

PUBLIC HEARING
before the
ASSEMBLY INSTITUTIONS, HEALTH AND WELFARE COMMITTEE
on
DAY CARE PROGRAMS AND PROBLEMS IN NEW JERSEY

Held:
Assembly Chamber
State House
Trenton, New Jersey
February 19, 1975

Committee Members Present:

Assemblyperson Betty Wilson (Acting Chairperson)

Assemblyperson Gertrude Berman

Assemblyman Clifford W. Snedeker

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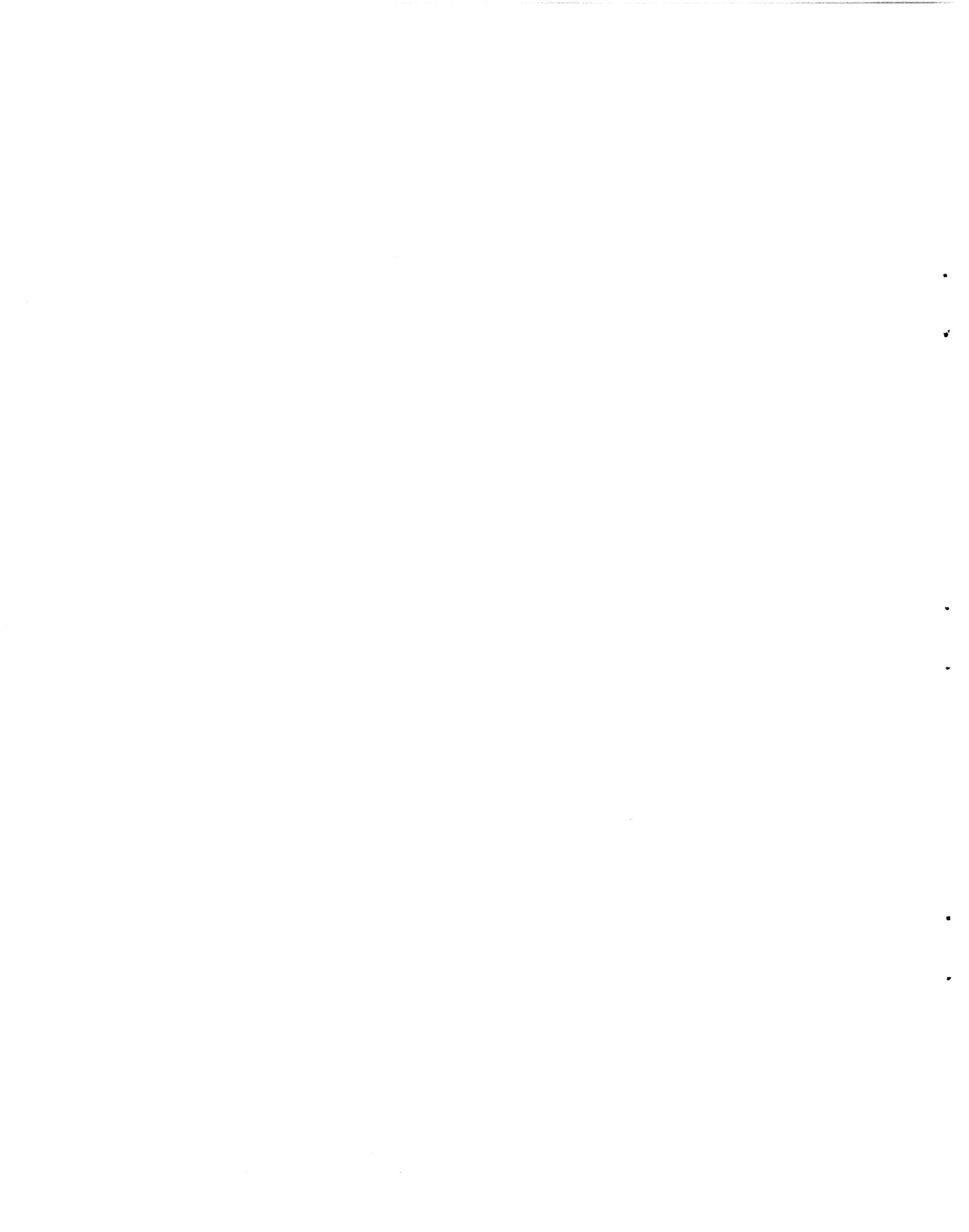
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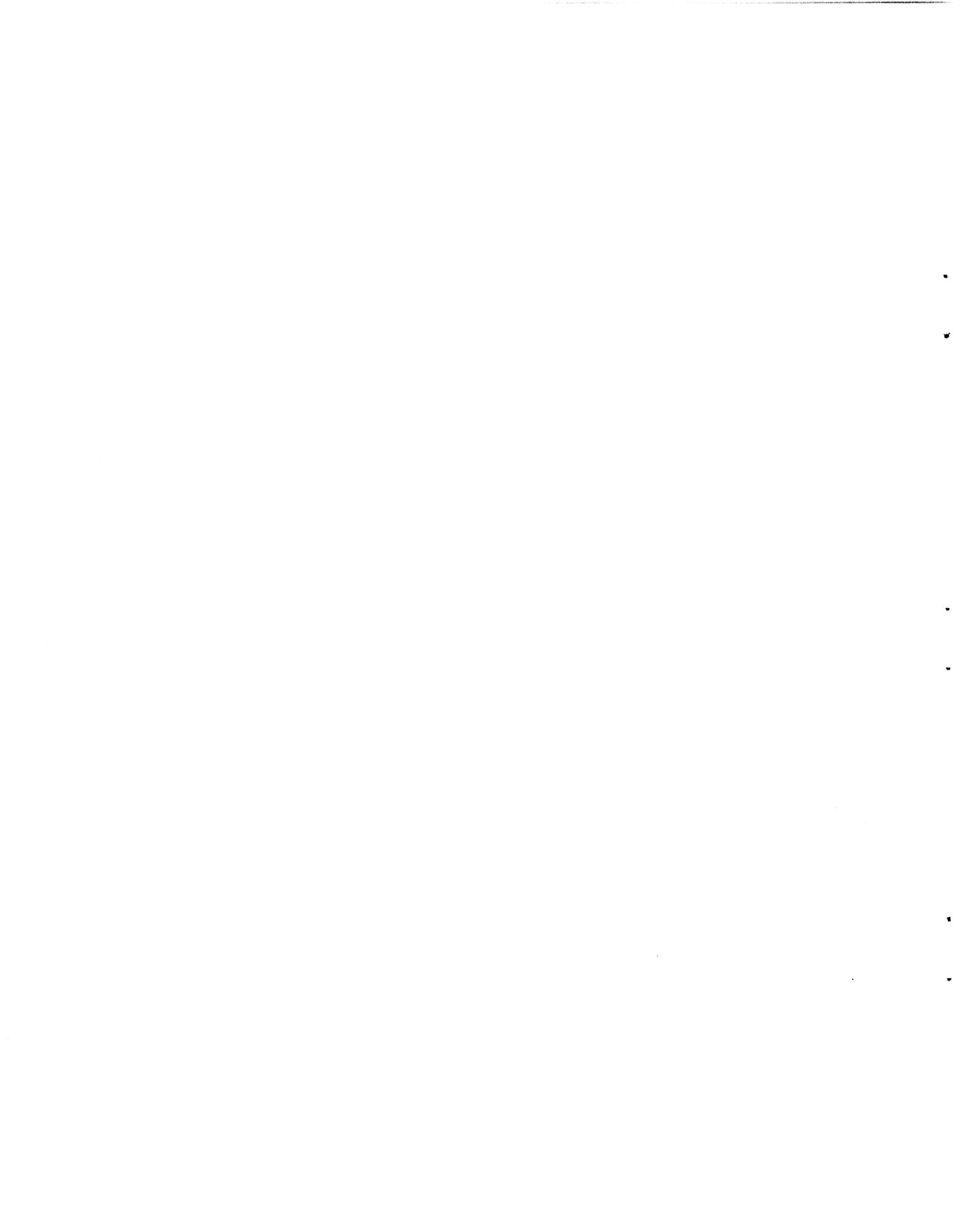
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ASSEMBLYPERSON BETTY WILSON (Acting Chairperson):
Good morning. We are going to begin the second session of the General Assembly Institutions, Health and Welfare Committee hearings on child care in New Jersey.

I am Assemblywoman Betty Wilson, Vice Chairperson of the Committee. I think we can expect throughout the course of the day that other members of the Committee will be coming in and leaving. I will be here for the entire day as I was yesterday.

Yesterday, for those of you who were unable to be here, we had testimony from Director of the Division of Youth and Family Services James Kagen and members of his staff; the Commissioner of Community Affairs and Acting Director of the Division on Woman, Patricia Sheehan; representatives from various 4-C and 7-C organizations throughout the State; parents and teachers from day care centers; and representatives of those who operate day care centers.

The testimony was striking in that each person reiterated the need in a somewhat different way than had been stated by previous witnesses. Shocking testimony was presented by the Director of the Division to the effect that we have 89 percent of the identified day care need unmet - that is for all day care - and 99.3 percent of the need for after-school care going unmet. These figures can be expected to grow as the economy worsens inasmuch as we also have evidence that people who use day care generally are using it because they need to go to work and, if denied day care, are denied the opportunity to go to work.

Day care, whether we like it or not, is a woman's problem, even though we would perhaps prefer that it be described as a family problem.

We will start this morning, appropriately, with a woman witness, Mrs. DeGross from Academy House in Jersey City.

Is she here? (Not present.) All right. We will go down the list and come back to her.

Incidentally, if you are not on the list of witnesses, would you be so kind as to give your name to Mrs. Salayi. She will be happy to add your name to the list.

We have quite a long list this morning. We will try to break for lunch about one o'clock and then come back in 45 minutes and conclude by 3:00 or 3:30 if that is possible. We will try to limit individuals to about ten minutes if that is possible. We will take a break around 11:15 or so for the stenographer who is taking the notes.

Judy Helmich, Student in Public Administration,
Leonard Johnson Day Nursery.

J U D Y H E L M I C H: I would like to thank you for the opportunity to speak here and to express my appreciation to Assemblyman Byron Baer for extending the invitation to me.

I am here today as a graduate student in public administration at New York University and as a representative of the parents of Leonard Johnson Day Nursery in Englewood, New Jersey. I became involved in day care two years ago when I found myself in the position of having to work and needing care for my three-year-old son. In order to find both a job and day care, I found it necessary to move from my home in Ringwood to an apartment in Leonia. Day care services were not available within any reasonable location of Ringwood. Unfortunately, this is the present condition of day care services throughout most of the State.

I think the time has come to recognize great changes in our society due to economic and political forces. Many of these are long-term economic and social factors,

reflecting the evolving economic and social roles of parents in society.

In the past century or so, we have transformed from a rural, agriculturally-based society to an urbanized and suburbanized one. Work and home are no longer in close geographical proximity. When fathers went off to factories, mothers were left at home with the children. The care of children shifted basically from two parents to one. The extended family in the rural community became the nuclear family in the city.

In more recent times, the increased acceptability and the economic necessity for women to work outside the home, the desire of educated mothers to use their training in gainful employment, and the changing roles of women, are all overlapping and cumulative in their effects. In a 1971 report on "Work in America" presented by a special task force to the Secretary of Health, Education and Welfare, the function of work was defined as a means of "economic self-sufficiency, status, family stability and an opportunity to interact with others in one of the most basic activities of society." The report further pointed out that the traditional view of work is one of gainful employment. The idea is that work as traditionally valued in our society offers people the opportunity for self-satisfaction and economic stability. Furthermore, the forces which lead parents of young children to enter the labor force, whatever they may be, rather than remain at home with their children are not likely to be reversed; their effects upon the need for child care are likely to be permanent and on the increase.

The availability of day care for those who are of the middle class - by middle class, I mean those who fall just above the eligibility cut-off - is especially

deficient. Day care centers are basically of two types: federally funded and private. And there are not enough of either. But what is offered to those who fall in between is practically non-existent. Leonard Johnson Day Nursery does attempt to fill this need. It has an enrollment of 68 children. Of these, 54 are children from low-income families, 2 are able to pay the full fee and 12 are on scholarships. The parents at Leonard Johnson hold fun-raising events throughout the year in an attempt to raise the scholarship money. Their efforts are difficult and not always successful. I think it is a sad commentary on our times that I am grateful at this time in my life to be in the low-income bracket. Otherwise, I would have little chance of finding day care for my child.

In the transformation I mentioned earlier of becoming an urbanized and suburbanized society, many economic and social changes have placed great stress on the family situation. The lack of coordination between the school operational habits and work operational habits places a great strain on society. Schools operate on an agricultural schedule and jobs on an industrial schedule. I am not sure either is viable any longer. But whatever solutions are brought to bear on the challenges of our times, day care will play an integral and vital part.

What are the alternatives to day care? What options are families now utilizing? Baby-sitting, which is too expensive for many; relying on neighbors, which means shuffling the children from one neighbor to the other during the course of a week, which often gives the parent a feeling of dependency and can sometimes be annoying to the neighbors; going on unemployment or welfare, which does not provide a sense of self-worth or economic stability; or sending a six-year-old home from school with a key

to let herself or himself in and take care of himself until you get home . These alternatives are not practical, desirable, nor do they provide a secure and stable environment.

The point is that day care is not just for the children. It is for the family, the community, and, therefore, the society as a whole. I think this point is well made in the statement on educational goals in the Leonard Johnson Day Nursery booklet, written by and for parents. It is titled "Horizons," from which I quote: "The Leonard Johnson Day Nursery is a twelve month program based on the education of the whole child. It emphasizes the family as the fundamental influence on the child's development and believes that the home and the school must work closely together for the benefit of the child. Together, the home and the school must provide the child with a learning environment and different experiences which will help his (her) to develop socially, physically and emotionally in a manner appropriate for his (her) age."

A question I am currently facing and researching, along with other parents from Leonard Johnson, is to determine how after-school day care can be provided for our future kindergarteners. Approximately twenty-five of us will have children in kindergarten next year, most of which operate only half-day programs. What are we to do? I am working in conjunction with the League of Women Voters on a survey to determine the need for day care in my community. Even if this report confirms our expectations, there will be not enough time to get any results by next September.

As I have become acquainted with day care centers, I have discovered that they operate basically in three fundamental areas. Very briefly, the first is the onsite educational task led by the head teacher or the

educational director. Secondly, the services designed to integrate the school and the family are carried on by the social worker. The third area of governance and administration of the center is a function of the governing board and administrative leadership. It is my considered opinion that if the day care centers are to function effectively, it is essential that governance and administration receive more attention. If day care centers are to be viable institutions which facilitate good education and strong family-school relationships, it is essential that their organizational stability be strengthened.

It is in this area of administrating and organizing a day care center that ignorance is widespread. What do parents do once they have established a need among themselves for day care? How do they get started? Our experience in Leonia has been that school boards want no part of it. Churches are sometimes reluctant and the congregation must be convinced of the need and feasibility of establishing a day care and assured of how their incurred costs will be met. Who can best understand the complexities involved in obtaining the funds available in government? My answer is the local government. I think incentives must be provided for local governments to take on the responsibility of establishing and constructing day care services. Not only is it in the best position to understand and obtain matching funds, but if the local government allocates the necessary funds to be matched, the money can definitely be earmarked for its community. Therefore, education as to the needs and incentives as to the provision of day care services should be passed from the State to the local governments.

The diversity of needs inherent in day care and our call to meet these needs present us with one of the most important challenges of our times. Services must

adjust to the realities and needs of our changing society. One reality remains with vivid presence and far-reaching implications. We do recognize the fact that our children are our most important resource. They will be the shapers of our, and their, future. When a child is born, she (he) is a gift to this world, a gift to be nurtured and aided by all who meet and know her (him). The community, as our extended family and as a social and political unit, has the obligation and privilege to provide for its members, especially those most dependent and vulnerable, our children.

Thank you.

ASSEMBLYPERSON WILSON: Thank you very much.

I have a few questions I would like to ask you, Ms. Helmich. Before I do that, I would like to announce that we have copies of Mr. Kagen's testimony yesterday. He is Director of the Division of Youth and Family Services. If you would like a copy of that, Mrs. Salayi has them here at the front desk.

Are you presently a college student, Ms. Helmich?

MS. HELMICH: Yes, I am.

ASSEMBLYPERSON WILSON: Is there any child care opportunity offered at the college you attend?

MS. HELMICH: No.

ASSEMBLYPERSON WILSON: Has there been any attempt on their part or on the part of anyone, to your knowledge, to develop child care at the college?

MS. HELMICH: Not to my knowledge.

ASSEMBLYPERSON WILSON: You called attention to the need, I think, for flexible hours day care and after-school care through your references to differences in school schedules and industrial schedules. Do you have any idea, since you are a student of Public Administration, how that might be accomplished?

MS. HELMICH: Well -- no. That is what we are working very hard on in Leonia right now. The 4-C has been helpful in this respect. We went to Miss Ayres, who is Director of our Bergen County 4-C, and she suggested that the first thing we do is determine the need. This is the reason for the survey. Once we get the survey, I hope that we can go to our local government and say, "These are our needs. Can you help us?" So far every other avenue we have tried has not worked.

ASSEMBLYPERSON WILSON: You suggest incentives to local governments to get involved in putting up the match. What kinds of incentives would you suggest?

MS. HELMICH: I am not sure. Part of the problem, I think, is just getting them to understand how necessary it is and how vast the need is. Taking Leonia as an example, I feel that there are many people in Leonia who have no idea of the number in our community who can use that service. We have a number of our children going to the Leonard Johnson in Englewood. And when we solicited funds from the Community Chest in our area to help the Englewood Day Care, they were very surprised at the number of children we had enrolled there. Actually, I think that is a small percentage of the children who need the care. I think education would help. I don't know if money --- The 4-C's could have access to money on the county level to help. You know they have the expertise, but they are so small - they are so limited in what they can do.

ASSEMBLYPERSON WILSON: Has your 4-C attempted to get any local match money or have you attempted to get any local match money from industry or labor unions?

MS. HELMICH: No. We were advised, first of all, we would have to have some idea of the potential number of children who would need funding. So this is why we

are starting with the survey.

ASSEMBLYPERSON WILSON: Leonia is a middle-class community?

MS. HELMICH: I would say middle or upper-middle.

ASSEMBLYPERSON WILSON: How near is your needs assessment completed? Are you nearly completed with your survey?

MS. HELMICH: No. We are just ready to send it out. I don't know how long it will take to get the results and compile them.

ASSEMBLYPERSON WILSON: You mentioned that you are fortunate to be poor at this particular time with this particular need. And given the limits on federal funding, that is a very realistic assessment of where we are in terms of meeting the needs of upper-middle-class communities for day care. The needs assessments in one area with which I am familiar demonstrated that we had a 70 percent unmet need in an upper-class community. It would be interesting to me to know whether yours follows along that same pattern.

I thank you very much for your testimony.

We will go to the next witness, who will be Mrs. DeGross from Academy House.

S A N T A D e G R O S S: Good morning. My name is Santa DeGross. I represent the Hudson County Mental Health Association, of which I have been an officer and a Volunteer Executive Director for approximately 20 years. The local, State and National Mental Health Associations represent a citizens' movement with objectives committed to improve the care and treatment of the mentally ill and to promote mental health in our community.

From its inception, the Hudson County Mental Health Association has taken its responsibilities very seriously.

From time to time, this Association has extended itself in seeing that mental health services were available and in giving some form of needed services to the community itself at a time when services were not available.

Perhaps in extending ourselves, due to the lack of funds, the best we could offer was piecemeal. But nonetheless, some form of services was offered on a continued basis, of course, with the cooperation of the Hudson County Board of Chosen Freeholders and others.

The Association was instrumental in opening the first partial hospitalization program in the county. I say "partial hospitalization program." We called it a social club at the time. But that's what it really was. Also in the planning of comprehensive community mental health centers, we took the initiative to get pertinent people together. A deterring factor to the complete success of these plans is the fact that New Jersey's per capita is one of the lowest in the nation.

As Mental Health Chairman of the State, County and Local Parent Teachers Association for many years, and working on the National Children's Emotional Health PTA program for three years, my objective was to make parents aware of the needs in the area of children's emotional health and to do something about them.

In my capacity as Volunteer Executive Director and in the operation of a telephone concern line in Hudson County, I encounter many, many requests on this need. The lack of facilities for children in all areas of mental health is appalling. The YCS and Medical Center have started a program to try to fill some of these needs. But we haven't begun to scratch the surface yet. We do need a single unified system, and this to include a single budgetary system, which could serve much more efficiently and more economically. Eighty million dollars is allocated in New Jersey to hospital budgets and \$6.4 million to the Community Mental Health Center programs. Consider that

as patients are channeled into the community programs, the money saved could then be channeled into these programs.

I foresee first and foremost a need to survey the present services in order to evaluate the problems encountered and to get with it and do something tangible here and now.

I suggest that a Citizens' Committee be formed and I foresee a need to evaluate whatever facilities are available now. Are they operating efficiently? What are their problems? A suggestion I would like to make, if I may, is that a need for changes in rules and regulations for the handicapped must be considered and also a serious need for expanded care, plus planning of children's residential facilities.

For about twenty years, I have answered many telephone appeals on this subject which indicate that there is a serious need to concentrate our efforts and create a plan of simple responsibility for the serious commitment needed to carry out these solutions, one which can bring to fruition a mental health delivery of services to all children second to none in the State of New Jersey.

In planning on a long-range basis and as a preventative measure, I have always strongly advocated that some form of education on good parenthood should be included in all school curriculum beginning in kindergarten.

Thank you.

ASSEMBLYPERSON WILSON: Mrs. Berman, do you have any questions? Excuse me. Allow me to introduce Assemblywoman Berman who is a member of the Institutions, Health and Welfare Committee of the Assembly.

ASSEMBLYPERSON BERMAN: I wonder if you could tell us a little bit about Academy House?

MRS. DE GROSS: Academy House is a partial hospitalization program and it operates five days a week, three full days, one evening and one field-trip day. Here

people come in from approximately 16 and 17 years old and on. But we do have an awful lot of young people.

ASSEMBLYPERSON BERMAN: You talked about changes in rules and regulations for the handicapped.

MRS. DE GROSS: I am talking about handicapped children. Now I am speaking in my capacity as PTA Chairman - that kind of work that I have done.

ASSEMBLYPERSON BERMAN: I wondered whether you wanted to be a little bit more specific about that?

MRS. DE GROSS: Well, I feel that the rules and regulations for the handicapped are not specific enough in including the emotionally ill child and the mentally ill.

ASSEMBLYPERSON BERMAN: When you talk about rules and regulations, which ones are you referring to?

MRS. DE GROSS: I didn't take the specific one down, but it is in reference to rules and regulations that kind of do not include the mentally-handicapped children.

ASSEMBLYPERSON WILSON: Are these rules and regulations relative to day care centers or ---

MRS. DE GROSS: Both - to the day care centers ---

ASSEMBLYPERSON WILSON: -- and to the residential facilities.

MRS. DE GROSS: That's right.

ASSEMBLYPERSON WILSON: Are these local Board of Health regulations?

MRS. DE GROSS: I believe they are State regulations.

ASSEMBLYPERSON WILSON: Are you referring to State-operated centers or local, privately-owned?

MRS. DE GROSS: No, State-regulated centers.

ASSEMBLYPERSON WILSON: Does Academy House have a day care program?

MRS. DE GROSS: Yes.

ASSEMBLYPERSON WILSON: For handicapped children?

MRS. DE GROSS: Well, they are kids from 16, 17, on, yes.

ASSEMBLYPERSON WILSON: So you have adolescents?

MRS. DE GROSS: More or less. We have quite a number.

ASSEMBLYPERSON WILSON: Is this an after-school program?

MRS. DE GROSS: No, because some of them go to school and come in, but some of them are so handicapped mentally that they cannot get to school until they are into the program for a while. Then, hopefully, they start going back. We have one young man who finished high school and is going to college now.

ASSEMBLYPERSON WILSON: Does this person live at home or live at Academy House?

MRS. DE GROSS: No, he lives at home. Would that we had enough funds; we would certainly have a residence. This is the next plan of the Mental Health Association - a residential facility for the people from Academy House.

ASSEMBLYPERSON BERMAN: How is this day care program funded?

MRS. DE GROSS: It is funded through the State and, presently, we have joined forces with the YCS and we are part of a community mental health program.

ASSEMBLYPERSON BERMAN: Is it funded through community mental health funds?

MRS. DE GROSS: Partly, not completely, because we have been with the State I and A for a number of years. We do find residences for the people we can. Through my knowledge of people and places, I try to get rooms for them, or what have you. But we are trying to establish sort of an apartment program where two or three or even four can live together. But this is a project of the Mental Health Association.

ASSEMBLYPERSON WILSON: Do you have any pre-school persons?

MRS. DE GROSS: No. The only area about which I am knowledgeable is through my CEH program and through my many years working in the schools.

ASSEMBLYPERSON WILSON: Do you have any further questions?

ASSEMBLYPERSON BERMAN: I don't think so.

ASSEMBLYPERSON WILSON: Thank you very.

Reverend Arthur Thomas, Metropolitan Ecumenical Council.

A R T H U R T H O M A S: I am Arthur Thomas, Executive Director of the Metropolitan Ecumenical Ministry, a program of Newark and Essex County churches. Many of our participating organizations and congregations have direct and indirect involvement with day care programs.

There are two general concerns of importance for this hearing. The first is that the State provide additional funding for adequate day care programs. The need obviously exists. Many other organizations have provided documentation about this during these hearings.

The second general concern of importance for this hearing is the nature or kind of day care programs which the State supports. It is not enough to provide custodial care for children. Health and nutritional needs, medical and dental problems - all of these and other services should be provided for our children through responsible day care programming. Once again, other organizations have given evidence of this need for day care services of high quality.

I want to move beyond these general concerns to specific problems that now confront us.

The Governor has already impounded funds from the current budget. Almost all of the entire appropriation to the Department of Education for early childhood education, \$98,000, was impounded. An additional \$25,000 of the appropriation by the Legislature to the Department

of Education for "learning institutes" was also frozen. Unfortunately for child care programs, these losses are tripled. The Departments of Education and Institutions and Agencies had arranged for qualifying early childhood monies to be matched with federal funds. The impounding of this \$123,000 by the administration has meant a loss from this year's programming of a potential \$375,000 additional in monies for child care.

Moreover, the kind of child care programs that are supported by the Department of Education learning institutes money and matched with federal funds by Institutions and Agencies are those which go far beyond custodial care.

For example, this state-federal combination of funds supports Babyland Nursery in Newark. This program unites state and county agencies, a community organization, and a college in developing methods for increasing the capabilities of at-home day care givers in conjunction with an excellent day care center. If the successes of this joint effort were replicated in other locations, it would enhance the quality of day care for children in the most cost effective method.

A second example of the quality of child welfare programs supported by this combination of Education and Institutions and Agencies funding is the New Approach Method in Trenton. This organization uses its own reading program with prison inmates who teach their own children this basic skill. New Approach Method staff visits state prisons, assists prisoners in preparing audio tape lessons for their children, and then delivers these tapes to the homes of prisoners throughout the State. This method of teaching reading was developed by the New Approach Method in conjunction with its own day care center. These efforts also have been jointly funded.

They represent a proven technique for enabling children to read with comprehension before the age of five. The program was evaluated by the Educational Testing Service and compared to Sesame Street results. New Approach Method was rated superior.

The expansion, even the existence, of these two kinds of programs has been jeopardized by the impounding of funds. This short-sighted step is compounded by the Governor's deletion of the total amount of these funds from the next fiscal year budget. \$400,000 requested by the Department of Education has been eliminated, resulting in a potential total loss of \$1.2 million additional in federal monies. This appropriation should be restored.

Beyond the loss of federal funds at a time when the Governor is attempting to persuade us that a state income tax is necessary is the problem of the lack of planning among departments which results in this failure to use fully the resources available for child welfare. Institutions and Agencies developed a plan for the use of federal funds, but did not involve the Department of Education. The programs I have mentioned as exemplary should indicate that Education and Institutions and Agencies need to collaborate on planning and funding. Education is not now represented in an interdepartmental effort in this behalf. Indeed, it is questionable whether there is an interdepartmental effort in functioning existence.

Objective analysis of the effects of the taxing of the middle class and of the poor demonstrates that we are already overtaxed. Yet the administration wants to open the Pandora's box of an income tax for New Jersey. If this is to be done in the name of "educational needs" especially, the responsibility for using to the fullest resources that are already available is clear. The Legislature must insist that the administration plan for and

operate with the wisest use of funds available.

Thank you.

ASSEMBLYPERSON WILSON: Mrs. Berman, do you have any questions?

ASSEMBLYPERSON BERMAN: No.

ASSEMBLYPERSON WILSON: I would like to ask Reverend Mr. Thomas, how do you propose to best use the available funds and what available funds are you referring to?

REVEREND THOMAS: Over the past few years, it has been my understanding that the amount of federal funds available through Title IV-A funding has not been fully utilized in a planned developed by the State of New Jersey, and that if the seed money is available, either through State sources or local government sources, federal funds are available on a certain, I believe, federal formula. It is particularly this use of federal money I am referring to in these remarks.

ASSEMBLYPERSON WILSON: Do you have any suggestions as to where the State can raise the seed money?

REVEREND THOMAS: The State has some of the money already in its budget and it is impounded. That is one thing that has concerned me.

You see, what has happened, as I understand it, is that a plan has been developed for the use of these monies in child welfare, originating in the Department of Institutions and Agencies, involving, I believe, the Departments of Community Affairs, Health and Labor and Industry. But funds that could be used in the departments and the Department of Education are not being fully utilized.

ASSEMBLYPERSON WILSON: Do you have any idea what happened to those monies?

REVEREND THOMAS: I think it was poor management.

ASSEMBLYPERSON WILSON: Do you have any concrete examples of poor management that you could give us?

REVEREND THOMAS: If the Legislature appropriated \$100,000 for early childhood education for the fiscal year beginning last July 1st and \$98,000 of that was returned unspent in the past 30 days, it means that a State plan for the use of early childhood monies was not developed for this past fiscal year, and that money could have been used in a federal match, making 3 times that amount of money available for early childhood education and child welfare programming. I think that is a specific example of the lack of planning among the departments for child welfare programs.

ASSEMBLYPERSON WILSON: Let me clarify what you just said. You have pointed out that our State does not receive its full share of federal funds because we don't put up the necessary local match. And you believe that we are not utilizing available funds for local match because of mismanagement. You cite a return of \$98,000 of unused funds. I don't quite know where you mean that was returned from and to whom?

REVEREND THOMAS: In the State budget for the current fiscal year, there is \$100,000 appropriated to the Department of Education for early childhood education.

ASSEMBLYPERSON WILSON: And that was returned from the Department of Education?

REVEREND THOMAS: In the past 30 days - 60 days, when the Governor impounded monies out of this year's budget, he impounded \$98,000 of early childhood education money.

ASSEMBLYPERSON WILSON: Thank you very much.

REVEREND THOMAS: Could I just add to that?

ASSEMBLYPERSON WILSON: Yes.

REVEREND THOMAS: He also impounded an additional \$25,000 from a budget entitled "learning institutes." Both of those kinds of funds are available for the local

share for the federal match. The entire appropriation for the next fiscal year has been deleted from the budget, a \$400,000 appropriation, which means local seed money not available then for more than a million dollars in child welfare.

ASSEMBLYPERSON WILSON: This is money that was in the Department of Education budget and which you claim has been impounded by the Governor and which has not been requested for next year in the Department of Education budget. Do you have any idea whether that aspect of child care is going to be picked up by the Division of Youth and Family Services?

REVEREND THOMAS: I think one of the problems is, as your question indicates: Where shall the local grant seed money come from? In the past year - I see the leadership of Babyland Nursery is here from Newark - these kinds of programs have been jointly funded by Institutions and Agencies because the Department of Education had seed money available. The program in Trenton, the New Approach Method, was funded because the Department of Education had the seed money available, which I and A could then match. Without the seed money available in next year's budget, the existence of these programs are threatened.

ASSEMBLYPERSON WILSON: I and A doesn't actually match it, itself; I and A gets the money from the federal government. It is just used as a channeling agent.

Is there any reason to believe that if that money were in the I and A budget - the Division of Youth and Family Services budget - instead of Education, that that could still not be done?

REVEREND THOMAS: I wouldn't see why it couldn't be done.

ASSEMBLYPERSON WILSON: Would you have any objection to it being done through I and A or do you think it really

should stay in Education?

REVEREND THOMAS: I wouldn't want to say. That seems to me to be a State problem.

ASSEMBLYPERSON BERMAN: I just want to clarify some of the things you just went over. You said that \$98,000 were impounded; is that correct? --

REVEREND THOMAS: Yes.

ASSEMBLYPERSON BERMAN: --out of a total budget allocation of \$100,000. Then you mentioned \$400,000. What exactly was that?

