

In its first few meetings the committee concerned itself with developing greater knowledge about early childhood education programs currently in operation within the State Department of Education.

On February 14, a few days before the scheduled fourth meeting of the committee, Senator Jerome Hughes introduced into the Senate a bill on early childhood identification and education which would provide services for children from birth through age five or before kindergarten. From this point on, the committee was diverted from its primary charge, as members felt it important to follow the progress of the bill--a task which turned out to be very time-consuming. From a position of a committee that would initiate new policies, the group became one that was reacting to decision-making by legislative committees.

The Hughes Bill\* advocates provision of services which could include:

- early identification of potential barriers to learning in young children
- parent education in knowledge of child development
- services to parents in counseling or guidance to help strengthen the family unit
- provision of resources for families and children such as toy libraries and books
- education for teen-agers in knowledge of young children and the responsibilities of parenthood.

The concept of the pending legislation is to make use of the resources of the total community and to view the young child in the context of his family and the family in the context of the community. Some of the proposed programs for young children and their families would take place in the school, as a center in the community, but other programs would be based in family homes.

Many interest groups appeared before the House and Senate to protest the public schools as a delivery system for services to young children. Among these groups were: The Department of Public Welfare, Head Start (OEO), Greater Minneapolis Day Care Association, some members of the Children's Lobby, and other persons from day care centers. Private educators, too, opposed the legislation because they do not want the public school to be a coordinating agency for these services; they felt that while federal monies allowed an equitable share for the private sectors, state monies might not be allocated fairly.

EARLY CHILDHOOD LEGISLATION  
1974 Laws, Chapter 521

**SEC. 2. EARLY CHILDHOOD IDENTIFICATION AND EDUCATION PROGRAMS.**

Subdivision 1. For the 1974-75 school year, the council on quality education shall make grants to no fewer than six pilot early childhood identification and education programs. Early childhood identification and education programs are programs for children before kindergarten and below age six which may include the following: identification of potential barriers to learning, education of parents on child development, libraries of educational materials, family services, education for parenthood programs in secondary schools, in-center activity, home-based programs, and referral services.

Notwithstanding section 3.926, subdivision 2, every early childhood identification and education program proposal shall be submitted to the council on quality education not less than six weeks before the planned commencement of the program. These programs shall be as equally distributed as possible among cities of the first class, suburbs, and communities outside the seven-county metropolitan area. Each pilot program shall serve one elementary school attendance area in the local school district.

The council on quality education shall prescribe the form and manner of application and shall determine the participating pilot programs. In the determination of pilot programs, programs shall be given preference for their ability to coordinate their services with existing programs and other governmental agencies. The council on quality education shall report on the programs annually to the committees on education of the senate and house of representatives.

Subd. 2. Each district providing pilot programs shall establish and maintain an account separate from all funds related to these early childhood identification and education programs.

Subd. 3. A school district providing early childhood identification and education programs shall be eligible to receive funds for these programs from other government agencies and from private sources when such funds are available.

Subd. 4. A district may charge reasonable fees for early childhood identification and education services; however, a district shall waive such charge or fee if any pupil, his parent or guardian is unable to pay it.

**SEC. 3. ADVISORY COMMITTEE ON EARLY CHILDHOOD IDENTIFICATION AND EDUCATION PROGRAMS.** The council on quality education shall appoint an advisory committee on early childhood identification and education programs.

SEC. 4. THE STATE BOARD OF EDUCATION. The state board of education shall provide service to the pilot programs by: (1) applying for funds which are, or may become, available under federal programs pertaining to child development, including funds for administration, demonstration projects, training, technical assistance, planning, and evaluation; (2) making maximum use of existing information services to inform the public concerning comprehensive early childhood development; and (3) providing professional and technical assistance to center committees.

SEC. 5. ADVISORY COMMITTEES. Each pilot program shall provide for an advisory committee selected by the local board of education. A majority of the members of this committee shall be parents participating in the program. The committee shall report to the council on quality education, the local board of education, and the district community school advisory council if this council has been established in the district.

SEC. 6. VOLUNTARY PARTICIPATION. All participation by parents and children in these early childhood identification and education programs shall be voluntary, and shall not preclude participation in any other state or local program. All pilot programs shall provide services to all qualified children, regardless of race, religion or ethnic background, and no such programs shall be used in whole or in part for religious workshop or instruction.

## SUMMARY

### EARLY CHILDHOOD PROGRAMS AND ACTIVITIES MINNESOTA DEPARTMENT OF EDUCATION

#### I. Division of Instruction -

##### A. Elementary and Secondary Section

Private Pre-school Exemptions from DPW licensing except in areas of health and safety will be given to those programs for children 2½ through 6 which operate primarily for the purpose of educating children. Some criteria have been developed for these programs and exemptions will be given after DPW has taken their health and safety requirements to public hearing.

Consultative services are given to local school districts in early childhood education.

##### B. Pupil Personnel Services Section

A Title III program in 1971-72 researched the effect of guidance materials on the self-concept of four-year olds. Another Title III project in 1970-73 provided preschool screening of four-year-olds with a follow-up home intervention program carried out by the school counselor to those most in need (complete analysis due June 1, 1974). Other guidance research studies have been carried out for first and second graders since 1967.

##### C. Professions Development Section

Evaluation and improvement of college programs for the preparation of education personnel. There are 17 approved programs leading to kindergarten certification and 10 approved programs leading to nursery school certification.

##### D. Community Education Section

Recent legislation provided that school districts with a community school advisory council could levy one dollar per capita for every man, woman, and child in the district. Levy monies can be spent for prekindergarten services to non-handicapped children. Programs have been developed in many of the districts with community service directors.

##### E. Teacher Certification and Placement Section

Kindergarten and nursery school teachers are certificated upon completion of an approved college program in early childhood education.

F. Right to Read

The Right to Read Advisory Council developed Criteria of Excellence in Reading Programming which includes an articulated quality preschool component that involves parents.

II. Division of Vocational-Technical Education -

Four basic training programs for Early Childhood personnel and Parent Education.

- A. Secondary Level - Fourteen approved programs for career exploration and basic instruction for training aides for group care. Four hundred secondary vocational home economics departments have a child development and family/parent education component in the consumer-homemaking program.
- B. Post-Secondary - Eight programs for training personnel as assistants in group, family and day activity centers. One program cooperates with a community college to provide the opportunity for students to receive an A.A. degree and the child development associate level competencies. The programs are aimed at the ages infant to 9 years (except for day activity center ages) and are located at: Rochester, Anoka, #916, Suburban Hennepin - North and South, St. Cloud, Duluth, Hutchinson. (Approximately 20 pupils per class.)
- C. Adult Programs - Approximately 500 have taken training as aides for group day care through adult programs. There are three programs for family day care with approximately 60 registrants. In pre-parent and parent education there were about 3,363 enrolled in the adult consumer-homemaking programs.

III. Division of Special and Compensatory Education -

A. Special Education Section

The special education statutes permit local school districts to provide early childhood educational programs for handicapped children as defined in M.S. 120.03 and that the school district may collect one-half unit of foundation aid and special education aid on programs provided for pre-school age children. Pre-school age for handicapped children is defined as age 0 to 4 years for children who are deaf, blind, crippled, or speech defects and 0 to 5 years for other handicapped children.

