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**PUBLIC HEARING**

before

**ASSEMBLY CORRECTIONS, HEALTH AND HUMAN SERVICES COMMITTEE**

on

**CHILD CARE ISSUES**

Held:  
October 15, 1984  
Assembly Chamber  
State House  
Trenton, New Jersey

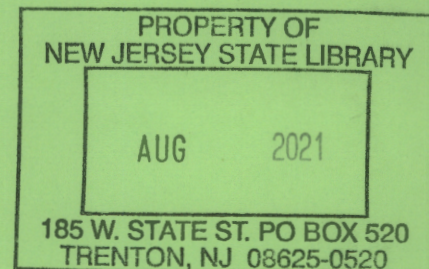
**MEMBERS OF COMMITTEE PRESENT:**

Assemblyman George J. Otlowski, Chairman  
Assemblyman Paul Cuprowski  
Assemblyman Nicholas R. Felice

**ALSO PRESENT:**

Assemblywoman Jacqueline Walker

David Price  
Office of Legislative Services  
Aide, Assembly Correction, Health and Human Services Committee



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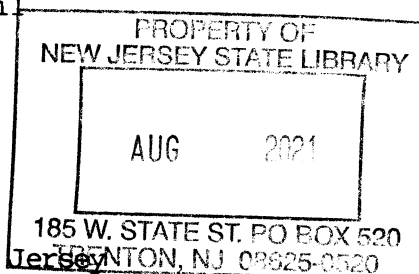


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**ASSEMBLYMAN GEORGE J. OTLOWSKI (Chairman):** The hearing will now come to order. I would like to introduce the people who are here with us today and the members of the Committee. On my extreme right is Assemblywoman Jackie Walker. Next to her is Assemblyman Paul Cuprowski. Chris Simon is on my right and David Price and John Kohler are on my left. They are staff members.

I understand the Commissioner just walked in. Usually we take the Commissioner first, but we have Al Wurf seated already. Al, we will start with you, and we will take the Commissioner next.

I hope that I can conclude this hearing by 1:00. I am going to do everything I possibly can to keep within that time frame.

Number one, those of you who have attended hearings I have conducted know that I expect you to submit any written statement you have with you. Hopefully, you will have eight copies to submit. This doesn't mean you can't read the statement once you submit it. What we ask you to do is to summarize the statement. This expedites the hearing. Not only that, I think we get more out of your testimony with that kind of an approach, and it also helps to keep us within our time frame.

I am going to ask everybody to make their salient points so that we can stay within our time frame. If you get off on a tangent, I am going to pull you back. I just want you to know that.

At the same time, we are not hearing all of the people who are proposing bills today. There are a raft of bills being proposed on this subject. What we hope to do is to bring this subject into perspective: how does this affect New Jersey; how did some of the recent events happen; and, what kind of climate have they created? We hope that by bringing this into perspective we can calm some of the hysteria that is developing, and approach this subject with intelligence, common sense, and the kind of reasoning it requires.

So, that is the purpose of this hearing. I hope that the people who are here will have a solid contribution to make.

We are going to get into the business of day care centers for children; we are going to get into the business of family care centers; and, we are going to get into the subject of latchkey children.

Obviously, we are not going to be able to go into this in any great detail. I am just hoping, as I said in the opening part of my statement, that all of you will add to the perspective of this subject by helping to bring it into focus so that when we sit down to look at all of these bills, we will be in a better position to do so.

Now, that is the purpose of this hearing. I hope, of course, that we are going to be able to keep within the time frame that I suggested. In the meantime, I will ask the Vice Chairman, Paul Cuprowski, if he has any comments to make at this time.

ASSEMBLYMAN CUPROWSKI: No, Mr. Chairman, I think you said it all very well. I would just like to welcome everybody here this morning. I am very anxious to hear the testimony so that we can better understand, and perhaps better prepare, legislation to deal with this situation. Thank you, Mr. Chairman.

ASSEMBLYMAN OTLOWSKI: Thank you very much, Paul.

Jackie, do you have anything to add?

ASSEMBLYMAN WALKER: Good morning, Mr. Chairman. I very much appreciate your invitation to sit with the Committee today. This is a subject I have been interested in for the past 19 years, since my daughter was born. I know the frustration, firsthand, of looking for quality and adequacy in our day care programs.

I agree wholeheartedly with your remarks concerning the sufficiency and quality of day care in our State, and I look to the people who will be testifying today to help us determine what constitutes quality day care, and how the Legislature can help to ensure it.

Again, Mr. Chairman, I would like to thank you for your kind invitation to sit on this Committee during this most important hearing.

ASSEMBLYMAN OTLOWSKI: Thank you very much. We are now ready.

Al, may we have your name and the name of the organization you represent, please?

AL WURF: Yes. My name is Al Wurf. I am the Director of the American Federation of State, County, and Municipal Employees. I represent employees in mental institutions, day care centers, and schools for the



retarded. In delinquent institutions, I represent the nonprofessional employees, as opposed to the higher-type employees.

I suppose I shouldn't talk about Katzenbach. I just rushed from a hearing before the Civil Service Commission. I testified that the quality of care has gone down in Katzenbach. Briefly, my argument is that the Commissioner of Education has demonstrated that he doesn't feel Katzenbach should be part of the Department of Education. The administration of the school reflects this indifference, and I just wanted to throw that into the hopper before I got started, because that is pertinent.

I also want to say that in the last two weeks-- I don't know if Commissioner Albanese is behind me or not, but if he is, I want to say that we have been meeting and discussing things, and I am very happy about that relationship. I am also happy to tell this Committee that I spoke to the Governor and I spoke to Commissioner Albanese, and we have all agreed on a pilot program for a day care center in one of the institutions. Hopefully, we can bypass feasibility studies, bureaucracy, and all that goes with doing something like this, so we can produce something and produce it very quickly. I am convinced that is sort of a bench mark in terms of what the State should do.

I wasn't aware that Assemblywoman Walker had created legislation for an ombudsman. We were supposed to talk, but something impeded that conversation. However, I support the idea of an ombudsman. I represent 800 day care workers who work in centers operated by the State. I think they are run efficiently; however, I see some problems. There are problems with individual purchasing. There are problems with some hirings, in terms of the employees in our bargaining unit. That shouldn't go on. I have talked to the Commissioner about training and we both agree that there is a need for training. I just received a letter from him, which I read this morning. It said, in effect, that he appeared in Washington seeking out Federal moneys for training. I hope I am not taking his speech away, but if I am that is okay.

There is a problem. The problem, as I view it, is that there is a potpourri of legislation. I suppose lawmakers, like most of us,

react emotionally, and I suppose sometimes they react because it is good politics.

Some of the legislation is good, some of it is debilitating. I totally support the ombudsman, although I would make that concept much broader than it is in the bill.

What has happened in State service, in day care centers as well as in schools for the retarded, is that the employees have become frightened. They are frightened that they may be brought up on charges if they console children verbally, or if they hold children. Just the other day we had a meeting with these employees, and various illustrations came up. If I may verbalize this problem for the Committee, I will give an illustration of one of the problems. If you have a child in a day care center, in order to put the child to sleep, you touch the child; or, in order to console a child, you hold him or her.

In some of the day care centers run by the State, the children have been abused. What you have are children acting out on the floor, kicking, and so forth. Previous to this, an employee would bend down and console the child, pick up the child, and hold the child so that he would not do damage to himself.

We have discussed methodologies -- how to handle that kind of situation -- and what emerged during our discussion the other day was that in situations where children have to be held, we are going to insist that supervisory personnel be in close proximity so that there will not be any misunderstanding.

I might tell you that, in the harmony Commissioner Albanese and our union has worked out, he has suggested we go to each of these day care centers. He even talked about a helicopter in order to get to them. As a trade unionist, I start thinking of Argentina, but I put that out of my mind. But, we will be traveling, and that is a real problem.

I see the ombudsman idea incorporating the legislation's intent, such as background checks, licensing, programming, and having employees feel secure with the program in terms of what is possible in their interrelationship with children -- taking them to the bathroom,



touching them, etc. — more so than I see an agency doing it, such as DYFS. Two weeks ago I would have been attacking them, but now I think the head of DYFS is a great guy too.

What happens in the real world of public agencies is, when there is a debacle of any sort — whether it is purchasing and misusing funds, whether it is mismanagement, or whatever it is — there is a tendency to cover it up, from the lowest denominator to the highest denominator. This is not only true of this Administration, but it is true of every administration I have been associated with, worked with, or didn't work with; and, I have been around for 34 years, in other states as well as New Jersey.

One of the difficulties with resolving problems is the inability to find out what happened, because from the Commissioner on down, there is a feeling that if something goes wrong, culpability is at the top, culpability is in the middle, culpability is on the low level, or culpability is on the lowest level. If we want to set up a system where employees give witness against other employees, and if we want to set up a system where, although it is a horrible word, there is "whistle blowing" about conditions, particularly conditions of sexual molestation, then we also have to convince the bureaucracy that they too must not cover up, and that is really not possible; it doesn't work.

What I visualize is someone going to an ombudsman and saying, "This is going on," or "that is going on" and feeling comfortable about it, because there won't be reprisals. But, I also visualize an ombudsman, in terms of what Assemblywoman Walker has proposed, checking on licensing, programming, and protecting due process.

Incidentally, on that, I have a letter and other correspondence from the Commissioner, and others. They have advised me that the so-called perpetrator list is going to be changed, and those who are charged will have due process.

This is my major concern during this period. My concern is, if someone is charged with sexual molestation, that someone will have the right to appeal; they will not necessarily have to go before an open court to appeal. There is a fright to that.

I have also been told that a child's family is protected when there is vindication. I feel an ombudsman should do that. I am now told that when there is a charge of sexual molestation of a child, a guardian is set up by DYFS and that guardian will protect the rights of the child; and, if the person who is charged with the crime is not vindicated, there will be a right of appeal.

I am concerned that if a parent feels that an uncle, an aunt, or someone else is touching his or her child, and that uncle or aunt is not being "brought to the mat," as it were, is there a way of appealing this? I am told now that there is a way of appealing it. That is fine with me.

I have a lot of notes and I could go on and on, but since you said to be brief, Mr. Chairman, -- well, you didn't say it, but I can tell by your face -- I will sum up.

I like the idea of an ombudsman. I like the idea that the employees will now be told by the Commissioner, and by me, that they have been doing a good job. The denigrations and the things which have happened, that may have rubbed off on their morale, will be addressed. They will be assured that they are worthy of their jobs, and they will receive recognition for it.

One last thing: I think there is a need for a title called, "Certified Child Care Specialist," or a similar title. I think something has to be created that is comparable to the LPN, which exists in the nursing profession. I think that, as the Governor testified to in Washington, hundreds of thousands of mothers throughout America are going to work, and probably millions of children are going to go to day care centers. Something has to be created for the future, and that something should be a program which raises standards and salaries. We also have to do the type of background check that everybody talks about. If these measures are taken, and if all the legislation is brought under one roof rather than having it piecemeal, I think we will get somewhere. As far as I am concerned, I feel as though I have gotten somewhere in the last few weeks. Thank you.

ASSEMBLYMAN OTLOWSKI: Thank you very much. How about the written copy of your statement, do you have it with you?



MR. WURF: I never have written copies with me. I will write one for you, which will probably be entirely different from what I said.

ASSEMBLYMAN OTLOWSKI: You are not going to submit one?

MR. WURF: Yes, I will submit one.

ASSEMBLYMAN OTLOWSKI: If not, we are going to have your testimony for the record anyway. It is up to you.

MR. WURF: Okay. I will send in written testimony.

ASSEMBLYMAN OTLOWSKI: Would you, please? Thank you very much. We really appreciate it.

MR. WURF: I will wait to see what George says.

ASSEMBLYMAN OTLOWSKI: We are going to call him now. Commissioner Albanese, please?

**COMMISSIONER GEORGE J. ALBANESE:** Good morning, Mr. Chairman.

ASSEMBLYMAN OTLOWSKI: Commissioner, for the record and for the benefit of our reporters, will you give us your name and your title?

COMMISSIONER ALBANESE: I am George Albanese, Commissioner of the State Department of Human Services.

ASSEMBLYMAN OTLOWSKI: Commissioner, do you have a written statement?

COMMISSIONER ALBANESE: Yes, I do.

ASSEMBLYMAN OTLOWSKI: May we have copies of it?

(At which time statement is given to Assemblyman Otlowski)

Commissioner, let me hand these out, all right?

Commissioner, you were here during the time Mr. Wurf was testifying. You may want to comment on some of the things he said if they fit in with some of the things you are going to say.

I hope you are going to summarize your statement, because the Committee has the benefit of your statement before them. I know you are a gifted extemporaneous speaker, and we are ready to listen to you now.

COMMISSIONER ALBANESE: Mr. Chairman, members of the Committee and Assemblywomen Walker, it is a pleasure to be here to talk about a very important issue to the State of New Jersey and to this nation.

On the good news side, we understand the President is going to sign the amendments to the continuing resolution, which will include a new program for training and licensing registered child care centers. Hopefully, this will give us the impetus to move on to Assemblyman Pellecchia's check-off and trust fund in the State of New Jersey, because the Federal government has now indicated that if we have a trust fund for child-abuse/neglect facilities in the State of New Jersey, they will match it with a 25 percent match. That is a plug. I didn't expect to bring this to you today, but I was just advised of it, and I hope this Committee will move on Assemblyman Pellecchia's bill by getting it out of Committee. I think it is very, very important to the State of New Jersey.

Did you move on it already?

MR. PRICE: Yes. It is on for today.

COMMISSIONER ALBANESE: Okay. If you would urge other committees to move on it also, I think it would be of tremendous help to the State of New Jersey. It does have some provisions in it. One is that the State must enact laws requiring criminal background checks. There are certain provisions to receiving that money, but I think it is a giant step forward.

ASSEMBLYMAN OTLOWSKI: Commissioner, in that connection, staff has just heard what you said. I wish staff to make note of it, so that we can address it and go to work on the point the Commissioner just made.

ASSEMBLYMAN CUPROWSKI: Mr. Chairman, on that point, this Committee did act on that several months ago. I am very concerned about the deadline for getting that legislation passed and signed by the Governor in time for the income tax checkoff forms that are being printed. I think something should be done to eliminate the possibility of a bureaucratic hang-up, where the forms are being printed up and it is too late, if you will. Perhaps this Legislature should take some action to even, if it is necessary, delay those forms in order to include the check-off you are speaking about, which we support, by the way.



ASSEMBLYMAN OTLOWSKI: Commissioner, in that connection, before we adjourn the hearing, I will be talking to the staff so that we get on this as quickly as possible.

COMMISSIONER ALBANESE: We would be glad to work with you in the process. I think it is a matter of getting it through the Senate now — or getting it out of that committee — so that we can be a first in the State of New Jersey with that kind of a trust fund.

I think we all know that in the State of New Jersey, and in the nation, we have a changing family structure. It has been said that — as the Governor mentioned before the Select Committee in Washington — there are 155,000 working women in the State of New Jersey, with children under the age of six. That is very, very significant.

We have 360,000 working women with children between the ages of six and seven; and, we have 400,000 children who come from single-parent families. I think that is very significant, and it points to the real need for day care in our society. This is a new phenomenon, and it is something that we must address in the future.

Today, we have 1,720 licensed day care facilities with 100,000 slots. When you think of the fact that there are over 300,000 preschool children in the State of New Jersey, we have a gap between what is available and what is needed.

We believe that there should be several approaches:

First of all, we in government should try every available means to really maximize our resources. We have had some interesting demonstrations and experiences. As a matter of fact, one of our experiments was in Hudson County. We had a voucher-sponsored day care program that was very, very successful in giving parents the opportunity to shop around in day care facilities and look for the best buy. It has provided a lot more contact between the parent and the day care center during their process of reviewing what is available in the community.

We are asking today for expansion, expansion of day care in the State of New Jersey, both by voucher and by contract, and the money for an estimated 1,000 slots and 2,000 contract placements. This is a total of \$5 million, and it will give us the ability to move up and meet the needs.

We are asking for things like transportation. Transportation is very, very important in order to provide access to the day care center facilities that exist.

We are asking for \$1.5 million for incentives in our day care facilities, statewide.

This is something that I think is very important. If we are going to deal with the problem of families, I think — and this has been recommended in my presentation — that we should develop regional family care centers to deal with the many issues of family care, and to assist in the development of day care, particularly when we deal with the private sector and the many corporations that are, in fact, looking to develop day care. This will be very instrumental in giving them that kind of assistance.

As a matter of fact, in the last two years we have seen about a 500 percent increase in the number of corporate-sponsored day care facilities in New Jersey. I think, as we move into this very vital issue of day care and the new family structure, more and more the corporate structure will be looking to develop these kinds of facilities for their employees, and they will require the assistance of technically-qualified people when structuring their programs.

One of the things I am recommending today is something Assemblywoman Walker already discussed in terms of legislation, and that is, increasing the number of inspections. The licensing law, right now, requires licensure every three years. It is my strong feeling that annual inspections should be conducted by the Department of Human Services, as opposed to having several inspections in the first year and relying thereafter on the licensing, which is every three years.

We will need additional staff — I think we will have to add about 16 additional staff personnel to licensing — which will cost about \$440,000.

One of the things that has been brought to my attention is the question regarding where a parent should go when he or she tries to find out about licensing in New Jersey. There should be some type of statewide clearing house, which will provide information to parents so

they can wisely shop around for appropriate day care for their children. Really, that will give us a sound basis for a day care system, which is going to be the central part of our lifestyle in the State of New Jersey.

One thing that I think should be fashioned -- and we have a perfect conduit right now -- is a State child care plan. We have a Statewide Child Care Advisory Board, and the Governor will be making announcements this week, I believe, regarding the membership of that Board. This Board will touch on such areas as family day care, training, infant care, after-school programs, and accreditation, which will give us a barometer in terms of the quality of day care. Licensing really doesn't deal with quality. It deals with life safety and certain programmatic needs, but it really doesn't measure the day care community. We are talking about accreditation, voluntary accreditation.

Last, but not least, in looking at some of the counties, such as Union where I came from, there is the question of family day care registration. Allegedly, there are about 45,000 day care operations in the State of New Jersey. We really don't know. That is taken from the Federal study. There are facilities where six, or less, children are being cared for. There is presently no licensing or inspection process for these facilities, other than those directly contracted for by the Division of Youth and Family Services.

Really, I think when we look at the overall plan, which I have given to you, it gives us an opportunity to deal with the development of children in our society, as opposed to repairing them when they become adults. Day care is certainly a very beneficial service to our children. It is a needed service. It has all kinds of rippling effects on their futures.

With that, I will conclude. I would like to say that I share many concerns with Mr. Wurf about the employees in our facilities and their morale, based on the recent publicity about our day care facilities in New York. We will be going out to address those particular issues.

I might point out that I do not agree with one area. I stated that to Mr. Wurf and, I believe, Assemblywoman Walker. One thing that always kind of bothers me in State government is the tremendous amount of duplication and overlapping. I certainly agreed with the ombudsman for the elderly because of the fact that there really was no protective service agency in the State of New Jersey for the elderly population. There was no legislation that would, in fact, provide for them.

But, in the State of New Jersey, when we talk about children, we have the Division of Youth and Family Services which, legislatively, is a protective service agency. It encompasses all of the necessary legal ingredients to fulfill the law, as it relates to the protection of children. I see no conflict with DYFS in its protective service, inspection, and investigation role. Where we have our own facilities, the Public Advocate does the investigations, as they relate to child abuse. So, I would caution the Committee that while I think an ombudsman is a noble suggestion, to give it this kind of importance may cause more problems, in terms of overlap and confusion, with the implementation of the protective services law.

With that, I will just turn it over to you for questions.

ASSEMBLYMAN OTLOWSKI: Commissioner, thank you very, very much. I would like to suggest one thing. I think we should refer all the bills which have been submitted on this subject to you. Your people can then take a look at them to see if they have any comments to make, or if they have any suggestions they feel would be helpful to the Committee in dealing with all of them. Commissioner, is that all right with you?

COMMISSIONER ALBANESE: Fine.

ASSEMBLYMAN OTLOWSKI: The other thing I would like to say at this time is, I think your testimony has been very comprehensive. As a matter of fact, the Committee will go over the written testimony you have submitted in great detail. We will probably ask you to develop, at a later date, some of the things you mentioned. We will probably want to go into the voucher system in greater depth, and we will probably want to go into the contract idea in great length. We will



even want to go into the corporate approach and some of the school approaches to this matter. We will probably want to talk to you about that at another time. Maybe we can exchange views at an informal meeting.

You have covered a lot of ground here that we hope to be able to take a greater look at in an informal setting, as I said, between the Committee, you, and your staff.

One of the things that bothers me was touched upon by you and Al Wurf, and that is the fact that great care has to be exercised so that we don't just frighten employees into inaction, where they will be calling in 10 people before they pick up a child, or touch a child. Children will be attended by committees rather than by a single person. This is the kind of thing I am glad you touched upon because it could become absolutely ridiculous and a great bureaucratic farce. So, these are some of the things we have to be careful about.

COMMISSIONER ALBANESE: I would like to comment on that. I think that is very, very important. I am glad Al stressed that today. That is why I didn't go into it further.

The fact is, this year, in the State of New Jersey, we are projecting that we will have 45,000 incidents of child abuse and neglect reported to the Division of Youth and Family Services.

In the institutional area, we are projecting only about 800; that is something like two percent.

One of the things I get concerned about is, we should not deviate from the real problem; the problem is in the community, and it is in the family, as evidenced by the numbers. We have concentrated on a very small but important area, institutional abuse, but that has distracted from the real issue, which is the troubled family and the troubled community. We ought to get back on target in that particular area.

Likewise, there has been an awful lot of discussion on fingerprinting and criminal history checks. You talk about the person we arrested at Arthur Brisbane. He was an outstanding employee. He was a community leader. He was a most respected individual and he had no criminal history. That is the way he operated. He crossed this

country, from San Diego, and he charmed everyone. Then, when he got to Arthur Brisbane and the GINS shelter in Monmouth County, he looked through the files for a child who was a pathological liar. Once he did that, he had his prey because nobody would believe the child's word over his. You will not get that type of individual by doing a criminal history check.

What is needed is education, education of our community, education of our parents, and, most appropriately, education of our children, such as is being conducted under the Child Assault Prevention Program that we hopefully will get implemented in the State of New Jersey.

But, the important thing is that we not lose sight of what the important issues are. I think there are less than one percent of incidents in day care, but we are focusing on that area as opposed to where the real problem is, in the family. We should try not to create a false sense of security by fingerprint checks, etc., and lose our mission in terms of dealing with the 45,000 incidents in the community.

ASSEMBLYMAN OTLOWSKI: Thank you very much, Commissioner.

Paul, do you have any questions?

ASSEMBLYMAN CUPROWSKI: Yes, Mr. Chairman. I certainly want to echo the remarks of Mr. Wurf, and the concerns of Commissioner Albanese. Certainly, we have to be very careful not to legislate out tender loving care when we are dealing with children. We have to distinguish between tender loving care and abuse. That is what we are trying to weed out, abuse.

A touch is certainly needed when you are talking about children and babies, and we all recognize that. I would hate to see the day when someone working in these facilities— I commend the vast majority of those 800 people who work in day care centers — as Mr. Wurf pointed out — for doing a very fine job and an excellent job. Like everything else, we have to weed out those who are not doing a very fine job or an excellent job, specifically where abuse is concerned.

Commissioner, I have one question I would like to ask you in reference to the inspection system. You said that rather than having a

three-year inspection, you are in favor of an annual inspection. Are we talking about an announced inspection, or are we talking about a surprise inspection -- unannounced, if you will?

COMMISSIONER ALBANESE: First of all, the law calls for licensing every three years. What we are looking for is an annual inspection; and, if we have the capability, to make unannounced inspections at times. When we get a complaint, we immediately move in with the existing inspection. This would be an annual inspection, much like we do with the hospitals: A joint commission reviews our facilities, but also, when there is a complaint, they come in unannounced.

I would like to put in a pitch for something. I mentioned this before the Senate Committee, and I just want to stress it. I believe, when we talk about a problem with employees as it relates to touching -- good touching and bad touching -- there is a program. It was sponsored out in Ohio, and it has been brought into sporadic areas of New Jersey. It is probably the finest program I have ever witnessed for educating children, educating employees, and educating parents; it is the Child Assault Prevention Program.

I would like, at some point in time, to show this Committee that program, because it is something I believe should be institutionalized in the State of New Jersey, possibly in our education system. In working with PTA's, we hope to touch the parents in our society. It is certainly going to be very beneficial to the problems that Al has expressed. Employees really don't know what they can do. Clearly, this program is just as educational for children as it is for employees, and I think the sooner we get this to New Jersey and institutionalize it, the sooner we will bring some order back to the day care and child care facilities in the State.

ASSEMBLYMAN OTLOWSKI: Commissioner, before I call on Assemblywoman Walker, I just want to touch on the point Assemblyman Cuprowski made. As a matter of fact, the door to this subject was opened by Al. I think we have to be very, very careful about the fact that employees are frightened of giving the kind of attention you talked about, and, yes, even affection to children. There is nothing

wrong with showing affection to kids; kids want affection. As a matter of fact, they need it; it is part of their growing-up process.

We have to be very, very careful about how that line is drawn. I hope that when we are exchanging views informally, you, the Committee, and your staff people will work with our staff people so that we don't just rush into something in order to meet the hysteria of the moment. I hope we can give this the kind of good look it deserves, because we are dealing with a very, very sensitive subject here. We are dealing with the relationship between children and adults. The truth of the matter is, maybe there is not enough affection in the world at the present time.

Assemblywoman Walker, do you have any questions?

ASSEMBLYWOMAN WALKER: I have four short questions, if I may. Family day care is when a mother or father stays home with a small child, takes other children into his or her home, and cares for them also. When it is under six children, we call it family day care. Are you suggesting in your remarks that we register this type of family day care? Do we have a handle on this? We don't really.

COMMISSIONER ALBANESE: That is kind of an unknown quantity. As I said, the Federal government estimated there are 45,000 in the State of New Jersey. I don't really know how they came up with that number, but it is probably of a large magnitude.

One of the things I did recommend was that we look at registration, and that we use the newly-created Advisory Council on Child Care to do it. That Council will bring in many people, with many perspectives on how we are going to deal with the problem.

In some of the counties, such as the County of Union, where I came from, there was, in fact, an agency that was registering family day care, by county. So, I think we ought to take a good hard look at that.

I testified before the Select Committee in Washington, on which Congressman Guarini sat, and that was a big issue: How do you deal with an unknown quantity? Some say it is an underground economy. How can you be sure you can register and inspect them? So, I think we should give that some careful attention. It is very important. As the



Chairman said, I think we should spend some time on that issue to make sure what we do is going to be realistic.

ASSEMBLYWOMAN WALKER: Do you have any thoughts on whether or not it should be voluntary or mandatory?

COMMISSIONER ALBANESE: Well, based on some conversations I had, I would like to see registration. The question is how, in fact, we could accomplish that. Maybe it could be done on a countywide basis, through local health departments. I am really not sure, but I would like to know what is out there in the community, what is working, and then try to set some semblance of a standard for family care.

When we contract to DYFS, we have standards for family care. I don't know if we would go that far, but if we have registration then we will really know what we are talking about in terms of the scope of family care in New Jersey.

ASSEMBLYWOMAN WALKER: While I have you here and we are looking into the quality of day care programs in the State, let me ask you this: How high is staff turnover amongst workers in licensed day care centers?

COMMISSIONER ALBANESE: From a report I received, I don't think it is any different than other activities in the State of New Jersey, where we have an excessively high turnover. We do not.

ASSEMBLYWOMAN WALKER: You do not? Do you have a handle on how prevalent infectious ailments are in child care centers, and if it is a widespread problem?

COMMISSIONER ALBANESE: That is something I believe the Division of Youth and Family Services is working on with the Department of Health, in order to address that issue. As we see more and more children come into the day care community, that is a question which is being raised, to the point where it has reached the Department of Health and prompted it to look into the matter.

ASSEMBLYWOMAN WALKER: Is there any data available on the number of companies in New Jersey that provide day care, on site, for the children of employees?

COMMISSIONER ALBANESE: The number of companies? Yes. In 1982, the Governor held a conference in Newark on the question of

corporate day care, and we had quite a few corporations attend that meeting. I believe we went from something like seven to, I think, over 40 in the State of New Jersey in a two-year period. So, we do have a listing of corporate day care centers.

About a year and a half ago, I went down to the dedication of Campbell Soup's day care in Camden County. So, we are aware of it. Nick Scalera, from DYFS, has been the lead person in assisting these agencies with the development of their day care programs. We found that many of them had a desire to do so, but they really did not know where to start.

As it stands right now, within DYFS Nick Scalera is the lead person. We are suggesting we go one step further, because of the dimensions of the need and the problem, by establishing these resource centers around the State of New Jersey, so that everyone will have access to day care information.

ASSEMBLYWOMAN WALKER: Is that the State clearing house concept?

COMMISSIONER ALBANESE: No, they will be a resource; they will be regional resource centers. The State clearing house would be for parents who are looking for day care. It will be an information center as to what to look for, where they are, etc.

ASSEMBLYWOMAN WALKER: Thank you.

ASSEMBLYMAN OTLOWSKI: Commissioner, in your presentation here, with some of the programs you outline, off the top of your head, what is the total cost you are looking at?

COMMISSIONER ALBANESE: What we outlined here are solid, concrete issues and would cost about \$7 million.

ASSEMBLYMAN OTLOWSKI: About \$7 million?

COMMISSIONER ALBANESE: Right. But, we also suggest that other things be included, in terms of review. That is something that has been raised nationally. What are we paying day care employees? What are the fringe benefits?

So, I think many of the recommendations that we left in the hands of the Child Care Advisory Council will also have financial implications.

ASSEMBLYMAN OTLOWSKI: Commissioner, just from a practical point of view, I want to emphasize something again. You made the commitment, but I just want to emphasize it again. Will you please make sure that your staff people and our staff people get together to go over these bills, so we can get some kind of a feeling from our staff people, and from you, about these bills, and how they fit into the general concept we are talking about? Will you do that?

COMMISSIONER ALBANESE: Definitely.

ASSEMBLYMAN OTLOWSKI: I am going to ask Chris Simon to make sure she works with your people in setting that up.

Second, we want to meet with you again, informally, to develop some of the things we talked about here. We will do that after the staff people meet, and after we have a better grasp of the thing.

In conclusion, I just want to tell you this: It is always refreshing to have you testify. I get no special compensation out of buttering you up. You know, you are on the opposite side of the fence. But, in any event, I just want to tell you that it is always a great pleasure to have you come before this Committee. You are always direct. Your testimony is always enlightening, and it is great to have you. Thank you very, very much.

COMMISSIONER ALBANESE: Thank you very much, and, likewise, I want to commend you for taking the lead in this very, very important issue, and to say that the day care operations in the State of New Jersey should be commended. They are doing a great job for our children, and our children are our future. Thank you.

ASSEMBLYMAN OTLOWSKI: Thank you very much.

May we hear from Bert Willis, please?

Is this your written testimony, Mr. Willis?

**BERTRAM C. WILLIS:** Yes, sir. I guess my statement could be best characterized as a summary statement. I tried to break it down.

ASSEMBLYMAN OTLOWSKI: Before you go on, will you give us your name and the name of the organization you are representing for the record, please?

MR. WILLIS: Yes. My name is Bertram C. Willis. I am the Director of Government Relations for the Campbell Soup Company in Camden.

ASSEMBLYMAN OTLOWSKI: All right. Do you want to go on?

MR. WILLIS: Thank you. I appreciate this opportunity to be here, and to be included on such a fine list of witnesses. I notice that our friends from the Camden County United Way are here. Of course, we have cooperated with them on day care centers. I am personally very pleased to see a representative of the Association for Retarded Citizens here. As a parent of a retarded child, I am grateful to see this interest on the part of your Committee, Mr. Chairman.

ASSEMBLYMAN OTLOWSKI: You know, before you begin, this is a very interesting concept that you represent: a corporate being with a day care center. Will you tell us about some of your experiences with the day care center operation? It is with Campbell Soup, isn't it?

MR. WILLIS: Yes, sir. I will be pleased to do that. I should tell you that I am not the day care expert. When the invitation came, our expert couldn't shake loose, but she has educated me an awful lot.

ASSEMBLYMAN OTLOWSKI: Let's hear some of the practical things that you have experienced.

MR. WILLIS: Okay, fine. Let me tell you about it. You might be interested in our background with day care as well. We have been involved with day care, in one way or another, for more than 15 years. This involvement began in Camden, where we provided financial assistance towards the construction, expansion, and operation of some 11 day care centers, including the first bilingual day care center in the city. We bought the building and presented it to the day care people.

While those centers are now pretty much provided for by State and local assistance, we continue to provide some assistance, including food assistance, where that is requested. We also do that in other areas in which we operate, both through United Way and through the donations of what we refer to as finished product. To us, that means food.

More recently, we have supported day care efforts in Ohio for the children of migrant farm workers. First we identified the need there, and then we went out and looked for somebody who could help us

meet it. We settled on some community action commissions which already had nine-month Head Start programs. Of course, migrants are coming through during the summer, so at our request, and with our financial support, these commissions obtained a 12-month license and, in three locations in Ohio, have provided day care opportunities for migrant children during the summer.

I recognize that your interest does, in fact, center on our experience as a company with a corporate day care center, and so I will speak a little about how that came to be at our general office in Camden.

The facility grew out of an idea, proposed by two women to Campbell's President, Gordon McGovern, during an informal session which he has periodically with groups of employees. A broad-based committee was established under the leadership of an individual named Carol Richie, who is our Personnel Services Manager. The committee's function was to look at the feasibility of this, and if they determined it was feasible, to come up with a plan.

This was a broad ranging committee, consisting of men and women from purchasing, legal, secretarial, financial planning, engineering, home ec, and research. The investigation took about a year and it included some employee surveys. It included going to day care specialists, such as KinderCare, visiting nearby centers, checking legal requirements, and talking about corporate centers.

In September, 1982, a plan was presented to the President. His words were, "Let's get moving. Let's get it done by January, 1983," and we did it.

What we did was, Campbell has, across the street from its general office, a large building which it had been using previously for the marketing distribution operations of the corporation, and a portion of that was turned into a center, with 6,000 square feet of actual center, another 4,000 square feet of indoor activity area, and 4,500 square foot outdoor playground. It was built to meet the standards for 100 children, aged two through six.

This year it was necessary to initiate an expansion project, which raised the capacity of that center to 115 children. The day care



center is, in fact, designed to function as a learning center, and not simply as a baby-sitting service.

If you go through my statement, you will see I had the help of some engineers. We describe, in great length, the six different classrooms. I took out the part about what was on the walls, and all those other things. But, there are some nice things there; if you come down we hope you will come to see us. One of the things my wife found appealing, when we toured the facility, was the little isolation room for nursing mothers. This is something that obviously took someone, other than an engineer -- with all deference to engineers -- to think of; it took the suggestion of people with experience.

Now, initially KinderCare operated the center on a cost plus fixed-fee basis; they leased the building from us for \$1.00 a year.

ASSEMBLYMAN OTLOWSKI: Was that a separate corporation?

MR. WILLIS: Oh, yes, pardon me. KinderCare, I guess--

ASSEMBLYMAN OTLOWSKI: (interrupting) Is that a legally separate corporation?

MR. WILLIS: KinderCare, I believe, is the largest -- correct me if I am wrong -- day care provider in the United States. It runs a whole lot of them. I notice a lot of KinderCare centers as I drive around. I don't get a commission for this, but I think I am right. We feel we are quite good at making food; we don't know a lot about running day care centers.

ASSEMBLYMAN OTLOWSKI: Did the company put up the facility? Is it a company building?

MR. WILLIS: It is a company building. The company remodeled it. KinderCare came in and paid us \$1.00 a year. That was the initial contract.

ASSEMBLYMAN OTLOWSKI: They then operated it?

MR. WILLIS: They operated it. We picked up the overhead. Now, the current contract--

ASSEMBLYMAN OTLOWSKI: (interrupting) So, all the capital expenditures were picked up by Campbell?

MR. WILLIS: That is correct.

ASSEMBLYMAN OTLOWSKI: Now how about the operating expenses? How do you meet the operating expenses?

MR. WILLIS: The way that happens now is, a tuition level is agreed on, as to what it will cost for each child in the day care center.

ASSEMBLYMAN OTLOWSKI: Is there a different level of cost for each child?

MR. WILLIS: Well, there are different costs, based upon age. This gets a little complicated. There is, in fact--

ASSEMBLYMAN OTLOWSKI: (interrupting) I don't want to hear the complicated side of it.

MR. WILLIS: Well, no. It costs more to take care of a baby than it does to take care of a four-year-old, for obvious reasons. You have holding, diapering, and all those nifty things.

ASSEMBLYMAN OTLOWSKI: I want to get to the core here -- wait. The capital expenditure is done by the company?

MR. WILLIS: That's correct.

ASSEMBLYMAN OTLOWSKI: The operating is shared by the company and the mother?

MR. WILLIS: That is, in fact, the net result. What happens is, there is a tuition price set, and the company subsidizes that tuition. The operators then have the responsibility of taking care of the overhead; that comes out of their profits.

ASSEMBLYMAN OTLOWSKI: Then there is a different scale, of course, depending upon the age of the child, right?

MR. WILLIS: There is, in fact; yes, sir.

ASSEMBLYMAN OTLOWSKI: Okay.

ASSEMBLYMAN CUPROWSKI: Mr. Chairman, while we are on that subject, may I ask a question, because it may be beneficial for other corporate entities who might be interested in a similar setup. Are there tax advantages for the corporation that sets this up?

MR. WILLIS: I don't think there are significant advantages. What you end up with is-- You know, you will have a business deduction, but a business deduction just means that you are--

ASSEMBLYMAN CUPROWSKI: (interrupting) I assume you lease it back. Is there a lease-back setup here?

MR. WILLIS: I know of no nifty little tax scheme that you can play with.

ASSEMBLYMAN CUPROWSKI: I am not criticizing it. I just want to advertise it if there is one.

MR. WILLIS: I understand. I know of no way; in fact, that would probably even be a little difficult since we do, in fact, use other portions of that building for, for example, our fitness center, which is adjacent to it, and our computer people are in there.

ASSEMBLYMAN OTLOWSKI: I think what we are trying to find out here is— This is a very interesting concept and, as a matter of fact, as testimony revealed here today, I think we are dealing with a very big problem, the working mother. As a matter of fact, your company should be commended. I think what we want to do here is to find out the simple apparatus by which it works.

As the Assemblyman just pointed out, it could be held up as a model for other corporations to follow.

MR. WILLIS: I appreciate that. I guess, like everybody else, we can say our situation is unique. We, in fact, had space which could be remodeled. It may well be that other folks would not be in that same kind of a situation; we were, and that is the use we made of the space.

ASSEMBLYMAN OTLOWSKI: Off the top of your head, how many children are in the program?

MR. WILLIS: Off the top of my head, it is now 115; that is after 21 months. There is a waiting list, despite the fact that the capacity is greater. My understanding is that the waiting list is due to the number of infants on it.

ASSEMBLYMAN OTLOWSKI: How big is the waiting list?

MR. WILLIS: I understand it is not huge. I can't tell you how big it is though. I should tell you that while it is in our building, we do, in fact, share the day care center with several other employers in Camden. There is an organization called the Greater Camden Movement, which is made up of a number of private-sector employers who are concerned about the betterment of the community. Employees of such firms as RCA and Cooper Hospital also use the center.