REVEREND THOMAS: The Department of Education has two specific budget appropriations that it has been able to utilize primarily in early childhood education. One is the specific early childhood appropriation. The second one is learning institutes.

ASSEMBLYPERSON BERMAN: And the \$400,000 is the combined figure?

REVEREND THOMAS: The "learning institutes" by itself is \$400,000. The early childhood is about \$100,000.

ASSEMBLYPERSON WILSON: That \$400,000 is in federal match.

REVEREND THOMAS: It is eligible for federal match if the plan is made to use it in federal match.

ASSEMBLYPERSON WILSON: But the \$400,000 includes the federal match.

REVEREND THOMAS: No, it doesn't.

ASSEMBLYPERSON WILSON: You say, "The impounding of this \$123,000 . . . has meant a loss . . . of \$375,000 . . ."

REVEREND THOMAS: Out of this year's budget. Twenty-five thousand of "learning institutes" was impounded. Some of that money went for federal match for Babyland and for New Approach in Trenton. Next year the entire \$400,000 has been deleted from the budget.

ASSEMBLYPERSON BERMAN: What is that \$400,000 that

you are referring to that has been deleted?

REVEREND THOMAS: The "learning institutes" appropriation.

ASSEMBLYPERSON BERMAN: And that is what it is in the current budget?

REVEREND THOMAS: That's right.

ASSEMBLYPERSON WILSON: Thank you very much.

Margaret Ellis, Industry Community Center, Incorporated. Ms. Ellis, I would just like to make one minor correction. I consider it minor; I am sure the Appropriations Committee would consider it major. We are not the Appropriations Committee. We are the Institutions, Health and Welfare Committee. And I am not Senator Merlino. I am quipping. Senator Joseph Merlino is Chairman of the Appropriations Committee.

M A R G A R E T E L L I S: I stand corrected.

Madam Chairman and members of the Assembly Institutions, Health and Welfare Committee:

We are grateful for this opportunity to testify today. My name is Margaret Ellis. I am the Program Director for the Industry Community Center Child Development Program in Elizabeth, New Jersey. This pre-school project is presently concluding the first year of its pilot phase. The grantee for this project is Industry Community Center, Inc., a non-profit community corporation. The rapid viability and development of this entire corporation, especially the pre-school project, have been due in part to the industrial support in the Elizabeth area. They also put up the local share monies for the pre-school and after-school programs. The corporations have further committed themselves for the expansions of these projects. The Board of Directors is also represented by these corporations. Some of the sponsoring corporations are:

Quaker Oats, Schering Corporation, Singer Company, Thomas and Betts Company, Union County Savings, Elizabethtown Gas Company, and Elizabethtown Water Company.

By the summer of this year, we will be moving into a new building, totalling 15,820 square feet. A portion of this complex will house a free-standing Community Health Center; the other portion will house a day care center. We will also provide services in the areas of infant care and special needs. Because of our high percentage of families with Hispanic cultural and ethnic backgrounds, we have and we will continue building bilingual-bicultural programs in our center.

I am also a member of the following local, State and national organizations:

I presently sit as the chairperson for the Training Committee for the Community Coordinated Child Care of Union County.

I am also a member of the New Jersey Women's Political Caucus.

I am the Secretary of the Board of Directors for the Day Care and Child Development Council of America, Inc., Washington, D. C. This is a national day care advocacy organization which provides technical assistance in all areas of child development vis-a-vis workshops, conferences, extensive legislative analysis relative to day care, technical assistance relative to all areas that might be needed in starting any child care systems for families. Lastly, we provide extensive input and assistance for the Comprehensive Development Bill of 1971, which was vetoed by Former President Richard Nixon.

Today I am representing the Industry Community Center, Inc., and the Community Coordinated Child Care of Union County.

I think we can appropriately state that over the

past two days, this committee has heard testimony that substantiates the need for developmental day care services in New Jersey.

I shall not bore you with oratory redundancy. However, in a period of national economic crisis that has led to mass unemployment, mass confusion and hopelessness on the part of the American people, I will discuss here today our responsibilities, yours and mine, to the many families in New Jersey who are presently served by day care services, and those who presently want and need day care services. We are approaching our country's Bicentennial Celebration. In light of our economic situation today, let us reorder here in New Jersey our priorities to our families, so that we will in fact be reaffirming our commitment to the Constitution, as it relates to our citizens, for Life, Liberty, and the pursuit of Happiness. The American family as well as families in New Jersey are responsible for securing these rights for their children. We who have committed ourselves to public service, are responsible for creating and maintaining this climate for the people that we have been elected to serve.

Earlier I spoke about the support that industry is providing for Industry Community Center. This is unique, and it should serve as an example in New Jersey of what can be accomplished by the industrial and business community in providing multi-purpose family supportive services. The provision of these services has allowed monies to filter into the community for jobs, i.e., youth and adults. Youth have been moved into constructive and viable activities at the center. This, in turn, has freed families to work, knowing their children were being cared for. It is reasonable to conclude that even with the services that we are providing, we are touching only a fraction of the families that want and need these services. Statistical reality resounds a glaring need

in the Elizabethport area for more family supportive services. National and State statistics support the fact that there is a need for developmental day care service. I will cite some of the national statistics. These statistics were taken from the "Voice for Children" Newsletter, March of 1973.

Nationally, there are 26,189,000 children under 18 with working mothers.

5,952,000 children under the age of 6 with working mothers.

There are 4.8 million working mothers with children under six.

Children receiving aid to families with dependent children in the age bracket of zero to three, 1,284,477; those from the age of three to five, 1,356,699; in the age bracket of age six through eleven, 2,681,578.

Now, the licensed programs nationally:

The number of licensed programs or approved day care centers, as of 1972, 20,319.

Licensed programs or approved family day care homes, 60,976.

The total is 81,286.

The capacity of licensed or approved day care centers was 805,361.

The capacity of licensed or approved family day care homes was 215,841.

The total was 1,021,202.

Let's go back to the New Jersey statistics, and these were cited from the "Report on Day care and Child Development Services in New Jersey - the Coalition for Children in New Jersey." This report was published November 29, 1973.

There are approximately 114,798 women in the labor force with children under the age of six in New Jersey.

There are approximately 55,000 children served in 1,220 public (supported in full or part by public funds) and private (supported totally by voluntary) centers.

Of these 55,000 children, 35,000 are in private centers, except a few for whom the State purchases services. Some 20,000 of these children are in centers that are publicly supported. An estimated 11,000 of the 20,000 are in Title IV-A Programs and 7,000 are in Headstart programs. The rest are distributed mainly among the educational programs for handicapped children. The report continues, "In a survey in 1972 conducted by the Division of Youth and Family Services, there were 2,100 children on waiting lists for the Day Care 100 and community-contracted centers." "In New Jersey, 75,000 children live in families with a below poverty level income, about half are in female-headed households, additionally, 198,000 children under six live in families where one or both parents work."

What is developmental day care? Developmental day care is a supportive service for the child, his family and his community. It promotes the intellectual, emotional, social and physical growth of the child. It should be viewed as essential for all families in New Jersey who need the services or want the services.

We can begin with a baby in the first month of life when the baby's mind is very nearly an immaculate blank. We are aware of the need for love, warmth, and food for the child in the first year; so important is the nutritional factor, especially that of adequate protein, to prevent retardation of the brain's development. The three- and four-year-old is developing a self awareness. He wants to know the how and the why. The child needs ego-supporting interpersonal relationships in order for the child to acquire healthy attitudes and feelings toward every aspect of his life. It is also at this time

that the three- and four-year-old child is perfecting his motor skills, gaining social and emotional development. This development comes with the supervised activity with others.

All through the years of the maturation process of the child into an adult, there must be available the intellectual and emotional climate to facilitate a strong and stable adult. By the time the child is between six and ten years old, his physical growth slows to allow energy for personality growth.

The child needs emotional freedom to acquire intellectual and physical skills. He must learn control over his sexual and aggressive drives through inner self-control. Most importantly, the child learns the laws of his society through play and school. The child then progresses from adolescence into young adulthood. These are crucial years in which the child must within a short span of years obtain emotional maturity to break away and become independent from his family. This is also the period that he must accept himself and his sexual role and prepare to function as a viable human being in society.

This previous exercise was not to bore you learned women here on the physiological and intellectual growth of a child from birth through adulthood, but rather to enunciate that although we in New Jersey are aware of the need, we are not aware that thousands of these children are in New Jersey. They come from families, poor, near poor, and middle income. These children are black, white, Latin extraction and other minority groupings. Their need is for comprehensive child care to be viewed as an investment in their future.

Recently, I read an interview that appeared in the Day Care and Child Development Council of America's, December, 1974 Newsletter, "Voice for Children." The

interview was with Dr. Mary Rowe. Dr. Rowe is a noted economist and serves as the special assistant to the President on Women, and works at MIT. I shall be forwarding you all complimentary copies of this December Newsletter, in which this article appeared.

However, here, I would like to extract from this article portions that articulated the area which I feel is foremost in most of your minds, and that is, the economy relative to child care.

Dr. Rowe began, and I quote, "The economy would collapse overnight if women, who now hold over 43 percent of the jobs went home. The entrance of women into the paid labor force in the 1960's accounted for well over 50 percent of the increase in the gross national product in that period." This tremendous increase has been in jobs sexstereotyped for women. They include clerical, nursing and household jobs. This is an evidence of discrimination, but proof that women are not generally taking jobs away from men. Women are now bringing in nearly 30 percent of family incomes. Especially in times of rising prices and economic hardship, families must have the income of the mother in paid employment. Obviously, the one out of eight families where a woman is the chief wage-earner needs the mother's income. Of employed mothers, 1/10th are single parents." Additionally, Dr. Rowe cites, "A conservative estimate at present would say that 1/10th of the children aged 2 to 12 of parents in paid employment are now being left alone to fend for themselves on a regular basis."

In conclusion, Dr. Rowe stated, "Child care has a double beneficial impact on the economy. It releases poverty and near poverty families from unemployment, families who would otherwise be forced onto welfare roles, a sure inflationary measure." In addition, child care provides

jobs for the unemployed. Child care, both formal and informal, is a prime source of jobs for what the Department of Labor calls "unskilled workers." So the expansion of child care would speak directly to the largest pool of unemployment, which is highest for the young, the old, women and blacks.

Now, let's look at the budget. The proposed budget of \$2.967 million for community day care is not enough.

Of this \$2.967 million, day care 100 will receive \$1,100,000 or \$750,000, if the proposed, and in my humble opinion, unacceptable projection of making these centers pick up 25 percent of the 25 percent of the local share by July, 1975, is carried through.

Community day care will receive \$1.4 million for matching purposes.

State-operated centers, of which there are nine, will receive \$500,000.

Note the 1974-75 Day Care budget was \$3.5 million. This surely is not time for retrogression as it relates to services to our families. We support Mr. Kagen's original request for \$6.9 million for 1975-76.

This would provide for maintaining, as well as expanding services. Without it, there will be no expansion; in fact, there will be drastic cutbacks. For example, the Community Coordinated Child Care of Union County has provided this year alone technical assistance and workshops in budgeting, system analysis, parents' role in day care, curriculum development, staff development, nutrition and health. Additionally, they have kept us abreast of State and national issues relative to child care. This 4-C has been an impact in Union County. Family supportive services need the continuation of these units in the community that are accountable to them.

I would like to present my recommendations:

1. I recommend that the budget be restored to Mr. Kagen's original request of \$6.9 million.

Additionally, this would maintain the needed technical services and accountability that 4-C programs throughout New Jersey have continued to provide for family services components in their communities.

2. I recommend that the State continue to finance the local share for the full 25 percent for Day Care 100 Programs.

3. I recommend that although we support DYFS, that the Advisory Board be immediately implemented in order to maintain accountability to the community.

4. I recommend that DYFS devise and institute a mechanism for attracting more funds from industry, private sources, foundations, etc., in New Jersey, as a means of increasing day care services in all areas.

5. I recommend that in light of the replacement of Title IV-A with Title XX in October, 1975, that DYFS immediately set up an Advisory Board for rewriting the State plan. This grouping should be diversified to include representatives of the following: parents, State Child Care Advocacy organizations, private-for-profit, non-profit, private non-profit programs and 4-C organizations. It should also include representatives of family day care programs and universities.

Lastly, I would like to leave you with this brief excerpt by Mr. Theodore Taylor, Executive Director of the Day Care and Child Development Council of America, Inc. This extraction was taken from his position paper, "The Next Step in the Struggle for Comprehensive Child Care," and I quote: "The plight of the nation's young, the lack of proper nutrition, the oppressive circumstances of parents, the depressive nature of the educational system, and the failure of local, State and Federal government

to provide a comprehensive system of child development - these facts point to another form of dehumanizing injustice being perpetrated on the nation. It is the intention of the day care forces in this nation to dramatize this injustice by all of the avenues open to us. For in the final analysis, the dehumanization of our children and our youth lays the basis and sets the tone for the dehumanization of the people in every institution in our democracy."

Thank you. (Applause.)

ASSEMBLYPERSON WILSON: We thank you very much, Ms. Ellis.

Mrs. Berman, do you have any questions?

ASSEMBLYPERSON BERMAN: I would like to know a little bit more about your Industry Community Center. I would like to know perhaps a little bit about how it got under way and who are the youngsters who are enrolled in the program.

MS. ELLIS: All right. Let me just say that Industry Community Center is in Elizabeth, New Jersey. It started about two and one-half years ago when some of the people in the community, mainly some of the industrial people at the managerial level in some of the companies that I have mentioned, among them Thomas and Betts and Singer Company, decided to move some community services in the Elizabethport area.

Singer first donated the recreation building. They then moved to hire a young man who became the Executive Director of the project. They next sought funds for an after-school program and they were funded for an after-school program through the Bureau of Children's Services. They later moved the proposal to HUD and were granted funds which will be responsible for the new complex which I mentioned that will house a community health center and

also the Child Development Center. Hopefully, this building should be completed by the fall of this year.

ASSEMBLYPERSON BERMAN: This is a community service program?

MS. ELLIS: It is a non-profit organization. The Board of Directors is comprised of community people and the Board of Directors also is comprised of industrial people that represent the industry within the area.

ASSEMBLYPERSON BERMAN: What I am trying to get at is: Is it directed toward the general community?

MS. ELLIS: That is correct.

ASSEMBLYPERSON BERMAN: And not necessarily toward employees of industry?

MS. ELLIS: No, it is not. The youngsters in the pre-school program -- We are funded through Title IV-A and the youngsters must meet the criteria. They are all from the Elizabethport area - about 95 percent. All the youngsters in the pre-school project in my center are from the Elizabethport area.

I might add that we were opened last June 17th and, as of now, we have approximately 40 children on the waiting list and we only have slots for 30 youngsters.

ASSEMBLYPERSON BERMAN: From the experience you have had so far with the program, do you see it as a viable pattern for other areas?

MS. ELLIS: Yes, I do. However, I must say that because of the initiative that was taken by the community and industry, this is the reason we have the program.

I would like to add that the initiative must start coming from the State. My experience with funding programs has been one in which it is left to the community and the initiative has not come from the State. I think we can cite examples through Title IV-A and the fact that over the years most of the monies for matching have not

been used. This is due to a lack of initiative on the part of the State.

ASSEMBLYPERSON BERMAN: When you say initiative, are you talking about ---

MS. ELLIS: Seeking out other sources for matching and not saying that the local persons might have to do this. Because all people who need day care services do not have expertise or do not have the inroads to move to industry or other foundations for money.

ASSEMBLYPERSON BERMAN: In other words, you are saying that the State ought to have some mechanism for outreach?

MS. ELLIS: That's right. That's exactly what I am saying.

ASSEMBLYPERSON BERMAN: After you made such a strong plea in terms of the problems, particularly money, I almost hesitate to ask you this: Do you see any other problems that are severely impeding development?

MS. ELLIS: Yes. I think there is a lack of total education relative to child care in New Jersey. I think that starts from the community on up to the Governor's Office. The reason for this is because child care is on low priority nationally and also, if you look at child care relative to the woman's question, naturally women have not been looked upon as affecting the economy in this country. The facilities which are usually found in European countries relative to child care are not present in this country.

ASSEMBLYPERSON BERMAN: You are saying that the lack of proper status for women in this country has reflected ---

MS. ELLIS: I am citing one of the examples, but I am not saying it is the total.

ASSEMBLYPERSON BERMAN: I am willing to accept that right along with you. I think I will end there.

ASSEMBLYPERSON WILSON: You made reference to the continuation by the State of the financing of the 25 percent local match for the Day Care 100 Programs. Would you explain what you mean by that because you didn't deal with the question in your testimony and Day Care 100 Programs have been fully-funded programs. What is your anticipation? Obviously you expect that is not going to continue. Can you tell me upon what you base that?

MS. ELLIS: Previously before coming to Industry Community Center, I was Director of the Child Development Program of Somerset County, Incorporated. We were one of the ones that were granted one of the original 22 Day Care 100 Projects. So my knowledge of it comes from that, also from the fact that as of last year there had been, I would say, some pussy-footing around on the part of the State relative to not continuing the full 25 percent match for these projects. I have been led to believe that as of this year, because of the cutbacks relative to the budget, that they will be moved to have to pick up a percentage of the 25 percent of the local match.

Let me say on the other end that my program is responsible for the local match, but I will not play a "divide and conquer" situation because I see child care is needed by all who want it. I must be very strong in saying this, that I see the Day Care 100 Projects as actually one of the finest things the State has moved to do in setting a floor - and I do mean a floor - for comprehensive child care services in New Jersey, and I am not about to let that go by the board.

ASSEMBLYPERSON WILSON: You are, therefore, describing a situation where the Day Care 100 Projects are going to be asked to pick up a portion, at least, of that 25 percent match.

MS. ELLIS: That's right.

ASSEMBLYPERSON WILSON: They were not expecting to do that at least until fiscal '77, is that correct?

MS. ELLIS: I am saying that they would be picking up '75-'76.

ASSEMBLYPERSON WILSON: It is in the fiscal '76 budget. But isn't it correct that they were not expecting to have to do that until fiscal '77?

MS. ELLIS: That is true.

The thing that I am saying is that it is the State's responsibility to continue this because I feel that the monies which are available for this fine child development system in New Jersey, piddling as they are, should not be depleted.

ASSEMBLYPERSON WILSON: You make reference here to the Advisory Board to DYFS. Is it your feeling that this Advisory Board could perhaps be effective in writing the State Plan for Title XX?

MS. ELLIS: The same one?

ASSEMBLYPERSON WILSON: Yes.

MS. ELLIS: Yes. My recommendations, Madam Chairman, did not differentiate between the two. They can be different or they can be one. The thing that I am implying is that in order for the community to have any input into what is going on, I feel this board should be implemented immediately because we will be going into Title XX very soon and we can't wait until the last minute. I don't think it should be done without the knowledge of the community.

ASSEMBLYPERSON WILSON: Perhaps you have stated this before, but would you reiterate for us the industries that you get your 25 percent from?

MS. ELLIS: Yes. They are Schering Corporation, Thomas and Betts ---

ASSEMBLYPERSON WILSON: That was in your testimony.

MS. ELLIS: --- Singer Corporation.

ASSEMBLYPERSON WILSON: Are you confident that they will continue?

MS. ELLIS: Yes. I would say that the commitment varies for many reasons. But I think mainly it is because they have been able to see the viability of these programs and what it has done for the community. When I came into the program, we had approximately 45 youngsters in the after-school program. We presently have over 100 youngsters in the program. Our preschool program at the present time has 30 youngsters. We are up for refunding. We are proposing a phase-in period by next year at this time of 110 youngsters.

ASSEMBLYPERSON WILSON: Do you have any kind of an after-school program?

MS. ELLIS: Yes, I just mentioned the after-school program.

ASSEMBLYPERSON WILSON: Do you have any kind of a flexible-hours program?

MS. ELLIS: Do you mean drop-ins?

ASSEMBLYPERSON WILSON: No. There was some testimony yesterday pointing out the need for day care other than 8:00 to 4:00 or 8:00 to 5:00, but rather evenings and nights for parents who work other hours.

MS. ELLIS: I agree with that concept. At the present time, we do not. I foresee that in the future. I definitely support that concept.

ASSEMBLYPERSON WILSON: In your funding from the State, have you had any particular problems that you would like to bring to our attention?

MS. ELLIS: No, we have not. I can cite examples when I was at the Child Development Program in Somerset County, one of late funding. And I know that some of my fellow directors have that problem, not only of late funding for the new budget, but also receiving

their monthly allocation late, which causes great hardship on the staff as well as the children.

ASSEMBLYPERSON WILSON: But in your particular center at this time, you have not.

MS. ELLIS: Not at this time.

ASSEMBLYPERSON WILSON: Do you receive support services from the State in terms of nutrition advice, social workers, family counselling, medical assistance - professional help of that sort - legal help if you need it?

MS. ELLIS: No. Let me say that I do not place the total responsibility for this on the Department of Youth and Family Services. I would say there is a lack of personnel and lack of money. However, in my experience in the day care field, I have found that this has been lacking. And in my humble opinion as a Director, I have found the people in the field are more able to dispense this type of information than those who come in to try to help from the State level.

ASSEMBLYPERSON WILSON: You don't consider the people in the State Division then as being "in the field"?

MS. ELLIS: No, because I have found that -- well, I will give you an example. When my program was licensed, we had a representative come in, and I am very much into seeking out resources and doing that on an in-kind basis, and the young lady who came in was busy taking notes from me rather than my getting information from her.

ASSEMBLYPERSON WILSON: You mentioned "in kind." Have you been able to use in-kind services for your local match?

MS. ELLIS: No.

ASSEMBLYPERSON WILSON: None at all?

MS. ELLIS: None at all.

ASSEMBLYPERSON WILSON: I sense by your answer that you feel that it has perhaps been an erroneous decision

on somebody's part that you haven't been able to do that.

MS. ELLIS: That is true.

ASSEMBLYPERSON WILSON: Would you care to explain that a little bit further?

MS. ELLIS: In what area?

ASSEMBLYPERSON WILSON: What kinds of in-kind expenditures do you make that you believe could be used toward your local match which would then increase your ability, of course, to get more funds?

MS. ELLIS: Let me give examples, not necessarily related to me, but examples that might relate to child care. I would say if a center is in a building that they do not own, and the organization donates the building, that that might be considered as in-kind contribution and be utilized for the match. There are other means. For instance, this year I utilized quite a bit of in-kind services. I had some fellow directors come in and do in-service training, and I had some personal friends who had expertise in various areas, such as, child care nutrition and education. I utilized their services as in-kind. This might be utilized toward in-kind contribution. This amounted to well over several thousand dollars if you compare it to a consultant that you might call in who would make \$50 to \$200 a day for his services.

ASSEMBLYPERSON WILSON: Do you know of any states that have as a matter of policy an acceptance of those kinds of services as in-kind contributions?

MS. ELLIS: Let me say, Madam Chairman, that I have heard of this being done, but I am not at the present time able to cite any cases. If you want that information, I would be able to get it.

ASSEMBLYPERSON WILSON: We would appreciate receiving that information if you could get it to us.

I have no further questions? Thank you very much.

Mrs. Sutton is not here.

Next will be Rita Smith and Joan Higgins, and the two Higgins children. It has been said often enough here in the last two day that the people who know most about child care are those who are the recipients of it. I think our next witness, who is drudging down here with her boots, is a recipient or would like to be.

MRS. HIGGINS: You are correct. I am a working mother.

ASSEMBLYPERSON WILSON: Would you give us your name.

J O A N H I G G I N S: I am Joan Mackenzie Higgins, Monmouth County 4-C, Interfaith Community House, Martin Luther King School, a nursery school, and Title IV-A funded after-school program.

Dear involved leaders: We give full support to the requested budget of the Department of Institutions and Agencies for day care for pre-school and elementary school children and for young people for these reasons:

1. Well-run day care programs can be a source of increasing in each child a sense of dignity and worth which may mean a healthier, more-productive future society.

2. Day care programs which can provide nutrition reduce the hunger which is the result of increased food costs for mal-nurished poor.

3. Day care programs can give supportive and educational health programs with the family's cooperation.

4. Day care programs can be social service centers, a means of assisting needy families who are ADC recipient families and who are not ADC recipient families, but for whom assistance is needed because it is not now provided because of overburdened welfare programs.

5. Day care centers can create jobs, particularly part-time positions which make possible continuing education for adults, strengthening of the parents' work skills with training and the improvement of family life.

6. Community-based and overseen day care programs can provide a sense of accomplishment and improve morale, which demonstrate themselves in low-income home repairs, increased involvement in local government, and other means of seeking their own solutions to community problems, and building on community strength.

Respectfully yours, Joan Mackenzie Higgins, Public Mission Minister and Executive Director of Interfaith House. I am also a member of the Community Life Commission of the New Jersey Council of churches. I think they also share a concern for day care in New Jersey.

Thank you.

ASSEMBLYPERSON WILSON: Have you found effective cooperation between your agency and the State agency responsible for day care?

MS. HIGGINS: Yes, in a number of ways. You were just mentioning guidance. I have felt that I have learned a good deal in the area of planning and nutrition which I could in turn pass on as we train a food service manager from Mr. James May's department because they have been out in the field with us.

We are a center that serves 45 children in three classes, morning, mid-day, late day, and does provide for the request of the mother in scheduling. For instance, it could be 7:15 to 2:30 when an older child comes home from school. It could be two sisters cooperating, one a night-time job, one a day-time job, but the one needs to rest in the morning. So it is a varied schedule, cooperating with the public school and also providing for pre-school students. We are hoping to serve 15 pre-school students soon.

We have had guidance from Mrs. Brown's licensing office, particularly perhaps because we are a program which involves volunteers; so we have needed guidance as we have developed

about a four-year-old ranch house as a school. But, I think, like many other programs, it has been difficult to have delays in funding, to have to wait when we know the service is very much needed where we are.

ASSEMBLYPERSON WILSON: How do you raise your local match?

MS. HIGGINS: We are Interfaith House, King School. Our local match comes from a combination of support from about 20 religious congregations - to name them: Catholic, Baptist, United Church of Christ, Methodist, Reformed, Lutheran, Episcopal, Jewish congregations; and some civic groups including Kiwanis and some women's clubs. So there is quite a range. Then there are individuals who give us support. Even with this combination, it is difficult for us at this time. In the community in which we serve, many of the mothers we serve are recipient mothers in training and we feel we would be taking food from them if we required any payment. We don't feel we can do that. We don't feel it is the intention of Title IV-A funds to make that requirement of people who are just beginning to move in their development. So we find it difficult to raise that match. Many of the mothers involved with us who are potential recipients, former recipients, do not have an income larger than \$4,000. It is hard to ask anything of them. We have a scholarship which our mothers help to raise. We would wish a larger involvement from the State in helping us with our match.

ASSEMBLYPERSON WILSON: You are prohibited, are you not, from charging anything beyond a limited fee? Aren't the fees that you can charge established by federal regulations?

MS. HIGGINS: Our fee is a set amount which --- In other words at our center there is no charge because

all of our mothers fit within the requirement of a low-income level or are ADC recipients.

What I find difficult is that there is some variation from one center to another in assessing the mothers involved. Life would be easier for us if we said to every mother, "Now you give us \$15 a week." We could use this. We are unwilling to do that at our center.

ASSEMBLYPERSON WILSON: Have you plans for expanding your service at all?

MS. HIGGINS: Yes. We have a classroom prepared for after-school students. So what will happen is our present after-school program will move into that room and 15 pre-school students will be able to use the room now used for after-school. Just six of our forty-five students now are day-care.

ASSEMBLYPERSON WILSON: What size community do you serve?

MS. HIGGINS: We are just south of Red Bank in New Shrewsbury, across the street from the Welfare Board, which is good. I do find cooperation from social workers in referrals. We serve Wayside, which now has a split session which we find is difficult because there are mothers there who have, say, a third-grader or a fourth-grader, and the mother may be working. It may be the child needs to be with us until Noon when he goes to school or return to us at one o'clock when he is out of school, this for a mother of an eight- or nine-year-old.

We serve parts of Long Branch where we are serving in relation to a college program where the mothers are studying English as a second language, typing, sewing, high school equivalency. Some of the mothers we bus from there to our center. They were interested in having their children in our program. Our ratio of teachers to children is higher than some centers. It runs one to five and often better than that, one to three many times.

We serve New Shrewsbury and Eatontown - some Middletown and Lincroft; in other words, a fairly wide compass all around us, but with an encouragement to have the parents as they go to work bring their children to school, which saves more of our money for staff and for program and means we have an almost daily contact with parents. This is important to King School and our mothers agree with it.

ASSEMBLYPERSON WILSON: Do you have a waiting list?

MS. HIGGINS: Yes.

ASSEMBLYPERSON WILSON: How many are on your waiting list?

MS. HIGGINS: It is very large.

ASSEMBLYPERSON WILSON: Have you had any assistance from any colleges in your area?

MS. HIGGINS: No. The Community College - the leaders of that particular learning center I think have expressed support of our program because they are hearing it from their children. The mothers are pleased with their children's response to our program. Support from the college would be helpful. And there is support being given for another program in our area, which makes it hard for us to understand. Even if just the bussing back and forth for this program were assumed by the college, it would be very helpful. We must come up right now with \$2,000 worth of match every three months.

ASSEMBLYPERSON WILSON: I was going to say, you have all these agencies that are assisting you with this match. That sounds like pretty much of a full-time job, just keeping that going. Is it?

MS. HIGGINS: You were talking before about "in kind." I think we are an agency that would heartily welcome the use of "in kind." I am now receiving as Minister of Public Mission, working with the school, about \$6,000. But I usually do spend 35 hours or more in relation to

the program. So I am giving about half my time as "in kind." We have about 170 volunteers who give about 10,000 hours of service in relation to the program, in terms of enrichment, a professional dancer, artist; a dental hygienist; an engineer; donated materials, a fan. If any of that could be used as "in kind," it would make our life easier.

ASSEMBLYPERSON WILSON: Do you get adequate assistance from the State or any assistance from the State in pursuing this local match? If the State is not providing any of it, do you get any help in finding sources?

MS. HIGGINS: No.

ASSEMBLYPERSON WILSON: You are really left on your own as far as that is concerned.

You mentioned delays - when your money is delayed, that creates problems. I can certainly understand that. Can you give us some examples of delays that you have experienced?

MS. HIGGINS: We had run as a volunteer program. I had given my time as Head Teacher. I am certified in Elementary Education, Early Childhood, K through 12 English. I am an American Baptist minister and United Church of Christ minister. I had been a volunteer and had mothers assisting me who were given scholarships so they could go ahead with their education. During this period, we submitted our application for funding. I understand that there were delays because there was a question of the use of private match at all. But it meant that we went from January of one year and it wasn't until the following March that we began with our funding from Title IV-A.

ASSEMBLYPERSON WILSON: Fourteen months later?

MS. HIGGINS: Yes. And we had begun that fall with staffing of our program and payment of them. This

was a very difficult period for us, from September to March. It kind of tried us for working as a team and living on.

ASSEMBLYPERSON WILSON: You went about six or seven months carrying the whole burden yourself because of delays in getting your money.

MS. HIGGINS: What we are concerned about now is that with our building almost prepared for use by these 30 children in each section, 15 in one space - and we have fully sufficient space in terms of requirements because we have watched the guidelines for the building - that we not have the same kind of delay again when we know that the program is needed now. We hope that my summer we will have the program running and funded.

ASSEMBLYPERSON WILSON: I don't want to delay you any further, but I have just one other question, if I may. Have you any idea of what the reason for that long delay was?

MS. HIGGINS: I understood that there was a question of use of private match. This was the first one. It had come from Washington that there was not to be use of private match. Then I think it was that spring that we learned that it was again going to be allowed, but nothing had come in writing to the State to allow for it.

There is a problem related to this that is good to mention maybe. We have tried to work along carefully. I think our center has been examined and examined. It has gotten plenty of attention. We have had to put up a railing here. Then someone will come back and there is something additional - this kind of thing - a temporary moving ahead as we found volunteers to meet these requirements. This is where it would be helpful if there were some money. It might be only a few hundred dollars that would make the difference for a center like ours to go ahead and

meet the requirements quickly. We didn't do it that way. We did it step by step.

At one point we had had an inspection and then our proposal was delayed because I really feel that there isn't sufficient secretarial assistance for the licensing office or sufficient inspectors. We had been visited. We had made the corrections which were asked of us at that time. I say corrections instead of violations because I really don't think it was a matter of our intending to fail to follow through for the safety of the children.

I learned in August that our program hadn't been approved - it was from Miss Jennings' office and it was a letter that I had just learned about - and we had not made the corrections from the January visit. In between, I knew there had been a May visit. Those corrections had been made. But it was a matter of secretarial work to be done to keep up with the pace of those inspections. Once it was checked in the office that, yes, that material was there, that would have moved things more quickly if the record had moved more quickly.