In addition to state and local funds, federal funds are available on a competition basis through the Education for the Handicapped Act (E.H.A.) and the Elementary, Secondary Education Act (E.S.E.A.). The inventory of pre-school special education programs conducted by local school districts indicates that the state is serving about 286 children and 360 teen-age parents at an estimated total cost of \$754,300 of which \$305,100 represents local funds, \$318,400 state funds and \$130,800 federal funds.

- B. Title I - ESEA - A number of early intervention pre-school projects funded. Majority of funds used by local school districts would be concentrated on primary age although intermediate grade programs are also approved for funding. Trend appears toward early intervention at pre-school level and primary grade level.

IV. Division of Planning and Development

A. Title III - ESEA.

Seven pre-school projects in early childhood education have been funded by Title III monies. These projects include involvement of four year olds in home and school education in the development of psychomotor skills, oral language skills, positive self-image and cultural identification. These projects have been located in St. Paul (2), New Prague and Montgomery, St. Cloud, Fridley, Long Prairie and Duluth.

B. Council on Quality Education (Two Appropriations)

1. \$520,000 available for funding innovative and cost-effective projects in all areas including early childhood education.
  - 88 preliminary proposals received 2-11-74 requesting a total of \$1.92 million vs. availability of estimated \$100,000 for new projects in FY 75.
  - Seven of these projects were associated with early childhood education.
  - Seventeen proposals were selected for full development including one early childhood project.
  - Full proposals due 4-26-74 with anticipated funding notification 7-11-74 and start-up date of 8-12-74.
2. \$230,000 earmarked to fund a minimum of six early childhood identification and education programs in FY 75.
  - Anticipated Dates
    - 5-1-74 - application materials and guidelines available
    - 5-21-74 - full proposals due (no preliminary proposals)
    - 7-11-74 - notification of successful applicants
    - 9-1-74 - initiation of funded projects

V. Division of School Management and Services

A. School Lunch Section

Five basic programs affect early childhood education in Minnesota:

1. National School Lunch Program - Provides for lunch and breakfast.
2. Special Milk Program - Supplemental milk break.
3. Special Food Service for Children (part of Child Nutrition Act) - can provide financial reimbursement and USDA donated foods. This includes any nonprofit, nonresidential program for young children.
4. Commodity Food Distribution Program - Nonprofit tax exempt institutions eligible, needy families and nonprofit summer camps.
5. Nonfood Assistance (equipment and nonconsumables).

VI. Office of Statewide Educational Assessment

S.F. 3440 has been introduced in the Senate to assess preschool children in six pilot projects.

## Early Childhood Assessment Plan

This plan reflects an application of Minnesota Statewide Assessment Program procedures to preliminary assessment in the area of Early Childhood Education. The focus of the assessment would be directed toward each of the cognitive, affective, and psychomotor domains, and would seek to measure levels of entry behavior into kindergarten for a probability sample of public and nonpublic school Minnesota five-year old children. The adoption of procedures similar to those currently developed by the Minnesota Statewide Assessment Program for other age levels and subject matter areas would allow for the utilization of existing mechanisms and personnel and, as such, would minimize implementation costs. For a more general orientation to the Minnesota Statewide Assessment Program, see the attached handout.

Prior to the preparation of the current plan, a variety of inputs have been requested and reviewed. No other state assessment program, as of this writing, is involved in a criterion-referenced assessment of this age group. The Michigan Assessment Program has encompassed the desired breadth with measurement of grade one entry behaviors. The recommendations of Michigan personnel have been incorporated here. As a result of fact that neither the National Assessment of Educational Progress (NAEP) nor individual state programs have attempted similar assessments, it is felt that Minnesota would be in a position to provide some direction to similar activities nationally.

### Instrumentation Process Plan

Overall, it is viewed that the following kinds of instruments would be developed:

1. A series of exercises for the assessment of student entry behaviors;
2. A school questionnaire to be completed by the principal for purposes of classification for data analysis;
3. A parent questionnaire designed to obtain information concerning the home environment as well as parental perceived views of student abilities;
4. A teacher questionnaire which would, in conjunction with the parent questionnaire, focus upon student ratings on objectives not readily measurable in direct student assessment, and;
5. A desired outcomes questionnaire which would provide independent ratings of objectives and exercises by a subsample of participating teachers.

Given below is one possible plan for the conduct of instrument development. The three principles which guided the development and ordering of activities within the plan were that:

1. They be functional in terms of present organizational structure and time constraints but sufficiently flexible for required long-range planning;
2. They provide for inputs from a broad representative spectrum of Minnesota teachers and Early Childhood Education specialists at the working group level; and
3. They provide for continuity of subject matter and measurement expertise throughout the process through the direct involvement

of the State Department of Education Early Childhood Education Consultant and the Supervisor of Instrumentation in all phases.

### Definitions and General Activities

Subject matter planning committee. This committee, because of its ordinal position and scope of activities, is viewed as especially critical to the success of instrumentation development, and would be selected upon the recommendation of, and in conjunction with, the State Department of Education Early Childhood Education Consultant. In addition to the Early Childhood Education Consultant and the Supervisor of Instrumentation, the committee would consist of from six to nine persons who are viewed as representing a cross-section of subject matter training, experience, and geographical location. Members of this committee would likely meet in a location away from the normal places of work to allow for concentrated effort for a two or three day period of time. (This procedure has proven successful in previous mathematics assessment development activities.) Given a compilation of resource materials this group would:

1. Systematically identify and develop an initial set of objectives which:
  - a. represent a reasonable statement of Minnesota priorities,
  - b. are behaviorally stated in terms of NAEP guidelines, and
  - c. are convertible to exercise development with a minimum of difficulty.
2. Generally discuss and recommend areas of interest, to be covered in student and parent questionnaires, which are not dealt with elsewhere;
3. Make an initial recommendation concerning members of the Subject Matter Task Force; and
4. Make an initial recommendation concerning potential exercise writers.

In addition, after exercise completion and prior to field testing, this group would reconvene for one day in the Twin Cities to establish quantifiable measures for content validity of items. This group would seem especially well suited to this task because of its role in the development of initial objectives.

Subject matter task force. Upon recommendation of the Planning Committee and in conjunction with additional appropriate personnel, this group (to consist of approximately 15 members) would meet for a one or two day period in the Twin Cities. It is desirable that, in addition to the Early Childhood Education Consultant and the Supervisor of Instrumentation, this group consists of teachers or specialists who have functional knowledge of Early Childhood Education and, in total, represents a geographical cross-section of the state.

Given products of previous work and additional resource material in advance, this group would:

1. provide an independent review of previously compiled objectives within, as well as across, age appropriate groups;
2. recommend and make revisions to Planning Committee objectives;

3. produce a final set of behaviorally stated objectives, in line with NAEP procedures, which are quantifiably ranked and readily allow exercise development.