ASSEMBLYMAN OTLOWSKI: How does the mother get her child to your center?

MR. WILLIS: She takes him or her there.

ASSEMBLYMAN OTLOWSKI: When she comes to work?

MR. WILLIS: Yes. I should say it is not always the mother. You know, sometimes it is the father. The father may be working at Campbell and the mother may be working in Philadelphia.

ASSEMBLYMAN OTLOWSKI: But, one or the other parent brings the child?

MR. WILLIS: The parent brings the child. In fact, the parent sometimes even walks over there for lunch.

ASSEMBLYMAN OTLOWSKI: Do they pick up the child when they finish working?

MR. WILLIS: Yes, sir.

ASSEMBLYWOMAN WALKER: I just have one question, if I may. Have you done any before and after studies, in terms of absenteeism on the part of the parents who work for you and have their children in the day care center?

MR. WILLIS: I think the feeling now, Assemblywoman Walker, is that we are too new to really do much that is longitudinal. We have some impressions within the company.

ASSEMBLYWOMAN WALKER: Would you share them with us?

MR. WILLIS: Sure. One impression is that this has helped us to attract some folks who otherwise might go elsewhere. You know, we are in a competitive business and we have picked up some good people.

Another is an impression that it has, in fact, reduced absenteeism.

ASSEMBLYMAN OTLOWSKI: It has?

MR. WILLIS: Yes, sir. Of course, you have individual cases where that would obviously be true. Before one speaks of something, I guess one really ought to have all the data in front of him. I don't know that we have really developed that kind of data.

You know, we are still learning. There is a pretty steep learning curve on this thing. You know, you run into new kinds of questions as you go along, as I guess you would expect to. That is not a process we are uncomfortable with, but it is still a process that is out there. In our experience it is still a rather unusual phenomenon in the United States, so we feel a little like pioneers because we are not able to follow a whole lot of footsteps when doing this.

ASSEMBLYMAN OTLOWSKI: How long have you been in business with this operation?

MR. WILLIS: It has actually been in place and operating for 21 months.

ASSEMBLYMAN OTLOWSKI: Frankly, again, I just want to commend you and your company. I think it is a wonderful concept, and I certainly hope it is a beginning for many, many corporate structures. I think, as Assemblywoman Walker brought out when she posed her question, it should play a very important role in absenteeism.

Is the company enthusiastic about this program?

MR. WILLIS: Yes, sir.

ASSEMBLYMAN OTLOWSKI: They are? Great.

Mr. Willis, unless there are other questions--

ASSEMBLYWOMAN WALKER: (interrupting) I would just like to extend my thanks to you, Mr. Willis, for coming here today. We have spoken personally about this, and I am really glad you brought it to our attention.

Before it gets lost, you made one comment, and I don't think it really caught on the way it should have. I just want to reiterate what you said. The parents can come over -- and, indeed, they do -- during their lunch hour to be with their children. I think that is an important consideration also. Thank you.

MR. WILLIS: Thank you very much.

ASSEMBLYMAN OTLOWSKI: Is that a fact, can the parent come into the day care center during the lunch period?

MR. WILLIS: Oh, yes, sir.

ASSEMBLYMAN OTLOWSKI: So, evidently, it is almost conducted on a personal and intimate basis?

MR. WILLIS: Well, as much as an operation such as that can be; but, of course, you always have ongoing kinds of needs. You know, sometimes I go to my childrens' school, especially on Friday, and eat pizza with them. That is also there in the day care center, sir.

ASSEMBLYMAN OTLOWSKI: Thank you very, very much.

May we now hear from Mr. David J. Harris? Mr. Harris, do you want to give us your name and the name of the organization you represent?



DAVID J. HARRIS: I am David J. Harris. I represent the Greater New Brunswick Day Care Council, New Brunswick, New Jersey. I am the founder and present administrator.

ASSEMBLYMAN OTLOWSKI: You don't have a written statement, do you?

MR. HARRIS: Not at this time, Mr. Chairman.

ASSEMBLYMAN OTLOWSKI: Great.

MR. HARRIS: I will be very brief. Obviously, I would like to say something good about you, since we are both from Middlesex County, and you have a long, distinguished record of public service.

ASSEMBLYMAN OTLOWSKI: Would you save that for November, 1985? (laughter)

MR. HARRIS: I will come over to Perth Amboy and say that.

ASSEMBLYMAN OTLOWSKI: Thank you very much.

MR. HARRIS: Okay. I have great concern, Mr. Chairman, about the rush to judgment, and the pressure to do something about child care, without having a good and thorough understanding of what is happening already.

Increasing inspections, additional staff training, parent boards, and an ombudsman, are, in a sense, placed in the general category -- at least as far as I am concerned -- of the "quick fix." What we do not need in New Jersey at this time is a quick fix. We need to back up and look at what is happening. Parents do not need to be told by a local board that they may come to any center where there are children involved. The State can simply, through the media, put the information in the hands of parents, and make it very clear that in any facility in the State of New Jersey their rights are absolute. They can visit them anytime, without calling or anything else. We don't need a board to do that.

Inspections every year? Well, they come and they take a look at my fence and they say, "Harris, you need a gate on your fence." I say, "Okay, sir. We had a gate on it last night, but the kids like to hide the gate in the neighborhood; it is a playground." The answer is, "Well, you have to have a gate."

I say, "Can I tell you what we do? We have a person, when our children are in the playground, who stands by the gate. This person is a human gate: no one comes in and no one goes out." The answer is, "You need a gate."

So, should I deal with the gate issue every year? No. We need to face these problems in a manner that will tell us that, as a result of having annual inspections, we can prevent "x" and "y" from happening in child care centers. That is the issue.

An ombudsman will do the "x," "y," and "z" things that are not happening right now. Having parent boards will do the things that are not happening now. So, the quick fix and the rush to judgment are exceedingly troublesome for me.

What do we need in child care? We need a more effective system of working with the children, who are children of teenage mothers, women who, from the onset of pregnancy, were between the ages of 11 and 18 years. If we study the literature, we know that these kids, in some cases, have developmental problems. They get services. The services are mandated at age three. But, prior to the time they are enrolled in child care, we need additional support.

The gentleman from Campbell's Soup told us that it takes more money to take care of an infant than it does a 4-year-old. It doesn't necessarily follow that that is true. A 4-year-old child who is experiencing some difficulty might need almost a one-on-one relationship, as an infant does. So, we can't talk in such general terms.

Mr. Chairman, parents in New Jersey spend too little time looking for a quality child care program, and almost no time at all making sure the program meets their standards after the child is enrolled. The parents should come to the centers, unannounced, to see about their children.

You see, one of the problems with government is, in seeking a solution to a problem, we always look for more government, instead of saying, "Can we seek a means to strengthen the hands of parents and families so they can do the job they are committed to do?" We need to tell parents that a license from the State of New Jersey, placed on the

door of a day care center, does not guarantee you anything, except that the physical facility is in place, there is a head teacher, etc. It does not speak to the quality of what we offer the children.

There are some other gaping holes in the programs in the State, ladies and gentlemen. We have accepted, and we continue to accept -- and this issue has never been raised -- the fact that children are being barred from day care centers, basically because they cannot control their waste. We accept this. So, the family is at home beating up on "Susie," because Susie is not toilet trained. She cannot go to the center, and the parents can't go to work until the child is toilet trained. It seems to me that with one stroke of the pen, we could relieve a lot of suffering on the part of children and parents, if we make this a discrimination issue. Children may not be discriminated against because of their ability, or lack of same, to control their waste. It is absolutely ridiculous that we accept this. We go around and say that this is not one of the things day care centers should do.

We also have to make sure that these centers which are getting Federal and State money are open a minimum of 10 hours a day. It is absolutely ridiculous to think we are servicing the needs of parents whom we want to go out to work, when the centers are not open during the hours they need them to be open. Also, the discriminatory policies against children who cannot control their waste need to be addressed.

ASSEMBLYWOMAN WALKER: Before you go on, I just want to know how that came about. I know about that. How did it come about that children who are not toilet trained could not be accepted? Do you know?

MR. HARRIS: That goes back to the early days of nursery schools, when the children were just exposed, for a couple of hours a day, to a program, in preparation for kindergarten. This is not the result of historical research, but this is what I imagine happened.

But, it certainly is with us, Assemblywoman Walker. It is with us today. Kids are removed from programs for that reason: "Well, you told us she was trained; she isn't; therefore, she is out."

So, without the crisis, Mr. Chairman, without the incidents we have seen in the Bronx, in California, and in other places, we would not be here raising the issue of what the substantive issues are surrounding child care, and that is troublesome.

It seems to me we have to ask the question, "What do we do with the children, even though the place is safe, when they are not being sexually abused, and my fence is fixed? What do you do from 6:00 A.M. to 6:00 P.M., Harris?" That is really the issue. It seems to me that we are not facing that.

I have just a couple of more points, Mr. Chairman.

ASSEMBLYMAN OTLOWSKI: You are doing well.

MR. HARRIS: I think, again, we need to provide funds for the public schools, so that they can extend their hours and take care of children until 6:00 P.M., because part of what they do is a custodial role. In addition to education, they do have a custodial function.

When they had the Wednesday afternoon program in Princeton, they had a big howl from the parents. It was a professional afternoon for all teachers, and the kids stayed home on Wednesday afternoons — or whenever it was. You know, the parents had to get out to play bridge and other things, and they expected the schools to take care of their children. At some level, that expectation exists throughout the State. It is very clear that kids are taking care of themselves in the afternoon, and, in many cases, in the morning also.

The day care centers' staffs do not need additional tasks.

ASSEMBLYMAN OTLOWSKI: They do not need additional what, David?

MR. HARRIS: Tasks. You know we have legislated additional tasks. We have said, "Now let everybody have a community board." Well, someone has to do that without having the funds provided so they can do it. It is like giving consumer education to a person who is receiving \$273 a month from welfare. Their problem is, they don't have enough money.

In the centers, if we had sufficient support, we could cut the child/staff ratio so that we could provide a much more effective service.

There is a rush to fingerprint children. I saw this morning, in the Star-Ledger, that Assemblywoman Walker was endorsing fingerprinting, and endorsing some of these other items. She said: "Well, that's okay, but we need to get to the substance." I see no substance in terms of what is being offered, in a respectful sense, Assemblywoman, in terms of the four issues I have—

ASSEMBLYWOMAN WALKER: You don't think community involvement is good?

MR. HARRIS: Oh, so is apple pie and all that; that's great. But, in terms of community involvement, that is one of the catch phrases which goes back to the '60s: "We want to involve the parents in the education of their children." Are you then arguing that it is not happening now; therefore, kids are being abused? Is that what your position is?

ASSEMBLYWOMAN WALKER: No, I am saying there are community boards that are operating, and there are centers that don't have community boards.

MR. HARRIS: Okay, but you have isolated that issue. Is this as a result of an independent study which says that in cases where there are community boards in effect, there is no abuse in those centers?

ASSEMBLYWOMAN WALKER: This conclusion was as a result of many meetings with the Department of Human Services, specifically Tom Blatner, who is the Director of the Division of Youth and Family Services. He came with a very strong recommendation -- and I agree with him -- based on his vast experience. Probably no one in the State has more day care experience than Tom Blatner does.

MR. HARRIS: Well, I will stand up and say that I have more day care experience than Tom Blatner does. I started the Greater New Brunswick Day Care Council in 1970, which was 14 years ago. Tom Blatner was probably at Princeton at that time.

ASSEMBLYMAN OTLOWSKI: Excuse me. David, we are not going to get into a debate here.

MR. HARRIS: Okay.

ASSEMBLYMAN OTLOWSKI: Please, David, let's just stay with the testimony. Okay? Thank you.

MR. HARRIS: Yes, sir. May I respond to her question?

ASSEMBLYMAN OTLOWSKI: I don't want this to get into a debate between a member of the Committee and a person who is testifying.

David, frankly, I think you have made your position very clear. I think what the Assemblywoman is saying is that she is basing her opinion — and it could very well be changed — on what she heard from the Director. I think it would be unwise to belabor that point.

MR. HARRIS: Okay, then I will not.

We heard something earlier, Mr. Chairman, on infectious diseases. The national expert on infectious diseases is Dr. Susan Aaronson, from Philadelphia, and I would urge the Committee to have Dr. Aaronson come in, because she will tell you about infectious diseases in child care centers. She is very enlightening.

On the training issue, Mr. Chairman, the training that is offered right now is offered during the day, and most centers are so pressured, in terms of having sufficient staff to do a minimal level job, that training services must be available in the evenings and on weekends.

ASSEMBLYMAN OTLOWSKI: David, I just want to say this: I think you have made some excellent observations.

MR. HARRIS: They are just based on my experience, Mr. Chairman.

ASSEMBLYMAN OTLOWSKI: As a matter of fact, I want to point out your long experience, which has been helpful to this Committee, and I want to keep it that way. I want to thank you for the contribution you have made to this Committee.

MR. HARRIS: May I make one final point, Mr. Chairman? I think there is another level of discrimination, and that is against infants. It is against children from birth to two 2 years of age. I think one of our great problems, in terms of long-term welfare assistance, is our inability to provide for the children of adolescents, within the first six weeks of their birth, in child care centers, after gaining the promise and support of the school district to accept the parent back for continued education. We have to remove this barrier from centers that are receiving State money. I would take



a very heavy-handed position on that, Mr. Chairman, if I were in charge of the situation, and I would mandate that these children must be taken into centers on a priority basis, provided that their parents return to school, and maintain acceptable standards and progress in terms of their school work.

The burgeoning welfare costs, just in New Brunswick -- one municipality alone, sir -- are \$500,000 a month, in a city that has fewer than 43,000 residents. The welfare payments, the AFDC payments for New Brunswick -- one municipality -- are over \$500,000 per month. It seems to me that there is a direct tie to the availability, or the lack of availability of child care service, and the increasing number of children of adolescents going onto the welfare rolls.

So, if they wait until two years of age, until the child is toilet trained, before they get him or her into a child care center, then they are in the welfare stride, embedded in the welfare system. They are not going to return to school after a two-year hiatus.

So, Mr. Chairman, I appreciate this opportunity. I wish you long and continued good luck as a public servant.

ASSEMBLYMAN OTLOWSKI: Thank you very much. I would like to repeat, David, that the observations you have made are very important, I am positive, to this Committee. Thank you very, very much.

May we now hear from Ciro Scalera, please?

**CIRO A. SCALERA:** My name is Ciro Scalera and I am the Executive Director of the Association for Children of New Jersey. It is a pleasure to be here. I have submitted a statement to the Committee. It is rather comprehensive. It is about seven pages long, and I do not plan to go into the text of that statement. I just want to briefly highlight the statement for the Committee.

ASSEMBLYMAN OTLOWSKI: As a matter of fact, I would abort the reading of the seven pages.

MR. SCALERA: Oh, I know. I do not plan to read it, Assemblyman. Having been before this Committee on a number of occasions, I am aware of that.

I do want to make a few comments in terms of some of the statements that have already been made. First, we support the

Childrens' Trust Fund -- A-393 -- and we have testified before you on that; we would like to see A-393 made law. Assemblyman Cuprowski was at the hearing in Passaic County on that bill, and we would like to see that legislation moved.

Second, we have briefly reviewed the position of the Department, and their request. While we haven't thoroughly reviewed it, it does appear to be heading in a positive direction, in terms of producing more day care slots and increasing the availability of slots for low-income families. We would support the approach they have recommended.

Third, I would like to comment on this "quick-fix" issue because I guess, in a sense, I disagree with the person who immediately preceded me. I don't think the purpose of these hearings -- the hearing two weeks ago on child abuse, or the hearing today -- is to bring about a quick fix. We applaud the fact that this Committee is looking, in a comprehensive way, at not just what this Committee or the Legislature can do to protect children in day care centers, but also what it can begin to do, from a positive-policy point of view, to equalize the demand with what is available to families.

So, I don't think this arena is one in which we are going to see quick kinds of solutions. Certainly, in our recommendations we are proposing things which may not get off the ground for some time to come, either because these proposals will be difficult to develop administratively, or because they may be financially costly. However, I think it is important that, as a result of a lot of media attention, this Committee and others have begun to look at some of the big issues facing our children today. So, we support this effort, and we are confident that what will emerge will be a balanced, public-policy approach which will aid the children of our State.

We make eight recommendations on this:

The first one deals with the issue of providing extended day care programs -- before and after school -- for children whose parents work. You have heard a little bit about that. We have set down some comments regarding why we support that approach.

Our second recommendation deals with establishing some type of system for registering family day care homes. We would tend to agree with the Commissioner: This issue should go before the Advisory Council which is being established, in order to have them look at it in a more in-depth way. We are presently one of five states that does nothing in this area, and we should look at this issue.

Our third recommendation is that we should make quality, affordable child care available by exploring various ideas. One idea might be to provide income tax credits in order to offset the cost of child care. There should also be some incentives to encourage the corporate sector. We heard the gentleman from Campbell Soup speak. I think there may be some other things we could do in order to increase corporate incentives. Finally, there should be a county-based information and referral system for child care providers. The Commissioner touched on this in his comments.

Our fourth recommendation is that we should explore the possibility of expanding Head Start to include children who are not presently served by the program, or possibly even include children at an earlier age. Again, this would be a very far-reaching program for our State, but one which we feel should be explored.

Our fifth recommendation is to provide financial and professional incentives to attract and keep high-quality child care workers. Child care workers are some of the lowest paid workers; yet, they are expected to provide very high quality care. Again, that point was made in earlier testimony.

Six, we do — and, again, on this point I would disagree a little bit with one of the witnesses — believe that the State should mandate strong parental involvement in child care centers, and in family day care homes. We may not necessarily go so far as to say there should absolutely be some type of a Board, or other similar form of involvement; but, we do feel that, either administratively or legislatively, the State should require some parental involvement in these two areas. And that, to a certain degree, supports Assemblywoman Walker's direction in this area.

Seven, we support -- again this is another matter -- an increase in the number of DYFS workers presently assigned to monitor child care centers. There is no doubt in our minds that more staff is needed to do the licensing and institutional abuse investigations in these areas, and we would support those recommendations.

ASSEMBLYMAN OTLOWSKI: Excuse me. How many children do you think would be eligible for a Head Start program in New Jersey if one were made available?

MR. SCALERA: Well, I know that right now--

ASSEMBLYMAN OTLOWSKI: (interrupting) Off the top of your head.

MR. SCALERA: Okay. Right now, there are probably about 10,000 children enrolled in Head Start. You see, it only covers them at age 4 -- during the age of 4. We know that in New Jersey today, living in poverty, there are approximately 300,000 children. To expand the Head Start Program would almost depend upon how broad a role the State would want to play in terms of who it would cover; the numbers would then increase, or raise, to that point.

But, in terms of the number of children living in poverty, there are about 300,000. It would be a much smaller number for those under the age of 5. We really have not gone into any detail on the actual numbers of children; that is why we are recommending this be explored.

I know other people, later in their testimony, may say they have done some work on actually identifying a number. But, I certainly think that it could at least be doubled, and probably even tripled. We have about 9,000 now; it probably could go up to 30,000 or 40,000 if you begin to look to expand the program into other areas.

This is one of the few programs -- and this has been demonstrated through research and through hard facts -- that works. A study recently came out which documented this. We feel that if it works and if it provides a benefit to a certain number of 4-year-olds in our State, particularly in low-income areas, let's expand it for the 4-year-olds and consider doing it for 3-year-olds.

Our final point deals with developing and implementing a thorough reference checking system for hiring child care workers. We have set out, in detail, a balanced approach that we feel should be implemented in that area.

I am willing to answer any questions that the Committee may have.

ASSEMBLYMAN OTLOWSKI: Thank you very, very much. I think this has been very comprehensive and it speaks for itself. It is going to be made part of the record. Thank you very much.

MR. SCALERA: Certainly.

ASSEMBLYMAN OTLOWSKI: May we hear from R. Alexandra Larson, from the Governor's Committee? Is she here? (affirmative response)

Alexandra, do you want to tell us who you are and who you represent?

R. ALEXANDRA LARSON: Yes, I am Alexandra Larson, Director of the Governor's Committee on Children's Services Planning.

ASSEMBLYMAN OTLOWSKI: This is the Governor's Committee on Children's Services Planning?

MS. LARSON: Yes, it is.

ASSEMBLYMAN OTLOWSKI: Do you have a written statement?

MS. LARSON: Yes, I do.

ASSEMBLYMAN OTLOWSKI: May we have it?

(At which time Ms. Larson gives copies of written statement to Committee aide)

All right, Alexandra, you are on.

MS. LARSON: Okay. The Committee was established about a year ago to provide an overview on the needs of children and to choose priorities in terms of future actions.

In light of the pressing need for child care, that was one of the actual priorities chosen. I would like to give you a brief overview of what you have before you, which represents the findings of the committee.

One of the major issues -- and I think you heard this previously this morning -- is that there is an unmet need in terms of child care services, and that need is a growing need. Although New

Jersey has made very, very strong efforts over the past 10 years to create new child care services, the need has greatly outstripped whatever kinds of actions have taken place.

What is well tied into that is our growing population of children who have very particular needs: The mentally-retarded child, the child with emotional problems, and the child who is handicapped. We are now trying to keep those children at home. However, respite care services, which is another form of child care, has not been readily available to help parents who need time away so as to be able to manage the child at home.

If you live with someone who has these kinds of problems, you realize that the burdens are enormous, particularly for the parent with a young child who has many needs. If we had more of these kinds of services, then more of these types of children might be able to be kept at home in the future.

One of the issues we also looked at was the population of school children, children we call "latchkey children." These are children who come home after school to an empty house. There are estimates that as many as one-quarter of a million of New Jersey's children are coming home after school to empty houses. They are left totally unsupervised, and they often get into mischief, and cause all types of trouble for themselves and for their parents. No one is quite sure yet what the long-term impact of that is going to be, in terms of leaving large groups of kids alone, without proper supervision and, at the same time, without proper nurturing.

One of the issues we looked at very closely was to try to assess the needs of child care. We are a planning group. One of the problems we encountered was that there wasn't too much good information to go on. There has been no comprehensive needs assessment done which would show us who the kids in need of child care are, what their age groups are, where, geographically, they are located, or the income levels of their parents. Nobody is quite sure about this. As a result, one of the major actions we are recommending to the Governor is that there be a clear, comprehensive needs assessment done within the next year.

I believe this can be done through the new Child Care Council, which I believe other people have addressed in earlier testimony. The Council is being appointed shortly, and that is one of the tasks it can begin with; it can begin the process of mapping out needs, as well as mapping out a comprehensive plan.

Another issue we looked at, and one which I believe Commissioner Albanese also touched on this morning, is the need to have a clearing house and an information system. Right now, when parents need information, they have nowhere to go in order to check and find out what is available in their county, and at what cost. By the same token, there are corporations that are interested in taking a more active role in child care; yet, they don't have places to readily turn to for technical assistance in order to create a child care center.

A third issue -- and, again, I think this sort of rehashes some of the things you already heard this morning, in part, and I will be very brief when speaking about it -- is the issue of providing employers with some type of incentive to create child care programs. There are a number of pieces of legislation that have been floating around over the past year, or year and one-half, but solid action has not been taken yet to move this legislation so that we can provide employers with a package which will make it more attractive for them to offer child care services.

I would be happy to answer any questions you may have.

ASSEMBLYMAN OTLOWSKI: Thank you very, very much. Your testimony is comprehensive enough, and the staff will go over your written submitted testimony. Thank you.

May we hear from Dell Raudelunas, please? Do you have written testimony?

DELL RAUDELUNAS: Yes, I do.

ASSEMBLYMAN OTLOWSKI: Is it on the desk? (affirmative response) Oh, here it is. Proceed, please.

MS. RAUDELUNAS: Chairman Otlowski, members of the Committee, I thank you for the opportunity to be here today. I am Dell Raudelunas. I am Chairman of the State Human Services Advisory Council, recently appointed by Commissioner Albanese, and I am here to



offer you the support of that Council in dealing with child care issues.

The Council consists of more than 60 representatives from the human service arena who are highly skilled. Many of those human service providers have a long history of involvement with the child care system in New Jersey. In the early '70s, when New Jersey realized it was losing approximately \$40 million by not drawing down its Federal share of Title 20 dollars available to serve children, the State took a leadership role, along with a coalition of other child care and human service providers who worked together to get the community matching dollars in order to begin the process that eventually encumbered the Federal portion.

I think it is important to understand that the child care system we have now in the State is one that we can be proud of. It is broad in scope; it includes Head Start; private/nonprofit centers; for-profit centers; State-operated centers; employee-operated centers; family day care centers, and so on. Our child care industry, as a whole, has had a positive influence on our children, and we should recognize their achievement, their caring, and their compassion.

But, not many of us, as we built those systems in the past 10 years, could have projected just how dramatic, nor just how much impact the changing demographics, the changing social values, and the changing economy would have on today's family.

We have heard statistics this morning on the alarming increase in child abuse, but a recent study, issued last week by Family Service America is even more frightening. One specific area -- the one that brings us here today -- indicates that family violence will continue to grow at an alarming rate. That fact has many implications, and one of the most significant is the impact it is going to have on our children. Most child abuse occurs in the home. It is the responsibility of all of us to see that our children are cared for. They should not be responded to only during a crisis situation, even though that is important. We have to work together to expand the systems we currently have, and that should be done through professionalism, through funding, and through opportunities.

We have heard other statistics on the working mother. Fifty-two percent of all children under 6 years of age have working mothers, and 26 million families in America have both parents working. So, we all know the need is there.

One area we are specifically concerned about is quantity. We are asking the State to take a leadership role in bringing together the total community. I suggest to you that child care is not just the State's business, but it is the business of the entire community.

We need to look at new ways to deliver this through pilot programs, State initiatives, and all those factors that the special committees have been looking at.

We need to develop a comprehensive plan, and I think Commissioner Albanese-- You have already put some of this in place by way of legislation through your Child Care Advisory Council, and I urge you to get this group going because we are already late. We only need to look at the demographics to know that.

The other area I would like to address is quality. Child care is really not good for our children unless we can assure that they are well cared for. I think of child care as child development, and not just as a babysitting service. Children have a right to be safe, but they also have a right to know that they will have the opportunity to develop to their fullest potential. We have to be sure that identified deficiencies in the centers are handled swiftly, effectively, and with recognized authority, and there should be strong licensing procedures for all involved with child care.

I reemphasize an earlier comment: Child care is everybody's business, and it should bring together the total community. I would like to think the children we are nurturing today, hopefully with care and a sense of belonging and compassion, will treat all of us with those same values 20 years from now as they make decisions for us when we have become part of the growing population of senior citizens. Our children are our future, and I thank you for the opportunity to be here today.

ASSEMBLYMAN OTLOWSKI: Thank you very, very much.

May we hear from Mr. Samuel Addeo. It is good to see you. May we have your name and your position for the record, please?

**SAMUEL J. ADDEO:** My name is Sam Addeo. I am the City Manager of Asbury Park. I am also the father of 5-year-old Jonathan, and I have a prepared statement which I am not going to read so that we can get out of here quickly.

**ASSEMBLYMAN OTLOWSKI:** Good. Thank you.

**MR. ADDEO:** I am here today as both a local official and as a parent. I imagine there are many parents who have testified here today. I don't think there are many parents who have showed up to talk today who are not connected with some form of government. I know that you are trying to improve the quality of services provided by day care centers and other school settings for young children.

I am not here to indict the service providers, but I would like to remind the Committee that as parents there is a growing fear that something could happen to their children when they leave home, no matter how much care and effort the parents take to ensure that this doesn't happen, and regardless of their income, social status, or geographical location.

I assume that we, as a group -- we parents of young children -- might be viewed as over-reacting to some of the statements made in the press lately. I think you understand the revulsion we feel when we read or listen to some of these stories about the abuse of young children, especially in day care settings. This has a particularly chilling effect on all of us.

We ask ourselves over and over again, what can we do? What can anyone do to protect children once they are dropped off, once they leave our care? In many cases, they can be in your care. They can be in a shopping mall, they can be anywhere, and if you turn your head, that is it. This is a fear that is sweeping among parents.

Traditionally, the school room is viewed as a sheltered environment, a place where young children can go to learn how to interact with adults and with other children. I can just imagine what a horrible experience it is for those children, albeit even if it is a few compared to the overall population, that are abused by the people who are put there to protect them.

I personally believe many of the stories I read. There are many people who don't believe them. They believe there is media over-reaction to this issue. And, possibly the media is playing up the issue of child abuse more now than it had in previous years. However, I believe most of the stories.

I just can't imagine what experience a young child would draw upon to make up such heinous lies about adults. The question remains what can be done? What can we do? What can you do? And, I think the question is partially answered here today, simply by the fact that you are here.

I would just like to make some very brief recommendations. I believe the Legislature must put into the hands of law enforcement and social welfare agencies the tools necessary to deal with child abuse. You must, by example, and by legislative decree, ensure that all levels of government keep as a priority the safeguarding of our most precious resource, our children.

If, in fact, there were only 20 cases of child abuse in New Jersey, in my opinion dealing with those cases is far more important than some of the other things we spend hours and hours and months and months on: Making sure our highways are pleasant to drive on; making sure we license the janitors in the casinos in Atlantic City properly; making sure we license meat cutters, hair cutters, and everyone else in the State of New Jersey — boarding home operators. Now, I think that is very important, but I also think we should all feel outrage at even a single case of child abuse.

I feel that on the municipal level we should be given some tools. Quite frankly, I don't know what tools we should have. In Asbury Park, as you know, we have a very large population of single parents. They have to rely on day care centers. We also have a large number of families with two parents, both working. I believe that is the national norm; it is increasing nationwide.

I would ask that you, by legislative edict and by example, ensure that there is more cooperation between agencies, through the sharing of information in these types of cases. Far too often, on the municipal level, we don't share information. It is even more difficult

when we have to deal with State, county, and sometimes Federal agencies. There must be some way to get information regarding child abuse, and problems we are having in these settings, out to all the municipalities, or out to other agencies. I am suggesting that cases are possibly going unreported.

I would say that I concur with Commissioner Albanese's recommendation: We should have a list of known child abusers prepared and we should use that list in the screening process.

I also think we should -- as I said before -- license the workers in day care centers.

In conclusion, as a parent I can only sit helplessly and hope that you take some action, or that some of the other agencies take action to deal with this problem. It might be a neurosis, I don't know, but I do know that when I look at my son and when I look at my neighbor's children, I am very concerned -- as I think all parents are. Whatever we can do to ensure the quality of education and the quality of care in these day care centers is important. And, whatever we can do to try to prevent any further abuse of young children is vitally important. Thank you very much.

ASSEMBLYMAN OTLOWSKI: Assemblyman Cuprowski, do you have any questions?

ASSEMBLYMAN CUPROWSKI: No questions.

ASSEMBLYMAN OTLOWSKI: Jackie, do you have anything?

ASSEMBLYWOMAN WALKER: I just want to thank Mr. Addeo. I know he, like a lot of other people who testified here today, had to travel a long distance. I know from personal experience that it took you an hour and a half to get to Trenton in order to talk about something you feel very strongly about. You brought up another perspective, the parent, that we really needed to know about. Thank you for coming down.

MR. ADDEO: Thank you.

ASSEMBLYMAN OTLOWSKI: Thank you very much. May we have Edna Runnels, please? Oh, your name is Ranck. I am terribly sorry.

EDNA RUNNELS RANCK: That's all right.

ASSEMBLYMAN OTLOWSKI: I don't intend to call you any names. Edna, this is your written testimony, right?

MS. RANCK: Yes, it is.

ASSEMBLYMAN OTLOWSKI: Do you have eight copies there?

MS. RANCK: Yes, I do.

ASSEMBLYMAN OTLOWSKI: Do you want to tell us who you are and who you represent?

MS. RANCK: Yes. My name is Edna Ranck. I am a consultant in child care education and administration in Madison, and I am representing the Family Day Care Organization of New Jersey this morning. My experience has been in child care centers, and as a director of a coordinating child care agency in Morris County.

My testimony has three parts. One is a summary; one is something of a description of--

ASSEMBLYMAN OTLOWSKI: (interrupting) Edna, please don't read it; just summarize it. All right?

MS. RANCK: No, I'm not. It has to do with my main concerns regarding family day care.

One part of my testimony is a summary of a paper I presented at an International Congress on Women in the Netherlands, in April, on family day care. It has two parts: One is a program -- a local program -- sponsored by a county agency in Morris County, and also a State agency. It is not an agency, I'm sorry; it is an organization made up of sponsors of family day care.

I noticed earlier, when the Commissioner was testifying, that family day care came up in some detail, and that is the area I would like to focus on most closely.

In New Jersey we have licensing for centers, and only recently-- In fact, I think I testified before your Committee on the licensing of infant centers several years ago, and only recently did we add that. It is becoming increasingly important that we regulate all child care, for all children. At the present time in this State we do not have regulations for family day care, nor do we have it for after-school care -- two very fast-growing areas where regulations are very much needed.

Child care is a very broad and very complex service. It has to meet the needs of many families. As we bring in other parts of the

system -- the corporations and the communities -- we need to be aware that we are going to have to integrate a lot of this, and we are going to have to work very hard -- all together.

Family day care is the part of child care that offers child care in someone's private home. For that reason alone, it has to be looked at very carefully because it is very easy to advertise to care for children without credentials.

Those who favor regulation for family day care want to see registration for family day care providers mandatory under State regulation, but done so that it is economical and effective. This is, in part, in a couple of bills that are presently in this Committee. We are going to be working on this in some detail in order to try to modify it. Some things have happened, particularly in the last year. None of us who have been in child care would ever have been prepared for the publicity that we have received, and I think that as professionals we need to use it and make it a better world for children and families because these things are, in fact, all a part of us. We are all part of a family. Many of us are parents.

There are advantages to having registration for family day care. I believe that Ciro Scalera mentioned that only five states in this country don't have family day care regulation, and New Jersey happens to be one of the five. It is easy to remember. But the advantages of this-- Believe me, this is the kind of thing that needs to be reviewed, and then I will answer questions. But, I want to list for you the advantages to reevaluation that we have thrashed out over the years:

It provides a safety and health check on the provider and on the home environment.

It provides dependable and reliable care.

The gentleman from Campbell Soup talked about the possibility that absenteeism would be reduced. One of the reasons for this is, if the center is licensed and it is there, it is not going to close because someone says, "Oh, golly, I just don't really feel like doing it today."

We had calls at my agency, when I was Director, where parents said, "I took my child to the sitter and she said tomorrow is your last day; I am going to take a job in a factory." We say that if family day care providers are going to be part of the profession, they are going to have to be reliable and they are going to have to be dependable.

It provides effective care for infants, toddlers, after-school children, part-time children, and those who are not able to handle a large group.

Center care tends to be for the pre-school/kindergarten-aged group. We now have infant centers, although infants -- partly because of what Mr. Harris said about diapers -- are still in great need of child care. People are having babies like crazy. You only have to look at people around you to know that people are doing that. There are a lot of people having them. Family day care offers a home-like setting for that first time away from home. So, for many parents that is the kind of situation they want for their child.

Sponsored family day care programs belong to an agency who can refer to them, so when people call -- and there are coordinating agencies throughout the county and the State, despite the strange history New Jersey has regarding coordinating councils -- they can be found where they are convenient and appropriate.

If a parent runs into problems, this is when we begin to think about -- if something has gone wrong -- that parent having recourse. Parents are pretty good at parenting. But, parents don't have much experience at finding child care. We, as a culture, don't have much experience finding child care. I could give you my life's history and my family's history as to how child care works, historically. We don't really know. People who call up and ask, "Where can I put my child?" really need to have guidance; they need questions answered; and, they need assurance.

It also gives the provider some status. She becomes a part of a network -- and I say "she" because most providers are women due to the economic aspects, primarily. It is a second income. It is almost never a first.



There are some legal and ethical practices that need to be practiced when you are caring for someone else's child. You don't try to palm off your philosophy, or your theology, onto a three-year-old child.

The provider pays income tax, and makes purchases in the community, so she becomes a part of the business aspect of the community.

In short, it safeguards the lives of young children; it offers assurance to parents; and it protects the provider. Lawsuits are always possible, so insurance should be required. This offers the community the assurance that its children are going to be cared for. When a state regulates its child care, it is saying to the world: "We care about where our kids are and what is happening to them."

I could go on for hours and hours, but I will stop now.

ASSEMBLYMAN OTLOWSKI: Thank you very, very much, Edna; we appreciate it.

May I have Dr. John Radig, please?

ASSEMBLYWOMAN WALKER: I have just one quick question. Dr. Ranck, you have--

MS. RANCK: (interrupting) Ms. Ranck.

ASSEMBLYWOMAN WALKER: Ms. Ranck?

MS. RANCK: It is not doctor yet.

ASSEMBLYWOMAN WALKER: Oh, I saw Ed. D.

MS. RANCK: It is not that.

ASSEMBLYWOMAN WALKER: Is this child care organization sort of a professional organization?

MS. RANCK: Yes. The Family Day Care Organization of New Jersey is made up of sponsoring organizations throughout the counties, and at the present time there are contacts in 19 of the 21 counties for Family Day Care. At last count there were 14 formal Family Day Care sponsored organizations.

ASSEMBLYWOMAN WALKER: Do you have standards for Family Day Care, and, if so, could you share them with me?

MS. RANCK: Yes, we do. Commissioner Albanese mentioned that DYFS does have standards for the family day care providers that DYFS

uses. These are only applicable to those homes, and are not general. But, we do use them.

ASSEMBLYWOMAN WALKER: Would you please send them to the Committee?

ASSEMBLYMAN OTLOWSKI: Yes. Would you please mail those standards to the Committee and to the staff?

MS. RANCK: Yes.

ASSEMBLYMAN OTLOWSKI: Thank you.

We will now hear from Dr. John Radig. Doctor, may we have the name of the organization you represent?

DR. JOHN RADIG: Yes. My name is John Radig, and I work for the Educational Information Resource Center.

ASSEMBLYMAN OTLOWSKI: Who do you work for?

DR. RADIG: The Educational Information Resource Center.

ASSEMBLYMAN OTLOWSKI: Is this a private nonprofit organization?

DR. RADIG: In a sense. It is partially funded by the Legislature, sir.

ASSEMBLYWOMAN WALKER: The old EIC.

DR. RADIG: I am here today representing myself, as a staff member who has been involved in developing community programs for over 10 years in southern New Jersey and across the State, and also as someone who has listened to numerous phone calls from people seeking information on school-aged child care, trying to solve problems and actually spending a great deal of my time over the last year working with these individuals.

You have my comments. I won't read them, but I will just refer to them so I can keep myself straight.

ASSEMBLYMAN OTLOWSKI: Yes.

DR. RADIG: I think this might be instructive. No one has yet attempted to do this, and that is to briefly define school-aged child care as those programs which cover before and after school, and holidays and vacations -- school vacations when parents must work. What is important is that the school-aged child care program is always there. It is also important to note that school-aged child care is

different in the sense that it operates in a significantly different manner. Many of the programs of school-aged child care would be synonymous with those that are operated by scout troops, 4-H groups, child care centers, YMCA's, and YWCA's, except that they are there on a regular basis and both parents and children can depend on them.

Now, there are some problems related to school-aged child care. It may be instructive for you to consider them in the form I have put them into my material. Historically, child care has always been a problem of the poor. The last couple of recessions and the recent societal changes have led to the fact that the poor today still can't afford school-aged child care, and now, the middle class, forced into this need, can't find it.