ASSEMBLYPERSON WILSON: Do you feel with all of the approvals that are necessary for licensing, for contract approval, for approval of your local match, and all of the other approvals that you are required to have -- do you feel that you know what you are supposed to do as you go along the way? Are there written guidelines? Are the policies of the State clear so that despite the requirements you at least know what is expected of you?

MS. HIGGINS: I am following with very much interest the new set of regulations. I think it is helpful. We have a regional health inspector in our area who is very much a professional. He comes in with 150 questions which usually have 3 parts to each question. It is like El Exigente coming for a visit. You know you may go down

on a quarter of the 150. But you know where you stand. You know what you have to face and it is a learning experience each time.

We realize each time he visits, he is going to make three requirements of us to upgrade us in a positive way.

ASSEMBLYPERSON WILSON: Excuse me. Who is this person?

MS. HIGGINS: Mr. Knabe, who is in our regional health office, which I think is actually helpful. He doesn't serve just one town, but several towns in our area, which gives him a little wider perspective. Sometimes it is difficult to get your local, say, building or fire inspector to respond quickly. The requirements vary very much, for instance, for fire inspection, from town to town. I know we are meeting the requirement to get a third panic bar up - a fourth panic bar up - and a center in the next town hasn't got one up because it is a different requirement in a different town. I would hope there would be more regionalizing to make it safer for the children. We know what we are being required to do. It is difficult, but it is better for the children. At the same time, it is very difficult for us, being a nonprofit program, to even just come even with what is required of us.

ASSEMBLYPERSON WILSON: Beyond your regional health officer, as far as State requirements and federal requirements, are the guidelines and the policies clear?

MS. HIGGINS: Yes.

ASSEMBLYPERSON WILSON: And are they consistent?

MS. HIGGINS: I have found that sometimes in the past they have not been consistent. I am not someone who doesn't speak when I think something is unjust, and I have. I hope that in the future the requirements of different programs will be from one to another more fair. I think

having a written set of requirements, as is done with our health inspector, if it could be done in the same way, for instance, with the Education Office, would be helpful, even if it were a matter of having a licensing booklet on 2 pages or 3 pages to check off as you go.

ASSEMBLYPERSON WILSON: Thank you very much. You have been most helpful.

Mrs. Berman has some questions.

ASSEMBLYPERSON BERMAN: Reverend Higgins, you talked about a flexible-hours program. Does that involve pre-school youngsters?

MS. HIGGINS: It does involve pre-school. And one thing that I meant to mention ---

ASSEMBLYPERSON BERMAN: I'm sorry. Completely?

MS. HIGGINS: It even involves a high school club. I have been pleased when I take senior high young people out between nine at night and one in the morning that there has been a good deal of appreciation from parents, that this is an activity under supervision by an adult because otherwise the children would be on the street. Having a friendly relationship with an adult for children who may have both parents working and not having the same contact with an adult is important.

ASSEMBLYPERSON BERMAN: In other words, your flexible hours program covers a broad range of ages?

MS. HIGGINS: That is an unfunded program and I am glad that there are now funds becoming available for that kind of preventive program, which is what our youth work is.

ASSEMBLYPERSON BERMAN: This is on a regular daily basis that you are talking about?

MS. HIGGINS: Our youth program is not on a daily basis. The work with the pre-schoolers is on a daily basis.

ASSEMBLYPERSON BERMAN: You mentioned the mothers'

bringing children to the center. Do you also have transportation components?

MS. HIGGINS: Yes. This is particularly necessary, say, for the mother who is already at work and her child is on a split session. We must pick up at school. We have had very good cooperation from schools also. But it is necessary. For instance, with the group coming over from the college, it must be part of that program.

We are also a bilingual program, which I am enjoying too. We have a Spanish program and we try to provide for that with our teaching staff as well.

ASSEMBLYPERSON BERMAN: Since I come from the same county as you do, I know a little bit about the kind of initiative that you provide for programs. I was wondering whether you thought that the pattern of community funding would be one that would be suitable to other counties as well?

MS. HIGGINS: Yes, but we really do look forward - - I think Miss Smith is going to speak to this too and mention some of the problems we have had - to having a decrease; just a decrease from 25 percent to 20 percent which is demanded from local match would be very much a help when you have a \$30,000 or \$40,000 program. This is perhaps small compared to other programs. But just having help with that match from the State will mean a lot to us.

ASSEMBLYPERSON BERMAN: Does this source of funding add some dimensions to your program, some kind of community input, that might not otherwise be there?

MS. HIGGINS: Yes. Certainly that is so. I mentioned our involvement of families. We have a 17-member board running our program in Interfaith House and then a board also of the school. Both boards are composed of more than half low-income people, the people who are

served by the program. This may make it harder for us in our fund-raising. But I feel that it is very important in guiding the direction of the program.

ASSEMBLYPERSON BERMAN: Thank you.

ASSEMBLYPERSON WILSON: Miss Smith.

R I T A S M I T H: I am Rita Smith, Coordinator for Monmouth County (4-C).

I am testifying on behalf of Monmouth County 4-C and on behalf of day care and after-school programs in Monmouth County.

I will speak briefly as I only learned of the hearings this past Friday and prepared a little bit on issues of primary importance in our county.

Our Title IV-A contracted child-care programs are unique in N.J. in that most programs in Monmouth County contract with the Monmouth County Welfare Board instead of directly with N.J. Division of Youth and Family Services. This arrangement has worked well on the whole affording the programs easy access to staff at the Welfare Board who could work closely with them on the contracting process.

Fiscal Year 1975 is the first year in which N.J. has put money toward the 25% non-federal share of Title IV-A funding. Unfortunately, none of the Title IV-A programs in our county which contract with the Welfare Board have received any of this money. It appears that the Title IV-A programs in Monmouth County have suffered due to a bureaucratic tug-of-war over procedures of contracting and funding which has been going on between the County Welfare Board and N.J. D.Y.F.S. This has been going on since August 1974 when the original request on behalf of Monmouth County's Title IV-A child care programs for participation in state 'seed' money was submitted.

Since that time, not a penny of this money has been received by any of these programs even though follow-up has been made. Monmouth County 4-C feels strongly that these programs which are eligible for this money, and certainly have need of

it, should receive the amount due them retroactive to August 1974, the date of the original request.

Obtaining the 25% non-federal share has always been, and remains a primary problem, for Title IV-A funded child care programs. In Monmouth County, the 2 primary sources for this money have been the County Government and the United Fund. Some programs have successfully obtained the needed 'seed' money from these or other sources and some have not been as fortunate. Those donating the 'seed' money seem to have used criteria such as: 1) who got there first or 2) who had the most political 'pull' - and do not seem to have looked at the total situation in the county. Therefore, a situation has arisen where some programs are the 'fortunate' ones and others aren't so 'fortunate.' Often programs in the most impoverished areas are the ones which have the hardest time obtaining their 'seed' money leaving people with the greatest need for service unserved.

It would be good if the state could give a larger % of the 'seed' money to areas where there is an obvious need for the service, yet the program is unable to obtain all the needed 'seed' money.

Soon, we hope to see new licensing regulations. In our county we have some child care programs which are licensed and some which are not. In order to be eligible for Title IV-A funding a program must first be licensed. Yet some programs lack the financial resources necessary to upgrade their programs sufficiently to become licensed in the first place. It would serve no good end to close these programs which often provide a valuable service where no other is available. Therefore, coupled with the new regulations, there should be assistance available to help programs (especially those serving low-income children) to upgrade their programs and facilities sufficiently to become licensed.

Lastly, I would like to point out the unique and valuable position of 4-C's in assisting with the solution of the problems I have mentioned as well as assisting in many other ways to guarantee the provision of quality services for children and supportive family services.

4-C is a community organization made up of parents, child care providers, public officials, etc., and as such is completely accountable to the community. It is a crucial part of the total operation of children's services. It can help to see that the services intended are truly reaching the people and that they are of the best quality. It is therefore important that New Jersey recognize the role which 4-C plays in the provision of services to its children and families so that we can work together most effectively.

I would like to add that the agencies represented by this testimony are: Interfaith House, Bayshore Recreation and Economic Development Corporation, Monmouth Day Care Center, Red Bank Community Center, Kiddie Kare Child Development Center, Little Flower Day Care and, of course, 4-C. It probably represents more, but due to the short period of time - yesterday I was trying to reach them all - I wasn't able to reach all of them.

I would also like to add that we would very much support those recommendations made by Margaret Ellis.

ASSEMBLYPERSON BERMAN: In the beginning of your statement, you talked about a tug-of-war going on between the Monmouth County Welfare Board and the State. I was wondering whether you might expand on that a little bit.

MS. SMITH: Well, we know that this is the first year that the State has put into its budget part of the contribution toward that non-federal share. It was in late July, I believe, that we received the formula from the State for the spending of that money, the percentages that would go to programs - after-school, day care, etc.

Now Monmouth County is in a unique position, being the only county where the program is contracted with the Welfare Board instead of contracting directly with the State; though all of the contracts are approved at the State level, still the Welfare Board is contracting and purchasing service from these centers and the centers receive their money back from the Welfare Board, their checks and so forth. The Welfare Board submitted a request putting all of the programs together in one request. They really weren't sure how the procedure would work with them since they were in a different situation. The others just naturally, as their contracts came up for renewal with the State - the money would go into their budget. So they submitted it in one full request. No answer was received from the State until November. At that time a letter was received from Mr. Kagen - I am trying to remember this; I am sure it is not totally accurate, not the exact words, - stating that they were in the process of determining whether it was appropriate to have the money come to our county.

ASSEMBLYPERSON BERMAN: This was the first year then that that arrangement was made.

MS. SMITH: Right. This is the first year that this had ever come up. Previously it had not been an issue. Letters were written by 4-C, by Community Services in Monmouth County and by a number of people, trying to push for this to move on ahead. I never received any answer from Mr. Kagen to our letter from 4-C - still haven't. But later a letter was received. The matter was turned over to Mr. Rosenthal, I believe. It was not a clear letter. It seemed as though it was first justifying why the programs did not necessarily have to fit into the category of being eligible and yet at the same time they weren't going to be ruled out. It showed throughout the

letter a great lack of familiarity with what had been going on, stating such things as the programs would need to meet licensing criteria and the federal criteria, which they had already long been meeting.

Since that time, there have been several talks back and forth, I suppose, between the Welfare Board and the State. I suppose there has been some pressure that the State didn't want the county to continue this contracting process, that it wanted to take it over completely, and perhaps this will eventually happen. But in the meantime, it is the programs and the children who are not receiving the money while all of this is going on.

ASSEMBLYPERSON BERMAN: In other words, it is still snarled and there has been no resolution.

MS. SMITH: It is still snarled. It is still in process. We still have heard nothing about the programs getting the money. Also the Welfare Board has not really requested the money to be retroactive to their original request. So it doesn't seem from their side ---

ASSEMBLYPERSON BERMAN: You are saying you might lose some money.

MS. SMITH: They are saying, "Oh, well, it looks like we are not going to get it this year, so maybe we will get it next year." They can say that, but maybe the programs don't feel that way about it.

ASSEMBLYPERSON BERMAN: You are saying this about the Welfare Board?

MS. SMITH: Right.

ASSEMBLYPERSON BERMAN: A little bit earlier in your statement you indicated though that you thought it was a desirable arrangement to work through the County Welfare Board.

MS. SMITH: Right. I think it has worked well in many ways in that the programs could very easily get

assistance with the contracting process. If a new program wanted to begin, they could quickly send out staff to help to inform them concerning the various procedures of licensing, funding, etc. If they had any kind of change coming up in their program, they could have very ready access, being so close at hand.

ASSEMBLYPERSON BERMAN: Has this actually taken place already or is this some advantage you see?

MS. SMITH: No. This has been an on-going process. Of course, I am sure the programs themselves could speak to both advantages and disadvantages which there are bound to be. But I think there have been certain advantages. But in this particular instance, it seems to have been a great disadvantage for the programs.

ASSEMBLYPERSON BERMAN: In Monmouth County have any of the municipalities come up with the local match or part of a local match? You mentioned the county, I believe, providing support.

MS. SMITH: Let's see. Yes, a couple have come up with at least part of the match in after-school programs primarily.

ASSEMBLYPERSON BERMAN: You talked also about unlicensed day care centers and the need for advice and counsel. Have such requests been rejected or do you feel there should be more outreach on the part of the State? In other words, I am trying to get at exactly what you are saying. Are you saying that that kind of assistance has not been available or the day care centers themselves have not reached out for it?

MS. SMITH: Of course, it is mandated that any center be licensed. A center is not supposed to be in existence being unlicensed. Therefore, there is a fear on the part of an unlicensed program of approaching the State in the first place. And we don't know of as

many sources of financial support that an unlicensed center could obtain. Once they get licensed, we know of sources of support for them. So I think there are going to be problems with a center and they need to know that they can freely approach the State and say, "No, we are not licensed; we would like to be," and know that their program isn't going to be closed up in the meantime, that they are going to be given a period to do this. I spoke to a woman who would have liked to come and testify today, but she was afraid to come. That is why I am trying to speak on her and a couple of others' behalf.

ASSEMBLYPERSON BERMAN: Would it be correct to say the particular centers you are talking about are completely unregulated or do they come under some other kind of regulation?

MS. SMITH: Well, one of the things with regard to day care centers, at least in terms of their buildings, is that often they are not in their own building. Often they are in another public building, a church or whatever. So to that degree, the building could be said to have already been inspected for other purposes and, at least, have been certified as safe to that extent. But they probably don't come under that much other regulation, although a couple of the programs that I know of are receiving a certain amount of federal assistance indirectly, and I imagine that they are inspected to some degree because of that, but not as other centers are.

ASSEMBLYPERSON BERMAN: I was wondering whether perhaps they came under some local regulation ---

MS. SMITH: No.

ASSEMBLYPERSON BERMAN: (Continuing) --- in a different category.

MS. SMITH: The local regulations in terms of getting new centers started have sometimes been a problem.

When new programs wanted to start, previously the licensing people would not come down and look at any facility until after the local health, fire and building certificates had been obtained. In a couple of instances that I know of where you have a small community and perhaps a part-time fire, health or building inspector who may have no knowledge of a facility for child care, they have said, "We really don't know what we are inspecting. Do you have some guidelines from the State that we could follow?" Then the State has been contacted. I know of one center in particular where this back and forth shuffle has been going on for nine months, trying to get assistance from the State. The State wouldn't come until the local did it, but the local wouldn't do it. Therefore, that center remains unlicensed simply for that reason. They have been attempting very hard to get licensed and feel as though they meet the criteria. But they have been caught up in that kind of thing, which is not unusual. There is so much variation in the local health, fire and building requirements, that that is a problem.

ASSEMBLYPERSON BERMAN: Would you say that the experience you have just been describing in Monmouth County has some implications for the rest of the State?

MS. SMITH: In terms of the health, fire and building?

ASSEMBLYPERSON BERMAN: Well, that and also the fact that there are facilities out there that are unlicensed and, if there were proper communication, they might move along towards proper regulation.

MS. SMITH: I would imagine - I don't know for a certainty -- but I would imagine that is probably true, that if it were openly known that "yes, we want you all to be licensed, we can offer assistance and we will not penalize you for not being licensed or close you down,

but we will assist you; we want to assist, not only regulate," then I think that would probably happen, not only in Monmouth County, but in other counties.

M . HIGGINS: Could I give an example? We really appreciate, Mrs. Berman, the interest that you have in our programs. But I think I can give an example of the kind of thing that may happen. I think when you don't have a specific set of guidelines, then a great deal is left to the interpretation of the inspector. We depend at our center on the cooperation and volunteer work of young people. We had at one point - and perhaps this won't ever happen again - painted our center entirely, the walls, the woodwork. We have five different rooms and a hallway. Now we had done the five rooms and half the rear hallway, which is a large area for a hallway. We had unfinished half the hallway, and what was marked down? "Painting in progress." So we had a violation. But the unfairness then for us seemed that we know of places that haven't painted for five years and this was our paint job of every room in a six-month or a year period.

ASSEMBLYPERSON WILSON: I would like to raise one question in conclusion here. I am afraid we are going to have to move this along. We have a number of people who are scheduled for this morning.

Is it your impression that State policies are implemented in such a way or defined in such a way as to encourage development of day care, discourage development of day care, or are they neutral on the question or undefinable? You have four choices.

MS. SMITH: I don't really feel as though they have been as encouraging as they should be. I feel this addition with the seed money is definitely an encouragement and it should be even added to more. I think there needs to be an assistance prior to reaching that point, if it is truly to be encouraged, from the point when anyone

is interested in starting a program where there is a need for a program, and also in areas where there is no program, but there is a need for it, to actively seek out people to start a program in that area. I think we have situations where we have virtually no service and we have other areas where we have quite a bit in comparison. There needs to be a greater balance. And I don't think there has been anything actively done in those kinds of areas.

ASSEMBLYPERSON WILSON: A statewide needs assessment and implementation upon that needs assessment, with initiation from the State, would be a desirable step.

MS. SMITH: Yes.

ASSEMBLYPERSON WILSON: All right. Thank you very much.

Joseph Fulmore, Passaic County 4-C Director.

(Not present.) He did leave testimony and told us he wasn't sure he could get back.

(Statement submitted by Joseph S. Fulmore can be found beginning on page X 1.)

Wilbert Mitchell, Director, North Camden Day Care Center. (Not present.)

Dr. Robert Lowenstein, Director of Children's Community Mental Health Center, Jersey City Medical Center. Is Dr. Lowenstein here? (Not present.)

Lilli Ayres, 4-C Council of Bergen County.

L I L L I A Y R E S: I am Lilli Ayres, Executive Director of the Bergen County 4-C. Thank you for letting me address you today.

I certainly would like to support the budget Mr. Kagen has submitted. I would like to support his contention that we need to increase day care, but I think, in general, you have received a great deal of testimony on the lack of day care services in Bergen County. And I would like

to address myself to some other areas that are involved in child care, but more specific in some areas.

I have read Mr. Kagen's testimony and there are some things that I would specifically like to address myself to. He is talking about child development programs and programs in the pre-school day care centers are designed to serve the total child, which is certainly true. However, we have care for children in day care centers in a very small area of real need. Most of the children are cared for in other situations than day care centers.

In his testimony, he is speaking also about a percentage of children, "one-fifth of the children in day care can be more closely tied to existing network of group care through family day care." He says one-fifth of the children receiving services are in family day care. They are only those who are paid for through the Division of Youth and Family Services, not through any welfare payments, not those making their own private arrangements.

I am a member of the Task Force that is currently in the process of rewriting the licensing regulations and procedures. I am very much concerned about this lack of regulations we are writing into the family day care aspect of child care. We have encountered some resistance by Mr. Kagen and others in the Division of Youth and Family Services on this because the feeling is that general regulations and standards could not be monitored. I find, however, on the Licensing Task Force that we are not even going to have standards for family day care that is paid for by the State of New Jersey. There are regulations in effect right now, but DYFS, while it has a booklet, does not really have the capacity, even on the local level, to monitor the family day care situations. The Welfare Department does very little monitoring. Yet these are public monies used and no standards are being set.

I am greatly concerned about this because if we had any kind of standards, even only for those paid for by public monies, we could have some touchstone by which we could judge other family day care situations.

In Bergen County, I am currently in the process of setting up a clearing house and referral service for family day care. We are setting up our own standards. It will be voluntary registration with 4-C. We have no clout. But we don't even have any standards by the State to fall back on, to say, "this is what would be desirable." We can only suggest. This is one of the aspects that I am concerned about.

I am also concerned about the fact that the State of New Jersey or DYFS is only paying \$4 a day per child in family day care. If a child is in family day care for 8 hours a day, that comes to 50 cents per hour, including meals. I don't really know of very many people - and I think this accounts for the lack of family day care home situations - who can afford to do that. It is 50 cents per hour, including meals. I think we have to push very hard so that that amount can be increased.

Currently DYFS does not like to place their own children, their referred children, with other children that have made private arrangements in the same family day care situation because they are afraid that there might be discrimination between the different children. I think that is a possibility, but I think, if we would pay these family day care mothers on a more liberal basis, we would not have to be afraid of that.

I saw in Mr. Kagen's testimony also that the Division hopes to generate studies which will measure the impact of day care on educational achievement and social adjustment. While I do realize that this is very important, I think there are a number of organizations, a number

of schools, that are measuring this and are doing research in this area. I would suggest that if we are strapped for funds that we use our funds for direct services rather than for another study which measures something that is being measured in many other areas.

I am concerned about another aspect of DYFS involvement with Title IV-A and day care centers. Currently some of the day care centers in Bergen County are only partially funded. Some of them are fully funded because enough seed money has been generated to fully fund all of the children in that day care center. But the majority of the centers have only a partial number of children funded; others are outside the funding slots. Right now, if a day care center --- Let's assume a day care center with 40 children has 20 funded slots and all of these funded slots are taken up. And we have right now in one of the day care centers a custody case referred by DYFS to the day care center. All of the slots are taken, but there is an opening. This child could be in a nonfunded slot, but DYFS is not permitted at this moment to pay for this child since all DYFS-referred children must be placed in funded slots.

I am not sure whether I am making myself clear. There are 20 funded slots, they are taken, there is a 21st child that needs a slot who could be placed in a non-funded slot, but cannot be paid for by DYFS.

ASSEMBLYPERSON WILSON: Another example of the super-sensitivity of the bureaucratic system.

MS. AYRES: Yes. This child could be placed in another nonprofit day care center or another day care center altogether and could be paid for by DYFS. But this close-by, well-programmed day care center cannot receive funds from DYFS for this particular child, which is a custody case. I think we do need to look at this

kind of thing very carefully.

You were talking about current cash expenditures and local match. I would very much support the other people who have talked about the desirability of making in-kind matches available. We have talked so much about not using federal dollars that are available to us. Using in-kind services would use and make available the local dollars. We are, in Bergen County, barely able to maintain the services we are now having. We have increased within two years from 3 funded day care centers to 9 funded day care centers. I think that is a great achievement. Nevertheless, we are receiving money from the Freeholders and we are receiving money from private sources to make this match possible. But the matches are not increasing. The monies made available for seed money are not increasing and we are barely able to maintain the current services.

If in-kind services were permitted, we not only could maintain, but we probably could eventually and finally increase our services. I would very much urge that we take a good look at the available in-kind services.

I would also like to point that on the development of local funds, it says here in Mr. Kagen's testimony, "DYFS meets with municipal and county officials, United Ways, foundations, service clubs, religious organizations, etc." The truth of the matter is that without the existing local 4-C's in those communities very little of this would have taken place. That we now have 9 instead of 3 funded day care centers in Bergen County is only because there has been a 4-C, because there has been a coordinating body that has provided information, has talked to local officials, has pushed, has cajoled, has brought out parents, and has made it possible for people to understand not only the need for supportive services and money for children, but for their families.

It says here also that DYFS funded 4-C planning agencies and worked with other local groups in needs assessments. I am not aware that DYFS funded them. They have made possible a federal match because private monies or local government monies have been turned over to the State in order to achieve that federal match. But there has been no State money to 4-C's. There has been no 25 percent of the 25 percent for local 4-C's. Four-C's have had to scrounge for their own monies, they have raised them, have turned them over to the State, and indeed have received funding. But DYFS has not funded local 4-C's as far as I understand it.

Again coming back to our Licensing Task Force, we are in the process or we have been in the process of re-writing the second draft. I am concerned about another aspect of the second draft. It seems to me we are going in a direction, at least if the last vote we had on our Task Force - it was a diminished Task Force - counts -- we are going in the direction of making our ratio of adults to children far larger than it has been in the past. As it is now, certainly federal regulations for funded centers call for at least 1 to 8 for four-year-olds. In the State of New Jersey, we seem to be going in the direction of 1 to 12.

ASSEMBLYPERSON WILSON: Mrs. Ayres, I am going to ask you to confine your comments to other than the licensing because that is the subject of separate hearings. I think in order to accomplish our task here, we are going to have to limit ourselves. I am sure you understand.

MS. AYRES: Yes, of course.

Let me then just finish with a couple of statements. The State at this moment is not making any provision, it seems to me, for the expanded services Title XX will provide. The ceiling of eligibility is going to be raised

to \$12,000. Many more children are going to be eligible. Yet I don't see where any provisions are being made to accommodate the increased number of children. I know it is a financial problem. With that, I also would urge - and I support Miss Ellis in her statement - that the advocacy groups should certainly be involved both in the State Plan for social services and the planning for Title XX so that consumer as well as advocacy groups can be involved in that process.

As a last statement, I would like to say that you have asked about the rules and asked: Do we all know what the rules are? I do feel that generally we do but there are confusions. There are discrepancies. In the northern area of New Jersey, I have always felt that Bergen County was very well off. We always had very good cooperation. But that may be because I have been around for so long that I know everybody. Those that came in later seem to have had a harder time. It isn't always clear. There are different interpretations. I think it would be very desirable to have regulations, such as Title IV-A regulations, made available to everybody. We do rely upon the interpretations of the field workers. We do rely on the interpretations of the person we are currently dealing with. There have been many changes and it has happened many times that people have written a proposal, have written a contract, thought it was approved, and suddenly the roof fell in and nothing was right.

So I do wish that provisions would be made to make available to local organizations the rules and regulations that govern and the interpretations so that we don't run into the discrepancies. Thank you.

ASSEMBLYPERSON WILSON: Thank you very much. I found your testimony most helpful.

Mrs. Berman, do you have any questions?

ASSEMBLYPERSON BERMAN: No.

ASSEMBLYPERSON WILSON: Would you support the satellite program that Director Kagen hoped for, but apparently at this point at least is not being recommended in the budget? You are familiar with the satellite program, aren't you?

MS. AYRES: Yes. I would. I don't think it will do enough at this moment because there are still many more children that can be tied in satellite fashion in family day care. And how can we tie it in if we have no standards that would apply to them? I would basically support it, yes.

ASSEMBLYPERSON WILSON: Is it your impression - and I believe it is from your testimony - that more new day care slots are developed by the 4-C's than by the Division itself?

MS. AYRES: Yes.

ASSEMBLYPERSON WILSON: Can you document that?

MS. AYRES: I believe I can.

ASSEMBLYPERSON WILSON: I would appreciate it if you could get anything on that to us.

MS. AYRES: In Bergen County, I most certainly can. I will make effort to document it in other areas.

ASSEMBLYPERSON WILSON: Thank you.

The Title XX State Plan has to be ready by July 1st, 1975, is that correct?

MS. AYRES: Yes.

ASSEMBLYPERSON WILSON: That gives us about four months and two weeks. To your knowledge, planning has not begun. Is that correct?

MS. AYRES: If it has begun, advocacy groups and community groups certainly are not aware of it.

ASSEMBLYPERSON WILSON: Title XX calls for community

involvement, does it not? It calls for public hearings.

MS. AYRES: It does not make it mandatory any longer. But it does call for standards for family day care.

ASSEMBLYPERSON WILSON: It calls for public hearings, but what is being recommended here by both yourself and Miss Ellis is an Advisory Council to the State Division of Youth and Family Services ---

MS. AYRES: Yes.

ASSEMBLYPERSON WILSON: (Continuing) --- for development of that State Plan.

MS. AYRES: There was supposed to be an Advisory Council and I have not seen very much evidence of it.

ASSEMBLYPERSON WILSON: Thank you very much.

Theresa Cunningham, Executive Director of the Carolyn Stokes Day Nursery, Trenton.

T H E R E S A C U N N I N G H A M: Thank you for letting us have this opportunity to speak to you.

I wanted to make mine a little more personal because you have had very excellent testimony, I think, from all of us who have been in the field. What I would like to give to you is a picture of 92 children who, if we did not exist, there would be the question: Where would they be and what would the mothers do? I think this is important to keep in mind, no matter what kind of legislation you propose to pass. We are always dealing with the human element and we are always dealing, I think, with a commitment and not a job. I think that is something that the entire State has to feel - it is a commitment, a philosophy, to children and to children's services and to people, rather than to things. I think this is the overriding thing to keep in mind.

With regard to the hearings that go on - for instance, I just got this this morning in the mail from my 4-C

here in Mercer County, so I quickly came down - it is important that citizens have participation, that when they are going to write up the regulations for Title XX, some of the people directly affected by Title XX have something to say about it. I think that is important to keep in mind.

Going back to our particular center, at this time I have 92 children who are attending our school, 62 of them being Title IV-A. Before I came down, I took a quick look at our waiting list and I have 84 children. Those 84 are children of parents who took the time to fill out an application and come to the center to take a look at it. It does not include the people who call up and I have to say, "I'm sorry - I don't have any vacancies available and I do have a waiting list." Where are they going to find places?

Our particular day care center serves not only Youth and Family Services children, children of people who are under employed and unemployed at this point - we have had a number of families who have been affected by the economic situation - but we also have the other 30 children who are above the Title IV-A guidelines. The most amount of money that is made by any family in our center is \$17,000 with two parents working and with three children in the family. That is the economic situation that we are in. They cannot pay the \$50 or the \$60 that you are talking about to give good quality day care to children and a good developmental program.

The staff that I have is an excellent staff of nursery-school certified people. With our three-year-old group, we are talking of a ratio of 5 to 1, which is an excellent ratio that I feel is giving very good services every day to those children. That does not include the volunteers who on occasion come in and make that ratio even smaller.

We also are rather special in that we are taking children from the City of Trenton, Ewing, Lawrence and Hamilton Townships. We are located on six acres of land, which is a wooded area. It is something that city children need that a lot of other day care centers do not have.

ASSEMBLYPERSON WILSON: You have moved?

MS. CUNNINGHAM: Yes. We are off of Taylor Street. This happened approximately seven years ago. For those of you not familiar with Carolyn Stokes, they had been in the Trenton City area for over 50 years, located in an industrial area. They are now in a wooded area on the border of Ewing and the City of Trenton.

ASSEMBLYPERSON WILSON: I have to tell you - I worked in your school 20 years ago.

MS. CUNNINGHAM: When Mrs. Knight was Director?

ASSEMBLYPERSON WILSON: Yes.

MS. CUNNINGHAM: I hope that with us coming again, we can continue the fine start that she made 50 years ago. And here we are 50 years later and still talking about the needs of children and we are trying to still expand it. If for nothing else, if Carolyn Stokes can stand for one thing, it is that we are here, we are committed, and there are many other people in the community that feel the same way.

I believe that if the State of New Jersey feels a commitment to children, they will put the money into these programs. There are very many people, very many women especially, who need the services. We are still under-paying day care people. We, in many cases, have day care workers who are subsidizing the State by the salaries that they receive. This is a viable occupation. It is one that cannot be negated by poor salaries.

The statistics I could give you are numerous. But I think more important is, for instance, a three-year-old

whom we have spotted as having an eye problem through screening and she is going to have glasses and have it taken care of before it gets to be a serious problem; another child, a four-year-old, who is now going to speech therapy at Trenton State because of something that was spotted in a nursery school situation; a five-year-old who is now in our kindergarten program and then stays with us. The mother does not have to worry about what happens to him at one o'clock or "where do I put him until one o'clock?" The children are with us from 7:30 until 5:30. So there is care throughout the day.

I just wanted to add that personal note to this to remind us we are talking about people and not just statistics.

ASSEMBLYPERSON WILSON: In your work with the State, Ms. Cunningham, have you encountered any particular difficulties that you would like to bring to our attention?

MS. CUNNINGHAM: No. We have been fortunate. I think it has to do with two things: First of all, we have been an established nursery school for a long period of time. Then it switched over to the Title IV-A, but only for a portion of the student population. The other thing is the people with whom we deal directly. I happen to be fortunate enough to have someone who is an assessor who works very well with us. Again it is a personal thing rather than the State as a whole. I would rather see the State actually make it a commitment though, so that the people who are going to go out to these centers really do feel a commitment to day care - that it is not just a job that you go out and assess.

ASSEMBLYPERSON WILSON: How do you raise your local share, your 25 percent?

MS. CUNNINGHAM: The Delaware Valley United Way puts up our match. The State of New Jersey did make the

difference up this year for us, between what Delaware Valley United Way contributed and what we actually needed. We also have the other 30 parents on a sliding fee scale and Delaware Valley United Way gives us some monies to scholarship. The other part is really a loss because you are talking about a sliding fee scale of \$15 to \$30 when our per capita cost is \$45 for this year.

ASSEMBLYPERSON WILSON: You mentioned the fact that your staff is underpaid. What salary is a nursery school teacher in your center receiving?

MS. CUNNINGHAM: Well, we finally got in this year that a beginning nursery school certified teacher, a four-year college graduate, is starting at \$8,000.

ASSEMBLYPERSON WILSON: How does that compare with the public schools in Trenton?

MS. CUNNINGHAM: That is what we used as the guide and that is what they are able to do.

ASSEMBLYPERSON WILSON: Mrs. Berman, do you have any questions?

