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PUBLIC HEARING  
before  
ASSEMBLY EDUCATION COMMITTEE  
on  
ASSEMBLY BILLS 430, 2320, & 2323  
(Early Childhood Education)

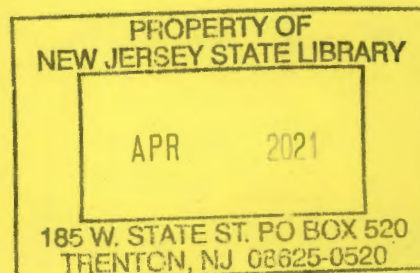
June 20, 1986  
Room 341  
State House Annex  
Trenton, New Jersey

MEMBERS OF COMMITTEE PRESENT:

Assemblywoman Joseph A. Palaia, Chairman

ALSO PRESENT:

David Rosen  
Office of Legislative Services  
Aide, Assembly Education Committee



\* \* \* \* \*

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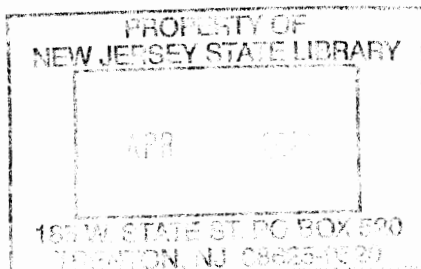
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# ASSEMBLY, No. 430

Introduced Pending Technical Review by Legislative Counsel  
PRE-FILED FOR INTRODUCTION IN THE 1986 SESSION  
By Assemblyman DOYLE

# ASSEMBLY, No. 3976

# STATE OF NEW JERSEY

INTRODUCED AUGUST 28, 1985

By Assemblyman DOYLE and Assemblywoman FORD

AN ACT concerning early childhood education and revising parts  
of the statutory law.

1 BE IT ENACTED *by the Senate and General Assembly of the State*  
2 *of New Jersey:*

1 1. (New section) The Legislature finds and declares that: A  
2 growing body of research demonstrates that developmentally appro-  
3 priate educational programs for children during the first five years  
4 of life can have a profound impact on subsequent success in and out  
5 of school; many school districts in New Jersey have responded to  
6 this realization by expanding their kindergarten programs and  
7 seeking to involve younger children in developmentally appropriate  
8 activities; the involvement of parents in the education of their  
9 children is critical for success; most of New Jersey's three and four  
10 year old children already participate in organized group activities  
11 led by an adult other than their parent; the public interest requires  
12 that we make valuable early childhood education available to as  
13 many children as possible, while recognizing the centrality and  
14 primacy of the role of parents and family; and it is appropriate  
15 and desirable for the State to support the efforts of communities  
16 which have expanded their early childhood education and develop-  
17 ment programs and to encourage other communities to consider  
18 similar efforts.

1 2. N. J. S. 18A:44-1 is amended to read as follows:

2 18A:44-1. The board of education of any district may establish a  
3 [nursery school or a nursery department in any school under its  
4 control,] *prekindergarten program* and shall admit to such [nursery

EXPLANATION—Matter enclosed in bold-faced brackets [thus] in the above bill  
is not enacted and is intended to be omitted in the law.

Matter printed in italics *thus* is new matter.

5 school or department] *program* any child who is *at least three years*  
 6 *of age but* under the age at which children are admitted to other  
 7 schools or classes in such district.

1 3. N. J. S. 18A:44-2 is amended to read as follows:

2 18A:44-2. The board of education of any district may establish a  
 3 kindergarten [school or kindergarten department in any school  
 4 under its control,] *program* and may admit to such [kindergarten  
 5 school or department] *program* any child over the age of four and  
 6 under the age of five and shall admit to such [kindergarten school  
 7 or department] *program* any child over the age of five and under the  
 8 age of six years who is a resident of the district.

1 4. N. J. S. 18A:44-3 is amended to read as follows:

2 18A:44-3. Every teacher in a [nursery school or department and  
 3 every teacher in a] *prekindergarten or* kindergarten [school or  
 4 department] *program* shall hold an appropriate certificate[, which  
 5 shall be] issued by the state board of examiners [at the request of  
 6 the board of education of the district in which such school or  
 7 department is situate or by the board of examiners of the city in  
 8 which he is teaching, if there is such a board].

1 5. N. J. S. 18A:44-4 is amended to read as follows:

2 18A:44-4. The expenses of [nursery schools or departments and  
 3 of] *prekindergarten and* kindergarten [schools or departments]  
 4 *programs* shall be paid out of any moneys available for the current  
 5 expenses of the schools, and in the same manner and under the same  
 6 restrictions as [the] *other* expenses [of other schools or depart-  
 7 ments] are paid.

1 6. N. J. S. 18A:38-1 is amended to read as follows:

2 18A:38-1. Public schools shall be free to the following persons  
 3 over five and under 20 years of age:

4 (a) Any person who is domiciled within the school district;

5 (b) Any person who is kept in the home of another person  
 6 domiciled within the school district and is supported by such other  
 7 person gratis as if he were such other person's own child, upon  
 8 filing by such other person with the secretary of the board of educa-  
 9 tion of the district, if so required by the board, a sworn statement  
 10 that he is domiciled within the district and is supporting the chld  
 11 gratis and will assume all personal obligations for the child relative  
 12 to school requirements and that he intends so to keep and support  
 13 the child gratuitously for a longer time than merely through the  
 14 school term, and a copy of his lease if a tenant, or a sworn statement  
 15 by his landlord acknowledging his tenancy if residing as a tenant  
 16 without a written lease, and upon filing by the child's parent or  
 17 guardian with the secretary of the board of education, a sworn state-

18 ment that he is not supporting the child, accompanied by documenta-  
 19 tion to support the validity of the sworn statements, information  
 20 from or amount which shall be supplied only to the board and only  
 21 to the extent that it directly pertains to the support or nonsupport  
 22 of the child; provided, however, that the board of education may  
 23 contest the validity of the sworn statement in proceedings before  
 24 the commissioner, except that no child shall be denied admission  
 25 during the pendency of such proceedings before the commissioner,  
 26 and the resident shall have the burden of proving by a preponder-  
 27 ance of the evidence before the commissioner that the child is  
 28 eligible for a free education under the criteria listed in this sub-  
 29 section. If, in the judgment of the commissioner this evidence does  
 30 not support the claim of the resident, he may assess the resident  
 31 tuition for the student prorated to the time of the board's request  
 32 for a sworn statement from the resident. Tuition shall be computed  
 33 on the basis of 1/180 of the total annual per pupil cost to the local  
 34 district multiplied by the number of days of ineligible attendance;

35 (c) Any person who fraudulently allows a child of another person  
 36 to use his residence and is not the primary financial supporter of  
 37 that child and any person who fraudulently claims to have given  
 38 up custody of his child to a person in another district commits a  
 39 disorderly persons offense;

40 (d) Any person whose parent or guardian, even though not  
 41 domiciled within the district, is residing temporarily therein, but  
 42 any person who has had or shall have his all-year-around dwelling  
 43 place within the district for one year or longer shall be deemed  
 44 to be domiciled within the district for the purposes of this section;

45 (e) Any person for whom the Division of Youth and Family  
 46 Services in the Department of Human Services is acting as guardian  
 47 and who is placed in the district by said bureau.

48 *In addition, when any district offers programs for children under*  
 49 *the age of five, these programs shall be provided free of charge to*  
 50 *all children of appropriate age who, except for age, would be entitled*  
 51 *to free public education in the district.*

1 7. N. J. S. 18A:38-5.1 is amended to read as follows:

2 18A:38-5.1. No child [between the ages of four and 20 years]  
 3 *who is eligible to attend public school* shall be excluded from any  
 4 public school on account of his race, creed, color, national origin, or  
 5 ancestry. A member of any board of education who shall vote to  
 6 exclude from any public school any child, on account of his race,  
 7 creed, color, national origin, or ancestry shall be guilty of a misde-  
 8 meanor, and punished by a fine of not less than \$50.00 nor more  
 9 than \$250.00, or by imprisonment in the county jail, workhouse or

10 penitentiary of the county in which the offense has been committed,  
11 for not less than 30 days nor more than six months, or by both such  
12 fine and imprisonment in the discretion of the court.

1 8. Section 3 of P. L. 1975, c. 212 (C. 18A:7A-3) is amended to  
2 read as follows:

3 3. For the purposes of this act, unless the context clearly re-  
4 quires a different meaning:

5 "Adjusted net current expense budget" means the balance after  
6 deducting (1) State support for categorical programs pursuant  
7 to section 20 of P. L. 1975, c. 212 (C. 18A:7A-20), (2) the difference  
8 between the transportation amount in the current expense budget  
9 and 10% of the estimated approved transportation amount, and  
10 (3) all other revenue in the current expense budget except the  
11 amount to be raised by local taxation, equalization State support,  
12 and State support for approved transportation, appropriation  
13 from free balances, and miscellaneous revenue.

14 "Adjusted net current expenses per pupil" means the quotient  
15 resulting from dividing the adjusted net current budget by the  
16 resident enrollment.

17 "Adjusted State average net current expense budget per pupil"  
18 means the quotient resulting from dividing the total adjusted net  
19 current expense budget of all districts in the State by the total  
20 resident enrollment in the State.

21 "Administrative order" means a written directive ordering  
22 specific corrective action by a district which has shown insufficient  
23 educational progress within a reasonable period of time in meeting  
24 goals and standards.

25 "Approved special class pupil" means a pupil enrolled in any  
26 class for atypical pupils pursuant to chapter 46 of Title 18A of the  
27 New Jersey Statutes.

28 "Approved special education services pupil" means a pupil  
29 receiving specific services pursuant to chapter 46 of Title 18A of  
30 the New Jersey Statutes but excluding pupils attending county  
31 special services school districts.

32 "Bilingual education pupil" means a pupil enrolled in a program  
33 of bilingual education approved by the State board.

34 "Budgeted capital outlay" means those capital outlay expendi-  
35 tures that are included in the annual school budget.

36 "Categorical programs" means those programs and services  
37 recognized in this act as requiring per pupil expenditures over and  
38 above those applicable to regular programs, as provided in section  
39 20 of this act.

40 "Current expense" means all expenses of the school district, as

41 enumerated in N. J. S. 18A:22-8, other than those required for  
42 interest and debt redemption charges any any budgeted capital  
43 project.

44 "Debt service" means and includes payments of principal and  
45 interest upon school bonds and other obligations issued to finance  
46 the acquisition of school sites and the acquisition, construction or  
47 reconstruction of school buildings, including furnishings, equip-  
48 ment and the costs of issuance of such obligations and shall include  
49 payments of principal and interest upon bonds heretofore issued to  
50 fund or refund such obligations, and upon municipal bonds and  
51 other obligations which the commissioner approves as having been  
52 issued for such purposes. Debt service pursuant to the provisions  
53 of P. L. 1971, c. 10 (C. 18A:58-33.6 et seq.) and P. L. 1968, c. 177  
54 (C. 18A:58-33.2 et seq.) is excluded.

55 "District equalized valuation per pupil" means the quotient  
56 resulting from dividing the total equalized valuations in the school  
57 district by the resident enrollment of the district; provided that in  
58 the determination of the equalized valuation per pupil of a county  
59 vocational school the total equalized valuations in the county shall  
60 be divided by the total resident enrollment in all school districts  
61 of the county to obtain the county vocational school equalized valua-  
62 tion per pupil.

63 "Equalized valuations" means the equalized valuation of the  
64 taxing district or taxing districts as certified by the Director of the  
65 Division of Taxation on October 1 of the prebudget year.

66 With respect to regional districts and their constituent districts,  
67 however, the equalized valuations as described above shall be  
68 allocated among the regional and constituent districts in proportion  
69 to the number of pupils in each of them.

70 "Evening school pupils" means the equated full-time resident  
71 enrollment of pupils enrolled in an accredited evening high school,  
72 an evening vocational high school, and in other evening schools  
73 except schools offering programs for self-improvement and social  
74 enrichment.

75 "Goals" means a written statement of educational aspirations  
76 for learner achievement and the educational process stated in  
77 general terms.

78 "Guaranteed valuation per pupil" means the product, rounded  
79 to the nearest dollar, of 1.344 times the State average valuation  
80 per pupil for the year in which the calculation of aid is made.

81 "Joint Committee on the Public Schools" means the committee  
82 created pursuant to P. L. 1975, c. 16 (C. 52:9R-1 et seq.).

83 "Local vocational pupils" means the full-time equivalent of



84 pupils enrolled in approved categorical vocational programs in  
 85 school districts designated as local area vocational school districts.  
 86 "Minimum aid guaranteed valuation per pupil" means the  
 87 product, rounded to the nearest whole dollar, of 11.5 times the  
 88 State average equalized valuation per pupil for the year in which  
 89 the calculation of aid is made.

90 "Needs assessment" means a written analysis of the current  
 91 status of an educational system in terms of achieving its goals.

92 "Net current expense budget" means the balance after deduct-  
 93 ing (1) State support for categorical programs pursuant to sec-  
 94 tion 20 of this act, (2) the difference between the transportation  
 95 amount in the current expense budget and 10% of the estimated  
 96 approved transportation amount, and (3) all other revenue in the  
 97 current expense budget except the amount to be raised by local  
 98 taxation, equalization State support, the State support for ap-  
 99 proved transportation.

100 "Net current expenses per pupil" means the quotient resulting  
 101 from dividing the net current expense budget by the resident en-  
 102 rollment.

103 "Net debt service and budgeted capital outlay" means the  
 104 balance after deducting all revenues from the school debt service  
 105 and budgeted capital outlay budgets of the school district and the  
 106 school debt service amount included in the municipal budget, except  
 107 the amount to be raised by local taxation and State support.

108 "Objective" means a written statement of the intended outcome  
 109 of a specific educational process.

110 "Prebudget year" means the school year preceding the year in  
 111 which the school budget will be implemented.

112 "Resident enrollment" means the number of pupils who are resi-  
 113 dent of the district and are enrolled in day or approved evening  
 114 schools on the last school day of September of the prebudget year  
 115 and are attending: (1) the public schools of the district; (2) another  
 116 school district or a State college demonstration school to which the  
 117 district of residence pays tuition; or (3) a State facility; provided  
 118 that a district shall count pupils regularly attending both the  
 119 schools of the district and of a county vocational school in the  
 120 same county on an equated full-time basis.

121 **[Handicapped children]** *Children* between three and five years  
 122 of age and *enrolled in prekindergarten programs pursuant to*  
 123 *N. J. S. 18A:44-1, or kindergarten programs pursuant to N. J. S.*  
 124 *18A:44-2, or receiving programs and services pursuant to N. J. S.*  
 125 *18A:46-6 shall be included in the resident enrollment of the district*  
 126 *on an equated full-time basis.*

127 "Standards" means the process and stated levels of proficiency  
128 used in determining the extent to which goals and objectives are  
129 being met.