Subcontracted team of exercise writers. Given a final set of objectives, a team of approximately six exercise writers would be assigned to develop specific exercises. It would be the major responsibility of the Early Childhood Education Consultant and the Supervisor of Instrumentation to screen all exercises and include additional exercises where appropriate. These selections would be reviewed as part of content validation procedures by the Subject Matter Planning Committee. Procedures for the selection of item writers would be similar to those employed above.

Field testing. Field testing would utilize a representative sample of from 250 to 300 students. Since it is important to receive teacher feedback in this critical phase, all teachers participating would attend a meeting both before and after field testing. Appropriate materials and procedures would be developed to allow for subjective and objective (especially exercise timing) data from teachers. Every effort would be made to allow concurrent field testing of all classrooms. Arrangements for classroom field testing would be the major responsibility of the Early Childhood Consultant.

Script and pace tape preparation. Although this activity is primary responsibility of the Supervisor of Instrumentation it is included here because the quality of this final product is very much dependent upon the consistency and rigor with which the previous two subelements are conducted. All instructions and exercises would be presented following the NAEP procedure for the use of pace tapes.

#### Time Lines

Given knowledge of the Process Plan, it is suggested that the following dates would allow near optimum performance from the point of view of the instrumentation development for testing mid-September. Assuming, for the present example, that the initial final product would be due for printing on August 1, 1978, formal activity should be under way by at least one year before that date or ideally:

Planning Committee	Early August, 1977
Task Force	Late September, 1977
Exercise Development	October - December, 1977
Field Testing	Mid-March, 1978
Pace Tape Preparation	Upon completion of final instruments.

#### Instruments

Student assessment instrument. This criterion-referenced instrument would be designed to be administered in two one-half hour sessions. Although some attempt would be made to develop exercises that could be small group administered (no more than five per group), it is likely that the majority of exercises would be individually administered with this age of child.

School questionnaire. This questionnaire would be designed to collect background information on each school in the sample and would be filled out by the school principal. School questionnaires would be used to collect information on such factors as: public or nonpublic status; enrollment data; per pupil expenditure data; average teacher salaries; regional location; racial composition of student body; type of community in which school is located; school staff background data; the principal's perceptions of the adequacy of his or her school's facilities and staff; and perceptions of the adequacy of prekindergarten services for handicapped, disadvantaged and so on. Models are currently available from previous assessment activities.

Desired outcomes questionnaire. This questionnaire would look at a subsample teacher estimate of the percent of state's students who would be able to correctly answer representative exercises. In reading, for example, teachers were asked to rate selected items with respect to minimal acceptability, desired competence, and predicted performance. A rating format for a given exercise might be as follows:

Percent	10	20	30	40	50	60	70	80	90	100
Minimal										
Desired										
Predicted										

A compilation of results from this or another format could represent the desired performance levels in relationship to actual levels and would be of some value to curriculum planning.

Parent and teacher questionnaires. In addition to perceptions of the adequacy of provisions for prekindergarten children in both the parent and teacher questionnaire, the parent questionnaire would substitute for the student questionnaire used in other assessments and would be used to collect background information on each student in the sample for the purpose of grouping students as per reporting variables. These data might include: sex, race, size of family, parental occupation and education, kinds of reading materials in the home, number of years student residence in Minnesota. Also, several additional items would be constructed to allow for parent information and rating of such things as: general health, special perceptual problems, language development, and a variety of skills not directly obtained from student assessment exercises. As a result, this latter set of items would concentrate on objectives which were not readily measurable in student assessment. The teacher questionnaire would consist of independent teacher ratings of the latter items in the parent questionnaire. This process would allow for the sampling of a substantially greater number of objectives.

### Sampling

The Sampling Statistician associated with the Minnesota Statewide Assessment Program would be primarily responsible for identifying students to be assessed as well as teachers for desired outcome measures. Assuming, for the present, that a single student assessment package is developed,

it is estimated that the student sample would consist of from five to six thousand five-year old children. The development of additional packages would expand this sample proportionally. Given the exploratory nature of this proposed effort in Minnesota, the single instrument approach, at least for initial assessment, would seem to be superior.

### Data Collection

Although personnel are currently involved with data collection activities within the Minnesota Statewide Assessment Program, the individual administration and recording of scores presents special logistical problems. School counselors would probably be best suited to this task. However, the use of trained testers is viewed as an acceptable alternative. It is likely that a combination of these alternatives would result. The Survey Operations Supervisor would have major responsibility for coordinating these activities.

### Data Analysis

The Coordinator of Data Analysis would be responsible for analyzing and reporting all results. The rather sophisticated set of procedures which have been developed for these purposes will not be specifically dealt with here. However, results would be presented in such a way as not to reflect in any way on participating school districts. As a result, data collected from this plan would be applicable for general statewide planning but would not allow for school district evaluation or diagnostic student information. The Coordinator of Dissemination would primarily be responsible for distribution and explanation of results.

### The Assessment-Diagnosis Problem

It should be clear that assessment is not diagnosis. However, especially with five-year olds, there is the legitimate concern for the systematic screening and treatment of special learning problems. It is felt that these activities are only tangentially related to the current assessment plan. Individual school districts can, if they wish, presently contract with the State Department of Education, through the "piggyback option", to have in-depth analyses of student performance. In turn, school districts may wish to use these data as a basis for identification of areas disagnostic analysis. Although some limited technical assistance could be provided in the way of resource materials, the matter of individual diagnosis is best left to specially trained school district personnel or district initiated referrals.

### Cost

This figure will depend upon the exact nature of the approved program and the incorporated options for financing. Based upon the current budget, it is estimated that the above plan could be completed at a cost of approximately \$10/student. A further delineation would be inappropriate without further exploration of program and funding alternatives.

QUESTIONS AND ANSWERS  
ABOUT THE  
MINNESOTA STATEWIDE EDUCATIONAL ASSESSMENT PROGRAM

1. WHAT IS THE MINNESOTA STATEWIDE EDUCATIONAL ASSESSMENT PROGRAM?

It is a statewide survey of the knowledge, skills, understandings, and attitudes of a sample of Minnesota's school-age children and an identification of factors which show potential for improving the educational performance of Minnesota's children and youth.

2. WHY IS A PROJECT LIKE THIS NECESSARY?

At a time when Minnesotans are spending more and more dollars on education, a number of questions remain largely unanswered, such as: What do Minnesota students know? What can they do? Where are their strengths and weaknesses? How are they progressing over time? Statewide assessment will provide some important answers to these questions making it possible for educators, legislators, and the general public to make the best decisions on funding and developing policies for quality education.

3. IS THIS ASSESSMENT PROGRAM UNIQUE TO MINNESOTA?

Not at all. Most every state has some type of assessment program underway or under consideration. More than twenty states are using concepts and materials from Minnesota's program. Most were inspired by the nationwide program--the National Assessment of Educational Progress--begun some ten years ago to provide the first comprehensive data on the educational attainments of young Americans.

4. IF THERE IS A NATIONAL PROGRAM, WHY DO WE NEED ONE IN MINNESOTA?

The national program reports its findings on nationwide and regional bases only. This does not permit educators to view directly Minnesota's educational progress. Therefore, a Minnesota assessment program was declared a top priority of the State Department of Education in 1971.