ASSEMBLYPERSON BERMAN: No.

ASSEMBLYPERSON WILSON: Assemblyman Snedeker has just joined us and he will be with us through the afternoon.

We have about three other people who are schedule to speak this morning. Ms. Cunningham, I know you have to get back by one o'clock and we appreciate your coming on such short notice.

MS. CUNNINGHAM: Thank you.

ASSEMBLYPERSON WILSON: We have a Ms. Paretta who is here on her lunch hour and has asked to speak. Then we will break for lunch and we will only take 45 minutes.

C A R R I E P A R E T T A: My name is Carrie Paretta. I am a member of the Board of Director of NOW, New Jersey,

and Secretary to the Board.

These remarks were prepared by Kera Herzog, who chairs the NOW - New Jersey Child Care Task Force. The remarks were put together after leaving yesterday's hearing. They are comments; they are reactions more than the other sort of testimony you have heard so far.

She says, "During yesterday's hearings NOW attended as an interested observer. It was felt that the topic of child care problems would be adequately covered by day care professionals, the educators, the providers, and the actual child care consumers. We agree that there is a drastic need for more day care slots, we agree that the loss by the State of millions of dollars of federal funds is a horrendous situation, and we agree that the money spent on welfare would be better spent by providing day care and thereby taking women off the welfare roles.

"What we were totally unprepared for was the almost continual stress by those testifying of the economic need of women to work in order to be eligible for day care for their children. We heard statistics about women in single-parent families and their very important need for day care. We heard about women who must work to supplement their husbands' incomes in today's inflationary society. We heard that day care is not a luxury for women filling idle hours, but is a necessity for economic survival.

"All this is true but it implies something that we in NOW are loathe to believe, the implication being that women who must work for psychological need are not to be entitled to day care services. It implies that if a woman can afford to stay home, she should stay home, her psychological needs and the potential contributions to a larger society notwithstanding; that, in effect, a woman's place is in the home unless she must leave it to help support her family financially.

"There is a popular myth that day care causes the breakup of the family. NOW contends that perhaps the reverse is true - that the lack of day care services is a factor in the high divorce rate in our country. The loss of the extended family and the polarization of male-female roles has left the typical middle income mother with almost sole responsibility for the caring of her pre-schoolers. There is very little respite from the 24-hour-a-day, 7-day-a-week job of child rearing. No human, male or female, can be anything but frustrated in such a situation. More and more women are leaving their marriages as they find anger and frustration their constant companion. Many young women are opting not to have children at all rather than place themselves in this 'no-exit' tunnel.

"Day care is a necessity and no longer a luxury, but not only for economic reasons; the psychological needs of a woman and ultimately other children cannot be swept under the carpet.

"We wonder, if all women should suddenly disappear and men were left with child-rearing responsibilities, how long would it take before there was a nationwide comprehensive child care program?" (Applause.)

ASSEMBLYPERSON WILSON: Not long.

Thank you.

ASSEMBLYMAN SNEDEKER: May I have a copy of that for the other gentlemen who aren't here yet? (Laughter)

ASSEMBLYPERSON WILSON: We will break now until 1:30 by this clock. Thank you.

(Recess for Lunch)

AFTERNOON SESSION

ASSEMBLYPERSON WILSON: The afternoon session of the Assembly Institutions, Health and Welfare Committee hearings on child care in New Jersey is called into session. I will call Dr. Marguerita C. Moreno, Chairperson of the Early Childhood Education Program at the William Paterson College of New Jersey.

M A R G U E R I T A C. M O R E N O: I must compliment the Committee on the perceptive questions that are being asked in the area of early childhood. I'm sure much of the kinds of things you have been asking is information that I can impart to graduate and undergraduate students in the area of early childhood. I am delighted to be able to be here. I spent an enjoyable and informative day yesterday in observing this Committee at work. I am impressed with the people who have come, the parents, the directors, the staff members, the 4C personnel, the personnel of the I and A, and the Division of Youth and Family Services. There are some witnesses whose speeches I could not repeat or do any better than they have themselves.

I was particularly impressed with the Puerto Rican father who said in so few words so many important things, and I would just like to say that I agree with him wholeheartedly in everything he said.

There are some advantages that we in education have been able to receive from day care centers. I thought it was my position to share these with you, if I may. First of all, the basic philosophy of day care centers involves developmental needs of children, all needs, in the area of physical, social, emotional and intellectual. This indeed has been the forerunner of the current programs of individualized instructions that we now find in the elementary schools.

Most of us are familiar nowadays, via the press and via the children that we have at home, with the term "open

education." Too often we actually give credit to the British infant school for the open education policy, whereas, in fact, for the last 25 years in good quality day care centers and early childhood centers the open education model has been with us in this State as well as other states in the nation. The people in quality day care have also led in the sectioning off of "learning centers." We now have those kinds of things that are considered quite innovative in elementary and in secondary education that have been part of a good early childhood program since its inception.

We also have another valuable part as a component, and as a required component in the day care center, and that is the parent involvement or the parent participation program. Too often we forget to remember that the inception of schools in these United States was a gift from the parents, among our American forefathers; that the obligation to educate children still remains primarily in the hands of the parents. We have learned to some regret that when there is not this involvement or participation in the higher level programs in terms of elementary or secondary, we have public objection and we have defeat of budgets.

Whereas, if this component of an active parent group who become part of-- and when I say become part of, they are an essential part of the education of a child. A child spends more time in his home than he ever does in any school situation. So without the parent as a teacher, the educational system would fail.

I would say to you, the importance of that parent's involvement and participation in programs of the early childhood and quality day care centers has let us in higher education begin to view the importance

of incorporating this in the program of the elementary and secondary school.

In addition to that, we most certainly cannot deny the motivational factors that are involved when a child sees his parents directly participating in the program. The success of many cooperative day care centers or cooperative nurseries at various socio-economic levels has been mainly due to the participation of those parents in the activities and in the support of the center. When one feels to be part of a center, one will spend time and effort to continue and promote that center.

I think, perhaps, this kind of thing will also be something which will carry over into other levels of education.

I am involved directly in the training of early childhood teachers, both on an undergraduate and graduate level. We cannot train teachers to work with children, unless we leave the ivy tower and go out into the field. In my experiences for the past four and a half years in the new program of early childhood education, which has gone from 80 full time day students to a program involving 750 day and evening students, both on an undergraduate and graduate level, the importance of realistic field experience cannot be supplanted. I feel that it is a contribution that is made specifically and definitely by the day care centers, in allowing our future teachers the opportunities to observe and to participate in their programs.

We speak, in the jargon of the trade, of having teachers being able to work with individual differences of children, to work in terms of individual modality, to work in terms of their specific levels. When we know a child could be chronologically age 4, but mentally

age 7 and able to take on the task of reading, it would most certainly do for us to have the kind of developmental program that would enable the day care centers as well as the elementary centers to meet the needs of the youngsters as they come up in the program.

Those of us who have been involved in compensatory programs throughout this State know that the compensatory programs beyond a certain level do not function the way we would have liked; that the history of many millions of dollars in terms of attempting to make people literate have failed because it was maybe a great deal, but it was much too late.

My conception of early childhood training involves a solid base of day care centers, whose philosophy you have heard expounded here by others, that will allow and emphasize the idea of prevention of learning problems by optimum programs in all of those areas you heard discussed, because we can go back to the ounce of prevention is worth a pound of cure. I would venture to guess that the amount of money that would be expended in trying to remediate problems at a primary level, intermediate level, et cetera, could one hundred times be the figure in terms of remediation, as it might be if the youngster had the kind of training that was available to give him a solid foundation, and that's the job that these quality day care centers are doing. And that's the job I would like all of my future teachers to be aware of and to have some experience in.

The day care centers, because of their unique community base, have led in the area of utilization of materials that were relevant for children, utilization of community resources. So you would not see in some of the day care centers the books that involve

the white middle-class husband with his fedora and his briefcase leaving the bus, and you would not see the sex stereotyping kinds of things that we have inflicted on children through education. I feel that in this area in the use of relevant material that is based upon individual needs and not what publishers have dictated, we are seeing the beginning of learning experience approach in terms of basic skills done at a pre-school level that can do nothing but strengthen the program later on.

Now, I would like to speak just a moment on the career ladder program. There is within the budgets of day care centers and within the 4-C budgets a very small amount of money for training. I have been actively involved, both as a volunteer-consultant to the Passaic County 4-C and a volunteer-consultant during lunch hours on Thursdays to Calvary Baptist, and also as a member of the Planning Board for Project Continuity, a linkage program between Head Start and the public schools, and I have been vitally impressed with the community people who have continued on in the area of teacher training.

I have at the present time approximately 60 ladies from community based day care centers' policy program who started out as aides, and in one instance a kitchen aide, and who have gone ahead and through the support of the day care center and various other kinds of programs, they have been able to secure the training. We have currently 20 graduates that are now teaching in communities of Newark, Paterson, Englewood, and Passaic. Of the initial first group that graduated, which was 11 as of June two years ago, 5 of these ladies are now enrolled in graduate programs at my college, and 3 are involved in graduate programs elsewhere.

Not only has their educational horizon heightened from the support they were given through the day care program, but indeed they are studying so that they can become effective changers in their community of situations that they feel need some care.

I'll never forget the comment of one lady at the end of the first course I taught her. Initially the first day of class she said to me, "Dr. Moreno, what are you doing to our children that they are not succeeding?" And I said to her, "Mrs. 'H', please hold that question until the end of the course." At the end of the course I said to her, "Mary, what have you learned?" And she said, "I'm just going to go out there, finish this degree, get a master's, and then go out and effect some change." So if the cooperation between the college programs and the day care centers can effect even that, I think it has done a great deal. But we could not do it without the day care centers.

The necessary linkage between the day care component or pre-school education and the educational facilities of the State is a must. Information is available from the programs connected with the day care centers. That information is invaluable in terms of information for services to be continued on the elementary and secondary level. The amount of money that could be saved by having that information in a continuous kind of a funnel is something that would help all educational budgets, because of the widely connected services that go along with day care and its community involvement, and yet they are not always available in the primary levels of education.

Part of that experimentally has been due to some of the folk at Institutions and Agencies who

have encouraged the Head Start Programs in Paterson in the elementary area to involve themselves into the project, Developmental Continuity. This will be a five-year project to see if the services can be duplicated and there can be a flow of information through the one school in Paterson with the Head Start group. So that will leave us some kinds of things to do some research on, and I think it would be very beneficial. I am quite happy to serve on that Planning Board.

Another thing that I have come to value very, very much, in terms of the kinds of programs that I see in the day care centers, is the positive attitude of the youngsters involved. When I have done private workshops for parents and when I speak with the groups that are advisory councils and to various community groups and I ask, "What are the needs for your children," and one answer has come to me from these programs that I worked with - from the eastern seaboard to one in the middle west to some of the others here - and that is, "We want basic self-concept developed positively."

This is something that I see happening, and I often hesitate to see some of these youngsters leave a program such as this to go into a situation where perhaps the philosophy is not always the same. The attitude that I see, child to child, child to teacher, child to other adults, child to immediate community, is a very positive kind of thing. Although I agree with Dr. Kagen in terms of his analysis of necessary results, I can refer, I guess, primarily to some of my own experience in terms of that.

I had worked, until I decided 11 years ago to change the training of teachers by coming on a college

level, in primary, intermediate, upper grades, secondary grades, both as a classroom teacher and also as a reading specialist and reading supervisor, the first learning disability teacher-consultant in the County of Bergen. I have worked in innumerable reading and learning centers. I am convinced, and this is why I chose voluntarily to leave a program of which I was director of a graduate reading program, to come to this State college and take over the reins of an early childhood program, that the answer that I have been seeking in terms of children for these 20 some odd years lies in good foundational programs which I see going on.

The positive attitudes can be reflected and connected very definitely with the hope of positive achievements in elementary and upper grades. This was shown when one of my research groups in longitudinal studies looked in on a group of youngsters who were racially integrated, at kindergarten level and at grade 2. We looked at them 6 years later. In that 6 years in a city population in our area, we found that when picking friends in the classroom, the youngster who was integrated racially at kindergarten had a much more positive attitude. There was no distinction in terms of sex or of race in the children they did pick. The population who was integrated 2 years later had a different story to tell. What I am saying is, if the differences in 2 years between kindergarten and 2nd grade were so apparent, not only in picking friends, but in their attitudes toward class and attitudes toward school, which I also measured, it certainly would seem to conclude that in the early years in which we know that a child learns more at a greater rate than he will ever learn the rest of his life,

it would seem to me that the foundation for positive social interaction is in the area of the day care center and other early childhood institutions.

If we want the positive society that when people understand and relate to each other, this is the area we should imitate in all areas of education. And this is a rather unique contribution of the day care center programs.

In addition to that, I would like to share with you some of the proposals that I have, currently being considered at HEW in Washington, which involve implementation through day care centers. One of them is a proposal to use the Passaic County 4-C agency as the nucleus for a program whose emphasis will be the prevention of learning problems, and it will be used to diagnose the possible inhibiting factors to learning, and to try to prescribe a program that can be used in the day care center to make sure that this youngster has optimum opportunity to be ready for the academic scene when he is ready for it, and this is why I feel day care centers are so important.

The locality and the children that will be utilizing this particular grant, if I do receive the grant, will be children from the 35 centers in the Passaic County area.

I also have a meeting on Friday of this week in which I hope to propose to the State Right to Read Program, just as I have proposed to Washington in November and December, a program that will be countywide. And if they dare to give me some more money, we will make it 2-countywide. This program will involve the training of reading specialists in the area of early childhood, and the training of early childhood specialists in the area of reading, to develop good language developmental

programs within the centers. There are tremendous things going on, and I think we should share with one another all this information, too.

I am saying, please give them some money to operate, because if you don't, then I cannot direct my applications for funds for that particular area.

I am also asking you not to repeat the historical pendulum that has been connected with early childhood care. The pendulum would show that after the time of its inception, money and materials were available during war time, because the purpose was to extend the armament race. After war time, World War I, World War II, Korea, et cetera, monies were taken away from day care centers, because the ultimate need of these people in employment was not necessary. As the result, it was not until we had a Sputnik threat in 1960 that we did see again a rise in the kind of support we need for early childhood care.

I am asking now in this time of depression and inflation not to follow this historical role of making do with less in terms of early childhood. The percentages we see here today mean that what we are doing is a drop in the bucket, but let's maintain at least what we are doing with the hopes of doing better.

You have also heard from the professionals here about the lack of research. How can research be implemented if programs begin and end, and begin again, and there is no continuity? Certainly that kind of support does not allow for good curricular development; nor, does it allow for research. We need the financial support, and we need also the cooperation between the State and Federal agencies; not only between and among Institutions and Agencies, but we need that kind of combination such as Institutions and Agencies plus the State Department of Education.

Those of us who are in the professional training field have made known to our State Department of Education and will continue to make known to our State Department of Education some of the needs in the area of early childhood training.

I would also like to share with you components that I have put into our early childhood programs, because those wonderful people out in day care have already implemented them. We have implemented, through the cooperation of an advisory board of people here from day care and other early childhood centers, infant care programs. We have also implemented parent involvement programs. We had to discontinue - we couldn't even let it run, because of our lack of staff - a very unusual kind of thing, a bilingual program in early childhood education. Also we would like to have alternative careers in early childhood. There are so many areas that are left untapped but the stimulation for the areas that we are currently working on has come not from the certification requirements of the State, but from the active and successful programs that are being implemented in day care centers.

I would like for you please, if you could, to share a dream with me. The dream would be again of one world in which the parents would take their rightful place as part of the educational system. The family, the child, the community, the school would be an unending circle having an understanding of each other's role, and complementing each other in the development of this wonderful youngster who will be the answer to our society of tomorrow.

If we are just going to produce the kind of youngster who has been trained as the middle class WASP,

you know, the middle of the road achiever, we are not going to get the kinds of things we want in terms of social change.

It has been brought up here so many times, and I'm sure we could spend hours discussing this, but in connection with the young girl, the young mother, the pregnant mother, these areas cannot be enforced.

We know that the child's cell development, his brain cell development, is during the prenatal and the early months of his life. In terms of infant care and in terms of early childhood programs, this is the area in which the day care centers certainly have contributed, but we need much more.

I would also like this particular committee to realize the kind of expenditures that are given in the budget allotments to all education in the State of New Jersey, and compare it to other states. In that comparison, you will realize that in this State, which I believe is one of the top individual income earning states, we still, I'm sure, have more money for makeup and more money for cigarettes than we have for education, and certainly that amount of money is more than we have given to the support of day care centers. Thank you.

ASSEMBLYPERSON WILSON: Dr. Moreno, thank you very much. We are all going to enroll in your course. You must be an inspiration to all your students.

Mrs. Berman, do you have any questions?

ASSEMBLYPERSON BERMAN: I was wondering, from your wealth of experience, do you have any feelings about the State's structure that deals with early childhood education, and whether you think this is a satisfactory arrangement, or do you have any suggestions?

DR. MORENO: I usually am known for being pretty mouthy and letting my opinion be known. I am going back and forth to Trenton three times this week. We are in a bind, so this travel time is on my own as was the case with the trips to Washington. It seems to me that we have less money in state colleges than we even have in day care, but that is beside the point. I also have an appointment to speak with the lady who is now involved in Passaic and who will, I gather, have the responsibility of a section in early childhood.

I believe there might be some confusion in ideology or philosophy, but having come from the elementary and secondary levels, and having decided that my role now is to be in this particular area, I think I can speak with confidence to some of the people at the State Department as to what their role is and also their function.

I think you are aware of the fact that there was an Office of Early Childhood which has just been disbanded. It had not been clear what the office's obligation was, and I guess there was no clear form of delineation of its role, other than advisory. The concern that I am going to bring down here on Friday is this: In what areas will this Office of Early Childhood function?

You mentioned bureaucratic kinds of things. We are also dealing with that in many different ways. I am trying in my own way--- I would imagine that the question of whether we have a center at the college would arise. The students have set up a drop-in center, but that was not the kind of center the faculty of Early Childhood envisioned. We have been begging, borrowing, and trying to steal these monies to set up in our nearby city of Paterson what I would consider an ideal early childhood diagnostic model center.

Hopefully we will be able to offer for the first time a combination of socio-economic levels in terms of faculty and children, et cetera, paying tuition with others attending through I & A, and hopefully we will be able to generate some future plans. With this grant that I now have in the Office of the Handicapped, we will be able to develop some very much needed informal techniques in which we can work with young children.

In the area of learning disabilities, for example, the person who is involved in learning disabilities and has that certification does not necessarily have experience with two-year olds, three-year olds, or four-year olds. Originally, they were designed to work through the elementary schools. So, one of the reasons I am looking for grant money is to help with this particular area. I have approached it in terms of applying to cities so that I could get some Beadleston funds, but the cities have to apply for it - again, the bureaucracy. They also have to give, I think, one percent of the dollar from their budget. Unfortunately, I had that almost coming, and then they said, "We can't do it."

So, you can see that I am trying in every way I can. Right now I am involved in good dialogue with an important company in this State concerning help with this kind of thing. I have been concerned with how the funds for the Right to Read Program are funneled. I also have felt that in this area of early childhood, the idea of prevention by exposure to good language development programs is something the Right to Read Program should support, and I am asking them for funds with which to implement that.

All of the things that I have been able to do have been with the cooperation of the Passaic County 4-C. I envision using their facilities to broaden out into the 36 areas that they represent and to bring services to the children in that agency and to, at the same time, have facilities for training and encouraging teachers in the career development that is so important. So, I am hoping. There is really nothing down on the books, but I am hoping.

ASSEMBLYPERSON BERMAN: In other words, you are working for all kinds of linkages between different areas?

DR. MORENO: Exactly.

ASSEMBLYPERSON WILSON: We need one of you in each county.

ASSEMBLYPERSON BERMAN: In terms of direct involvement of parents, which you stated you felt was important, I was wondering whether that is a reality in the programs that you see through the State or whether the policy of the Department is promoting that kind of direction, and if not, do you know what steps are needed?

DR. MORENO: In terms of the elementary education aspect or the pre-school aspect?

ASSEMBLYPERSON BERMAN: I am talking about the pre-school aspect.

DR. MORENO: Yes, the Department certainly is encouraging it, and it is part of the component, you know, of Federal funds. It is Federally mandated that there be evidence of these kinds of things.

I am also consultant to Title I in Elizabeth. I confess that that is the only one for which I get money; the other consultatory services are volunteer. In that particular program, as a

condition of keeping the Title I funds for the pre-K and K situation in Linden, it is necessary to show evidence of parent involvement; that is, as aides, as those involved in seeking cooperation, or as those involved on an active advisory committee. That is a "must" to get those funds. Also, in day care, that is a "must."

As I have said, I have seen such wonderful programs, and I could take you to teachers who started in day care and are now teaching pre-K and K in some public schools. I can show you the best because, first of all, they have had the practical experience of working with young children, and, secondly, they have the will and the understanding of working with a group of children in their community. They have proved to be excellent teachers and have done really superior kinds of things.

Now, I bemoan certain other areas, not in day care, but in terms of getting on bandwagons for unique things. When there is not that kind of parents' cooperation or volunteer aides or aides that are paid a slight amount, you do not have the kinds of achievements or the interest that is built into the motivational aspect of the parents and the family. When a child has his parents to school, or when he knows that his parents are coming back to a workshop on nutrition, or when he knows that his mother is involved in doing something else in health and allied services, it means something to him, and we get away from just sterile walls and classrooms. We can really thank these wonderful, wonderful day care people for providing that kind of background for all education.

ASSEMBLYPERSON BERMAN: Thank you.

ASSEMBLYPERSON WILSON: Dr. Moreno, I have a couple of questions. This morning we had some testimony relative to the discontinuation of funds for early childhood education and for the learning institutes. These are Department of Education funds that have been discontinued for the current fiscal year and are not asked for in the Department of Education budget for the fiscal year 1976. It was anticipated by that witness that these funds could become day care funds and that if they became day care funds, they could be matched by the Federal funds. Therefore, \$100,000 could become \$400,000, and \$25,000 could become \$100,000. So, we are talking about a half-million dollars this year and something like \$1.6 million for next year.

In terms of the kind of developmental program that you have just described and the great importance of that kind of developmental program in terms of providing building blocks, if you will, for good elementary and secondary education, how would you describe the action of removing those monies from the Department of Education, and what kind of priority would you place on the restoring of those kinds of funds?

DR. MORENO: Well, as a person who applied for one of those institutes and didn't get it, I, of course, have a vested interest, but at the same time, I think that there has to be a new understanding and a new role and almost a new job definition in terms of the responsibility of the State Department of Education to "early childhood education."

At this time childhood education is defined by most of the professionals in the field as including the time from conception generally through grade 3. The emphasis on "early childhood" by the professional

people in the State Department of Education has been in K, 1, 2, and 3, if at all, and/or the support has been given to programs for the "disadvantaged." I often think that the child is not the disadvantaged one, but perhaps the teacher is disadvantaged in not knowing the culture, background, and environment of the child in attempting to make a learning program that is appropriate for that youngster in that particular school at that particular time.

So an emphasis has been in "providing remediation" for disadvantaged, or supporting programs that purported to be the ultimate for all kinds of curriculum. I think that the people involved in education are people who are vitally concerned with education, but perhaps they have not had enough experience in a continuing kind of mental aspect, as we see in early childhood, and do not really commit themselves toward the explanation of strong foundations and preventions as really being more important than correction. So we have Beadleston money, for example, through the State Department. That will tend to lend us supportive services for youngsters who have learning problems.

And also in attempting special education, the emphasis was, "This is a situation for the mentally retarded, or here's a class for the emotionally disturbed." I am glad to see a change of emphasis in aligning itself with the philosophy of the day care center. When a child comes to a day care center, no one says to him, "You are emotionally disturbed," and puts him in one room; or do they say, "You are physically handicapped. We can't have you." They use every effort to work the child into a curriculum

environment that is the normal environment in which he will proceed in his normal life.

I think we have to realize that our monies have been channeled more toward that kind of an emphasis than it has been toward prevention. And yet, we know from the research that is available that there is a very high correlation in terms of achievement, especially in my area of reading, with motivation, with language development, with skills in listening and speaking and oral communication, and eventually written communication, and that the foundation is important.

Of course, there has also been a conflict in terms of what readiness means, you know, who is ready for what. And again you see we have here two different agencies, the one agency who is given the financial support in terms of Institutions and Agencies, and who also has the certifications in terms of buildings, and the certifications in terms of staff. And I know 5 years ago a group of professional people in early childhood got together in terms of certification requirements for licensing of teachers of early childhood, and bemoaned -- and I guess this isn't the appropriate place to mention this, the fact that anyone who had a teaching degree in the State of New Jersey can take 6 credits, two courses, and automatically get an endorsement for nursery school. It means that the shop teacher, the Latin teacher, the Greek teacher can all be endorsed for working in early childhood without ever seeing a 2 year old or 3 year old or a 4 year old. That is a matter for another committee.

ASSEMBLYPERSON WILSON: You have told us many things, but with reference to these monies to which I referred, this money certainly could have and could be,

if it were restored, used for day care. But history has shown in the Department of Education that that really has not been the practice in the past?

DR. MORENO: Now, it could be filed also -- I could see it funneled through the 4-C agency, if this was a cooperating kind of thing. And I could see it also funneled through different counties, but indeed the counties themselves represent such different kinds of structured offices that it could possibly be perhaps that they would not have the personnel to do it. I really don't know.

But I could see this kind of disbursement through county offices to support the day care programs, because they have to recognize that education in the true words and its true sense and its original meaning means the changing or the developing of children physically, intellectually, socially and emotionally, all the way.

ASSEMBLYPERSON WILSON: Thank you very much. If there are people here who are not on this list for this afternoon, will you please make yourselves known to Mr. Kohler seated here at Assemblyman Hurley's desk.

Craig Salins from the Union County 4-C's?

C R A I G S A L I N S: Madam chairperson and members of the Committee, I would like to say that we are grateful for the opportunity to testify this afternoon. We are pleased that the Committee on Institutions, Health and Welfare has decided to hold child care hearings, and we feel that it is a very important area. My name is Craig Salins, and I am the Director of the 4-C Program in Union County, New Jersey.

I would just like to tell you briefly that the 4-C in Union County began last year in March in response

to a number of developments in the child care field in Union County. Most notably there was quite an increase in the usage of Title IV-A monies and other dollars for child care in the county, and along with that a need for coordination and evaluation of services and for planning a comprehensive system within the county.

During our first year some of our major activities included conducting a major child care need survey for the county, and we have just received the results of that survey as of about a week ago, from the computer at Rutgers University.

Other activities include a printing of a resources directory, conducting training for programs, designing pilot programs in day care, and working with agencies on their managing and accounting methods.

I would like to talk this afternoon about briefly the need for child care in Union County in support of some of the figures that were supplied yesterday by Mr. Kagen from DYFS, and then talk briefly about a cost analysis system that we did, comparing day care with several other items, and finally about the State budget and about proposals for the delivery system.

In Union County there are approximately 58,000 children between the ages of 0 and 6, and 49,000 between 7 and 12. The survey that we conducted last year -- let me just explain to you that that was a door-to-door survey of a randomly selected sample, so that it was controlled and it gives very accurate figures on the need for child care. The results of that survey indicated that 44% of families with children under 12 who make less than \$10,000 per year would definitely or very likely use full day developmental care for children if it were available to them. Probably about 5% of the families do have services available. That indicates

an unmet need of about 90%. I have the breakdown by age groupings: 46% of the families with children age 0 to 3 would use services; and 39% of the families with children age 4 to 6 would use services.

The total number of children that we are talking about then who would definitely need and use day care services amounts to 24,300 children just in Union County. Our estimate is that approximately two-thirds of those families are today eligible for Title IV-A services.

Now, I just wanted to say that we certainly support the need for day care as laid out in the testimony yesterday by Mr. Kagen from DYFS. I think that the 2 items of creating job opportunity for the family, both because it frees the parents to take a job, and secondly, it creates jobs within the centers. There are also the supportive services themselves which are very important to us.

Secondly, we feel that quality care for children at an early age is very important. The pre-school years are becoming recognized as the child's formative years, the years in which he learns many of his basics for later years, and we feel that day care, if you want to look at it as a preventative service, it is certainly that. It is important for kids in the pre-school years.

Now, questions have arisen as to just how cost effective day care really is. And if I may, if you would refer to the things that I passed out to you, Chart A is labeled "Cost Comparison of Day Care versus Welfare." What we did is we took a standard family of 4, comprising 3 children and one adult, and 2 of the children would be of pre-school age, and one would be after school age, up through, let's say, age 11 or 12.

The cost of Welfare for such a family amounts to \$4,272 per year. The Federal share of this is \$2,136. The cost to the State for Welfare is slightly over \$2,000 per year for such a family. The total cost of day care, on the other hand, is \$6,800 per year, but the Federal share under Title IV-A picks up \$5,100, and with a community share of \$1,230, the net cost to the State for day care would be \$470 as compared with \$2,100 for Welfare.

We were not really able to calculate the net savings in terms of the parents being able to go to work, but I am certain these savings are an economic basis for day care in themselves.

The next thing that we looked at, if you refer to Chart B, which is a "Cost Comparison of the Types of Day Care That Are Currently Being Provided in This State," -- the reason that we presented this was that we were interested in pointing out the range of costs that are currently being used for day care. It is quite a bit, and we feel that some of these types of day care are really custodial in nature, and need to be upgraded.

If you look at Chart B, the State operated Title IV-A centers, of which there are 9 non-WIN centers, operate at a cost per week per child of \$57.20. There are 650 such children as near as we can tell. The State operated Work Incentive Centers, as near as we can tell, operate at \$72 per week per child. And I would just like to make note that it has been very difficult for us to determine accurately what the cost per week per child is for the State WIN centers, as that information is not really available. We discovered that the State WIN

centers are eligible for many State services which are not provided to other Title IV-A centers, because the net cost per week is quite a bit higher.

I am pointing this out, because we feel that those centers do provide a quality developmental experience for children, but the actual cost of that care is approximately \$72 per week, and maybe higher. (Charts may be found at 12 X.)

ASSEMBLYPERSON WILSON: Mr. Salins, if I might interrupt you here, could you give us an explanation of why it costs these different amounts of money to take care of the same 3 year old, depending upon which center the 3 year old happens to be in?

MR. SALINS: Madam chairperson, I think that is a question for the Division of Youth and Family Services, but I would say that the community day care centers do utilize volunteer services in many areas. They have to in order to make it up. Where they don't have the money, they operate almost literally on straw and glue. They collect egg cartons, rather than being able to buy quality equipment and supplies, and so forth.

ASSEMBLYPERSON WILSON: You say volunteers are used. Are these volunteers women?

MR. SALINS: Many times they are parents of the children in the center.

ASSEMBLYPERSON WILSON: Primarily women, though?

MR. SALINS: I would guess 75% or higher are women.

ASSEMBLYPERSON WILSON: Would it be fair, then, to conclude that the non-State operated, non-WIN centers are forced into exploiting free women laborers?

MR. SALINS: I think that would be a fair statement, yes.

ASSEMBLYPERSON WILSON: Okay, thank you.

MR. SALINS: Just to continue, on the chart we note that there are many, many children in New Jersey that are placed in family day care settings. Family day care is where a child is placed in a home outside his own for the day. Currently the Division of Youth and Family Services is reimbursing those parents at the rate of \$4 per day, \$20 per week.

And I think you can see that if quality care really costs perhaps \$72 per week, that you don't get very much for \$20. You get basic custodial care. We would certainly support pilot projects or a wholesale expansion of family day care, if it were provided as part of a family day care system where you had the central core staff of health service people and early childhood specialists who could work with various family day care mothers. Additionally, we feel that the family day care mothers should be paid more than just the \$20 per week per child.

The other item that I wanted to point out to you is that -- if you look at Chart C, the blue chart, we conducted a cost analysis of day care compared with the public school system. Many people feel that the schools operate at an average cost per year of approximately \$1,500 a student. Whereas day care costs, if it is \$50 per week, \$2,600 per year or even higher. We wanted to know exactly what is the cost per hour of day care compared with the boards of education, and is education really cheaper in the public schools or not.

As you can see by this, the net cost of education in the public schools is \$1.40 per student per hour. The average cost of 10 randomly selected centers in Union County, pre-school centers, was \$1.01 per hour. So they operate at approximately 60% of the cost.

Now, this is not an argument in favor of cheaper care. I just wanted to point out to you that day care as provided in our pre-school Title IV-A centers is cost effective. And if you note the various categories for both pre-school centers and the public schools, they spend approximately the same amount on administration- supervision. The schools spend \$.32 per hour on instruction, whereas day care centers spend \$.45. Part of the reason for that is that salaries are way below what they need to be in the day care centers.