From my own personal viewpoint, in dealing with policy-makers and people interested in starting school-aged child care, I think I can feel comfortable when saying there is a lack of consensus in the United States, and in New Jersey, certainly, regarding school-aged child care. Some believe it leads to a breakdown in the family; some believe it takes away from parents the responsibility to supervise their children; and others do not believe the numbers are sufficient enough to warrant anything, in terms of receiving the attention of the legislature.

Also, I think I can share with you that many policy-makers, on the local level, are at a period in their lives where they can't directly relate to the needs of the children who need school-aged child care -- the children and their parents.

Another aspect I would like to share with you is to suggest that school-aged child care doesn't easily fit into a state bureaucracy, not only in New Jersey but into most states. Thus, it makes a very unwieldy fit into the framework of child care, education, and recreation. And, I would suggest to you that because it doesn't fit, it becomes a subject of politics -- with a small "p" -- between various departments, in terms of who wants control and who is responsible. Some departments philosophically believe that school-aged child care doesn't belong in with their responsibilities; yet, others may feel it does. And, the public may have differences with both philosophies.

I will skip the points on the needs for school-aged child care.

ASSEMBLYMAN OTLOWSKI: Excuse me. One of the things you are recommending is the fact that this should be a part of the school system, by local option. How would that work?

DR. RADIG: I think there are some very special cases for the public schools to be involved in. I think that whether or not they are a sponsor of a program or a cooperating agent with other community agencies, this should definitely be at the local involvement level, in terms of who makes decisions.

I think that schools are right where the children are; they are public; and, what has happened in New Jersey in the last couple of years is, you have many school-aged child care programs evolving naturally right now. One of the biggest issues is that many of these programs do not meet the needs of low-income children and low-income families. So, what we have, essentially, is a gentrification of school-aged child care.

I think there are some very positive things schools can derive from association with school-aged child care: One is, parental support from single-parent families and from families where both parents work. It is through this kind of a situation that schools can get their support.

Secondly, I think it is interesting to note that private schools, which are in competition with public schools, have evolved into school-aged child care very rapidly, and some parents have pulled their children from the public school enterprise in order to place them into private education, specifically because they can be assured their children will be safe. I think the public schools can benefit by offering this same kind of a response to the community need. They should also offer school-aged child care.

ASSEMBLYMAN OTLOWSKI: Is it working in any public school in the country, do you know?

DR. RADIG: School aged child care programs that are school-sponsored or built cooperatively between schools, community agencies, and organizations are, I would say, working successfully in

every county in the State of New Jersey today. I think you have some various different models, and one of the things that I think should be of concern to the Legislature would be to build in legislation and support for school-aged child care, based upon the existing models. Again, that brings about concern for low- and moderate-income children.

I think it is important to realize there are a great many discrepancies in terms of how schools address school-aged child care. Some have embraced it and said, "Okay, we will sponsor it." Others have said to a community, "Okay, you can have a school-aged child care program, but you must incorporate, you must have insurance, and you must pay our custodian; you can't use any of our supplies in any way, shape, or form. You must pay rent, and then if we approve everything, we will allow you to have it."

Other school districts have said the schools are not into the child care business, or the baby-sitting business, period. So, this is important. As policy-makers, you know there is a great diversity in terms of how local policy-makers have approached this issue.

One point I would make is, I think where we find schools working cooperatively with agencies, or schools sponsoring school-aged child care, we can significantly reduce the cost to parents for the cost of that care.

I cited one example, where a group in that middle category had to go through incorporation, etc. They went over \$2,000 into debt prior to ever opening the door. That debt has now been transferred to the tuition the children pay.

I also think, as legislators, we have an opportunity, since school-aged child care doesn't necessarily fit within the forms of bureaucracy in this State, to increase cooperation, communication, and planning between various local agencies; and I would hope that any legislative efforts that come forth would succinctly try to ensure that cooperation takes place first, and State moneys only support the difference between what that cooperation can produce. It is producing a great deal of support presently in many communities in the State of New Jersey.

There are a couple of other issues I would like to share with you. I think the legislation should include appropriate certification for administrative staff, etc. I think I would be concerned about the "Y's," the CYO's, church groups, the Girl Scouts, the Boy Scouts, etc., some of which are operating right here in Trenton. They are offering programs in schools, or in conjunction with schools, that meet their certification requirements, but that do not necessarily meet the Department of Education certification requirements. Perhaps the State might suggest some competency standards, and then leave it to local discretion at that point.

I guess I could conclude by saying that from the many people I have had telephone discussions with over the last year, they are very, very appreciative of the attention now given by the Legislature and the various leaders in school-aged child care. A year ago, we never would have thought that someone would be here to even talk about the subject. This kind of attention — and we know of the attention you are giving to it — will bring us forward in terms of being able to work more cooperatively with you regarding the educational arena, the Department of Community Affairs arena, the recreational arena, the social agencies arena, the day care arena, etc. Thank you.

ASSEMBLYMAN OTLOWSKI: Thank you very, very much.

ASSEMBLYWOMAN WALKER: I have one or two questions.

ASSEMBLYMAN OTLOWSKI: Jackie?

ASSEMBLYWOMAN WALKER: You brought up a very interesting point, and that was that private schools that are in competition with public schools have already gone into school-aged child care. You have encouraged us at Committee hearings to use you as a resource since you have had a lot of experience in the area. Could you provide this Committee with a list — possibly just in South Jersey if that is all you have — of private schools that offer school-aged child care?

DR. RADIG: I am not specifically familiar with a large number of private schools, but I can work towards giving that to you, yes.

ASSEMBLYWOMAN WALKER: Could you? I would really appreciate that. Thank you.

ASSEMBLYMAN OTLOWSKI: Okay? Thank you very much.

May we have Anita Kneeley, please.

**ANITA KNEELEY:** Thank you very much for inviting me to speak before this Committee. I was specifically requested to speak about the needs—

**ASSEMBLYMAN OTLOWSKI:** (interrupting) Anita, please let us have your name and the organization you represent.

**MS. KNEELEY:** Yes. I am Anita Kneeley. I am the Executive Director of the United Cerebral Palsy of Monmouth and Ocean Counties. We are an approved day care program, licensed by the Division of Youth and Family Services, as well as an approved school program, certified by the Department of Education.

**ASSEMBLYMAN OTLOWSKI:** Anita, what did you want to emphasize?

**MS. KNEELEY:** I would like to especially emphasize the needs of the physically handicapped children, in terms of extended child care day programs.

**ASSEMBLYMAN OTLOWSKI:** Anita, you are not going to read your statement, are you?

**MS. KNEELEY:** I am not going to read this, no. I outlined a few things that I wanted to be sure to make reference to.

Our agency serves children ages 3 through 20 at locations in both Monmouth and Ocean Counties. The children we serve are served primarily within a school-day setting. However, the needs of our children for a time beyond that school-day program are absolutely incredible. There is only one location in the two-county area that presently serves physically handicapped youngsters on an extended day basis, and you are going to be hearing from the director of that program very shortly.

Access for our children to that program is very limited because of transportation, because of the special needs of transportation, and because of the geography that is involved in a far-flung area.

There is no need, as far as I see it, to spend a great deal of money on expansion of physical plants or physical locations; those plants are there; those physical facilities are there; they are

there in programs such as ours. They are there in the public school buildings. They are there throughout the State. But, what is needed is an expansion of staff, not the same staff with expanded hours, because day care needs are very different from the needs of the school day. The child's needs are very different, and so are the needs of the staff working with the youngster. But, the staff is what is needed. The transportation facilities are desperately needed, particularly when you are talking about the physically disabled children we serve, who need lift-equipped vehicles which can accommodate the wheelchairs and the special adaptive equipment that they need.

Transportation is also there, it is there through the day training centers; it is there through the school vehicles that schools use now to transport the youngsters. But, there is a need, I believe, to look at a change in attitude that says, "The parents have needs that go beyond eight to three, or go beyond the eight to two-thirty day that we provide. They have needs that begin at approximately six in the morning and run until six the next morning. The needs of a physically handicapped child, operating 365 days a year, 24 hours a day, are incredible, and contribute enormously to the subtle and non-subtle child abuse we see regularly.

I particularly want to stress those issues: Transportation is required, but the facilities are now there. It is a matter of expanding the hours that those transportation units are used.

ASSEMBLYMAN OTLOWSKI: What age group are you talking about? In your field of handicapped, what age group are you talking about that you feel could be taken care of?

MS. KNEELEY: We serve children ages 3 through 20.

ASSEMBLYMAN OTLOWSKI: From 3 to 20?

MS. KNEELEY: Yes.

ASSEMBLYMAN OTLOWSKI: Are you also talking about children below that age group?

MS. KNEELEY: There is a very real need for children below that age group. Our agency does not serve them. We work closely with the Early Intervention Program.

ASSEMBLYMAN OTLOWSKI: And, below that age group, in your opinion what are their needs?



MS. KNEELEY: The needs, again, are for the parent to have some respite, to have some training, and to have peer support. So many of the issues of child abuse that we see -- as I said, both subtle and overt -- are the result of the parent feeling absolutely exhausted, guilty, overworked, and unable to see any relief in sight at all for the needs they have. Many of our parents are single parents, because the other parent has walked out on the handicapped child. And, there are single parents, male and female. It used to be that the mother was the abandoned party. We are now seeing, in many, many cases, that the father is the abandoned parent who remains in care of the child. And, if you can imagine a father trying to meet the physical needs of his adolescent daughter when he has no idea at all of what those needs are, it is absolutely incredible.

So, there is a need for training for the parents. There is a need for support. Many of the youngsters we serve have, in fact, been deprived of access to some of the support network that already exists because they are not considered mentally retarded, and the services that have been available through the Division of Mental Retardation in the past--

ASSEMBLYMAN OTLOWSKI: (interrupting) Excuse me. A working mother -- say a working mother-- In a family unit where there is a mother and a father, both are working, and they have a handicapped child -- let's say cerebral palsy -- is there no way you can now provide for the care of a child under the age of 3? Is that what you are saying?

MS. KNEELEY: We could do it if we had expanded staff, which means expanded funding.

ASSEMBLYMAN OTLOWSKI: You could do it; but, you are not doing it?

MS. KNEELEY: Yes, we could do that, but we are not doing it. The funding we receive comes from many sources. A great deal of it, which comes through legislative support and through the Department of Education, is going to support the school program, and it is going to support the therapy programs we provide.

ASSEMBLYMAN OTLOWSKI: Is it a question of money?

MS. KNEELEY: Yes, it is -- for expanded staff.

ASSEMBLYMAN OTLOWSKI: Anita, I think we have a pretty good picture of what you are talking about. Are there any questions from the Committee? (no questions)

MS. KNEELEY: There is one point the Commissioner made, in terms of continuing on-going licensing and inspection of centers. May I suggest to you that there is already a pretty sizable bureaucracy in place for investigating and inspecting centers, such as ours. We are inspected annually by Medicaid, by Medicare, by Special Child Health Services, by the Department of Education, and by both counties -- both Monmouth and Ocean Counties Boards of Social Services.

ASSEMBLYMAN OTLOWSKI: Now you are waiting for the Marines and the United States Navy.

MS. KNEELEY: We are also inspected by DYFS. I don't object to the inspections. I am saying that perhaps some of that could be coordinated; that there is no need for additional staff to provide those inspections. There is a need to look at some of the people who are already inspecting, to make sure no one is slipping through the cracks, in terms of evaluation and visitation.

ASSEMBLYWOMAN WALKER: May I comment on that?

ASSEMBLYMAN OTLOWSKI: Yes.

ASSEMBLYWOMAN WALKER: That is because of the special nature of the program. Other day care centers don't get that multiple inspection. But, you are right about the coordination.

MS. KNEELEY: And, there is a serious need for a twelve-month program.

ASSEMBLYMAN OTLOWSKI: Well, as a matter of fact, Anita, we went into that whole business. This Committee went into that whole business about the duplication of inspections. We are still trying to work out some kind of single approach to the whole thing. Some of it has been corrected by regulation, but, obviously, it is going to have to be corrected by legislation, where there will be this better coordination, and where you won't be besieged by one inspector contradicting another. It is getting absolutely ridiculous out there, with the contradiction of one inspector over another.

This not only applies when dealing with handicapped people or social problems. As a matter of fact, it is horrendous in the building industry. Sometimes I wonder how buildings go up.

But, in any event, you are right about that.

MS. KNEELEY: Thank you very much. Thank you for the opportunity to be here today.

ASSEMBLYMAN OTLOWSKI: Thank you, Anita.

May we now hear from Craig Heller.

CRAIG HELLER: I am Craig Heller. I am the Director of the Lincroft Center for Children.

ASSEMBLYMAN OTLOWSKI: Craig, let me ask you this: You have heard most of the testimony given here this morning. Do you have anything you want to add that we have not heard already?

MR. HELLER: Yes, I do. There are a number of points I would like to briefly highlight. I am speaking from a slightly different perspective, as the newly-appointed director of a day care center, serving working parents near the work site. The Lincroft Center for Children has only been in operation four months.

ASSEMBLYMAN OTLOWSKI: And, you are near the work site?

MR. HELLER: We are near the work site in Lincroft. We are near Prudential. We are near AT&T.

ASSEMBLYMAN OTLOWSKI: How many children are in your program?

MR. HELLER: We have seven children right now.

ASSEMBLYMAN OTLOWSKI: How many?

MR. HELLER: We are four weeks old. There are a number of start-up problems that I think may be of interest.

ASSEMBLYMAN OTLOWSKI: Do you want to develop them?

MR. HELLER: We are funded, really, by the First Unitarian Church of Monmouth County. This Church felt there was a need for day care to serve working parents, particularly near the work site. A number of these companies have been approached and none of them have shown an interest in, or a commitment to developing their own program, so the Church went ahead and made the investment in order to get the day care center started.

One of the things I have noticed in the short time I have been there is that there hasn't been a great deal of cooperation from the nearby corporations.

ASSEMBLYMAN OTLOWSKI: Excuse me. Let me ask you this: Did the Church buy the property, Craig?

MR. HELLER: The Church, as matter of fact, rents out space.

ASSEMBLYMAN OTLOWSKI: Oh, it rents it.

MR. HELLER: It used to be a junior high school that went ahead and developed its own facility. So, the space was available, and the church felt day care was an important social issue to address, and for that reason they renovated the facility. They made a \$70 thousand investment in getting it started.

Part of my role will be to help in recruiting -- finding the right families -- for this day care center. I would like to comment on the financial aspect of this, which may be revealing. Our monthly tuition for full day care is \$274 a month. I am finding that many families feel this is very high and they have difficulty paying the tuition. The tuition was based upon what the center needs just to pay its bills and simply break even over a period of time.

The other thing here that is important to know is, we are anxious to open this service up to low-income families, and we have explored the feasibility of a contract with DYFS.

ASSEMBLYMAN OTLOWSKI: You are talking about middle-income people who feel that the fee is high?

MR. HELLER: Yes. That is one point. The other point is, the curriculum here is intended to be multi-cultural and to serve people of various ethnic, religious, and racial backgrounds. We have explored the feasibility of a contract with DYFS for Title 20, as well as Title 4A, serving low-income families, and the amount of paperwork and red tape and the kind of time it would take for a staff person to do the proper reporting in order to get a contract and serve these families would really be prohibitive. We are devising a scholarship whereby we hope to be able to serve low-income families who cannot pay the full fee, but who can pay a partial fee.

ASSEMBLYMAN OTLOWSKI: Do you have any suggestions regarding how to reduce that red tape?

MR. HELLER: Well, one comment that has already been made is that there are a number of different sets of rules and regulations. I know that much of it looks like it is formality.

ASSEMBLYMAN OTLOWSKI: Let me put it in a simpler way. Could you, in writing, suggest how that could be simplified to fit your kind of an operation; a small operation; an operation that is sponsored by a church; an operation that is obviously non-profit? Am I correct?

MR. HELLER: Yes.

ASSEMBLYMAN OTLOWSKI: Could you tell us, not now, but in a memorandum, how that could be simplified so that you wouldn't have to go through the red tape and the cost you are talking about yet, it would have some legitimacy?

MR. HELLER: In terms of documenting the fact that we are serving the families?

ASSEMBLYMAN OTLOWSKI: Could you give us such a memorandum?

MR. HELLER: I would be more than happy to supply you with that, sir.

ASSEMBLYMAN OTLOWSKI: I wish you would address that memorandum to me and to the members of the Committee, so that we can get a direct look at it.

MR. HELLER: I would be more than happy to do that.

ASSEMBLYMAN OTLOWSKI: Assemblywoman Walker?

ASSEMBLYWOMAN WALKER: Assemblyman Otlowski, I just want to make a few points. I spoke to Mr. Heller prior to the hearings, and I asked him to come down here because I wanted this Committee to know that this Unitarian Church went out on a limb and mortgaged itself to the tune of \$70 thousand in order to establish the day care center, because what they found in their survey of the surrounding communities was that there were waiting lists for existing day care centers, and some of those lists were years long.

It is unfortunate that this center cannot provide for the low-income families who would like to use it. But, they are self-sustaining, and their tuition is only appealing to the middle class. Thank you for bringing those points up before the Committee, Mr. Heller.

ASSEMBLYMAN OTLOWSKI: I also think, Jackie, that when you are talking about the middle class, which is struggling to stay in the middle class, it is important for us to address ourselves to trying to keep them in the middle class so they don't slip through the crack, and down.

The other problem, the problem with low income people, is a bigger problem because you are now getting into the business of subsidizing, etc.

But here, there is a program where, as you said, a church has mortgaged itself to start, and evidently it has the right attitude and the right spirit. They want to do the right thing; yet, they are being prevented from operating fully because of the bureaucratic structure.

We would appreciate it if you give us a memorandum of your suggestions, and they don't have to be formal; they just have to be suggestions of what you think can be done.

MR. HELLER: I would be happy to. One final point is, we have had a visit from DYFS. They were exploring the feasibility of a Title 20 contract. The individual who came was very anxious to have us purchase a contract with DYFS because she felt our program was of very high quality, and we were moving in the right direction. So, that is where it is right now: wanting to service low-income families, and DYFS wanting to have us under the contract.

ASSEMBLYMAN OTLOWSKI: Would you be able to handle the below middle-income people if there was a subsidization program? Would you be able to handle them?

MR. HELLER: I am not sure I understand your question. When you say below—

ASSEMBLYMAN OTLOWSKI: (interrupting) The Assemblywoman said there was a great need, and evidently that need was in the low-income bracket. How could you service those people, and how could that be subsidized -- or would you be interested in servicing them?

MR. HELLER: Yes. For example, one thing we are working out right now is a scholarship. We do have a number of scholarships available. If DYFS were to pay us, under Title 20, \$220—

ASSEMBLYMAN OTLOWSKI: (interrupting) And, DYFS will not do this?

MR. HELLER: No, I am saying if they were to pay \$220 a month—

ASSEMBLYMAN OTLOWSKI: (interrupting) Do they have the legal means to do it?

MR. HELLER: Yes, without a question, and we would have the scholarship. What we don't want to do is to hire additional people to do the paperwork in order to be reimbursed. That is the issue. It isn't a question of not being willing to cover a low-income family with a scholarship to make up the difference in our tuition. That isn't the problem; it is the paperwork.

ASSEMBLYMAN OTLOWSKI: If you can give us an idea how anything can be done without paperwork, we will take down the monument of George Washington and we will put up a monument to you.

MR. HELLER: It is the quantity of paperwork needed.

ASSEMBLYMAN OTLOWSKI: Give us your suggestions, from a practical point of view. Let's see if we can work something out.

MR. HELLER: I would be more than happy to do that. Thank you very much.

ASSEMBLYMAN OTLOWSKI: Excuse me, someone has a question.

ASSEMBLYMAN CUPROWSKI: Mr. Chairman, I am very interested in this. Certainly, the church had good intentions. You made reference to the fact that you did not get cooperation from the corporations.

MR. HELLER: Not to the extent I feel we need it. When I say we didn't get cooperation, I mean, for example, that many of the companies are very concerned, in light of the abuse in day care centers, about not being in a position in which it would appear they are endorsing a day care center.

So, when I ask a personnel director--

ASSEMBLYMAN OTLOWSKI: (interrupting) To avoid any possible legal liability?

MR. HELLER: Yes. (continuing) So, when I ask a personnel director, "May we come in on a lunch hour to hold a little seminar and a little question and answer program about what to look for in a good, quality day care center?" they are very careful. They say, "Well, I want you to keep it very general," almost asking us to hide the fact that we are representing a given day care center.

So, this will give you some sense of the concerns corporations have, and why they do not want to be placed in the position of endorsing day care.

ASSEMBLYMAN CUPROWSKI: Well, I think this is an area that should certainly not be overlooked. If the need is there, and if there is reluctance and concern, if you will, on the part of corporations because of problems that have developed, I don't think we should avoid that. We should perhaps be enlightened as to what their concerns are, and how to minimize those concerns, if you will, especially if there is a need.

I just don't think the answer is to do nothing. I would rather do something constructive to eliminate those concerns, rather than have them not participate at all, if that is possible.

I would be interested in knowing what some of the concerns of those corporations are.

ASSEMBLYMAN OTLOWSKI: Would you please? Because we may be able to help there. As a matter of fact, we may even be able to do something legislatively which would hold those corporations harmless from such a situation.

ASSEMBLYMAN CUPROWSKI: That's exactly what I was thinking.

MR. HELLER: That would be very helpful, and as I gain more experience in speaking with the corporations and meeting with them, I am sure I will have more to communicate to you, in terms of what their specific concerns are.

ASSEMBLYMAN OTLOWSKI: Thank you.

MR. HELLER: Thank you very much.

ASSEMBLYWOMAN WALKER: I am not addressing this to Craig, but to this Committee. This is the second testimony we received this morning which talked about the paperwork, and the cost to the center to do that paperwork.

If you recall, Mr. Harris said before that it cost him \$2,000 to hire somebody to do the paperwork for DYFS. I think maybe one of the things the Committee should explore further is what technical assistance DYFS offers to day care centers and to applicants, in terms of filling out all this paperwork.



ASSEMBLYMAN OTLOWSKI: I think that is a very, very good point, and one that will avoid building that monument to you. (speaking to Mr. Heller) But, in any event, I think we ought to go into that in some depth to see if we can find some way to help people who are struggling and need help, and to see how those tremendous costs for paperwork can be avoided. Thank you very much.

MR. HELLER: Thank you.

ASSEMBLYMAN OTLOWSKI: May we have Gail Manning? (not present) Gail is not here. How about Susan Brenner? Susan, do you want to give us your name and who you represent, please?

SUSAN BRENNER: Yes. My name is Susan Brenner, and I am the Executive Director of Monmouth Day Care Center in Red Bank, New Jersey.

ASSEMBLYMAN OTLOWSKI: Susan, did you give us any written material?

MS. BRENNER: No, I did not.

ASSEMBLYMAN OTLOWSKI: Susan, to make it easy for all of us, there are people who still want to be heard. In light of the testimony that has been given so far, and you have been here all this time, is there anything you have to add that would be new, and that we haven't yet heard?

MS. BRENNER: Yes, I would just like to add two points, actually. I want to comment on a statement I heard made before, by the gentleman from Campbell's Soup. Before I was a resident of New Jersey, I was the Executive Director of the U.S. Department of Labor Day Care Center in Washington, an employer-sponsored center. I just want to add that there are several tax advantages for corporations who get into the day care business. I would be happy to send those to you at some later time.

ASSEMBLYMAN OTLOWSKI: Through the encouragement of the Federal government? Is that what you are saying?

MS. BRENNER: Yes. There are certainly tax advantages.

ASSEMBLYMAN OTLOWSKI: Would you make that available to us?

MS. BRENNER: I will do that.

ASSEMBLYMAN OTLOWSKI: Mail that to Chris Simon.

MS. BRENNER: I will do that.

There have also been documented studies on the absentee problem, and how it relates to day care. Intermedics, which is a very large corporation in Texas, has a day care center which takes care of over 200 children of their employees, and they have done extensive studies on the effects of the day care center on the corporation. Again, I could make that available to you. I think that is something you might want to look at.

ASSEMBLYMAN OTLOWSKI: Would you please do that?

MS. BRENNER: Yes. I strongly agree with many of the things I heard said here today; for instance, the fact that we are inspected so many times. There has to be something comprehensive done at that level.

There is one other thing I would like to speak to. The needs of the low-income families are often addressed by Head Start and other programs, through Title 4 and Title 20. The needs of the parents who can afford day care centers are readily addressed through private centers, which have a set fee.

The people I see most often, and who we specialize in taking care of, are those who cannot afford the going rate for day care in our area — in Monmouth County — but who do not qualify for Title 4 or Title 20. They sometimes miss that cutoff by \$2.00 a month.

ASSEMBLYMAN OTLOWSKI: How would you do that? How would you meet that need?

MS. BRENNER: We do it every day.

ASSEMBLYMAN OTLOWSKI: But, how would you suggest we do this?

MS. BRENNER: I will tell you how we do it, and I am not sure how relevant it is to all the other situations. We have an enrollment of 120 children, with a waiting list that varies between 50 and 90. The way we meet this middle need is, we have a tremendous board of directors — a community-based board of directors — and an auxiliary that raises funds for us in amounts of over \$60 thousand a year, each year.

ASSEMBLYMAN OTLOWSKI: Privately?

MS. BRENNER: Privately. This is a private non-profit institution. So, we never, ever, turn anyone away because they have missed "this" cutoff or "that" cutoff.

This day care center's board is firmly committed to the idea that people who want to get off welfare and go to work should have the opportunity to do so; the lack of good day care is often what holds them back.

I am always amazed to find that when parents call Title 20 — low-income people going back to the job force — they find they have to go onto a waiting list, because there is not enough money available. Yet, for children who are placed in the center through Title 4A, for therapeutic reasons, there seems to be an unlimited fund of money. I think what we are saying is, we are putting more money into keeping people where they are, rather than encouraging them to get back into the work force.

Our Title 20 parents get onto Title 20 and, typically, leave Title 20 as they make more money and can support themselves and day care. I would really like to see more effort put into assisting those people, in the income bracket I mentioned, to get back to work by supporting them with day care.

We do it privately, but, obviously, we can't meet the needs of the other 80-plus children who are now on our waiting list.

ASSEMBLYMAN OTLOWSKI: Let me ask you this: Where are you located?

MS. BRENNER: In Red Bank.

ASSEMBLYMAN OTLOWSKI: In Red Bank.

Jackie, do you have any questions?

ASSEMBLYWOMAN WALKER: No, I am just impressed by the fact that their board of directors does the outreach and solves the problem.

ASSEMBLYMAN OTLOWSKI: Terrific. Will you do this? Extend our congratulations to the the director.

MS. BRENNER: I certainly will. I do not have a written statement, but I really would like to leave you with a brochure, to show you how one center can address the needs of children, nine years to nine months, and handicapped children. We are the one handicapped program that was mentioned before, in Monmouth and Ocean Counties. I will leave this with you.

ASSEMBLYMAN OTLOWSKI: Would you, please?

MS. BRENNER: Yes, I will.

ASSEMBLYMAN OTLOWSKI: Thank you very much.

ASSEMBLYMAN CUPROWSKI: I'm sorry, I have one final question. Do you, by any chance, have any knowledge of companies who offer, as an employee benefit, involvement with day care facilities, or subsidies if you will, as part of their benefit program?

MS. BRENNER: Yes. There are a number of ways companies can address this situation. There are on-site day care centers. They are really wonderful, and we have some of their benefits today: Parents can come to the centers, etc.

There are also ways to deal with the liability. There are ways the company can adjust the liability problem.

ASSEMBLYMAN OTLOWSKI: Any company can deal with the liability, and I am amazed at how skittish some of these corporations are. There is really no need for that because there is an easy way out. But, I suppose the easiest thing to do would be to do it legislatively so we could say, "Here, you are harmless by law."

MS. BRENNER: Hold harmless, yes; but, other ways companies have dealt with this were to use what is known as cafeteria-style benefits: They can elect to take more life insurance, or more health insurance, or day care; and they include day care as one of the benefits on that list. Thank you.

ASSEMBLYMAN OTLOWSKI: Thank you. May we now hear from Bettie Witherspoon?

(aside to Ms. Brenner) I meant that about your board of directors; you can congratulate them for me.

Betty, please give us your name and the organization you represent.

**BETTIE WITHERSPOON:** I am Bettie Witherspoon. I am the Executive Director of Better Beginnings Day Care Center in Hightstown, New Jersey. We serve 70 children. I have been the director for the past nine years, and I have been involved in this field for a much longer period than that.

I am the central region provider/representative to the Child Care Policy Development Board. I have been elected by them to the Division of Women's Task Force on Child Care. I was also elected by

the Policy Development Board to the Advisory Council that was set up recently for licensing. I am also the Chairman of the Childrens' Subcommittee of the Mercer County Human Services Coalition Advisory Council.

ASSEMBLYMAN OTLOWSKI: Bettie, on the basis of what has been said here today, and you sat here throughout the hearing -- and for that we are very grateful -- is there something new that you know of, that has not been said, and that should have been said today?

MS. WITHERSPOON: Yes.

ASSEMBLYMAN OTLOWSKI: Will you tell us about it?

MS. WITHERSPOON: I will be glad to. I want you to know that I am speaking, first and foremost, as the parent of Jamie Witherspoon, who I enrolled in Better Beginnings when she was two and one-half years old. I became involved as a parent/member of the Board of Directors of Better Beginnings, and formed the first parent group of that day care center. She is 19 years old now. I got more and more involved, and I have worked all the way up from being a teacher's aide, to a group teacher. I became Director nine years ago.

My interest goes a long way back, and I have seen a lot of progress through the years. I was not at all satisfied with the child care that was being provided at the time, and, I, as a parent, got involved. I still think that the most important element in anything is the parents. The more we encourage parent involvement, the better off we are going to be.

I brought with me testimony that the Chairman of our Board of Directors gave before the Senate Committee. I am asking that this be made part of the record. However, what I want to say to you today is separate and apart from that testimony, because I know what you are involved in today is a desire to provide quality care for children. We are very grateful for that. It is people like you who have helped us make progress over the years, and we want to thank you for that, for the children of New Jersey.

I also want to say to the gentleman who is just getting into the field, there are not too many of us who last nine years through all the shower of paperwork. My center is funded through the social

services block grant, formerly known as Title 20, and if you could see my desk right now, it is just covered with paper. But, it is so much better than it used to be before we got the fixed-unit form of contracting. We worked long and hard on that -- on the Policy Development Board. We worked for five years.

ASSEMBLYMAN OTLOWSKI: Did you say it has been simplified?

MS. WITHERSPOON: Yes. On July 1st we went into fixed-unit contracting. We are working out the bugs in it now, but it is a lot easier than it used to be. Goodness knows, it is far from easy, and we have a mini-computer. Our Board Chairman wrote a program for us which helped us to deal with it.

ASSEMBLYMAN OTLOWSKI: How many people are on your board?

MS. WITHERSPOON: We have 15 on our Board of Directors, and of those, seven are community members and eight are parent members.

ASSEMBLYMAN OTLOWSKI: Are they very active?

MS. WITHERSPOON: They are very active and very involved.

What I wanted to say was, there are some issues that have still not been addressed; one of them is safety and housing. As the need for child care grows, and grows, and grows, we have a need for space; we have a need for space that is safe and healthy for our children, and where we can provide them with a good learning environment. That is a very serious problem for us. We want our children to be in safe conditions; yet, most of us are in housing that does not belong to us. Even if it did, we would not have the wherewithal to bring it up to standard. I know this, because many providers have made it known to me. In some cases, we are very welcome in our environment; in other cases, we are merely tolerated, on short-term leases, where it would not make very good sense for us to put a lot of money into it. I think that is one of the things we have to think about very, very seriously.

As we talk more and more about child care, we are, in many cases, in sub-standard housing with these children. This is one of the areas in which we hope tragedy will not occur before we do something about it. We want our children to be safe. We do, but we have to invest in that.

The other problem that we all speak to is the availability of child care. There has never yet been enough child care, and as we grow there is still not enough child care, not at the level we need it: pre-school care, infant care, before and after school care, and after kindergarten care.

Another problem addresses the middle group. This is a problem that has become a very serious one for us, even those of us who are under the Title 20 standards. We are supposed to be at 80 percent of median income, but, in fact, we are not. Those figures have not been adjusted in the past four years, and now we find ourselves at 64 percent of median income. So, there is a whole block of people we are not serving at this time — those people who are just a little bit over our income eligibility. We should be serving them. I had someone come in just Friday who was \$932 over, with two people working.

ASSEMBLYMAN OTLOWSKI: Excuse me. Did you say that in your written testimony?

MS. WITHERSPOON: I did, yes.

ASSEMBLYMAN OTLOWSKI: You do say that in your written testimony?

MS. WITHERSPOON: Yes. And, we are proposing, at the Policy Development Board, that we adjust that. We adjust it very, very quickly, because there a very bad gap in the services we have there.

Another problem we have is with staffing. Day care workers have been carrying day care on their backs, and many of them are eligible for our own program, those of us who are in Title 20. What has been happening lately, in addition to all the low pay, poor benefits, long hours, and high stress conditions, is that the intrinsic rewards have been demoralized by the effect of what has been happening. We have to start treating our day care workers as the professionals they are, and that we expect them to be.

As for training, I want to dwell on this a little bit if you don't mind. I don't think anyone else has. I am speaking about the issue of preventive training. In today's mail I got a calendar of events, as far as training for State-operated centers and Title 20 centers are concerned. It is really exciting to have a whole year of

7. FDC Provider network in the community, county, and state
8. alternative to center-based care, but part of the professional child care delivery system
9. legal and ethical practices
10. payment of income tax and business expenditures in the community
11. safeguarding the lives of young children when parents work

Considerations for NJ Regulations for FDC homes:

1. Lowers the risk factor when placing a child with a non-family member.
2. Strengthens the reliability factor so that parents don't get stranded without child care on too-short notice.
3. Maintains legal limits of the number of children enrolled.
4. Attractive to employers and other members of the private sector interested in supporting child care services.

Status of FDC Regulations in Other States:

1. Five states do not have regulations for FDC.
2. Forty-five states do have regulations for FDC - these include licensing, registration, and certification.
3. Trend in FDC regulations is toward mandatory registration.
4. The Child Care Food Program, a federally-funded nutrition program, requires some form of regulation for FDC homes in its program.

Recommendations:

1. Recognize the need for regulations for all types of child day care in New Jersey, especially Family Day Care
2. Consider current bills: A.243, A.244, A.100  
(These should be modified and updated immediately.)
3. Support the continuation of a state-wide campaign for Child Care, building on the work begun in 1983 by the Division on Women and other groups throughout the state.

Biography: E.R. Ranck has administered child care programs in NJ; serves as Legislative Chairman of the FDCO/nj; is on the adjunct faculties of Kean College of New Jersey and the County College of Morris; and is a doctoral candidate at Teachers College, Columbia University.



A summary description of a county-based  
FAMILY DAY CARE Program and a state-wide  
organization of FAMILY DAY CARE Sponsors.

The State of New Jersey

- WOMEN AND...CHILD CARE: Making Decisions to Get Things Done •  
A Summary

EDNA RUNNELS RANCK, Ed.M.

Adjunct Faculty  
Early Childhood Education  
Kean College of New Jersey USA

Executive Director  
Children's Services of Morris County  
Morristown, New Jersey USA

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SECOND INTERNATIONAL INTERDISCIPLINARY CONGRESS ON WOMEN  
Women's Worlds: Strategies for Empowerment

University of Groningen  
Groningen, the Netherlands

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## WOMEN AND...CHILD CARE • Family Day Care Childminders

**DEFINITION:** A family day care childminder provides child care in her own home to six or less children of working parents. In addition to supporting the National Day Care Home Study (USA) regarding sponsorship and training of childminders, this study submits that childminders give higher quality, more reliable care if they meet three guidelines:

- belong to a network of childminders
- receive supervision from professional agency staff
- develop ability to draw from available community resources

### **DECISION PROCESS:**

Childminders care for children for one or more reasons:

- they consciously decide to provide care at home rather than in a center-based program
- they stay home because they have young children of their own at home all day or part of the day
- they don't have or think they don't have out-of-home job skill
- they feel comfortable in their home environment
- they feel comfortable doing something they already have some experience in doing, that is, caring for children
- they have a spouse or family that resist having the wife work outside the home

**EXPERIENCE:** While childminder networks vary in organizational format, all perform most of the steps listed here:

- Recruitment - learning about the program requirements
- Assessment - fulfilling program qualifications (home safety, basic understanding of child development, health statements, legal and regulatory requirements)
- Training - Preservice course taught by skilled professionals in education, psychology, nutrition, activities, community resources, and business. Inservice workshops and conferences on a periodic basis (monthly, quarterly) to expand on basic knowledge and to develop strategies for business and interpersonal relations
- Referrals - accessibility to child care programs
- Technical Assistance - information about problems and services
- Fiscal Subsidies - financial support to childminders through the auspices of the professional staff (bulk purchasing, special insurances, reimbursement)

### **RESULTS:**

- Childminders have colleagues to turn to for advice, support
- Childminders receive professional information and expert assistance from the professional agency
- Childminders meet standards and maintain professional behavior in relationships with parents
- Childminders become responsible for themselves by running a business and providing a vital service to working parents
- Childminders develop improved self-esteem and self-confidence

### **INDICATORS:**

- Improved business practices; increased income
- Parent satisfaction with child care
- Career advancement to other child care positions

At the same time that childminders must improve their services to families and grow in self-awareness, they or their representatives must also strive to have an impact on the policies that affect child care services in general. Although different countries and various areas within nations will address this process in multiple ways, each child-minder system must recognize the need to reach out to other systems.

In New Jersey on the northeastern seaboard of the US near New York the statewide professional family day care organization is composed of sponsors rather than the childminders themselves. This situation is indicative of the relative immaturity of the program rather than an attempt to exclude the childminders themselves.

The professional organization has addressed issues and developed strategies at every level of government:

- municipal (city, town, county)
- state or province
- regional (across state/province lines)
- national

ISSUES:

- regulation of land use; zoning
- program regulation: licensing, registration, certification
- corporate and government funding support for child care
- private funding support
- access to child care through information and referrals
- standards for family day care childminders and systems

STRATEGIES:

- regular membership meetings during which self-education is stressed
- continual contact with other child care program leaders
- on-going contact with sponsors and advocates in other states/provinces and nations
- regular contact with colleagues in related human services including membership in relevant organizations and participation on ad hoc committees
- contact with legislators and their aides, and with administrators and their staff members
- knowledge of the political process and time frame within which participants must take action
- persistent use of the media to inform the public about child care

- Author: EDNA RUNNELS RANCK, Ed.M.  
Adjunct Faculty, Early Childhood Educ. Dept.  
Kean College of New Jersey (USA)  
c/o 15 Rosedale Avenue, Madison, NJ 07940 USA
- Photos: Kathleen Portilla, Coordinator  
Family Day Care Project of Warren County  
Children's Services of Morris County  
95 Mt. Kemble Avenue, Morristown, NJ 07960 USA

**School-Age Child Care Comments**

at the Assembly

Health, Human Services & Corrections  
Committee

by

Dr. John E. Radig, Ph. D.  
Director

New Jersey Community Education Development Center  
Community and Governmental Services

Educational Information Resource Center  
R.D. #4, Box 209  
207 Delsea Drive  
Sewell, NJ 08080  
609 228-6000

And Member of the  
New Jersey Committee on School-Age Child Care

October 15, 1984

School-Age Child Care Defined...Its Different From School.

It is a program available before school, after school, and during school holidays and vacations when parents must work. It combines the best features of child care, recreation and education. Children who otherwise would spend valuable time before or after school alone, watching television, or in less than safe circumstances in their neighborhoods get an opportunity to learn new skills, do their homework, play with their friends (often of different ages) and develop and expand their interests; in such special areas as music, art, sports, dramatics, reading, etc.