5. WILL IT BE POSSIBLE TO COMPARE SCHOOLS AND DISTRICTS?

No. Minnesota is divided into ten assessment regions. Each region--the smallest reporting unit--contains many schools and districts. Therefore, it will not be possible to compare individual school buildings or districts, because the sampling techniques used in both national and state assessment are not appropriate for such comparisons.

## QUESTIONS AND ANSWERS

### 6. THEN HOW CAN WE FIND OUT HOW THE STUDENTS IN OUR SCHOOL OR DISTRICT ARE PERFORMING?

The 1974 Legislature authorized a new program called the "piggyback" option, which will permit an individual school district to contract with the Office of Statewide Educational Assessment for an intensive district-wide assessment using the same exercises as the state program. A pilot study of "piggybacking" has been conducted in the Richfield School District with apparent success. Ten more districts will participate in the piggyback option in 1974-75.

### 7. WHO IS BEING ASSESSED?

As in national assessment, 9, 13, and 17-year-olds are chosen as the three age groups to assess. Using methods similar to public opinion polling, a random sample is drawn from each of these age groups. The assessment exercises are then administered by trained exercise administrators who go to the selected schools. Each year, approximately thirty to fifty thousand students from the ten assessment regions are involved.

### 8. ARE STUDENTS WHO PARTICIPATE IN ASSESSMENT IDENTIFIED BY NAME?

No. Students' names are not placed on any of the assessment exercises. Therefore, the Minnesota Statewide Assessment Program assures the anonymity of each respondent.

### 9. WHEN AND IN WHAT SUBJECTS IS STATEWIDE ASSESSMENT DONE?

During each school year, the 13-year-olds are tested in the Fall, the 9-year-olds in the Winter, and the 17-year-olds in the Spring. The current plan for the first two five-year cycles is as follows:

<u>Cycle One:</u>	<u>Cycle Two:</u>
1973-74 - Reading	1978-79 - Reading, Phy. Ed.
1974-75 - Mathematics	1979-80 - Mathematics
1975-76 - Science, Social Studies	1980-81 - Science, Social Studies
1976-77 - Music, Career and Occupational Development	1981-82 - Music, Career and Occupational Development
1977-78 - Art, Language Arts	1982-83 - Art, Language Arts

### 10. WHO DECIDES WHAT KNOWLEDGE AND SKILLS WILL BE ASSESSED?

Several years before a subject area is to be assessed, a task force of teachers, teacher educators, subject matter specialists, and lay citizens is formed to draw up a set of objectives. Based on these objectives, a pool of items is developed, pilot tested, and finally printed as an assessment instrument. Approximately twenty-five percent of the items are from the National Assessment of Educational Progress, which makes possible comparisons between Minnesota students and students throughout the nation, and the cost of exercise development is thereby reduced.

## QUESTIONS AND ANSWERS

### 11. DOES ADMINISTRATION OF ASSESSMENT EXERCISES TAKE MUCH TIME?

No. Of the twenty or so students participating in assessment sessions in any one school, none will be tested on all of the assessment exercises. Therefore, no more than two hours of any one student's time is taken during an assessment. Because trained test administrators are used, no teacher or administrator time is needed, other than the time needed to provide space and locate the students in the sample.

### 12. HOW IS STATEWIDE EDUCATIONAL ASSESSMENT FINANCED?

Financing is primarily obtained from appropriations from the State Legislature. However, some funds come from Federal sources, and some monies come from private foundations, such as the substantial grant in 1973 from the Hill Family Foundation, which made it possible to conduct the first phase of assessment in Minnesota--that of reading performance among 17-year-olds--conducted in the Spring of 1973. The budget for Minnesota Statewide Assessment is five-hundredths of one percent of the total state budget in education.

### 13. HOW AND WHEN ARE THE RESULTS REPORTED?

Results are reported on a statewide basis in the Fall of the year following the school year in which the particular assessment is conducted. Reports are also made available on a regional basis. The analyses are reported based on various factors, such as socio-economic level, parental educational level, size of school enrollment and size of community.

### 14. HOW WILL THE RESULTS BE USED?

Results of statewide assessment will be widely publicized by the Office of Statewide Educational Assessment. Strengths and weaknesses of Minnesota students in the various subject areas will therefore be apparent through news releases, regional workshops, and printed reports. Parents and educators will use the results to determine new directions in curriculum and instruction. Legislators will use the results to judge needs for legislative support. Teacher educators will use the results to determine future trends in teacher education. As longitudinal results become available, assessment data will reveal progress and improvement.

### 15. ARE ACCOUNTABILITY AND ASSESSMENT THE SAME THING?

No. Accountability usually is applied to an individual, such as a classroom teacher or an administrator. Statewide assessment results are not reported on an individual teacher, school, or district basis and therefore cannot be used as a measure of accountability. However, improvement in the educational performance of Minnesota students is a basic goal of educational assessment and in that sense it does contribute to the "accountability" of schools throughout the state.

## QUESTIONS AND ANSWERS

### 16. WILL STATEWIDE ASSESSMENT BE USED TO EVALUATE TEACHERS?

Definitely not. Students chosen for the assessment sample are not identified according to classroom or teacher. Only a few students of any one teacher are part of the assessment sample. Many teachers will have no students in the sample at all. Therefore, it would be quite inappropriate to in some way evaluate the work of a particular teacher on the basis of assessment results. For this reason, assessment procedures assure the anonymity of the teacher as well as the student, school, and district.

### 17. WHO ADMINISTERS THE PROGRAM?

An Office of Statewide Educational Assessment has been established in the State Department of Education reporting directly to the Commissioner of Education. The State Board of Education determines policies and priorities for the State Department of Education. Members of the State Board of Education are citizens appointed by the Governor and approved by the State Legislature.

### 18. WHO ADVISES THE OFFICE OF STATEWIDE EDUCATIONAL ASSESSMENT?

Two advisory groups have been established. The Assessment Advisory Council, which reviews policy and procedural matters, consists of members who represent professional educational organizations, the State Legislature, other government agencies, educational institutions, and lay citizens; the Technical Advisory Committee, is made up of measurement experts who provide the technical advice regarding exercise development and sampling and analysis techniques.

### 19. HOW IS THE OFFICE OF STATEWIDE EDUCATIONAL ASSESSMENT ORGANIZED?

The Director supervises a staff of seven professionals who have responsibilities for the development of assessment objectives and instruments; data collection procedures; scoring, data reduction, analysis, sampling and report preparation; and dissemination, interpretation, utilization and application of assessment results to instructional change and improvement.