Incidentally, madam chairperson, to answer your earlier question, that is part of the reason why day care is able to be cheaper in many of the community centers, because they really do not pay adequately. They exploit women thereby, also.

The other thing you might note from the Unit Cost Comparison sheet is the range of services which are provided by day care centers. It is not just early childhood instruction. It included health services and referral, social services and counseling for families, a very adequate food and nutrition program, as well as informal referral to such things as housing or legal services. It really operates as a community based center which can deal with the entire family environment of the child.

If I can refer back for a moment to Chart B, where we talked about the types of services provided, I wanted to point out that family day care, which is the \$20 per week -- most family day care in New Jersey is paid for out of the Work Incentive funding where the matching rate is 90-10. It is very favorable arithmetic, and we feel that it is a shame to waste that favorable an arithmetic situation on what amounts to basically

custodial care. We would urge that, as much as possible, the 90-10 matching rate be used for center based care at a much higher rate per week. The cost to the State would be only one-tenth of the real cost, and it is very favorable arithmetic.

ASSEMBLYMAN SNEDEKER: May I ask you a question? Going back to your Chart C, your big difference seems to be in the cost of instruction. That is the difference of the \$.40, when you compare \$.82 to \$.45.

Wouldn't you say this was because of negotiated wages with teachers also? This certainly would be a cost factor when you are talking about different degrees that those teachers may have, as compared to teachers who may not have degrees in day care centers.

MR. SALINS: Yes. I think another important point to note there, Assemblyman, is that the teachers' salary, even though it shows here that they work 6 hours a day, they really work more than that. When we computed the cost per hour, we figured on the basis of 6 hours per day, but the teachers are full time employees.

ASSEMBLYMAN SNEDEKER: You are figuring 180 days a year, too. This is not figuring the whole year. But you are figuring the whole year on these other figures, aren't you?

MR. SALINS: That's right. But the cost per hour comes out, as you see here. The other item I would like to point out is that we found that in the public school system, which is a public social service, the administration costs really began to mount up. We are very much in favor of the purchase of services arrangement as a delivery system, because I think that you get the maximum cost effectiveness when you purchase service from private agencies, so long as adequate funds are there and you can insure quality care.

ASSEMBLYMAN SNEDEKER: But do you think that is a fair comparison, comparing a teacher who teaches 180 days a year with someone in a day care center who operates the 253 days as you indicated?

MR. SALINS: They are being paid for a whole year, if they want to divide their salary into 12.

ASSEMBLYMAN SNEDEKER: Even though they are required to teach 10 months out of the year, do you think it is a fair comparison between the two?

MR. SALINS: Well, I would say it is a fair comparison, so long as you keep in mind what you pointed out, that these are not absolute figures, if the figures are used in the context of comparing the hourly cost of one to the other in total.

The other thing that you can see from this is the percentages that are spent. The public schools spend approximately 58.7% on instruction; day care spends about 44%. That is a pretty accurate figure for this.

I wanted to spend a few moments talking about the State budget for child care. Let me just preface my remarks here. In Union County, day care centers and child care advocates are very, very concerned as to the Governor's budget request this year. The other preface remark I would make is that it is very, very difficult to determine accurately what monies really will be available for day care. We heard the testimony this morning about dollars that were hidden in the Department of Education.

The figures that I am going to present on Chart D are, to the best of our ability, to determine what is happening. The Governor has requested a total of \$4.2 million dollars this year for child care,

which is a 15% increase over \$3.7 million last year, if you refer to the chart. Those figures are misleading. When you actually break down the dollars that would be available for support of community day care and purchase of services, you note that Day Care 100 is still there; the State operated centers are there; but there would be a net reduction in the amount of dollars available for community day care centers from \$1.56 million to \$1.52 million.

Now, keep in mind that that net reduction is supposed to pay for an increase of 3,000 children, 3,000 new day care slots this year, according to the Governor's budget request, and that would keep the reimbursement rate at the same \$50 per week, as against 10% inflation this past year.

We would argue that the appropriation that is needed for child care meet the following objectives: first of all, to service 22,000 children this year; to increase the reimbursement rate by 10% to allow quality care; to conduct family day care systems as a quality alternative to custodial family day care; for the State to pick up 40% as a minimum of the matching non-Federal share for community day care. To meet those objectives would cost a total of \$7.4 million dollars in child care, and I have broken it down, down below there. The family day care family improvement project would be \$750,000; the total amount available for community match would be over \$3.5 million. And we would like to see the early childhood development and demonstration project stay at the same level as it has been in past years, \$236,000.

This would require the Joint Appropriations Committee to put back \$2.9 million dollars into the

budget as submitted by the Governor. Now, I recognize that this has been a rough year fiscally for the State, and certainly there needs to be a cutting of corners all over. But in light of the voluminous testimony that the Committee has heard and will hear by the end of today as to the importance of child development services, the importance of those early years, and the economic benefits that are derived from child care, we would say that putting back \$2.9 million dollars is not that much. That would only service 22,000 children anyway, and the need is considerably greater than that.

ASSEMBLYPERSON WILSON: If we were to put that \$2.9 million back, would that all be matchable by Federal dollars?

MR. SALINS: Yes, it would.

ASSEMBLYPERSON WILSON: So you would be talking about generating \$9 million dollars in Federal money by putting in \$2.9 million dollars in State money. So by putting in \$2.9 million, you would come out with about \$12 million?

MR. SALINS: That's right. The other thing to point out, Madam chairperson, is the reason that the Governor's budget, I feel, was misleading in the first place is that there was \$1 million dollars appropriated for Work Incentive, which is family day care. Now, it is important that those dollars be there, of course, but I think you need to take that in the context that Work Incentive day care is only available to families when they are in Work Incentive Training Programs, or when they get a job. And unemployment is running pretty high, so oftentimes what that may mean is that the Work Incentive dollars would not be used because the children would be kicked out at the end of a 90-day training period.

I don't want to seem contradictory there, because I think that the Division does need to, as much as possible, take advantage of the matching rate for Work Incentive. But we would advocate that that be used for center care rather than home care, and that it be a realistic figure.

Last year approximately \$1 million dollars was available for Work Incentive day care, and \$800,000 was not used. It was carried over to this year.

ASSEMBLYPERSON WILSON: Is that where that \$1 million came from?

MR. SALINS: There was a carry-over.

ASSEMBLYPERSON WILSON: Oh, yes, I see.

MR. SALINS: You should take my comments with the grain of salt that the State budget is very difficult to understand, and I believe this to be correct.

ASSEMBLYPERSON WILSON: The Treasurer's Office has promised to print a document called "The Budget in English," and it has been promised to us very shortly. All of us who must wrestle with it will be very happy to have it as citizens of this State.

But you are suggesting that the reason we only spent \$200,000 of the \$1 million last year is that we can't use all of that delicious 9 plus 1 money, because people have to be either in a training program or working in order to receive it. And we heard testimony yesterday from just one person who had gone through one WIN training program in 1970, and was unable to find any job, and she had to go back on Welfare and now has a youngster in day care again, and is either looking for training or a job, and she is finding it difficult to find either one. That is one example of this sort of thing that you suggest is happening in a rather widespread way, which means we won't be getting all of these places, we'll just be carrying over a surplus?

MR. SALINS: Right. I would just add to that, Madam chairperson, the \$800,000 in carry-over probably could have been used, if it was used, for center-based care, which costs more, but it provides a much better experience for the child than if it were used for family day care where you have to go out and hunt up mothers that are willing to take kids into their homes and only get paid \$20 per week for doing it.

One other item I wanted to point out in the Governor's budget request, \$1.5 million would be available for matching under his request, and yet he has indicated as an objective that 21,000 children be served. For that to happen, it would require local communities to generate \$6.255 million to go along with that \$1.5 million in the State budget. The total amount for match would then be \$7.78 million, which after being matched with the Federal dollars would amount to \$31 million dollars, to service the 21,000 children.

Now, I have slightly more detailed notes here other than the material I have submitted to you, and I would be glad to make that available.

We would urge that the Assembly Committee, if possible, in addition to recommending the higher appropriation, urge the Joint Appropriations Committee itself to hold hearings this year. We feel that with such hearings the true picture would come out as to the need for appropriations for day care.

Finally, I wanted to speak to you, and my time is getting late, so I will be brief, about the delivery system of child care services. The last 3 to 4 years in New Jersey has seen quite a rapid expansion of day care. We feel it is very important that quality services be maintained while such growth is taking place. Obviously,

there are a number of organizations that need to come together for that to happen. We need to include various local units of government. Oftentimes the State colleges, the State DYFS needs to be involved, and also the private sector. And we feel that an important link in the day care delivery system is the 4-C type of organization. I think that 4-C would not be a replacement for the Division of Youth and Family Services, but the need for coordination of services, for planning, for generating dollars from the very many diversified pots that exist requires that you spend a minimum amount of your resources on that type of coordination and resource development.

I would like to just tell you that in Union County alone, in the 9 months that we have been operational, we have been able to get 4 day care centers, 31 slots out of the CETA Title VI; we have been able to get for them a training grant of \$45,000 from CETA; we have been talking to the community development people, and we think we will have grants from them both for facilities for day care centers and for operating monies for day care. We have been working with the State Food Program. We have been working with area colleges to implement training for community para-professionals and accreditation for community para-professionals, so that they can qualify as good teachers. All these items are activities that no other unit exists to provide. The Division of Youth and Family Services is really jammed. They are very busy. The day care centers themselves are busy providing care. We feel that a 4-C which is accountable to the centers, which advocates on their behalf, and which can generate resources is an important link in the delivery system.

The other item I wanted to mention was that we are very much in favor of the State purchase of services system as opposed to State operating centers

directly. I think that when the State purchases services it allows the centers to reflect the local community and the needs and desires of the community and the parents, and at the same time provide quality services with the maximum in cost effectiveness. I think you avoid a huge administrative bureaucracy when you do it that way.

Finally, I have attached to the back of your package a reprint of the summary of Title XX, which will be replacing Title IV-A this coming year. I would like to point out that under Title XX by July 1, of this year, the State must develop a comprehensive services plan for day care. The plan has to spell out what services will be provided, when, where, how, how many dollars and by whom. It is quite a comprehensive plan, and I think it would indicate what our delivery system would be for the next several years in child care. We are concerned that in the development of this plan the community has a chance to be involved. By that I mean the day care centers, the parents, the 4-C organizations, and local government. I think the way to do that is for the State to form an advisory committee on writing the State Title XX Plan.

Now, I recognize there is a short amount of time to write that plan, and the committee needs to work quickly, but I feel it is extremely important that you get that kind of community involvement. Without that, a plan might be written as last year, and have to be rewritten several times before it was really acceptable to the many day care people who are out there.

I think that the State has known about Title XX. It has been in the generating stages for approximately three years. Really, a day care advisory committee should

have been put together sometime ago. But I think it's critical that the Division of Youth and Family Services put together an advisory committee now to begin working on that plan.

Madam chairperson, and members of the committee, that is the end of my testimony. I would like to thank you for the chance to speak. Do you have any questions?

ASSEMBLYPERSON WILSON: Assemblyman Snedeker, do you have any questions?

(No questions.)

ASSEMBLYPERSON WILSON: Mrs. Berman?

ASSEMBLYPERSON BERMAN: I would just like to make a comment to you. You expressed a wish for an opportunity to appear before the appropriations committee. I don't know whether you are aware of it, but that would routinely be available to you. You could make an appointment to appear, or anyone else in the day care field, to make known your feelings about the budget.

MR. SALINS: Very good. Thank you.

ASSEMBLYPERSON WILSON: I have a couple questions that I would like to ask. We had some testimony here, and I think that these statements that you have made about parent and community involvement and the advisory committee have been borne out by testimony of many of the other witnesses.

We have also had testimony from other 4-C's and other day care centers relative to problems of relationships with the Division of Youth and Family Services and understanding what is expected of them as the applicant, whether it be a 4-C or whether it be a center that makes an application for service or funds.

On the basis of your experience, would you say that that is a complicated problem, whether it is prevalent or not so prevalent, or whatever?

MR. SALINS: I would say that it is prevalent and it is complicated, both. We have had quite a bit of experience in problems and solutions, too, to the purchase of services system. They include everything from checks not arriving on time to inadequate technical assistance being available to the community day care centers in the preparation of their proposals.

Now, it is a complicated problem because I recognize that there have been, to some degree, limited resources available within the Division of Youth and Family Services to help day care centers. Very recently that problem is being alleviated as we see new staff being added. I would say parenthetically, where has the 3% administrative fee been going up until now? Because the State charges 3% for every community day care center. 3% of \$54 million dollars is a lot of money.

I think that 4-C's can play a role in helping to bridge the gap between community day care centers and the Division. And let me explain to you what I mean. Many times centers are not really prepared -- the professional child care people are not prepared to write detailed proposals and budgets, or to set up cost accounting methods, and that kind of thing. I am not saying that that's not important, because that is very important. But they do need assistance to do that. The State has had a State Office of Auditing, for example, and many of the centers in our county have told me that they have never seen a person from the State Auditing Staff, except when they come around to actually do an audit, which is about once every two or three years.

All that time they have not been given any kind of indication as to whether their books are okay, or whether their accounting methods are okay, and it is a real shame. We have tried to fill that gap as a 4-C organization by providing that kind of training. When we did that initially, we were resisted pretty strongly by the Bureau of Day Care and the Division of Youth and Family Services. I think they felt we were stepping on their toes. We were stepping on their toes, but we needed to because the centers needed help so badly.

We have always been happy to turn the program development and the proposal writing process over to the State Division as soon as a Division staff person is available to work with the centers. But when people come to our door, we are not going to turn them away. I would say it is a very complicated problem.

I would like to speak for the moment on the checks arriving. I think the State budget - I'm not sure what it is, approximately \$2.8 billion, I believe?

ASSEMBLYPERSON WILSON: Yes.

MR. SALINS: Day care budgets might be \$100,000 or less. The State is in a far better position, cash flow-wise, than the day care centers. When State checks don't arrive on time in a day care center, the first week the staff gets fidgety, because they can't go shopping that weekend. The next week they begin to wonder if they should look for another job. And by the third and fourth week, several centers have had to close until their checks come. When they do come, then you have to hire staff again. It is not a very sound way of running a business or for that matter a day care program.

We would hope that the checks from the State would arrive on time. I think there is no excuse why they can't. In the purchase of services system, the budgets can be prepared way in advance. The forms can be done up, and I think that the system is streamlineable, so that the checks can get there on time.

Some people have said that we have to make sure the money is going to be used right before we can send a check. Well, you may even lose a dollar for a week or two. I mean, there are people who are going to fill out the form wrong or something. But I think that the vast majority of centers mean well when they submit their proposals and when they submit their vouchers. They ought to be paid for their vouchers until such time as the vouchers can be shown to be wrong, if in fact they are wrong. I only say that because that has been raised as an excuse as to why it takes so long to get the checks to the centers.

ASSEMBLYPERSON WILSON: Is there a regular checking procedure quarterly, semi-annually or anything like that, or is it just kind of on somebody's whim, "We are going to check up and see if center XYZ is doing the right thing, and we will hold up their money until we decide they are all right"?

MR. SALINS: That doesn't usually happen. Money is not held up for that reason. I have heard of cases where that has happened. Let me explain what the procedure is. The procedure is that once a proposal is approved for purchase of services, the State prepares a lot of internal forms, and then money is advanced to the centers. First of all, they get three months' money, and then they get money monthly thereafter, until the final month, when the check is withheld until the final voucher comes in. So there is no definite

relationship between the vouchers and the money. They simply get three-twelfths, and then one-twelfth, until one year's money is provided.

Now, with that being true, I would think it would be even easier for the checks to arrive on time. They are not related categorically to the vouchers until much later in the process. That is the procedure that is used. What happens is that then the centers do fill out a Form 100, which is then sent down to the State.

ASSEMBLYPERSON WILSON: Are you familiar with any kind of book which sets forth the policies of the Division or a book of rules and regulations to follow for guidance in filling out forms, anything like that?

MR. SALINS: To my knowledge, no such manual exists. And I would like to point out an example of a key area in which one is missing.

A day care center asked me the other day if there was a simple manual that they could follow on financial accounting and reporting for fiscal control. I asked the staff in the Division. They bounced me to the Treasury, who bounced me around. By the time I had made 4 or 5 phone calls, I just decided that probably no such book exists. To this date, I have not heard of it. To my knowledge, there is no manual.

The policies seem to be verbal, and that is confusing to the agencies, because if they are assigned a State staff person to work with them - and there has been quite a turnover - the staff person tells them one thing, and they begin to prepare their budget and their proposal. They get it all written up and they send it in, and then they are notified that their State caseworker, as it were, their State staff person has been pulled off and put on another project, and a new person is coming in. The new person reads their

budget and their proposal and says, "Oh, that's all wrong. You put this in, and that is not supposed to be there, and you have to change that." Now, they have spent two months putting it together, and now they have to go back to the drawing boards again. I have heard of that happening three or four times.

Many community agencies are reluctant to get involved in Title IV-A purchases of service for exactly that reason. Many donors are reluctant to get involved for that reason. I think the Division ought to be strongly urged to put together a simple, understandable, in English, manual of procedures and requirements and guidelines for purchasing services.

ASSEMBLYPERSON WILSON: It would seem that it would help the Division personnel as well as the recipient agency.

MR. SALINS: Yes. This should not turn into a beating session for the Division, because I think that the staff people there have worked very hard and they certainly mean well. I think it is just a matter of all of us getting together and putting our heads together one time and saying what is needed in terms of a policy manual.

ASSEMBLYPERSON WILSON: How is your agency funded, Mr. Salins?

MR. SALINS: Our 4-C program is funded under Title IV-A purchase of services, just as a direct provider agency is.

ASSEMBLYPERSON WILSON: How do you raise your local match?

MR. SALINS: The seed money -- to date, to my knowledge, no seed money has been made available by the State appropriations for any 4-C anywhere in the State. We have had to raise our seed money, either from corporations who are interested in day care, or from

local, municipal or county governments, private foundations. I might just add, it is a difficult process.

ASSEMBLYPERSON WILSON: Do you get any of your money from the Freeholders in your county?

MR. SALINS: At this point, we have a request in, but we have not received any dollars from the Freeholders.

ASSEMBLYPERSON WILSON: I don't have any further questions. Does anyone else?

(No questions.)

ASSEMBLYPERSON WILSON: Thank you very much.
Mrs. Raudelunas?

D E L L R A U D E L U N A S: I am here to talk a little bit about the more practical side, and that's raising the seed dollars. I am sure it is something that is very dear and near to every day care person involved in this room, because it has created a major problem.

As a representative of one of the largest, private, philanthropic organizations in the county, I see at least some way that we can coordinate our efforts with the State in raising some of those private dollars. This year the State is going to be looking for about \$7 million dollars in seed to generate that \$88 million dollars that are available to them under Title IV-A. The way I look at it is we both have a problem. The State needs seed money, and the United Way wants to generate more dollars for both member and non-member agencies in the county to deliver their day care services.

We cannot expect single agencies to do their own fund raising. Fund raising is a very expensive process. Our agency executives and our day care executives are faced with just the day-to-day problems of managing their agencies on a shoestring budget in addition to

all the extra problems with the cash-flow situations. Again, when their check is late, they don't pay salaries.

Last year in Union County alone through the cooperation with the United Way and other private agencies, we raised more than a half a million of those seed dollars to be used for the day care area. Our United Way, and the one in Union County, I may add, have seen day care as a major priority. One of the reasons we have seen it as a priority is because it helps us raise funds. I would like to get a little bit into that a little further down.

I think our commitment to day care has been shown through the efforts of our day care agencies in bringing this 4-C coordinating unit into Union County. Our 4-C is particularly helpful to our agencies in providing information on administration techniques, classroom techniques, family referral assistance and fund raising information.

Our role has been to serve as a conduit for the seed dollars. Industry is very open to having the United Way serve as the conduit, because they have long since recognized our credibility as a coordinating unit. This year it is even going to be increasingly difficult for single agencies to raise those seed dollars with the economic conditions.

One of the things we are facing as just a fund raising organization right now is that major contributors right now are taking a close look at where their dollars are going to go. There are going to be major cutbacks in corporate giving this year. I have already gotten verbal words of that for next year's contributions. However, the one advantage we do have in day care and raising dollars is that industry is particularly interested in day care right now. One, they have affirmative action

quotas to meet, even with high unemployment. New Jersey Bell, for example, is currently on a "no hire" program, but they are hiring and training women, because they have not met their quotas. When a woman cannot have her children cared for properly, it creates a large turnover in the industry, and that turnover in training dollars represents a huge amount of loss to the company.

The absenteeism, when children are sick and they need special care, and the day care services are not available, causes industry much more in dollars.

The planning, industry is already aware that by 1980, 50% of the labor force is going to be women, and if they really want to plan carefully, then they need to take a look at all of this for the future.

In fact, industry has had such concern over day care, that several of them have experimented with pilot programs run by their own companies in day care. They have opened up their own day care shops. However, they really prefer not to be the operator and the deliverer of services. It just prevents a lot of extra problems.

On the other hand, most of our contributors want local visibility. As much as we would like to believe it, and as a professional fund raiser I know, very few people give out of the goodness of their hearts. They want recognition. They want local involvement, and they want the services without the red tape involvement. Whatever their reasons, we don't care. As long as we can take these dollars and channel them constructively into the community, I don't care why they give. We just want to make sure day care gets into the community and the services are delivered.

Almost all of our volunteer participants in fund raising are industrial leaders. I just recently did a

cost-study analysis of the industrial section of our campaign, and the volunteer leadership would amount to about \$200,000 in professional help just in one small piece of it. So our volunteer leadership is very active in raising the campaign money. We have a very, very limited staff, like most social service agencies.

As they become more involved in day care as volunteers, they are really interested in becoming a part of the planning. They really want to see where their dollars are going in Union County.

One of the things we know about fund raising, even to the point where we had looked into regionalization in the United Way, is contributors want that local visibility and local participation. They are interested in policies that are clear, and most of all, flexible to meet their needs in the community. They see a role for an advisory committee working together with the State. They are genuinely concerned about the delivery system. I see this delivery system possibly being a unit like the 4-C in our county.

The delivery system for the United Way has been to bring together the contributors, agencies, consumers. The only extra dimension with the State is to bring together the State, the contributors, the agencies and the consumer. And we see a local coordinating unit as being a major part of that. We know that kind of delivery system works. We have made it work in the United Way system.

That's all I have.

ASSEMBLYPERSON WILSON: Is it your feeling that as the funds diminish, for whatever reasons, that you will be able to continue your present level of support for day care?

MS. RAUDELUNAS: I see it particularly so, because of the great need for day care as it relates to the whole labor sector. With the work force increasing in women, the day care needs are going to increase, and either they solve them, or they are not going to solve their labor problems.

ASSEMBLYPERSON WILSON: Is the experience that you have in Union County pretty much repeated, to your knowledge, throughout the State?

MS. RAUDELUNAS: Many of our other United Ways are just now getting into some real Title IV-A seed dollars. Ours, the county United Way, has been a most progressive one and a leader. Our other United Ways are getting into it here and nationally.

ASSEMBLYPERSON WILSON: There are certain kinds of limits on your ability to accept private funds and channel them through for a match, are there not? In certain circumstances you are not allowed to take funds?

MS. RAUDELUNAS: No, because one of the things that is a new dimension that we have added for fund raising this year is what we call our designated dollars. Corporations can give a contribution that is designated just for use in day care.

ASSEMBLYPERSON WILSON: Oh, they can?

MS. RAUDELUNAS: Yes, surely. And last year we were able to help work with 4 new agencies. I have on my desk today 3 letters from day care centers just beginning or already in operation who want to become members of the United Way because of the seed dollars situation. It is so little to give them to generate back so much.

ASSEMBLYPERSON WILSON: I guess the limits are on the ability of the individual agency to raise money and

use that money that they have raised as match? Match money can't be done that way.

MS. RAUDELUNAS: That's right. It has to come directly to us from the corporation. And one of the things the smaller agencies are going to find this year is that corporations and major contributors are going to stop nickel and diming it. Instead of, you know, keeping a whole lot of people happy, there is just a limited amount of dollars, and they are going to channel it into areas that they see the most need. And this is where I see us helping the State to really get out in industry and sell our day care services.

ASSEMBLYPERSON BERMAN: I was interested in your comment relative to programs in industry. I want to know a little bit about what the experience has been in your area or in the rest of the State and what you might know about this?

MS. RAUDELUNAS: There were no particular day care programs in operation in Union County by industry; however, there was one company, Western Electric, that I know of particularly, because I have the study on it, they found that the day care was really helpful to them, and it did decrease their absenteeism, and it did decrease the cost of training and retraining people as they left. However, the big problem to them was running it and staffing it and not knowing enough about day care programs. This is one of the reasons why they gave up having their own day care locations. They would prefer, again, to purchase the service, which just makes a lot more sense. It would mean that they would have to bring that kind of staffing in-house.

ASSEMBLYPERSON BERMAN: You say purchasing the service?

MS. RAUDELUNAS: Of agencies already providing day care. What industry did was set up their own day care unit.

ASSEMBLYPERSON BERMAN: What I am trying to ask you is, when you say "purchase of service" you are talking about putting dollars into United Way for match money, or are you talking about direct purchase of service for their own day care?

MS. RAUDELUNAS: No, putting dollars into the United Way to make sure that the day care services are available in their area. We think it is a very saleable item, again, working with the local people in that kind of coordination and working with the State. I see an opportunity for all of us to work together. Hopefully we are all in the same business, and we are all here for the same reason today, to see that day care services are made available.

ASSEMBLYPERSON BERMAN: Do you know of any existing day care program in industry that is functioning?

MS. RAUDELUNAS: There is one in the Midwest. I think it is one of the Bell locations. I can get that information.

ASSEMBLYPERSON BERMAN: But there are none in New Jersey?

MS. RAUDELUNAS: No, there are none in New Jersey. And the need is just enormous here.

ASSEMBLYPERSON WILSON: Thank you. I have had a request from the stenographic staff for ten minutes, but I am going to ask them to be forebearing and tolerant. We may have some people here with children, and since this is a children-first operation, are there any people who have children here with them? We are going to give preference to people who have kids with them. Would you please come down?

J O Y C E S U T T O N: First of all, I would like to apologize for being late. My name is Joyce Sutton, and I am the associate director of the Newark Day Care Council. I am also representing the Emergency Committee to Save Child Care.

I would like to speak on one specific thing today because I think that it is the thrust of our whole day care operation and, in fact, of the social services that are being rendered throughout the State of New Jersey, that is, the utilization of the \$88 million that is waiting for us in Washington. These monies are vitally needed, and of this \$88 million, I strongly feel - and I am sure that all mothers, especially working mothers, agree - that day care should be a priority.

The State of New Jersey has been a "backrunner," not a "forerunner," in day care. Most of the women working do need sitters, but day care centers are much more than just baby sitters.

As far as volunteers working in the center is concerned, we have parents that have gone through orientation sessions and training sessions but are now unemployed. They have children in the center, and they have volunteered their services. That is their way of showing us their appreciation.

As far as expansion is concerned, if we can get this \$88 million, all the monies due day care, then we may be able to expand so that we could service all the mothers of the State of New Jersey that are employed.

The State should assume day care 100 percent - totally. To actually try to find a private foundation or cities to put up our matching funds gets tougher and tougher each year. The city of Newark has had a \$35 million budget deficit, and now they are only

interested in maintaining the existing centers. That spells trouble next year because there may not be any monies for the existing centers. So, the Emergency Committee wants and would like to see the State give 100 percent of the monies required by the centers.

Day Care 100 is going to be phased out. When this will happen, we do not know. What will take the place of the Day Care 100 Program? Will there be more community day care centers set up? Will there be other types of centers set up? These are the questions that we would like to have answered.

The Emergency Committee is also recommending that a legislative body be set up to, more or less, oversee this \$88 million and to see that it comes back into the State.

The Governor has an income tax plan as I understand from the newspapers, and he wants to present it to his legislative body. Hopefully, it will pass and will close his budget deficit. If his budget deficit is closed, then I am sure that somewhere along the line we can find the \$7 million for Washington so that we may receive the \$88 million. The whole answer is in getting the \$88 million. I think that it is left up to the State of New Jersey, our legislative leaders, and the communities to pressure our elected officials to see that these monies are utilized.

In setting up that legislative body, we would like included in it, if at all possible, community representation so that we may have a say in where the monies should go. Because our elected officials are not actually involved in day care, we would, perhaps, be better able to show them what should be provided.

I reiterate that the utilization of the \$88 million is very, very important. If we could perhaps get some of that \$88 million, not all but most of the day care problems could be answered. Thank you.

ASSEMBLYPERSON BERMAN: It is always reassuring to have someone come before this committee or anywhere in the State and say, "Don't cut; add to," and at the same time, tell us where we are going to get the money. So much of the mail that I have gotten from my own district has merely said, "Don't cut," but does not address itself to the other side of the ledger. Thank you.

MS. SUTTON: You are welcome.

ASSEMBLYPERSON WILSON: Thank you, Ms. Sutton. We are going to take five minutes to give the stenographer a chance to relax her fingers.

(Short Recess)

(After Recess)

ASSEMBLYPERSON WILSON: Ladies and gentlemen, we will now resume the hearing with the next witness being Mrs. Butterfield from the Somerset County Day Care Association. While Mrs. Butterfield is making her way to the microphone, I would like to reintroduce the committee members present today. This is Assemblywoman Gertrude Berman, representing Monmouth County, District 10, on my right, and I am Assemblywoman Betty Wilson of District 22 in Union County. Please go ahead Mrs. Butterfield.

M A R T H A B U T T E R F I E L D: I would like to talk briefly about some of the problems to be considered in the overall state plan for expansion of day care. My name is Martha Butterfield. I represent the Somerset County Day Care Association in Raritan. I am pleased to have the opportunity to address this committee on some of the issues involved in day care. I became involved in day care in 1971 when I needed care for my three-year-old son while I worked. After becoming secretary to the Parents Association, I served two years as secretary to the Board of Trustees, and in October, 1974, I was elected to a two-year term as president.

Since opening in 1968, the Somerset County Day Care Center has expanded and now serves 100 children in three centers - Raritan, South Bound Brook, and Bridgewater Township.

My son entered the day care center through their kindergarten program and is now in first grade. He was as well prepared for first grade as any child coming from the school system's regular kindergarten program. My family has experienced for itself the benefits of a quality day care center operated by competent and caring professionals.

There is a great need for good day care in the State of New Jersey and, subsequently, an urgency to expand day care facilities. But, in setting the guidelines for expansion, the State must not forsake quality for quantity. Enlarging day care enrollment by increasing the child-to-teacher ratio is not the answer. If expansion were to be achieved in this manner, it would be required that every teacher have six hands and two heads. I wonder how many of you here today have ever tried to eat lunch with 45 three and four-year olds. It is an experience. Or for that matter, how many of you have ever tried to dress such a group in boots and snowsuits? You really need a workable child-to-teacher ratio, or the difficult becomes the impossible.

It is also vital that the State does not initiate changes that would move day care from an educational philosophy to that of custodial care. In doing this, the State would compromise the whole purpose of day care which is to better serve the needs of three and four-year-old children of working parents. John F. Kennedy said that children are our greatest natural resource. But, like any natural phenomenon, they must be cared for, loved, and respected. A good day care program would fulfill these needs by stressing the well-being of the children it serves.

Another factor delaying day care expansion is the lack of a good site upon which to expand. Our South Bound Brook Center is located in a church basement which, in itself, prohibits expansion. We have been looking for almost two years for a new site in that area. We are aware that funds are available only for renovation and not for new construction which makes locating a good site in a rural area a big problem.

In conclusion, I would hope that in all considerations regarding day care in this State,

we never lose sight of the three and four-year-old child that this program was designed to serve.

Thank you.

ASSEMBLYPERSON WILSON: Thank you very much. Ms. Smith and Ms. Onofowora from Babyland Nursery will be the next speakers.

M A R Y S M I T H: My name is Mary Smith, and I am co-chairman of Operation Housewives which is a suburban-urban group that has chapters in about seven suburban communities. I am also director of Babyland Nursery.

Babyland Nursery is an infant day care center. It was set up approximately five and one-half years ago to meet the needs of working mothers. I would like to give you some statistics to show the need for infant day care in Newark: 10.7 percent of the population of Newark is under five years of age. Of the 234,479 families in Essex County, 41,772, or 16.2 percent, are female-headed. However, in the city of Newark, 24,627 out of the 90,641 families, or 27.2 percent, are female-headed. For the remainder of the county, 17,145 out of 143,838 families, or 11.9 percent, are female-headed. While only 37 percent of the county families live in Newark, 58.9 percent of the county female-headed families reside there. This is according to the 1970 census.

Infants in the inner-city are frequently shuttled from one makeshift baby-sitting arrangement to the next: the girlfriend, the lady down the block, an older uncle, or often a five or six-year old sibling.