130 "State average net current expense budget per pupil" means  
131 the quotient resulting from dividing the total net current expense  
132 budget of all districts in the State by the total resident enrollment  
133 in the State.

134 "State average valuation per pupil" means the quotient result-  
135 ing from dividing the total equalized valuations in the State as  
136 certified by the Director of the Division of Taxation on October 1  
137 by the total resident enrollment in the State. In the event that the  
138 equalized table certified by the Director of the Division of Taxation  
139 shall be revised by the tax court on or before January 30 of the  
140 next succeeding year, such revised valuation shall be used in any  
141 recomputation of aid for an individual district filing such appeal  
142 but will have no effect upon the State average valuation per pupil.

143 "State compensatory education pupil" means a pupil who is en-  
144 rolled in preventive and remedial programs offered during the  
145 normal school day, or in programs offered beyond the normal school  
146 day or during summer vacation, which are integrated and co-  
147 ordinated with programs operated during the regular school day  
148 and year. Said programs shall be approved by the State board,  
149 supplemental to the regular programs and designed to assist pupils  
150 who have academic, social, economic or environmental needs that  
151 prevent them from succeeding in regular school programs.

152 "State facility" means a State residential facility for the  
153 retarded; a day training center which is operated by or under  
154 contract with the State and in which all the children have been  
155 placed by the State; a State residential youth center; a State train-  
156 ing school or correctional facility; a State child treatment center  
157 or psychiatric hospital.

158 "State support limit" means the sixty-fifth percentile net current  
159 expense budget per pupil for the prebudget year when all district  
160 figures are ranked from low to high. The State support limit shall  
161 be calculated and applied separately for (a) limited purpose re-  
162 gional districts offering grades nine through 12, (b) limited pur-  
163 pose regional districts offering grades seven through 12, provided,  
164 however, that the figure used for such districts shall be not less  
165 than 90% of the sixty-fifth percentile for limited purpose regional  
166 districts offering grades nine through 12, (c) constituent districts  
167 of limited purpose regional districts offering grades nine through  
168 12, (d) constituent districts of limited purpose regional districts  
169 offering grades seven through 12, provided, however, that the figure

170 used for such districts shall be not less than 90% of the sixty-fifth  
 171 percentile for constituent districts of limited purpose regional dis-  
 172 tricts offering grades nine through 12, and (e) all other districts.

1 9. (New section) For the purpose of calculating State aid for the  
 2 1986-87 school year, the resident enrollment of each district shall be  
 3 adjusted by an amount equal to the number of pupils three through  
 4 five years of age enrolled in prekindergarten and kindergarten pro-  
 5 grams as of the last school day of September, 1985 or the estimated  
 6 number of these pupils to be served in the 1986-87 school year,  
 7 whichever is greater. For the purpose of calculating a district's  
 8 expenditure limit for the 1986-87 school year pursuant to section 25  
 9 of P. L. 1975, c. 212 (C. 18A:7A-25), the net current expense budget  
 10 of each district for the 1985-86 school year shall be increased for  
 11 each of these pupils by an amount equal to the State average net  
 12 current expense budget per pupil.

13 For the purpose of calculating State aid for the 1987-88 school  
 14 year the resident enrollment of each district shall be adjusted by an  
 15 amount equal to the number of pupils three through five years of  
 16 age enrolled in prekindergarten and kindergarten programs as of  
 17 the last school day of September, 1986 or the estimated number of  
 18 these pupils to be served in the 1987-88 school year, whichever is  
 19 greater. For the purpose of calculating a district's expenditure  
 20 limit for the 1987-88 school year pursuant to section 25 of P. L. 1975,  
 21 c. 212 (C. 18A:7A-25), the net current expense budget of each  
 22 district for the 1986-87 school year shall be increased for each of  
 23 these pupils by an amount equal to the State average net current  
 24 expense budget per pupil.

1 10. N. J. S. 18A:39-1 is amended to read as follows:

2 18A:39-1. Whenever in any district there are pupils residing  
 3 remote from any schoolhouse, the board of education of the district  
 4 may make rules and contracts for the transportation of such pupils  
 5 to and from school, including the transportation of school pupils  
 6 to and from school other than a public school, except such school  
 7 as is operated for profit in whole or in part.

8 When any school district provides any transportation for public  
 9 school pupils to and from school pursuant to this section, trans-  
 10 portation shall be supplied to school pupils residing in such school  
 11 district in going to and from any remote school other than a public  
 12 school, not operated for profit in whole or in part, located within  
 13 the State not more than 20 miles from the residence of the pupil;  
 14 provided the per pupil cost of the lowest bid received does not  
 15 exceed \$325.00 and if such bid shall exceed said cost then the parent,  
 16 guardian or other person having legal custody of the pupil shall be

17 eligible to receive said amount toward the cost of his transportation  
18 to a qualified school other than a public school regardless of  
19 whether such transportation is along established public school  
20 routes. It shall be the obligation of the parent, guardian or other  
21 person having legal custody of the pupil attending a remote  
22 school, other than a public school, not operating for profit in  
23 whole or in part, to register said pupil with the office of the  
24 secretary of the board of education at the time and in the manner  
25 specified by rules and regulations of the State board in order to  
26 be eligible for the transportation provided by this section. If the  
27 registration of any such pupil is not completed by September 1  
28 of the school year and if it is necessary for the board of education  
29 to enter into a contract establishing a new route in order to provide  
30 such transportation, then the board shall not be required to pro-  
31 vide it, but in lieu thereof the parent, guardian or other person  
32 having legal custody of the pupil shall be eligible to receive  
33 \$325.00 or an amount computed by multiplying  $1/180$  times the num-  
34 ber of school days remaining in the school year at the time of regis-  
35 tration, times \$325.00 whichever is the smaller amount. Whenever  
36 any regional school district provides any transportation for pupils  
37 attending schools other than public schools pursuant to this section,  
38 said regional district shall assume responsibility for the trans-  
39 portation of all such pupils, and the cost of such transporta-  
40 tion for pupils below the grade level for which the regional  
41 district was organized, shall be prorated by the regional district  
42 among the constituent districts on a per pupil basis after approval  
43 of such costs by the county superintendent. This section shall not  
44 require school districts to provide any transportation to pupils  
45 attending a school other than a public school where the only trans-  
46 portation presently provided by said district is for school children  
47 transported pursuant to chapter 46 of this Title or for pupils trans-  
48 ported to a vocational, technical or other public school offering a  
49 specialized program. Any transportation to a school, other than a  
50 public school, shall be pursuant to the same rules and regulations  
51 promulgated by the State board as governs transportation to any  
52 public school.

53 Nothing in this section shall be so construed as to prohibit a  
54 board of education from making contracts for the transportation of  
55 pupils to a school in an adjoining district when such pupils are  
56 transferred to the district by order of the county superintendent,  
57 or when any pupils shall attend school in a district other than that  
58 in which they shall reside by virtue of an agreement made by the  
59 respective boards of education.

60 *A board of education is not required to provide transportation to*  
 61 *any pupil under the age of four, unless that transportation is re-*  
 62 *quired pursuant to chapter 46 of this Title.*

63 Nothing herein contained shall limit or diminish in any way any  
 64 of the provisions for transportation for children pursuant to chap-  
 65 ter 46 of this Title.

1 11. (New section) The Department of Education shall develop  
 2 model programs which are appropriate for prekindergarten and  
 3 kindergarten pupils. These programs shall include curricula and  
 4 teaching materials, as well as mechanisms to maximize parental  
 5 involvement. The department shall make these programs available  
 6 to interested boards of education and to child care centers licensed  
 7 pursuant to P. L. 1983, c. 492 (C. 30:5B-1 et seq.).

1 12. (New section) The Department of Education, in consultation  
 2 with the Commissioner of Human Services, shall offer in-service  
 3 training to teachers and other child care personnel employed by  
 4 child care centers licensed pursuant to P. L. 1983, c. 492 (C. 30:5B-1  
 5 et seq.). This training shall assist the child care centers in providing  
 6 developmentally appropriate activities.

1 13. (New section) The Commissioner of Education shall establish  
 2 an Advisory Council on Early Childhood Education including  
 3 parents, teachers, and other experts on early childhood education.  
 4 The council shall make recommendations to the commissioner to  
 5 improve early childhood education in the State.

1 14. (New section) Prior to implementing any other amendatory or  
 2 supplementary provision of P. L. . . . ., c. . . . (C. . . . .)  
 3 (now pending before the Legislature as this bill) a school district  
 4 shall establish a parents' advisory council on early childhood educa-  
 5 tion. The council shall be consulted on all proposed activities of  
 6 the district related to early childhood education.

1 15. (New section) The Department of Education, in consultation  
 2 with the Department of Human Services, shall develop guidelines  
 3 and materials to assist early childhood and family education pro-  
 4 grams. These programs shall serve children in the period from  
 5 birth to prekindergarten or kindergarten and the parents of these  
 6 children. Programs may include the following: information to  
 7 educate parents about the physical, mental and emotional develop-  
 8 ment of children; assistance to enhance the skills of parents in  
 9 providing for their children's learning and development; learning  
 10 experiences for children and parents; activities designed to detect  
 11 children's physical, mental, emotional, or behavioral problems that  
 12 may cause learning problems; educational materials which may be  
 13 borrowed for home use; and other components as the commissioner

14 may determine. The programs shall not include activities for  
15 children that do not require substantial involvement of the chil-  
16 dren's parents.

17 The Department of Education shall provide the guidelines and  
18 materials to any interested board of education, public agency, or  
19 private organization.

20 16. (New section) The Department of Education, in consultation  
21 with the Department of Human Services, shall establish a pilot  
22 program to provide grants to assist boards of education, public  
23 agencies, or private, nonprofit organizations which initiate early  
24 childhood and family education programs pursuant to section 15  
25 of this amendatory and supplementary act. Subject to the avail-  
26 ability of funds appropriated for this purpose, the Department of  
27 Education shall award up to 20 demonstration grants each year for  
28 five years beginning with the 1986-87 school year. The Commis-  
29 sioner of Education shall select grant recipients on the basis of the  
30 qualifications of the applicant, the quality of the proposal submitted,  
31 the needs of the community to be served, and any other criteria  
32 which the commissioner shall establish. The commissioner shall  
33 seek to achieve a broad geographic distribution of grantees and a  
34 range of approaches to providing early childhood and family  
35 education.

1 17. (New section) The commissioner shall evaluate the effec-  
2 tiveness of the pilot program established pursuant to section 16  
3 of this amendatory and supplementary act and within three years  
4 of the effective date of this act report to the Governor and Legisla-  
5 ture on the advisability of expanding the program.

1 18. (New section) Subject to the "Administrative Procedure Act,"  
2 P. L. 1968, c. 410 (C. 52:14B-1 et seq.), the State Board of Education  
3 shall adopt rules and regulations necessary to effectuate the pur-  
4 poses of this act.

1 19. This act shall take effect immediately.

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## STATEMENT

This bill establishes a multifaceted program to improve the quality and expand the availability of early childhood education in New Jersey. The bill permits school districts to offer kindergarten and prekindergarten programs for children between the ages of three and five and receive full State aid for these pupils, including first year funding. In addition, the bill provides grants to fund model efforts to assist parents in fostering the development of children from birth until entry into school.

This initiative rests on a growing body of professional research which shows that providing high quality early childhood education and involving parents in the educational process leads to enhanced success in school and beyond. Studies which have followed participants in early childhood education programs for more than 20 years indicate that these individuals do better in school, have fewer social and criminal problems, are more productive, and earn higher salaries than children from similar backgrounds who have not had the advantage of early childhood education. One highly regarded study found that for an economically disadvantaged population, each dollar invested in early childhood education yields seven dollars to society in reduced welfare and crime costs and increased tax revenues. An effective early childhood education program will reduce the need for remediation, cut the drop out rate, increase the proportion of students who go on to post-secondary education, and provide a citizenry able to cope with the dynamic and demanding future.

The bill directs the Department of Education to develop model prekindergarten and kindergarten programs which emphasize parental involvement and to make these models available to school districts and day care centers. The department will also provide in-service training for teachers in licensed day care centers.

For children younger than school age, the bill requires the department to develop model programs which will include information to educate parents about child development, assistance to enhance the skills of parents in providing for their children's learning and development, learning experiences for children and parents, and other elements. The department may award up to 20 grants per year to school boards, public agencies and nonprofit organizations to assist them in providing these programs. Within three years of the effective date of the act, the commissioner will advise the Governor and Legislature on the effectiveness of these programs and make a recommendation as to their expansion.

The bill also requires the establishment of advisory councils on early childhood education at the State level and within each participating school district.

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**ASSEMBLY, No. 2320**  
**STATE OF NEW JERSEY**

INTRODUCED MARCH 13, 1986

By Assemblymen PALAIA, VILLANE, BENNETT and  
Assemblywoman MUHLER

AN ACT establishing a pilot parent education program in the  
Department of Education and making an appropriation.

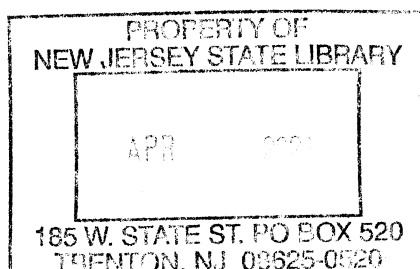
1    BE IT ENACTED *by the Senate and General Assembly of the State*  
2    *of New Jersey:*

1    1. The Legislature finds and declares that: research suggests  
2    that the first three years of life are critical for a child's ultimate  
3    educational development; early intervention is most effective when  
4    it is focused on educating the child's parents and thus enhancing  
5    the child's home environment; and money invested in such early  
6    intervention will pay substantial dividends as students who realize  
7    their potential will require fewer services from and make greater  
8    contributions to their schools and society.

1    2. The Commissioner of Education, in consultation with the Com-  
2    missioner of Health and the Commissioner of Human Services,  
3    shall establish a pilot parent education program in the Department  
4    of Education. The purpose of the program is to foster the creation  
5    of community-based programs for parents focusing on the educa-  
6    tional development of their children during the first three years  
7    of life.

1    3. The Commissioner of Education may award a grant for a  
2    parent education program pursuant to this act to a public agency  
3    or private nonprofit organization. An eligible agency or organiza-  
4    tion shall submit a written application for a grant in a manner  
5    determined by the commissioner.

1    4. To be considered for funding under this act, a proposal sub-





mitted by a public agency or private nonprofit organization shall include the following:

a. A description of the agency or organization submitting the proposal, including information about its officers and the personnel who will be participating in the program;

b. A description of the community to be served by the parent education program, the proposed plan for recruiting participants, and evidence of coordination with other relevant agencies and organizations serving the community;

c. A detailed program proposal which shall include home visits, group meetings, medical and educational screening of the children, and a resource center with a toy collection and library;

d. A program budget;

e. Any other information which the Commissioner of Education may deem appropriate.