### 20. WHERE IS THE OFFICE OF STATEWIDE EDUCATIONAL ASSESSMENT LOCATED?

The Office is located in the building in which the State Department of Education is housed, as well as a number of other state educational offices. The address is:

Office of Statewide Educational Assessment  
Minnesota State Department of Education  
Capitol Square Building - 550 Cedar Street  
St. Paul, MN 55101

7/74

Table 8

Summaries of Some Experimental Studies

Center-Based Programs

1972	Weikart	Children attended a preschool for half-days five days per week from October to May for two years. Teachers made 90-minute home visits. The experimental children experienced significant and immediate improvement in cognitive functioning as measured by standardized tests and the improvement continued through 3 years of schooling. Children performed significantly better than the control group on achievement tests in first, second and third grades. Experimental children were rated by elementary teachers as being better adjusted and showing more academic promise than the controls.
1967	Hodges, McCandless & Spicker	Three groups of children from rural and semi-rural areas of southern Indiana were compared. There were three treatments: a diagnostic kindergarten, a regular kindergarten and no kindergarten. The diagnostic kindergarten children showed the most gains followed by the regular kindergarten. Both groups were superior to the control group. Differences between the treatment groups and the control groups were found until the end of grade two. Experimental children were less likely to need special education.
1970	Gray and Klaus	Children received 5 mornings of school a week for 10 weeks during 2-3 summers plus a weekly home visit during the other 9 months of the year. Children were tested from 1962 until they were in the fourth grade in 1968. Intelligence testing showed a sharp rise at first, a leveling off and then a decline. Differences between experimental and control children were still significant at the end of the third year intervention stopped.
1972	Herzog, Newcomb & Cisin	Thirty black children were randomly selected from 100 families who agreed to have their child attend a preschool. The children went all day for five days per week to a well-run nursery school. The control children had no preschool. The children came from families with 68% on poverty-level incomes and with no fathers in 40% of the homes. In kindergarten the experimental subjects were kept together and given an enriched curriculum. A social worker was assigned to the families. The children who profited least from the program and who showed the earliest and most rapid decline came from the most deprived social and economic backgrounds.

Table 8 (Cont.)

Center-Based Programs

1970 Heber & Gouber Children of mentally retarded mothers were divided into experimental and control groups. The experimental group received an intensive program of stimulation to facilitate achievement motivation, problem solving skills and language development. Initially each child had his own teacher. After 24 months he joined a group of 5 other children and 3 teachers, at age 3 a group of 8 children and at age 4 a group of 11 children. The experimental group showed a marked increase in vocabulary production between 19 and 25 months; the control group evidenced this increase at 28 months. The experimental group had significantly superior comprehension. Test scores on the Catell and Binet tests showed a discrepancy between the experimental and control group means of 33 IQ points at 42 months.

Home-Based Programs

1970 Levenstein The goal of the program was to make the mother more effective in guiding her preschool child. The immediate goal was to increase the conversation and communication between parent and child through the use of toys and books. The mothers were visited twice per week for 7 months and were given the materials to work with. Children made gains of 17 points on intelligence scales and a control group which received only the toys and books gained only one or two points. Results were unchanged when Levenstein used low-income, high school educated aides as toy demonstrators.

1970 Schaefer & Aaronson A home-tutoring program for children during the second and third year of life attempted to provide intellectual stimulation to low-income black males. Participation of mothers was encouraged but not required. Daily visits for 36 months resulted in a mean IQ of 106 for the experimental group compared to a mean IQ of 90 for the control group.

Parent-Child Programs

1969 Karnes Mothers of children under the age of three were trained in home intervention. The age of the child at the beginning of the program and whether the mother worked were critical variables. The younger children (13-19 months) of nonworking mothers did best followed by the older children (20-27 months) of nonworking mothers. Working mothers did not participate as well in the training and they showed a negative teaching relationship; their infants did less well.

Table 8 (Cont.)

Parent-Child Programs

1970	Karnes, et al.	Mothers of disadvantaged infants ages 12-24 months attended weekly meetings of 2 hours for a 7 month period. The meetings had both mother-centered and child-centered activities and mothers learned to work with their own child. The children showed a mean gain of 16 IQ points over the control group and they also scored at age level on a language test in contrast to a lower score for the control children.
1971	Radin	To determine the effect of different amounts of parental involvement, 80 four year old children enrolled in a preschool program were divided into three groups. One group had no parent involvement, another group had tutoring in the presence of the mother, the third group had mothers who were present during tutoring and also discussed child rearing. There were no differences in the children at the end of a one-year program. The mothers who participated most had the most positive attitudes. The group showing the maximum development after one year was the group whose mothers were most involved.
1970	Gilmer, Miller & Greg	Cognitive stimulation of children was given in 3 ways: by a home visitor for 1 year, in a preschool for 2 years, and in a program which combined a home visitor with a preschool and the mother received training both at home and at the preschool for 2 years. The combined home and preschool group was significantly superior to the preschool group on the Stanford Binet IQ (.01) and on the Peabody Picture Vocabulary Test (.10). In the two groups in which the parents were trained the Stanford Binet IQ scores of younger siblings were statistically superior to the mean scores of younger siblings whose mothers had not been trained.
1970	Nimnicht	Parents were taught 10 weekly two-hour sessions by demonstrations, role-playing, films, discussions and written material to use educational toys with their children. The children made significant gains on 9 of the 13 subtests of the Responsive Environment Test of Cognitive Development. Parents' responses on an open-ended question indicated that the parents' attitudes toward the competence of their children had improved, they were interacting with the children in a more responsive manner and they believed their children had learned as a result of the project.
1967	Gordon	Disadvantaged infants were provided with stimulating experiences to help them achieve higher levels of intellectual development. Fifteen disadvantaged women trained as parent educators went into the homes weekly for 40 weeks and taught the mothers tasks to introduce to her infant. The infants were tested after 3 months and they showed greater development than the control infants.

## ECE in the 50 States

### Early Childhood Planning and Coordination in the Other States

By mid-1973 offices of child development were established in the following states:

Arkansas  
Florida  
Hawaii  
Idaho  
Louisiana  
Massachusetts  
Mississippi  
North Carolina  
South Carolina  
Tennessee  
Texas  
Vermont  
Washington  
West Virginia

Four states placed centralized authority for child development activities in the state department of education:

Alaska  
California  
Georgia  
Utah

### Florida

An Office of Child Development in the governor's office was established by the legislature in 1972. The director's 1973 recommendations to the governor were:

- a coordinating council with representatives of each state agency involved in the delivery of services and each professional or volunteer organization.
- Education for parenthood available for every child in grades 7-9.
- Parenting skills available in neighborhood-based programs.
- Quality child care available for all with a sliding fee scale.
- Early identification of children with problems.
- Training for elementary principals in early childhood.
- Full-time instructional aides in K-3 programs.
- Comprehensive services for migrant children.
- Effective home-school relationships.
- A means for continuous evaluation of programs.

Cost for coordinated early childhood programs are difficult to determine. Accounting procedures do not allow a breakdown on the amount presently spent for services to this specific age group.

Training for 2,641 elementary principals in the state was estimated at \$1.6 million based on \$100,000 for 150 persons. Half of the cost would be borne by the state.

### California

Early Childhood is considered the years from 0-8. Legislation changed the K-3 programs by calling for:

- . individualized instruction
- . continuous progress
- . parent involvement in child's learning experiences (including parents, grandparents, older students)

Appropriates for 1973-74 were \$25 million and 1974-75 there will be \$40 million. The program was to be phased in over a five-year-period at an ultimate cost of \$219 annually, but a new appropriation bill will be required in 1975. Districts develop a master plan based on state board policies. Funding priorities are for districts with: (a) largest number of pupils with educational need and (b) lowest measure of assessed valuation per pupil and making significant property tax effort.