The need for infant group day care is urgent for working mothers, for mothers on welfare or being trained for jobs, and for teen-age mothers so that they can continue their education without a long delay.

In the past five years, Babyland has serviced approximately 2000 mothers. Of those 2000 mothers, we have on record that approximately 80 percent of them have returned to the work force. About 90 percent of those mothers are in some kind of educational program such as a GRE program or college program. In fact, last year we had six parents at Babyland earn their B. A. degree, and four of those people are now going on for their master's degree. So, if we are talking about getting mothers off of welfare rolls or seeing that mothers do not get on welfare rolls, then we have to think in terms of day care, not only infant day care but also regular day care.

I am really surprised to see that when it comes to human services, they are the first things cut from a budget. Most of the time, when we have to cut, we do not think in terms of there maybe being too many highways, too many stadiums, and too many other things. The first things we cut are the programs and services that are needed for children and older people. Yet, if we do not plan for the future of our children, how are they going to keep this country going? You know, we have to think about tomorrow.

I recognize the economic problems in this country right now and the economic problems throughout the world, but I think that if cuts are going to be made by the legislators, they have to be in things other than human service programs, especially programs for our children.

I am concerned not just about custodial care for children but about comprehensive programs for children. It is surprising that in European countries, especially countries such as Sweden, Poland, and even Africa, day care is there for every mother, regardless of whether

or not she works. The United States has surpassed other countries as far as economics is concerned, and yet, we cannot provide day care for all our citizens who require it. Therefore, I have to ask this: Where are our priorities for the children of this country? Are we more concerned about other things than our own children? I think that where we have placed our dollars speaks for itself. This country is rich and abundant, and yet, day care for all children does not exist.

We at Babyland have a waiting list of over 1000 who are waiting to place their children so they can join the work force. Yet, according to all the rhetoric expounded in the past, people in the inner-city are lazy, shiftless, and do not want to work. Yet, we have that kind of waiting list in the inner-city. So, I say that you are going to have to stop the rhetoric which says that people do not want to work and begin to provide the services that are not provided.

Yes, I deal with a budget every day, so I understand the confines of a budget, but I say that we have to find other ways to cut the budget, and we have to expand day care. We have to expand regular day care and infant day care, and I cannot emphasize that enough.

In Newark, a large percentage of families are female-headed, so they must work. We do not want day care so that women can sit home even though that should be their right. Because so many families in the inner-city are female-headed and they must go out to work, day care is imperative. You cannot cut back on services that are so desperately needed.

ASSEMBLYPERSON WILSON: Ms. Smith, at Babyland, do you have to raise your own match money?

MS. SMITH: Yes, we do.

ASSEMBLYPERSON WILSON: How do you do that?

MS. SMITH: I would say that I spend about 50 percent of my working hours raising funds. I speak to local women's groups; I speak to church groups; I spend a lot of time writing proposals and sending them to foundations, business, and industry. This is the way we raise our money.

ASSEMBLYPERSON WILSON: I am somewhat familiar with Babyland, as I am sure a lot of people are, and I am really shocked at that waiting list. Are those the people who are actually on the list and not those who just call?

MS. SMITH: These are people that are actually on our mailing list, and after we got to that point, I told my secretary, "Don't take any more." We get calls constantly. People say, "I'm going to lose my job if I can't get a baby sitter. Please, can't you take my child on an emergency basis?" So, even though we are equipped to take care of 90 infants, most of the time we have 100. So, it ends up that we have more children than we are equipped to handle.

ASSEMBLYPERSON WILSON: Are you able to use any of the services or contributions that you get from women's groups, etc., in the suburbs - and I know that you have done a great job in terms of generating contributions - as in-kind for your match? For example, a women's group may take responsibility for your lunch program. I think that is the way it works, isn't it? In other words, the group may say, "We'll take care of Babyland's lunch."

MS. SMITH: Yes.

ASSEMBLYPERSON WILSON: Does that count as part of your local match money?

MS. SMITH: No, it does not.

ASSEMBLYPERSON WILSON: It does not count?

MS. SMITH: No, it does not.

ASSEMBLYPERSON WILSON: It would help if it did, wouldn't it?

MS. SMITH: Very much so. We have a private physician who comes in once a week to examine our children. If we could count his consultant's fee as match, it would be a help to us. Our nutritionist is a housewife from suburbia who donates her services. Because of the high staff ratio required in an infant program, most of our budget goes for staffing, so there is very little left for programming and other services that are necessary. A lot of our funds are raised through suburban women's groups and used for program materials that are not in our budget, and we cannot use that money as match.

ASSEMBLYPERSON WILSON: I'm sorry I interrupted you. Please continue with your testimony.

MS. SMITH: I would like to mention that I think that the State should include in the budget not only the 25 percent local match for Day Care 100 and pre-school but also the match for all day care programs. I am not knocking that, but I think that it is discriminating against other day care, and the onus is completely on us to raise our local funds. I think that it is becoming extremely difficult for foundations and industry to put up this kind of money. Therefore, I think that this should fall on the State.

I would also like to recommend that there be, within DYFS, a public relations department or a fund-raising division to generate funds for local groups. Whereas we have the wherewithal to go out and raise the local share, a lot of community groups do not have this. I do not think that Babyland should be the only community group providing infant day care programs. The need is so great that there is no way we can meet it.

Therefore, other community groups should be encouraged to do this. Most of them do not have the wherewithal to write proposals and get local match in order to bring dollars. I think that some of this should be the responsibility of DYFS.

I listened to Mr. Art Thomas talk today about the fact that the Department of Education has deleted a part of its budget in the area of research. I think that this is very much necessary. I think that in this country, we have set up a pattern already of what is good for children and what is a good staff ratio. We really have not done enough research to know what is a good staff ratio. I have read some research from European countries which indicates that too high a staff ratio can overstimulate children and cause dysfunction in children and where lack of stimulation can also cause problems. We talk about custodial care, but we do not talk about overstimulation of children. I am concerned in that area too. I think that before we can actually say what is a good ratio, we need to do more research. So, I would really urge this body to begin to urge the Department of Education to include this money in its budget, because it is needed.

I would like to agree with all the other groups that have testified to the effect that DYFS should begin to set up some kind of advisory board or task force to write up guidelines for Title XX. I would hope that DYFS does not continue, or revert back to, its old way of doing things. I remember that about six years ago, they decided to write standards after we had prodded them to write standards for infant day care, and they refused to include us even though we were the only ones in the State of New Jersey that had any expertise in that area. I would hope that we,

as community people, could provide some input into the writing of guidelines for Title XX.

I would also like to go on record as saying that I think that what has been happening for the last two days is very commendable, but I would like to see something like this on a regular basis. I think that it would keep everybody on their toes, and it would make life much easier for us in the community. I have listened to people testify today, and I heard this same kind of testimony five years ago. The Senate committee, then, was supposed to follow up on those kinds of things, and yet, five years later we are still hearing people talking about the problem of just trying to survive in the day care field. I know that I have some of the same problems that have been mentioned here today: funding, renewal of contracts, trying to get the money, etc.

I would also like to say that even though I recognize that DYFS has made some changes in the past couple of years, and all of them were for the good, there are still a lot of problems. I really think that a committee such as this can expedite these kinds of things by, maybe, making more money available for DYFS if this is the problem. I think that this is a healthy kind of thing to happen.

ASSEMBLYPERSON WILSON: I want to ask you about some specific examples you could give in terms of delays and duplication of effort on your part because of unclear guidelines and other problems you have had in working through the system that we now have. Can you give us some specific examples? You had a real problem a few years ago in terms of a building. I don't remember what the details of that were.

MS. SMITH: One example I can give is this: In October of last year, we submitted our budget for

January 1, 1975. As yet, we still have not gotten a signed contract, and we are already two months into the new year. We have not received a check; we have not received a signed contract. In order to go out and borrow money, you have to have a signed contract. Also, when you go out and borrow money from a bank, you have to pay interest on it which is not budgeted. So, it causes all kinds of hardships for directors of day care centers.

ASSEMBLYPERSON WILSON: Ms. Smith, have you had to borrow money?

MS. SMITH: We had to last year.

ASSEMBLYPERSON WILSON: This year?

MS. SMITH: Yes.

ASSEMBLYPERSON WILSON: And you are paying the going rate of interest, 12 percent or whatever?

MS. SMITH: Yes.

ASSEMBLYPERSON WILSON: I think that is just appalling, and I would like an answer from the Division people before we leave here today about why you don't have your money and why you have had to pay interest to keep yourselves going and operating a vital service. That is just unacceptable to me.

MS. SMITH: These are the kinds of things that should be clarified. I remember that five years ago we spoke on these same kinds of things. There are no clear-cut guidelines as far as funding and that kind of thing.

I think that what happens is this: You are at the mercy of each person that is sent in by the Division of Youth and Family Services. We have been very fortunate in that the assessment officers that have been sent to us were people we could relate to, but the fact remains that each one comes in and looks for

something else. For example, last year we had one assessment officer who was looking for one type of thing. This year the assessment officer is looking for something altogether different. These things present problems to us. We don't mind meeting whatever guideline is set down, but it should be a clear-cut standard that is not left up to each assessment officer. These are the kinds of things that I would strongly recommend should be changed.

ASSEMBLYPERSON WILSON: That has been one of the most reiterated complaints, and you have been here so you know. It is not even a question of being denied; it is a question of not knowing what is expected, going through a lot of work, being told that that was not right, having to do it again, and being subjected to interpretation of unclear guidelines. Would a manual help you, a manual of what is expected?

MS. SMITH: Yes, very much so.

ASSEMBLYPERSON BERMAN: In light of what has been said here for two days about quality education, as though that were a pat formula, your comments, questioning exactly what that is and whether some of the things being bandied about now as quality education are, in fact, that, were particularly refreshing to me. I would assume from what you said that you do not see the present way in which day care is organized as a static kind of thing but as something in need of ongoing assessment, research, etc. In conjunction with that, what are your feelings about providing family care? One of the earlier speakers almost unequivocally indicated that he would never trade a formal day care program for family care. Do you feel that under some conditions, family care could provide the kind of experience that would be worthwhile for a child?

MS. SMITH: Again, I would like to say that I think that in some areas, family home care is really the thing that should be rather than corporate group care when the family home is conducive to that kind of thing. In an inner-city, such as in Newark, most of the areas would not be conducive to family home care because of the simple fact that so many people live in housing projects and very small apartments where there is just enough room for their immediate family. Therefore, I would really try to discourage it there even though we recognize that this is going on. At Babyland and in the research proposal that we wrote this past summer, we were very much concerned about what was happening in those homes. They were not licensed, and we knew that there were abuses going on and that there was absolutely no stimulation in most cases. So, in our proposal, we said that as long as it was tied into a day care center that had all the services such as a comprehensive health program, nutrition program, and an educational program, and the center people could go into the homes and begin to work with the mothers in those areas, it might be better than nothing. But, I am still not really for it in some areas. I think that in some areas where people are a little more affluent, it would work, but not in the inner-cities.

ASSEMBLYPERSON BERMAN: How about the continuity between the day care experience and the school experience? Are there areas that need improvement? Are there conflicts with what has happened in day care and what follows?

MS. SMITH: In the public school system?

ASSEMBLYPERSON BERMAN: Yes.

MS. SMITH: I think that in most day care centers, parents and staff work as a team. Parents are involved in working out curriculum for their children;

they are involved in policy-making. Therefore, I think that parents can follow-up on what is going on in the center and carry it over into the home. There is no conflict because the center is doing one thing for the child, and the parents are doing another thing at home with the child caught in the vise. I think that when the child reaches public school age, the mother is sort of shoved out, and the teacher takes over as "the" person. So, therefore, parents soon lose interest in participating or are discouraged from participating. I think that the child soon begins to sense that his mother is not really involved any longer. I think that this happens in the public school system. I know that in the Newark public school system, parents are really very much discouraged from participating. When they are talking about parents' involvement in school, I question how much involvement there really is. I think that it just involves PTA and fund-raising. I don't think that this is the kind of thing that will ever encourage education in the school system.

ASSEMBLYPERSON BERMAN: The previous speaker said that early childhood education in day care centers in this country had provided a pattern for some positive things that might happen in the school system. You are saying, then, that enough of that has not infiltrated into the public school system?

MS. SMITH: I will give you an example of what I am talking about: In a public school attended by one of my own children - it is supposed to be one of the better schools in Newark - in order to get the Title I funds, it had to have an active parent board. The principal came into the General Assembly meeting - I went to a fashion show for my daughter - and she elected officers out of that meeting. I just wonder how effective a body such as that, gathered in that

manner, can be. They have it on paper, and they followed the federal regulations in setting up this, I would say, "dummy" parent board, and that is about all it is.

ASSEMBLYPERSON WILSON: Are there any other questions?

(No questions)

We thank you very much for coming, Ms. Smith.
Ms. Onafowora.

L A U R A O N A F O W O R A: My name is Laura Onafowora, and I am a parent at Babyland Nursery. I am here to testify from a parent's point of view about the necessity for day care - low-cost day care. I would like to use my own experience as an example. I am sure that this will speak for thousands of others who have been able to uplift themselves because of day care and better their conditions.

A few years ago, my husband was in school. I was working in a sort of clerical job at the time and supporting the family of three. When I became pregnant, I worked up until I had the baby. Then, I realized that we were caught up in the economic bind and there was no way we could get out of it. Then I said, "Gee, I would like to go to school myself and see if, maybe, the both of us could help ourselves." This is where Babyland played a very important role in my life because it was at this time that Babyland became funded under Title IV-A, which meant that parents under a certain limit did not have to pay a fee. Conveniently for my family, being that both parents were in school at the time, this was good for us. I think that if it had not been for conditions such as that, I would still be making probably a little more than \$5000 today trying to support a family of four.

As a result of my being able to put my son in a day care center and not having to pay a fee, I was able

to attend school full-time. As a result of that, I have been able to finish with a B.A. degree and go on to graduate school and, also, uplift myself economically and find a job. Fortunately, I am now employed with Babyland as project coordinator in their new research program.

As you can see, this type of service has greatly benefited my family, and I think that I can set myself up as an example for other families because it is one way of helping the parents get back into the work force. I had been in the work force, but I was looking for a way to better myself for myself and my family.

I am trying to get the point across to the State Assembly that there is a need for day care. There is a dire need for low-cost day care because with the economic condition the way it is, not only does the husband have to work, but the wife also has to work. She has to work because of the economic realm within which we fit. We have to work. It is necessary. If there is any way at all that the State can help us in uplifting our living standards, I would deeply appreciate it.

This is one way that the State has helped me, and I am thankful. I am here to tell you today that I am really thankful for what the State has done in providing day care for my son because this type of service did not exist 10 years ago. I have a daughter, and my children are 10 years apart, and this type of service did not exist then. I had always had to pay for a baby sitter. It was something like \$15 a week at that time. Paying \$15 for a baby sitter out of \$60 in wages is a lot of money. It was a very, very large part of my wages.

I would not like to see this type of service cut back under any circumstances.

ASSEMBLYPERSON WILSON: We have said here on several occasions that the most eloquent testimony comes from those who have been there. Thank you very much. Rebecca Andrade and Joan Gwynn from the Emergency Committee to Save Child Care.

R E B E C C A A N D R A D E: My name is Rebecca Andrade. I live at 25 Clifton Avenue, Newark. In my past experience, I have served as founding president of the Newark Preschool Council which is Newark's largest Head Start agency. I also worked as executive director of that organization for four years. My present position is that of executive director of Tri-City Citizens Union for Progress in Newark. I also serve in a volunteer capacity as chairperson of the Emergency Committee to Save Child Care which is a coalition of day care centers in the city of Newark. Since we do have a parent representative from our own Tri-City organization today, I would like to concentrate my testimony on the work of the Emergency Committee in behalf of the day care centers in Newark.

Our Emergency Committee is now two years old, and still the crisis in child care exists, more so now than ever before. The major objective of the Emergency Committee to Save Child Care is to work to see that state and city policy is made in order to guarantee children everything they need to grow. We believe that the State of New Jersey is primarily responsible for the well-being of all of its citizens. We believe that this responsibility begins at birth with guaranteeing that all services necessary for growth and development are available to every child in the State.

Within that framework, the Emergency Committee would like to call on this legislative committee to help us take some important steps in that direction.

In that regard, we would like to propose the following recommendations:

1. We ask that the State Assembly confirm the importance of community-sponsored programs. Community sponsorship with public funding has proven to be an effective combination of resources in New Jersey, and this concept should be reinforced. I think, by the testimony of people from United Way, day care centers, and other civic organizations and private organizations, that this has been upheld. If it were not, in fact, for community initiative in day care in New Jersey, the State would have no day care programs to mention.

Specifically, we need more technical assistance and less red tape from the state bureaucracy. Specifically, the State must take steps to equalize its day care services. What I mean by that is this: At present, children in community-sponsored day care centers are being discriminated against. For example, in community day care, Board, parent, and staff efforts are split between programming and fund-raising. State-operated day care operations do not have to raise funds. In community day care, there is a lower per-child cost than in state-operated day care. State-operated day care offers higher salaries to staff and can provide more fringe benefits and more security to staff. Also, those programs receive more technical assistance, goods, and services from our state agency. Why is there this differential in services to equally eligible children in the State?

We think that one of the major problems that the State of New Jersey is facing is that it does look at the sponsorship of day care services on a double-standard basis. Those services that are provided by public agencies or by the State are given maximum services. Those services provided by community-sponsored day care

are not only charged the 3 percent administrative cost but are also expected to raise their own non-federal share, and we do not get the same level of technical assistance or credit in terms of goods and services from the state agencies as those which are supported by the state public body.

2. Our second recommendation is that the State must assume its responsibility to provide the full non-federal share for all Title IV-A community day care. Our community effort should concentrate on providing good programs for children. Too much of our energies are now spent in scrounging for funds and trying to make ends meet.

The fiscal year that we are currently in is the first year that community day care, other than Day Care 100 and a few demonstration centers, has received a state contribution for the non-federal share. As long as the State depends primarily on private and local contributions, many communities in New Jersey will be deprived of day care services. We feel that this is unfair to thousands of eligible families. The State must be responsible for ensuring equal distribution of services to all eligible families.

This means that in communities where there is not a viable United Way and where the city government is not able to provide local share, there is no day care. We feel that Title IV-A and the Social Security Act give the responsibility to the State to see that every citizen who is eligible for IV-A service in the State is receiving it and that it is available to those citizens on an equal basis.

In the current fiscal year, community day care has received up to 30 percent state support toward the non-federal share. We urge the State to increase its non-federal support to 75 percent for the upcoming

fiscal year. We propose that by the following fiscal year, 1977, the State should be prepared to appropriate the full non-federal share for all Title IV-A day care.

3. Our third recommendation is this: We ask this committee to develop a plan to locate and identify all sources of funding for day care. The State Legislature has to assure that all federal monies available to New Jersey are used. When this task was left to the administration alone, New Jersey lost millions of federal dollars for social services.

4. We propose that this Committee on Institutions, Health and Welfare explore with the administration and interested community organizations, such as representatives of groups that have spoken these last two days, the establishment of a State Office for Children which would combine services in child care, education, health, and social services for all of the children in the State.

We want to emphasize the fact that there must be much more coordination and cooperation among state agencies than New Jersey has ever experienced in the past. We also want to emphasize, in connection with this coordination and cooperation for children, that this kind coordinating body for agencies should be able to provide services for all children under the age of six - not for children in specific categories such as Title IV-A, WIN, or Head Start, but for every child in the State of New Jersey who is considered a preschool child.

There are a couple of other areas in relation to the Department of Institutions and Agencies that we would like to bring to your attention since this committee has responsibility for that area. They are all related to child development, and this is why we are concerned.

The Medicaid office is responsible for the administration of a health program called EPSDT, the Early Periodic Screening, Diagnosis, and Treatment Program, which is primarily concentrating on the concept that prevention and early detection of health problems in children are crucial.

New Jersey has been out of compliance with the federal regulation for this program since its inception. New Jersey was one of the last States to even enroll in the Medicaid program. Since we have been enrolled in the Medicaid program, the State has never been in compliance with the guidelines in terms of the quality of services that children in the Medicaid health program should receive, and the extent to which children are involved in the program is minimal. We have communicated, on several occasions, with Commissioner Klein, and there is some work being done, but the main problem at this point is that New Jersey is still out of compliance and, to date, there is still no participation on the part of lay people and concerned citizens across the State in the preparation of a comprehensive plan for EPSDT.

I would like to also endorse the recommendations made by several other speakers concerning Title XX. This new amendment does require a revised state plan. Again, unless New Jersey is committed to the idea of community participation in that state plan, we will come up with a plan that is not viable and does not make sense for people.

Just recently, last month, I had the opportunity to travel for three weeks in the People's Republic of China, and I was very much impressed and inspired by the approach that is being taken in that country for providing services for young children. Other speakers have spoken about the concern for child care in other countries in the Western Hemisphere.

I think that this is primarily what our Emergency Committee to Save Child Care has been about: We say that children are entitled to receive all the services they need to grow, and we are very much concerned that policy by our elected officials be established which says that New Jersey is now prepared to take care of all the children in the State - not a fraction of them and not a percentage, but every child who is a citizen in the State of New Jersey. We are very much encouraged by the fact that this committee has asked to hear from us, and we hope that the committee is now prepared to take firm steps in the direction that many people have proposed yesterday and today. State policy and action are urgently needed, and our children are waiting.

ASSEMBLYPERSON WILSON: Do you have any questions, Assemblywoman Berman?

ASSEMBLYPERSON BERMAN: You talked about your visit to the People's Republic of China, and you implied that there was a difference. How would you simplistically state that difference? Is it in terms of priority, commitment, dollars, or all of those?

MS. ANDRADE: It is really in all of those areas. For example, day care services are available to working mothers from the time their children are 56 days old. The services are subsidized either by the government or through the work place of the parent. Parents do pay a fee, but the fee is very small compared to the total cost of child care. Health care is considered a public responsibility, and extensive campaigns are carried out for immunization and parent education. District hospitals are responsible for the training of people in the local schools, in day care centers, and in neighborhoods. They carry out an extensive public education campaign on prevention and health.

So, a comprehensive approach is taken, and the concentration is on prevention and on the earliest years of development. This is a kind of concentration that we have not seen here in this country.

We question that the State has assumed the responsibility for children at the age of six when all research says that the most important years of a child's life are from the prenatal stage to the age of six. Yet, our State has no system of delivering services to every child at the time when the services are the most crucial for proper growth and development. So, we feel that the major problem in New Jersey and across the country is that we have a vacuum at the policy level. We feel that our elected officials have really let the administration carry out the program without enough policy direction and without enough input from the community as to what the needs are. We feel that until that gap is closed by our elected officials, we will continue to suffer under some of the administrative problems you have heard - funding, patchwork - and the inefficient way in which we are delivering care to people in the State of New Jersey.

If, at any time, the members of the committee would like to get a fuller explanation or view a slide show of my visit, I would be very happy to present it.

ASSEMBLYPERSON WILSON: You say that the Emergency Committee to Save Child Care in Newark has been dealing with a two-year emergency. What prompted you to establish the committee two years ago?

MS. ANDRADE: Originally, the coalition was developed to protest the federal regulations that were coming out for Title IV-A that would have, at that time, closed most of the IV-A centers in Newark because they would have reduced the income eligibility and eliminated the use of private funds for the

non-federal share. This was proposed by the Secretary of Health, Education and Welfare at that time. We, as well as programs all over the country, joined in protesting the implementation of those regulations. Then, as we looked around in our own city, we realized that there were many, many needs in the city of Newark that were not being met. In the two years, we have been able to get the city of Newark to provide the non-federal share for 14 more day care centers, but we are serving only 10 percent of the population in Newark that needs day care. I am speaking of child care for working mothers of preschool-age children. This does not cover the school-age children or child development programs for mothers who might be home and not working. So, we feel that there is still a tremendous way to go in Newark and in the State of New Jersey.

ASSEMBLYPERSON WILSON: Thank you very much.

J O A N G W Y N N: My name is Joan Gwynn, and I live at 615 18th Avenue, Newark. I am a parent at Tri-City Day Care Center. I have two children in the center, one in the day care and one in the after-school. I am involved in the Health Action Committee, the Emergency Committee, and the After-School Committee, and I volunteer for the day care center.

As a parent, I see what other parents are going through. I have talked to a lot of parents through my work on the Health Action and Reachout Committee. I go out to survey houses, to ask about their health, and to inform them of things they should know. A lot of the parents have asked me about Tri-City. So, I tell them about the day care center, the after-school, and the prekindergarten. They sometimes ask if they can get work there. I tell them to come down and talk it over. I hate to tell them that there are no openings. That is why I am here today to say that

we need a lot more day care centers for our community.

As someone said, we are not lazy, but it just is not there for us.

Women have come into the day care center, and I have taken the applications. I am sorry to say that I have had to turn a lot of them away, and they say, "I have to find something because I have to work."

Tri-City is the only free day care center in our area. The children get their breakfast in the morning, and the after-school children get their lunch. The Health Action Committee sees that each child gets a physical examination and all shots. They have a dental program, and each child has been to the dentist.

A lot of people look at that and say, "I would like to be involved in that." For us to say, "No, you can't be," is very hard.

I see myself, as a parent, how my child has become more outgoing. She is an outspoken child now because she has gone to a day care center. She has learned different things that amaze me sometimes. She talks very plainly, and she knows how to play better with children. She talks to me as an adult.

My son is at the 17th Street School, and after school, they pick him up and take him to the center. They give him food and keep him until 5:00 when I return home.

I am a student at Essex County College majoring in data processing which will take me at least two years. Without this service, I would not have had the opportunity to go to school because I would have had to stay at home and take care of the children.

The Health Action Program is very good because I don't have to take my children to the hospital or the doctor, and they get their shots, eye screening,

speech screening, and they have a pediatrician there to take care of the children.

Thank you.

ASSEMBLYPERSON WILSON: Is it your general impression that there are a lot of other people who, just as you, could use the service, and do you know how long the waiting list is at your center?

MS. GWYNN: What was that?

ASSEMBLYPERSON WILSON: Are there a lot of other people who could use the service but for whom there is no space available?

MS. GWYNN: Yes. As I was going around talking to people, a lot of them asked me about space, and I told them that they could put their names on the waiting list, but our waiting list is long already.

ASSEMBLYPERSON WILSON: To your knowledge, is anybody or any group doing anything to develop more day care in Newark, or is it a matter of just hanging on to what we have?

MS. GWYNN: I wouldn't want to speak on that at this point.

ASSEMBLYPERSON WILSON: O.K. Thank you very much. Grace Friedman, Puerto Rican Congress of New Jersey, and Yolanda Aquilar, Puerto Rican Coalition for Child Development. As they are making their way to the microphone, let me say that we have as our goal to conclude by 5:30, and we have three people to follow these two women. Ms. Friedman, please go ahead.

G R A C E F R I E D M A N: My worst fear has come true. I was hoping that the executive director of the Puerto Rican Congress would speak because I am not a public speaker. However, he had to leave.

The Puerto Rican Congress began five years ago. It was a result of a convention that was called for Puerto Ricans throughout the State to unite and

to discuss what their social welfare needs were. As a result of it, the Congreso began. Even though it started small, it now has three components, one of which is early childhood, and I am the curriculum specialist of that particular component.

Four years ago, in 1970, the Congreso was instrumental in establishing the first bilingual, bicultural day care center in the city of Camden. It was done through a DCA grant and the work of Hector Rodriguez who was then the executive director of the Congreso. Since then, three of the centers have been created, partially through our help and partially through their own local efforts.

Our particular component is operated under a Title IV-A grant that is administered through the Division of Youth and Family Services. It is similar, in some respects, I think, to other 4-C's. However, 4-C's usually deal with counties; we are dealing on a statewide level for Hispanic groups, and that is the main distinction.

I want to go through a few of the accomplishments that the component has achieved in the past year. Then my partner here will take up where I leave off.

The component has published three documents: One is on child development, "A Puerto Rican from New Jersey." It is a partial statement of needs and services. The second one is "Financing and Delivering Child Development Services." The third one is a TA, technical assistance, pamphlet that has been translated into Spanish. It is called "So You Want to Start a Bilingual Bicultural Day Care Center."

Another major accomplishment of the component was the bringing together of various groups and individuals to form the Puerto Rican Coalition for Child Development. The group is composed of existing day

care centers and groups interested in establishing them.

Another major job that we have been doing at the Congreso is that of putting groups that aspire to become day care centers into the machinery. How do you start? Where do you go? Who do you call? How do you write a proposal? How do you contact a local inspector? What is involved in recruiting and training a Board and staff? A very important thing is this: Once a day care center is established, we are all so happy and elated, but one thing is left out. Once the center is started, it needs a lot of help developing and maintaining itself. We give a lot of moral support and TA support as to how to keep up with the bookkeeping system and how to train staff - can you do it within the center or can you do it without the center - and what the community resources are that are available.

One of our future goals, through this component, is to establish workshops where we can invite not only people who are in the field right now but people who wish to become part of the field, and not only bilingual, bicultural day care centers but centers that have some children that are Hispanic and need some help in answering the question of how to deal with a child who is not of the dominant culture.

As a result of our work, we have discovered that it is not only the educational component that is important in creating a day care center. There are needs other than developing a child's cognitive skills. As Ms. Andrade indicated, one of them is how to take care of that child physically. So, we are very concerned that this committee address itself to the EPSDT mode of handling these kinds of needs. We, at the Congreso, have written letters. We, in fact, convened a meeting

yesterday between I & A and HEW and various members on a task force. It is a very important priority on our list.

I would like to read a short paragraph from Mr. Ramon's speech: "But our concerns are not limited to the Puerto Rican issue. In our plunge into the complexities of the day care center problems, we have come to the realization that we have a broader responsibility than transcends the Puerto Ricans."

I just want to point out that Puerto Ricans have a rich culture and, from our point of view, a more humanistic one than the present American culture in that it is a very competitive and materialistic one. I think the interaction between the two cultures, even if it is one of conflict, which it has been, is one of sharing resources. I think that the Puerto Rican community in the State of New Jersey is prepared to carry our share of the burden, but we need back-up and support for a more comprehensive system of child care. We need more understanding, we need more money, and we need more communication.

Y O L A N D A A G U I L A R D E N E E L Y:

I am Yolanda Aguilar de Neely, Chairperson of the Puerto Rican Coalition for Child Development. I am also a member of the Board of two Puerto Rican bilingual, bicultural day care facilities, Mi Casita Day Care Center and El Centro Comunal Boricano, in Camden.

What you have before you is an assessment of why we are seeking the establishment of bilingual, bicultural centers. I thought I would speak on what is the "gut" issue here and allow you to read, in your own time, the statistical data that documents what I am about to say.

The Coalition is a united group of individuals involved in already existing bilingual, bicultural child development centers. One is located in Newark, Familias Unidas; one is in Paterson, Latin American Day Care Center; I have already mentioned the two in Camden. The Coalition is also composed of individuals desiring or actually attempting to begin new bilingual, bicultural centers throughout the State. They are in Hoboken, New Brunswick, Perth Amboy, Plainfield, Trenton, Egg Harbor, Elizabeth, Passaic, Somerset, and Lakewood. That is an outgrowth of what the Puerto Rican Congress has been doing in informing our community of sources that are available for funding, and these groups have sprung up saying that they are interested in starting day care centers.

Realizing the crucial need for bilingual, bicultural child development centers for our children, and also knowing that until this year only four such centers existed in the entire State, the Puerto Rican Coalition for Child Development has been about the business of promoting the establishment of more centers. In fact, the Coalition has called for the existence of 50 community-sponsored, full-day, bilingual, bicultural child development centers serving 3000 preschool children through provision of full funding.

Key to the realization of our need and goal is funding. Presently the only source of funding is Title IV-A funds available from the federal government provided a local match of 25 percent is raised on the local level.

Though there are plenty of federal dollars available for such a need as bilingual, bicultural day care centers, our biggest obstacle is the State of New Jersey. At present the State is providing 30 percent of the local match that is needed for new programs.

The other 70 percent of the match has to be raised by other means such as by municipal, county, or private monies like United Way.

In our efforts of pressuring the Department of Institutions and Agencies to fund more bilingual, bi-cultural child development centers, one other source of funding was opened up. The Department of Community Affairs committed \$50,000 of its Hispanic Impact Monies to be used as matching monies for day care. While this was a nice gesture on the part of DCA, these funds along with the 30 percent state monies available will not even reach three of five programs ready for funding.