5. The Commissioner of Education shall select not more than 10 of the proposals submitted by agencies or organizations for funding under this act. The commissioner, in addition to considering the overall quality of each proposal, shall seek to achieve the broadest geographic distribution of recipients consistent with the purposes of the act.

6. The commissioner shall evaluate the effectiveness of the pilot program established pursuant to this act and within three years of the effective date of this act report to the Governor and Legislature on the advisability of expanding the program.

7. The State Board of Education shall promulgate pursuant to the "Administrative Procedure Act," P. L. 1968, c. 410 (C. 52:14B-1 et seq.) rules and regulations necessary to implement the provisions of this act.

8. There is appropriated from the General Fund to the Department of Education \$200,000.00 to be awarded as grants pursuant to the provisions of this act.

9. This act shall take effect immediately and shall expire three years following enactment.

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#### STATEMENT

This bill establishes a pilot parent education program in the Department of Education.

Responding to research which indicates that the first three years of a child's life may be critical for long-term educational development and that early intervention is most effective when it focuses on educating the child's parents, this program seeks to strengthen

the capacity of families to be their children's first teacher. The program will foster the creation of community-based programs for parents emphasizing the educational development of their children during the first three years of life.

Public agencies and private nonprofit organizations will be invited to apply for grants to help establish parent education programs. Programs must include home visits, group meetings, medical and educational screening of the children and a resource center with a toy collection and library. The commissioner is authorized to award not more than 10 grants. The bill appropriates \$200,000.00 to the Department of Education to fund the grants.

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#### EDUCATION—GENERAL

Establishes a pilot parent education program in the Department of Education.

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**ASSEMBLY, No. 2323**  
**STATE OF NEW JERSEY**

INTRODUCED MARCH 13, 1986

By Assemblymen PALAIA, VILLANE, BENNETT and  
Assemblywoman MUHLER

AN ACT establishing a pilot program to identify and meet the educational and developmental needs of certain preschool children.

1    BE IT ENACTED *by the Senate and General Assembly of the State*  
2    *of New Jersey:*

1    1. The Commissioner of Education shall establish a pilot pro-  
2    gram to assist local school districts identify the educational and  
3    developmental needs of preschool children, assess the availability  
4    and adequacy of programs to meet those needs, and provide pro-  
5    grams or services to satisfy unmet needs.

1    2. For the 1987-1988 and 1988-1989 school years, the commis-  
2    sioner may award grants pursuant to this act to not more than  
3    10 school districts which have demonstrated a willingness and  
4    capacity to participate in the pilot program. The commissioner  
5    shall establish procedures and criteria for selecting districts which  
6    provide that the districts selected shall be representative of all  
7    regions of the State and include urban, suburban and rural districts.

1    3. Each participating district shall prepare an inventory of edu-  
2    cational and developmental programs and activities offered by any  
3    public or nonpublic entity to preschool children resident in the  
4    district.

1    4. Each participating district shall provide evaluations of the  
2    educational and developmental needs of all three or four year old  
3    children residing in the district and not enrolled in a kindergarten  
4    program in the public school or qualified for programs or services

5 pursuant to chapter 46 of Title 18A of the New Jersey Statutes.  
 6 The district shall not evaluate a child without the written consent  
 7 of child's parent, foster parent, or legal guardian.

8 The evaluations shall provide information to parents to assist  
 9 them in preparing their children for school. The evaluations may  
 10 include suggestions for specific programs or activities identified in  
 11 the inventory prepared pursuant to section 3 of this act.

1 5. When a participating district determines that the available  
 2 programs and activities as identified pursuant to section 3 of this  
 3 act are not adequate to meet the educational and developmental  
 4 needs identified by the evaluations conducted pursuant to section  
 5 4 of this act, the local board shall develop or encourage the de-  
 6 velopment of adequate programs and activities. Local boards shall  
 7 seek to coordinate any new programs or activities with those exist-  
 8 ing programs and activities identified in the inventory.

1 6. Subject to the availability of funds appropriated to the De-  
 2 partment of Education for the purposes of this act, the grant to  
 3 each district shall be equal to the cost incurred by the district in  
 4 performing the inventory and evaluations as provided pursuant to  
 5 sections 3 and 4 of this act. Districts which incur additional ex-  
 6 penses pursuant to section 5 of this act shall be eligible for an addi-  
 7 tional grant equal to 50% of those additional costs for which the  
 8 district is not entitled to State aid under any other statute.

1 7. The commissioner shall evaluate the effectiveness of the pilot  
 2 program established pursuant to this act and, prior to June 30,  
 3 1989, report to the Governor and Legislature on the advisability of  
 4 expanding the program.

1 8. Subject to the "Administrative Procedure Act," P. L. 1968,  
 2 c. 410 (C. 52:14B-1 et seq.), the State Board of Education shall  
 3 adopt rules and regulations necessary to effectuate the purposes  
 4 of this act.

1 9. This act shall take effect immediately and expire on June 30,  
 2 1989.

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### STATEMENT

This bill establishes a pilot program in the Department of Edu-  
 cation to assist local school districts identify the educational and  
 developmental needs of preschool children, assess the availability  
 and adequacy of programs to meet those needs, and to provide new  
 services or programs where there is an unmet need.

Under the provisions of the bill, the Commissioner of Education shall select up to 10 districts in the State to participate in the pilot program. Each district shall prepare an inventory of educational and developmental programs available for preschool children residing in the district. Each district shall also provide an evaluation of the educational and developmental needs of each three or four year old child in the district. The evaluations which are voluntary, will assist parents in preparing their children for school and may include suggestions for participation in particular programs or activities. If a district determines that the available programs are not adequate to meet the needs of its preschool population, the district will develop or encourage the development of new programs and activities.

The pilot program will be in effect for the 1987-1988 and 1988-1989 school years and, subject to the availability of funds appropriated for the program, the grants will cover all or most additional costs incurred by the district.

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#### EDUCATION—GENERAL

Establishes a pilot program to assist local districts identify and meet the educational and developmental needs of certain preschool children.

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ASSEMBLYMAN JOSEPH A. PALAIA (Chairman): Ladies and gentlemen, we'll now begin our public hearing on three bills, A-430, Assemblyman John Paul Doyle, which I will take first, and then we will get into A-2320, of which I am a sponsor, and A-2323.

At this time I'd like to have Assemblyman John Paul Doyle. If you would, John, come on up and give testimony on your particular bill. Do you want to wait for Paul to get set up?

A S S E M B L Y M A N J O H N P A U L D O Y L E: No, I'm fine. Mr. Chairman, there are copies of my prepared testimony that will be presented to the Committee and staff, and the other interested parties.

Let me touch upon what I've said and briefly highlight the points that I think are most important. First of all, obviously, I thank you for inviting me here to testify and giving me the opportunity and honor of testifying first.

A-430 is a response to an increasing body of research which indicates and substantiates what many of us have long believed, and that is that there are a number of positive, productive effects of early quality childhood education. A number of studies have recently shown this. I think the one that has gotten the most publicity, which is not mentioned in my comments, is the Ypsilanti Study out of Michigan. In addition, I would cite the High Scope Foundation Study of the Perry Preschool Project, and also the research done by Martin and Cynthia Deutsch in conjunction with the Institute for Developmental Studies at NYU.

Probably the most overall study was done by Irving Lazar, Chairman of the Department of Human Studies at Cornell University. He secured follow-up data on 14 particular individual early education programs, from the late '50s to the early 60s, and came up with a number of conclusions. Those children that were engaged in preschool education were more



successful in school, far less likely to be assigned to special ed classes, less likely to be retained in one or more grades, less likely to drop out of school before graduation from high school, and more likely to return to school and graduate if becoming pregnant during high school. On graduation from high school they were more likely to give achievement-related reasons for being proud of themselves, and choosing jobs and professions which would enhance their chances for success.

Let me go back to that one about being more likely to achieve related reasons for being proud of themselves -- achievement related reasons. It isn't only in academic achievement, but in terms of personal worth and self evaluation of that worth, those children with earlier education beginnings did better, both in education and in person.

Lazar went on to study the characteristics that seemed to be common in those programs that were successful. He found that all quality curriculum models worked. And this is-- We're finding -- as you know better than I, Mr. Chairman -- there is no single way to educational success but, rather, there are different types of quality curriculum models which worked: In-service training of teachers was positively related to successful results for children. The earlier the intervention the better, and the better the adult/child ratio, the better the program was. The size of the program did not matter, but the parents' participation in these programs were critical.

An analysis of these programs shows that certain components were present, and are an integral part of a successful preschool program.

All of the programs studied were quality programs. They were planned and administered by professionals. All of the programs contained learning components suitable for a young child's active learning style, and were not merely a scaled-down model of elementary school programs. As I have said, in-service training of teachers was important.

Parental involvement and an interest in the program may well be -- in the judgment of Doctor Lazar, and from what I can ascertain -- the crucial determinant of long-range success. This isn't in fact, as some would suggest -- I think wrongly -- just a fill-in for the parents, a substitute. I think, on the other hand, that's wrong and, rather, parental involvement is critical.

I would also like to point out that the importance of a comprehensive early childhood program has been highlighted by the Governor's Committee on Child Planning Services. The Committee recommended the establishment of a State Comprehensive Early Childhood Development.

Throughout what I've said to you, and throughout my written testimony, I've used the word quality. I think that quality programs are necessary. I think that my bill does that. Let me be more specific in the ways in which I think it does that.

The bill directs the Department of Education to develop model prekindergarten and kindergarten programs. The children will learn at a younger age. The bill requires the Department to develop those model programs.

Under the bills's provisions, the Department may award up to 20 grants per year. The bill also requires the establishment of a advisory council on early childhood education at the State level, and within participating school districts. Within three years there must be a study and an evaluation done of how well we have succeeded.

There is a fiscal note which I received yesterday which indicates a cost of \$16 million. We've grown in the past 13 years I've been here. I use the word in my testimony "only" to describe \$16 million. I think in terms though of what we spend on education, "only" is the correct word. I think it also is important to note that it's only in terms of what we can do. Studies have indicated that for every dollar that we

spend on preschool education, society receives anywhere from \$4 to \$7 back, in terms of reduced special ed cost, reduced welfare cost, reduced cost for the whole panoply of social programs. I think that over time, therefore it would pay for itself.

With respect to the bill, you have the bill before you. Just to outline it, the first section provides for the findings of the Legislature.

In Section two we provide for the permissive establishment of programs by local districts and we provide, subsequently, on page three, that those programs shall be offered for fee.

The finding mechanism, in part, for those districts that do, is disclosed in paragraph -- or page six, the bottom paragraph, and I think that in that area the Committee is going to have to work. The new sections are generally to be found in 10 and 11, and that is the heart of the bill:

One, that the Department of Education is prescribed to develop model programs which are appropriate for prekindergarten and kindergarten pupils.

That the Department of Education, in consultation with the Commissioner of Human Services, shall offer in-service training to teachers -- and that works hand-in-glove with what those studies have found, and what has been the common element, the need for that kind of in-service training.

The Commissioner of Education shall establish an Advisory Council and Early Childhood Education. I think that goes in terms of having a comprehensive statewide program, one that has the valuable, voluntary input of the numbers of people and the groups they represent that will testify today.

Section 14 indicates the need to involve the community -- that before any program is established there must be a parent's advisory council that will participate with the local district in providing the early childhood education

program.

Section 15 deals with the Department of Education and the Department of Human Services' providing guidelines. I wish to emphasize -- in providing those guidelines -- the last sentence: "The programs shall not include activities for children that do not require substantial involvement of the children's parents." Now, maybe we should eliminate the double negative and phrase it in the positive, and let me do that: The Program shall include activities which must have the substantial involvement of the children's parents -- and that, again, goes along with the findings that have been made.

Section 16 deals with the initiation of 20 demonstration grants for the '86-'87 school year. I'm perhaps optimistic in looking at that for this year, and the evaluation in the three-year period, as described by me earlier, in Section 17.

I've reviewed your bill too, Mr. Chairman, and I think that they could work together with each other. There are parts that are similar. You have the evaluation and testing that I think is not contained as critically in my bill as it ought to be; and it is in yours. On the other hand, I think we both recognize the need for an overall program, local parental input, a reevaluation, and the need to try model programs to see these various approaches before it broadens, and I am sure those programs will be successful and it will broaden.

Let me close with two comments, one substantive and one personal. On the substantive level, I think we have to look at the funding for this and how it is to be done. There is an estimate. It is in terms of the OFA, a speculative appraisal. I have a feeling these bills will probably go to the Appropriations Committee and it will be a process that will not allow the programs to start perhaps until, not this coming school year but the following year -- and so be it. We should do it right, for whenever we do it we want to know that what went

into it is correct. So, I think we should go to the Appropriations Committee together, Mr. Chairman, and look for a sufficient amount to do not only the start-up work but also the model programs, and to look at those districts who have these programs and how we recompense them.

Let me say on a personal note, first of all, that I want to thank Paul Muller for his valuable contribution to education in general and to this bill in particular, and Gail Saxer (phonetic spelling) who could not be here, of my own staff.

Thank you personally, Mr. Palaia. We talked on this several times at the beginning of the session, and education is constantly reevaluated, just like our goals are. And when you start a new legislative term, you ought to look at it with something new in mind, as I did this one -- and there's a heck of a lot new, not being the leader and not being in the majority anymore. I think in these last few years of legislative service I may embark on, I want to do, in addition to whatever else I've been able to do in the past, one thing that I think is critically important, and I can't think of anything that is less partisan and more important than educating our young -- and our young now means, as we know from our research jointly, Mr. Chairman, not five- and six-year-olds, but thee- and four-year-olds, particularly in our inner city. We've got to get a grab on them as early as we can, and put them on the right path.

I think we are on the right path. I hope together we can look back at this term and not talk about some of the things we talk about on Mondays and Thursdays, but remembering -- in the clear light of this Friday morning -- we started this together, we'll see it through together, and together we'll do something that will last for years, and to be proud of for years to come. Thank you very much, Mr. Chairman.

ASSEMBLYMAN PALAIA: Thank you, John. I want to

comment on a few things. I'll tell you what impressed me the most when I talked to you earlier. You said something to me, and I know you said it sincerely when you said, "If I do one thing" -- if you recall we said this -- "If I do one thing, I want to do this bill, that this bill means that much of all the things that I've done." I was impressed with that, although I've known you for years. I knew you were sincere when you said that because I felt the same way about the bill I put in also with the help of my staff, Jim Harkness over here, and Dave Rosen.

I feel the same way. You said, "Get a better handle on them." You know, if we could get these young people in at three and four years old, and not wait until they're 9, 10, or 11 years old and decide that we have a problem with them, it's going to save us in the long run. I know your fiscal note said \$16 million. I'll guarantee you we'll save at least that much in services that we would have had to provide for those individual students.