An early childhood task force of 25 members recommended optional preschool programs for four-year-olds; the legislature deferred action until 1975. The ultimate cost of this component was estimated to be \$134 million annually.

### West Virginia

Seven regional demonstration centers were developed. Two were federally funded through the Appalachian Regional Commission and five were funded by the state legislature. In 1971 the legislature mandated kindergarten for 1973-74 and provided permissive legislation for programs for children under five; an appropriation of \$10.5 million for the biennium launched the programs.

In 1971 the governor created an interagency council made up of heads of state agencies providing services to children under five and their parents. The governor chairs this council; statutory authority for the council is being sought.

Each of the seven regional early childhood centers has four components:

- . planning and evaluation
- . learning units (the children)
- . staff development and training
- . auxiliary services

### Texas

A governor's task force in 1969 recommended a statewide mechanism for coordinating and planning of early childhood programs. The Texas Office of Early Childhood Development was established in 1971 and placed in the governor's office. The legislature appropriated \$1.7 million to the Office of Early Childhood Development in 1972 and placed this office in the state department of community affairs.

The activities of the office include:

- a statewide survey of services for children under six reported by county
- a state plan for comprehensive early childhood development
- public information programs for parents and others
- technical assistance and training to 8 Model Cities child care projects
- establishment of model programs in early childhood
- a statewide teacher referral system and training of 100 child development associates

### Massachusetts

In 1972 an Office for Children was established by the legislature. Its functions are:

- determine need for services and make recommendations to the governor
- coordinate, review and make recommendations on budgets of state agencies providing children's services
- provide information and referral services
- establish regulations for and license day care programs, foster care homes, group care facilities and placement agencies
- promote the development of day care services
- project a five-year plan
- establish a state advisory council to assist the office in planning and coordinating

Summary of State Coordinating Mechanisms  
for Children's Services

Prepared by:  
Child Development Planning Project  
Minnesota State Planning Agency  
February, 1974

In response to an increasing demand for child development services, many states in the last decade have expanded their health, day care and education programs for children. As the number of programs has increased, it has become apparent that planning and coordination of children's services at the state level is necessary to insure the maximum effectiveness of service delivery.

As a result, states have developed various mechanisms for comprehensive coordination and planning of children's services. As a part of the Child Development Planning Project activities, each of those coordinating mechanisms will be reviewed and evaluated for their applicability to Minnesota. As the initial step in this analysis, we have prepared the attached summary of mechanisms currently employed by states (see Table 1) and more detailed information about state Offices of Child Development.

The three major state level coordinating devices are Offices of Child Development, Community Coordinated Child Care Committees (4-C's) and Interagency Council. However, regardless of which of these mechanisms is employed, the scope of the planning and coordination activities that can be implemented is determined by the funding level, the administrative location, and whether they were created by executive or legislative mandate.

In addition to these coordinating mechanisms, most states also have an Advisory Committee on Children and Youth which provides opportunities for agency and citizen interaction. These committees were formed in preparation for the 1970 White House Conference on Children and Youth. Their current activities seems to vary from advisory to advocacy.

Presently, 12 states have an Office of Child Development as their primary coordinating mechanism. The majority were created by Executive Order and are administratively located in the Governor's Office. Their functions range from state-wide planning and review of programs for young children to assistance in organizing local 4-C groups to the licensing of programs, to the disbursement of funds and program operations. Funding levels range from \$36,000 (Arkansas) to \$1.7 million (Texas) for 1973. Funds for Offices of Child Development have come from a variety of sources which include Title IV-A of the Social Security Act, Federal Office of Child Development grants, state funds, the Appalachian Regional Commission and private foundations.

There are 18 state-level Community Coordinated Child Care Committees which are comprised of representatives from parent groups, public agencies and voluntary organizations. While some are separate from state govern-

ment, the majority are a part of state government. Their importance in state-wide coordination varies with the existence and strength of other coordinating mechanisms within the state.

State Interagency Councils are a result of the Appalachian Regional Development Act passed by Congress in 1965. The councils are involved in the funding and implementation of services for children in the Appalachian area of 13 eastern states. In some states, such as West Virginia and Tennessee, the Interagency Councils performs the same functions as an Office of Child Development.

In addition to these the established coordinated mechanisms, the U.S. Office of Child Development has awarded \$40,000 to 5 other states for the purpose of developing coordination of children's services and programs at the state and local levels. These states are Arizona, Louisiana, Minnesota, Utah and Virginia.

The data in the following summary table was obtained from Day Care and Child Development Reports, Report 2, August 20, 1973 and National Report Community Coordinated Child Care, Vol. 1, Number 3, June 1973, and personal correspondence.

TABLE 1

## STATE-LEVEL CHILD DEVELOPMENT ACTIVITIES

State	Office of Child Development	State 4-C	Interagency Council	Committee on Children and Youth	Other Advisory Committees
Alabama			x	x	
Alaska		x		x	
Arizona		x		x	
Arkansas	x			x	
California	x			x	
Colorado		x		x	
Connecticut				x	
Delaware		x		x	
Florida	x	x		x	
Georgia			x	x	
Hawaii		x		x	
Idaho	x			x	
Illinois		x		x	
Indiana		x		x	
Iowa		x		x	
Kansas		x		x	
Kentucky			x		
Louisiana	x	x		x	
Maine		x		x	
Maryland		x	x	x	
Massachusetts	x	x		x	
Michigan		x			
Minnesota					x
Mississippi	x		x	x	
Missouri		x		x	x
Montana		x		x	
Nebraska				x	
Nevada				x	
New Hampshire				x	
New Jersey				x	
New Mexico				x	
New York			x	x	
North Carolina			x	x	
North Dakota		x		x	
Ohio			x	x	
Oklahoma		x		x	
Oregon		x		x	
Pennsylvania		x	x	x	
Rhode Island		x		x	
South Carolina	x		x	x	
South Dakota				x	
Tennessee	x		x	x	x
Texas	x	x		x	
Utah				x	
Vermont				x	

Table 1 (Cont.)