The program is always there. When school is out children and their parents both know the kids don't have to face a long walk home or bus ride home to an empty house---an event that daily leaves many of them anxious and frightened. SACC is important both for the child and the parent. The 3 o'clock syndrome... parents calling their children to learn if they've returned home safe and sound...can be found in every office in America today.

SACC is different from School. It is not directed at grade placement and has no scope and sequenced curriculum. Its goals and purposes are different from 9 - 3 schooling and its methodologies and grouping practices are different. What takes place in a SACC program is no different from what takes place in the programs of boy and girl scout troops, 4-H groups, child care centers, YM & YWCA's, police athletic leagues and school sponsored enrichment programs...except that it takes place on a daily basis. However... SACC is most definitely educational in nature!!!

**Problems**

\*Recognize the Problem's Not New-the Poor Have Always Had It.

The lack of School-Age Child Care, SACC, has been with American Society since before World War II. Sociatal changes and recent recessions have now forced moderate and middle income families into securing the two or more pay checks necessary to make ends meet. The poor today still can't afford child care; the middle class can't find it.

\*Recognize A Lack of Consensus on SACC as a Nation. Some believe SACC leads to a further breakdown of the family structure. That SACC takes away responsibility away from the parents and encourages mothers to leave the home, and their children, to pursue a job in the market place that is really less important than her job in the home. Others don't feel there is a need in terms of numbers of SACC or that being left in self supervision over long periods of time negatively contributes to the development of children between the ages of six and thirteen.

Also, many policy makers are at a time in life when the problems of being a school aged child; or being responsible for one, are not directly affecting their daily life.

training of the type being provided. I think we need even more than that. We need training for our staff. We need training for our children. We need training for our parents. We need training for volunteers, regarding prevention.

I do want to read to you a little bit, because this is from--

ASSEMBLYMAN OTLOWSKI: How much do you want to read?

MS. WITHERSPOON: Just that much, okay? (indicating) It is from "Young Children," which is a publication from the National Association for the Education of Young Children, dated September, 1984. There has been research done on what makes children vulnerable as far as sexual abuse is concerned. I think that is what we have to speak to, the vulnerability of children and how we can prevent them from being vulnerable.

The research shows that--

ASSEMBLYMAN OTLOWSKI: (interrupting) And that is in your testimony?

MS. WITHERSPOON: Yes, that is in the testimony I made before the Senate Committee, sir.

ASSEMBLYMAN OTLOWSKI: And, what did you want to read?

MS. WITHERSPOON: I want to say this: Lack of information about the problem and the steps a child might take to prevent sexual abuse places that child at greater risk than children who have been prepared to protect themselves. This is the best thing we can do for them. There are also other factors which appear to increase the vulnerability of children, specifically children with low self-esteem, or who are lonely or hungry for affection; children who have been taught to blindly obey adults; children poorly supervised; and, children entrusted to individuals who drink heavily. These are the factors which make children most vulnerable, and providers of quality care are in the unique position to offset all of these factors which make a particular child especially vulnerable. I think that is something we really must be concerned about.

I also want to talk about transportation. I think this is a problem no one has addressed either. Our laws were written, insofar as transportation for the public school child is concerned, some years

y for transportation of the public school child speaks to bringing that child from home to the public school and back again, not to a child care setting. I think there has to be an adjustment in that because it is creating a horrendous problem all across the State of New Jersey.

We have to put out money to transport children, and the public school bus comes right past us with empty seats on it. We believe that is something that could be addressed and taken care of; it would save money for everybody. Thank you.

ASSEMBLYMAN OTLOWSKI: Thank you. I would like to continue with the hearing because I want to give everyone here an opportunity to testify. As a matter of fact, I would like to wrap this up. I am running one-half hour over the time now. I would like to wrap this up by two o'clock, and I am going to make a desperate effort to do so, if I can get a little cooperation.

MS. WITHERSPOON: Surely. We thank you for the opportunity, and for your concern.

ASSEMBLYMAN OTLOWSKI: Thank you very much.

May we have Lois Ann Galbraith, please. Lois, give us your name, please, and the name of your organization.

LOIS ANN GALBRAITH: I am Lois Ann Galbraith. I am the Director of the Tower Hill Nursery School/Kindergarten, and as of today the Extended Care Program. It just opened this morning.

I will be very brief.

ASSEMBLYMAN OTLOWSKI: Where are you located?

MS. GALBRAITH: I am in Red Bank, New Jersey.

ASSEMBLYMAN OTLOWSKI: Red Bank?

MS. GALBRAITH: We draw from 14 different communities in our area. We are a church-sponsored school, and we started 22 years ago. I have been involved in it since then.

ASSEMBLYMAN OTLOWSKI: Let me just ask you something. I don't intend to be personal about this, it is just for my own information. What church group is that? What is the denomination?

MS. GALBRAITH: It is the First Presbyterian Church, but it is open to everyone.

The church began the program because they felt they wanted to have a program — it was a nursery school program at the time — for their members and the community. It grew from 30 to -- well, we have 156 this year.

I think I would just like to highlight my thoughts, because I know that it is getting late. How interesting it is that all the pieces of the puzzle are coming together through the individual comments that are being made today. I kept wanting to say, "yes;" "aha;" "I wish I could tape that one;" "I wish I could take that down."

ASSEMBLYMAN OTLOWSKI: Well, I think you remember we said from the outset that we wanted to bring this into focus. I think it is coming into focus, and when we do some of the things the Committee is going to do, I think we will have a pretty good handle on it.

MS. GALBRAITH: The key thing I can share with you, which I think is important, is the fact that mine is a parent-involved program. It is a co-op, which means that parents are involved in the classrooms as assistant teachers. I use certified teachers in all my classrooms. I have 11 classes.

The parents serve on the board, and although they don't make 100 percent of the policy, they are a working board. We have parent meetings so that there is an education program involved. As a matter of fact, this Thursday night we are going to hear from Dr. Katherine Youst, who will speak to parents about how to teach their children to be safe without scaring them. This will be on the abuse issue.

ASSEMBLYMAN OTLOWSKI: How are you going to do that?

MS. GALBRAITH: We have a parents' program, and Dr. Youst will speak to them about ways parents can talk to their children and prepare their children without scaring them, because I think that is a factor we are worrying about.

ASSEMBLYMAN OTLOWSKI: Who is going to head that program? How is it going to be presented?

MS. GALBRAITH: Well, we found Dr. Katherine Youst, who is a family counselor in Red Bank, and we set that up.

Another thing that I think is important is, I have been in this particular program for 22 years, and we have built up a sense of



trust in the community. It is a good, solid program; the doors are always open; the parents are always able to peek in and see what is happening. I was amazed this year. We have had many, many new people coming into the Red Bank area this year because of the transition with AT&T, Bell, etc. New parents were calling me and saying, "I am a little nervous about whether I should have my children go to a center or not with all the news about abuse. I am not sure whether I should keep them home or let them go to a center." I think that the open-door policy is very important.

Another issue is one that is happening with our families. I started with a nursery school, and I am concerned not only about sexual abuse, but I am concerned about emotional abuse: the abuse of taking childhood away from the child through the kinds of programs children are going into. We are rushing them, and if you have read David Elkind's book, you know that the hurried child is going to be the problem we are going to have in our next generation of leadership. Children cannot problem-solve. Their expectations are not always realistic. We are doing things for them, instead of letting them "discover."

So, the whole approach of our kind of program is based on experience. I found that we had to start a kindergarten program, because we felt the parents did not have the choice of a program which would allow their children to achieve successfully.

We talked about self-esteem. I think self-esteem is the key word. If a child feels bad about himself, he is going to get into trouble in a variety of ways. So, we have provided a kindergarten program, not for competition but as another approach, where the child can work successfully in a child-oriented environment.

All our funding is private; it is tuition. I have a scholarship fund. We do fund raising and that sort of thing. But, we have been an advocate for children in our area for a very long time. I served on the Monmouth Day Care Center's Board. I was one of the founders of the Monmouth Day Care Center. Susan Brenner spoke to you about them. I have been on the 4C Boards. I know how we struggled with 4C, trying to help develop a family day care program.

There is such a need for child care in so many areas, and it isn't just for the low-income; it is for everybody, for a variety of reasons. I see two things. I see, one, that parents want their children in a place they can trust. They want their children in a place that has quality care, one that isn't just a babysitting situation with a lot of kids.

My parents come to my program because of the program we offer, but it is only two and one-half hours, and we found that our parents were sending their children to another place, and then another place during the week. So, these children were having three and four different sets of rules, three and four different places they were being sent to a week, and they would say, "Where am I going to go today, Mom?" So, we said, "All right, let's see if we can set up an extended care program," and, as I said, we are working the bugs out of that right now, so the child can be in the same environment.

I really wish parents could stay home, take care of their children, and enjoy them; but, this isn't a fact of life for everybody. So, we are trying to provide this care in a place where parents feel comfortable about who we are. The doors are open, and the same quality kinds of things will be happening just a little longer in the day.

The other thing I want to say is--

ASSEMBLYMAN OTLOWSKI: (interrupting) Excuse me, I just can't sit here without making a comment after that statement you made. You know, the truth of the matter is you are so right. Nothing will ever replace the care a mother gives the child, nothing. Everything else is hocus. What a child gets from its mother it can get from no one else.

MS. GALBRAITH: That's right, and that is one of the reasons why I kind of dragged my feet. But, I have been involved, as I said, in the other programs, so there would be something.

The other thing I noticed is, when we were working with 4C and talking about family day care -- at that time I was on Monmouth Day Care Center's Board -- I wondered why some of us who had programs that were strong couldn't help with some of the other programs that had to

be established. This was a satellite idea, a hub: If there was family day care in an area, why couldn't we have a program that was sort of organized as a cluster? Certainly, there is need for a child of six to be in a family day care situation.

ASSEMBLYMAN OTLOWSKI: How would that work? How would you do that?

MS. GALBRAITH: Well, I am trying to think through how we could do that. If there were homes involved with a hub, with two or three centers established, we could have a flow of the children sometimes. If they had to be in the home for a while, fine; if they had to be in the center for a while, great.

Even when it comes to supporting the staff, there are techniques that work with children. Sometimes it takes a long time to establish these things. How can we help the staff to learn a few tricks, or to observe something and get some new ideas?

When I attended the abuse workshop that DYFS held the other day, one thing made me very sad: There was a group of staff there that were really down because they said, "We have very active children." A lot of them were Title 20 children with a large number of very hard conditions. They said, "You know, we feel that we have organized chaos. We are beginning to wonder whether we learned what we should have learned in college. It didn't prepare us for what we are doing." These people need to get out, talk with some other people, and learn some tricks.

This is the kind of thing I would like to be involved in. I am an advocate for children. I am in a non-profit organization, and I really feel quality is important. Parents have to trust us. The children have to have appropriate experiences. If not, we are going to have a generation which is going to be shipped off into the environment, and maybe not even grow to the potential they have.

ASSEMBLYMAN OTLOWSKI: Assemblywoman Walker.

ASSEMBLYWOMAN WALKER: I just want to comment. This is such good testimony. I think your idea regarding the hub, with the family centers in some way relating to a center like yours, is an excellent one. I just hope there is somebody from DYFS here who would explore

this further with this Committee. I really think that is a unique concept that hasn't been brought up before.

I want to ask one question. Your center is a co-op center, where the parents come in and help out?

MS. GALBRAITH: Yes.

ASSEMBLYWOMAN WALKER: I have had my child in a center like that, and, basically, it is set up to save cost to the center. The parents would come in on a rotating basis, maybe once a month, and do the cleaning up, or something like that. My problem then was -- and I question it now -- what do you do with a parent-- For instance, I worked at the Department of Education. I could not say to the Commissioner, "I have to take off because I have to go clean the bathrooms in the day care center." I always wound up having to hire somebody to do that for me. How do you work that out when a parent just can't do it?

MS. GALBRAITH: We have a number of parents who are working. They can send a substitute. In a way, they are limited if they want to come to us; there has to be some form of involvement. But, they can get a substitute. A father will come in, if it is a two-parent family. Sometimes they just ask for a day off. Public school teachers don't come in quite as often as others, but there are a variety of ways that we sometimes work around it.

I am also open to just taking a child. I mean, I have a child right now whose father left. The mother has five children and she is trying to keep body and soul together. I just said: "Send your child; we are not going to worry about it." I will go in. That funding comes from scholarships. In some cases we just take them in, and go on faith that the money will come in.

But, it is a problem, as you say, for that parent to be involved in a co-op. Also, a co-op is a little more than washing bathrooms; the parents are also growing in their techniques by learning how to work with children.

I would like to make one other comment regarding DYFS and the inspections. Maybe this will help DYFS with the inspections. I have trouble with the inspections in my mind, because they mostly involve

the facilities. The inspector usually comes back two or three times for nitpicking stuff, as against important things. If there is a little spot on the ceiling, if we just happen to have a leak, or something like that -- maybe it happened three years ago but he didn't notice it before -- he comes back. That is poor use of the inspector's time.

I am concerned. The inspector should come in -- drop in, if you will -- to see what is happening in that program. I think we could help them. Again, mentioning the clusters; we have a smorgasbord of programs in our area. Why can't we help each other in some way, or set up some system so that we could visit around a bit and know what is going on? You can't do it in all situations, and we are a middle-class group.

ASSEMBLYMAN OTLOWSKI: I just want to say this: You have been very, very helpful. As a matter of fact, I think you gave a healthy perspective to this whole thing, and we really appreciate it. Not only that, but we may call on you at a subsequent time, just to develop some of the ideas you were talking about.

MS. GALBRAITH: Fine.

ASSEMBLYMAN OTLOWSKI: The Assemblyman has a question.

ASSEMBLYMAN CUPROWSKI: One quick comment. First of all, I commend you for the extended program you are embarking on. Frankly, I find it difficult to understand how some parents have to put up with taking a child from center to center. On a very beautiful day, when everything is going right with the weather, and so forth, that may be possible. But, I just wonder what happens when it is inclement, when it is winter, with snow, ice, rain, and sleet? I can imagine the difficulties that are involved with that. As a father of three children, who are now grown up, I can appreciate what they have to do to take a child to a center. It is not a simple matter of walking him, or bringing him in the car; there is a lot of preparation; there is a lot involved. I just wonder if anybody realizes that?

MS. GALBRAITH: They are not even there to take them, as a matter of fact. Sometimes they can't take off from work in order to get them to the next place.

The other thing is, some of the centers become crowded because they do not limit the number. I mean, if its ratio is covered, you have to go from a group of 15 to a group of 30, of mixed ages, during the same day, and during a tired time. That is a lot.

ASSEMBLYMAN CUPROWSKI: Thank you very much.

ASSEMBLYMAN OTLOWSKI: Do you know what we are going to do? I was just talking to Chris. She is going to talk to the Commissioner for me, if you would do this. I want him to assign one of his assistants, one of his special assistants, to you, in order for him to talk to you and allow you to develop some of the ideas you talked about here. Would you do that?

MS. GALBRAITH: Fine.

ASSEMBLYMAN OTLOWSKI: We are going to do that, all right? Thank you very much.

MS. GALBRAITH: Thank you.

ASSEMBLYMAN OTLOWSKI: We will now hear from Joyce Bablinka and Gabrielle Lehne. Are they here? (not present) May we have Roslyn McDonald and Susan DanDiego? (not present) Is Pamela Christopher present? (affirmative response)

Pamela, this is your testimony, right?

PAMELA C. CHRISTOPHER: Yes, and I am not going to read that whole thing.

ASSEMBLYMAN OTLOWSKI: Oh, you are so nice. Will you just summarize it? As a matter of fact, I am even going to ask you to do something more. You heard all the testimony. Do you have something new to give to us?

MS. CHRISTOPHER: I'll try. I was not here this morning because I had a meeting in the Commissioner's office, so I am not sure what went on this morning. Please stop me if I get into something that you have already covered.

I would like, first, to ask you to look particularly at the attachment I put on my testimony.

ASSEMBLYMAN OTLOWSKI: Pamela, you are with United Way of Camden. Did you tell us that?

MS. CHRISTOPHER: Yes, it is on the top of the testimony. I'm sorry, I didn't say it though — United Way of Camden County. I have been involved as a volunteer, for some 14 years, in child care.

ASSEMBLYMAN OTLOWSKI: How does the United Way fit into this program?

MS. CHRISTOPHER: Our United Way has been involved in funding child care since 1940.

ASSEMBLYMAN OTLOWSKI: You have helped fund it?

MS. CHRISTOPHER: Yes. In 1973 we were actively involved with a county by bringing what we now call Title 20 block grant funds into the county to increase the quality of care and to provide services to more children.

I would like to say that we still don't have enough care, even though we have expanded the program considerably. In Camden County, a mother puts her name on a waiting list in her third month of pregnancy in the hope that she will have a space for her infant in about 12 months, when she is ready to go back to work. So, we still have a tremendous demand. Certainly, preschool is the same thing.

I would urge you, first of all, to take a look at the cost effectiveness of high quality education, which I have attached for your reference, because it shows that child care is a good investment. For every dollar we spend, we save four dollars later on because we don't need as many costly intervention programs; special ed children are less likely to be involved in juvenile justice and some of those things.

This is from a national survey that was taken. It has received quite a bit of attention, and I think it shows that child care is a very good investment. That is one of the reasons United Way is involved.

We have seen a lot of other benefits. We see low-income parents who are now either completely off welfare rolls, or they are partially off welfare rolls. They have a much better sense of self-esteem. We have been able to provide them, through the centers, with opportunities to learn how young children grow; discipline; and health and nutrition needs, so that they are able to be better parents.

The centers have been able to give them information so they know how to access other public systems when they need them, and that is a very important thing when you are a young family -- knowing where to go and get what you need for your family. We are talking about people from marginal families and who need that kind of support.

The other thing that has been a real thrill for me is, when we began 14 years ago, I had young women, who were welfare mothers with children in the center, who now have their four-year college degree, or better, and who are head teachers and directors of day care centers in the inner city of Camden. Some of them have moved into the public school system and are helping with the transition of the preschool child into the public school system. I think that is a great advantage.

Now, having well-trained teachers is really where we need to put our resources because they are able to identify needs.

ASSEMBLYMAN OTLOWSKI: The point you are making in your testimony is that we should have well-trained people -- is that the point you are making?

MS. CHRISTOPHER: I think that is a good portion of it, and I have made some recommendations. We are talking about abuse too. A well-trained teacher will recognize signals from a young child. Almost 98 percent of abuse is in the home. It is very important to have someone recognize those signals and begin to work with the child and the family in order to change bad habits, if you will.

I think I would also like to point out-- I have mentioned the new DYFS mission statement, which our United Way frankly sees as a great breath of fresh air. For the first time, DYFS is saying in writing that they believe their workers must work with the community. Our child care centers feel very strongly that an abused child is a member of our community and our community family, and we are involved in creating a better support system for that family. This new mission statement says that clearly, and we are hoping that the management team will have the opportunity to really put it into effect, because we think it is very positive.



I did have a chance to read the Commissioner's statement, and I would like to mention a couple of things he brought up. He talks about the volunteer accreditation plan. Several years ago, I was a community representative to an interdepartmental committee of education, human services, and health, to develop better strategies for working with young children and their families. Part of what came out of that was a plan for accreditation of child care systems. It needed to be refined. The grant ran out, so work on it stopped. It needed more refinement. I think we should begin by looking at where that is, and see if we can build onto that system, because I think it is a very good one.

The Commissioner also spoke about the need to provide information on child care families. Unfortunately, I did not bring it with me today, but there is a very good pamphlet that has been developed by the United Way; it is a fold-out pamphlet. On one side it shows things to look for in quality child care, and on the other side it gives parents tips on how to identify the potential abuse of their child. It is a very good pamphlet, and I really don't think we need to reinvent the wheel; we might need to change it slightly for New Jersey's purposes, but it is a good model.

Transportation, of course, is an issue. Very few of our centers have money for transportation. One of our centers has a young mother, who was referred to us by DYFS for abuse. She has a young baby in arms and a three-year-old. She walks a mile each day, carrying her baby, to get her three-year-old to the day care center. Then she has to go home and come back again. She has to do that in rain or shine. In the particular area where that center exists, two women were recently raped, and a child was molested. So, transportation is a critical issue. It is a complicated process.

I also listened to the woman who spoke about handicapped children. I feel very strongly about that, and I think her position is well taken. One of the problems we have is to get departments of government together. If education pays for part of the day, how do you fund the rest of the day and not have the child move from one place to another -- all those kinds of pieces? How do you get health services

to that family so the mother can continue to care for her child and provide for her family if she is lucky enough to have a husband in the home? The comment one lady made was that one parent often leaves. The handicapped child is a very real problem.

Church sponsored child care is a very big field today.

ASSEMBLYMAN OTLOWSKI: Is a what?

MS. CHRISTOPHER: It is a very big field. A lot of our churches are into church-sponsored child care. There is an excellent study on that which was done by the Council of Churches. Those programs are open to the community. We need to find a way to provide supplemental funding to them so they can serve other low-income families. That has been a problem in many areas.

You talked about the family day care system, and I agree; we have tried, in Camden County, to build family day care around center-based programs, and we are beginning to do that again. I think it is beginning to work. One of the problems with that is family day care is not regulated; that makes it difficult for a center with a license, because if something goes wrong in the family day care center, over which the center has very little control, it threatens their license. I think we have to look at that.

We have also talked about having county systems for family day care, and we are doing that in our Office for Children in Camden County. We are providing technical assistance training to family day care, as well as to centers, which provides an opportunity for the center's staff to mix and exchange ideas. We have seen this as a big benefit, as far as United Way is concerned. In our community, in terms of growth and as we begin to have more and more trained people in centers, people who are community residents become a real resource, not only to the center but to their community, as neighbors. That is really what developing our children is all about, to have the community more involved, and to be more aware of the needs of the children.

ASSEMBLYMAN OTLOWSKI: Thank you very, very much.

MS. CHRISTOPHER: Thank you.

ASSEMBLYMAN OTLOWSKI: May we hear from Janet Grace, please? Janet is the Legislative Liaison for the Division on Women, New Jersey Department of Community Affairs.

**JANET GRACE:** I am going to give you all a break by submitting my testimony.

**ASSEMBLYMAN OTLOWSKI:** Oh, you are wonderful.

**MS. GRACE:** I would just like to say we are here if the Committee needs our expertise. We have a specialist in child care, and we are part of the Task Force on Child Care.

**ASSEMBLYMAN OTLOWSKI:** Thank you very, very much.

Tina Annpolsky. Is she here? (affirmative reply) Tina, will you give us your name and tell us who you represent. Tina, I notice you represent a Day Care/Latchkey Program, and Cynthia Newman of Union County is on a Task Force on Latchkey Children. Is Cynthia Newman here?

**FROM AUDIENCE:** I stand alone.

**ASSEMBLYMAN OTLOWSKI:** You stand alone? All right.

**TINA ANNPOLSKY:** I will try to be extremely brief. I do not have anything written to give you.

**ASSEMBLYMAN OTLOWSKI:** Don't apologize for that.

**MS. ANNPOLSKY:** My name is Tina Annpolsky. I am the Child Care Coordinator at the YMCA; and, in that capacity, I am the Director of the Peanut Shell Nursery, a day care center for preschoolers, and an after-school program.

Basically, what I wanted to speak to was after-school, school-aged child care. In essence, I think I just want to concur with just about everything Doctor Radig stated before.

The only points I would like to underline concern after-school child care, and the need for transportation, which has to be addressed. The best way I can do this is by giving you an example. We have an after-school program in one elementary school in Livingston, New Jersey. There are six elementary schools in Livingston. The town does not have extensive busing. The problem is how to get the children from the other five elementary schools to the one site. We solved this by going to an independent, or, this year, to two independent transporters. We are a self-sustaining program, so we have to charge fees, not only for the program but, in addition, for the transportation. So, when the legislation on after-school day care

comes up, I hope you address the concept of getting the children to the program.

ASSEMBLYMAN OTLOWSKI: Obviously, that is one of the big problems.

MS. ANNPOLSKY: Right. The second thing -- and it strictly involves school-aged child care -- has to do with certification and personnel. I hope that is broadened not only to teachers but, and I will give you my list, people with camp-recreation, psychology, or sociology backgrounds, or people who have demonstrated competency in the area.

After-school child care is not--

ASSEMBLYMAN OTLOWSKI: (interrupting) So, you are saying it should not just be limited to teachers.

MS. ANNPOLSKY: I don't believe it should be; it is not strictly education.

The last thing is -- and it is kind of related -- I think each community is unique. Livingston is unique in its own way. You have to meet the needs of a particular community. Everybody's after-school and/or before-school child care needs will not necessarily be the same; I think the general needs of all the communities should be met, but within the framework of the communities deciding how it should be done.

The best way to explain this is, four years ago a parent at a PTA meeting raised her hand and said, "I think we have a child-care, after-school problem," and the PTA President said, "You are on the Committee, find out about it." Six women spent a year investigating child care for after school needs. I happen to have been one of the mothers on that committee. We researched the program. We looked at other programs. We looked at programs in Union, Elizabeth, Lakeland Hills, Morristown, and Plainfield. We literally went where the programs were and looked at them. We explored the literature in the field. We also surveyed the parents. I heard you talking before about surveying the needs. We did this on a kind of small scale.

Finally, we formulated a program. We presented a proposal to our Board of Education. This was all PTA; it was six people, all volunteers. We finally got a lease from our School Board--

ASSEMBLYMAN OTLOWSKI: (interrupting) You got a lease?

MS. ANNPOLSKY: (continuing) —a lease to rent. We literally rented a room. This is how we did it. We established fees. It was a pilot program. We were given the furniture in the room, the use of the gym, the cafeteria, and the outside playground. We raised funds — \$1,000 — and we opened up our doors. We hired the teacher.

ASSEMBLYMAN OTLOWSKI: How many kids did you have?

MS. ANNPOLSKY: We opened up with approximately 12 children from one school. That was in September of 1981. In the subsequent years, the program has just about doubled, and we service four of the six elementary schools in Livingston. There are 24 children.

ASSEMBLYMAN OTLOWSKI: This is in Livingston?

MS. ANNPOLSKY: Yes, this is in Livingston, New Jersey, home of our Governor.

ASSEMBLYMAN OTLOWSKI: Okay.

MS. ANNPOLSKY: I just wanted to give it as an example. It is a very financially comfortable community, but there was a need for the people in this town, and it was met.

ASSEMBLYMAN OTLOWSKI: They went out and did the job?

MS. ANNPOLSKY: The PTA parents did it all by themselves.

In February of last year, the original committee decided they wanted a permanent home. We approached the Board of Education, the Recreation Department, and the YMCA. The YMCA finally decided they would take over the program. That's all.

ASSEMBLYMAN OTLOWSKI: I am sorry, I am going to have to cut you off because I have a couple of other people to hear and I am starving everybody.

MS. ANNPOLSKY: I am finished. Thank you.

ASSEMBLYMAN OTLOWSKI: Thank you very much. As a matter of fact, I wish you would commend the people in that community for their very, very distinctive program. Thank you.

ASSEMBLYMAN OTLOWSKI: May we now hear from Cynthia Newman?

CYNTHIA NEWMAN: Thank you. My name is Cynthia Newman, and I am Chairperson of the Union County Task Force on Latchkey Children.

I wish I could make this shorter, but I worked on it all weekend; I spent the whole time in the house working on it.

ASSEMBLYMAN OTLOWSKI: We have it; it is part of the record. If you worked on it all week and it is good, it will be in the record and we will have an opportunity to look at the record.

In the meantime, we are working against time here, Cynthia. As a matter of fact, I am very grateful you had the patience to wait; you have waited until the end and I am taking advantage of you. Will you just summarize this, please?

MS. NEWMAN: Well, I would just like to say that my commitment to quality, affordable child care stems from the fact that, first of all, I am a single parent; I am a professional social worker; and, also, I am chairperson of this committee.

Nine years ago, I became a single parent. After a divorce, I had a small alimony check, two children -- a four-year-old and a two-year-old with asthma. It seemed to me I had four options: I could either go to school; get a job as a sales clerk; go on welfare; or, wait for the prince to show up.

I went back to school. I got my master's from Rutgers Graduate School of Social Work, and ever since then I have been supporting my children.

In terms of what happened, I didn't weigh down the system; I didn't become a welfare mother. I used two babysitters who were displaced homemakers. They both went on to full time employment. From making two dollars an hour, babysitting for me, one is now employed at a local bank and the other is employed at a local high school.

Also, I have never been involved with the courts concerning my children. We have never been involved with any social service agencies. They are very good students, and they are committed to the future.

No matter what my professional goals have been, my primary personal hope has always--

ASSEMBLYMAN OTLOWSKI: (interrupting) You are sneaking something in on me; you are reading, aren't you?

MS. NEWMAN: Well, just a little bit.

What I have to say is more from a personal perspective than a lot of what was said today. Anyway, there are many other single

parents like me, with similar hopes for their children, in New Jersey. As a matter of fact, we have 400 thousand children, under the age of 17, being raised by single parents. Many of them are trying to get ahead. Quality, affordable child care may be the biggest obstacle to full-time employment for the single parent.

ASSEMBLYMAN OTLOWSKI: Cynthia, based upon your personal experience, obviously you have done wonders, there is no question about it in your particular case. Based upon your experience, in summary, what would you suggest to this Committee?

MS. NEWMAN: Well, I think the biggest problem I see is children in self-care. According to some studies that have been done, at least 18 percent of children, aged 7 to 13, are staying at home, by themselves. That information comes from the 1976 census, and I believe that was probably very inaccurate.

This is a very dangerous situation. Children do not know their neighbors; they do not know their community; they are subject to fire, robbery, accidents — you name it — when they are home alone.

ASSEMBLYMAN OTLOWSKI: What would you suggest, Cynthia?

MS. NEWMAN: I think one of the major goals is that the community has to start looking at itself as being responsible in some way. Also, the school systems have to take some kind of responsibility for what goes on. In many cases, they only want to view themselves primarily as educators, but that is no longer so.

There are several very good programs in operation in Union County; one is in Union Township and one is in Montclair. There are also some good programs running in the Fairfax, Virginia school system, and I think people from our State should look at what is going on down there.

ASSEMBLYMAN OTLOWSKI: In Fairfax County, Virginia?

MS. NEWMAN: Yes. They have an excellent program. It is a cooperative effort between the school system and the county. They have a lot of different things. It has this hub concept that was talked about before, and some other very good things. They have a hot line, where children can call if they are in trouble. They have a lot of very good, solid programs.

Also, I would like to mention that I work full-time with handicapped children in Union County and, as has been mentioned, there are very few options for these families. What seems to happen is the family gets to the point where they cannot function and the child winds up with a hospital admission, costing upwards of \$200, \$300, or \$400 a day, because the family just can't take it anymore. If families could be relieved with some kind of respite care for these children, they could possibly function better and wouldn't deteriorate to the point where they can no longer stand it.

In conclusion, I would just like to say that home is where the heart is, but mom can't afford to be there anymore. We need to change our underlying ideas about the nature of home, mom, and apple pie. It is just not feasible in today's world for mother to be there 24 hours a day. I think that is the underlying problem: A lot of people cannot accept that, and some, particularly the educators in the State, don't want to see it as something that concerns them.

I guess that's it.

ASSEMBLYMAN OTLOWSKI: Cynthia, thank you very, very much.

MR. NEWMAN: Thank you.

ASSEMBLYMAN OTLOWSKI: Dr. Jane Bugnand please. Doctor, you are going to help us now by being brief, aren't you?

DR. JANE BUGNAND: Yes, I know that. I am speaking to you today for the Child Care Task Force. The Child Care Task Force consists of a group of persons who are either professionals in early childhood education, or representatives of major groups in the State of New Jersey, such as the Junior League, the AUW, and the Association for Children. Some of the groups have already spoken to you today.

We have been very active in the past few years, especially in legislation. We worked very hard to create and help pass Public Law, 1983, C.492, the Child Care Licensing Act, which you are probably very familiar with.

ASSEMBLYMAN OTLOWSKI: Doctor, where are you based?

DR. BUGNAND: Do you mean what do I do professionally?

ASSEMBLYMAN OTLOWSKI: No. What town are you in?

DR. BUGNAND: I live in Caldwell, New Jersey.

ASSEMBLYMAN OTLOWSKI: And, that is in what county?



DR. BUGNAND: It is in Essex County.

ASSEMBLYMAN OTLOWSKI: Essex?

DR. BUGNAND: It is in the western end of Essex County.

ASSEMBLYMAN OTLOWSKI: And, you operate from that base?

DR. BUGNAND: I do, as a person, yes.

ASSEMBLYMAN OTLOWSKI: And, your Task Force on Child Care, is that a non-profit organization?

DR. BUGNAND: Absolutely. We are statewide. We have representatives from many major organizations in the State of New Jersey as well as—

ASSEMBLYMAN OTLOWSKI: (interrupting) It is a statewide organization?

DR. BUGNAND: That's correct. Many of us are also professionals in the field of early childhood education.

ASSEMBLYMAN OTLOWSKI: Doctor, just for the record, are you a medical doctor?

DR. BUGNAND: No, I have an Ed.d. in Early Childhood Education from Columbia.

ASSEMBLYMAN OTLOWSKI: Doctor, don't confuse me; the only thing I know is the WPA. What is EPA, or whatever it is?

DR. BUGNAND: (laughing) Well, people have Ph.d's and M.D.'s; I have an Ed.d, which is a doctor of education degree.

ASSEMBLYMAN OTLOWSKI: Okay.

DR. BUGNAND: It is from Columbia University, and I did it all at night, like a lot of other people do.

ASSEMBLYMAN OTLOWSKI: I just wanted the record to be clear.

DR. BUGNAND: Fine.

ASSEMBLYMAN OTLOWSKI: Doctor, you were good enough to sit through this testimony. Is there anything you feel has not been covered that you would want to cover?

DR. BUGNAND: Yes, there is.

ASSEMBLYMAN OTLOWSKI: May we hear it?

DR. BUGNAND: And briefly, yes.

We are really pleased that you are focusing the attention of the community and legislation on this problem of quality child care.

That is the main mission of the Child Care Task Force, to make people aware of the need for good, quality, and affordable care for children. as so many speakers before me have said -- and I won't belabor that point.

I would like to point out how important it is that we understand what quality child care is. Quality child care really relates to the very beliefs people have about how children learn and develop. As our child care facilities begin to exist, if we don't pay attention to quality, and if facilities don't create in themselves an understanding, to begin with, of what they believe about how children learn and develop, they can't possibly become quality child care centers. From that kind of thing, a philosophy about development and learning, come the goals for a center; from the goals come the decision about what buildings you build, or use; what materials you buy; and what equipment you use. The instructional program grows out of those goals. You decide you are going to be a free-play kind of activity, or if you are going to do a behavior modification performance. Whatever you choose to do, you have to have a goal to begin with, and there has to be a means of assessment, assessment not only of the program, but also of whether or not the children did develop and learn in that process. And, all of that is communicable. It is communicable to parents; it is communicable to legislators; it is communicable to people who are on the boards of trustees in facilities for the care of children. It can be public knowledge, and if there is going to be good, quality care, it has to be done in a public way.

Obviously, as so many speakers said before, there needs to be an adequate number of persons who are professionally prepared, both as professional teachers and para-professionals with training, who know what they are doing when working with children, whether in after-school, nursery-school, day-care, or infant-care -- whatever program they are in. There have to be enough adults to make a program work or it isn't going to work at all. Obviously, when you have educated and hard-working people, they deserve to be paid, and paid fairly -- which is something we have to improve on a great deal.

Parents are absolutely the most important quantity. People have suggested some proposals today about day care which would absolutely insist that parents be on all boards. This is one of the rules of Head Start, and some of the more successful programs you are familiar with. Obviously, parents should also have some governance of the places where their children are. I am not sure we can ever legislate that a person who owns and operates a child care center must have a board, but I assume that would be possible. Many do now, by legislation.

ASSEMBLYMAN OTLOWSKI: On the basis of what you heard here today, in summary, could you just tell the Committee in a few words what you feel has not been covered that should be covered?

DR. BUGNAND: I think probably the most significant reference that some people have made all day has been to the Advisory Council, which Commissioner Albanese said this morning will probably be appointed, formally, this week. It was legislated and it should have become effective last May. We have been waiting patiently, and I expect that it will be forthcoming very shortly.

That is a very significant group, especially for your Committee. One of the functions of that group is to report to your Committee and to the corresponding Committee in the Senate, for the edification of both the Assembly and the Senate. It is also supposed to advise the Commissioner on priorities related to child care, and help him when he studies the regulations that go with the proposed statutes. It is a very significant group. I think it probably holds the solution to things that some earlier speakers referred to as "quick fixes," or things that were not going to solve the problem. I think a group like that can work for a long period of time and can look at things, not slowly but with an overview; it can do more with all the bits and pieces that have come before you today, in order to put them together for some meaningful, quality care for our children.

ASSEMBLYMAN OTLOWSKI: That will be one of the things we will be talking to the Commissioner about when we meet with him.

DR. BUGNAND: Fine. The Task Force would be more than willing to help you, or to help any legislator, in the creation of this legislation.

ASSEMBLYMAN OTLOWSKI: Thank you, Dr. Bugnard.

DR. BUGNARD: Thank you.

ASSEMBLYMAN OTLOWSKI: Is Marie McPherson, from the Monmouth County Board here? (affirmative reply)

Marie, you are with the Monmouth County Board of Social Services?

MARIE MCPHERSON: That's right.

ASSEMBLYMAN OTLOWSKI: Just tell us who you are so we can get it on the record.

MS. MCPHERSON: My name is Marie McPherson. I am a social worker at the Monmouth County Board of Social Services. I work primarily with child care. I also work directly with child care in evaluating client's needs, and eligibility for the service.

A real quick summary: I touched on the need for infant care in my testimony, as well as the need for more day care centers and assistance for middle-class families who are not eligible for Title 20.

The only thing I haven't heard today concerns the need for preventive day care — Title 20 day care.

ASSEMBLYMAN OTLOWSKI: What would that be, Marie?

MS. MCPHERSON: DYFS has six priorities listed for Title 20 day care-eligible families. The first one is the most important. It covers children who are abused or neglected. The second one is for children with documented special needs. That is called therapeutic. Then it goes to children from families where day care is necessary in order to prevent placement of the child, or another family member, outside the home.

The fourth and fifth priorities concern working parents, whether it is a single parent or there are both parents in the home, and whether or not they work full-time, part-time, or are on training.

The last category is composed of anything that doesn't fall within priorities one through five.

The manual also states that it is expected that the majority of day care placements made through the district office handling Title 20 will be from priorities one and two.

One that has been put in the bottom of the barrel because of the trickle-down theory, where you have a certain amount of funds to work with and you service those in greater need, is therapeutic day care for preventive cases.

The reason I am testifying about this is, I am running into problems with parents who have called and who are in the beginning of a crisis. I believe Ms. Galbraith talked about a mother of five whose husband had left the house. She was separated. She was trying to make ends meet. She has children ages one through nineteen. It might be the same person. She called because she heard she would not be eligible for Title 20 services. The older children were helping her by babysitting the younger pre-schoolers while she was at work in the afternoon. She was not abusing or neglecting her children, so she couldn't receive the—

ASSEMBLYMAN OTLOWSKI: (interrupting) On the broad range, what is it you would suggest to this Committee that we haven't already heard?

MS. MCPHERSON: That the priority for preventive therapeutic day care be made as important as the cases of child abuse and neglect. It is on the bottom the list. It doesn't get addressed that often, because of the lack of funds, once it gets to that priority.