The other part of your bill that I like, which coincides with mine a lot, is that you mention the word parents throughout your bill, and I like that because I feel that many of these students are coming from an environment that is really detrimental to their educational needs. And I think the sooner that we can get hold of these students, start to put them in a structured situation -- not completely, of course, at that age -- and in the meantime bring the parents in to let them know what they can be doing at home, there would be a benefit to their children. And I can't believe that the parents aren't out there that do want to participate and help. I think they do want to. I just don't think many of them know how to go about it. And I think your bill and my bill, when we do provide this -- and I feel confident that we will -- will bring that focus in -- that the parents are an integral part of what we're trying to do. It's not just the children at three and

four, we're talking about the parents playing an integral part in those children, and I think that's what we're going to be trying to do, and I certainly want to hear the testimony.

Some of the feedback, before you leave, Assemblyman-- I know you're busy and that's why I wanted to get you right on. I just wanted to tell you that some of my feedback came from different schools who run a lot of these preschool training centers, day care centers, what have you, and they're quite concerned that, in effect, we might be taking business away from them, and I really don't believe we're dealing with the same, maybe type of student that they're getting in there -- that we will be looking for. For one thing, it's permissive. It's not mandatory that these schools do it. The schools want to do it. Yours says that, I'm sure.

ASSEMBLYMAN DOYLE: Yes.

ASSEMBLYMAN PALAIA: And so does mine, that it's a permissive type of thing. It's not mandatory. We're not saying, "You must come in at three whether you want to or not." We're saying, "You may come in at three, if you'd like." We're providing the opportunity for them. But, I don't know. I just would like to allay their fears that we aren't trying to take away business from them in any way. I think there's enough out there that we could spread out.

ASSEMBLYMAN DOYLE: I think you're right, Mr. Chairman. Let me say at the outset I thank you for your comments of a personal nature to me. With respect to the bill and those last comments, and as a parent who has sent my children on occasion to public school, and on occasion to private school, and on occasion to parochial school, it is that very thing that is the essential fabric of our society -- in a word "choice," and I think that as long as we have-- And I've sent my children -- our children -- to private preschool programs that have been very successful and contributed to our teen-age daughter's eventual success. As any parent, sometimes

you brag about success and sometimes you wonder about success, but I think it contributed to it, and I think those schools that are effective will stay. I think that it is a healthy competition between private and public schools, but let's call it for what it is. A lot of the preschool programs that exist that you and I know about are programs that cater extensively to, presently, the upward part of society, and I think that there will be different appeals and different approaches, and I think that's necessary.

ASSEMBLYMAN PALAIA: Let me ask you something, John Paul, about yours -- and maybe Paul Muller can fill in also. On the criteria for entering school, I did notice in your -- in this particular bill, that we haven't set a criteria about who would be eligible. You know, I know mine sets some testing standards.

ASSEMBLYMAN DOYLE: Well, that's what I meant. I think in terms of what I saw in your bill that most jumped out at me as not having been in my bill. It would be that. Of course, there's two kinds of testing. One is the individual student and, secondly, it's the whole district.

ASSEMBLYMAN PALAIA: Yes.

ASSEMBLYMAN DOYLE: In terms of the individual student, what I have said is that the district that offers that program, it shall be offered to anyone, free of charge. Now, I think to have the broadest possible universe is appropriate, but that's going to be the interplay that I mentioned between cost and the program: Whether we can take in everybody, or whether we can take in just people who test in a certain way. I would like it to be as universal-- My gut reaction -- subject to testimony and the experts you'll hear from and the evaluation you will make in the Committee -- is that I would like to see it as universal as possible.

I think too often these kinds of programs, if they're viewed as special programs for either gifted or for



developmentally, or emotionally, or physically disabled, will be classified, and the children who participate in it will be classified. So, I think it should be as universal a setting as possible.

With respect to the testing of districts, we might want to set some criteria for how we arrive at the model district program that is in both of our bills. All I say is that it shall be as geographically spread out as possible, and shall try to have as wide a choice available as different types of programs.

I think we ought to put some things in there about urban settings. I don't think we can mandate that Ocean Township and Brick Township be among the model programs, but we'll figure that out in the next process.

ASSEMBLYMAN PALAIA: You know, we do have -- as you probably know, John Paul -- the preschool handicapped program, which has been extremely successful. I remember when they started that six or seven years ago, because my daughter was one of the first teachers in Freehold Borough that developed a program for that particular school, and she taught it for one year -- highly successful program. It set some nice guidelines. We got those preschool handicapped students in. We got a good handle on, you know, what they could do and what they couldn't do, and by the time they were ready for a full-time education, we had a pretty good line on where we were going with that. I envision our bills doing that same thing. That will give us a good line on where we're going with them, and what we can do.

We have a long way to go with it, and I'm sure you know that and I know that, because of the educational process. But, I feel this is a beginning today with this hearing. I would hope that in the next few months, through staff and through ourselves, we will be merging these bills into one bill that we can live with and get it through the process. I agree

with you, we have to go through appropriations. There's no question about it because we're looking for-- I think that's a little high, by the way, that figure, but--

ASSEMBLYMAN DOYLE: I do too.

ASSEMBLYMAN PALAIA: I think it's, you know, maybe two-thirds of that would have been plenty -- put maybe \$10,000 or something on it. I think we have a long way to go with it, but I think this is the start of it. I wanted to do it before the summer break so we can work on it during the summer.

Do you have any other comment?

ASSEMBLYMAN DOYLE: I agree with your scheduling, and I think that's true. The Committee can work on it during the summer so that when we return in the fall, the Appropriations Committee can work on it. You can work whatever magic you have with your appropriations, and I with the Senate -- that's the advantages of partnership, and hopefully before next year starts, with all that means, we can have this behind us.

ASSEMBLYMAN PALAIA: Yes. And I wanted to hear -- and you will have, obviously, copies of what everybody said here today, John, we'll get it to you, and I'm sure Paul will fill you in.

I think as we glean from the others what the problems are from the State Department, we'll put together a package. I think that will be something we'll all be proud of.

ASSEMBLYMAN DOYLE: I'm sure we will. I look forward to working together, and I look forward to an achievement.

ASSEMBLYMAN PALAIA: Right, John.

ASSEMBLYMAN DOYLE: Thank you, Mr. Chairman.

ASSEMBLYMAN PALAIA: Thank you for coming in.

Our next presenter will be Marc Gaswirth, Legislative Liaison with the Department of Education. Mark?

M A R C G A S W I R T H: Thank you, Mr. Chairman. I'd like to bring up to the table representatives from the Department.

ASSEMBLYMAN PALAIA: Yes. Do you want to pull up

another chair, Mark, please? We'll leave it there in case we have more than one speaker.

For the sake of the record, would you both identify yourselves. I know you personally but, if you will, please?

T Y N E T T E H I L L S: Tynette Hills.

ASSEMBLYMAN PALAIA: Doctor Hills, thank you.

DR. HILLS: T-Y-N-E-T-T-E Hills, with an s on the end.  
J A C Q U E L I N E C U S A C K: I'm Jacqueline Cusack. The last name is spelled C-U-S-A-C-K.

ASSEMBLYMAN PALAIA: It's a pleasure to have both of you here.

Yes Mark, who's going to speak next?

MR. GASWIRTH: Doctor Hills will.

DR. HILLS: Mr. Chairman, thank you. We of the Department of Education appreciate the opportunity to speak before this Committee about an important subject -- the education of young children.

We commend the Committee for studying these issues in general, and examining them in the three bills now before you in particular. We have studied these bills. All of them have merit. All have worthwhile provisions which could make positive contributions to many young children.

We do, however, have some problems with the bills as they now stand. Therefore, we would like to present the views of the Department of Education on which might be feasible and effective, our rationale for action, and how we think it might be accomplished.

Let me first state the overall position on the Department of Education on prekindergarten and kindergarten education. It is as follows:

The Department endorses local efforts to strengthen the entry levels of public education and will work to develop resources to assist local boards of education in:

- 1) The establishment of half-day prekindergarten

education programs for four-year pupils; and

2) The extension of kindergarten classes to full-day schedules.

We have been actively assisting interested local boards of education in the second area, through training, consultation, and publications, of which this is an example. (exhibits resource guide for all-day kindergarten). Our records for this year show that 100 school districts have offered all-day kindergarten programming to a total of 9,968 five-year-olds. I have listings of the districts that offer those, and their enrollment -- for people who are interested.

Currently, our records also show that 93 local districts offer full-year, half-day programs to 6,029 four-year-olds, and I have that listing. The department would like to assist those districts, and other districts, in strengthening such programs, ensuring that the programs are appropriate to the developmental levels of the children and that they relate well to the kindergarten and primary educational experiences which follow. Planning is underway in our department for a conference and a series of publications and in-service training opportunities, which will focus attention on the most pressing needs and offer practical help to local boards in developing effective programs.

We would like to do more. There is great diversity in local programming at the entry levels, since curriculum and instruction are local functions. Recently, the national concern about excellence in education has led to increased attention to high standards at all levels. Many local boards are examining their entry and placement policies and their curricula and instructional practices. Many local educators tell us they need help with choosing and using measurement procedures with young children, with developing suitable placement and promotion policies, and with designing and implementing curricula which take into account the

before-school experiences of young children, as well as the kindergarten and primary years which lie ahead.

Research and demonstration programs, many of them well publicized -- and figuring into the remarks presented by Assemblyman Doyle a few minutes ago -- have offered convincing arguments that prekindergarten education can have both immediate and long-term benefits, enriching the lives of children in the present and helping to set them on a course of self-confident, positive progress in school. We should note, however, that most of the research has been carried out on programs for children from poor and minority backgrounds in urban or rural areas in the nation. We know that programs of quality, including well-designed curricula, qualified and well-supervised teachers, and close home/school cooperation -- those programs can be very effective with those children. We know less about whether such programs are cost-effective and beneficial to all the young children who live in all the kinds of circumstances and all the kinds of communities represented in our complex State.

Prekindergarten education is a popular concept and it can be effective. Yet, some of our children do not have access to the programs, either because they are not eligible for Head Start or publicly funded day care, or because their families cannot afford private sector preschools. We would like to help assure that preschool children will have access to programs if their parents so desire.

These then are the reasons that the department is interested in a grant program which would offer districts a chance to develop a half-day demonstration program to meet the needs of the children, involve their parents cooperatively, and link with the rest of the school experience. We would want such a grant program to incorporate such a criteria which research shows to be associated with strong, effective, prekindergarten programs. We would expect it to yield

information for us, for future planning on what kinds of educational experiences are desirable for children who live in various communities and circumstances throughout New Jersey.

We would also like to study the ways in which demonstration programs could be associated with full-day kindergarten, since only a very few researchers have looked at that combination of a half-day prekindergarten and a full-day kindergarten.

Currently too, there's some confusion about the objectives and nature of public school programs for four-year-olds and the ways they differ from kindergarten for five-year-olds. We believe that this is due to the wording of the pertinent statutes. Four-year-old children can be legally enrolled pupils on the school register under provisions of New Jersey Statutes Annotated, 18A:44-2, which permits local boards electing to establish kindergartens to enroll four-year-olds, and requires them to enroll resident five-year-olds whose parents wish it. Full, not prorated State equalization aid payments are given for both four- and five-year-olds in programs which meet the kindergarten requirements, and those are set forth in the New Jersey Administrative Code 6:26-2.1, and following -- and reiterated to some extent -- in the Administrative Code provisions in 6:20-1.3.

Technically then, programs for the younger children, the four-year-olds, are kindergartens for four-year-olds, and they are distinguished from the "regular" kindergartens in ways that are determined at the local level. The term prekindergarten does not appear in law and code.

We are interested in working with you to clarify that situation, possibly thorough revising the statute, so that we can help to ensure the appropriateness of prekindergarten education and desirable distinctions between it and

kindergarten.

Like you, we believe that parents are the first and most influential teachers of the children. We know that children's motivation to learn, their commitment to master and achieve, their acceptance of responsibility in school and elsewhere are bound to what their parents do and what their parents believe.

Specifically, we know that research demonstrates that effectiveness of preschool education is associated with certain understandings and practices of parents and the home environment they establish for their children. Parents who understand the normal processes of development and learning and their own critical responsibilities in nurturing and teaching their children are more likely to rear children who develop and learn normally, and more likely to give positive support to schools.

We know also that when teachers and administrators elicit the cooperation of parents, and when relationships between home and school are characterized by mutual acceptance and respect, school children are benefited -- as are we all.

We believe that parents should be involved in the education of their four- and five-year-old children and prekindergarten and kindergarten programs, so that they are aware of the objectives and the nature of the programs, so that they can communicate with teachers and administrators about the needs of their children, and so that they can join with the school in support of their children's learning and development.

Where feasible, we also endorse programs of parenting education for parents of younger children as well, when they address the broad educational needs of children and involve the parents directly, or through classes and home visits in which parents and children learn together. Our interest in this area arises from the fact that many children already demonstrate problems and needs at school entry which might be

prevented or alleviated by working with parents of the very young.

At this time, the department does not recommend the inclusion of non-handicapped children under the age of four years in programs based in public school classrooms and, further, does not consider programs of custodial care for pre-school children to be an appropriate part of our mission.

In summary, the department is interested in:

1) A grant program which would permit local districts to develop varied models of effective half-day prekindergarten programs, linking to both all-day and half-day kindergartens;

2) Clarification of the legal language establishing public school programs for four-year-olds; and

3) Involvement of parents in the education of prekindergarten and kindergarten children, and parenting education regarding development and learning of younger children where practicable.

We will be pleased to work with sponsors to these ends. Thank you.

ASSEMBLYMAN PALAIA: Doctor Hills, I just want you to know that -- you know, I almost felt like I wrote that myself, especially that part about parents. I mean, that -- as far as I was concerned; not that I'm the last word -- was exactly my feeling about parents, that part that says when they work they are most apt to have supportive schools after that. And I think that whole section of Section 6 on parental involvement and education is exactly what I know Assemblyman Doyle and I are looking for, to get them more involved, and this is-- You've got to start in the home.

We've been excluding the home too long in school. I know when I was growing up it was, if I did-- If something happened, I got hit first and then they found out what was happening at school. You know, it was always-- You know, it wasn't the school's fault. Not that we're always right in

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school, but by the same token, I think we have to evolve the pendulum and bring it back, where the home is more involved. And that's exactly what you're saying here, and that was the idea -- the model -- that I had for drafting mine. And, in reading Assemblyman Doyle's bill, it was exactly what he was looking for too. I think it's what we're looking for, and I appreciate those comments.

Marc, do you want to--?

MR. GASWIRTH: No, I have no further comments, unless the Chair does.

ASSEMBLYMAN PALAIA: Not with Doctor Hills. Is Doctor Cusack going to testify at all?