If one looks then at what is available at the municipal, county, or private level, the picture begins to look even dimmer, if not bleak. Here day care groups, specifically Puerto Rican Child Development groups, are at the mercy of mayors, freeholders, and private organizations who may or may not have any feeling, much less commitment, to funding day care - let alone bilingual, bicultural child development centers. If mayors or freeholders or private organizations are already making a funding commitment to day care, they are very reluctant to increase that amount for a bilingual day care center no matter what the need may be. If they already fund a bilingual day care center, as in Camden County, one has to struggle for a renewal of those monies. As of today, February 19, 1975, the Camden County Freeholders and city of Camden have yet to confirm what their exact funding allotment will be. Day care centers are left hanging wondering what they will receive, and if they will even be funded. And, I venture to say that Camden County is in a much better shape than the rest of the State, where bilingual, bi-cultural child development groups are met with complete indifference or ignorance of what it takes to

operate the day care centers. Local funding sources do not want to make any commitment or they donate "peanuts," as I say, like \$1000 or \$5000 for a 60-child center which approximately would need \$39,000 for a match. There are politicians who don't understand, so they think that if they contribute \$1000, that is going to help, and it does not even begin to meet the need.

We want our children to have an opportunity to succeed as other children do. Is it not obvious that our children are in need of a bilingual, bicultural child development experience? And, you are the only ones, the State Legislature, who could do something to provide for the establishment of bilingual, bicultural child development centers.

As a result, we demand that:

1) the State Legislature provide funds earmarked specifically for the creation of 50 new bilingual, bicultural child development centers.

2) the Legislature allow or demand that the Department of Institutions and Agencies appropriate funds for the total match needed to operate at least 10 bilingual, bicultural child development centers now.

My understanding is that the State Legislature put a limit on how much the Department of Institutions and Agencies could put up for a center, and it said that they could only put up 30 percent. My understanding is that if the State Legislature said, "You can put the total match up," then Institutions and Agencies could do that. So, it seems to me that all we need is a "go ahead" sign from the State Legislature.

ASSEMBLYPERSON WILSON: I am not sure that is correct; we will find out. I don't know what the circumstances are that would surround such a limitation, but we will find out.

MS. AGUILAR: We also demand that:

3) the State Legislature pressure the Department of Community Affairs to earmark more monies that could be used for the match that is needed for the federal dollars that are in abundance.

If the money cannot be found in the budget of the Department of Institutions and Agencies, then I think that it could be found in the Department of Community Affairs. I think that that should be researched.

In your hands is the future of our children, their parents, and our community. We think that you have the power to help us. Previously, I deliberately named groups who are interested in starting bilingual day care centers. All they need is your help, and we pray that we will get it.

I have two points that I must mention. One is that I & A was dealing with the Department of Community Affairs, and a decision was made that the Puerto Rican groups that were being funded through DCA under the Hispanic Impact Program could use those monies that they ordinarily receive to match for federal dollars that were available for social service needs. When the first meeting occurred, the Puerto Rican groups, the Hispanic groups, were told that they could use it in any of the services that were available, day care being one of those services. There was one group that I know of - that is PROCEED in Elizabeth - that has decided they want to use their monies for day care, and the Department of Community Affairs is saying that they cannot. We are concerned about that because, first of all, we say that each individual group should decide how they want to use their monies. If they do not think that day care is a priority for them and family planning is or the JINS program is, then let them do what they want. But, if there is a group that

thinks that day care is an important priority and they want to use their monies for that, I think that they should be allowed to do that.

ASSEMBLYPERSON WILSON: I had a meeting at lunchtime today with representatives from DCA and I & A relative to a similar problem that another group is having, and it is not my understanding that you cannot use it for day care. I don't know what the Elizabeth problem is, but it is my understanding that the DCA money can be used as a match to generate additional federal dollars through I & A and that the program has to be approved by both departments and that the additional money has to be used for expansion rather than for a continuation of something they already have. There are administrative problems between the two departments, and the terms of the interdepartmental agreement are not absolutely clear. I believe that is part of the difficulty. The manner, again, of completing the proposal is somewhat confusing and subject to interpretation, which creates more problems. But, it is not my understanding that it cannot be used for day care, so I would be interested in learning more about that. We did, I think, get something moving relative to that particular problem.

MS. AGUILAR: We have sent a letter to the officials responsible regarding why this agency cannot do that, and we are awaiting a response. I'll find out if they have answered that. Sometimes they don't answer letters, but they go ahead and do whatever we are asking. If there is still an obstacle there, then I will let you know that.

ASSEMBLYPERSON WILSON: O.K. On the 50 new bilingual, bicultural child development centers, do you figure that each one of those would require the \$39,000 that you mentioned as far as local match is concerned?

MS. AGUILAR: Yes.

ASSEMBLYPERSON WILSON: What you are asking for, then, is about \$2 million for that. You know what the budget problems are. Do you have any suggestions as to where we get the money? We have to continue to make that connection because the connection is there between where do we get the money and our ability and willingness to pay in terms of the demand for services.

MS. AGUILAR: I think the only answer is the income tax that is desperately needed. I have to be in support of that.

ASSEMBLYPERSON WILSON: I hope that the Puerto Rican Congress is as---

MS. AGUILAR: I think that it has come out in support of the income tax.

ASSEMBLYPERSON WILSON: Oh, it has?

MS. AGUILAR: Yes.

ASSEMBLYPERSON WILSON: Did you have any other comments?

MS. AGUILAR: Yes. Yesterday, in the Courier Post - and you have a copy of that article --- I am part of the negotiating committee to settle whatever is going to be the commitment from the freeholders and the city for 11 day care centers in Camden County. One of the freeholders has come out publicly demanding a day care audit. I bring it to your attention because of what is behind his concern. We sat down and talked to him, and he was very concerned about what is done with the monies that are committed by the County Board of Freeholders. That is a legitimate concern, and I think that he should get an answer. I was talking to representatives of the Division of Youth and Family Services, and they will provide those answers to him. But, that is not really what he wants to know. He wants to be able to then say, "Well, I think you should spend less here, and you ought to

organize everybody together under one umbrella so you can save money." That is where he mentions, in the article, about purchasing supplies together and hiring one teacher to teach language. He says, "What we need is a complete overhaul of the program so that each center will no longer operate as an autonomous unit." He goes on to say, "Each center will have to give up its autonomy."

ASSEMBLYPERSON WILSON: Whatever happened to local control?

MS. AGUILAR: That is why I have to be behind what the Coalition to Save Day Care in Newark is saying about the State providing the total match for day care. The local match will only go up every year, and what is happening in Camden County is this: This year we had to ask them for \$208,000, and that seems like a lot of money for them to put out. So, they want to know what is happening with that money because they know that next year we are going to ask them for more. They haven't even reached the \$50 cost per child; it is only \$43 per child.

So, here are people who are not involved in day care saying that they think they know how to operate the day care centers, and they don't. In fact, what it means is that they are going to spend more money to regulate the centers. So, there is not going to be any savings in the end. They will have to hire somebody to coordinate the central purchasing if that is what they want. Besides, the centers are not going to be willing to give up their autonomy. In that case, what would happen to Boards of Directors of day care centers? What would happen to community day care? That can be hard to put across to a freeholder or a mayor.

ASSEMBLYPERSON WILSON: Of course, when the State

funds, the State maintains control and establishes all sorts of requirements and conditions that have to be met, and it is not unreasonable, as you indicated, that the freeholders, if they are going to accept that large a share, make that demand since they are accountable to those they represent. A quarter of a million dollars is a lot of money in the freeholders' budget. In the county I come from, there isn't any money in the county budget. However, the day care centers could really get caught up in conflicting regulations if there were county, state, and federal regulations to be complied with.

MS. AGUILAR: That would be creating another bureaucratic maze.

ASSEMBLYPERSON WILSON: That is a serious concern. Assemblyman Schuck, who was here yesterday, was very interested in whether we should get the local and county governments more involved. This would be an argument against that.

MS. AGUILAR: Yes.

MS. FRIEDMAN: I would like to know how many men participated in this hearing. There were 10 people listed as committee members.

ASSEMBLYPERSON WILSON: There were two men, who are members of the committee, who attended the hearing. There are eight men on the committee.

MS. FRIEDMAN: That's very interesting.

MS. AGUILAR: Will you have a report after the hearing?

ASSEMBLYPERSON WILSON: The transcript of the hearing, of course, will be available. We will have a report and recommendations. I don't know what that will encompass, but I would expect that that will not be available for, perhaps, two months because we will want to make some recommendations, and

that takes some thinking. There may be legislation; there may be recommendations for administrative procedures; there may be a combination.

Thank you both very much. The Reverend Mr. Joseph J. Thomasberger, East Orange Clergy Association.

R E V E R E N D J O S E P H T H O M A S B E R G E R:
Madame Chairperson, I commend you for your endurance. I may have been remiss earlier when you asked about anyone here with children in that I did not recognize that my daughter is here with me along with some of her friends who have come to observe this hearing.

My name is Joseph Thomasberger. I am co-minister of Church at the Crossroads in East Orange. I am speaking with regard to day care on behalf of the East Orange Clergy Association and the Government Taskforce of the American Baptist Churches of New Jersey.

I have been involved in working with young people for over 20 years. I have been directly involved in day care since 1968 and am now a member of the Board of Directors of the Orange Day Care 100, Orange, New Jersey, whose director is also with us this afternoon.

A number of the churches represented in the East Orange Clergy Association house and support day care centers in their facilities. The American Baptist Churches of New Jersey group has encouraged and helped its member churches across this State to become involved in this valuable service to people in local communities.

I wish to make three points this afternoon. First, day care is a valuable service to people and should be available on the broadest base possible. Second, the state government needs to assume a greater responsibility for the funding of community-sponsored day care facilities, and the Legislature

needs to affirm that responsibility by appropriate action with the force of law. Third, religious and other private, non-profit organizations have long been involved in day care operations on a non-sectarian basis. Their contribution needs to be acknowledged, and the lines of cooperation need to be strengthened.

I have witnessed the benefits of day care experience for families as they have been relieved of the responsibility for total child care and thus enabled to solve various kinds of personal and social problems. Some have been enabled to regain health or recover from some traumatic shocks to their lives. Some parents have been enabled to train or retrain for work and thus become financially productive. Indeed, the value of day care includes the support which families receive and the help which they give each other as they participate in this community of concern. I think that you have had some very eloquent testimony to that effect here today, and I can vouch for it out of my own experience.

I have also witnessed children who have been helped to socialize and to become comfortable in playing and working with others. That is not a simple thing. If you see children who are traumatized by a relationship with other children come out of that and be able to be happy with one another, it is a remarkable miracle. Children have been helped to develop a positive self-image and enabled to receive instruction and guidance. This is not done by simple custodial care. It requires a full range of services, and it requires people who are trained to help with interpersonal interaction. It cannot be done simply or cheaply. This kind of start in life is valuable though its effect will not be measured easily in terms of healthy people in a healthy community for many years to come.

Day care experience should be available to all the families and children of the State. While no one should be forced to be involved, no one should be denied the opportunity because of financial, ethnic, or conditions in the local community. Each should be enabled to share in these community projects.

In order for this to happen, the State needs to take a larger share of the responsibility in supporting community-based day care. There are too many individual and local factors which may make it impossible to develop day care where it is most urgently needed. We have two American Baptist churches in sections of the city of Newark which are decaying rapidly, and sometimes it appears to us, who look from the outside, that they are the only two viable organizations within that community. Each of them has day care facilities and is making an effort to serve that community in which they exist. But, they are just serving a small percentage of the children that are within walking distance of those buildings. In order to really serve those neighborhoods, it will take the concern of a statewide organization. If the State takes the responsibility to support local efforts that are community based, day care staff and families will not be forced to expend an inordinate amount of time and energy seeking funds and, consequently, will be better able to provide services to the children and families of the community. I can testify that a number of directors and staffs of day care centers have had to go out and "beat the drums" until they have been able to come up with their match. Our church has been in the position where we have been able to loan money to day care centers whose checks have not come through on time so that they could maintain their operation. This is something that ought to be corrected, and I hope that you will look into it.

I am sure that my position is not shared by all. However, there is a real need for the Legislature to debate this issue fully and, finally, to give basic direction to the administration so that its budget proposals and support systems reflect a concern to provide adequate service for the people of this State. Funds from the federal government and other sources that are available need to be used fully. More than this, the Legislature must take the lead in articulating and meeting the needs of the citizens of this State. The Legislature is designed to be close to the people. The need for day care transcends all distinctions between the races and classes, and between urban, suburban, and rural communities. You have heard much testimony about that today. It is important that the Legislature finds the means to provide equal opportunity for all the families and children in our State.

Because of the need to hook that up with where the money is going to come from, let me say that the organizations which have been involved have steadfastly called for the reform of our entire tax system and that we have supported an income tax, and we are willing to fight for that if we are able to get the kinds of services that are really going to be helpful to the people of the State.

Many private and religious organizations stand ready to assist in the development of community-sponsored day care programs. Indeed, many groups have provided space free of charge or at low cost to cover actual expenses for utilities, etc. Others have contributed funds, supplied staff, or given other kinds of assistance in support of day care programs. This should be encouraged and in-kind contributions should be acknowledged by an appropriate response on the part of the State.

However, groups often need technical assistance as they formulate their proposals and make their facilities available and usable by community groups. The maze of regulations required by the State needs to be interpreted, and sometimes it is necessary to recognize truly equivalent alternatives to desired conditions. Nonetheless, it is possible to build a viable team of state support, religious and local group participation, and community-sponsored day care.

I rejoice that these hearings are being held and hope that much good work will result from the proposals and concerns that have been expressed here.

ASSEMBLYPERSON WILSON: Thank you very much, Reverend Mr. Thomasberger, for a sensitive assessment of day care needs, and we appreciate it. Mrs. Day of the Helping Hand Welfare Rights Day Care Center. She has brought children for whom this has all been part of a lesson today.

J A N I E C E D A Y: My name is Janiece Day, and as you have already stated, I am from Helping Hand Welfare Rights Day Care Center. I would like the young lady on my left to introduce herself. Would you tell the people your name?

FIRST CHILD: My name is Kamone Thomas.

MS. DAY: Can you tell the people how old you are and the name of your day care center?

(No response)

MS. DAY: Maybe she'll talk about it later. Ti, tell the people your name.

SECOND CHILD: Tiyana Martis.

MS. DAY: We decided to bring Ti and Kamone today because sometimes legislators and administrators are not close enough to the consumers of service. As a person who went from the classroom into administration and back into the classroom, I found that, as an

administrator, it helped me if I related "pushing the paper" to the people who were the consumers of service. So, there were times when I would actually take the budget and sit in the classroom to try to speed up the process and to help remind me to relate the figures to people. As I sit here, I cannot help but be reminded of the Wallwork hearing when we brought busloads of people down here to testify. It disturbs me - and others have mentioned it - that we are hearing and talking about some of the same problems.

We talked about setting up a State Advisory Day Care Board at that time. We even talked about the composition of that Board and some of the things that that group would do. A task force, I believe, was established to develop and work on standards. But, we are still talking about some of the things that we talked about at that time.

I think we need to take a look at where we have been, where we are now, and, at that point, determine the strategies for the future.

I would like to suggest and strongly recommend that this committee take a serious look--- It may sound very simplistic, but sometimes we do forget to look at our past because our past and present are keys to what should be.

I am not going to go into a lot of other things that I had previously planned to talk about because of the lateness of the hour.

I would like to make a strong recommendation for action as a result of these hearings realizing that Title XX becomes a functional reality on July 1 and that the regulations from the HEW have not come down yet. I want to strongly suggest that the legislators, in cooperation with the staff people who are dealing with day care in the Division of Youth

and Family Services, within the next month - and I don't think that is unreal; I think it's realistic - set up a working task force to begin working on a New Jersey state plan. We have a lot of talent in the State of New Jersey at the community level as well as at the state level. We've made a lot of mistakes, and I think that we have a lot that we can draw on in developing a state plan without waiting for HEW to send down the specifics of the regulations. We can pretty much anticipate some of the regulations to go along with the Title XX statute.

Ms. Andrade spoke, too, about the fact that the Emergency Committee to Save Child Care was organized to protest against the regulations, and there was a time lag when we were going through all those hearings that affected the consumers of service, the children. Those of us who are actually involved in planning programs know that there is a problem when that money doesn't come. It does reach the children and the families.

I want to talk a little bit about Tiyana and Kamone. Tiyana is at the first level at Helping Hand. Kamone is at the second level; this is her second year. Tiyana has been having quite a bit of difficulty in talking. As I was looking at her teacher yesterday morning - that is really when I decided to bring her - her teacher was holding her, and she had taken some time away from the rest of the group to come over to where I was sitting. The kind of thought that went into what she was saying could not have been done if she were under a lot of stress and strain. By virtue of the fact that we have enough staff people, volunteers, that teacher was able to give her some individual attention.

In Title XX they are talking about prevention as one of the goals. Well, it is going to take

money to work at the prevention level, and it is very crucial. It is going to take a lot of planning so we won't make the same mistakes we made before in duplication of services. It takes planning and forethought, and the committee is moving in that direction.

Kamone has come through some of the same struggles, and it was long and hard, wasn't it, Kamone? Do you remember when you first came to the day care center? You would cry a lot, right? You would cry so hard, you would get sick, wouldn't you? It took a long time. It took some preparation to get her ready to receive the experiences and to start to deal with perception and cognition. It takes time, and you have to have a staff with patience.

I have worked under all kinds of conditions where we had no money - where we are right now. We are in a better position than a lot of other centers. We have a \$10,000 deficit with the State picking up part of it. Our parents still have to raise the money. I am trying to bring home to you - and I am sorry that the other committee members are not here - the importance of seriously taking a look at the emergency that exists.

You wondered what kind of lesson plan we have for the children that would be furthered by coming here, right? We talk a lot about the fact that we might get cut and that we might have to close down the day care center again as we did this past summer because the money didn't come through in time. We might have to do that, so how do you break that down?

ASSEMBLYPERSON WILSON: Your check came through late?

MS. DAY: It was more than that; it was a very

complicated process. Talking about that would take me away from the main purpose, but we've had all that - the checks coming through late, the contract problems; I don't want to go into that. We are trying to demonstrate to the parents and to the children the relationship between what adults do and the child's development and the community development. The theme for our curriculum is "Building a City." From building a city, you have a State. It is very broad, but it's similar. You are all making decisions. There are some people out there who are going to decide who gets how much and when, right? We try to break politics down to this: There are some people who have to help create a system whereby the needs of everybody in the community are met. Of course, the children at the first level, who are two, are going to get something different from the children at the fifth level, who are between the ages of six and 14 in our after-school program.

I want to focus briefly on those children because in our after-school program, we found we must spend a lot of time doing remedial work - addressing ourselves to things that have been mastered by children at the two to five-year-old level. Let me give you an example. This is very elementary. I went to a public school to volunteer during a strike. I automatically handed a fifth grader a sponge to wipe off the table. He walks over and takes the sponge out of my hand and tells me that he cannot do that. I got a problem with that because our children are going backwards. If they cannot master wiping off a table, it is no wonder our children are going backward instead of forward. We have problems with children putting paper towels into the toilets. If they understand the functions and reasons why, we don't have to go backward.

I want to mention a child in our after-school program who is six, in first grade. He came into the after-school program last week with a report card. We overheard the older children talking about his bad report card. Out of concern, one of the teachers showed it to me. He had three Fs. At first grade in the State of New Jersey, we are still dealing with that kind of marking system based on all that the early childhood people know about the positive self-image. In the Title XX breakdown where it says you cannot use Title XX money for remedial services, I got a problem with that.

I really hope that this committee will move to seriously consider the recommendation that we establish a task force. Look at that list of speakers. I know a lot of those people who have been around a long, long time. I would strongly recommend that you call those people to find out about their availability to begin to work with you now. The people are ready, and the State of New Jersey, with the kind of--- You know, the United States talks about government of the people, by the people, for the people. The State of New Jersey, by virtue of the fact that it has not really been, as a government structure, doing all it can in day care, in reality, has forced the people to do it.

I feel that we have an opportunity to lead the rest of the country in really doing something significant. It's almost like we have a second chance.

ASSEMBLYPERSON WILSON: Thank you. You are eloquent, and I am sorry, too, that my colleagues didn't hear you, but they will surely hear about you and your two students. Father John Nickas of the St. Ann's Day Care Center.

F A T H E R J O H N N I C K A S: I am John Nickas, and I am the director of St. Ann's Community Day Care Center in Newark.

I would like to talk in terms of family development. We say "day care," but we are really talking in terms of the whole family, and I think that is a very important issue, especially in an urban setting. I would also like to stress that in terms of working with the Legislature, we talk about day care as an investment and as a savings. If we can document it, it is important talking about present savings and future savings in relation to people being on welfare and not being able to work.

We have a day care center for 72 children, 60 Title IV-As and 12 WINs. We have over 60 children on the waiting list. I do not have a sign on my day care center because if anyone knew it was there, we would then have more than 60. That list was built up just by people telling other people about it. I am almost afraid to put a sign up. Last week I sent out a letter to people I've had on the waiting list since August and September to obtain current information. They all came in the next day wanting day care immediately. It's a terrible thing. People call and say, "I just got a job, and I need day care, and if I don't get it, I can't have the job." So, I decided to get a new building. I am going to talk about day care in terms of my own program and what we actually go through.

I finally located a building which is very hard to do. I can sympathize with the lady who lives in Somerset County where there probably are no brick buildings, and you need a brick building in order to have a day care center. So, you call up the incentive grant program that you read about in the paper that the State

has for people who want to expand. You call up and they say, "That money's been broken down, and day care has been given so much." So, you call up day care to find out and they say, "Well, we only have this much money." You are fighting with all the other day care centers who want to expand. You are in competition. If the people up the street want to expand, you become their enemy because you are after the same pot of money. It becomes very competitive because there is not enough money. Then you go to a foundation, and you also go to Community Development in Newark looking for the money.

Once you get the money, you have to find operational money, and you go through the same thing, or you go to United Fund and see if you can hook up another way.

I have one question in regard to funding that you may be able to answer. There are wonderful people in the Department of Day Care. They really try to help, but when you ask them a question, there is no answer or the answer is wrong. They know it's wrong, and you know it's wrong, but it's the only answer they give because they say it's an administrative decision made somewhere "up there." This is my question: I have 72 children. I have money from the city for 60 children; they put up the match. So, I have 12 free spaces. Essex County Welfare will pay for a child in a private day care center, but if you are a Title IV-A center, they won't pay; you cannot accept money because there has been an administrative decision that welfare money cannot be paid to a IV-A center. So, there is all that money in the welfare budget that cannot be used for IV-A centers. If you talk to day care, they

say that it was an administrative decision because when IV-A was started, it was supposed to be for people on welfare, so they say that everybody on welfare should be able to get in IV-A free even though you don't have the matching funds. They say that it is up to Mr. Kagen and the Attorney General, and they are trying to work it out. They haven't worked it out yet to my knowledge.

I have 12 spaces for WINs, but WIN has no more people because there are no more training programs.

ASSEMBLYPERSON WILSON: So, then, the WIN spaces are going unused?

FATHER NICKAS: Yes.

ASSEMBLYPERSON WILSON: And the County Welfare Board cannot pay for children to come to your center?

FATHER NICKAS: Right. If you really get weak, you take other children in for free. You take other people in if you can service them, but you don't get paid for them. In the WIN program, if a child is sick, they only pay you for the days that the child is in. So, if he is out for a week, you don't get any money.

ASSEMBLYPERSON WILSON: But, of course, your administrative costs go on.

FATHER NICKAS: They, of course, go on, but that is how they view it. That is one little problem.

In talking about matching funds, why couldn't we provide health services in our centers and use them as match? You are not supposed to provide too much health care. We have a nurse two days a week, full-time. We give tine, sickle cell, immunization, vision, hearing, and lead testing. We hooked up a program with Beth Israel; they are going to provide doctors. If we don't do this, what happens is this: All these children who have these special problems--- I'll give you

three examples. I have a boy who had lead poisoning. Everybody said he was slow or retarded, so we had him tested. He is not really retarded; he had lead poisoning damage, but he is not retarded. So, we worked with him. He now speaks; he is in a regular kindergarten this year at our school. If he wasn't in our day care center, he would have gone to Newark Public School. They would have classified him as "special education" and shoved him into a program. I tried to get him evaluated last year so we could find a place. I called up the Newark Board of Education. At four years old, he had to be a Title I child in order to be evaluated. So, I said, "He is Title I." But, these are the things you go through every day just to get evaluation.

Speech therapy is very important in our day care center. We have many children with speech defects. If we don't get them now, once they get into the system, they'll never be reached. I am to the point where I am going to hire a speech therapist myself. You go through all the different agencies that are supposed to help. They take three months to give you an evaluation and another three months to coordinate the evaluation with another evaluation. Then, they say, "Well, we have a waiting list. You cannot have therapy anyway because there is a waiting list." So, you go through all these things, and you don't get anywhere. It seems that you have to provide many of these services yourself or you don't get them.

Someone will tell you, "Well, you have Mt. Carmel Guild. They are the target area for Newark, and they do all this, and they are funded for this." But, in reality, it doesn't happen.

One student was in speech therapy with the Guild. His speech therapist was fired because they had to cut back, and now he cannot go to speech therapy any more.

The financial guidelines are, as you know, kind of a joke that nobody likes to look at. The limit is almost feasible for a one-parent family at \$9800. It is completely ridiculous for a two-parent family. We will take a child in the center if he or she is in a two-parent family and the father is working. If the mother got a job and got settled, we would have to say to her, "Sorry, your child cannot be in our day care center any longer because you are over the limit for income."

ASSEMBLYPERSON WILSON: That is going to change under Title XX; it will go up.

FATHER NICKAS: We get our seed money from the city of Newark. That creates a problem with checks. The city of Newark does not send their money to the State, and the State finally says, "Well, you're not going to get any more checks."

We make reports out to the State; we make reports out to the city. They each have a different reporting system, so we have to make double reports on everything. It's too bad the county isn't involved, or we could make out a county report also. It gets more problematical with more people involved.

You might think that if you put in money, there should be some way of evaluating it. I question why there cannot be just one value to enforce. I received a letter from the city of Newark stating that they were going to send an evaluation team, but they never arrived. These are the kinds of things you have to deal with all the time.

Day care centers create jobs. I see that the Department of Labor is giving businesses money if they start a business in the State. Why couldn't we qualify for some of that money? It is a non-profit business, of course, but it is creating jobs. Why couldn't we get a grant from them for, say, a new building?

ASSEMBLYPERSON WILSON: Why don't you ask them for a grant? Maybe they will consider that as economic development.

FATHER NICKAS: I am sure they would say that it was non-profit or something to that effect. I'll ask them and tell you what happens.

Family care has been mentioned. I find it not feasible in our particular area because of space. We have family care. Everyone says that there is no family care, but that is what people do if they cannot get into day care. For instance, the woman upstairs might take care of five children, and she will get \$25 per week per child. People are saying that people cannot afford it. People are paying at least \$15 a week now for a baby sitter.

Every once in awhile, the question arises of putting day care under the Board of Education. We are very much against that for many reasons. I think the whole idea of day care is to create a family atmosphere, to get to know the parent individually, and to have parent involvement. Every once in awhile, there's a big thing about saving money, so they shove 300 children into a public school building and give day care services.

As far as health services is concerned, children cannot even get their eyes examined in the public school system now, much less any other health service.

ASSEMBLYPERSON WILSON: Thank you very much, Father Nickas. Margaret Soviero, New Jersey Chapter of the Society for the Prevention of Cruelty to Children. You have been very patient, Ms. Soviero.

M A R G A R E T C. S O V I E R O: I am Margaret C. Soviero. I am charter president of the Society for the Prevention of Cruelty to Children in New Jersey.

Because of administrative decisions blamed on an innocuous monster known as "Trenton," child abuse

exists in New Jersey. In the area of early childhood education and development, mass child abuse exists. I refer you to documented evidence at the Monmouth County Welfare Board in Monmouth County, Division of Youth and Family Services.

ASSEMBLYPERSON WILSON: Could you be more specific and tell us about the abuses to which you refer.

MS. SOVIERO: It was when a welfare client was referred to a day care facility in Monmouth County. She began relating her experiences. Her conclusion was, "My God, my dog is in a better kennel."

It was when a parent, suddenly faced with the emotional and financial trauma of having to care for a grandparent with terminal cancer, had to withdraw her child from a day care center in order to meet her new financial obligations since she did not qualify for day care services for her child because she was above the income level.

It was when an adoptive parent of a mongoloid child became aware that the child could articulate if given the opportunity with a peer group of normal children. He was enrolled in a day care center. When the director requested psychological and psychiatric consultation services from the local agency, she was turned down because, "You are a private center."

It was when a single parent, suddenly faced with the loss of her income, went to the Bureau of Children's Services and asked for temporary day care for her child while she was looking for work, and she was told, "You must go on welfare first."

These experiences are neither isolated nor unique. They are everyday occurrences.

I am the director of an early childhood education and development facility; it is a private organization.

There is absolutely no cooperation between the Welfare Board and the Division of Youth and Family Services. Early childhood education and development and welfare have absolutely nothing in common. The needs of an animal are not determined by the pedigree, price, or the income of the owner. Why the needs of a child? Early childhood education and development has nothing in common with jails and the penal system in New Jersey, or do they since they are both under the same department? Early childhood education and development is education, and yet, it is not under the New Jersey Department of Education or recognized by the local school boards. In New Jersey, where minimal standards are enforced, and in New Jersey, where jails are designed, built, and equipped by professionals, children are still being incarcerated in dark, damp church basements, often for eight to 10 hours a day, five days a week, where there is a lock on the refrigerator door and an unlocked men's latrine.

There is a need for a humane and professional approach to early childhood education and development in the State of New Jersey. This is obvious. It must begin on the legislative level.

I would recommend that early childhood education and development be given professional recognition. I am familiar with some of the other States. They have a Department of Early Childhood Education and Development. I think that much of the frustration and much of the abuse--- Now, this child abuse has come out directly and indirectly from many of the other people who have testified. I think that if we were given professional status - a separate department - because the problems of early childhood education are unique--- I think that it is abusive to use children to try and solve economic problems, and this was also brought out in previous testimony.

Whether a parent works or not is irrelevant to the needs of the child. A child has an inherent right to share his life experiences with his peer group. It is a child's right. We need a Bill of Rights for our junior citizens. We need a Child Advocate. You do not solve adult problems by using children. I think it's abusive; I think the whole attitude is.

New Jersey was one of the original 13 colonies of the Revolution. I think we ought to revolutionize something in early childhood education. We are not going to be first; California is far ahead of us.

I would propose, and hope I would be appointed to, a committee to compare and to research what is already initiated in other States and, perhaps, use that as a pattern.

ASSEMBLYPERSON WILSON: Going back to something you said about Monmouth County, that issue came up before in connection with the testimony of the Monmouth County 4-C's and the Interfaith Day Care Center. Are you familiar with whether or not that relationship between the Welfare Board and the day care centers exists in any other counties of the State?

MS. SOVIERO: I am not too familiar with it other than in Monmouth County. It appears in Monmouth County. I set up the first federally-funded day care center in Monmouth County. Now I am with a private day care center, and I have been with the public day care centers. So, I have had experience with all three. I am an educator by profession. In Monmouth County, we separate children - your children, their children, and nobody's children. Parents seeking help for their children are bounced from the Welfare Board to the Division of Youth and Family Services. You try to trace down facts, and you hear, "They're not our children." Whose children are they? They are children in need.

You ask for supportive services and you hear, "You're private." Yet - and let me put this on record - many of the private day care centers charge the State less than the non-profit ones. Many of them, just from the physical point of view, are "substandard," and I know there are reasons for it. I think someone testified here today that they are unlicensed. The State is supporting unlicensed places. We are supporting child abuse in the State of New Jersey. How far behind are we?

ASSEMBLYPERSON WILSON: I am not sure that it was claimed that we are paying for unlicensed centers.

MS. SOVIERO: The mere fact that we all look the other way allows them to exist. The mere fact that in telephone directories, we see that centers are licensed by the New Jersey Department of Education--- The New Jersey Department of Education has nothing to do with the licensing of day care centers. We are under the---

ASSEMBLYPERSON WILSON: I think that is a symptom of the great need. The tremendous need that is going unmet almost encourages bootleg operations.

MS. SOVIERO: I agree with you. This is why I think that it is just a bureaucratic thing that has grown; it is not any person's or county's fault. It is just a matter of recognizing the problem. This is why I think that it must be done on the state level. You must have a Department of Early Childhood Education. These are special problems above and beyond the economic considerations. If a mother goes to work, that is fine. That's a marginal benefit but not the prime benefit. The prime benefit of any early childhood education and development program should be the child - period.

ASSEMBLYPERSON WILSON: Thank you very much. We will conclude the hearing on that note. I was going

to summarize, but I think that is unnecessary since we have staff people, stenographers, and observers who are getting tired.

Robert Trobe, a representative of the Division of Youth and Family Services, has requested an opportunity to speak to some of the questions that have been raised. I will give him that opportunity, and I would like it to be on the record. He has with him Mr. Bopp and Ms. Jennings, also from the Division.