Title 20 is supposed to help people who are in need, and I think there is something wrong when you have to wait until the family is in a deep crisis before they can be assisted.

ASSEMBLYMAN OTLOWSKI: Thank you very much for being so patient.

May we hear from Joan Sapienza, please? Am I pronouncing your name correctly?

ALISON ROTH: You do not have to pronounce it because she is not here; I am going to speak for her. My name is Alison Roth.

ASSEMBLYMAN OTLOWSKI: What is your name?

MS. ROTH: Alison Roth. I am the Director of Development for the Association for Retarded Citizens.

ASSEMBLYMAN OTLOWSKI: In Somerset County?

MS. ROTH: Yes, in Somerset County. I am speaking for Mrs. Sapienza, who is my Executive Director.

ASSEMBLYMAN OTLOWSKI: Did she have written testimony?

MS. ROTH: No, I have a very brief proposal to give.

ASSEMBLYMAN OTLOWSKI: If you have a brief proposal, may I have it?

MS. ROTH: It is not typed; it is just written out.

ASSEMBLYMAN OTLOWSKI: Well, let me hear it, but summarize it.

MS. ROTH: Okay. One of our programs is the Jerry Davis Early Childhood Center, which is located in Bridgewater, New Jersey. In this Center we serve 30 developmental-aid children and 5 normal children. We offer day care services for these children 50 weeks out of the year.

Early this morning Governor -- I'm sorry, he is not Governor -- Commissioner Albanese recommended--

ASSEMBLYMAN OTLOWSKI: (interrupting) He would be glad to hear that.

MS. ROTH: I know he would. He suggested registering family day care homes. What we would like to suggest, as an alternative, is to have family day care be a home-based component of a center-based program. So, for us -- for the Jerry Davis Early Childhood Center -- that means we would have our children for several days in our center, and then we would send them out into the community.

The family day care home would be, in effect, the satellite program of our center. The monitoring of the home, the training of the staff, and the licensing of the home would emanate from the Jerry Davis Center. We are regulated through DYFS.

We don't want to send our children away from our center, but we do want to make this proposal as a general alternative, for the better operation of family day care homes in New Jersey.

ASSEMBLYMAN OTLOWSKI: Thank you very much.

That concludes the hearing. However, before I conclude the hearing, I would just like to make some observations for the record. I want to commend the Speaker for accelerating the date of this hearing. I think that was important.

I want to commend the Committee for their patience and for the fact that they sat throughout the whole hearing until we completed it.

Jackie, I want to thank you for coming today; for the personal interest you have in this; for some of your personal observations; and for some of the personal contributions you have made. So, we are grateful to you and, of course, to Paul for his wonderful support here and for his help in getting this expedited and out of the way.

We will now wait for the record of the hearing. We are going to ask our staff and the Commissioner's staff to go over all of the legislation so we can make some sense out of this whole thing, in order to see how it fits into the total hearing.

I want to commend everybody for their patience. I want to apologize to the staff for denying them their lunch; this is a whole new thing we are doing by showing that America can go on without lunch. (laughter)

Thank you very much. We stand adjourned.

**(HEARING CONCLUDED)**

**APPENDIX**





TESTIMONY  
ASSEMBLY CORRECTIONS HEALTH AND  
HUMAN SERVICES COMMITTEE

CHAIRMAN OTLOWSKI/ VICE CHAIRMAN VISOTCKY/ I THANK YOU FOR THE OPPORTUNITY  
TO TESTIFY ON CHILD CARE AND FOR CONVENING A HEARING ON THIS CRITICAL AREA  
OF CONCERN TO THE PARENTS OF NEW JERSEY.

CONTROVERSY ABOUT CHILD CARE HAS FILLED THE NEWS IN RECENT MONTHS/ AND I  
DO NOT NEED TO TELL YOU ABOUT THE ~~NEGATIVE~~ THAT HAS SURROUNDED IT.

THE PROTECTION OF OUR CHILDREN IN CHILD CARE IS OF UTMOST CONCERN.

IN PREVIOUS TESTIMONY BEFORE THE LEGISLATURE/ I STRESSED THE PROTECTIVE  
MEASURES WE IN NEW JERSEY HAVE ALREADY TAKEN. I HAVE ALSO MADE CLEAR OUR  
COMMITMENT TO WORK WITH THE LEGISLATURE/ PARENTS/ DAY CARE PROVIDERS/  
AND THE COMMUNITY TO ASSURE THE SAFETY OF OUR CHILDREN.

TODAY/ I WOULD LIKE TO TAKE THE OPPORTUNITY TO DISCUSS THE VITAL IMPORTANCE OF CHILD CARE IN OUR CHANGING SOCIETY/ AND WHY WE MUST TAKE GREAT PAINS TO ENSURE IT IS ACCESSIBLE AND AVAILABLE TO ALL.

WE KNOW THAT THE AMERICAN WORKPLACE IS IN TRANSITION/ THE AMERICAN FAMILY IS CHANGING.

IN HIS TESTIMONY BEFORE THE SELECT COMMITTEE ON CHILDREN/ YOUTH AND FAMILIES/ GOVERNOR KEAN SPOKE TO THIS ISSUE WHEN HE CITED STARTLING STATISTICS:

THE PERCENTAGE OF WOMEN IN THE WORKFORCE HAS INCREASED FROM

37.7 PERCENT IN 1960 TO 53.2 PERCENT TODAY.

IN NEWSWEEK/ IT WAS POINTED OUT THAT OVER 26 MILLION FAMILIES

IN AMERICA HAVE BOTH PARENTS WORKING--A JUMP OF ALMOST

FOUR MILLION IN JUST EIGHT YEARS!

IN NEW JERSEY/ THERE WERE 155,000 WOMEN WITH CHILDREN YOUNGER THAN SIX  
IN THE LABOR FORCE; 360,500 WOMEN WITH CHILDREN 6 TO 17 YEARS OLD/ AND/  
ALMOST 400,000 CHILDREN IN SINGLE-PARENT FAMILIES.

THESE STATISTICS POINT TO THE TREMENDOUS NEED FOR MORE CHILD CARE/  
QUALITY CHILD CARE/ AND A VARIETY OF CHILD CARE ALTERNATIVES FOR NEW  
JERSEY'S PARENTS.

LET'S TALK ABOUT THE AVAILABILITY OF CHILD CARE.

ALTHOUGH THE NUMBER OF CHILD CARE FACILITIES IN THE STATE HAS TRIPLED  
SINCE 1972/ THOSE 1720 CENTERS DON'T HAVE ENOUGH OPENINGS. ABOUT 100,000  
CHILDREN ARE ENROLLED IN SOME FORM OF CENTER-BASED CHILD CARE. AND/ SINCE  
THERE ARE ABOUT 300,000 PRE-SCHOOL CHILDREN WITH WORKING MOTHERS/  
THERE IS NO QUESTION THAT WE NEED MORE CHILD CARE.

WITH SUCH A TREMENDOUS NEED FOR CHILD CARE/ GOVERNMENT CAN AND SHOULD  
PLAY A ROLE.

ONE OF THESE ROLES MUST INCLUDE IMPROVED USE OF OUR RESOURCES. FOR  
EXAMPLE/ WE ARE USING OUR RESOURCES TO OPERATE A DEMONSTRATION PROGRAM  
IN HUDSON COUNTY/ WHICH HAS PROVED TO BE HIGHLY SUCCESSFUL. THIS PILOT  
VOUCHER PROGRAM IS INCREASING THE AVAILABILITY OF DAY CARE FOR LOWER  
INCOME FAMILIES.

NORMALLY/ THE STATE CONTRACTS WITH A DAY CARE PROVIDER FOR A NUMBER OF  
PLACEMENTS. CONSUMERS THEN SEND THEIR CHILD TO THAT CENTER.

THE VOUCHER PLAN ALLOWS CONSUMERS TO SELECT A DAY CARE CENTER THAT IS NEAR THEIR HOME/ AND ONE THAT MEETS THEIR OWN OBJECTIVES.

THE STATE SAVES FUNDS BECAUSE THE CONSUMER CAN CHOOSE FROM A GREATER POOL OF DAY CARE SERVICES/ WHICH MAY BE LESS EXPENSIVE. THE SAVINGS CAN BE SPREAD TO MORE INCOME-ELIGIBLE CONSUMERS.

WE BELIEVE THIS PROGRAM COULD BE EASILY EXPANDED TO SEVEN ADDITIONAL COUNTIES/ INCREASING THE NUMBER OF CHILD CARE SLOTS BY 1000.

IN FACT/ ALL OUR STATE-FUNDED OR SUBSIDIZED DAY CARE PROGRAMS NEED TO BE EXPANDED. I RECOMMEND THAT A MINIMUM OF 2000 ADDITIONAL CHILDREN BE OFFERED CHILDCARE THROUGH THE PRIVATE NON-PROFIT SECTOR AND OTHER ARRANGEMENTS.

THESE PROPOSALS WOULD COST APPROXIMATELY \$5 MILLION EACH YEAR AND SHOULD BE DONE ON A PERMANENT BASIS. THIS EXPANSION WOULD RAISE THE NUMBER STATE-SPONSORED CHILDREN FROM 12,000 TO 15,000 PER YEAR.

THE STATE CAN PLAY ANOTHER IMPORTANT ROLE. NOT ONLY CAN IT ASSIST IN ENSURING THAT CHILD CARE IS AVAILABLE/ IT CAN ENSURE THAT IT IS ACCESSIBLE/ FOR EXAMPLE/ TRANSPORTATION ALONE IS A SIGNIFICANT PROBLEM FOR MANY PARENTS AND CHILDREN. WE CAN OFFER A CASH INCENTIVE TO CONTRACTED PROVIDERS TO OFFER TRANSPORTATION. THIS VOLUNTARY TRANSPORTATION INCENTIVE WOULD COVER ABOUT 2000 CHILDREN AT A COST OF \$1.5 MILLION.

WE HAVE ALSO BEEN WORKING WITH THE PRIVATE SECTOR TO INCREASE THE DAY CARE OPTIONS AVAILABLE TO PARENTS.

CORPORATE-SPONSORED DAY CARE IS ANOTHER TOOL AS WE ATTEMPT TO CONSTRUCT A PACKAGE TO STIMULATE ADDITIONAL DAY CARE GROWTH.

CORPORATE/ OR EMPLOYER-SPONSORED DAY CARE/ IS A GROWING SEGMENT OF THE INDUSTRY.

IN JUST LESS THAN TWO YEARS/ THE NUMBER OF EMPLOYER-SPONSORED CHILD CARE CENTERS INCREASED SIGNIFICANTLY/ FROM THREE IN NOVEMBER 1982 TO 43 AS OF THIS SEPTEMBER.

WE EXPECT GROWTH TO CONTINUE. AND/ WE CAN OFFER LEADERSHIP. THE DEPARTMENT IS EXPLORING THE POSSIBILITY OF SETTING UP PILOT DAY CARE PROGRAMS FOR EMPLOYEES OF OUR DEPARTMENT.



BUT CORPORATE-SPONSORS NEED ASSISTANCE IN STARTING UP CHILD CARE SERVICES. THEY NEED GUIDANCE THROUGH THE LICENSURE PROCESS AND OTHER START-UP PROCEDURES.

IN FACT/ WE CAN STIMULATE GROWTH ALL CROSS THE BOARD IN THE DAY CARE INDUSTRY BY PROVIDING TECHNICAL EXPERTISE.

I AM RECOMMENDING THAT THE STATE SUBCONTRACT WITH CHILDCARE AND FAMILY SERVICE EXPERTS WHO WILL ASSIST LOCAL PROVIDERS/ BOTH PUBLIC AND PRIVATE IN THE DEVELOPMENT AND OPERATION OF COMMUNITY SERVICES.

WE SEE THE NEED FOR THREE REGIONAL FAMILY RESOURCE CENTERS AT A COST OF \$150,000 A CENTER. AT THESE RESOURCE CENTERS/ EXPERTS WILL PROVIDE TECHNICAL ASSISTANCE IN ALL ASPECTS OF DEVELOPMENT, FROM LICENSING AND FUNDING TO PROGRAM DEVELOPMENT. THEY WILL ALSO ENCOURAGE TRAINING OF CHILD CARE WORKERS THROUGH WORKSHOPS AND SEMINARS.

IN ADDITION TO HELPING MAKE CHILD CARE AVAILABLE/ WE MUST STRIVE FOR QUALITY DAY CARE/ INCLUDING A VARIETY OF CHILD CARE ALTERNATIVES/ FOR FAMILIES.

IN ORDER TO ENSURE A MINIMUM OF QUALITY SERVICES FOR OUR CHILDREN/ I AM RECOMMENDING THAT:

1. DYFS CARRY OUT ANNUAL INSPECTIONS OF LICENSED CHILD CARE CENTERS/ AND
2. OUR INSPECTORS BE AVAILABLE TO CONSULT ON PROGRAMMING

I AM RECOMMENDING A SUPPLEMENTAL APPROPRIATION OF \$438,000 TO HIRE AN  
ADDITIONAL 16 LICENSING INSPECTORS AND SUPPORT STAFF.

AND THERE IS AN ANOTHER WAY TO INSURE QUALITY PROGRAMS.

I RECOMMEND THE ESTABLISHMENT OF A VOLUNTARY ACCREDITATION PROGRAM, THIS  
PROGRAM WOULD APPLY TO ALL TYPES OF CHILD CARE SETTINGS/ AND EXCEED OUR  
LICENSING STANDARDS.

BUT PERHAPS THE BEST WAY TO ENSURE QUALITY IS BY INCREASING THE INVOLVMENT  
OF OUR PARENTS AND COMMUNITY.

HOW CAN WE DO THIS?

1. WE MUST MAKE SURE PARENTS HAVE A PLACE TO CALL FOR INFORMATION AND ADVICE ON CHILD CARE IN THEIR COMMUNITY.

THEREFORE/ I AM RECOMMENDING THE ESTABLISHMENT OF A STATEWIDE CLEARINGHOUSE WHICH CAN PROVIDE INFORMATION AND REFERRAL ON CHILD CARE. THE ESTIMATED COST OF THIS CLEARINGHOUSE IS \$150,000.

2. WE NEED TO PREPARE AN INFORMATION CAMPAIGN FOR PARENTS ON HOW TO CHOOSE A CHILD CARE SERVICE. WE ESTIMATE THE COST WOULD BE \$100,000/ AND THE CAMPAIGN WOULD INCLUDE MEDIA SPOTS AND PUBLIC DISTRIBUTION.

3. WE ARE ASKING FOR LEGISLATION TO GUARANTEE PARENTS ACCESS TO  
THEIR CHILD'S DAY CARE CENTER AT ALL TIMES/ AND ALSO FOR  
LEGISLATION THAT WILL REQUIRE CENTERS TO DEVELOP PROGRAMS  
FOR PARENTAL INVOLVEMENT IN THAT CENTER.

BUT THESE RECOMMENDATIONS ARE ONLY A FIRST STEP.

IF WE WANT TO FULLY ADDRESS THE MAJOR ISSUES FACING US IN CHILD CARE/  
WE MUST DEVELOP A COMPREHENSIVE BLUEPRINT FOR THE FUTURE.

IF THE GROWTH OF CHILD CARE IS TO CONTINUE IN AN ORDERLY FASHION/ WITH  
ALL AREAS OF THE STATE SHARING IN THE GROWTH/ THEN WE NEED A COMPREHENSIVE  
STATE CHILD CARE PLAN/ THAT RECOGNIZES CHILDCARE AS A GROWING SERVICE  
INDUSTRY AND PROVIDES DECENT SALARIES AND BENEFITS TO ITS EMPLOYEES.

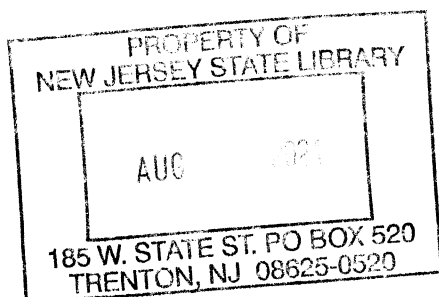
THIS PLAN SHOULD IDENTIFY LOCAL NEEDS/ WHICH TYPES OF CHILD CARE ARE MORE IN DEMAND/ AND WHO CAN BEST RESPOND TO THAT NEED--PUBLIC RESOURCES/ PRIVATE/ OR SOME COMBINATION OF THOSE. ALL SUCCESSFUL MODELS OF CHILDCARE/ FROM THE FEDERAL HEADSTART PROGRAMS TO ALTERNATIVE COMMUNITY ARRANGEMENTS/ SHOULD BE EXAMINED.

I AM RECOMMENDING THAT THE FIRST TASK OF THE STATE'S NEW CHILD CARE ADVISORY COUNCIL BE TO PREPARE THIS PLAN. THE GOVERNOR WILL BE ANNOUNCING THE MEMBERSHIP OF THIS COUNCIL THIS WEEK.

THERE ARE OTHER ISSUES WHICH THE ADVISORY COUNCIL SHOULD STUDY--A MEANS TO CERTIFY FAMILY DAY CARE/ INCLUDING TRAINING/ PROVISIONS FOR INFANT CARE AND AFTER SCHOOL CARE/ AND AN ACCREDITATION PROGRAM. SUCCESSFUL LOCAL SYSTEMS FOR FAMILY DAYCARE REGISTRATION SUCH AS THE ONES IN UNION/ PASSAIC/ AND OTHER COUNTIES/ SHOULD BE EVALUATED.

I HAVE SET BEFORE YOU WHAT I CONSIDER A FORWARD-LOOKING PROPOSAL FOR OUR STATE. IT WOULD PROVIDE SUPPORT AND ASSISTANCE TO CURRENT AND FUTURE CHILD CARE PROVIDERS/ WHO SHOULD BE COMMENDED FOR THEIR CARING/ CONCERN/ AND ATTENTION TO OUR CHILDREN. IT WOULD ALSO PROVIDE THE SERVICES THAT OUR CHILDREN AND PARENTS DESERVE. ABOVE ALL/ THE DEVELOPMENT OF A QUALITY CHILDCARE SYSTEM WILL REQUIRE THE COLLABORATION OF ALL SECTORS OF OUR SOCIETY. THE GOVERNMENT/ THE PRIVATE SECTOR/ AND THE CITIZENS OF OUR STATE MUST FACE THIS CHALLENGE TOGETHER.

BEFORE I ANSWER YOUR QUESTIONS/ I WANT TO LEAVE YOU WITH THIS THOUGHT,  
IT IS BETTER TO PROPERLY BUILD CHILDREN THAN TO REPAIR THEM AS ADULTS. AS  
TEDDY ROOSEVELT SAID/ "EACH CHILD REPRESENTS EITHER A POTENTIAL ADDITION TO  
THE PROTECTIVE CAPACITY AND ENLIGHTENED CITIZENSHIP OF THE NATION OR/ IF  
ALLOWED TO SUFFER FROM NEGLECT/ A POTENTIAL ADDITION TO THE DESTRUCTIVE FORCES  
OF A COMMUNITY...THE INTERESTS OF THE NATION ARE INVOLVED IN THE WELFARE OF  
THIS ARRAY OF CHILDREN NO LESS THAN IN OUR GREAT MATERIAL AFFAIRS."





SUMMARY OF PROPOSALS

<u>PROJECT</u>	<u>ESTIMATES (MILLIONS)</u>
EXPANSION OF SERVICES -	\$5.0
1000 VOUCHERS	
2000 CONTRACT PLACEMENTS	
TRANSPORTATION INCENTIVES	\$1.5
REGIONAL RESOURCES-	\$ .45
3 CENTERS	
LICENSING STAFF-16 POSITIONS	\$ .44
STATEWIDE CLEARINGHOUSE	\$ .15
	<hr/>
TOTAL	\$7.54

STATEMENT BEFORE THE NEW JERSEY ASSEMBLY  
CORRECTIONS, HEALTH & HUMAN SERVICES COMMITTEE

15 October, 1984

My name is Bertram C. Willis. I am the Director - Government Relations for Campbell Soup Company which is headquartered in Camden and appear today at the invitation of Assemblywoman Walker who requested a summary of our experience with day care.

Campbell Soup has been involved in day care one way or another for more than fifteen years. This involvement began in Camden where we have provided financial assistance towards the construction, expansion and operation of 11 day care centers. This assistance included obtaining and donating the building for Camden's first bilingual day care center. While state and local funding now provide the bulk of support for these centers, we continue to donate food to some of these centers as well as others outside Camden area. In fact, Campbell supports day care operations in other communities where it has operations both through such local agencies as the United Way and by contribution of finished product. .

In addition, we have more recently supported day care efforts in Ohio for the children of migrant farm workers. There, Campbell first identified the need for day care by children of migrant farm workers who move through the fields of Ohio during the summer. We then looked for agencies capable of providing this service and focused on the ~~Northwestern Ohio~~ Community Action Commission which already conducted a nine month headstart program. At our request and with our support, the Commission obtained a twelve-month license

and then provided day care opportunities for migrant children during the summer.

However, I believe your interest probably centers on our experience with the day care center at our General Office in Camden.

This facility grew out of an idea proposed by two women to Campbell's President Gordon McGovern during one of his informal sessions with employees. A broad-based committee was formed and under the leadership of Carol Ritchie, Campbell's Manager of Personnel Services, it investigated the need and feasibility of a day care center at the headquarters. This committee involved men and women whose corporate responsibilities include purchasing, legal, secretarial, financial planning, engineering, home economics and research. The committee's investigation took about a year and included employee surveys, interviewing day care specialists (such as KinderCare), visiting nearby centers, checking legal requirements, and inquiring about other corporate centers.

Mr. McGovern was presented with a plan on September 23, 1982 including capital investment and operating costs and a Company/employee contribution plan for use of the center. "Let's get moving" he said and a January, 1983 opening date was agreed upon.

The project involved renovating the company's Marketing Distribution Warehouse across the street from the Corporate Office with a 6,000 square foot center, plus a 4,000 square foot indoor activity area and a 4,500 square foot outdoor playground. The center was constructed similarly to a standard KinderCare Center and licensed for 100 children, ages 2 months to 6 years. An expansion project to increase the capacity to 150 was completed two months ago.

The center is designed to function as a learning center, not simply a baby sitting service. It includes six separate classrooms for infants, toddlers, and kindergarten age children. Infant change tables, junior toilets, and handwashing facilities are included in each room. Also included is a private room used by nursing mothers. A complete kitchen, for breakfast, lunch and 2 snacks, includes an electric range, microwave oven, double oven, storage cabinets, refrigerator/freezer, dishwasher, and a triple sink for washing, rinsing, and sanitizing. There are provisions for separate food preparation in the Infant Room for formulas, hot plates and refrigerator, laundry with washer, dryer, hot, water heater, mop sink, etc.

Initially, KinderCare operated the center on a cost plus a fixed fee basis with KinderCare leasing the building for a \$1.00 per year and Campbell Soup Company covering maintenance, utilities, taxes and similar costs. However, the current contract sets a tuition base for Campbell employees, with subsidies toward children of employers coming from the company, and KinderCare covering overhead and its profit from this tuition.

Our initial survey indicated that security was a major employee concern. Campbell's Pinkerton Security Force was contacted and a plan worked out to install a guard house to observe the front of the Day Care Center and to relocate the Security Monitor Cameras to focus on the center playground and entrance. Privacy slats were also installed in the chain-link playground fence.

Employees were presented with the entire program on November 18, 1982 and registration began December 15, 1982. In addition to Campbell employees the center was also made available to member companies of the Greater Camden

Movement (an organization of Camden private sector employers such as RCA and Cooper Hospital which works for the City's economic development). While original surveys indicated we could expect 15 infants and 35 toddlers and kindergarten age children, a total of 14 were registered initially. However, the number increased to 85 and is now at 115 after 21 months of operation, with infant space filled to capacity necessitating the need for a waiting list.

As you can imagine, the process by which this facility has come into being has been one that has required a rather steep learning curve on which we do not feel that we have yet reached the top. Certainly, we continue to face a number of challenges, including the ever increasing need for space --- particularly to serve infants --- and a problem of cutting down teacher turnover. A parent association is presently being formed by individuals using the operation. Representatives from that group will become part of the committee which meets with KinderCare on a regular basis in an effort to assure good communication and to keep abreast of refinements to the program.

Corporate on-site day care appears to be a rather unusual new phenomenon, consequently we have been unable to obtain long term data on it. However, we certainly see evidence that it helps attract and retain qualified people. Other advantages appear to include reduced absenteeism, increased productivity and decreased employee turnover.

I should point out that I am not the Company's day care expert. She unfortunately was unable to absent herself from other responsibilities when we received the invitation to be with you today. However, I will be pleased to respond to questions that are within the area of my knowledge.



ASSOCIATION FOR CHILDREN OF NEW JERSEY

17 Academy Street, Suite 709  
Newark, New Jersey 07102

October 12, 1984

TO: Assemblyman George J. Otlowski, Chairman  
Members, Assembly Corrections, Health and  
Human Services Committee

FROM: Ciro A. Scalera, Executive Director  
Cecilia Zalkind, Staff Associate  
Association for Children of New Jersey

We are here today on behalf of the Association for Children of New Jersey (ACNJ) to present testimony on the issue of child care. ACNJ is a statewide citizen-based advocacy organization dedicated to bettering the lives of New Jersey's children through the improvement of policies and programs that affect them. We are grateful for the opportunity to address a most pressing issue in New Jersey today and have attached for your review a series of eight specific recommendations which we believe warrant legislative scrutiny. We have included a rationale and supporting comments for each recommendation.

Selecting those issues to highlight in formulating recommendations to this Committee was a difficult decision. Public attention to the need for quality child care is a recent phenomenon and we wanted to use this forum to emphasize those issues that we believe are the most pressing but also have the greatest likelihood of legislative action.

The provision of extended care for school-aged children and the regulation of family day care homes are two such issues. We also address the need for quality, affordable and available child care with a series of specific recommendations and options. We conclude with some specific recommendations regarding the prevention of child abuse in child care centers, the subject of much recent publicity.

Throughout our testimony is the theme of State responsibility in child care. Child care for a large percentage of families in New Jersey has become a necessity, not a luxury. We believe that not only does the State have a strong role in establishing standards to ensure the safety and well-being of its children in day care but also a responsibility to promote in an appropriate manner the development of more quality day care.

1. RECOMMENDATION: To provide extended day care programs before and after school for those school-aged children whose parents work.

RATIONALE: Recent estimates suggest that as many as 250,000 children under age 13 care for themselves before and after school while their parents work.

COMMENTS:

Public attention has traditionally been focused more on those children who receive center-based child care. Only recently has attention been shifted to latchkey children, those school-age children who care for themselves before and after school. Estimates suggest that as many as 250,000 children are affected in New Jersey. It is further believed that this is a conservative figure due to parental reluctance to admit to unsupervised care for their children.

The consequences of unsupervised care are multiple. Obviously, an unsupervised child is more vulnerable and at-risk to accidents, drug and alcohol abuse, etc. But some of the effects of unsupervised care are not as obvious. Adolescent suicide, for example, is on the rise and some research connects teen-age depression with the loneliness and detachment of caring for oneself. Juvenile delinquency is also often tied to lack of adult supervision.

Provision of school-age child care need not be an expensive undertaking. A-2154, introduced by Assemblywoman Walker, proposes funding to utilize the public schools for before and after school care. Communities such as Montclair have already begun similar programs at little cost to the school district or the parents by the use of innovative staffing. Local community groups, such as the YWCA, have also begun similar programs. In addition to providing supervised care, programs such as these can also provide the school-age child with tutoring, recreational activities, and the company of peers and other adults in a supervised setting.

Special attention must also be given to the older child who needs extended day care. The pre-adolescent or adolescent child who is too old for a formalized program might benefit from a more creative means of supervised care. In Virginia, for example, a Service Satellite Program utilized family day care providers and after-school programs as check-in centers for children who do not need totally supervised care. Under a special contract with the child care provider, parents designate exactly how much freedom and responsibility they want their children to have. Through this system, a child who needs less intense supervision can still have a responsible adult available to them.

2. RECOMMENDATION: To establish a system to register family day care homes.

RATIONALE: New Jersey is presently one of five states that does not regulate its estimated 20,000 to 40,000 family day care providers.

COMMENTS:

Although statistics are approximate, it is safe to say that a significant number of New Jersey's children are cared for by family day care providers, a term given to those who care for unrelated children in their own homes. Such day care is presently unregulated in New Jersey even though estimates suggest that there may be as many as 40,000 family day care homes in existence at the present time. Only four other states do not regulate this form of child care.

ACNJ is presently exploring a voluntary registration system to regulate New Jersey's family day care providers. Registration seems a far more realistic model than licensing due to the large number of family day care homes. We have proposed that Family Day Care Service Organizations be developed in each county under contract with the Division of Youth and Family Services in order to register family day care homes. Under this system the Division would promulgate standards for family day care providers as well as for the Family Day Care Service Organizations in approving, monitoring and re-evaluating these providers.

Through a registration system, standards for family day care may be established and maintained, the primary advantage being the protection of the health and safety of the children in family day care. The family day care provider would benefit from registration by receiving professional training and status and by being able to participate in the federal child care food program. Both parents and providers would benefit from the centralized referral source that registration would create.

Because of the great number of family day care providers, we have supported a voluntary registration system to ensure that parental supervision of these homes is stressed and maintained. No periodic state supervision can or should replace the day-to-day supervision of a parent.

We understand that a work group, in which we had participated, has set out some recommendations for a mandatory registration system that would register those providers who care for 3-5 children for at least two full consecutive days on a regular weekly basis. Implementation would be incremental with the Family Day Care Service Organizations established in the first year, one-half of the providers registered in the following year, and the remaining half of the providers registered by the end of the third year. Pending analysis, this proposal may well be one that ACNJ could support.



3. RECOMMENDATION: To make quality, affordable child care available through:
- a. Income tax credits to offset the cost of child care.
  - b. Incentives to encourage the corporate sector to provide child care.
  - c. A county-based information and referral system of child care providers.

RATIONALE: Approximately one million children in New Jersey have mothers employed in the workforce.

COMMENTS:

The number of mothers employed in the workforce has been increasing annually. The 1980 Census demonstrated that in New Jersey, 53% of all mothers with children under age 18 are employed in the workforce. Of this number, 39% have children under age 6 and 61% have children between the ages of 6 and 18. Working families need assistance in finding quality child care as well as being able to afford it.

Recent federal budget cuts have reduced child care subsidies for low-income families with the result that many families cannot afford to work and pay for child care. Some estimates suggest that single mothers can spend up to 40% of their income on child care. For many women, the cost of day care subtracted from their wages may make public assistance a more realistic alternative. The cost is also prohibitive for many middle income families. A two parent family earning \$24,000 per year, for example, can spend more than one-quarter of its income on child care.

Affordable child care for low and middle income families is a necessity, not a luxury. In addition to direct funding of child care services for low income families, income tax credits for child care can be a realistic benefit to middle income families. Although New Jersey presently has a tax credit, it could well be increased, for example, along the lines of a recent Ohio proposal that allows a 30% credit.

Encouragement of employer - supported child care is also an option. There are presently 43 employer-sponsored child care centers in New Jersey. Thirty-four of these exist in hospitals and colleges; only nine private businesses provide child care services. With almost 400,000 pre-school children in New Jersey with working mothers, it is apparent that something more needs to be done.

Employers can be given incentives to provide child care services through tax credits for employer-run child care centers. Several bills have been introduced that propose such a tax credit; these bills deserve immediate legislative attention. Businesses and corporations can also utilize other innovative techniques. Allowing position-sharing, flex-time, and providing day care vouchers as employee benefits are other ways in which an employer can help to meet the need for child care services.

Access to child care is also essential. At the present time, New Jersey does not have a centralized information and referral system of child care centers and providers. Legislation mandating each county to establish a central registry of all county child care providers would be appropriate. State technical assistance could be provided for implementation, but development of a system on a county level would better define local availability and needs.

Even if programs were implemented to make quality, affordable child care available, there are still some special needs that are left unmet. There is a particularly acute shortage of available services for infants. Unusual work hours are also a problem. Few child care services are available for those parents who work evenings and weekends. This is a significant problem since many traditionally low-paying positions fall into this category. The examination of such issues may be an appropriate priority for the newly formed Child care Advisory Council.

4. RECOMMENDATION: To explore the expansion of Head Start to include those children not presently served by the program.

RATIONALE: Recent longitudinal studies have demonstrated that children who attend Head Start tend to do better in later life than children who do not attend.

COMMENTS:

Recent studies have demonstrated that Head Start reaps long-term benefits for its participants. The High Scope Educational Foundation in Michigan has just released the findings of its twenty year study to compare Head Start graduates and members of a non-Head Start control group. Its data reveals that Head Start children have a significantly higher high school graduation rate, a lower drop-out rate, a lower crime rate and a lower unemployment rate. Reduced costs of education, crime and welfare assistance indicate that for every \$1,000 invested in Head Start, \$4,130 is returned to society.

The expansion of Head Start is an issue that merits further examination. There are a significant number of children in New Jersey who are income eligible for Head Start, but cannot attend due to lack of funding. For children living in poverty whose families are without jobs, housing, food, health care and other basic needs, it seems that the least we can do is to allow a greater number to participate in Head Start.

A second proposal to explore might be the extension of Head Start to include children at age 3 rather than at age 4. Pre-school education is viewed as beneficial for the child and many full-time homemakers enroll their children in pre-school programs to encourage the development of socialization and learning skills. In this age, few children are without some pre-school experience.

The expansion of Head Start is an issue that merits further research at this time. The number of children who would be served as well as the costs of the program are all points that must be considered.

5. RECOMMENDATION: To provide financial and professional incentives to draw and keep high quality child care workers.

RATIONALE: Child care workers are among the lowest paid in the country yet are expected to provide high quality care to our children.

COMMENTS:

The recent publicity about child abuse in child care centers has resulted in some suspicion toward those employed as child care workers. In reality, the reported abuse involves a small percentage of child care center workers.

Such publicity, however, might be better directed at the duties and salaries of child care workers. Low pay, tremendous responsibility for the emotional and physical well-being of very young children, and heavy workloads describe work conditions for many child care workers. It is somewhat ironic that we expect child care workers to be responsible for our most precious resource, our children, yet allow them to be among the lowest paid of all workers. Higher pay, a larger workforce, better working conditions and flexible scheduling are all considerations to elevate the profession to the status it deserves.

Training is also an important issue. Child care workers must receive a thorough training program which includes appropriate child care techniques, guidelines for the use of discipline as well as reporting responsibilities under the child abuse statutes. Ongoing training could well be provided for child care workers at the community colleges. But training itself will not be effective, however, so long as there are inadequate financial and personal incentives to draw and keep high quality child care workers.

6. RECOMMENDATION: To mandate strong parental involvement for child care centers and family day care homes.

RATIONALE: Parental involvement in monitoring child care can improve the quality of care and prevent incidents of child abuse.

COMMENTS:

Legislation and/or administrative regulations are needed to mandate parental involvement in child care. Parental review

and input in all types of child care can be utilized to ensure high quality standards of care and to prevent child abuse.

The success of strong parental component has already been demonstrated. Head Start has traditionally utilized parent involvement on both the programmatic and policy levels. Parents are encouraged to visit and to observe the child care facility and to become involved in program activities. A Policy Council, comprised primarily of parents, is also utilized to review and to establish policy.

Parental involvement is also a strong element of family day care. Most states that register family day care homes stress the importance of parental supervision. Nebraska, for example, provides an orientation for parents who utilize family day homes and educates them to assess and supervise the standards in the home. The daily observations of a parent are regarded as more thorough and consistent than periodic agency inspections. In such states, parental involvement is highly publicized and parents are encouraged to participate.

Legislation is needed to mandate strong parental involvement in child care centers and other child care services. The form of parental involvement need not be mandated, however, allowing the use of advisory boards, parent councils, citizen reviews, etc. based upon the need of the individual facility. We understand that Assemblywoman Walker plans to introduce a bill in this area which merits quick legislative review.

7. RECOMMENDATION: To increase the number of Division of Youth and Family Services workers presently assigned to monitor child care centers.

RATIONALE: The Division presently is staffed with 8 program specialists to monitor 1700 child care centers.

COMMENTS:

There are presently eight staff members within the Division of Youth and Family Services who are responsible to inspect, monitor and re-evaluate the 1700 licensed child care centers in New Jersey. More staff is needed to guarantee annual onsite inspections of these centers. Assemblywoman Walker's bill, A-2587, addresses this concern by appropriating funds to increase the number of staff responsible for child care center inspection.

Once this need is addressed, however, inspection standards must be examined. Annual on-site inspections must include evaluation of programmatic standards as well as life-safety standards.

8. RECOMMENDATION: To develop and implement a thorough reference system for the hiring of child care workers.

RATIONALE: Criminal history background checks will identify only a small percentage of those involved in abuse.

COMMENTS:

Reaction to the recent publicity about sexual abuse in child care centers has resulted in the demand for criminal background checks of all those employed in child-related services. ACNJ, along with the Foster Parents Association, has been working to re-establish the State Police Criminal Investigations Unit to perform background checks on foster parents and we strongly support S-788 which authorizes this unit.

But criminal history background checks are only a partial solution to the problem. Sexual abuse, especially, is a crime that has been underreported and results in a small percentage of convictions. Many child molesters do not have a criminal background and will not be identified through a criminal history check.

A thorough system for obtaining references might be a more realistic addition to criminal background checks. Requiring both written and verbal references of a potential employee would provide greater access to information. A verbal reference might allow an individual to discuss orally that which they are reluctant to put in writing.

Our concern in this area, however, is to ensure that there are guidelines for how such information is used. Negative information that is given verbally should not lead to immediate rejection, but should be discussed with the applicant so that he is aware of concerns with his employment and has an opportunity to refute such allegations.

In addition, we support exploration of access to a Central Registry of substantiated abuse cases to check potential employees. We are aware that New Jersey's present Registry includes all complaints whether or not substantiated. Other states, however, expunge the names of those individuals for whom abuse has not been proven and use their registry for substantiated complaints only. Obviously, where future employability is directly at stake, the determination of substantiation should be tied to some established criteria and standards. This is now a subjective caseworker decision. We would support a registry check approach in New Jersey, provided that all due process requirements are provided for the individuals involved.



## State of New Jersey

### GOVERNOR'S COMMITTEE ON CHILDREN'S SERVICES PLANNING

105 WEST STATE STREET  
CN-700  
TRENTON, NEW JERSEY 08625  
609-292-1343

THOMAS H. KEAN  
Governor

ANNA B. MAYER, D.S.W.  
Chairperson  
CIRO A. SCALERA, ESQ.  
Vice Chairperson

ALEXANDRA LARSON  
Director  
Associate Director  
Community Outreach  
Specialist  
J. Higgins  
Staff Associate  
Shincarick  
Admin. Asst.

#### TESTIMONY OF ALEXANDRA LARSON, DIRECTOR

#### GOVERNOR'S COMMITTEE ON CHILDREN'S SERVICES PLANNING

Before

#### NEW JERSEY ASSEMBLY CORRECTIONS, HEALTH & HUMAN SERVICES COMMITTEE

OCTOBER 15, 1984

The Governor's Committee on Children's Services Planning, a 27 member group, was appointed in June, 1983 to follow-up on Linking Policy with Need, the report of the Commission on Children's Services. As part of its mandate, the Governor's Committee was directed to select priorities for action on children's needs, and to formulate recommendations to address specific problems.