DR. CUSACK: I have no comments.

ASSEMBLYMAN PALAIA: I always look forward to hearing from you.

DR. CUSACK: Thank you for your insistence, but the student expert has spoken.

ASSEMBLYMAN PALAIA: That was my pleasure. We served-- I served -- it was my pleasure -- on a commission dealing with student expectations and, believe me, I had the privilege of serving on a lot, and Doctor Cusack will tell you it was one of the nicest groups of individuals that have ever been brought together, including lay people, teachers, administrators, people from all walks of life.

DR. CUSACK: Parents.

ASSEMBLYMAN PALAIA: Yes, parents were involved. Exactly. I'm sorry. That was exactly the point, and that's why they were involved. And I thought our final product was very good, even though we did it. I thought it was well done, Doctor Cusack.

Thank you Doctor Hills, we appreciate those comments.

And, by the way Marc, we will be working very closely through our staff, Paul Muller here, and Jim Harkness, and my aide, John Bonavico (phonetic spelling), and Gail -- all

working with you on this.

MR. GASWIRTH: As Doctor has indicated, we look forward to working with you as well. Thank you very much for your time.

ASSEMBLYMAN PALAIA: Thank you very much. Thank you, Doctor Cusack.

Next I have Joanne Bianco from my district, Neptune City.

J O A N N E R I B L E B I A N C O: I don't need three chairs.

ASSEMBLYMAN PALAIA: No. (laughter)

MS. BIANCO: I am from your district, Mr. Palaia. I've noticed the word parent brought up frequently here today, and that makes me very happy. I think, in addition to bringing parents back into the school, we need to bring, also, that to the Assembly, and now I, as a parent, represent other parents here today.

There seems to be a little bit of-- I feel like the policy is just about ready and set to go, and it's almost like a snowball, and it's revolving, and it's going to get bigger, and-- I don't know, maybe I'm here just to upset the apple cart, but--

ASSEMBLYMAN PALAIA: Excuse me for one second. Just to clarify that, nothing could be further from the truth about snowballing. We've got so much time and, as Assemblyman Doyle said in his testimony, we aren't even looking for this to be part of anything until 1987, in September of 1987, if then.

MS. BIANCO: That's a year.

ASSEMBLYMAN PALAIA: Yes. That's a year. It's about a year and four months -- three months. But the point is, when we say snowball in the Assembly, we're talking maybe two or three months. This will have other testimony, other hearings, so please don't feel-- That's why you're here, Joanne, we want to hear from you, and if you have something you know that we

can incorporate, we will -- believe me. Both of us feel that way, but go ahead. I'm sorry to interrupt you.

MS. BIANCO: Okay. I'm just making a couple of comments before I make my statement.

ASSEMBLYMAN PALAIA: Sure.

MS. BIANCO: Keep in mind that right now the Department of Education says that they want everything to be voluntary and, yet, they're recommending full-day kindergarten. I wonder, will full-day kindergarten be voluntary? -- because a lot of children take naps in the afternoon. I mean that's the time mothers spend with their children. Will they get their naps in the afternoon, or will their mothers give them to them when they get home, thus taking away part of the time the mother may have spent with their child baking cookies or taking a walk?

I surveyed principals, I talked to people who are in the medical profession, parents, and grandparents before I compiled my statement, to get a feel of who else -- what their feelings were out there. Also, I want you to keep in mind: What is a worthwhile career? What is success? Is success being a certain occupation, or is success being a happy, worthwhile citizen, happy with what they do -- whether they be a janitor, or a cafeteria worker, or an engineer, or a lawyer?

The overall success of the United States has resulted principally from a family-centered nation whose values included morality, integrity, hard work, and an overwhelming love of our God-given freedom. Public and mandatory education, by its short life alone, cannot begin to lay claim to this success.

We seem to be caught in a whirlpool of panic stricken, over-zealous legislators who are frenzied about test scores and the thought of mothers raising their children instead of the state. If we study countries where the children are taken from their parents at a very early age and placed in educational institutions, we find a multitude of problems, notwithstanding

communism, fear, and unhappiness. A young mother related recently that she placed her child of three or four years of age in a nursery school, expecting super academic results by grade school. Instead, the child was a nervous wreck, having difficulty sleeping at night, constantly analyzed by the school system who, of course, desired to make the state happy.

Once children start school, they are in school for a long time. Many spend from 13 to 21 years, or more. Let them decide if they need additional school or careers, or is there a power struggle to rule other lives? The school system has not failed if a student desires a less pressured job in life instead of a professional career. There is as much dignity in being a potato digger or dishwasher as there is in being a lawyer or an engineer.

Is it necessary to grab a three-year-old screaming child from a parent? It is like thievery. This is not propaganda or sensationalism, it is the cold real truth.

The proposed law provides for a voluntary policy; however, it will become mandatory both psychologically and indirectly. Psychologically, parents under pressure will send their three-year-olds to school, afraid they will fall behind other children by skipping preschool.

People tend to place an excessive amount of trust in their legislators. Many parents may support this proposal, as some educators say it is good and they are afraid they will appear stupid by resisting when their hearts say it is wrong.

Indirectly, this proposed law could become mandatory as many school systems will set up a stringent policy of rejection for kindergarten if anyone does not attend their preschool. This may not happen initially, but it will probably be a reality within 10 years.

Twenty-five years ago, kindergartens were prevalent; however, many did not attend and started first grade at the age of six. Today, there are very difficult tests to gain

admission to first grade if kindergarten time was spent at home. School officials will not even reveal there is a test, and inform parents they must send their child to kindergarten.

Mandatory school age in New Jersey is six years. The school systems have made it five years indirectly. Will it be three-year-olds soon?

Early childhood education is voluntary now. There is also a national trend where more mothers are staying at home. Many are well educated, placing their careers on hold to spend the priceless time with their children in the early years. A state program would severely discourage this trend.

If the building has a weak foundation, raising the vertical height of the structure does not strengthen the building but, rather, induces greater instability. The foundation must be reinforced, then additions may be added, if necessary. Schools may, instead, offer extension courses to parents on how to spend more time with their children. A child would rather spend one "hum-drum" weekend with a mother than just five hours of "quality time" with their mother.

The school could also provide a child care course for older students. Many children no longer grow up in a large family, and when becoming parents they are having difficulty raising children. These parents never saw any children being raised around them. Because there is concern for intellectual improvement within our schools, we should improve our present structure by eliminating programs and adding drill classes. There is entirely too much junk out there. The SAT score phenomena has become a household argument. Years ago, only solid college prep candidates took the test. Today, most high school students, college prep, business, and vocational students take the test. Of course, the average test score of all students must go down.

Any difficult curriculum in college requires approximately five years of intensive study, for example

engineering, architecture, special education. Masters degrees require more time, as do law and medical school. If someone suggested reducing five years of this schooling to maybe just three years, they would be foolhardy. Yet, that is what would be suggested by an early childhood education program. The home is the first educational environment for the child, and they need the five years at home to learn the basics from their mothers.

The basic skills include many things. The following is a brief list:

How to get along with children; to behave; to be polite; to learn manners and courtesy to people; to dress themselves; to make their beds; to give flowers; to make mud pies and grass soup; to play hide and seek; to explore their back yards, and, above all, to learn kindness and charity to their fellow human beings in order to make this world a better place to live. This cannot be done on weekends.

Are we really considering the welfare and benefits to the child, or will this be a state funded program to provide free baby-sitting to working parents?

In health respects, this program could be a disaster. Is it wise to expose children who are so very young and growing to many health risks? High fevers are quite common among toddlers. Are the schools ready for the lawsuits and heartbreaks when they have their first fatalities as these children, at too young an age, are exposed to communicable diseases, flu, and colds? Notwithstanding, the toilets are too high. Every early childhood education teacher will have to paper and assure the parents the child never touched the dirty seat. The schools will be subject to lawsuits anyway. The child will suffer the degradation of loss of personal privacy. Is the state willing to offer a generous tax rebate to the alarmed parents who do not send their children to school at three and four years of age?

In conclusion, providing more jobs for early childhood educators, free baby-sitting to working parents, and attempting to improve future test scores are poor excuses to undermine the welfare of the children of New Jersey. New Jersey should set a high example and help stop this fatalistic national trend. For every law, we lose a freedom. Thomas Jefferson spoke of "laissez-faire" -- that is, leave people alone and they will do all right.

We live in a time when we consider poor people ignorant. This is an absolute falsehood. While working in an all-black, inner-city school, I found the parents just as interested and cooperative as an upper socioeconomic school. The reason this country was founded was for liberty and justice for all under one God. Some have succeeded in taking God from the schools. Liberty has just about faded. Can we not make justice reinstate our sacred values?

There are too many laws in this country, and to many in New Jersey. Why not get rid of some of them? The blood of the martyrs of our country must be crying for vengeance.

Communism has prevailed so easily because of the tactics they use. The communists essentially take the children away from their parents, year after year, and teach them their goals and ideas. The children know little else, as their parents have no time to teach them, with their rigid work schedule. These children beget other children and the system continues. For years, Russian women have occupied many previously male jobs, especially road crews and ditch digging. They must then come home and raise their children and do household duties. These women are hardly liberated; they are slaves of the state.

Are there groups in America, including New Jersey, who are trying to influence our legislators to subtly do the same thing to American women? Russia has always been a country, but now when we hear this proper noun, we think of an

entire freedomless society. Are we living in a metaphoric Russia today?

We must leave people alone. We must stop trampling the poor or others thought to be less experienced, educated, or capable than others. As the Statute of Liberty Centennial approaches, many are involved in the festive celebrations. How many know the words that lend so much character to this lifeless statute?

I'd like to pause here for a moment and have people think now, how many do know these words? How many can just rattle them off, or know what they say?

"Give me your tired, your poor, your huddled masses yearning to breath free, the wretched refuse to your teaming shore.

"Send these the homeless, tempest-tost to me, I lift my lamp beside the golden door."

Our society is degenerating. Much of this has been caused by too much government interference, groups that discourage morals and family life, schools that teach everything but reading, writing, and arithmetic, and, finally, ourselves for allowing this to happen. I reiterate that Thomas Jefferson believed in laissez-faire, that too much government interference was wrong. We must make free decisions in a free democracy. Let the children make decisions. As they become older and more in control of their minds, they may want additional education. We must remember one becomes truly educated when one becomes a better person, not by the amount of education or educational credits one possesses.

I ask that you oppose this bill. I understand you're also for it.

I'd like to go through my-- I have a masters in science from Johns Hopkins University in Baltimore in adult and continuing education. I also have a B.S. in education from Louisiana State University. I've had various experience out



there in the world as far as teaching, volunteering, preschool programs, Get Set. In fact, 12 or 15 years ago, they had Get Set programs for kindergarten that helped prepare to get kids a head start on school. And I've also worked in the business world for New Jersey Bell. I worked in college cafeterias, cleaning pots and pans. I've worked with black people. I've worked with poor people. And I've worked with wealthy people. I've worked for Sun Life Insurance Company of America, in-between teaching jobs because of my husband's career moving flexibility. And I strongly believe in what I've said today.

ASSEMBLYMAN PALAIA: Thank you very much. I don't agree, of course, with some of the things you said, and I agree with a lot of things you said.

You know, you mentioned the fact that the mothers should find the basics and teach them the basics, but what if the parents aren't teaching the basics to the children? Do we abandon our roles as a society and say, "That's okay. You just keep teaching what you feel is right." And then, when we get them in school, we have to spend four, five, and six years trying to develop some kind of understanding and learning that these students have to have? And that's all we're trying to do here is help those who possibly need the help, who recognize that they are not giving their children the best possible motives early on in life. That's what we're trying to do with the bills.

MS. BIANCO: What should they be given, the parents? What basics do you believe the parents should be doing out there?

ASSEMBLYMAN PALAIA: I think the parents should be teaching them the family life concept. I like what you said there. I totally agree with you there. I think there are other avenues that they can be doing with their children, possibly maybe as you did with yours, or I did with mine, where -- you know -- you take rides in the country, you take a look

at signs, you teach them little things that are going on. Some of these children never get an opportunity to do those kinds of things. We want to tell the parents: "There are little things that you can be doing as a parent that doesn't cost one nickel, doesn't cost one penny -- that you can be doing as a parent to help this child to develop to their full potential.

You said something about they all don't have to go to college and all that. I totally agree with you. Our society is made up of all kinds of people, and we need each and every person.

MS. BIANCO: That's right.

ASSEMBLYMAN PALAIA: I know when I go to that gas station, that mechanic better know how to fix my car or I've got troubles.

MS. BIANCO: That's right.

ASSEMBLYMAN PALAIA: Or the plumber, or what have you. And I fully recognize we don't want everybody to go to college. We only want them to meet their full potential, and that's what we're trying to do here, is to get a better handle on them early enough, Joanne.

MS. BIANCO: I'd like to give an example of when I taught in Baltimore City. Let's take the poor neighborhoods. Let's take the black children. You know, a lot of people sometimes believe that especially the black children are being neglected in the inner-city, or the poor white children from the inner-city are being neglected. Well, when a black child is four and five years old, they can go to a bus stop and they can get on a bus and they can go down to the inner harbor, because they have gone with their mothers on the buses at a very young age. They are-- They can handle watching their brother and sister because they have been given this responsibility, maybe because of the pressures -- outside pressures -- the parents must face. But, they have a lot.

I think there's a lot of things out there that a lot

of people don't know about because they haven't been in a situation to hear the every day talk of what's going on out there in the city.

Now, my child -- who is five, going on six -- could not walk to a bus stop and get on a bus. She'd be terrified because I've made her so overcautious about strangers and doing things like that. But, that's a different skill. That doesn't mean my child is less capable than the five-year-old city child. They just have different skills because they live in different environments. And we're all a product of our own environments. We can't all have the same-- We can't all be uniform. There's such a tendency to make us all follow the same straight pattern, to do the same exact things, and we're-- You know, we're taking away all the variety in life. We don't all have to be the same. We don't all have to think the same.

I can stand here and get along with you and feel entirely different from the way you feel; that doesn't mean I have to dislike a person because they feel different than I do, or they act differently, or have different beliefs.

ASSEMBLYMAN PALAIA: I agree with you. Okay, I've got a lot of speakers here. Thank you, Ms. Bianco for coming in.

Our next speaker is Betty Kraemer, Vice President of NJEA. Betty, how are you doing?

B E T T Y   K R A E M E R: Just fine.

ASSEMBLYMAN PALAIA: Good. Thank you, Ms. Bianco.

MS. KRAEMER: Thank you, Mr. Chairman, for giving me the opportunity to speak on early childhood; it's one of my favorite topics.