	Office of Child Development	State 4-C	Interagency Council	Committee on Children and Youth	Other Advisory Committees
Virginia			x	x	
Washington	x	x		x	
West Virginia	x		x	x	
Wisconsin				x	
Wyoming				x	

Federal Programs Relating to Young Children Funded  
by the Office of Child Development

1. Head Start. This comprehensive program for preschool children was funded in 1965 to meet the health and nutritional needs of children, to involve parents and the community in fostering child development, and to provide a transition from home to school. Positive results of Head Start include:
  - a. Health care was provided to children. Over 90% of the children have received a physical and/or dental exam. Over 82% of the children needing treatment in 1970 received it through the program.
  - b. Parents have been involved. Parents have worked in Head Start centers in both paid and unpaid positions.
  - c. Head Start has contributed to a substantial increase in preschool enrollments for children 3-5.
  - d. Head Start has been a change agent at the local level.
  - e. Head Start programs have provided benefits in personal-social and cognitive development. Almost all of the experimental Head Start children had experienced IQ changes from fall to spring as follows:

losses or gains of 1 point	21%
small gains of 1-7 points	44%
large gains 17-22 points	35%
2. Home Start. This program was begun in April 1972 as a three-year demonstration project to serve children and families in their own homes. A home visitor supports parents in their interaction with their children. Most home visitors are paraprofessional with 3-4 weeks of training and they serve 8-20 families.
3. Child and Family Resource Program. In 1973 the Office of Child Development initiated a four-year project to provide family-oriented comprehensive child development services to children from birth through age 8 based on their assessed needs. Low-income families are served.
4. Education for Parenthood. A joint project of the Office of Education and the Office of Child Development, this program provided an experimental curriculum in 1973-74 for teenage boys and girls to learn about child development and the role of parents. The program provides for experiences with young children.
5. Follow Through. This is a federally supported program for children from low-income families in grades K, 1, 2, and 3. The program was conceived originally as an upward extension of Project Head Start, and it has the features of the comprehensive Head Start program: parent involvement, health, nutritional programs, community involvement, social services, and special educational programs. In Follow Through the programs are provided by "sponsors" each of whom have their own approach to educational goals and methods.

6. Parent-Child Centers. In 1967 OEO established comprehensive services for disadvantaged families with one or more children under the age of three. Specifically the services to be included were: (1) comprehensive health care; (2) activities for the children designed to stimulate physical, intellectual and emotional development; (3) parent activities to facilitate understanding of child development, family management, employability, self-confidence, and family relationships; (4) social services to the entire family and (5) a program to increase the family's knowledge of and participation in the neighborhood and community. The primary emphasis is on counteracting the usual detrimental effects of the poverty situation on the child under three years of age.
  
7. Project Developmental Continuity. In 1974-75 OCD funded 14 demonstration projects to promote greater continuity of education and child development services for children as they make the transition from preschool to school. Two approaches were used: (1) Preschool-School Linkages which developed a mechanism to link the two institutions of Head Start and the elementary school and (2) Early Childhood Schools which developed a merging of programs through the extension of the elementary school downward to include preschool.

Federal Recommendations for Program Planning,  
Educational Services and Family Services

1. Broaden center-based preschool education to include home-based.
  - Broaden focus to include other aspects of child development in addition to the cognitive and academic
  - Develop parent training projects
  - Broaden the range of variables being used to indicate the effectiveness of programs
  - Continue research on the effects of center-based preschool education
2. Implement screening programs for all children, at both 2-3 years and at kindergarten.
  - Screening should be done by trained personnel who work within a health system with comprehensive referral capabilities
  - Screening should occur only when there are provisions to meet the needs
  - Screening priorities should be based on diagnostic sophistication, the risks of late identification, and the availability of appropriate programming
3. Individual services for preschool children with special needs should be given as early in the child's life as possible and should include parent training.
  - More programs for preschool children with sensory and physical needs
  - Research and development for learning disabilities, behavior disorders and emotional disturbances
  - Implementation of more bilingual preschool programs for non-English speaking children
  - Adjustment of categorical funding to permit integration of children with different special needs in the same preschool project, while at the same time insuring the continued individuality of the services provided
  - Integrate children with special needs into the regular classroom as soon as possible
4. Increase structure and management in the traditional curriculum areas including:
  - A strong instructional emphasis with clearly stated and measurable goals, which are carefully sequenced
  - Ongoing assessment capability in the classroom
  - Individualized help after assessment
  - Extensive planning by and careful supervision of the staff
5. Diversity education for young children by broadening the range of activities in the classroom in the area of human skills (vocational relevance, the structure of human abilities, educability).

6. Family services should make the family the focus of intervention efforts, use parents as primary agents of change and involve parents in policy and administration decision-making.

Summaries of Representative Early Education  
Programs in Public Schools

A. Center-Based Programs

1. Harrisburg School District  
1201 North Sixth Street  
Harrisburg, Pennsylvania 17105

\*early education centers for 4-7 year olds  
Desegregation problems caused the district to develop a rearrangement of grade levels to bring about racial balance. Four-year-olds were brought into the system at this time. The program is highly individualized.

2. First-Child-Family Interaction Program  
Sioux Falls Career Center  
701 South Western Avenue  
Sioux Falls, South Dakota 57104

\*first-born children ages 3-5 are served in a preschool  
Children from 67% of the eligible families have been served in a two-year period by a staff of six. Parents work daily in every classroom. Student aides from high schools and colleges have obtained credits by participating in the program.

3. Cuyahoga Heights Public Schools  
Cuyahoga Heights, Ohio 44125

\*free early childhood program for all 4-year-olds in district  
This program serves middle-class families with the view that the now in a child's life has value beyond preparatory experiences on which to base future learning.

4. St. Edward Public Schools  
St. Edward, Nebraska 68600

\*preschool program in a town of 800  
Children are encouraged to talk, and adults provide good speech models. High school boys built equipment and high school girls serve as reading friends.

5. Smethport Area School District  
Smethport, Pennsylvania 16749

\*programs for four and five year olds  
Since the late 1960s this district has had a Creative Center with curriculum in four classrooms called: perception, social living, manipulation and science.

6. Avon School District  
20 Prospect Avenue  
West Grove, Pennsylvania 19390

\*preschool program for four and five-year-olds  
Daily sessions of 2½ hours are conducted in small groups.  
Parents work as aides in the classroom and prepare materials.

B. Comprehensive Programs

1. Dayton Public Schools  
348 West First Street  
Dayton, Ohio 45402

\*Prekindergarten program for 1800 children 2½ to 4 years old

\*Comprehensive health program

\*Weekly parent program

In 22 centers (all but one housed in the elementary schools) the system serves educationally disadvantaged children with a staff of 180. Immunizations, periodic medical, dental, speech and hearing exams are given with follow-up treatments with parent consent. Parents meet informally each week and formal meetings are held monthly.

2. Little Rock School District  
Little Rock, Arkansas 72202

\*Day care for children at 6 months

\*Preschool for half-day session

\*Day care for all preschool and elementary children who need it

Under the direction of Dr. Bettye Caldwell of the U. of Arkansas this program provides for educational continuity starting with infancy. Elementary students attend school regular hours and often help the younger children.

3. Brookline Public Schools  
Brookline, Massachusetts 02146

\*Medical and psychological diagnosis

\*Remediation as soon as indicated

\*Parent education

This project presently serves children from birth to age 2. Based on the research of Burton White the program attempts to test the feasibility of a public school system assuming a formal professional role in guiding the educational development of children from birth.

C. Home-Based Programs

1. Murfreesboro Public Schools  
Murfreesboro, Tennessee 37130

\*Traveling Schoolroom bus visits children 2-3 weekly for 2 hours

\*Parents receive help in encouraging children's progress  
There are 350 children served in this Title III project at a cost of \$312 per child.