The Governor's Committee, which included over 100 citizens and public officials in its work, has just completed a report to the Governor on a diverse range of issues affecting New Jersey's children, and that report will be released shortly. In light of the very pressing need for increased child care services in New Jersey, Child Care is one of the priorities selected by the Committee. I am here today to provide you with an overview of the Committee's preliminary findings and recommendations on this area.

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James Boskey, Esq.  
Thomas Casey  
Ronald J. Coughlin  
Corinne Driver  
E. Alma Flagg, Ed.D.  
Kenneth Gould, M.D.  
Lillian Hall  
Sandra J. Harris  
Barbara Kelley  
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Paul Lerman, D.S.W.  
Beatrice Maggio  
Lois Mancuso  
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### INCREASING DEMAND FOR CHILD CARE SERVICES

The Governor's Committee found that the demand for child care services for New Jersey's children has been rapidly increasing, and for many of the state's one million families, child care has become an economic and social necessity. Further, as Governor Thomas H. Kean reported to the U.S. House Select Committee on Children, Youth & Families:

The demand for day care is becoming comparable ... to the demand for education and for medical care. Our response to date ... has not caught up with the growth and the prevasiveness of the demand.

### NEEDS LARGELY UNMET

Although considerable effort has been made in recent years to develop child care services, the need remains largely unmet in New Jersey. For example, data reported by the New Jersey Department of Labor show that almost one million of New Jersey's children aged infancy to 13 years have working mothers; of this group, nearly half are pre-school age children. However, organized center-based care is available to less than 20 percent of the children whose mothers work.

New Jersey's problem is reflective of the national scene. As documented by the Children's Defense Fund in their analysis of the President's FY 1985 budget:

The availability of child care lags so far behind the demand for it that approximately 7 million children 13 years old and under, or more than one in six, may be going without adult supervision for part of each day. The need for infant care is climbing as is the demand for after-school programs. As more parents of young children work, child care needs will become an even greater problem.

### MANY CHILDREN RECEIVE MARGINAL OR NO CARE

Little is known about the kind of care received by those New Jersey children who are not enrolled in center-based programs. Many children receive either marginal or no supervised care at all while their parents work. In fact, recent estimates suggest that as many as 250,000 elementary school children have joined the ranks of "latch-key" children, those who care for themselves both before and after school while their parents work.

### NO COMPREHENSIVE NEEDS ASSESSMENT TO GUIDE PLANNING EFFORTS

Planning to meet child care needs in New Jersey has been impeded by the fact that a comprehensive needs assessment has not been done to assess the full extent of child care needs. Data has not been analyzed to show needs by age groups, geographical areas and income levels.

Thus, despite strong interest on the part of parents, employers and state government in increasing the availability of child care, a plan of action based on priority needs has not been implemented. However, there is an existing array of child care services, some of which have been developed with state funding.

#### FAMILY DAY CARE

Child care comes in many forms. There is family day care, which by definition covers care given to up to five children of any age in a private home. Relatively inexpensive, family day care offers flexibility and convenience, and provides infant care, extended day care and "special needs" care, all of which can be otherwise hard to find.

Nationally, all but five states either license or regulate family day care. New Jersey is one of the five. One result is the there is neither a comprehensive listing of family day care homes in New Jersey nor any guarantee that those which do exist here, independent of sponsoring agencies, are safe or healthy environments for children. (Although family day care homes are subject to the provisions of the State Uniform Construction Code, it is estimated that up to 80% of all such homes are part of an "underground" and are not being inspected.) The Family Day Care Organization of New Jersey which oversees about 500 homes serving some 2,000 children, is vitally concerned with these issues, as are the Division on Women's Task Force on Child Care, Division of Youth and Family Services (DYFS) and the Association for Children of New Jersey. These groups and others are monitoring legislation which has been proposed on the licensing and regulation of family day care homes.

#### CENTER-BASED CARE: 1,600 LICENSED CENTERS IN NEW JERSEY

In addition to family day care there is center-based care. According to the Division of Youth and Family Services latest listing, there are more than 1,600 licensed centers serving an estimated 100,000 different children in New Jersey. Closely monitored by DYFS, these centers provide programs and quality care, but only about one-quarter offer care for infants and toddlers. Costs vary considerably, and availability is a problem.

#### FEDERAL CUTBACKS HAVE ADVERSELY AFFECTED SERVICES

Service cutbacks are also a reality and, as always, those hit hardest are the poor and the growing number of the working poor. And, as reported by the Children's Defense Fund, federal budget cuts since 1981 have impacted severely on the availability of child care through decreases in funding for direct services, nutritional services, and staffing. According to CDF:



Title XX, the largest program providing federal support directly for child care, has been cut 21 percent. Child nutrition programs that provide meals to children in child care centers and homes have been slashed by 30 percent. The Public Service Employment Program of the Comprehensive Employment and Training Act (CETA), which used to provide staff for child care centers, has been abolished. Child Care support available to poor families through the Aid to Families with Dependent Children (AFDC) program has been reduced. The numerous federal programs that support Head Start and its families - including AFDC, Food Stamps, Medicaid, and the Special Supplemental Food Program for Women, Infants, and Children - have been cut.

As a result of federal budget cuts, 32 states provided child care to fewer poor children in 1983 than in 1981; 33 states cut child care funding. In just three years, total combined federal and state spending for Title XX child care has dropped 14 percent.

New Jersey, unlike most other states, has not drastically cut child care services in response to the federal budget cuts. Rather, despite a \$3 million loss of funding which reduced available child care funds to \$35.7 million, the State has attempted to maintain the same number of available slots.

However, the budget cuts have forced a reduction in the accessibility and quality of New Jersey's child care services and also have resulted in an increase in fees for use. According to information reported by the Association for Children of New Jersey in 1983 in Through the Safety Net, child care centers have had to implement staff and program reductions. Further, as a result of the cuts in Title XX monies, funding for After-school programs has been reduced severely.

#### FEDERALLY FUNDED COMPREHENSIVE: HEAD START

Head Start, a developmental program, is another form of comprehensive child care. Federally funded, the program is mandated to address the health, education, nutrition, mental health, social services and special needs of its population (child 3 - 5 years old, at least 90% of whom come from income eligible families and 10% of whom are handicapped children).

Early childhood development programs such as Head Start have proven to be remarkably effective in that children who have attended the programs have much greater success in school and in their personal lives than other disadvantaged children. Further, these programs also free impoverished parents to attend school and to work to improve the family's economic situation.

However, Head Start programs are currently able to serve only 1 out of 5 eligible children in New Jersey (annual cost of \$2,217 per child, FY '83). There simply are not enough slots. This means 83% of the Head Start eligible children in New Jersey, some 45,000 children, are going without comprehensive child care services.

#### EXTENDED DAY CARE

Extended day care programs are designed to meet the needs of the so called "latch-key children," children whose parents work and who are thus on their own before and/or after school. No one is quite sure of the extent of the latch-key population in New Jersey, although we do know that there are about 500,000 mothers in the labor force with school-age children under the age of 18. Some school districts have extended day programs, and nationally the YMCA is a leader in the provision of these services. Like family day care, extended day care services in all areas need to be first identified and then properly encouraged and monitored. The dangers to society and to the children themselves if this is not done cannot be overstated.

A special form of extended day care is also needed to provide temporary child care for children who are unable to attend school on a regular day care program because of illness. Often, employed parents must miss substantial blocks of time to remain with a child who is not seriously ill because alternative care is not available. Temporary child care services would alleviate this problem.

#### EMPLOYER-SPONSORED DAY CARE: SLOW BUT STEADY PROGRESS

Employer-sponsored or employer-operated child care is a developing form of care. Currently, 21 New Jersey businesses, 15 of them hospitals, support or offer child care services. Others are in the process of developing centers or information and referrals systems for their employees. While progress is slow, there is progress, and legislation designed to assist in these ventures has been introduced in New Jersey.

#### INFORMATION: REFERRAL SYSTEM NEEDED

What is not yet happening, is the development either at the Federal or the State level of a centralized information and referral (I&R) system which could advise parents of available services and which could also provide technical assistance to anyone - corporations, nonprofit organizations, churches, individuals - who wanted to start child care services or to identify existing laws and services. The State, one of the largest employers, has an opportunity to be the leader in these endeavors.

### SPECIALIZED CHILD CARE NEEDS

Further, specialized child care needs which are not employment-related have not been addressed in planning efforts. For many families and children, child care is needed to alleviate specific stresses upon the family. Child care services should be readily available for children at risk of abuse because of family problems. Additionally, respite child care is needed to ease the stress upon parents caring for a seriously handicapped child whose needs, because of medical or emotional disabilities, place extraordinary demands upon the parents.

### NEW INITIATIVES

One promising new initiative in New Jersey is P.L. 1983, C.492, which provides for licensing of child care centers. The law, effective May 16, 1984 also established an Advisory Council to DYFS and the Division on Women to provide ongoing review of child issues.

While Chapter 492 is a step in the direction of improving New Jersey's child care services, currently the services are woefully inadequate to meet the increasing need. Much remains to be done to assure that safe, available, affordable, reasonably convenient quality child care is available for all who need it.

### RECOMMENDATIONS

Specific steps which can be taken now include:

#### POLICY

1. The state should take a leadership role in assuring that safe, available and affordable child care is available for the children of parents who work. Further, sufficient child care services should be available for those children at risk of abuse and neglect, and to provide respite care for children whose handicapping conditions place on-going stresses upon their families.

#### COMPREHENSIVE PLAN GUIDED BY NEEDS ASSESSMENT

2. The new Advisory Council on Child Care should be directed to:
  - A. Conduct a comprehensive needs assessment to determine the full extent of child care needs in New Jersey by age groups, geographical location and income levels. This needs assessment should specifically examine the need for extended day care services for "latch-key" children, and the need for specialized child care services for abused children as well as for handicapped children.

- B. Develop a comprehensive plan for meeting child care needs. This plan should specify priorities for developing additional child care services, and should include use of innovative approaches such as expanded use of local schools for child care services, use of neighborhood centers/agencies, and use of volunteer organizations.

#### CENTRALIZED INFORMATION & REFERRAL SYSTEM

3. The new Advisory Council on Child Care should be given responsibility for establishing a centralized information and referral system to maintain an inventory of available child care services; to provide information on available services to parents; and to provide technical assistance for child care providers or others interested in developing child care programs.

#### PROMOTE DEVELOPMENT OF EMPLOYER-SPONSORED CHILD CARE SERVICES

4. The state should assume a strong leadership role in promoting the development of employer-sponsored child care services, and should provide incentives to employers to encourage them to support services. Further, the state, as one of New Jersey's largest employers, should provide leadership on this issue by convening the proposed Inter-Departmental Committee on Child Care which has been recommended to study the need of state government employees for child care services and to make recommendations to meet the need.

#### ESTABLISH COMPREHENSIVE EARLY CHILDHOOD DEVELOPMENT PROGRAM

5. To meet the needs of those children and families not served by the Head Start program, the state should establish a Comprehensive Early Childhood Development program for children ages 3 to 5 who live in families whose incomes fall below the federal poverty guideline.
6. This program should be administered by the Department of Human Services in cooperation with the Departments of Education and Health, and it should be phased in over a five-year period, with enrollment incrementally increased until all eligible children have the opportunity to participate in the program.

STATE HUMAN SERVICES ADVISORY COUNCIL

TESTIMONY

DELL RAUDELUNAS, CHAIRPERSON  
STATE HUMAN SERVICES ADVISORY COUNCIL

ASSEMBLY CORRECTIONS, HEALTH AND  
HUMAN SERVICES COMMITTEE

OCTOBER 15, 1984

CHAIRMAN OTLOWSKI, VICE CHAIRMAN VISOTCKY AND MEMBERS OF THE COMMITTEE -  
I THANK YOU FOR THE OPPORTUNITY TO TESTIFY HERE TODAY.

I AM DELL RAUDELUNAS, CHAIRMAN OF THE STATE HUMAN SERVICES ADVISORY  
COUNCIL.

MANY OF THE HUMAN SERVICE PROVIDERS IN THE STATE HAVE A LONG HISTORY OF  
INVOLVEMENT IN THE DEVELOPMENT OF OUR CHILD CARE SYSTEM IN NEW JERSEY.

IN THE EARLY 70's, NEW JERSEY REALIZED IT WAS LOSING APPROXIMATELY  
\$40 MILLION DOLLARS BY NOT DRAWING DOWN ITS FEDERAL SHARE OF TITLE XX  
DOLLARS AVAILABLE TO SERVE CHILDREN.

THE STATE, ALONG WITH A COALITION OF OTHER CHILD CARE AND HUMAN SERVICE PROVIDERS, WORKED TOGETHER TO SEEK COMMUNITY MATCHING DOLLARS AND BEGAN THE PROCESS THAT EVENTUALLY ENCUMBERED THE FEDERAL PORTION.

THE CHILD CARE SYSTEM IN NEW JERSEY IS ONE THAT WE CAN BE PROUD OF. IT IS BROAD IN SCOPE - ITS SCOPE INCLUDES HEADSTART, PRIVATE NON-PROFIT CENTERS, FOR-PROFIT CENTERS, STATE OPERATED CENTERS, EMPLOYER OPERATED CENTERS, FAMILY DAY CARE CENTERS AND SO ON. OUR CHILD CARE INDUSTRY AS A WHOLE HAS HAD A POSITIVE INFLUENCE ON OUR CHILDREN AND ALL SHOULD BE RECOGNIZED FOR THEIR ACHIEVEMENT, THEIR CARING, AND THEIR COMPASSION.

BUT, HOW MANY OF US COULD HAVE PREDICTED JUST HOW DYNAMIC AND HOW MUCH IMPACT THE CHANGING DEMOGRAPHICS, THE CHANGING SOCIAL VALUES, AND THE CHANGING ECONOMY WOULD HAVE ON TODAY'S FAMILY.

IN A RECENT HEARING REGARDING CHILD ABUSE, IT WAS HEARD THAT THE RISE IN REPORTED CASES IN THE PAST TWO YEARS IS ALARMING - FROM 20,000 REPORTED CASES IN 1982 TO OVER 40,000 SO FAR IN 1984. A RECENT STUDY ON THE FAMILY RELEASED TWO WEEKS AGO BY FAMILY SERVICE AMERICA IS EVEN MORE FRIGHTENING. ONE SPECIFIC AREA, AND ONE THAT BRINGS US HERE TODAY, IS THAT FAMILY VIOLENCE WILL CONTINUE TO GROW. THAT FACT HAS MANY IMPLICATIONS AND ONE OF THE MOST SIGNIFICANT IS THE IMPACT IT COULD HAVE ON OUR CHILDREN.

IT IS OUR RESPONSIBILITY TO SEE THAT OUR CHILDREN ARE CARED FOR AND WE NEED TO PLAN SENSIBLY FOR IT. WE SHOULD NOT ONLY RESPOND TO CRISIS SITUATIONS, BUT RATHER WE SHOULD ACT TO DEVELOP THE SYSTEMS, THE PROFESSIONALISM, THE FUNDING, AND THE OPPORTUNITIES FOR CHILD CARE TO EXPAND. CHILD CARE WILL BE ONE OF THE MAJOR SERVICE INDUSTRIES IN THE FUTURE.

ONE NEEDS ONLY TO LOOK AT THE STATISTICS TO REALIZE THAT THE NEED IS PRESENT. 52 PERCENT OF ALL CHILDREN UNDER SIX YEARS OF AGE HAVE WORKING MOTHERS, AND 26 MILLION FAMILIES IN AMERICA HAVE BOTH PARENTS WORKING.

THERE IS MUCH WE CAN DO AND I WOULD LIKE TO ADDRESS THIS IN TWO AREAS - FIRST QUANTITY.

IF WE ARE TO EXPAND, THE STATE MUST BE WILLING TO BRING TOGETHER THE COMMUNITY - CHILD CARE IS NOT JUST THE STATE'S BUSINESS BUT THE ENTIRE COMMUNITY'S.

WE MUST BE WILLING TO TEST NEW WAYS TO DELIVER THIS SERVICE THROUGH PILOT PROGRAMS AND STATE INITIATIVES.

TOGETHER, PUBLIC, PRIVATE, AND INDUSTRIAL SECTORS NEED TO DEVELOP A SENSIBLE COMPREHENSIVE PLAN IF WE ARE TO DEAL WITH THE ENORMOUS VOLUME OF CHILDREN TO BE SERVED.

YOU HAVE ALREADY SET IN PLACE THROUGH LEGISLATION A CHILD CARE ADVISORY COUNCIL. I URGE YOU TO GET THIS GROUP GOING - WE ARE ALREADY LATE.

FINALLY, I WOULD LIKE TO ADDRESS QUALITY.

DAY CARE IS NOT GOOD FOR OUR CHILDREN UNLESS WE DO EVERYTHING TO INSURE THAT THEY ARE WELL CARED FOR. I THINK OF CHILD CARE AS "CHILD DEVELOPMENT" AND NOT JUST A BABYSITTING SERVICE. CHILDREN HAVE A RIGHT TO BE SAFE AND PROTECTED AND TO BE ASSURED THEY WILL HAVE THE OPPORTUNITY TO DEVELOP TO THEIR FULL POTENTIAL.

WE NEED TO BE SURE THAT IDENTIFIED DEFICIENCIES ARE HANDLED SWIFTLY AND EFFECTIVELY, AND WITH RECOGNIZED AUTHORITY.



WE NEED TO INVOLVE THE PARENTS, THE EDUCATORS, THE CLERGY, THE ENTIRE COMMUNITY. I RE-EMPHASIZE AN EARLIER COMMENT - CHILD CARE IS EVERYBODY'S BUSINESS.

AS THE CHAIRMAN OF THE STATE HUMAN SERVICES ADVISORY COUNCIL, I OFFER THE SUPPORT OF SOME OF THE MOST KNOWLEDGEABLE HUMAN CARE PROVIDERS IN THE STATE.

I WOULD LIKE TO THINK THAT THE CHILDREN WE ARE NURTURING TODAY, HOPEFULLY WITH CARE, A SENSE OF BELONGING AND COMPASSION, WILL TREAT ALL OF US WITH THOSE SAME VALUES 20 YEARS FROM NOW AS THEY MAKE DECISIONS FOR US WHEN WE HAVE BECOME PART OF THAT GROWING POPULATION OF SENIOR CITIZENS.

OUR CHILDREN ARE OUR FUTURE -- AMERICA'S FUTURE.

STATE OF NEW JERSEY

General Assembly Health, Education and Human Services Committee

PUBLIC HEARING ON THE ISSUE OF CHILD DAY CARE IN NEW JERSEY

October 15, 1984

Testimony of

EDNA RUNNELS RANCK, Ed.M.  
Chairman, Legislative Committee  
Family Day Care Organization in New Jersey\*

Summary of Testimony

The purpose of this testimony is to describe programs that support Family Day Care (FDC) as one among several child day care options for working families in New Jersey; and to recommend strategies by which the Legislature can aid in the development and implementation of additional FDC homes to help meet the growing need for child care in the state.

Description of Programs Supporting Family Day Care (FDC)

1. Definition of a FDC Provider
2. Definition of a FDC Sponsor
3. Definition of the FDC Organization in New Jersey
4. Status of FDC in other states

Recommendation to the New Jersey Legislature

1. Recognize the need for regulations for all types of child day care in New Jersey
2. Consider the bills currently in the Health, Education and Human Services Committee
  - a. A. 243; A. 244; A.100
  - b. Working committee on FDC regulations
3. Support the continuation of a state-wide campaign for Child Care, building on the work of the Division on Women in 1983.

\*For contact names in 19 NJ counties, call Sally Duff, FDCO/nj President, 609-695-6274.

## RECOMMENDATION: REGULATIONS FOR NEW JERSEY FAMILY DAY CARE HOMES

Statement: Although Family Day Care (FDC) is the largest kind of out-of-home, non-residential child day care in New Jersey (NJ) as well as the fastest growing child care option, NJ does not have state regulations for FDC homes. NJ standards for child day care apply only to center-based care in which more than six children are enrolled. With the large numbers of working mothers, two-paycheck families, and single parent families, the need for safe, healthy child care continues to climb. With the large number of infants and toddlers in child care, the risk of inappropriate care rises. When working parents place their child in out-of-home care, they need safe, healthy, reliable caregivers who are committed to providing a suitable environment and experiences for children. The Family Day Care Organization of New Jersey (FDCO/nj), representing most of the sponsored FDC programs since 1978, recommends state regulations for FDC in NJ.

Definition: A FDC Provider or Caregiver has elected to work in her home caring for children. The Provider meets health and safety standards set by individual FDC programs to which sponsored Providers belong, carries liability insurance, submits references, and is assessed, trained, and monitored by professional child care staff. In NJ a Provider may care for up to six children at any one time, including her own children under age six, and for no more than two children under the age of 24-months. The Provider in most NJ FDC Programs receives in-service training, referrals, technical assistance, and some materials. The Provider maintains business and tax records, and keeps necessary information about the children in care. Although each FDC Program in NJ varies in how these services are given to Providers, each Program addresses each of these issues in some way. Above all, FDC Providers understand young children and how they grow; she is also sensitive to the needs of working parents and strives to work with them in meeting family responsibilities. As a committed child care professional she is resourceful, responsible, and reliable.

Advantages of FDC: Parents, children, FDC Providers, child care professionals, and the community benefit from regulated FDC.

1. safety and health checks on Provider and home environment
2. dependable and reliable care
3. effective care for infants, toddlers, afterschool children, parttime children, and those uncomfortable in a large group
4. parent referrals to convenient and appropriate Provider
5. parent recourse in the event of disagreement or difficulty
6. home-like setting for the child's first group experience outside the family

SACC Doesn't Fit Neatly Into State Bureaucracy. SACC makes, at best, an unwieldy "Fit" between the frameworks of child care, education and recreation. No one department of state, Human Services, Education or Community Affairs "owns" it and as a result the interplay of politics (small p) puts responsibility, funding and regulation into a tug of war between them. No department wants its budget to go up. Some departments may not philosophically believe they should be involved. Others may want complete control, while still others may demand partial control. The regulations of one may contradict another.

"The challenge of policy makers is to create administrative and funding solutions which will provide for some form of support for the school-age child care needs of low income families. It is this group of families that depends on initiatives from federal, state and local levels to design policy under which existing funding mechanisms will be examined with an eye towards their expansion..." states the report titled School-Age Child Care: A Policy Report published by the Wellesley College Center for Research on Women, 1983.

Another challenge facing policy makers is in the area of enabling policy geared towards the maximal use of already existing resources---public schools, for example.

\*Impact Upon Children. "The research findings appear to support the idea that self-care for the most vulnerable children (low income, minority, urban) has negative effects on adjustment, school achievement, and self-image. In addition to loneliness and boredom, many children experience fear, and some appear to be at risk for accidents and abuse by other children and adults. At best, many of these 'Latchkey' children experience severely constrained play and social experiences during the time they are out of school."

This statement from School-Age Child Care: A Policy Report nicely by plainly sums up the research. The sensational details of children burning to death, etc. are left out. Another researcher describes the results of being alone as follows, "Children routinely left in self-care will...feel badly (e.g. rejected and alienated); act badly (e.g. delinquency and vandalism); develop badly (e.g. academic failure); and be treated badly (e.g. accidents and sexual victimization)" (Garbarino, 1982)

The Children's Defense Fund has estimated that nationally there are 13 million children ages 13 and under who need child care beyond that provided by their parents. They further estimate that, due to the lack of options, more than a third of these children are without adult care for a significant part of the day on a regular basis. While I'll not take time citing other statistics, you might be interested in one that has been used extensively in national media coverage. It has been quoted that "In Newark, NJ one in six calls received by the fire department involved children home alone."

For some children, early responsibility for one's own self does contribute to personal growth. Some, perhaps many adults, believe facing the daily challenge of going to an empty home will produce or contribute to the development of a positive self-concept and independence. The critical question is "When is the child emotionally, physically, intellectually, and socially mature enough to be responsible for his or her own behavior and responsible for his or her environment."

For example, at what age will a child be able to determine that a noise in the basement is the sump pump and not a monster about to break down the basement door? Or, at what age is one child able to properly supervise another? For some, this age of responsibility comes early, for others it arrives late. When and how does a parent know?

Some parents who realize their children haven't reached that age are able to purchase supervision, or their company will either purchase it for them or at least help them find a SACC program. Others who have come to this conclusion find supervision with friends, neighbors or other family members. Still others can be found dialing the phone every day at the time their child should be walking in the door at home. And still others don't realize the danger they are putting their children in.

What Will be Society's response? If you're a working parent and you're feeling guilty---that's not necessary. The issue is not whether or not you should work, but rather, how can society support you and your family because you must work.

## **Solutions**

\*What Do Involved New Jerseyans Think About SACC? During the past year The Educational Information and Resource Center responded to this problem. We called on concerned people from various departments of state and state organizations and organized a day long conference on implementing SACC programs. Over one hundred people attended...and the phone hasn't stopped ringing since.

At the end of that conference day, we identified the issues of statewide significance that must be addressed in order to assure quality local program development. I think you will be interested in their conclusions:

- 1) There needs to be an educational campaign across the state that
  - A) tells parents the many dangers facing children left alone.
  - B) tells local and state policy makers that society has changed and our institutions must respond to those changes.
  - C) informs parents, school and agency leaders of the benefits of quality SACC.

- 2) There needs to be a center of support for parents, schools, governments, agencies and organizations that want to encourage or develop SACC programs. This resource would provide information, discuss alternative models of SACC, be available for consultation, be able to help communities plan for SACC, and be available to help prevent or solve problems and do referral and training.
- 3) There needs to be official recognition of the problem from state government and supportive leadership from the appropriate departments to encourage local program development. Tied to this should be funding to insure that SACC is available to all income groups.
- 4) There needs to be developed a consensus on what is quality SACC and then appropriate regulations to insure children receive it.

These were the major conclusions of this group. We'll be running our second conference on November 1 of this year for those who wish to start SACC programs; and also, those who wish to improve the efficiency and effectiveness of their existing programs. Today we have as many requests for assistance from those who are running SACC programs as we do from those who want to start them.

\*Others take Action. EIRC is not the only agency to respond to the SACC dilemma. Commissions on Women in Gloucester and Mercer county are addressing this topic as a primary agenda item for this year. Union County has a special task force working on the topic. The Camden County Office of Children's Services and the Department of Health both are having conferences this Fall where SACC is a significant part of the program.

Youth serving groups such as the Boy & Girl Scouts, Y's, and church groups have initiated many quality SACC programs in their own facilities and in cooperating schools as well.

\*A Special Case For the Schools. Providing SACC helps build parent support for the school, especially from single-parent and two-parent working families who view SACC as vital.

SACC can help to maintain or increase enrollments by attracting or retaining families in the public school system.

The use of empty classrooms and gymnasiums represents an effective use of public resources at a time of declining enrollments.

SACC may help to decrease vandalism and delinquency by reducing the number of children "hanging around" during after-school hours.

It has been known to positively impact desegregation efforts.

\*Problems with Public School Involvement. They usually fall into three categories: 1) resistant attitudes; 2) problems of operation; and 3) the absence or inadequacy of school policy.

Ambiguity about the limits of the school's responsibility to the child and the child's family deters public school involvement in SACC. No consensus exists on the educational nature of day care or the custodial function of schooling.

School personnel are concerned about the absence of clear guidelines for the accountability and liability of some school-based programs. Others worry about their impact upon the day-to-day operation of the school.

Guidelines and procedures for the development of school policy regarding SACC are often lacking or unclear. Absence of state or local policy regarding the use of the public schools for other than mandated purposes may leave the schools vulnerable to attack.

\*A case in point. Some school districts have responded to the SACC need by developing programs which are self supporting but school sponsored; e.g. the administration of the program is carried by the board. Others have said to community members and groups "you can organize and operate a SACC program...we'll rent you space, you'll have to get your own insurance, incorporation papers, pay an accountant and our custodian, etc. and then you can have a SACC program if we approve it." Others have said flatly the schools should not be in the 'baby sitting' business.

The group in the second example had to pay over \$2,000 of its own money before the program could start. That \$2,000 is now figured into the tuition charged to parents.

This description is not meant to be harsh to the schools. Only to depict the reality and diversity of local perceptions in our state.

\*Action to Solve a Dilemma. As I see it, the biggest problem we face in the SACC arena is that we really don't know either the scope of the problem in the Garden State; nor, how all the potential actors can work together to solve it at the local and state level.

We must be able to quantify and describe the problem in order to get the attention of many policy makers at the state and local levels. A small attempt to survey a sample of Gloucester County elementary schools, for instance, revealed that 10-25 percent of the children leave school for empty homes.

But a real picture of the number of children, the problems they and their parents face, summaries of the types of programs that are currently operational, details of successful program development, a definition of quality SACC, consensus on the guidelines for program implementation and the role of the public school does not exist.

## **The Conclusion.**

Analysis of the SACC dilemma, as described earlier, should allow local institutions and communities to arrive at a consensus as to the extent of need and a deliniation of responsibility for program implementation so that the children of those families that have to work have a safe place to play, learn and grow.

## **Thoughts on Legislation**

\*Legislation should define a SACC program, as well as its intent.

\*While I firmly believe that schools are generally the best place for SACC to take place, certain conditions may dictate that a SACC program be housed in another facility such as a YMCA, a community center, etc. Provision should be made for this.

\*A SACC program should be under the direction of a properly certified administrator. However, I strongly feel that any other certification requirements be made at local option. There are many high quality SACC programs currently in operation which are under the direction of certified administrators and staffed by personnel, with varying levels of degree work, in the fields of recreation, social work, etc. Each person has demonstrated they meet the requirements of that agency. High levels of mandated staff certification would drive up the participant cost of the program. Rather, the state should suggest minimum competencies for local providers to consider.

\*Communities should have the local option to determine whether their schools should sponsor SACC programs; or, support SACC programs offered in the schools by other local children's and youth program providers; i.e. YM/YWCAs, CYOs, Scouts, 4-H, child care centers, etc. Regardless, the public should be assured that the schools fully contribute their capacities to keep costs down and quality high.

\*In order to promote cooperative planning and resource sharing between youth serving agencies at the local level, to insure the wise expenditure of state dollars; and to further insure that local community needs, conditions and resources are considered in program planning and implementation, local communities who receive state funds should yearly certify to the state that local community resources and parents of the participants have been involved in planning and evaluating the program. The state should seize this opportunity SACC creates to maximize resource sharing and communication at the local...and yes state level too.

\*Regulations must be carefully developed using input from a wide variety of experienced providers and consumers first, and secondly from departments of state. This sequence should insure that form follows function.



\*I would suggest that perhaps regional hearings be conducted to give current providers and consumers of SACC an opportunity to give their input.

\*Legislation should provide for the availability of supportive services such as information, training, consultation and assistance with local planning.

\*Those seeking to develop SACC legislation should closely examine both the various models of SACC that have already evolved in the Garden State; and who these models serve in order to construct a legislative plan designed to meet the needs of low and moderate income citizens.

Please note: Portions of the above comments are quoted from School-Age Child Care: A Policy Report a December, 1983 publication of the School-Age Child Care Project, Wellesley College Center for Research on Women, Wellesley, Mass. 02181.

# UNITED CEREBRAL PALSY

## MONMOUTH & OCEAN COUNTIES

Monmouth Road &  
South Lincoln Avenue  
Lakewood, N. J. 07755  
31-0215

75 BATH AVENUE  
LONG BRANCH, NEW JERSEY 07740  
222-4741

111 Drum Point Road  
Bricktown, N. J. 08723  
477-4555

THANK YOU FOR THE OPPORTUNITY TO APPEAR BEFORE YOUR COMMITTEE TO COMMENT ON THE NEED FOR DAY CARE FACILITIES FOR PHYSICALLY HANDICAPPED YOUNGSTERS.

OUR AGENCY SERVES A TWO-COUNTY AREA, MONMOUTH AND OCEAN, AND PROVIDES A SCHOOL PROGRAM FOR YOUNGSTERS AGES 3-20 WHO ARE PHYSICALLY HANDICAPPED, PRIMARILY AS THE RESULT OF CEREBRAL PALSY, SPINA BIFIDA, MUSCULAR DYSTROPHY, TRAUMA, AND NEUROLOGICAL AND DEVELOPMENTAL ANOMALIES.

OUR SCHOOL OPERATES BETWEEN THE HOURS OF 8:30 AND 2:00 P.M. DURING OUR SCHOOL DAY, WE PROVIDE AN ACADEMIC PROGRAM INTEGRATED WITH PHYSICAL THERAPY, OCCUPATIONAL THERAPY, SPEECH/LANGUAGE PATHOLOGY, MUSIC AND ART VOCATIONAL AND PRE-VOCATIONAL TRAINING, AND RECREATION AND SOCIALIZATION OPPORTUNITIES. WHEN SCHOOL IS DISMISSED, OUR YOUNGSTERS ARE TRANSPORTED TO THEIR HOMES BY LOCAL SCHOOL DISTRICT BUSES.

IN MANY CASE, THESE YOUNGSTERS ARE MEMBERS OF A SINGLE PARENT FAMILY, OFTEN A SINGLE MOTHER, AND WITH INCREASING FREQUENCY, A SINGLE FATHER.

OUR CHILDREN ARE IN WHEELCHAIRS FOR THE MOST PART; THEY REQUIRE A GOOD DEAL OF PHYSICAL ASSISTANCE WITH THEIR PERSONAL NEEDS, INCLUDING ASSISTANCE IN THE BATHROOM, ASSISTANCE WITH FEEDING, AND ASSISTANCE WITH READING AND GAMES. MANY OF OUR CHILDREN ARE OF AVERAGE AND ABOVE AVERAGE INTELLIGENCE.

FOR MANY OF OUR PARENTS, THEIR WORKING DAY IS CIRCUMSCRIBED BY THE HOURS OF THE SCHOOL PROGRAM. THERE IS NO AVAILABLE "BABY SITTING"

SERVICE FOR THESE YOUNGSTERS THAT IS DEPENDABLE, THAT CAN PROVIDE THE PERSONAL ASSISTANCE THAT'S NEEDED, AND THAT CAN IN FACT, PERMIT THE PARENT TO ACCEPT THE USUAL JOB REQUIREMENTS CONCERNING HOURS OF EMPLOYMENT.

THERE IS A GREAT NEED FOR EXTENDED CHILD CARE SERVICES FOR MANY, MANY CHILDREN, NOT JUST THE PHYSICALLY HANDICAPPED YOUNGSTERS THAT WE SERVE. HOWEVER, THESE DISABLED YOUNGSTERS ARE ISOLATED FROM THE COMMUNITY IN MANY, MANY WAYS WHEN THEY ARE NOT WITHIN THEIR SCHOOL PROGRAM. ACCESS TO BOY'S CLUBS, GIRL SCOUTS, "Y" PROGRAMS, AND OTHER NEIGHBORHOOD RECREATION PROGRAMS IS DENIED TO THESE CHILDREN BECAUSE OF ACCESSIBILITY AND TRANSPORTATION REQUIREMENTS. THEIR OPPORTUNITIES FOR INTERACTION FOR SOCIAL DEVELOPMENT AND FOR LEARNING EXIST\$ PRIMARILY WITHIN THE LIMITS OF THE SCHOOL DAY. PARENTS OF PHYSICALLY HANDICAPPED YOUNGSTERS ESPECIALLY NEED RESPITE CARE. INCIDENTS OF CHILD ABUSE, OF NEGLECT, AND OF ABANDONMENT ARE SIGNIFICANTLY HIGHER IN FAMILIES WHERE A HANDICAPPED CHILD RESIDES. MANY OF THESE FAMILIES ARE SINGLE PARENT FAMILIES BECAUSE THE OTHER PARENT HAS ABANDONED THE FAMILY IN INABILITY TO DEAL WITH THE CONSEQUENCES OF THE CHILD'S HANDICAP.

PROGRAM LOCATIONS PRESENTLY EXIST THROUGHOUT THE STATE THAT CAN BE ADAPTED FOR DAY CARE PROGRAMS FOR PHYSICALLY HANDICAPPED YOUNGSTERS AND IN FACT FOR OTHER YOUNGSTERS. SCHOOL LOCATIONS IN ALMOST EVERY CASE CAN BE ADAPTED FOR DAY CARE PURPOSES ON EITHER END OF THE SCHOOL DAY, EARLY IN THE MORNING AND LATE IN THE AFTERNOON. HOWEVER, DAY CARE PROGRAMMING NEEDS SHOULD BE DIFFERENTIATED FROM THAT OF THE SCHOOL DAY. DIFFERENTIATED STAFFING PATTERNS ARE ALSO REQUIRED, COMPLETE WITH APPROPRIATE, COMPETENT SUPERVISION, TO PROVIDE SAFE, SECURE, CREATIVE PROGRAMS THAT ARE PROPERLY ADAPTED, BARRIER FREE, ACCESSIBLE, AND EQUIPPED TO PROVIDE FOR THE NEEDS OF A SPECIAL  
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POPULATION.

FUNDING THEREFORE, SHOULD LOOK CAREFULLY AT SUPPORTING PRESENT LOCATIONS WITH ADDITIONAL STAFF TO PROVIDE FOR EXTENDED HOURS BEYOND THE EXISTING PROGRAMS.

TRANSPORTATION IS PRESENTLY AVAILABLE THROUGH LOCAL SCHOOL DISTRICTS. HOWEVER, THIS TRANSPORTATION HAS BEEN GEARED TO A SCHOOL DAY, RATHER THAN TO AN EXTENDED CARE DAY. AN INVESTMENT IN ADDITIONAL TRANSPORTATION EQUIPMENT IS NOT NECESSARY. HOWEVER, AN INVESTMENT MUST BE MADE IN A RE-THINKING OF ATTITUDES, AND IN ADDITIONAL STAFF TO PROVIDE FOR AN EXTENDED DAY, EARLY MORNING AND LATE AFTERNOON FOR THE CHILDREN OF WORKING PARENTS.

MANY PHYSICALLY HANDICAPPED YOUNGSTERS HAVE BEEN EXCLUDED FROM SUPPORT SYSTEMS THAT HAVE BEEN PUT IN PLACE THROUGH THE DIVISION OF MENTAL RETARDATION. FUNDING IN THE PAST FOR DEVELOPMENTAL DISABILITIES HAS BEEN LARGELY RESTRICTED TO THOSE YOUNGSTERS WHO ARE MENTALLY RETARDED. CHILDREN WITH OTHER HANDICAPPING CONDITIONS HAVE NOT BEEN ELIGIBLE FOR SOME OF THE SUPPORT NETWORK OPERATING FOR THOSE CHILDREN WHO ARE RETARDED. EVEN THE RETARDED POPULATION, HOWEVER, HAS SUFFERED THE LACK OF AN APPROPRIATE EXTENDED CHLD CARE SYSTEM TO PERMIT THE PARENT TO ACCEPT THE RESPONSIBILITIES OF A FULL TIME POSITION.

IN ADDITION, THE NEED FOR THESE PROGRAMS TO BE EXTENDED THROUGH A TWELVE-MONTH YEAR IS MOST OBVIOUS. NOT TOO MANY PARENTS HAVE THE LUXURY OF WORKING AN ACADEMIC CALENDAR. OUR OWN SUMMER PROGRAMS ARE LIMITED BY FINANCIAL CONSTRAINTS TO A FIVE-WEEK EXTENSION OF THE USUAL SCHOOL HOURS. WE ARE WELL AWARE THAT FOR MANY OF OUR PARENTS, A LONGER DAY FOR A LONGER PERIOD OF TIME WOULD BE BENEFICIAL TO THE FAMILY STRUCTURE AND TO THE CHILD. ONCE AGAIN, PHYSICAL PLANT IS AVAILABLE; STAFF AND FUNDING IS NOT.