My name is Betty Kraemer, and I'm the Vice President of the New Jersey Education Association. On behalf of the 120,000 members that we represent, I'd like to say enthusiastically that we support all three bills -- A-430

A-2320, and A-2323. These bills not only address the establishment of preschool education programs in school districts, but they also speak about informing the parents and having the parents be an integral part of the whole scheme of preschool and, as you said yourself this morning, how very important that was.

The issue of childhood -- early childhood -- education is in the forefront because we have so many women working in America today, and I don't think it's because the legislators forced them into it. I think it's because of the economy and the way things are. There's some nine million working mothers in this country, and many, many -- certainly -- from New Jersey.

That leaves nine million children in this nation under the age of six, that are in the care of either a baby-sitter, some kind of a day care center, or in a preschool program of some kind. Now it would be nice to say all of these children should be home being raised by their mothers, but that's an impossibility and it isn't going to happen, and we're not going to return to the days of the 40s. The economy is telling us that.

We certainly endorse the concept of an all-day kindergarten, as stated by the State Department, but we don't feel that that goes strong enough in reaching out to the younger children. It's very important that we identify the kids at an early age.

Now, let me just talk to you. You mentioned the preschool handicapped program. I have a grandson who has a severe hearing and speech problem and went into early intervention, and from there went into the preschool handicapped program. And I'm pleased to tell you that that child will start, in September, kindergarten -- full time -- and he will not be a classified student. If that hadn't been, he would have gone all through school as classified and all kinds of problems would have developed, but we--

ASSEMBLYMAN PALAIA: And, Betty, how long would it have taken us to recognize that the individual was not a slow learner in any way, that he had some handicap? We would maybe not have caught up to that until maybe they were eight or nine years old, and then we have said, "Wait a minute. I think we've got a hearing problem here."

MS. KRAEMER: Right.

ASSEMBLYMAN PALAIA: But, by recognizing it early-- And those are the kinds of things that we are looking for in the bill.

MS. KRAEMER: And those kinds of handicaps also, in children, develop emotional problems besides. And if you can reach those kids at an early age, some kind of a -- and give them some kind of help, it really makes a big difference. So now, we need to reach out to the kids that are not getting the same kinds of experiences, and they don't have to be necessarily handicapped -- physically handicapped -- but children who have an emotional handicap, or have a home life handicap, and I think that's what we have to sometimes call it; they are disadvantaged, and they are not getting the same experiences.

We're not asking for these children -- and I know the bills aren't asking for these children to come into school and go through academics. I mean, that's totally ludicrous to think that reading, writing, and arithmetic are going to be taught to three- four- and five-year-olds. We're talking about the children who need experiences, going out and watching the ants of the yard of the schools -- an experience that a mother who is working does not have the time to give that child. Walking around the garden and taking time to smell the flowers is what we're talking about for preschool, and not the academics.

ASSEMBLYMAN PALAIA: I'm agreeing with you, Betty, because that's exactly what we're talking about. I'm not

talking about basic academics here. We're talking about a readiness type of program, to have the children who can't have that experience relish it.

MS. KRAEMER: And I think that's why we're so, you know, pleased with the concepts in the bill. We can't ignore all the data. And John Doyle pointed out some of the studies that were going on.

There was one that was done in a small town in Michigan, and it's called the "Changed Lives: The effect of the Perry Preschool Program on Youth Through 19," and they did a long-term study from the 1960s to the present of 123 black students from poor families, and they recently published the results. And what they're saying at the end of this study was that the children that went into preschool education classes -- all right? -- fewer, certainly, went into special education programs, more of them graduated from high school, many of them attended college or post secondary vocational programs rather than dropping out of school. And, two-thirds of them attended preschool, graduate programs after high school.

We also found that in this same study group there were less arrests, less teen-age pregnancy, and the employment rate was much greater. So, we have to pay attention to these kinds of studies because they are real. Nobody is looking to wrench three-year-olds away from their mother. And it's a voluntary program, from what I understand. Certainly, if the mother is home and can be home full time, I encourage her to provide that for the child. Those people that can't do that -- I think that the school has to serve a necessary component.

Considering the impact of the newly established high school proficiency test, and what that might have on that student population, the latter point is a significant factor in strengthening the New Jersey argument for solid early childhood education programs. And the research on this topic of preschool is endless, and it just goes on, and on, and on.

On May 17th -- this past May -- 1986, the Delegate Assembly, which is the policy-making body of the NJEA, acted on recommendations which we feel are very, very critical to successful early childhood programs, and many of these features are present in the three bills. NJEA supports having permissive early childhood education, permission both for the parents and the school district. Both A-430 and A-2323 satisfies those requirements.

We believe that school districts are able to identify the need for early childhood programs, and if the funds -- if the State makes the funds available for these kinds of programs, we believe that the districts will take advantage and make them available to their communities.

So on that note, let me talk a little bit about the phase-in part of the program, which is seen in A-2323. That is a well-thought-out piece of legislation.

ASSEMBLYMAN PALAIA: Thank you.

MS. KRAEMER: Because it does call for the pilot project, the pilot program. NJEA has maintained that any kind of an educational program should be carefully looked at and thought about. And, relative to early childhood program, it should be phased in. We say that for a couple of reasons:

It would afford the administrators in the districts, the supervisors of curriculum and the coordinators -- it would afford them the responsibility and the opportunity to develop a much broader understanding of what early childhood is all about and the value of it to the community.

Teachers also would be provided with an orientation period of time, so that they understand the value and the early identification of children in the districts.

In addressing the actual curriculum for the program, it is absolutely critical that that curriculum be as flexible as possible to meet the needs of the children, getting away from academics and the people that are thinking along the lines

of academics. I think we have a great deal of educating our own adult population when we talk about what's going to be the curricula for a preschool program.

Back in September of '82 the Commissioner of Education's Advisory Committee and Child Development in Early Childhood submitted a report that had eight recommendations, and we attached the recommendations to-- Did you pass these out? (affirmative response) I'd like you to look at 4B under the recommendation, as it relates to class size. As you can see, the recommendation focuses on a maximum class size of 20 pupils, and NJEA believes that the legislation should require that early childhood education not exceed more than 10 students, and we hold that the greatest benefit to pupils will be realized at 10 or less. It's very difficult to work with 20 in a preschool education class.

Both 430 and 2320 emphasize parental involvement in both establishing and implementing those programs. In fact 430 -- A-430 -- goes beyond parental involvement; it provides an addition to the local parental advisory council, that the Commissioner appoint an advisory council, and that process allows for open lines of communication as the program develops, as well as for input from all affected parties.

And, finally, we can't ignore the funding mechanism for the preschool program. NJEA applauds the Legislature for including these programs in the equalization aid, and sometimes we like to think that creative programs go awry when they're not properly funded. So, it is important that we provide the funding. But, let me share one concern with you -- and it was mentioned earlier -- as it relates to funding. Preschool programs certainly will make a greater demand on a district and a district's facilities.

Already, the districts are facing having to comply with eliminating substandard facilities. When you put in an early program for younger children, you're dealing with little ones



and little ones require changes in the facilities. It means changes in the drinking fountains and the bathroom facilities, and that's absolutely correct -- the playground areas. Things have to be scaled down to meet those requirements, so I think we have to take a look at that.

So, we would ask that you actively work for supporting some pending legislation now in the Legislature relative to improving the school facilities, and perhaps scaling them down and helping out with that.

In conclusion, we applaud both John Doyle and you, Mr. Palaia, for your sensitivities in the emerging critical issues of preschool. We feel it's very important. The program may be painstakingly costly in the beginning, but I think as you yourself pointed out, down over the years we will reap the benefits as less children go into our classified program and put a strain on our budgets. And I think the end result is to have these children become productive members of society. I think that is the goal of educators and the goal of the legislators as well. And as long as they can become active producers in society, what role they choose to have is their choosing. Thank you very much for allowing me to have my input.

ASSEMBLYMAN PALAIA: Thank you, Betty, we appreciate it.

In place of Ciro Scalera, we have an individual who will be-- Yes? Will you come forward, please, and identify yourselves?

C E C I L I A F A L K I N D: Good morning. My name is Cecilia Falkind, and this is Richmond Rabinowitz. We represent the Association for Children of New Jersey, and we would like to thank you, Assemblyman, and this Committee for the opportunity to testify before you this morning.

The Association for Children, ACNJ, is a statewide child advocacy group. We're a nonprofit membership-based organization. We have members throughout the State. We do not

receive any public funds, nor do we provide services. But we act as an advocacy group on behalf of many children's issues, and the issue, really, of early childhood education has been one that we've been interested in, both in the context of education and child care. And I thank you for the opportunity to speak to you a bit about this morning.

We've taken the opportunity to review the bills that are on the agenda for this hearing today, and there are aspects of the bills that we support, and there are some questions that we have also.

Basically, we support the intent of the bills, and applaud you and Assemblyman Doyle for their sponsorship. We feel that this is an important issue that merits attention in the State. However, because it involves more than education -- it involves child care, it involves early childhood education and child development, as was expressed in your bill too -- we feel there needs to be some coordinated effort at comprehensive state policy.

I was pleased to hear this morning that you've going to devote some time this summer and come up with a comprehensive bill. This is an issue that we wanted to talk to you about this morning.

Because early childhood education involves various fields beyond education, our first recommendation would be to coordinate education, child care, early development, and people who've been involved in programs that work, like Head Start, in coming up with some coordinated, comprehensive State policy.

Second, and our strongest recommendation which I would like to focus on with you this morning, is to target the resources that are being made available for the legislation to the children that need it the most.

ACNJ has a strong history in looking at the basic needs of children and children in poverty, and we have concern about the tens of thousands of children who are living in

poverty -- primarily in the urban areas -- who are not presently benefiting from early childhood education, and we believe strongly that the resources should be targeted to those children first.

Thus, my comment today is to express our strong support for the expansion of Head Start, or similar programs to Head Start. You've heard other people testify before you this morning and talk about the Head Start program. It's been a proven success. It's an unusual model. It encompasses some of the things that you have mentioned. It involves education. It involves child care. It has a strong emphasis of parental involvement -- that's a strong component of the Head Start model. It has an emphasis on early childhood development, and it also takes into account factors such as nutrition and health services. It exposes children who are living in poverty to services that they would not be receiving in any other way. We feel very strongly and positively about Head Start. It's a model that involves community, the education field, the child care field, parents, and it's a model that's been proven to work.

Other speakers before you this morning have mentioned the High Scope survey in Michigan. That was a 20-year longitudinal study of children who participated in Head Start, comparing Head Start and non-Head Start children, and it documents, very strongly, the benefits of Head Start.

There are savings in terms of a lower dropout rate, a lower adolescent pregnancy rate, a lower involvement in crime, a lower unemployment rate, and financially -- as has been stated before -- the High Scope survey indicates that for every \$1000 invested in Head Start, \$4100 is returned to society. Those are very impressive figures, but the significant lifelong benefits to the child himself cannot be measured just in terms of dollars, and we believe strongly that the effective Head Start programs give our disadvantaged

children a chance to break the cycle of poverty.

Our concern before you this morning is that all children who are eligible for Head Start are not presently being served. Both our Association and the Governor's Committee on Children's Services Planning documented that there are about 45 thousand children in the State who are eligible for Head Start, based on income -- they live below the poverty level -- and on age. However, New Jersey only receives Federal funding to maintain 9000 children in the program. So, there are 36,000 children who are living below the poverty level who would be eligible for Head Start and are unable to participate because of lack of money. Our first concern is to target this population.

We believe that early childhood should focus on the children who need it the most, and that a program in this State should look to expand a program like Head Start, to help out those 36,000 children who are not receiving the services, or whose school districts may not be in a position to apply -- or to establish effective systems within the school system to meet this need.

Secondly, I would just like to say again that we are interested in a comprehensive look at the issues that involve education and child care, as well as programs such as the Head Start model. We are very interested in the promotion of quality early childhood programs throughout the State, and feel that each of these factors would have some significant impact on the policy of the State.

In conclusion, I would again just like to stress that we are most interested in targeting the resources in the State with the areas of greatest need, and wanted to stress the eligibility for children in Head Start who are not presently being served.

I would be glad to answer any questions the Committee might have.

ASSEMBLYMAN PALAIA: I want to congratulate your

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organization, your Association, for the work you do. Obviously, being in education, I know what that great feeling is when you are helping children and you see them develop, and the rewards you get -- and your Association does that. Thank you for taking the time to be here today.

Of course, you've hit on a point that we have discussed, about Head Start and about the lack of getting to all of those children. We just haven't been able to financially, and it's one of our problems. And when you say "targeted for a certain area," we were-- Both Assemblyman Doyle and I are thinking along those lines, because they are the ones who are the most neglected and who need it the most, and that's what we're aiming for and hopefully that's the way the bill will come out.

MS. ZALKIND: Okay. I'd like to also commend you because I think this Legislature has been very committed to children's issues, and part of the success of our efforts has been seeing some of the legislation that we have supported being enacted, and seeing some of the policies that we have promoted be undertaken. We would be very glad to participate in any -- or offer any assistance that we can in the development of policy in this area.

ASSEMBLYMAN PALAIA: I think that we could be calling on a lot of you. Ms. Bianco made some excellent points, I felt -- as you did, and others -- and I think this is what public hearings are all about. That's why I didn't want to rush anybody. I wanted you to, you know, have your full say so we can develop the proper legislation -- and that's not easy, believe me. There's a lot of work that goes into this. A lot of people think you just write it. It's not that way at all. We'll be working diligently to try to put this together. But, thank both of you for coming.

MS. ZALKIND: Thank you.

ASSEMBLYMAN PALAIA: This concludes those who have

asked to speak. If anybody else wishes, I will not shut anyone off. If not, then I'd just like to say in conclusion that I want to thank all those who made statements today. You know, if I had my absolute best scenario of what we wanted to do, I would take what Ms. Bianco said, and that is leave that child at home; let him get development as the parent sees fit. And I couldn't agree with her more, that that is really the best scenario I could ever think of. I think that's our way of life. But if those needs aren't being met, then sometimes we have to help out as much as we can.

We're not intruding on the family life concept, because I believe very firmly that the best way is to let the family do it if they have the wherewithal, the means, and the ability to do it. And believe me when I tell you, the finest scenario -- that would be it. But if it's not that way, then I think we have to take the steps for society to try to help -- and not impose, but to help -- as much as we can. I don't feel, and in talking to John Paul Doyle he feels the same way-- We do not want this program to be a dumping ground for parents to just walk in here, leave their children, turn around, walk away from the scene -- we're right back where we started from. That is not what we're looking for. If you're going to have your child in any of these programs as a parent, then, by God, you'd better participate in what we are doing because that is the key to the whole thing. But to just leave a child and walk away does not prove anything to us. It does not meet the needs of what these bills are trying to do.

Again, I want to thank everyone for coming. We will keep you informed about what is happening. Dave Rosen, our Committee aide, or Jim Harkness from the Majority Office, or Paul Muller from the Minority Office will be more than happy to fill you in. Thank you, ladies and gentlemen.