2. South Umpqua School District  
Myrtle Creek, Oregon 97457

\*Home visits every 2 weeks for 45 minutes

This preschool-in-the-home sends a housewife into homes to show mothers how to teach their children while doing their housework. The child is to have fun while learning.

#### D. Disadvantaged Populations

1. Baltimore City Public Schools  
1330 Laurens Street  
Baltimore, Maryland 21217

\*Preschool for ghetto children beginning at age 3

\*Parent Involvement

There are 500 children ages 3 and 4 in the program at a cost of \$1250 per child. Parents help making materials, serving breakfast and lunch, and helping children. Curriculum is individualized on cassette tapes; the program has 250 cognitive objectives. Childrens' IQs were an average of 16 points higher after the first year.

2. Galveston Indep. School District  
Galveston, Texas 77550

\*Bilingual program for Mexican-American Children

\*Day care program for children from poor families

\*Special education for physically and mentally handicapped

These three programs are serving 300 prekindergarten children. A parent education component helps the parents to acquire marketable skills as well as to become more effective with their children. High school students use the center for vocational inservice training as teachers' aides.

3. Educational Information Services  
New York City Public Schools  
110 Livingston Street  
Brooklyn, New York 11201

\*bilingual preschool in Harlem

Sixty preschool children are being taught in English and Spanish. Each teacher speaks only one language to the children. Parents are involved and have developed a day care facility staffed by parents.

E. Parent-Child Programs

1. St. Cloud Public Schools  
St. Cloud, Minnesota

- \*two-week classroom experiences for four-year-olds
- \*parent involvement in instruction
- \*continuing provision of materials and guidance to parents

Children's needs are assessed during a two-week center-based program for parent and child. Ongoing contact with children and parents is maintained during the remainder of the year as parents come to borrow materials and receive instruction on working with children in a sequenced prereading program.

2. Ferguson-Florissant School District  
655 January Avenue  
Ferguson, Missouri 63155

- \*Saturday school for 4 year-olds for 2½ hours
- \*Parent assistance in the classroom every six weeks
- \*Home visits averaging weekly
- \*Integration of handicapped into regular classroom

Preschool classes are held in the kindergarten rooms of 17 elementary schools in the district. During the week the parents continue the activities at home using home activity guides provided by the school.

3. Cedar Hills School  
Wilmington, Delaware 19805

- \*Saturday parent meetings on creating a stimulating environment
- \*Bi-weekly home visits to provide training for parents in language development

An elementary principal and his wife began a program to help parents participate more actively in their children's early development and education. Home visits were made by students from the University of Delaware.

4. Wilson School District #7  
2411 East Buckeye Road  
Phoenix, Arizona 85034

- \*daily preschool experiences for four-year-olds
- \*daily program for mothers
- \*day care for younger siblings

Chicano and black mothers are helped to work with their own children, taught homemaking skills and other information about their community. A psychologist meets with them weekly on problems in parenting. Preschool children receive a readiness program.

5. Minneapolis Public Schools  
Special Education Preschool Program, 0-3½ years  
803 N.E. Second Street  
Minneapolis, Minnesota 55413

\*weekly home living center visits, parent/child  
(parent teaching program)

\*routine placement, integrated nursery school/  
day care program (site visitation; staff training  
provided)

\*weekly individual/group guidance sessions, mothers

\*monthly: meetings for fathers; siblings; family  
workshops

A regional program for hearing impaired children and their  
parents in which a comprehensive family program addresses  
to the affective (attitudes and feelings) and instructional  
aspects of parents' role in developing communication skills,  
dynamic use of residual hearing, and health parent-child  
relationships through home training.

## Policy Issues in Early Childhood Education

A summary of issues discussed by Mae Stephen (1973)

### Societal Issues:

Should the society complement and support the family or move toward its displacement?

### Moral Issues:

Should the society intervene where families or parents are either unable or unwilling to provide appropriate nurture? What should the state supply? Who shall decide when and under what circumstances the state should act? What changes are necessary in our institutions and value postulates in order that each member in our human family has access to the prerequisites for a life of dignity?

### Scientific Issues:

What are the long-term effects of calculated societal intervention on the infant and young child?

Are there "critical periods" in early human development; that is, if the child does not have certain experiences by a certain time in his early development, will their lack mean that certain responses will be absent from his repertoire, thereby limiting his learning modes and his future competence in our society?

How plastic is the human being? To what extent do earliest experiences, even prenatal ones, tend to condition and determine behavioral (including learning) styles and modes?

In our rapidly changing society, how useful is the concept of middle class values and achievement as the idealized standards for all population groups in the nation?

Does early education significantly improve the possibility of school, and later life "success?" For all children? For certain groups of children?

### Pragmatic Issues:

What is the educational establishment's role in early childhood programs as represented by the U.S. Office of Education (OE), and on what criteria might it differentiate its mission from that of other agencies, particularly the Office of Child Development?

What part, if any, of the early childhood period is part of the education continuum?

Since we do not know whether or at what period early development may be enhanced or impaired by a structured group environment, what action should the federal government take?

Should OE promote the possibility of reducing the age of entrance to formal school one to two years or more (to three or four years of age)? For all children? For certain groups of children? What qualitative changes would this entail in OE's traditional major concern with intellectual development?

If the school entry age is not lowered, what approaches or programs should OE promote or what stance should OE assume in regard to the missions of the state department of education or to local early education agencies?

If the age of school is not reduced, what role should the various federal agencies, especially OE and the Office of Child Development have in early education and what are the federal responsibilities, if any, to families of young children and to both proprietary and public institutional programs and arrangements?

## National Statistics on Women and Children

### Children Under Six

21 million children in this age group

6.5 million have working mothers

4.5 million come from families that need help to sustain normal family life

2.5 million are children age 5 enrolled in preprimary education programs

### Teenage Mothers

One out of 10 girls becomes a mother by age 17

Of mothers 17 and under, 16% have two children

### Working Women

12 million have children under the age of 18

4.5 million have children under the age of six

## Summary of Objectives for Early Childhood Development Programs

Taken from: Policy Issues in Early Childhood Education  
By: Mae Stephen

Depending on the needs or attitudes of various groups of proponents, early childhood development programs are viewed as having a diverse set of objectives that address the perceived needs of society or parents or children.

### Societal Objectives:

- . Prevention or amelioration of life conditions of children that may lead to dependency, poverty, or emotional instability.
- . Reduction of welfare roles.
- . Aid in resolving the unemployment problem by providing job openings in a legitimated new child care program.
- . Strengthening of families, who might otherwise slip into dependency, by supportive programs and services.

### Objectives Relevant to Parents:

- . Allowing mothers and single heads of families to support their families.
- . Allowing mothers to work in order to contribute needed additional funds to support the family.
- . Allowing welfare and AFDC parents to receive training or education so that they may find gainful employment.
- . Allowing mothers to be "fulfilled" by freeing them to work.
- . Providing "parking" places for children while parents are shopping or otherwise occupied.

### Primary Objectives for Children:

- . To provide growth and learning environments that will allow for their optimal development in all component domains.
- . To provide for the children's physical safety and supervision through appropriate adult guidance in the absence of parental care.