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YOUR RESPONSE TO THESE ISSUES, YOUR SENSITIVITY TO THE MULTIPLE NEEDS OF THESE YOUNGSTERS AND THEIR FAMILIES, DEMONSTRATES A RESPONSIBLE ACKNOWLEDGEMENT OF THE DUTIES OF SOCIETY TO PROVIDE FOR THE HELPLESS AND THE NEEDY. IN MY YEARS OF INVOLVEMENT IN WORKING WITH HANDICAPPED YOUNGSTERS, YOUNGSTERS WHO HAVE DEMONSTRATED MANY DIFFERENT KINDS OF HANDICAPS, I HAVE SEEN MANY INSTANCES OF CHILD ABUSE. I HAVE SEEN MANY INSTANCES OF NEGLECT. I HAVE SEEN MANY INSTANCES OF THE RESULTS OF IGNORANCE, POVERTY, FRUSTRATION, GUILT, AND OVERWORK. HOWEVER, I HAVE NEVER SEEN A PARENT WHO DID NOT LOVE HIS CHILD, NO MATTER HOW INAPPROPRIATE THE DEMONSTRATION OF THAT LOVE MAY HAVE BEEN. MUCH EFFORT AND PUBLICITY HAS BEEN DIRECTED TO THE DEFINITION OF CHILD ABUSE AND TO THE IDENTIFICATION OF POTENTIAL ABUSERS. WE MUST ALSO DIRECT ATTENTION TO THE PREVENTION OF ABUSE, TO THE EARLY SUPPORT OF FAMILIES WHERE POTENTIAL ABUSE EXISTS, AND THERAPEUTIC SUPPORT OF FAMILIES WHEN CORRECTION AND INTERVENTION IS REQUIRED.

ONE OF THE PROGRAM COMPONENTS NEEDED IN CHILD CARE CENTERS IS ASSISTANCE FOR THE PARENTS IN LEARNING THE SKILLS OF BEING A GOOD PARENT. WE REQUIRE SEVERAL YEARS OF ADVANCED EDUCATION TO BE A TEACHER; SEVERAL YEARS OF ADVANCED EDUCATION TO BE A HEALTH CARE PROFESSIONAL; SEVERAL YEARS OF TRAINING AND PREPARATION TO BE AN ATTORNEY; WE REQUIRE AND DESIGN ABSOLUTELY NO TRAINING AT ALL IN ONE OF THE MOST IMPORTANT JOBS SOCIETY CAN UNDERTAKE: THE CARE AND EDUCATION OF ITS OFFSPRING.

OPPORTUNITIES FOR PEER SUPPORT, FOR INSTRUCTION, AND TRAINING IN THE ROLE OF PARENTING, FOR ACCESS TO THE COMMUNITY RESOURCES THAT WILL SUPPORT A PARENT IN TODAY'S ISOLATED FAMILY SITUATIONS, AND FOR THE NECESSARY RESPITE WHEN A PERSON IS UNABLE TO CONTINUE THE 24 HOURS A DAY, 365 DAYS A YEAR TASK OF CARING FOR A CHILD WHOSE DEVELOPMENT IS SO DELAYED AS TO DEMAND SUCH INTENSE INTERVENTION ON

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THE PART OF THE PARENT, IS NEEDED AS AN INTEGRAL PART OF A  
COMPREHENSIVE CHILD CARE PROGRAM.

OUR AGENCY IS DEEPLY COMMITTED TO THIS CAUSE. WE APPLAUD YOU  
FOR YOUR INTEREST . PLEASE PERMIT US TO CONTINUE TO BE ACTIVE PARTNERS  
IN THE DEVELOPMENT OF APPROPRIATE CHANNELS FOR PROVIDING THIS SO  
NECESSARY SERVICE.

THANK YOU.

ANITA M. KNEELEY

15 October 1984

New Jersey State Legislature  
Committee on Corrections, Health & Institutions  
Trenton, New Jersey

Dear Committee Members:

The Lincroft Center for Children is in support of the bill to increase funds for funding day care centers in New Jersey. As a new day care center we are providing a service to working parents in Lincroft, N.J., in response to the need for child care during early and late hours (7 a.m. to 6 p.m.), the rationale being that a popular choice among working parents for child care has been to select a center at or near the work site. Several factors contributing to the need include:

1. The rising number of single parent families.
2. Decreased availability of grandparents or extended family members to care for young children.
3. The rising need for both parents to work.

#### The Need for Additional Day Care Options

Most working parents have a child care arrangement, but many are not satisfied with it. In some cases family day care is provided where children are mixed with much older or considerably younger children, spanning up to five years in difference. Other problems involve parents who must coordinate with one or more caregivers, resulting in a morning and a different afternoon arrangement.

Many centers open too late and close too early. Many have waiting lists. Day care in public schools would fulfill a need which many families have. We have received several calls from parents with children enrolled in the half-day public school kindergarten program. There are many problems involved in transferring a child from one school program to another, mid-day. Examples include two sets of rules and regulations, two sets of teachers, and a lack of coordination between caregivers in planning an educational program for the child.

The Lincroft Center for Children made a financial commitment in providing badly needed services for day care out of a growing need identified in a feasibility study conducted by an early childhood education consultant, Lois Galpern. Since no other agency was meeting that need, the First Unitarian Church of Monmouth County provided the financial support.

The Program

Our teachers are certified at The Lincroft Center for Children, with special academic preparation and professional experience in Early Childhood Education. A small teacher/child ratio is maintained in order to provide individual attention which children need (five-to-one ratio). The curriculum emphasizes individual exploration, small and large group experiences and the opportunity for children to play in a stimulating environment. Equal emphasis is placed on physical, social, emotional and cognitive development. Educational experiences are implemented in reading readiness, cooking, science, math, music, story-telling, expressive art, large motor, and through hands-on experiences. In addition, nature trails in a wooded forest provide an opportunity for children to explore the outdoors. A large playground with climbing equipment, sandbox, and much space for outdoor play is provided.

Parents and Community Involvement

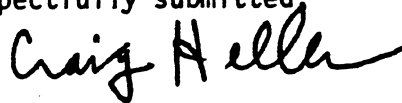
A volunteer Child Care Committee, made up of parents and professionals in the community, guides the policies of The Lincroft Center for Children. We are a family-oriented center which encourages parents to visit, unannounced, at any time during the day. In order to protect each child, security measures are taken; for example, an authorized signature for each adult appointed by the parents to pick up a child from school is required.

Barriers to Serving Low-Income Families

We are exploring the feasibility of a contract with Youth & Family Services to serve families eligible for Title XX and Title IV-A. The barriers include paper work, a relatively low payment of reimbursement, and much red tape. For example, fund-raising is necessary to make up the difference in tuition for each child accepted under these programs. The Lincroft Center for Children has developed a scholarship fund as an alternative way to serve low-income families. In this manner low-income families will be eligible for our program without the additional burden of continuous paper work.

If I can be of further assistance, please do not hesitate to call upon me. You may reach me at 201-530-0643.

Respectfully submitted



CH:MRB

Craig Heller, Director  
THE LINCROFT CENTER FOR CHILDREN



Testimony for New Jersey Day Care Hearing, October 15, 1984  
Ranella C. Christopher (Mrs. A. J.), Vice-President  
United Way Board of Directors  
Camden County

Attached is a summary of the Perry Pre-school Research Project, and a more recent news article on it. This research show that, for poor children, every one dollar spent on quality early childhood programs, saves four dollars in reduced costs of future costly rehabilitative services. These children become productive tax paying citizens. In 1982, Dr. Irving Sigel, as chairperson, released a report to the Commissioner of our State Department of Education which indicated that the results of these studies of poor children can be extrapolated to pre-school children in general because, "...the fundamental psychological processes and experiences to the underprivileged children are appropriate for all children." <sup>1</sup> Quality child care is an attractive investment!

Our United Way has been involved in funding child care for low income families since the late 1940's. In 1973, we worked actively with county government to bring what we now refer to as Title XX Block Grant funds into our county day care programs. These funds enabled us to significantly improve the quality of child care, as well as to provide services to more families. We still need more child care to meet the overwhelming demand. In Camden County, a mother puts her name on a waiting list for infant care in her third month of pregnancy, so she will hopefully have a place for her child about 12 months or more later, when she can go back to work.

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1. Commissioner's Advisory Committee on Child Development and Early Childhood Education, Report and Recommendations, submitted to Dr. Saul Cooperman, Commissioner, N.J. Department of Education, submitted by Dr. Irving Sigel, Chairperson, September 1982, /

In addition to the benefits to the child which are presented so clearly in the attachments, our community and United Way see other benefits:

1. Parents have been able to work, thus reducing or eliminating dependance on welfare, and enhancing their own image.
2. Because our centers push parent involvement, parents:
  - a. Learn about growth and development of their young children, appropriate discipline methods, nutritional needs, and health needs.
  - b. Learn how to access other systems which they may need.
  - c. Learn leadership skills which they are able to use in other public forums such as school systems.
3. Community residents have had opportunities for education through our colleges and are now gainfully employed as teachers and directors of child care centers. Some have moved into the public schools, strengthening opportunities for the smooth transition from pre-school to public school. These individuals are not only a resource to the children and families in their centers, but become a knowledgeable neighborhood resource to impact on the quality of lives around them.

All these benefits tend to enhance the community ability to prevent abuse of our children. We are delighted that the present DYFS Management Team has recognized day care as a valuable community-based preventive service.

In the early '70's, our centers were allowed to enroll children whom the community recognized as "at risk" without the child and family being labeled DYFS protective service. In the late '70's, as funding ceilings were hit and service demand escalated, a State admissions policy made these children a low priority. Then, their only resource was Headstart which, despite expansion, is still unable to meet the need. Our Title XX centers still advise us of families asking for help with their children who must be turned away due to eligibility requirements. Many of our centers could

offer quality part-day preschool programs for these children, if funding were available.

Our centers also serve children referred by DYFS as protective service. Centers are committed to having these children in our community-based system. After all, these families belong to our community and we feel a responsibility to develop community-based support systems for them, rather than just leave them to DYFS. However, centers do seek a closer case management relationship with DYFS, in order to provide a family with a well integrated service approach.

The new DYFS Mission Statement, developed under the Management Team leadership, also supports the community-based approach to work along with the DYFS caseworkers. This is a welcomed breath of fresh air. We hope this team will have the opportunity to put this new policy into action.

Current DHS regulation sets income eligibility for Title XX day care services at 80% of State median income, adjusted by family size. These State figures are still based on 1980. The result is that we are serving people who are only at about 64% of the State median income. We are cutting off many of the low income working families who should receive partially funded care to prevent them from becoming families at risk and falling back into the welfare and/or abuse cycles.

Abuse in day care is receiving national and State attention! Yet institutional abuse represents only about 2% of all the reported abuse cases in New Jersey, and day care is only one small portion of a large group of institutional settings for children. Sexual abuse

is only a portion of this 2%; convictions are a smaller percent. There has already been one State hearing on abuse, and I urge that you review that testimony for details.

For centers, criminal history checks could be helpful as part of the evaluation of a potential employee, but a criminal record should not automatically disqualify a candidate. To do this is to deny that there are any positive rehabilitative benefits in our human service and criminal justice systems. Yet, we find these systems expecting that they can rehabilitate. Fingerprinting in California did not identify any of the persons in that publicized case -- often there is no previous record. A perpetrators' file is also unacceptable and has the potential for serious abuse. What would be more helpful is to spell out in licensing regulation the process to be followed to verify education and employment history of a prospective employee.

The more important safeguards are, through regulation, to require good staff/child ratios and to require in all programs, regardless of size, properly trained early childhood staff with college or CDA training. My early childhood colleagues advise me that the way young children learn is considerably different than older children.

Training must be specific; other disciplines are not readily transferable. It seems to me, that persons who have made a personal commitment for two, four, or more years of early childhood college training are likely to have a greater commitment to the child, than those who go into child care only from a business perspective.

Well trained staff are also more likely to pick up signs of possible abuse in the home, which is where most abuse occurs. Staff can also

work with the child and family to change patterns and prevent abuse. Through proper staff training, we direct resources at impacting positively on the lives of more children and families, rather than catching a handful of bad actors. However, we must all remember that no system will catch all abusers.

Camden County has always supported the concept of parent fees that are related to the ability to pay. Our centers also depend upon these fees to make up a small portion of the cost of care. Presently, State policy is that protective service families do not pay any fee. Since our DYFS District Office refers few of these children to community centers, the lack of fees has not yet presented a serious problem. However, once the family gets off protective service, they must pay the fee. Often they cannot, so the child drops out -- this family is more likely to re-enter the abuse cycle. It would be better if DYFS provided the fee to the parent who could then accept responsibility to pay the center. Continuing this policy after de-classification could serve to prevent re-entry into a more costly DYFS case management system.

As I am sure you know, the bottom line is that our State needs to make a substantial commitment of dollars to our children who are truly a vital resource. I suggest the following areas for funding consideration:

1. Infant Care. Our State follows the national trend of demonstrated dramatic need in this area. Many working mothers must go back to work after having a baby, or fall back on the welfare system. Research verifies that the first two years of a child's life sets patterns for the future. Quality infant care meets the child's needs while providing support to the family.
2. Pre-School. The demand far exceeds the supply. Funds are needed for full day care for working parents, and part day programs for children at risk.

3. After School Care. Latchkey children are receiving national attention. New Jersey needs to develop legislation to regulate these programs; to provide funds to meet New Jersey needs; and which will dovetail and take advantage of new federal legislation.

4. Education for Teachers. Money for scholarships for teacher education and certification through our college system would help make more opportunities available to low income persons. College programs would provide entry level skills. In-service training should be encourage in order that staff keep up with a rapidly developing field.

In all these areas, funding should be related to the ability of the individual to share in the cost.

Recognizing that quality child care can be an investment in our future and a saving in future expenses, I hope you will give serious consideration to these needs.

Thankyou for giving me the opportunity to speak to you today.

pcc

10 E. Riding Dr.  
Cherry Hill, N.J. 08003

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# THE COST-EFFECTIVENESS OF HIGH QUALITY EARLY CHILDHOOD PROGRAMS

A report\* for the  
1982 SOUTHERN GOVERNORS' CONFERENCE  
Hilton Head Island, South Carolina

Center for the Study of  
Public Policies for Young Children  
HIGH/SCOPE EDUCATIONAL  
RESEARCH FOUNDATION  
600 North River Street  
Ypsilanti, Michigan 48197  
(313) 485-2000

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High quality preschool education pays off for disadvantaged children in higher academic performance, lower delinquency rates, and better earnings prospects; it pays off for society in dollars and cents. These findings, from the High/Scope Foundation's Perry Preschool Study and from other studies, demonstrate that preschool not only prevents problems that eventually would cost society much more than a preschool program, but also increases the effectiveness and efficiency of the social investment already made in schooling. Budget-minded policymakers looking for hard evidence that a program works will certainly understand the implications for policymaking which this research supports.

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\*This report was prepared by Carolyn Boudette and Lawrence J. Schweinhart to supplement the presentation of David P. Weikart on July 26, 1982.

## PERRY PRESCHOOL PROGRAM: FOLLOW-UP THROUGH AGE 19

### Economic Findings

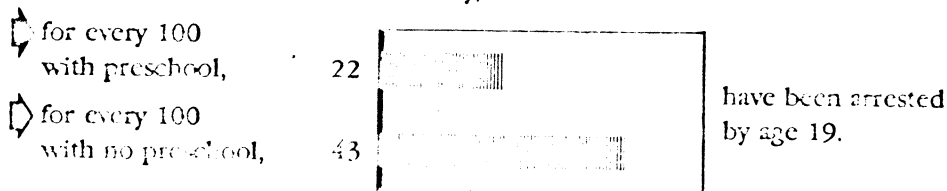
For every \$1,000 that was invested in the preschool program, at least \$4,130 (after inflation) has been or will be returned to society—better than the average rate of return to private investors.

Returns include reduced costs for education and legal processing for delinquent behavior, and increased lifetime earnings for participants. Other, future returns remain to be calculated.

Investment	Returns
\$1,000	\$1,000
	\$1,000
	\$1,000
	\$1,000
	+

### Delinquency Findings

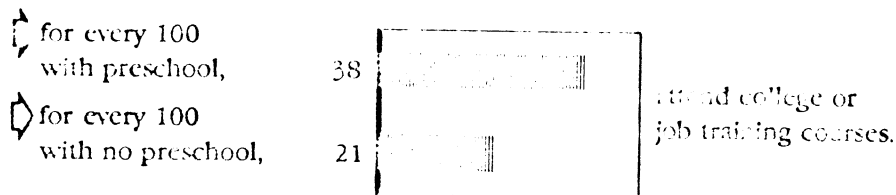
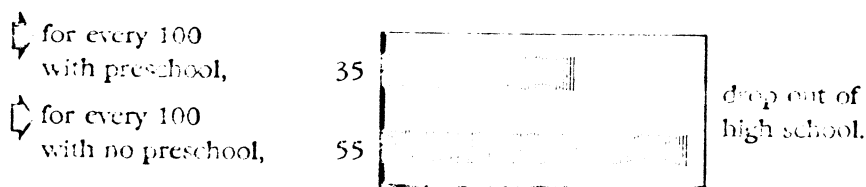
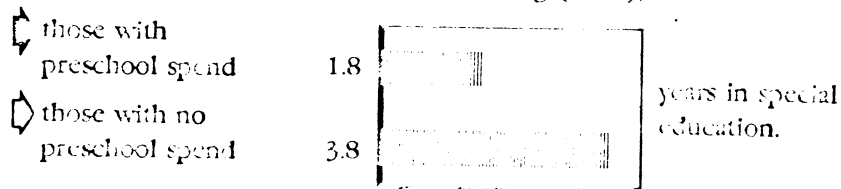
Among youngsters like those in the study,\*\*



### Education Findings

Among youngsters like those in the study,

on average, for every 13 years of schooling (K-12),

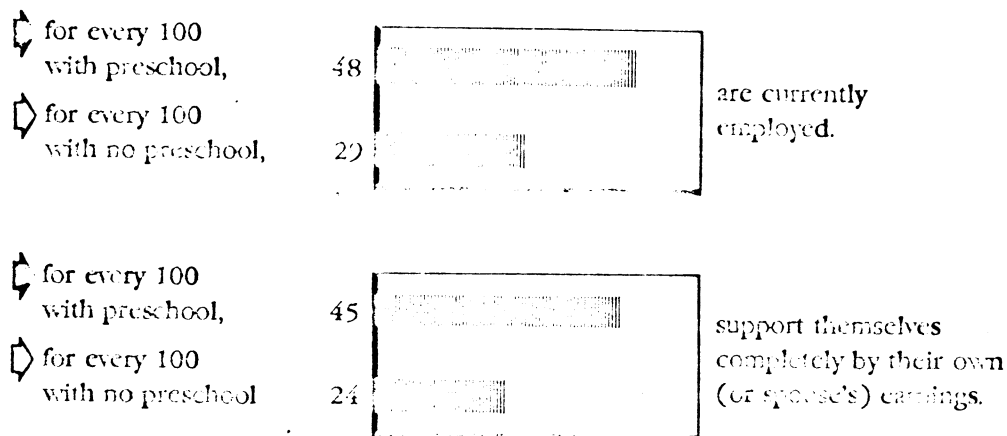


\*\*For the purpose of clarity, some findings are presented in terms of number per 100, though actual group sizes are smaller and vary across items. All the findings presented are statistically significant, with a possibility of occurrence by chance of less than 1 in 20.



## Employment Findings

Among youngsters like those in the study,



## Study Design

The study, which began in Ypsilanti, Michigan in 1962, is an examination of the lives of children who were born with the odds against them—poor, apparently destined for school failure, and black in a society in which discrimination was common. Of the families in the study, 50 percent received welfare assistance; 47 percent were single-parent families. Only 21 percent of the mothers and 11 percent of the fathers had graduated from high school. Thus, the families chosen for the study shared very similar social and economic characteristics.

The 123 children in the study were randomly assigned either to an experimental group who attended preschool or a comparison group who did not attend; these two groups were highly similar in the characteristics of children and families. Because of their background similarities, any differences between the groups thereafter could be attributed to the preschool program. The experimental group attended a high quality program in a preschool classroom for two-and-a-half hours five mornings a week and were visited at home with their mothers for one-and-a-half hours once a week, either for one school year at age four or two school years at ages three and four.

These young people have participated in the study continuously for two decades. A follow-up is now being planned for age 25, after they have begun to make significant life decisions about career and family. For further information about the study, see *Young Children Grow Up: The Effects of the Perry Preschool Program on Youths Through Age 15* by Lawrence J. Schweinhart and David P. Weikart (High/Scope Press, 600 North River Street, Ypsilanti, Michigan 48197, \$8 pre-paid).

## Other Research: Consortium Findings

Research conducted by the Consortium for Longitudinal Studies provides strong evidence that a variety of early education programs can reduce disadvantaged children's need for special education classes or retention in grade. The Consortium is a group of 12 investigators who independently designed and implemented early childhood programs in the 1960s. In 1976 they pooled their original data and conducted a collaborative follow-up of the original participants in the studies.

Three experimentally designed studies, including the Perry Preschool Study, found that early education reduced the need for special education placement and retention in grade. The early childhood programs varied considerably: Susan Gray implemented a center-based program in the summer with home visits during the school year beginning at age four; Francis Palmer operated a

## PERRY PRESCHOOL PROGRAM: FOLLOW-UP THROUGH AGE 19

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Returns include reduced costs for education and legal processing for delinquent behavior, and increased lifetime earnings for participants. Other, future returns remain to be calculated.

#### Investment

\$1,000

#### Returns

\$1,000

\$1,000

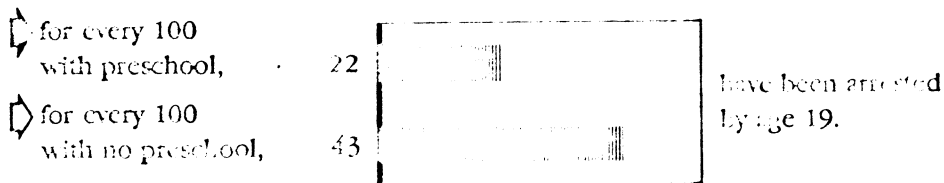
\$1,000

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+

### Delinquency Findings

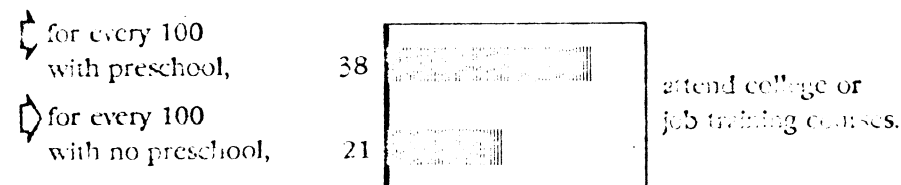
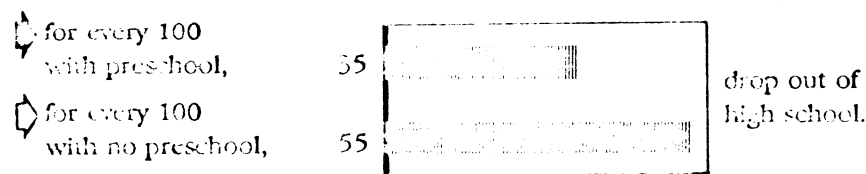
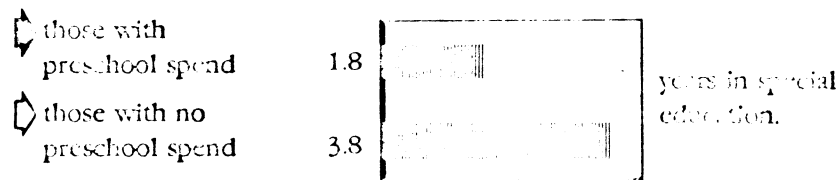
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### Education Findings

Among youngsters like those in the study,

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# Study: Preschool pays off for poor

By Christopher Connell  
Associated Press

WASHINGTON — High-quality preschool education pays lifetime dividends for poor children, from greater success in high school and in the job market to lower rates of teenage pregnancy, welfare and crime, according to a major, long-term study of black children.

Researchers who have followed a group of 123 poor black children from Ypsilanti, Mich., for the last 22 years say their findings show conclusively that it pays society to expose youngsters to Head Start and similar preschool programs at an early age.

The study, known as the Perry Preschool Project, has been carried out with government and foundation grants by the High-Scope Educational Research Foundation of Ypsilanti.

Starting in 1962, researchers began gathering information annually about these 123 youngsters from ages 3 to 11, and again at ages 14, 15 and 19.

The latest study, called "Changed Lives," followed them to age 19 and found:

- 59 percent were employed, compared with only 32 percent of a group of children from the same background who did not get preschool education.

- 67 percent were high school graduates, compared with 49 percent of the others.

- 38 percent had enrolled in college or a post-secondary vocational school, compared with 21 percent of the control group.

- On a test of functional competence, 61 percent of the preschool group scored average or above, while only 38 percent of the others did as well.

- Only 31 percent of the preschool group had ever been arrested or detained, compared with 51 percent of the others.

- Only 18 percent of the preschool group were currently on welfare, compared with 32 percent of the others.

- Only 16 percent of the preschool group required special education classes for slow learners; 28 percent of the others needed special help.

- The teenage pregnancy rate was almost half as great for girls from the preschool group as for their peers.

Fifty-eight of the children were randomly assigned to preschool classes, while the control group of 65 children attended no such classes.

The preschool consisted of classes for 2½ hours, five mornings a week, either for two years starting at age 3 or one year at age 4, with one adult for every five or six children. In addition, teachers visited each mother and child in their home for 90 minutes each week.

The program emphasized active

learning, problem-solving and interaction with adults and children.

The program cost \$4,818 per child in 1981 dollars; strictly in terms of reduced welfare and increased earnings, the program paid off 7-to-1 for those who got one year of preschool education. The return was only half as great for the two-year program, the study said.

In a commentary on the study, Drs. Julius B. Richmond, a former U.S. surgeon general, and Milton Kotelchuck of Harvard University's School of Public Health called it "a very important demonstration that high-quality preschool intervention can prevent developmental attrition and can make a positive impact on the future lives of its participants."

"Whereas today we accept preschool intervention as the norm, in the early 1960s this was not the case. Many developmental psychologists then believed intellectual functioning was fixed and genetically endowed, and therefore such interventions were seen as useless," they said.

In recent years, studies have repeatedly shown that poor children who took part in preschool programs such as Head Start or received federally financed remedial help in elementary school fared better later and, perhaps most important, had more positive attitudes about their schooling.

David P. Weikart, president of the foundation, said the researchers planned to follow the Ypsilanti group to age 26.



STATE OF NEW JERSEY

DEPARTMENT OF COMMUNITY AFFAIRS  
DIVISION ON WOMEN

JOHN P. RENNA  
COMMISSIONER

379 WEST STATE STREET  
CN 800  
TRENTON NEW JERSEY 08625-0800

Testimony for Public Hearing on the Quality of Care Provided in  
Child Care Facilities  
October 15, 1984

The Division on Women has as one of its priorities, child care for the more than 500,000 women with young children who work outside the home.

Several years ago the Division formed a partnership with the statewide Task Force on Child Care. Quality has been the most consistent theme of this group. It worked for legislation that led to the passage of Public Law 1983, chapter 492, approved in January 1984 which is known as the Child Care Center Licensing Act. This Act also provides for the creation of an Advisory Council on Child Care.

Quality means different things to different people. Child care centers are licensed -- licensing is a baseline, not an ideal. Extended day programs are not regulated at all. Neither are family day care homes, except under a voluntary system established by the New Jersey Family Day Care Network. New Jersey is one of only a few states with no regulation of family day care. There are bills now under consideration to change that.

However to call for licensing, registration or regulation of some kind is not the same as calling for quality in child care. Licensing is tangible--ratio of children to care givers, square footage of center, proper restroom facilities, etc. Quality is intangible. Some equate it with money -- what money can buy -- others with the atmosphere created by a director and staff. It is difficult to regulate the intangible and we must be careful about trying.

The Division on Women is committed to advocacy. In child care, that means working indirectly to increase the amount of affordable, accessible, quality child care that is also reasonably convenient, so that women can work.

We see as major issues in this discussion; the registration of family day care homes without driving care givers out of business or underground, the use of school facilities for extended day care, improving existing systems of inspection and parental involvement in whatever care is chosen.

We see government's role as making sure choices are there for parents to make decisions for the care of their children.

74 X



Union County Task Force on Latch Key Children  
Cynthia Newman, ACSW Chairperson  
Children's Specialized Hospital  
New Providence rd.  
Mountainside, N.J.  
A.C. 201 233-3720 ext 283

Good day. I would like to thank you for giving me this opportunity to speak on child care. My commitment to quality, affordable child care is based on the following: I am a single parent, a professional social worker and I am chairperson of the Union County Task Force on Latch Key Children. There are two types of information that I would like to share with you- professional and personal.

Nine years ago I became a single parent. After divorce, I had a small alimony check, two children, a four year old daughter and a two year old son with chronic asthma. I also had three years of college as an English major and a very insignificant work history. It appeared to me that I had four options. 1.Go back to school 2.Get a job as a sales clerk 3. Go on welfare and 4. Wait for Prince Charming to show up.

And I decided on school. During the next four years I completed my bachelors degree in social work at Seton Hall and received my masters from Rutgers GSSW. I was so anxious to get a job that I began working six weeks prior to my graduation and I haven't stopped. I have continued to support my children and am now also a homeowner and property taxpayer in Scotch Plains.

In this situation there were six winners. Myself and the two "displaced homemakers" I hired as babysitters during my school years are all full time employees. Myself in social work, one in a local high school, another as a bank official. So that's three.

My children were well cared for. They are happy,(when they don't have to clean their rooms) well adjusted, and receiving good grades. They are not involved with juvenile delinquency, drug/ETOH abuse, nor are they depressed, lonely, bored, or frightened. So that's two more.

The sixth winner is the state. I did not weigh down the system as a welfare mother. My two babysitters stepped from two dollars an hour babysitting to full time jobs. My two children are not a burden to the Courts or any social service agency. They are good students and being prepared to become responsible adults.

However, none of this would have been possible without quality, affordable child care. No matter what my professional goals, My primary hope has always been to raise my children well. There are many other single parents like me with similar hopes, expectations, and dreams. In New Jersey we have 400,000 children under the age of 17 being raised by single parents.<sup>1</sup> Many of these parents are trying to get ahead. Quality, affordable child care may be the biggest obstacle to full time employment for the single parent.

I was lucky. I was able to find child care I would afford and my children had a very positive experience. Inhome child care, provided by a neighbor, a relative, or by a stranger answering an ad is the single most utilized type of child care in the U.S.<sup>2</sup> Nearly half of all children in the U.S. are placed in this type of home care. There are no regulations, guidelines or standards. A parent is left to ferret out on his own the good and the bad.

This can be a dangerous situation, particularly with small children who cannot speak for themselves. Even if home based child care could be regulated, it is becoming increasingly costly as caretakers want minimum wage. This minimum wage may be exactly the same hourly rate the child's parent is earning. With half of the mothers of children under six in the work force,<sup>3</sup> affordable day care is a must.

With commercial child care being so costly, maybe taking 1/3 to 1/2 of a parent's pay and leaving them less income than the AFDC check, they go back to welfare.

Even if a parent is able to find affordable home care he may be unhappy with the situation. It is also very difficult to find replacement care quickly. A comment I heard recently from a parent was " I'm not really happy with what goes on there, so I've decided to lower my expectations. My only alternative is to quit my job."

The other primary alternative for school age children is self care. In a survey done by Lynette and Thomas Long in their book, Handbook for Latch Key Children and Their Parents, studies indicated that parents thought 3rd graders or eight year olds were old enough to handle self care. In the census of 1976 it was documented that 18% of all children aged 7-13 cared for themselves after school. I am sure that the actual figure then and today is much, much higher.

In my opinion self care by youngsters is totally unacceptable, but might be acceptable for brief periods of time if children/parents knew their neighbors and communities. However this is not the case in the 1980's. Neighbors are also working and not home. With the rise in family mobility, families do not live by their relatives and in some cases don't know their neighbors names. It is estimated that two out of five elementary school children move once every three years.<sup>4</sup> Children left alone are increasingly subject to the threat of fire, accident, or robbery. Their physical safety and emotional needs are placed in jeopardy.

It is not enough for communities to provide crossing guards, fingerprint our children, and have crime watch programs. We cannot stop and just pat ourselves on the back for a job well done. We have to be concerned about what happens to these children who are going home to empty houses. By the way, it is estimated that the child in self care averages 2-3 hours alone per day.<sup>5</sup>

Each community must provide resources to meet children's needs. As public awareness grows, we must accept the notion that child care is not exclusively the responsibility of the child's immediate family. What we really need to develop is a renewed sense of community.

I believe the answer for many communities lies with their school systems. It appears that there exists a power struggle between the parents and the schools. In general, schools want to see themselves as only educators. However, they are already providing a vital role in child care in America. There is an increased demand that this role be expanded.

Many school systems are continuing to take the position that the problem does not exist or if it does, it is not their responsibility. I am personally tired of driving by a local school on a cold, snowy or rainy morning at 8 am and seeing school children standing outside in the elements. When I contacted the school as to why the children cannot wait in the gym or halls, the answer is "School doesn't open until 8:30. They shouldn't be on school property."

Thankfully some school systems are taking a bold step forward into the 1980's. Both Union Township and Montclair have begun Latch Key programs. They are in the process of evolving. They should be used as resources for other communities to begin. There are also some very innovative programs running in the Fairfax, Virginia school system.

Another alternative is expansion of private programs such as the YMCA's Latch Key. Over the past four years my children have attended the YMCA's program in Scotch Plains. That was the reason I purchased a home in the community. The YMCA is providing an excellent program that also provides transportation from school to facility. They also offer a variety of activities for the youngsters. However, the YMCA's programs do not exist in all communities and in those that run them they are nearly filled to capacity.

I would also like to mention that in my full time position I work with handicapped children and their families in Union County. There are almost no child care programs for the severely handicapped infants and school age youngsters. Children's Specialized Hospital in Mountainside has a small program for medically involved youngsters. The YMCA's accept some Down's syndrome children. The Head Start programs also take a small percentage. However, the medically involved children and their families have no access to day care.

Other solutions that should be encouraged are employer based programs such as Hoffman LaRoche; Consortia sponsored, where several organizations such as a shopping mall provide day care for mall employees; the development of an Information/Referral system so that families can tap into available resources.

In conclusion, Home is where the heart is, but Mom can't afford to be there full time anymore. As Dolores Hayden writes in her excellent book, Redesigning the American Dream, "We need to change our underlying ideas about the nature of home, mom, and apple pie." This is, I believe the greatest obstacle in providing quality,affordable day care for our children.

#### Statistics From:

- 1 Task Force on Child Care, N.J. Dept Of Community Affairs
- 2 Handbook on Latch Key Children and Their Parents
- 3 Redesigning the American Dream
- 4 Handbook on Latch Key Children and Their Parents
- 5 Handbook on Latch Key Children and Their Parents



Examples of Programs in Existence:

Fairfax County, Virginia - A cooperative program involving school system and county which share in responsibility of program management. Incorporates recreational and leisure time activities. Began as pilot/demonstration project.

Contact: Fairfax County Office for Children AC 703 691-3175

Scotch Plains-Fanwood YMCA - Operates 7:30-6PM on daily basis. Children can be dropped off, transported by bus to school and back to YMCA after school day. Includes arts/crafts, games, quiet room, playground. Staffed by YMCA employees, high school students.

Contact: Karin Drexler, Director 889-5455

Montclair Board of Education, New Jersey - Programs operating in three school sites with possible expansion to three more sites this fall. Hours are 7:30 to 5PM. Program is staffed by teacher, aide, and high school work-study students. Attitude of "You can pay me now or you can pay me later."

Contact: Steven Rowe - Director of Elementary Education  
783-4000 ext. 234

Resources:

The Handbook for Latch Key Children and Their Families. Lynette and Thomas Long  
Arbor House Books: N.Y. 1983

Redesigning the American Dream : The Future of Housing, Work, and Family Life.  
Dolores Hayden, W.N. Norton and Co. : N.Y. 1984

Task Force on Child Care. N.J. Dept of Community Affairs. Joan M. Wright.,  
Division on Women

Assembly Corrections, Health, and Human Services Committee  
Public Hearing, October 15, 1984

Testimony of the Task Force on Child Care

Representative: Dr. Jane Bugnand

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The Task Force on Child Care is a group of advocates for children. Some of us have been involved in this work in various capacities for over ten years. Members belong to and represent major groups in New Jersey. Some are professional teachers of young children, directors of child care centers, or professors of early childhood education. Others represent major organizations in the State, Junior League, American Association of University Women, the Association for Children, and others. One of our more successful efforts this past year was a cooperation with the Senate and Assembly in drafting the Child Care Licensing Act (P.L. 1983, c. 492) and working for its passage. We have also drafted Senate Bill 543/Assembly Bill 101, sponsored by Senator Wynona M. Lipman and Assemblywoman Angela Perun, which provides for a corporate tax incentive to increase the number of corporate sponsored child care centers.

Members of the Task Force have long worked to focus the attention of the community, legislators, and agencies on the need for good quality affordable care for children outside of their homes. We are concerned about the quantity of legislation related to children and child care currently being considered. As advocates for children, we urge you to look carefully for qualities of child care that offer genuine protection for our children.

We feel that no piece of legislation under present consideration adequately supports the needed standards of quality. Those attributes that define a good quality experience for children outside of their homes are based on the body of knowledge from psychology, education, medicine, and sociology and are explainable to parents, the community, legislators, and any other interested person. This is equally true whether the children are in day care

centers, nursery school, infant care centers, after-school programs, a family day care home, or any organized group serving children. Briefly, a good quality child care facility functions on a stated philosophy about children and their learning and development. This gives concrete communicatable goals to the selection of buildings, equipment, and materials. It suggests the instructional program that matches the developmental and learning needs of the children for whom it is designed. This is true be it a very free play-oriented program or one structured tightly for behavior modification. The entire program and the experience of the children can be assessed by the professionals in charge to ascertain the success of the operation in meeting the stated goals, and the results of that assessment can be communicated for improvement within the program and to parents, boards, the community, and governmental agencies who are interested.

The achievement of these qualities we advocate is predicated on the need for an adequate number of professionals in those facilities serving groups of children and at least paraprofessional training for anyone supervising children. Salaries that reflect professional responsibility and fair wages for paraprofessionals are needed to attract capable and talented people to the child care field.

Neither should we overlook the vital role parents play in the lives of their children. Parents should expect and receive a clear communication on the goals, equipment, instructional program, and assessment practices of their child's care facility. Moreover, as presently required by Head Start, a council consisting of a significant number of parents, should be involved in the governance and planning for children in organized facilities. This is an invaluable way to insure quality care.

Current legislation being proposed and existing legislation refers to the value and need for an advisory council. One such exists under P.L. 1983, c. 492, effective May 1984. Unfortunately, to date, this Council has not been appointed, but it has responsibility for reviewing and proposing revisions of the existing statutes and regulations governing licensing of child care facilities. It is also mandated to advise the Commissioner of Human Services

on priorities and policies relating to child care throughout the State, and to report findings to the Senate and Assembly. We feel the Advisory Council will help achieve the goal of quality affordable child care and will offer insight into the effects of current practices.

The Task Force on Child Care is more than willing to work with you on proposed legislation and to aid you in your quest to insure that the children of New Jersey have good quality care.

Thank you for your attention.