## Appendix





TESTIMONY  
OF  
JOHN PAUL DOYLE  
ON  
ASSEMBLY BILL 430

ASSEMBLY EDUCATION COMMITTEE  
JUNE 20, 1986

THANK YOU FOR INVITING ME TO TESTIFY TODAY ON THIS VITALLY IMPORTANT ISSUE OF EARLY-CHILDHOOD EDUCATION. I AM CONVINCED THAT QUALITY EARLY CHILDHOOD EDUCATION PROGRAMS PRESENT US WITH THE OPPORTUNITY TO ENHANCE THE LIVES OF THOUSANDS OF NEW JERSEY CHILDREN.

I WAS INTRODUCED BY BILL, A-430, WHEN I BECAME AWARE OF THE INCREASING BODY OF RESEARCH WHICH SUBSTANTIATES THE PRODUCTIVE EFFECTS OF QUALITY EARLY CHILDHOOD EDUCATION.

THIS RESEARCH CLEARLY SHOWS THAT QUALITY EDUCATION EARLY IN LIFE RESULTS IN LONG-TERM BENEFITS TO THE INDIVIDUAL, THE FAMILY, AND THE COMMUNITY.

RECENTLY, SEVERAL LONG TERM STUDIES WERE CONDUCTED TO DETERMINE THE EFFECTS OF QUALITY PRESCHOOL PROGRAMS FOR CHILDREN. I SHOULD LIKE TO TOUCH BRIEFLY UPON THE FINDINGS OF THE STUDIES I HAVE REVIEWED.

THE HIGH/SCOPE FOUNDATION STUDY OF THE PERRY PRESCHOOL PROJECT COLLECTED INFORMATION ON A SAMPLE OF 123 LOW-INCOME CHILDREN AGES THREE AND FOUR WHO ATTENDED THE PERRY PRESCHOOL PROJECT FROM 1962 TO 1966.

AT THE EIGHTH GRADE LEVEL, IT FOUND THAT THE PRESCHOOL GROUP SCORED A FULL GRADE HIGHER IN READING, MATH AND LANGUAGE ACHIEVEMENT THAN A CAREFULLY MATCHED GROUP OF CHILDREN WHO HAD NOT ATTENDED THE PRESCHOOL PROGRAM.

AT THE HIGH SCHOOL LEVEL, THE STUDY SHOWED THAT BY THE TIME THESE CHILDREN GRADUATED, THEY WERE:

- \* LESS LIKELY TO NEED SPECIAL EDUCATION THAN THE GROUP NOT ATTENDING PRESCHOOL.
- \* LESS LIKELY TO SHOW SIGNS OF ANTISOCIAL OR DELINQUENT BEHAVIOR.
- \* MORE LIKELY TO FIND AND HOLD JOBS.
- \* MORE LIKELY TO ATTEND COLLEGE
- \* LESS LIKELY TO BE ON WELFARE.
- \* LESS LIKELY TO BE ARRESTED.

IN 1981, MARTIN AND CYNTHIA DEUTSCH WORKED IN CONJUNCTION WITH THE INSTITUTE FOR DEVELOPMENTAL STUDIES AT NEW YORK UNIVERSITY. THEY MONITORED A PRESCHOOL PROGRAM THAT HAD BEEN IN OPERATION IN NEW YORK CITY FOR MORE THAN 15 YEARS. THE SUBJECTS ARE NOW ENTERING THEIR 20s. THE PROGRAM LED TO HIGHER EDUCATIONAL ACHIEVEMENT AND ENHANCED THE ABILITY OF THE YOUNG PEOPLE TO COPE WITH LIFE. BESIDES HAVING BETTER VOCABULARY SKILLS, THE YOUNG ADULTS HAVE A BETTER SELF-IMAGE AND A GREATER SENSE OF CONTROL OVER THEIR LIVES THAN PEERS WHO WERE NOT IN THE PROGRAM.

IRVING LAZAR, CHAIRMAN OF THE DEPARTMENT OF HUMAN STUDIES, CORNELL UNIVERSITY, SECURED FOLLOW-UP DATA ON 14 EARLY EDUCATION PROGRAMS FROM THE LATE 1950s TO EARLY 1960s. HE WAS ABLE TO CONTACT THREE-FOURTHS OF THE ORIGINAL PARTICIPANTS, FROM BOTH EXPERIMENTAL AND CONTROL GROUPS.

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THE FOLLOW-UP DATA SHOWED THAT THE CHILDREN IN PRESCHOOL PROGRAMS WERE:

- \* MORE SUCCESSFUL IN SCHOOL
- \* FAR LESS LIKELY TO BE ASSIGNED TO SPECIAL EDUCATION CLASSES.
- \* LESS LIKELY TO BE RETAINED IN ONE OR MORE GRADES.
- \* LESS LIKELY TO DROP OUT OF SCHOOL BEFORE GRADUATION FROM HIGH SCHOOL.
- \* MORE LIKELY TO RETURN TO SCHOOL AND GRADUATE IF BECOMING PREGNANT DURING HIGH SCHOOL.

ON GRADUATION FROM HIGH SCHOOL THE CHILDREN:

- \* WERE MORE LIKELY TO GIVE ACHIEVEMENT-RELATED REASONS FOR BEING PROUD OF THEMSELVES.
- \* CHOOSE JOBS AND PROFESSIONS WHICH ENHANCED THEIR CHANCES FOR SUCCESS.

IN STUDYING THE CHARACTERISTICS OF SUCCESSFUL PRESCHOOL PROGRAMS, LAZAR FOUND:

- \* ALL QUALITY CURRICULUM MODELS WORKED. NO ONE CURRICULUM WAS CLEARLY BETTER THAN OTHERS.
- \* IN-SERVICE TRAINING OF TEACHERS WAS POSITIVELY RELATED TO SUCCESSFUL RESULTS FOR CHILDREN.
- \* PROFESSIONALS, PARAPROFESSIONALS AND PARENTS SERVING AS TEACHERS OF THEIR OWN CHILDREN -- ALL DID WELL.
- \* THE EARLIER THE INTERVENTION THE BETTER.
- \* THE BETTER ADULT-CHILD RATIO THE BETTER THE OUTCOME.

- \* THE SITE (LOCATION OF PROGRAM) DID NOT MAKE A DIFFERENCE.
- \* PARENTS PARTICIPATION IN THE PROGRAM DID MAKE A DIFFERENCE IN THE LONG-RANGE OUTCOMES.

AN ANALYSIS OF THESE PROGRAMS SHOWS THAT CERTAIN COMPONENTS WERE PRESENT AND ARE AN INTEGRAL PART OF A SUCCESSFUL PRESCHOOL PROGRAM.

THESE COMPONENTS INCLUDE:

- \* ALL THE PROGRAMS STUDIES WERE QUALITY PROGRAMS: THAT IS, THEY WERE PLANNED AND ADMINISTERED BY PROFESSIONALS WHO HAD THE KNOWLEDGE AND SKILLS WHICH THEY WERE ABLE TO COMMUNICATE TO THE ADULTS WHO WORKED WITH THE CHILDREN.
- \* ALL OF THE PROGRAMS CONTAINED LEARNING COMPONENTS SUITABLE FOR YOUNG CHILDREN'S ACTIVE LEARNING STYLE. THEY WERE NOT, AND I REPEAT, THEY WERE NOT SCALED-DOWN MODELS FROM ELEMENTARY SCHOOL CURRICULUM.
- \* PROFESSIONALS, PARAPROFESSIONALS AND PARENTS WERE ALL VALUABLE RESOURCES FOR EARLY EDUCATION EFFORTS.
- \* IN-SERVICE TRAINING OF TEACHERS AND PARAPROFESSIONALS AND PARENTS WAS VITAL TO EFFECTIVENESS.
- \* QUALITY EARLY EDUCATION FOR YOUNG CHILDREN CAN BE PROVIDED IN PUBLIC SCHOOLS AND PRIVATE SCHOOLS, HEAD START CENTERS, HOME-BASED PROGRAMS AND IN CHILD CARE FACILITIES.

- \* PARENT INVOLVEMENT AND INTEREST IN A PROGRAM MAY WELL BE THE CRITICAL DETERMINANT OF LONG-RANGE SUCCESS. PARENTS ARE THE MOST IMPORTANT PERSONS IN THE LIVES OF YOUNG CHILDREN. WHEN SCHOOL AND HOME AGREE ON GOALS AND VALUES, CHILDREN HAVE THE NECESSARY SUPPORT FOR THEIR LEARNING EFFORTS.

THIS DATA DOES NOT MEAN THAT YOUNG CHILDREN NEED TO BE IN FORMAL GROUP PROGRAMS TO REAP THE BENEFITS OF EARLY EDUCATION. SOME OF THE CHILDREN IN THIS FOLLOW-UP STUDY PARTICIPATED IN AT-HOME PROJECTS. THESE PROJECTS INVOLVED PARENTS AS "TEACHERS" WITH SUPPORT FROM A HOME VISITOR/EDUCATOR.

I SHOULD ALSO LIKE TO POINT OUT THAT THE IMPORTANCE OF A COMPREHENSIVE EARLY CHILDHOOD PROGRAM HAS BEEN HIGHLIGHTED BY THE GOVERNOR'S COMMITTEE ON CHILD PLANNING SERVICES. THE COMMITTEE RECOMMENDED THE ESTABLISHMENT OF A STATE COMPREHENSIVE EARLY CHILDHOOD DEVELOPMENT PROGRAM.

YOU WILL NOTICE THAT I HAVE CONSISTENTLY USED THE ADJECTIVE "QUALITY" TO DESCRIBE PRESCHOOL PROGRAMS, I HAVE REPEATED THE NEED FOR TRAINED PERSONNEL AND HAVE MAINTAINED THAT PARENTAL INVOLVEMENT IS PARAMOUNT.

QUALITY PROGRAMS DESIGNED, SUPERVISED AND TAUGHT BY TRAINED PROFESSIONALS WITH EXTENSIVE PARENTAL INVOLVEMENT ARE THE KEY ELEMENTS TO SUCCESS. MY BILL, A-430, INCORPORATES THESE ELEMENTS.

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THE BILL DIRECTS THE DEPARTMENT OF EDUCATION TO DEVELOP MODEL PREKINDERGARTEN AND KINDERGARTEN PROGRAMS WHICH EMPHASIZE PARENTAL INVOLVEMENT AND TO MAKE THESE MODELS AVAILABLE TO SCHOOL DISTRICTS AND DAY CARE CENTERS.

THE DEPARTMENT WILL ALSO PROVIDE IN-SERVICE TRAINING FOR TEACHERS IN LICENSED DAY CARE CENTERS.

FOR CHILDREN YOUNGER THAN SCHOOL AGE, THE BILL REQUIRES THE DEPARTMENT TO DEVELOP MODEL PROGRAMS WHICH WILL INCLUDE INFORMATION TO EDUCATE PARENTS ABOUT CHILD DEVELOPMENT, ASSISTANCE TO ENHANCE THE SKILLS OF PARENTS IN PROVIDING FOR THEIR CHILDREN'S LEARNING AND DEVELOPMENT, LEARNING EXPERIENCES FOR CHILDREN AND PARENTS, AND OTHER ELEMENTS. THE DEPARTMENT MAY AWARD UP TO 20 GRANTS PER YEAR TO SCHOOL BOARDS, PUBLIC AGENCIES AND NONPROFIT ORGANIZATIONS TO ASSIST THEM IN PROVIDING THESE PROGRAMS.

THE BILL ALSO REQUIRES THE ESTABLISHMENT OF ADVISORY COUNCILS ON EARLY CHILDHOOD EDUCATION AT THE STATE LEVEL AND WITHIN EACH PARTICIPATING SCHOOL DISTRICTS.

WITHIN THREE YEARS OF THE EFFECTIVE DATE OF THE ACT, THE COMMISSIONER WILL ADVISE THE GOVERNOR AND LEGISLATURE ON THE EFFECTIVENESS OF THESE PROGRAMS AND MAKE A RECOMMENDATION AS TO THEIR EXPANSION.



THE FISCAL NOTE ON THE BILL ESTIMATES THE TOTAL COST TO BE ONLY \$16 MILLION: THE COST TO DISTRICTS WILL BE \$10 MILLION WITH THE STATE PAYING THE REMAINDER. THIS MODEST COST SHOULD NOT BE SURPRISING. CURRENTLY, DISTRICTS MAY PROVIDE PROGRAMS FOR 4 YEAR OLDS AND, BECAUSE IT IS PERMISSIVE, A LARGE MAJORITY OF DISTRICTS DO NOT PROVIDE THEM. TO EXTEND THIS AND ALLOW DISTRICTS TO PROVIDE PROGRAMS FOR 3 YEAR OLDS WILL NOT RESULT IN MANY NEW PROGRAMS. AND THE AT-HOME PILOT PROGRAM FOR CHILDREN FROM BIRTH TO 3 YEARS OF AGE WILL NOT BE EXPENSIVE.

HOWEVER, OVER THE YEARS, AS DISTRICTS BEGIN TO RECOGNIZE THE VALUE OF PRESCHOOL EDUCATION THEY WILL BEGIN THESE PROGRAMS.

THE RESEARCH STUDIES I CITED ABOVE FOUND THAT QUALITY EARLY CHILDHOOD PROGRAMS PREVENT OR REDUCE REHABILITATION AND WELFARE COSTS. SUCH PROGRAMS ALSO PROVIDE STABLE AND PRODUCTIVE CITIZENS WHO, IN TURN, MAKE POSITIVE CONTRIBUTIONS TO SOCIETY AND GENERATE REVENUE THROUGH TAXABLE INCOME.

THUS, EARLY EDUCATION PROGRAMS MAY, OVER TIME, PAY FOR THEMSELVES BY:

- \* REDUCING THE NEED FOR EXPENSIVE EDUCATIONAL AND SOCIAL SERVICES, AND
- \* INCREASE ECONOMIC PRODUCTIVITY.

IN FACT, ONE OF THE STUDIES SUGGEST THAT FOR EVERY \$1,000 INVESTED IN PRESCHOOL PROGRAM, AT LEAST \$4,000 HAS BEEN OR WILL BE RETURNED TO SOCIETY -- BETTER THAN THE AVERAGE RATE OF RETURN IN THE BUSINESS SECTOR OF THE U.S. ECONOMY.

BUT, MR. CHAIRMAN, THE BEST RETURN ON OUR INVESTMENT IS THE ENHANCED QUALITY OF LIFE FOR TENS OF THOUSANDS OF OUR BOYS AND GIRLS.