ASSEMBLYPERSON WILSON: Mr. Trobe, Division of Youth and Family Services, if I may, I would like to start by asking you some of the specific questions I would like to have answered. First of all, what happened to Babyland's check?

MR. TROBE: Okay, since we received your call, we have been running around attempting to gather the information on what happened. Let me make some just general points about it, and then I think Jim Bopp can go through the events. One is that there appears to have been a delay because of problems relating to the donor money. The donor money didn't come in prior to January 1. In fact, it came in around the 6th or 7th of January. And then there was a subsequent delay which was because of the submission of the claim form, which didn't come in until January 26th.

Now, what we are still investigating is the extent to which actions by the Division itself, okay, slowed up this process, preventing the check from getting to Babyland as soon as it could be there. That, we don't have the answer to yet. We will get that tomorrow. We are still checking with Budget and so forth.

ASSEMBLYPERSON WILSON: I would like to ask you to report that back to me tomorrow.

MR. TROBE: Yes. Maybe, Jim, you can run through the particular facts.

MR. BOPP: The claim form is with the Treasury right now, and they just got it in the past few days, so we will give you the facts on that tomorrow. On the issue of the reimbursement to centers, there are variables in that process that are outside the Division's control. I think you are aware of them. We cannot reimburse with Federal money, unless we have the non-Federal

share. So if a city has pledged money to a center and it is slow in getting it, or if a private agency is slow in getting money to the State, we can't reimburse until we get that. Because the issue is sort of complicated, we really like to respond on a case by case basis when there is an allocation. We don't claim at all to be blameless, and there are delays that are our fault, but we think we have improved our system, and we are really conscientious about trying to improve it, and we want to know about specific complaints. We will run down the facts, and if we are at fault, we will admit it. We are trying to strengthen the system.

ASSEMBLYPERSON WILSON: I certainly hope there is a very strong commitment to that, because I am really shaken, if you want to know the truth, to think that day care centers are having to use their scarce dollars to pay interest, and never mind the anxiety or fear of having to close down because they are not getting their money. I think that these are symptoms of other problems, and that is, perhaps, that we have placed too large a burden on the centers themselves in raising -- and this isn't your fault because when I say "we," I mean "we," the institution of State Government -- that local match that is so hard to get. But I do also think that maybe we are failing through the Division to provide proper assistance for bookkeeping and for filling out the proposal forms, so that they don't experience the rejections that sometimes create or add to the delays that are otherwise occurring.

Did you want to say something?

MR. TROBE: Yes. I think that one of the problems has been the very rapid expansion of the day care program in two years, two and a half years, and we have not been able to staff up

to provide the proper level of technical assistance, particularly in the fiscal area. I think it is probably already recognized. We have established a new office of Contract Administration, headed by Mr. Bopp, to consolidate all of those efforts to see if that process can be improved. But we recognize the problem. I don't want to duck the issue on Babyland. We will get to you tomorrow with the factual description --

ASSEMBLYPERSON WILSON: What about a check?

MR. TROBE: We understand that the Treasury may have actually sent it out this morning, and if not, we are going to be checking on it tomorrow morning. Unfortunately, we didn't reach them until five minutes to five, and they had gone for the night. But we will give you the information tomorrow morning.

ASSEMBLYPERSON WILSON: Another question that I have is, the point was raised many, many times that there are lots of "in-kind" services that agencies have and receive that, if used as part of the match, could alleviate much of the difficulty they have in raising that local match. Are we absolutely certain that we are right in our interpretation of the Federal law where we take such a narrow interpretation of what can be used for match other than those dollars they get from the United Way or whatever? What kinds of "in-kind" things can be used for match?

MR. BOPP: Well, the problem is that private agencies cannot designate where their funds go in the funds that are used for match. The money that is used for match must be public money. So a day care center cannot put up its own match. Now, if a day care center wanted to put up this what you call "in-kind" match, it would be in effect putting up its own match. And

that we are positive cannot be done.

ASSEMBLYPERSON WILSON: All right. But can't they do it - it is a crazy way to do it - by setting up a corporation, a separate corporation to which contributions are made, such as the pediatrician who comes in and gives 10 hours a week doing screening for lead poisoning. That pediatrician contributes his or her services to the corporation. That corporation then can become the vehicle for contributing "in-kinds" that could then become eligible for match. Is that wrong? Is that not a way that it could be done?

MR. BOPP: Well, first of all, for match to be accepted, there has to be a cash expenditure; it can't be the volunteering of someone's time. That is the rule, there has to be a cash expenditure.

ASSEMBLYPERSON WILSON: Well, all right. Suppose the Dr. So-and-So performed his services and was paid by the corporation; then the corporation could count that as in-kind services paid in cash that would then be eligible for matching dollars?

MR. BOPP: Yes. The problem is that the service is then designated to a certain center by a private agency ---

ASSEMBLYPERSON WILSON: Okay, I won't work out the details of this, but I think ---

MR. BOPP: We want to call Michigan. We are not that arrogant that we are positive. Federal regulations change, also. Under Title XX there are going to be some changes. But we are anxious to follow up with the suggestion of talking to Michigan, and since it is late in the day, if we could talk about that later, we will be glad to check it out, and check with the Federal people. We are anxious to

explore possibilities that we may have overlooked.

MR. TROBE: We have had that issue come up several times, and we have not yet found a solution to it. We have received unsolicited letters from Elmer Smith, HEW, warning us about unrestricted donations, saying that he had heard that there were unrestricted donations, and that there would be an audit and we would lose the funds and so forth. We will continue to explore it, and we will follow up on that. We are very anxious to solve this problem. It is holding us back. There is no question about that.

ASSEMBLYPERSON WILSON: Okay. I am very interested in encouraging, urging, or whatever, this Division to figure out ways to maximize the ability of the local agency to get that match, because if there has been one thing that has been consistent throughout these hearings, it is the difficulty raising that money. If we, through the 4-C's or through the regional offices, can set up some kind of a county service where a corporation is established, and they spend money, and that generates match, whatever, that's what I think we are here for. I think that's what it is all about.

MR. TROBE: I would mention that with respect to public agencies -- that obviously does not solve the problem of many of the people that came here -- we have a new rate. We are now using the current cash expenditure approach, and we have been able to generate one demonstration kind of program -- demonstration in terms of the fiscal mechanism -- in Union City for a very large after-school program. It took us a couple months, and we finally got the approval from HEW. So we are looking for ways. We have not solved the problem of the unrestricted donation from the private sources,

but we will continue to look at it and get back to you as soon as we come up with the answer.

ASSEMBLYPERSON WILSON: Another issue that was particularly spoken of today was the need to have a manual that sets out the policies and the guidelines and the procedures that agencies are supposed to follow in applying for grants and all of the things they have to do. I think it would be helpful, and I believe that all of those who testified here agreed that it would be helpful, not only to the applicants but also to the Division personnel who make different interpretations. That certainly is a need.

The need for community involvement was another prevalent theme today, and it seems to me that the Division has a golden opportunity at this time to involve the community through the Advisory Committee, that has apparantly not been working, and there is a special need now because of the requirement to develop a state plan before July 1, 1975, under Title XX. I think that we have had a good idea in the last two days of the kind of talent that is available to us, and we in State government just can't do it all. We have constituencies that want to help, that have the expertise, and, if involved, can become very, very supportive in what we do, but if closed out will become understandably resistant to whatever we try to do. So I would urge the Director to appoint an advisory committee -- expand the advisory committee, and to get going on the State plan very soon.

Another question that came up several times was the question about the 3% charge for administration that is made to the community programs. There was some explanation given yesterday, and frankly I don't understand

the explanation that was given, so if you can explain to me why they have to pay this 3% administration charge when they get less money anyway than the day care 100's and the fully-funded, state-operated centers?

MR. TROBE: First of all I have to give you a further document. The 3% issue is an issue that has come up several times. We have attempted over the past couple of weeks to carefully analyze the amount of money that has been generated and the amount of money that has been spent on behalf of those programs that generated money.

Now, you see on the cover sheet, which is a summary, that the total amount of funds generated by community day care, excluding the day care 100 - we are just talking about community day care programs - in the fiscal year 1975, the total amount of funds was \$21,350,000. The 3% of that comes up to \$640,000. That \$640,000 -- there are three sources that we would get that from. The first would be the State's contribution to that non-Federal share. That is \$185,000. The second would be the private contribution. That is \$307,000. And the third would be the local public contribution. That is \$147,000. So that is the money that we project will be generated by the 3% by those programs this year.

Now, the subsequent pages are a description of the funds that we spend for community day care. Now I just want to just emphasize that. We are not talking about funds that we spend for Day Care 100 or for our own operations. Essentially we analyzed the positions that were occupied by people who were doing anything for community day care programs, and we allocated their time, and we figured out how much money it was. Without going through all of that, you will see the Bureau that incurred the expenditures -

central office, northern region of day care, southern region and so forth - what they do, the number of positions in that office, professional and clerical, and then the estimated dollar amount. That dollar amount is generated from lists of names of people and our knowledge of what those people do, we can supply that as requested.

The total amount that it comes to, \$721,923; that is in excess of the \$640,000 that was generated from all three sources. The question comes up, how do we fund that excess, and essentially what has happened is that in previous years there were some accruals, left-over funds, which were carried over into this year.

Now, as we use up those funds, as we expect to this year, because we are spending at a higher rate than we are generating the funds, we may very well run into a problem. There will be two parts to that problem. One is that next year we won't have that carry-over. And second, a number of the problems that were raised which we recognize, by people at these hearings, some have dealt with inefficiency on our own part, but I think some of them dealt with the problem of insufficient staff, particularly in the fiscal services area.

The other problem is the question of why the 3%, that really is the only source of funds that we have for hiring the staff that is needed to negotiate the contracts and to provide the technical assistance, and so forth. I don't think that we would have been able to mount this enormous program in a two-year period of time without the staff, and I think that is has been able to happen because I think we have a very large number of people who have worked very hard and who have overcome the staff shortages. But I think in the long run we need

to develop a stable number of employees that can adequately perform these tasks, or we will continue to have some of the problems that have been brought up in these hearings.

ASSEMBLYPERSON WILSON: The figures are impressive. I just hope that we are getting our -- I wonder if we have really assessed whether we are getting our dollar's worth here.

Here we have \$136,600 for development and implementation of policies, et cetera, et cetera, and yet we don't have a manual. Audits of book, \$70,734, but we don't have any fiscal advice; \$203,000 in technical program assistance, and yet this is a real problem to our agencies.

MR. TROBE: I would just say, I don't want to be defensive except to say that it is an unbelievable amount of work to get 250 contracts signed in a two-year period and to get funds out to those programs.

When you mention a manual, Miss Jennings and I have been exchanging notes in the past couple of months about a manual, and we simply have not had the time because of the enormous number of day-to-day problems to solve. There is no question that a lot of the developmental tasks that we want to devote some time to, and we are setting up a new office to do that. We have not been able to get to that. I would be very glad subsequently to go through in great detail what anyone working in day care does.

ASSEMBLYPERSON WILSON: Finally, a charge was made here late this afternoon that we are in gross violation of medicaid guidelines relative to children, that we are not in compliance. I don't know whether

you know the answer to that offhand, but I would like to know what the answer is, and if we are in violation, what are we doing to comply?

MS. JENNINGS: I guess I am in the best position to answer that. That really relates to this evaluation program that is funded by Medicaid, and it is operated out of the Medicaid office of the Department. This is why Yolunda Aguilar who made this charge said they had corresponded with the Commissioner on this, because it is a division of Medicaid that has the responsibility for that. It is one of the responsibilities that we don't have, although we are trying to get as many medical services for the children as we can.

ASSEMBLYPERSON WILSON: We thank you very much. You have been very cooperative in providing us with data, and we look forward to working with you over the next month.

MR. TROBE: I would just add one thing. We have taken extensive notes on these hearings, and we will hopefully have any of the written documents available. What we thought we would do, is get back to you within a week or so. Let's say two weeks, so we have enough time.

ASSEMBLYPERSON WILSON: I think that that probably should be made to the committee, and perhaps you can arrange that with Mrs. Salayi to provide time for you and anyone else you would like to bring with you to come in and speak with the Committee. I think that would be helpful to those members who are not here, and certainly to those of us who are here today, to get some answers. Thank you very much.

The hearing is concluded.

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PASSAIC COUNTY CHILD CARE COORDINATING AGENCY, INC.



367 BROADWAY • PATERSON, NEW JERSEY 07501
684-1904

MODEL CITIES PROJECT

TITLE IV-A PROJECT

February 18, 1975

TO: HEALTH AND WELFARE COMMITTEE
FROM: JOSEPH S. FULMORE, DIRECTOR
PASSAIC COUNTY CHILD CARE COORDINATING AGENCY, INC.

My name is Joseph S. Fulmore, Director of the Passaic County Child Care Coordinating Agency, Inc. (Passaic County 4-C's).

In behalf of our Executive Board, we wish to thank Assemblyman Thomas J. Deverin, Chairman of the Health and Welfare Committee and other members for providing the opportunity to share our concerns in day care programs in Passaic County.

The extensive need for high quality day care services has become increasingly obvious and demanding in Passaic County. I would like to use Paterson as an example, as these figures are somewhat the same throughout the entire county. In Paterson alone, there are approximately 1500 pre-school children enrolled in day care programs. (This does not take into account the amount of children enrolled in private nursery school programs.) However, based upon estimates of the U.S. Bureau of Census, there are approximately 20,000 eligible children in Paterson whose needs for day care cannot be met. That alone requires considerable attention. First question one would ask, "Where are those children that are being deprived of the opportunity to participate in a quality program?" According to my recent research, they are being neglected and abused in dilapidated apartments and houses which reflects

throughout the community. The state plan should make available services to correct these devastating conditions existing presently. We do commend the state for appropriating funds toward the local 25% share in order to secure 75% for the purchase of day care services. This reflects, as you can see, a very small portion of the population eligible for the services. It is vital to us that the expansions are made available immediately or the lives of those neglected and abused children may result in some mental disorder. We must strive to serve all children.

The second largest problem facing our area is the availability of space. We certainly recommend that a method be devised to secure enough space for the purpose of providing and assuring comprehensive and quality care for all children.

Thirdly, even though the state has allocated funds toward the local 75% share, we lack assistance from the city and county in providing this match.

The fourth issue, and one that has been instrumental in the success of the development of quality care, is the continuous existence of 4-C's across the state of New Jersey. 4-C's are the direct linkage between day care programs throughout the state of New Jersey. Passaic County 4-C's, like many other 4-C's, has records which speaks for them. We have provided technical assistance by coordinating activities in conjunction with the Department of Institutions and Agencies as well as the local resources. Our records reflect a concern for the maintenance of a highly efficient system of professional services.

What has Passaic County 4-C's contributed?

1. In 1970 there were only two centers in Paterson who were close to certification. As a result of Passaic County 4-C's assistance, there are thirty centers that are certified and six that are in the process of becoming certified. As I stated previously, there is still a problem of space and local match.

2. Passaic County 4-C's has coordinated educational training for teachers in order for them to receive certification in Early Childhood Education and the centers would thus be equipped with certified group teachers.

3. Coordinated all health programs in conjunction with the local Board of Health.

4. Coordinated speech and hearing therapy and training.

5. Sponsor centralized kitchen for centers who are not eligible to prepare their own meals.

6. Coordinate total reimbursement program under the Special Food Service Program.

7. Coordinate all food commodities.

8. Developed infant care programs, for the first time in Paterson.

9. Sponsor High School Equivalency Testing.

This is only a minute phase of services we are rendering to the community. Therefore, if 4-C's are eliminated from the plan, the result of quality day care will reflect a downfall.

It is of utmost importance, that such agencies become an intricate part of the mechanism in delivering services to day care children.

Pamela C. Christopher
10 East Riding Drive
Cherry Hill, N. J. 08003

TESTIMONY FOR ASSEMBLY INSTITUTIONS,
AND WELFARE COMMITTEE

SUBJECT: DAY CARE

Compliments to your Committee on making available this channel of public comment. Such opportunities assures checks and balances between State supervision and the desires of the community at large. In the long run, I believe this to result in a stronger more realistic plan for delivery of services which can be better dealt with and understood at the local levels, and, hence more effectively administered by the responsible agency.

I submit this testimony as a parent and child advocate, a volunteer who has been involved in promotion and delivery of services for better than five years. During this time I have served as a board member for both a Day Care Center and a nursery school. For approximately six months I served as a volunteer director for a Day Care Program; and, I was active in the formation of our Camden County 4-C Organization (called 7C's). I have participated in the work of our 4-C Group including collaboration with our County Planning Board in a statistical evaluation of County needs and their relationship to existing services. I am familiar with the IV-A budgeting process and over the last three years have assisted agencies in budget preparation. Additionally, I am a member of the State Child Care Licensing Task Force.

To put my comments in context, it is necessary to look at New Jersey's IV-A history: New Jersey was very late coming into this field; many states had a good head-start on us. Five years ago New Jersey was only using IV-A funds for Day Care 100. This was billed as a three year pilot program out of the Department of Community Affairs, with no State commitment to continue providing State match beyond this time frame. One of my first efforts in Day Care was, along with others, to convince the State that it should expand its IV-A program and that they could accept money from other public sub-divisions as well as certain private donors which they could then channel as State funds for Federal match. We documented how other states were doing this. After about a year of pounding on doors, the concept was cautiously accepted. The job of contracting was assigned to a section of DYFS which already had a full-time job responsibility.

About this same time, the Day Care 100 unit and staff was moved out of Community Affairs into this same DYFS section. This staff, along with some meager augmentation began the awesome task of gearing up to handle

IV-A contracting for the whole State. Many of us were already pounding on their doors, money in hand with licensed programs ready to go. There were no State procedures/rules to guide this mushrooming program. DYFS had to develop these as it went along while becoming familiar with the Day Care 100 program; hiring and training staff, meeting the public, and evaluating the competencies of applying programs.

Also about this time, the Licensing Unit was moved from the Department of Education to DYFS. This small group of three or four professionals were already overloaded with responsibilities for licensing all private and public pre-school programs in the State; now they were inundated with requests from community groups ready to start Day Care Centers and who must produce a license before they could be considered for a IV-A contract. While they were well qualified to give assistance to these groups there were simply not enough hours in the day. Even if they had been provided with a large well-trained clerical staff, I doubt they could have stretched themselves to do the whole job effectively. (In the last year this unit has added some facilities inspectors but I do not feel they have sufficient early childhood staff to serve as the proper resource to promote program development.)

We are now better than three years down the road; IV-A funds for Day Care have tripled--a growth pattern which is admirable especially under the strained working conditions, but which is still inadequate to meet State needs as already clearly expressed in other testimony.

With the needs so dramatically spelled out, it is time for the State system to come of age; to assess its strengths and weaknesses and develop a more dynamic action plan for the future. To these ends I offer the following suggestions:

- 1.) Rules and Regulations governing IV-A contracts are now only available via verbal interpretation of field workers. These rules must be written and available to the public. I realize the cost of providing this material to anyone interested would be prohibitive. I recommend distribution to 4-C groups, child advocacy and early childhood professional organizations, schools offering early childhood education, DYFS District Offices, and County Libraries. Additionally, there must be a systematic procedure to keep these regulations up-to-date.

I believe such distribution will prove less costly and more productive than the present policy of sending State staff out to handle preliminary and routine inquiries. Many 4-C groups have the expertise to guide local groups in preparation of an initial funding proposal. Knowing their own area problems, procedures and funding potential; familiar with licensing procedures; and given IV-A Rules they could easily coordinate the proposal development procedure and call on appropriate public agencies when adequate information was available for them

to take appropriate action. State staff would always be available for consultation in difficult areas and to help any group which felt it was not getting adequate help locally. By the time a proposal reached the State field workers, the local group would have already demonstrated its commitment by virtue of the work already done. Basically, by the time a proposal reached State field workers they would then be able to concentrate on assessment of the programs capabilities, refinements to the proposal and channeling it through State funding procedures.

Such a local-State teamwork should promote better programming of a full network of services. It will encourage local groups in fund raising and concern because they will feel their local involvement is valued as proven by the State's confidence in local expertise.

Publishing of rules will also make it easier for local groups to identify areas where their efforts would be relatively successful in developing and funding a program, as against those areas which might require more innovative work and negotiation with the State. For example, my own efforts have been directed at program design within areas which I have learned by experience with State regulation can reasonably be expected to produce a fundable program. However, there may be other fundable areas with which I am just not familiar because I have not happened to ask the right question.

Rules should be developed with local participation. Often I believe the goals of local and State groups are the same, but the methodology is different. Often, input from both groups could result in a stronger more logically enforceable policy.

- 2.) Local 4-C groups should become a vital part of the State in planning and coordinating the delivery of services. As already pointed up, such groups have more detailed knowledge of their own communities and their resources. In order for these groups to be effective, certain steps are needed:
 - a.) With participation of existing groups, the State must develop an outline of services to be performed by such a group. This outline could include required and optional services. The outline could then be used as a criteria for evaluating such programs as a basis for their continued funding.

- b.) The State should encourage a State 4-C which could centralize and collate the work of its branches.
 - c.) The State should assist in funding these programs. (At the present, to my knowledge, the State is only channeling moneys for 4-C, but is not participating in its funding.)
- 3.) Fund raising is an area of joint local-State concern. Local people are generally best able to tap local sources, with the State ready and able to back them up. At the same time the State needs to put on a concerted effort to delineate its needs, to inform statewide organizations and potential funding sources, and to actively encourage interested groups/organizations to become involved in its programs in whatever way they can be effective. (Some groups might bring special expertise in-kind service rather than funds.) At present State participation is limited to 1/4 of the local share if the community maintains its previous level of funding. This, by the way, only covers the difference in the ruling of \$50 a week instead of \$40. In addition to putting the funding burden on communities regardless of their ability to meet their needs, the current policy sums to say: "You give us your money and we'll tell you how to spend it." In an effort to encourage local funding and stretch dollars, I recommend consideration of the following:
- a.) At the present time WIN pays the full cost of care for its clients, who are considered part of a State responsibility. I believe the same policy should apply to children under protective custody of DYFS-- they too are part of the State responsibility. This would free local funds for slots for services to local children who might otherwise have the opportunity for such benefits.
 - b.) The maintenance of effort clause should be lifted, particularly as it applies to private funds. Many private sources are reluctant to get locked into an on-going commitment. Their funds might be more creatively used for portions of contracts involving capital expenditures and minor renovations which do not involve a steady commitment. Moneys to be used for these budget items could then be partially dependent on local efforts to raise such funds. Again, such a plan would free up other local moneys for on-going operational costs.

- c.) If the State wishes to really demonstrate its desire to help local communities meet their needs, I feel they should match dollar-for-dollar local moneys raised. There also needs to be a careful plan by which additional funds may be provided to areas which cannot be expected to raise sufficient funds. Rules and regulations for such a policy must be clearly spelled out and applicable to all; not applied based on subjective evaluation.
- 4.) A more careful look should be taken at in-kind contributions or credits as a way of expanding local funds available for match. At the present time, State schools are able to use some such credits; but, again the regulations are not readily available. The State working jointly with its residents might be better able to negotiate successful guidelines with HEW in this area. As a matter of fact, such a joint effort in dealing with HEW might be more productive in all areas.
- 5.) The State and 4-C or other interested groups need to develop innovative ways of providing services and funding them. I am not familiar with the details of Mr. Kagen's satellite plan but such plans should be explored. One caution; we must be careful that we do not stretch professional components too thin so that we water down quality in the name of economy. Lack of quality can be synonymous with neglect!
- 6.) The State needs to be more receptive to local participation in planning and control of its services. I believe this will help encourage local public fund commitment. Particularly when a county, city or school district is putting money into IV-A, there is a real need for them to be able to demonstrate to their constituency that they are getting their moneys worth.

Camden County has had strong financial commitment from our Freeholders who are very interested in good programs for our children. I believe here exists the nucleus to develop an innovative plan for joint State-County responsibility for IV-A programs using the capabilities of our County 4-C (called 7C's).

Such a plan could include an opportunity to explore in-kind contributions or credits as a funding source, which could increase local fund potential. In doing this, however, there should be great care taken so that the plan does not limit the ability of each program to plan its own components to meet the particular needs of its clientele. There is no question that this individual program design feature has proven one of the real contributions of early childhood education.

As already mentioned, I believe such a joint effort would produce a better network of services. For example, it seems a shame that often a parent who has gone to school, is now working and contributing to family self-sufficiency, may have to leave a career field because their child is out of the pre-school years and there are no adequate after-school care facilities.

- 7.) Local schools and colleges who have early childhood education should be encouraged to participate in local planning, assessment and delivery of service. Because such schools often have students getting practical experience in Day Care Centers the schools are very much aware of Day Care strengths and weaknesses. They are, therefore, able to tailor courses to meet specific needs. Knowing local needs, they are even more able to design staff development programs which are perhaps fundable under Title XX. It should be noted that such interaction between the colleges and Day Care programs can have positive effect on the whole area of early childhood, whether publicly or privately financed.

In Camden County our County College and Glassboro have been responsive to our needs. When the first IV-A contracts came into the County, it was quickly evident that we did not have enough qualified personnel to meet our needs. OEO immediately took the initiative toward an OEO New Careers Course in Early Childhood and these two colleges responded to put together a creative program. The result was an opportunity for community people to move up in the career field. While I do not have the statistics at my fingertips, many of those originally enrolled have gone on to a four year degree despite the fact that this means working, going to school, and meeting their own family responsibilities.

Glassboro has continued to serve they Day Care community by offering their expertise in workshops sponsored by 7C's and generally acting as a community resource.

- 8.) 4-C groups should be encourage to have an early childhood professional on their staff. In Camden County we have demonstrated that such a person provides the impetus for exchange between programs. Additionally, they have been able to set up workshops to meet program needs not only in early childhood but in the related fields of health, nutrition, special needs, safety, and administration. A good workshop program provides a less costly way of developing staff interest in early childhood

and often results in staff taking another step forward in their own career development. In addition to these benefits, an early childhood professional is able to assist local groups and to establish positive working relationships with State personnel which result in better teamwork and improved programs.

- 9.) Interdepartmental responsibilities need to be clarified. Inspections by local health and fire authorities, State health officials, and DYFS personnel often result in the imposition of conflicting requirements. The individual program is left in the middle, especially given limited funds to comply. Local autonomy of fire and health inspectors is important. I believe DYFS could develop a better working relationship between local and other State divisions by taking the initiative in developing a medium for exchange of concerns, ideas, and goals. Included in this effort must be the Department of Education.
- 10.) Financial policies and responsibilities are unclear. The State has committed itself to leadership in this area but it seems to be a slow process. In the meantime, programs set up their own accounting systems which often prove inadequate. The result is an audit process which is difficult and costly to the State.
- 11.) The Child Care Advisory Committee proposed in the licensing legislation is an important element for adequate program development. Such a committee could be instituted now. Representation must include a full range of parents, child care advocates, professional organizations, early childhood education, 4-C groups, and public and private operations. Care must be taken in composition of the committee to prevent any one vested interest from control of the group.

This committee could assist in the formulation of plans for Title XX with required adjustments to be made when the HEW regulations are available. Since the plan under Title XX requires time for public comment, it is imperative that this plan be developed quickly.

- 12.) Family day care **deserves** special consideration as it appears Title XX will require some standards in this area. At the present time I do not believe New Jersey has an adequate plan for supervision of this vital link in our day care services, and there is certainly no plan which reflects a concerted effort to improve the quality of such care. The bulk of

taxpayer money for child care is expended for family day care either for the purchase of service through DYFS or through supplemental welfare payments.

- 13.) Day Care 100 also requires special notation; since the first three years this program continues to exist, financed by State funds for matching, at the whim of the State. Each year they struggle with the uncertainty of funds. I feel the State should continue to fund such programs provided they are satisfactorily assessed against the same standards as all other publicly funded programs.

In conclusion, let me say that quality programming in early childhood not only benefits the child but his family. A parent secure in the knowledge that his child is in a quality environment while the parent works is more likely to continue his own advancement by education and employment. The parent is also finding a chance to make a real contribution toward his child's well being. I believe all this fosters self-sufficiency.

Cost Comparison

Day Care vs. Welfare: Family of 4
(3 children, 1 adult)

| | <u>DAY CARE</u> | <u>WELFARE</u> |
|-----------------|-----------------|----------------|
| | 2 pre-school | Family of 4 |
| | 1 after school | |
| TOTAL COST: | \$ 6800./ year | \$ 4272./ year |
| Federal share | | |
| | 5100. | 2136. |
| Community share | | |
| | 1230. | -- |
| NET COST | | |
| TO STATE: | 470. * | 2136. ** |
| | <hr/> | <hr/> |

* State Cost is: 3/10 of 25% non-federal share of full day care
(2 children @ 2600/year)
and 2/10 of 25% non-federal share of after school
care (1600/year).

** State Cost is: 50% of welfare payment to family.

Union 4-C
2/75

COST COMPARISON -- TYPES OF DAY CARE

| <u>Type of Care</u> | <u>Cost/Week/Child</u> (1975 Projected) | <u># Children</u> |
|---|--|--------------------|
| State operated IV-A Centers | \$ 57.20 | 650 |
| State Operated WIN Centers | 72.00 * | 760 (part Year) |
| Community Day Care Centers | 27.10 (avg.) excludes fees) | 19000 |
| Community Center Care: purchased individually by district offices | | 6700 |
| Family Day Care | 20.00 | 5,150 |
| In-Home Care | 20.00 | 1150 |

* The cost per week per child for the State operated WIN centers is based on a March 1974 analysis by Mary Ann Rushlau, for the Coalition for Children. It is very difficult to get accurate figures for these centers, because they are not released, and because the WIN centers are eligible for State services for no cost to the center, and these services are not provided to the other centers.

Union County 4-C
2/75

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/

UNIT COST COMPARISON

| | <u>DAY CARE</u> ^{1/} | | <u>BOARD OF EDUCATION</u> ^{2/} | |
|--|--|------------------|--|------------------|
| | <u>-Per Child-</u> <u>Cost/Year</u> | <u>Cost/Hour</u> | <u>- Per Student -</u> <u>Cost/Year</u> | <u>Cost/Hour</u> |
| Administration & Supervision | \$351.00 (15.3%) | \$.15 | \$164.00 (10.8%) | \$.15 |
| Instruction | 1014.00 (44.4%) | .45 | 392.00 (53.7%) | .82 |
| Health | 33.00 (1.5%) | .02 | 21.00 (1.4%) | .02 |
| Guidance & Social Service | 114.00 (5%) | .05 | 56.00 (3.7%) | .05 |
| Food & Nutrition | 332.00 (14.5%) | .15 | - | - |
| Other (Occupancy, Transportation, etc.) | 443.00 (19.3%) | .19 | 386.00 (25.4%) | .36 |
| TOTAL | \$2287.00 (100%) | 1.01 | \$1,519.00 | 1.40 |

1/ Costs for day care are mean averages of 10 randomly selected non-profit, private day care programs in Union County. All are open 9 hours/day, average 5 days, 50.6 weeks/year. (253 days).

2/ Costs of Board of Education are mean averages of 3 randomly selected Boards of Education in Union County, based on 6 hours/day, 180 days per year.

Prepared By:
Union County 4-C
2/75

STATE BUDGET FOR CHILD CARE

D

| <u>Program</u> | <u>Fiscal 75</u> | <u>Fiscal 76</u> |
|-----------------------------------|------------------|-------------------|
| | | (by Gov. Request) |
| TOTAL Child Care | \$ 3,760,000 | \$ 4,268,000 |
| Community Day Care | 3,006,000 | 2,970,000 |
| Early Childhood Demo | 236,000 | 113,000 |
| WIN Day Care | 200,000 | 1,000,000 |
| (excludes carryover . . .800,000) | | |
| District Office purchase | 240,000 | 250,000 |
| * * * * * | | |

Breakdown of Community Day Care:

| | | |
|---------------------|-----------|-------------|
| Day Care 100 | 990,000 | 990,000 |
| State Operated | 455,000 | 455,000 |
| Available for match | 1,561,000 | 1,525,000 * |
| Family Day Care | - 0 - | - 0 - |

* NOTE: To meet the goal of serving 21,000 children in fiscal year 76, at the same reimbursement rate, \$ 6,255,000 in local funds would be needed, to match the State share of \$ 1,525,000.

NEEDED APPROPRIATION:

To meet the following objectives:

- Serve 22,000 children
- Increase the reimbursement rate by 10 % to meet higher costs, and allow quality care
- Initiate Family Day Care Systems as a quality "satellite" service, replacing present custodial care
- ~~State~~ State pay 4/10 of the non-federal share,

The following appropriation must be passed:

| | |
|-----------------------------|-------------|
| Family Day Care Improvement | 750,000 |
| Available for match | \$3,586,440 |

7,457,440 (increase 3124,440)



AUG 13 1985