Maria C. MacPherson  
Social Worker  
Monmouth County Board of  
Social Services  
P.O. Box 3000  
Freehold, N.J. 07728

CHAIRMAN OTLOWSKI, HONORABLE COMMITTEE MEMBERS, LADIES AND GENTLEMEN. I'VE HAD A VERY DIFFICULT TIME COMPOSING MY REMARKS HERE TODAY. I'M NOT ONLY A SOCIAL WORKER.....I'M ALSO A PARENT. SO I'VE TRIED TO BALANCE THE PROFESSIONAL AND PERSONAL SIDES OF MY INVOLVEMENT WITH CHILD CARE.

AS A SOCIAL WORKER AT A COUNTY SOCIAL SERVICES AGENCY, I'VE WORKED BOTH IN REVIEWING OUR CLIENT'S NEEDS AND ELIGIBILITY FOR CHILD CARE AND, ON THE ADMINISTRATIVE SIDE, IN EVALUATING DAY CARE CENTER FACILITIES AND PROGRAMS UNDER TITLE XX CONTRACT. CHILD CARE IS A VERY BROAD SUBJECT, SO I'LL ONLY ADDRESS THREE OF WHAT I'VE LEARNED, THROUGH PROFESSIONAL AND PERSONAL EXPERIENCE, TO BE MAJOR PROBLEMS IN OUR COUNTY.

THE FIRST IS THE OVERWHELMING NEED FOR INFANT CARE. OUT OF THE 90 SOME LICENSED DAY CARE CENTERS IN MONMOUTH COUNTY, ONLY A HANDFUL ENROLL INFANTS. AND WHEN THEY DO, PARENTS RUN INTO THE PROBLEM OF LONG WAITING LISTS, PRIMARILY CUSTODIAL CARE, AND VERY EXPENSIVE FEES. ALTHOUGH CURRENT LICENSING COVERS AGES 0-6, THOSE CENTERS THAT DO ENROLL INFANTS START AT AGES 9-11 MONTHS. MOST CENTERS START AT 2½-3 YEARS AND REQUIRE THAT THE CHILD BE POTTY-TRAINED. IF ANY OF YOU ARE, OR KNOW SINGLE WORKING PARENTS OR FAMILIES THAT DEPEND ON BOTH INCOMES, I'M SURE YOU CAN UNDERSTAND THE DILEMMA. MOST PARENTS, SINGLE OR MARRIED, CANNOT AFFORD TO STAY HOME UNTIL THEIR CHILD IS OLD ENOUGH TO BE ENROLLED IN THE CURRENTLY AVAILABLE PROGRAMS.

MOST PARENTS HAVE A VERY DIFFICULT TIME FINDING GOOD, RELIABLE CARE FOR THEIR INFANTS BECAUSE WHAT USED TO BE VIABLE ALTERNATIVES ..... NEIGHBORS AND RELATIVES.....ARE ALSO PART OF THE WORK FORCE. THIS LACK OF SUFFICIENT INFANT CARE AFFECTS PEOPLE LIKE YOU AND ME AS WELL AS THOSE AFDC RECIPIENTS WHO WISH TO WORK AND GET OFF PUBLIC ASSISTANCE AND TITLE XX ELIGIBLE PARENTS WHO HAVE CHILDREN UNDER THE AGE OF TWO.

THE SECOND PROBLEM I WISH TO DISCUSS IS TIED INTO THE TITLE XX PRIORITIES FOR ADMISSION. THE DYFS FIELD OPERATIONS MANUAL STATES: "THE NEED FOR CHILD DAY CARE SERVICES IN NEW JERSEY EXCEEDS THE AVAILABILITY OF SERVICE RESOURCES. THEREFORE, AN ADMISSIONS POLICY IS NECESSARY TO ENSURE THAT DAY CARE SERVICES FUNDED UNDER TITLE XX... ARE PROVIDED ON A CONSISTANT BASIS STATEWIDE TO THOSE ELIGIBLE FAMILIES IN GREATEST NEED OF THE SERVICE." IT THEN GOES ON TO DEFINE THE PRIORITIES FOR ADMISSIONS, WHICH, IN ORDER OF PRIORITY, ARE SIX:

- 1) CHILDREN IDENTIFIED BY THE DISTRICT OFFICE AS ABUSED OR NEGLECTED.
- 2) CHILDREN WITH DOCUMENTED SPECIAL NEEDS FOR WHOM DAY CARE SERVICES ARE REQUIRED AS PART OF A TREATMENT PLAN DESIGNED TO IMPROVE THE SPECIFIC CONDITION IDENTIFIED;

3) CHILDREN FROM FAMILIES IN WHICH DAY CARE IS NECESSARY TO  
~~PARENT~~ <sup>PREVENT</sup> PLACEMENT OF THE CHILD OR ANOTHER FAMILY MEMBER  
OUTSIDE OF THE HOME;

4 & 5) CHILDREN FROM FAMILIES WHERE THE SINGLE PARENT OR BOTH  
PARENTS WORK OR RECEIVE TRAINING FULL-TIME OR PART-TIME,  
RESPECTIVELY, AND WHERE NO ONE IS IN THE HOME TO PROVIDE  
CARE FOR THE CHILDREN.

6) CHILDREN FROM TITLE XX ELIGIBLE FAMILIES WHO HAVE AN IDENTIFI-  
FIABLE NEED FOR DAY CARE SERVICES WHO DO NOT FALL WITHIN  
PRIORITIES 1 THROUGH 5.

THE MANUAL ALSO STATES THAT IT IS EXPECTED THAT THE MAJORITY OF  
DAY CARE PLACEMENTS MADE THROUGH THE DISTRICT OFFICE WILL BE FROM  
PRIORITIES #1 & #2. (PAUSE)

NOT TOO LONG AGO, I RECEIVED A CALL FROM A WOMAN, RECENTLY  
SEPARATED, HER HUSBAND'S WHEREABOUTS UNKNOWN, WITH FIVE CHILDREN  
AGES 1 THROUGH 19 IN HER CARE. HER TEENAGE CHILDREN WATCH THE  
THREE PRE-SCHOOLERS DURING HER AFTERNOON JOB. SHE HAD ENROLLED  
HER FOUR YEAR OLD IN MORNING DAY CARE AND, BECAUSE OF HER FAMILY  
SIZE AND INCOME, WOULD PROBABLY BE FINANCIALLY ELIGIBLE FOR TITLE XX  
DAY CARE. SHE HAD VISITED A NUMBER OF CENTERS AND WAS PLEASED WITH  
THE FACILITY AND THE PROGRAM OFFERED AT THE CENTER SHE HAD CHOSEN.

SHE WAS PROUD OF THE WAY HER CHILDREN WERE HANDLING THEIR CURRENT SITUATION, BUT THE SITUATION WAS BEGINNING TO OVERWHELM HER. NOT ONLY DID HER FOUR YEAR OLD NEED DAY CARE TO HELP HIM DEVELOP CERTAIN SKILLS HE DID NOT HAVE, BUT ALSO THE DAY CARE WOULD OFFER HER SOME RELIEF IN THE MORNINGS WHEN SHE HAD A TODDLER AND INFANT TO CARE FOR. HER CALL HAD BEEN TRANSFERRED TO ME FOR VERIFICATION OF WHAT SHE HAD LEARNED: THAT SHE COULDN'T BE HELPED. AS IT TURNED OUT, WHAT SHE HAD BEEN TOLD WAS CORRECT. SHE WAS NOT ABUSING OR NEGLECTING HER CHILDREN, SO THE PROTECTIVE SERVICES PRIORITY, #1, DID NOT APPLY. TITLE XX THERAPEUTIC CARE DID NOT APPLY BECAUSE THERE WAS NO DOCUMENTED THERAPEUTIC NEED. AND TITLE XX WORKING PARENT DID NOT APPLY BECAUSE THE CHILD CARE WAS NEEDED FOR THE MORNING SESSION, NOT THE AFTERNOON WHEN SHE WORKED.

HERE IS A PERFECT EXAMPLE OF WHAT COULD BE PREVENTATIVE THERAPEUTIC DAY CARE, AND THIS WOMAN COULD NOT OBTAIN IT. I'M NOT SAYING THE OTHER PRIORITIES LISTED ARE NOT VALID - THEY ARE VERY MUCH SO. BUT THERE IS SOMETHING WRONG WHEN A FAMILY MUST BE IN DEEP CRISIS BEFORE IT CAN BENEFIT FROM A PROGRAM GEARED TO ASSISTING THOSE IN NEED.

(SHORT PAUSE)



LAST WEEK I INTERVIEWED A NUMBER OF CO-WORKERS AND FRIENDS CONCERNING THE PROBLEMS THEY ENCOUNTERED AS WORKING PARENTS IN NEED OF CHILD CARE. I URGE YOU TO READ THE INTERVIEW HANDOUTS. THESE ARE MIDDLE CLASS WORKING PARENTS WHO DO NOT QUALIFY FOR FINANCIAL ASSISTANCE FOR THE COST OF CARE FOR THEIR CHILDREN, WHOSE COMMUTING TIME TO AND FROM WORK IS EXTENDED DUE TO THE LACK OF CONVENIENTLY LOCATED, AFFORDABLE AND AVAILABLE DAY CARE CENTERS WITH GOOD FACILITIES AND PROGRAMS. MOST OF THEM HAD A DIFFICULT TIME FINDING GOOD RELIABLE CHILD CARE AND ALL ACKNOWLEDGE THE EFFECT THIS HAS ON WORK PERFORMANCE AND SUPPORT FILLING THE NEED FOR MORE CENTERS.

DAY CARE IS NO LONGER ONLY A LUXURY FOR THE WEALTHY NOR AN ANSWER FOR FAMILIES IN FINANCIAL OR PERSONAL CRISIS. WITH THE INCREASING NUMBER OF PARENTS IN THE WORK FORCE, GOOD DAY CARE IS A NECESSITY, AND ANYTHING THAT CAN HELP FULFILL THAT GROWING NEED SHOULD BE WIDELY AND STRONGLY SUPPORTED. THIS MEANS MORE CENTERS FOR AGES 0-6 AND MORE "LATCH-KEY" PROGRAMS, IMPLEMENTATION OF PREVENTATIVE CARE FOR TITLE XX ELIGIBLE FAMILIES IN THE EARLY STAGES OF A CRISIS SITUATION, AN INCREASE IN THE MINIMUM STANDARDS FOR AND CLOSER MONITORING OF DAY CARE CENTERS, MORE CAREFUL SCREENING OF, AND BETTER TRAINING ~~FOR~~ DAY CARE PERSONNEL, PARTICULARLY IN THE AREA OF IDENTIFYING POSSIBLE CHILD ABUSE, RENOVATION ASSISTANCE TO, PROGRAMS OPERATING OUT OF OLDER BUILDINGS, A HIGHER TAX LIMIT FOR FULL TIME EMPLOYED PARENTS, AND EMPLOYER-BASED CARE.

AS LONG AS THE NEED TO WORK EXISTS AND INCREASES, SO WILL THE NEED FOR CHILD DAY CARE, STATEWIDE AND NATIONWIDE. THESE ARE OUR KIDS AND WE WANT THEM TO LEARN AND BE SAFE AND SECURE DURING THE TIME WE CANNOT CARE FOR THEM.

THANK YOU FOR YOUR TIME AND ATTENTION.

## EMPLOYEE INTERVIEWS

B.B., aged 31, lives in Lakewood and works in Freehold. Her husband has a rotating shift at a plant in Freehold and is usually home when the children, ages 8 and 10, arrive from school. When she began to work the children were 4 months and 3 years old.

"Looking back, I don't know how I did it. The baby was difficult; he cried a lot and nobody wanted to watch him. His grandmother watched him for a while and then we got a regular sitter. I'd meet my husband at the Howell Flea Market on my way to work and we'd transfer the kids from my car to his. When he worked days, I'd use my lunch break to drive back to Lakewood, pick the oldest at the nursery school and drive him to the sitter's. I had to do this because we couldn't afford full time day care. About one third of my monthly take home pay went towards child care.

"I had to work for financial reasons, but working also creates other expenses. Monmouth County public transportation is inadequate, and there is a certain image (office attire) you have to project as a professional.

"It would be advantageous if a subsidy could be created for middle class working parents, that would provide for adequate care."

L.M., aged 34, of Brielle, N.J., has a 3 year old and had to return to work when the child was 8 months old. For a long time her aunt was not sure she wanted to babysit, but finally agreed to. The child now goes to day care on a part-time basis and L.M. pays \$1.50 an hour for care.

"The center is one of two that provide transportation in lower Monmouth County, and the transportation costs almost as much as the tuition. Between my commuting to and from Freehold and the center's working hours (it closes at 5:30), I can just about make it.

"I'm satisfied with the center, although I'm not crazy about the pre-schoolers, aged 1-5, being all mixed up in one group.

"Studies show that a family's stability is better maintained when child care is provided at the parents' place of employment. I think there should be incentives for places of employment to have their own center facilities. Also, tax incentives for child care are unfair to the full-time employee: a part-time employee can claim the top of the child care limit whereas the full-time employee, who needs the care most, cannot. The tax limit should be increased for full-time employees."

K.W., Neptune, aged 35, has a child aged 9, returned to work six months after the birth of her child. She would have liked to stay home till the child was 4 or 5, but the two incomes were needed and this has changed her outlook on having other children. K.W.'s mother lives in Red Bank and provided the child care at no cost until the child was three. The child was then enrolled in a nursery school in Little Silver, costing \$72.50 per month, with afternoon care at the child's grandmother's home. K.W.'s one hour daily commuting doubled as a result of this arrangement.

"Between work, transportation, housework and caring for my child, it was very rough. I don't know how I did it."

Employee Interviews (Con't)

E.D., Matawan, aged 37 has a two-year old, is pregnant, and had to return to work when the child was 13 months old, as a result of her husband's heart attack and in order to receive medical coverage for her family. Although finances were very tight, she would have preferred to stay home and raise her child. Her family watches the child and is very unreliable; she often runs late and has had to take off from work, or leave work during the day, to watch her child. She had no luck with private sitters and cannot afford the cost of a day care center. She supports state sponsored private (family day) care and believes that agencies should have arrangements for their employees since most of the women employed are mothers.

"This problem of obtaining responsible and quality care affects your work performance and attendance. In addition, working mothers carry the brunt of home and family responsibilities so I often feel like a single parent."

Q.S., Neptune, is 38 and her five-year old is enrolled in full-time kindergarden. The child was at one time cared for by his grandmother who lived in their home. Since the child was 2½, he has been in some kind of formal (nursery school) care. Approximately one third of Q.S.'s monthly take home pay goes towards child care.

"I had to return to work and the biggest problem was finding a sitter or center that would take infants and then not charge an arm and a leg. Employers should have some form of day care arrangements available for their employees."

M.M., Long Branch, aged 33, has a 21 month old child, and returned to work when the child was a year old.

"The hardest thing was finding affordable, quality infant care. My child has always been sociable and curious and I wanted a small day care setting that would stimulate her little imagination and, at the same time, provide her with good care so I wouldn't have to worry about her. The number of centers that care for children under two is very limited and expensive or have long waiting lists. A third of my monthly take home pay goes towards child care.

"I found a very nice place in Rumson...I was leaving home at 6:45 am, dropping my husband in Highlands to take his bus, leaving my child at the center, and driving out to Freehold. In the afternoon, with rush hour traffic, I barely make it (the center closes at 5:30). When we move to Eatontown next year, I'll be traveling 20 minutes in the opposite direction of my job site to get to the center."

# Employer-Sponsored Day-Care Centers Are Taking Hold

By ANDREA LICHOTA

**E**LENA, FREDRICKSON, a single working mother, remembers that she used to drive "like a maniac" from work to pick up her then-3-year-old daughter, Christina, from a day-care center by 6 P.M.

"I'd make an illegal pass past someone who was driving too slow just to save 5 to 10 minutes," Mrs. Fredrickson said, because she did not want the teachers to take her being late "out of my daughter."

The 20-minute drive made it difficult for her to put in extra time at her part-time job as a medical secretary at Hoffman-La-Roche, the Nutley pharmaceutical company. It also made for a hectic morning and often made her late for work.

Now that Mrs. Fredrickson has been promoted to a full-time job as a senior secre-

tary, she can better afford to send her child to the company's day-care center two blocks away. Although this costs her \$265 a month, she saves an hour each morning and can devote more time to her work.

Like Hoffman-La Roche, employers in the last three to four years have increasingly recognized the problems of working mothers

such as Mrs. Fredrickson and have helped them with their child-care needs.

In New Jersey, employer-sponsored day-care assistance is the fastest growing type of child care, according to Nicholas Scalera, the Governor's liaison on employer-supported child care and assistant director of the state's Division of Youth and Family Services, part

of the Department of Human Services.

Since November 1982, the number of employers in New Jersey providing day-care assistance has grown from 7 to 43.

In the last few years, politicians and community and business groups have been trying to stimulate more employer involvement in child care. Just last month, Governor Kean

told the House Select Committee on Children, Youth and Families that Washington should increase subsidies to day-care programs and offer more tax incentives to corporations that set up child-care centers for employees.

Although employer-sponsored day-care assistance is becoming a larger issue among workers, the concept is still in its infancy, Mr. Scalera said, noting that New Jersey's 43 employer-sponsored centers constitute 2 percent of the 1,700 day-care centers in the state. He added that it was too early to predict how the idea would take hold.

Susan Petrillo, vice president of human resources at the First National State Bank-County in Tenafly, said she thought that corporate day-care facilities would become popular in 10 to 15 years.

"The 'baby boom' generation . . . is accustomed to scrounging for a [child-care] solution," Mrs. Petrillo said. "Their children . . . will have the rights we pushed to get, and

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# Industry Expands Day Care

Continued From Page 1

they are going to expect it and go" to employers that have it.

Day-care specialists attribute the current growth in employer child-care assistance to a shortage of day-care facilities and the growing numbers of working mothers and single-parent families.

Census Bureau figures for 1980 showed that, in New Jersey alone, more than 155,000 women with children under 6 years of age — almost 32,000 of them single mothers — were working, compared with 71,000 in 1960.

At Hoffman-La Roche, more than 200 employees are on the waiting list of the company-operated day-care center. According to Dianne Keel Atkins, its director, the center has 56 slots and admits children  $2\frac{1}{2}$  to 8 years old. More than half the parents who use it are fathers.

The major reasons corporations decide to offer help are to recruit and retain employees, Mr. Scalera said. Other factors, he said, may include improving the company's image in the community, reducing absenteeism, increasing productivity, enhancing employee relations or taking advantage of tax incentives.

"When the demographics are right and when the company is approached by women in an essential part of the company," Mr. Scalera said, "the company becomes receptive and does not want to be losing employees over that issue."

Mrs. Petrillo said that First National State Bank-County was looking into child-care options and that it hoped a child-care benefit would stabilize a turnover among tellers, usually young women who eventually quit to have children.

In a survey in 1982, Hoffman-La Roche found that 76 percent of its employees who used the company day-care center believed their work improved. It also found that tardiness and absenteeism had declined.

Mrs. Keel Atkins said the convenience and proximity of the center helped to minimize parents' stress and anxiety.

"It's like an invisible umbilical cord," she said.

Despite these benefits, many employers are leery of subsidizing child care. Employers often fear the cost and liability of such a venture, Mr. Scalera said. Other executives, he said, have told him they believe gov-

ernment should assume more responsibility for child care.

Another reason is that few business leaders have given the subject much thought, said Jane Bugnand, who heads the corporate initiatives and information committee of the Task Force on Child Care, sponsored by the New Jersey Division on Women.

"Most shakers and movers of corporations are beyond the age when they need child care," Dr. Bugnand explained. "Most grew up when taking children out of the home was not ordinary. They view it as foreign."

Child-care specialists say there are a wide range of day-care options that can be tailored to a company's employee makeup, budget and philosophy.

The I.B.M. Corporation, which wanted each of its work sites to receive the same level of child-care assistance, opted for a referral system through local agencies such as the Greater Trenton Area United Way in Lawrenceville. On-site day-care centers were ruled out because they could be justified economically only at larger work sites, said Michael Dutton, an I.B.M. information representative.

Merck and Company gave employees at its Rahway site money to renovate a building and cover initial costs for a day-care center about half a

mile away. The company now pays for telephone service, copying and mailing, while tuitions cover other costs.

The Educational Testing Service in Princeton offers employees day-care assistance as one of more than 20 employee benefits from which they can select a certain number, according to Barbara Gdagnano, benefits administrator. The benefit includes a discount on tuition to a nearby day-care center.

The Campbell Soup Company in Camden has an on-site day-care center operated by Kindercare Learning Center. Kindercare pays Campbell \$1 a year in rent and assumes insurance costs. Campbell subsidizes half the cost of the tuitions of \$65 a week for preschool to kindergarten children, \$70 for toddlers and \$75 for infants.

Most other employer-sponsored day-care facilities in New Jersey are subsidized by hospitals and state and county colleges. The large number of women employees, the shift work and the need to attract potential employees from a limited pool of skilled workers have spurred hospitals to offer this benefit, child-care specialists said.

Although the Division on Youth and Family Services has no record of any labor unions operating day-care centers, some unions — such as the Com-

munications Workers of America and the American Federation of State, County and Municipal Workers, which represent public employees in the state — said they had pushed in vain for the benefit.

A report this year by the Bureau of National Affairs Inc. in Washington found that labor unions in most cases had not pressed for child-care benefits because of the cost and the relatively few members who would benefit from it.

In New Jersey, a number of politicians are working on ways to encourage businesses and state government to help finance day-care needs.

Several bills in the Legislature would grant corporations subsidizing day-care facilities zoning clearance and real estate and corporate tax incentives. Another would require the state in certain instances to fund day-care facilities in its offices.

The New Jersey Commerce and Industry Association and its executive women's council, based in Hackensack, support these proposed tax incentives.

The New Jersey Association of Municipal Assessors, however, opposes the proposed real estate tax cut for corporations, contending that such exemptions shift the burden to other taxpayers.



## Association for Retarded Citizens

SOMERSET COUNTY UNIT

P.O. BOX 382 • 203 SO. MAIN ST., MANVILLE, N.J. 08835  
201-725-8544

MRS. JOAN SAPIENZA  
Executive Director

My name is Alison Roth, I am the Director of Development for the Somerset County Unit of the Association for Retarded Citizens, and I am speaking on behalf of Mrs. Joan Sapienza, our Executive Director, who is unable to be here today.

The ARC is the private, non-profit agency that serves developmentally delayed children and the mentally retarded in our county. One of our programs is the Jerry Davis Early Childhood Center, located in Bridgewater, New Jersey. We serve 30 developmentally delayed children and five normal children. We provide daycare from 7:30 a.m. to 5:30 p.m., five days a week, 50 weeks out of the year.

I came here today to briefly discuss a subject that concerns our center, and that is FAMILY DAY CARE.

As you probably know, we only have recommendations and not mandated standards for the operation of family day care homes.

We favor to have family day care be a home based, component of a center based program.

For example, the Jerry Davis Center is licensed in accordance with the manual of standards for child care centers under the Division of Youth and Family Services. Our students, using this proposal, would spend several days at our center and several days in the community in a Family Day Care operation.

The Family Day Care home would be, in effect, a satellite program of our center. The monitoring of the home, training of the staff and licensing of the home would emanate from the Jerry Davis Center. We ask for standards and not just recommendations for family day care.

We don't want to send our children away from our center. We do want to make this proposal as a general alternative for the better operation of Family Day Care homes in New Jersey.

For the Jerry Davis Early Childhood Center, where we work with handicapped children and their normal siblings, we see family day care as a means to strengthen the nuclear family. We want to do more to keep our handicapped children with their brothers and sisters.

Thank you.

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Testimony Before  
Assembly Corrections, Health and  
Human Services Committee

Betty Wilson, President  
Center for Non-Profit Corporations

October 15, 1984

Good morning.

I am Betty Wilson, President of the Center for Non-Profit Corporations, a statewide non-profit advocacy group. Thank you for the opportunity to testify at these hearings to examine issues related to child care in our state.

To begin, I want to commend this committee, the legislature, and the Department of Human Services for supporting development and expansion of child care in New Jersey. Our state is one of those at the forefront in providing quality, affordable child care for families. Things have improved vastly since ten years ago when I was a member of the General Assembly and formed the first day care task force to examine these questions. Yet, over these ten years the need has grown too and we still have families who need child care and can't find it or can't afford it.

A growing number of families in our state are headed by a single parent. An even greater number have two working parents with children under 13. It has been estimated that in New Jersey there are 700,000 children under age 13 with working mothers. These are the families I would like to focus on today. These families need day care for pre-schoolers and before and after school care for their children in the primary and elementary grades. They can and will pay for their child care. What they need is quality care at a price they can afford.

We invite your attention to several broad areas:

- expansion of quality, affordable day care and support for a wide variety of choices for families.
- development of programs and care for latchkey children.
- enhancement of parent involvement in all child care programs.

Expansion of quality, affordable day care and support for a wide variety of choices for families.

We believe that child care is a local issue and one best decided locally. We commend the Department of Human Services' system of county based Human Services Advisory Councils. These councils are in a position to work with local people to evaluate need and direct support to that need. It is essential that community based locally controlled groups be fostered and supported to provide quality child care for the community, at a price parents can pay and with enough choices to satisfy the need. It is also essential for parents to be closely involved with the child care center. Parent involvement is the best assurance of the safety of children and quality and accountability in their care.

The role of the state is to set standards, to license facilities and inspect often enough to know what's going on. State inspection staff and resources need beefing up.

Development of programs and care for latchkey children.

This group of children has too often been overlooked in the past. These 5-13 year olds are often endangered by the lack of supervision before and especially after school. They are left alone for 2-4 hours after school, when they can be harmed by others. They can become victim of those who prey upon children or get involved with drugs, alcohol and sexual activity when they're unsupervised and bored.

We can do better for our kids. Assemblywoman Walker's bill A-2541 creates a program for child care before and after school in public schools. The program could be run by public or private groups. We think it's a good idea.

Again, parent involvement is essential. The role for the state is to set standards, license and inspect. Fees for care would be paid by parents.

Society has changed. Families have changed. Day care and after school care are needs of mainstream New Jerseyans. The need is as central to the well being of our state and of families as education and health care.

Thank you.

**Ada Budrick Day Care Center**

*P.O. Box 406 Boonton, New Jersey 07005*

*Telephone 201-335-0619*

October 17, 1984

Hon. George J. Otlowski, Chairman  
Assembly Health and Human Services Committee  
Statehouse Annex, CN 042  
Trenton, New Jersey 08625

Mr. Chairman and members of the Committee,

I have been a teacher and director of the Ada Budrick Day Care Center since 1971, founding member and president of the Morris County Day Care Directors Association since 1972, member and treasurer of the Statewide Coalition for Child Care since 1976, and founding member and co-chairman of the DYFS Child Care Policy Development Board since 1978. I am writing to request increased state funding for child care in New Jersey. I would have liked to testify before your committee on October 15, but previous commitments prevented my appearance.

I believe that the Committee will agree with us in the child care community that the recent negative publicity surrounding child abuse in a few day care centers and other child care institutions in New Jersey has offered us an opportunity to examine the role and needs of child care services in this state, so that we can do our best to avoid similar situations from arising in the future.

To me and many others, a great part of the problem is financial. I believe that the most effective way to provide high-quality child care services, and at the same time to prevent abuse or the suggestion of abuse in child care centers, is to hire and keep qualified, trained staff. At the present time, we simply do not have the resources to attain this goal statewide. Most centers have great difficulty in attracting qualified teachers, and staff turnover is much higher than it should be to maintain the required continuity of program quality.

Child care salaries across the state are consistently and substantially lower than those of public school teachers. Yet we in child care are expected to provide full-day custodial care, social service assistance and referrals, and social, emotional, physical and intellectual instruction; are required by law to have more staff in the classroom than the public schools; and provide these services 10 hours a day instead of 6, and 246 days per year compared to the public schools' 183. On top of existing costs, recent events have taught us that we also need to spend more on comprehensive staff training in the prevention and identification of child abuse.

While we recognize that it is neither possible nor desirable for the state to

provide all of the financial resources that are required, we do need your help. New resources need to be identified in the local community and the private sector. I believe that this job is properly the responsibility of child care providers themselves, with the assistance of government initiatives such as state-level encouragement of corporate support for child care, including tax incentives.

Second, the parents of children in subsidized child care should also be asked to pay a larger share of the cost. The weekly fee set by DYFS in 1981 for full-day pre-school center care presently ranges from \$2 to \$18, compared with actual weekly costs between \$60 and \$80. The weekly rate paid by DYFS ranges from \$51.99 to \$55.31, including local matching funds. The Child Care Policy Development Board has proposed to DYFS that the range of fees be raised to \$26 per week, and that family income eligibility for subsidized child care, which now stands at 64% of the State Median Income, be returned to the 80% level which was mandated by federal Title XX regulations from 1975 to 1981. These changes would make existing services available to more families who need them, while keeping them affordable.

Finally, in the absence of increased federal funding, community-based child care centers need more financial support from the state, both to hire and keep qualified teachers, and to expand the availability of high-quality child care services for those who need them. I can think of no better way to spend the recently announced surplus funds than to invest them in New Jersey's children.

While community-based, publicly subsidized child care centers play an essential role in the overall picture, and the quality of services which they provide must be maintained and improved, it is important to understand that center-based care represents only a fraction of the child care presently being provided in New Jersey. Because they must work to support their families, many parents are forced to accept low-quality child care because high-quality services are either not available, not accessible, or not affordable to them. These problems must be addressed in the near future, as the importance of child care continues to grow.

Because of their non-profit status and their accessibility to program and fiscal monitoring, community-based child care centers have historically been the sole recipients of government subsidies. This has made them affordable to low-income families. However, precisely because they are independent corporations, they are not always located in areas accessible to the populations who need them, the cost of the space they occupy means that not enough are available, and many choose not to offer care for infants and school-age children, for which services simply do not exist in most areas.

Family day care homes have developed rapidly in recent years to help meet the

unmet need for child care. While they have effectively addressed the problems of availability and accessibility, they have not been able to attract the public subsidies which would make them affordable. The present lack of non-profit status and monitoring requirements for family day care could be addressed by linking individual providers with sponsoring organizations funded by a combination of public and private sources.

A bill is about to be introduced in the state legislature requiring each family day care home to be registered and monitored by such a sponsoring organization. A system of public subsidy for family day care could naturally follow in time. The state legislature should take an active role in this process. In addition to registration, monitoring, and eventual funding, the state should move immediately to expedite the loosening of zoning restrictions to permit the establishment and operation of family day care homes in residential areas.

I would like to take this opportunity to register the child care community's firm opposition to recent moves in the state legislature to require fingerprinting and criminal background checks for all day care staff. Such requirements would further damage staff morale, would certainly infringe on their rights, and would not address the problem of child abuse in any meaningful way.

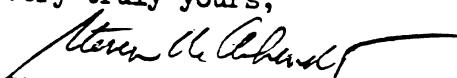
Statistics compiled by the DYFS child abuse unit indicate that, out of a total of 27,321 reported cases of child abuse in New Jersey so far this year, there were only eight substantiated cases of abuse occurring in day care centers. The record also shows that fully 80% of the substantiated abusers have been found to have no previous criminal record of any kind. While we are all in agreement that even one case of abuse in a day care center is too many, we feel that this problem should properly be addressed through more careful employment screening procedures, upgraded staff training, and programs designed to introduce the children and parents we serve to the problem of abuse and what they can do about it.

Our fear is that the extreme measures now being proposed will give the public appearance that the problem of child abuse is being addressed, while in reality they will be damaging, ineffectual, and will divert attention from the real source of the problem, which is outside the day care center. We are determined that positive solutions to this problem must be found.

There is a lot that the state and the day care community can do together to make high-quality child care more available, accessible and affordable. We are ready to move in this direction. We hope that we can count on your help.

Thank you for your concern and cooperation.

Very truly yours,

  
Steven R. Eberhardt

**WRITTEN TESTIMONY TO ASSEMBLY CORRECTIONS,  
HEALTH AND HUMAN SERVICES COMMITTEE .**

Public Hearing: To examine issues related to the quality of care provided at state - licensed child care centers, in family day care homes, and in programs for school - aged child care.

October 15, 1984

Sue Dondiego, President  
New Jersey Foster Parents Association

Roz McDonald, Executive Director

# NEW JERSEY FOSTER PARENTS ASSOCIATION

P.O. BOX 220 • MIDDLESEX, NEW JERSEY 08846 • (201) 356-0667

REPLY TO: 134 NEW STREET • NEW BRUNSWICK, NEW JERSEY 08901

SUE DONDIEGO  
*President*

PETE PARISI  
*Vice President*

BERNARD E. DONDIEGO  
*Treasurer*

DIANE BECHTOLD  
*Corresponding Secretary*

CHUCK HIDDEMAN  
*Recording Secretary*



*Join the Family that Cares*

The New Jersey Foster Parents Association wants to speak on behalf of hundreds of thousands of New Jersey's children who are receiving informal, unlicensed and unregulated family day care. Presently it is estimated that there are more than one hundred three thousand (103,000) children in New Jersey known to be receiving child care in child care centers or family day care homes. Figures available from the New Jersey Division of Women, Department of Community affairs, show seven hundred thousand New Jersey children, ages thirteen years and younger, have mothers in the work force (four hundred thousand of these children reside in single parent households).

A recently released National Census report, compiled from a 1982 study which surveyed five million working mothers, found that child care arrangements haven't changed much since 1977, though the number of working women with babies under a year old increased 50%. Overall, working mothers with children under five years old grew from 4.7 million in 1977 to six million in 1982. Forty percent of the five million women surveyed take their children to someone else's home for care. Despite the growth in day care centers, a widely used form of child care is still family day care.

We are extremely disturbed with the knowledge that New Jersey is one of only five states which presently has no mechanism which calls for evaluation or regulation of the safety of family day care homes or the quality of care provided except for those homes supervised by the Division of Youth and Family Services who offer services almost exclusively to DYFS clients.

Children in family day care deserve to have the same safeguards in place for them as do the children who receive care in centers. We encourage that legislation be drafted which would ensure cleanliness, safe play areas, nutrition awareness, fire safety, structural soundness, and a reasonable ratio of children per caregiver (no more than two toddlers under the age of eighteen

months) in family day care homes. Regulation would legitimize the service that family day care home providers give to our communities, state a proper concern for children in this type of care, and raise public awareness about quality child care. Regulations should, of course, be sensitive to the interests of providers in recognition of the fact that family day care homes are operated by low income women and eighty - seven percent of these women earn below the minimum wage.

We need to safeguard the security and well - being of thousands of New Jersey's vulnerable and precious children.

Thank you for the opportunity to speak on this issue today.



## A CASE STUDY AND RECOMMENDATIONS ON PREVENTING CHILD ABUSE

by Liston Abbott

I welcome and appreciate the opportunity to make a statement before this committee on the subject of the prevention of child abuse. As we discuss this issue today, and how to deal with it in the day care setting, it may be helpful to have a real, live, and recent case study as a reference. I am sure that some of the proposed solutions we have heard, or will hear have been tried before. Thus, we should look at a realistic case as a guide to avoid overestimating the efficacy of the proposed solutions or repeating actions which mitigate against the desired results.

I am the chairman of the board of directors of a day care center. Together with my center director who will also make a statement, we will 1) offer a number of positive steps we find have worked to train and sensitize staff and children to observe and protect themselves; 2) point out how a suspicion and allegation of sexual abuse can still develop despite all your best efforts; and 3) show how the reaction of certain external forces can mitigate against subsequent reporting of suspicions of child abuse. I will start out with an overview.

The center I speak about is community based in central NJ and supported with a combination of funds from Title XX, state, municipal, charitable contributions, and parents' fees. The center is run by a non-profit corporation with a board of directors, all of whom are parents, with a majority (by rule) having children enrolled in the program. There is a staff of 19 and an enrollment of 72 children in pre-school and after-kindergarten components.

The staff is fairly close-knit, even though the turnover in some areas is typically high because of the low pay scale. This center has had a high level of consciousness on the matter of child abuse for many years. The staff attends training sessions, workshops, and lectures involving both staff and parents on an ongoing basis. This center has expert child care specialists and early childhood educators under contract in the center to provide advice and counselling for the children, parents, and staff. The children are taught to respect their own bodies, and that they have a right to be free of unwanted touching. They are taught to discuss with their teachers any fears and unwanted intrusions on their person. The staff persons make frequent checks into all parts of the facility, including bathrooms of any designation. They have learned to live with the occasional embarrassment to adult visitors and tradesmen who suddenly find themselves facing a teacher or staff aide in the bathroom. Parents are required to come into the classrooms to drop off and pickup their children, and to take an active part in all activities and operations of the center.

This center inquires into the background of all prospective employees and checks all references to determine as best they can whether those persons

meet the necessary standards for employment. They have in the past requested background information from local police departments and were told that such information could not be revealed about anybody. (The center has been recently informed of offers from police agencies to give information on whether or not particular individuals have police records.) The center is inspected on a regular basis by state authorities to insure conformance of their child care program and facilities. The center also submitted a complete listing of all employees to the state authorities every month.

Because of these efforts in one sense, and in spite of them in another sense, center personnel recently ascertained from a child that a case of unwanted touching (under the guise of a game between the child and a staff member) might have occurred. The staff member was removed from the center within 45 minutes, and the proper state authorities were informed within one hour of the initial suspicion. The parents of the child were informed, and the general parent population was informed of the actions taken by the center administration. An internal investigation of the incident was made by the board of directors. The actions of the center administration and staff involved in making the observations and reporting the matter to the state agency were found to be exemplary. The support of the parents' group was unanimously favorable. Then the center's troubles really began!

They had immediately reported a suspicion of child abuse because 1) NJ statutes require that they do; 2) they wanted an investigation of the case to determine if there were any substantiation of their suspicion; and 3) they wanted to get every possible help for the child and family if necessary. However, they got caught up in the mass media publicity about child sexual abuse going on from coast to coast. A state investigation was made and some staff members who reported the suspicion felt intimidated and immediately requested both legal and psychological counselling, and started suffering migraine headaches after the ordeal of the investigation. The center board received a copy of the investigative report and were duly warned about the relevant state law prohibiting discussing the results of the report with outsiders. However, parts of that report have appeared in the newspaper with statements which were very damaging to the reputation of the center and its administrative personnel. The board, staff, and parents all disagree with many findings of that report, but they are still prohibited from discussing the report in public.

The center's major concern is not the fact that an allegation of child abuse has been made and reported in the news media. Instead it is that the staff and administration feel demoralized and unjustly treated after they did everything they thought was right, and supported by their training and workshops. The center has even submitted documentation from professional child care experts whose advice and judgements they have used in the past stating that the center administration followed their specific advice in dealing with a side issue of sexual play between two children. The parents are still 100% supportive of everything done by the center staff. The parents and other members of the board of directors feel intimidated that their judgements are being questioned, and their inquiries for adequate justification of charges against the center administrators and for specific state policies to be stated in writing have not been answered.

As I indicated at the start of this statement, this is a case study and not a pleading of an individual case. The point is that the process of reporting suspicions of child abuse is a key factor in the prevention of child abuse, because it leads to the prosecution of child abusers and the treatment of the abused child. Individuals and institutions in the child care field recognize that bad publicity is inherent in any case of suspicions and allegations of child abuse. However, when it becomes apparent that reporting their suspicions may lead to loss of their funding, child care license, reputations, and even their jobs, some will undoubtedly think twice before reporting, and may even sweep the matter under the rug as is the case in many instances. This will clearly defeat the efforts towards the prevention of child abuse.