I HAVE BEEN A MEMBER OF THE GENERAL ASSEMBLY SINCE 1974. IN THOSE YEARS, I HAVE WITNESSED THE CONSTANT CRY FOR QUALITY PRESCHOOL PROGRAMMING. THE SUBJECT HAS BEEN DEBATED AND THEN DEBATED ONCE AGAIN. IT HAS BEEN STUDIED AND STUDIED AGAIN. THE STUDIES CONTINUE TO PROVE THAT QUALITY PRESCHOOL EDUCATION BENEFITS EVERYONE -- CHILD, FAMILY, COMMUNITY, TAXPAYER.

NOW IS THE TIME TO ACT!



TESTIMONY OF  
THE NEW JERSEY EDUCATION ASSOCIATION  
BEFORE THE  
ASSEMBLY EDUCATION COMMITTEE  
JUNE 20, 1986  
PRESENTED BY  
BETTY KRAEMER, VICE PRESIDENT

Thank you Mister Chairman for this opportunity to speak on a critical issue such as early childhood education.

My name is Betty Kraemer, and I am the Vice President of the New Jersey Education Association. On behalf of the 120,000 members in which I represent, let me say that we enthusiastically support those concepts embodied in the three bills before you today - A-430, A-2320, and A-2323.

These bills not only address the establishment of preschool educational programs in school districts but also speak to the informing of parents so that they can become an integral part of the young learner's early educational experience.

The issue of early childhood education is in the forefront because of the increased number of working mothers. The U.S. Department of Labor's March, 1984 Report tells us that more than eight million women are in today's workforce. That leaves more than nine million children under six years old who are being cared for by babysitters, day care centers, or preschool programs.

At one time, Title XX of the Social Security Act made it possible for many working parents to gain access to adequate child care. Yet, these funds have now been cut by the Washington Administration; thereby making it more and more difficult to service children.

We cannot ignore the real data accounting for preschool children in today's society.

In light of the vast numbers of potential public school children, it is to our advantage, both economically and

educationally, to channel as many of these children as possible into early education childhood programs.. Studies have shown that most children exposed to these programs fare better than their counterparts who have not attended.

Recently, the results of a long-term (1960's to present) study of 123 black children of poor families were published. The study, "Changed Lives: The Effects of the Perry Preschool Program on Youths Through Age 19" occurred in a small town in Michigan. It showed that: with preschool education, fewer students were placed in special education and more students graduated high school as well as attended college or postsecondary vocational programs. Two-thirds of those who had attended preschool graduated from high school, compared with half the group that had no preschool.

Nearly twice as many of the preschool group enrolled in post-secondary education as did in the non-preschool groups. Students who attended preschool also had a lower rate of arrests and a higher employment rate. The teenage pregnancy rate of women in the preschool group was half the rate of their peers.

Cost-benefit analysis of the preschool program showed the cost of \$4,800 for a year of preschool is returned at least seven times over.

A New York State Department of Education study also resulted in similar proof that children who attend preschool programs are more likely to progress normally in primary grades. An additional benefit could be substantial savings in special education and remediation.

Considering the devastating impact the newly-established High School Proficiency Test might have on our student population, the latter point is a significant factor in strengthening New Jersey's argument for solid early childhood education programs.

The research on this topic is endless. I could go on and on. In view of these realities, NJEA strongly believes that the basic concept these three bills are taking a dramatic step, toward addressing and alleviating of the problems in this society of A-430, A-2320, and A-2323 is properly channeled.

On May 17, 1986, our Delegate Assembly, the Association's policy-making body acted on recommendations which we feel are critical to successful early childhood education programs. Many of these features are present in the bills before us today.

NJEA supports having permissive early childhood education programs--permissive to both the school district and the parents. Both A-430 and A-2323 satisfies this requirement. We believe that school districts are able to identify the need for early childhood education programs. If funds are available to operate such programs, we believe local districts will make them available to their communities.

On that note, let me talk about the phase-in aspect of early childhood programs as called for in A-2323. This is an attractive piece of legislation because it does call for a pilot program. NJEA has maintained that any educational program relative to early education childhood program must be phased in. We say this for many reasons, including the following:

- o It would afford administrators and those who have supervisory/curriculum coordination responsibility opportunity to develop a broader understanding of early childhood education; and
- o Teachers will be provided an orientation as to the values of early childhood education in their districts

In addressing the actual curriculum for any of these programs, it is absolutely critical that the approach be flexible. A clearly-established tenet of an early childhood program is that the stress should be on areas other than academic achievement. The program must be individualized as much as possible.

Back in September, 1982 the Commissioner's Advisory Committee on Child Development and Early Childhood Education submitted its report and eight recommendations to Education Commissioner, Saul Cooperman. We have attached a copy of those recommendations and our response to them.

We would like to draw your attention to recommendation 4B, as it relates to class size. As you will notice, that recommendation focuses on a maximum class size of 20 pupils. NJEA believes that the legislation should require that early childhood education not exceed more than 10 pupils. We hold that the greatest benefit to pupils will be realized at 10 or less per class.

Both A-430 and A-2320 emphasize parental involvement in both establishment and implementation of early childhood programs. In fact, A-430 goes beyond parental involvement. It

provides in addition to the local parental advisory council that the Commissioner appoint an Advisory Council on Early Childhood Education. This process allows for open communications as the program develops as well as input from affected parties.

And, finally, we cannot ignore the funding mechanism of these preschool programs. NJEA applauds the Legislature for including these programs in the equalization aid formula. Sometimes, the creative ideas go awry due to grossly inadequate funding.

Let me share one concern with you, as it relates to funding. Preschool programs will make a greater demand on standard facilities. Already districts face difficulty in complying with eliminating existing substandard facilities.

As you know, programs dealing with "little people" require "little items". Adjustments in playground areas may have to be made. Bathroom facilities should be placed in each classroom. Water fountains may have to be lowered. Serious consideration must be given to the impact that this legislation could have on school facilities. We would ask that you actively work for and support pending legislation now in the Legislature relative to improving school facilities.

In conclusion, NJEA applauds the Assemblymen John Doyle and Joe Palaia for their sensitivities to the emerging issue. Admittedly, this program may be painstaking and costly initially, but, the long-term benefits will result in the more productive citizens in our society.

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Thank you, Chairman Palaia and members of the Assembly  
Education Committee for your attention.

Commissioner's Advisory Committee

In September 1982, the Commissioner's Advisory Committee on Child Development and Early Childhood Education submitted its report and recommendations to the Commissioner of Education, Saul Cooperman.

This was the result of 18 months work by this committee which was established by the previous commissioner, Fred Burke.

Its members represented a wide range of backgrounds and interests. While the report is quite lengthy, the recommendations are important. A synopsis follows:

Two fundamental overall recommendations were issued:

1. "School districts should be encouraged to make available to four-year-old children throughout the state an opportunity for entry into the public school system, irrespective of sex, race, ethnicity, or physical or emotional handicap;" and
2. "Existing and expanded programs for four- and five-year-olds should be consonant with contemporary knowledge of human development and learning, derived from experience and research."

From these general recommendations, the committee developed the following specific suggestions. (Some are followed by comments pertinent to NJEA.)

Recommendation 1: Teachers of pre-kindergarten and kindergarten units should have appropriate qualifications based on training.

The committee noted that teachers must be trained to work with these children and those who may be

reassigned from upper grades will require additional prior and in-service training experience. It felt the need for the State Department of Education to create a new, more comprehensive professional instructional certificate in early childhood education (pre-kindergarten through grade 2).

It notes that there are two teaching certificates that New Jersey allows for teaching young children:

1. Nursery certificate for nursery and kindergarten teaching (See Appendix B.)
2. Elementary certificate for K-8.

Therefore, kindergarten teachers may hold the nursery or elementary certificate, preschool teachers may hold only the nursery certificate, and primary grade (1,2,3) teachers should hold the elementary certificate.

Recommendation 1A: Teachers reassigned to early childhood classes from their previous instructional responsibilities should receive appropriate in-service training and supervisory follow-up through the necessary transition period.

The suggestion is made that the State Department of Education assist locals in development and implementation of this in-service.

Recommendation 1B: A corollary recommendation concerns the credentials of paraprofessionals working in pre-kindergarten settings. Their experience and training should be such as to ensure adequate classroom performance in a supportive instructional role, in contrast to custodial care.

It suggests that the State Department of Education aid locals in developing criteria for staff personnel and for designing and offering in-service training.

Recommendation 2: There should be continuity of educational experience from the pre-kindergarten through the primary grades. It is referred to as vertical integration of educational programming, a blending into the whole educational program of separate components such as subject matter and levels.

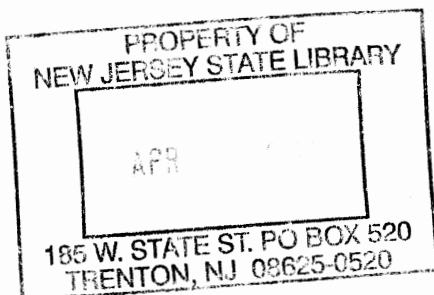
As an explanation, the committee states that "vertical integration requires accommodation among pre-kindergarten through primary grade levels, taking into account that the child learns best when subject matter is presented within the context of personal meaning which is not age-bound." This will require open, honest dialogue among pre-kindergarten, kindergarten and primary teachers in order to plan coordinated, integrated programs.

Recommendation 3: Many current early childhood programs should be reconceptualized and restructured to reflect our contemporary knowledge base and technology.

Teachers need opportunities to learn about new developments in psychology and education so as to incorporate these into their teaching. Staff development involving study groups composed of teachers of various grades and specialities should occur with aid from State Department of Education consultants.

Recommendation 4: So that young children may profit maximally from the innovative educational experiences described in these recommendations, class size should be no larger than 20 children. Local schools should be encouraged to extend daily sessions to the length of the school day for first-grade pupils.

Recommendation 4A: The school session can be extended to a full day for both pre-kindergarten and kindergarten children, with care taken to provide adequate time for rest periods and pacing of programs.



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Recommendation 4B: Pre-kindergarten class size should be kept to a maximum of 20 pupils. Class size of kindergarten should be moved toward a goal of 20 children.

While the maximum of 20 is seen as acceptable, it must be noted that research has proven that the maximum benefit for children occurs in classes no larger than 10.

Recommendation 4C: Each pre-kindergarten class should be staffed with a professional teacher and a paraprofessional assistant, who are trained to the standard described in Recommendation 1.

This means that the training includes prior and in-service training of teachers and paraprofessionals who possess the necessary credentials. The committee calls for the State Department of Education to gather and disseminate information about effective early childhood programs that fit the requirements of Recommendations 4, 4A - C.

Recommendation 5: Methods and techniques for the assessment of a young child's learning should be compatible with principles of development.

Due to the complexity and differentiation of learning in the early years, the committee desires help for teachers to be more responsive to individual differences, rather than measurable specifics.

It suggests that the State Department of Education should aid locals in developing assessments to guide the educational process, rather than measure accomplishments against a template of skills or knowledge.

It should also aid in providing information for program planning and the State Department of Education should shift its emphasis from norm-referenced achievement testing to alternative procedures that meet the objectives of individual differences.

Recommendation 6: There is an increased necessity for specialized and mainstreamed programs for specifically-targeted populations with special needs. Each type of program must be highly differentiated in relation to the particular needs of the target groups.

The committee wants the State Department of Education to sponsor selected pre-kindergarten programs in existing special schools to meet the needs of children that cannot be met in the regular school setting. Children with special needs should be integrated into typical programs whenever possible.

Recommendation 7: Regular programmatic efforts should be set in motion to achieve home-school involvement. Parental involvement should aim for active parent participation in developing programs, providing resources, and ensuring emotional and social support for children.

The committee requests that the State Department of Education should facilitate the development of home-school cooperation and provide the necessary consultative and resource materials to effect programs of parental participation.

Recommendation 8: Curriculum models should be determined by local school districts. Local districts should be consistent with the educational principles enunciated in the statement by the State Board of Education (see Appendix A).

The committee felt that any program adopted should be based on a sound rationale (where possible, research

based), and all consequences -- as reported in research -- should be carefully considered before a program is adopted. Additionally, formative evaluation should be undertaken to assure program quality over the years. The State Department of Education should provide guidance and consultative resources to help locals in selecting and evaluating appropriate models with existing research data as a basis for recommendation.

**CERTIFICATE:** Instructional

**ENDORSEMENT:** Teacher of Nursery School

**AUTHORIZATION:**

This endorsement authorizes the holder to teach in nursery schools and kindergartens in all public school districts.

**REQUIREMENTS:**

**I. A bachelor's degree from an accredited or approved institution**

**II. Successful completion of one of the following:**

- A. An approved program – a college curriculum approved by the New Jersey State Department of Education as the basis for issuing this endorsement. (See listing for New Jersey colleges and universities offering approved programs.)**

**OR**

**B. A program of college studies including:**

**1. General Education**

**a. 45 semester-hour credits including study in at least four of the following areas:**

English	Mathematics	Psychology
Fine and practical arts	Music	Science
Foreign language	Philosophy	Social Studies

**2. Specialization**

**a. 24 semester-hour credits in the following areas:**

- 1.) \*History, principles or philosophy of education
- 2.) \*Child development from birth to 12 years (child psychology, child development)
- 3.) \*Nursery school methods and curriculum (including: literature, story telling, music, art and science for children 2 to 5 years of age.)
- 4.) \*Child, family and community life
- 5.) Child health and nutrition

**3. Student Teaching**

**a. An approved student teaching program in addition to the specialization requirement**

**or**

**b. One of the following:**

- 1.) Three years of acceptable teaching experience in a recognized school, or
- 2.) A regular, valid out-of-state certificate and official evidence of one year of successful teaching experience, or
- 3.) College-supervised classroom teaching under a substandard certificate approved by the New Jersey State Department of Education

**4. Reading**

**a. 6 credits or 2 courses**

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(Cont.)

**5. Endorsement on another instructional certificate**

a. A teacher holding a regular New Jersey instructional certificate in another field, who presents six credits in specialized nursery school training including study in each of the areas starred (\*) below, will be eligible for a nursery school endorsement. This study may be in separate or integrated courses.

- 1.) \*Curriculum studies, including such areas as literature, story telling, art, and science for children approximately two to five years of age
- 2.) \*Methods of teaching in nursery school
- 3.) Child health and nutrition for children under five years of age
- 4.) Child growth and development from birth to six years

**APPROVED PROGRAMS:**

The following New Jersey colleges and universities offer approved teacher education programs for this endorsement:

Caldwell College: ND  
Centenary College for Women: ND  
College of St. Elizabeth: ND  
Fairleigh Dickinson University: U & ND  
Felician College: ND  
Georgian Court College: ND  
Glassboro State College: ND  
Jersey City State College: U & G & ND  
Kean College of New Jersey: U & G & ND  
Monmouth College: ND  
Montclair State College: U & ND  
Rider College: U & ND  
Rutgers - Camden College of Arts & Sciences: ND  
Rutgers College: U & ND  
Rutgers University - Douglass College: U  
Rutgers Graduate School of Education: ND  
Rutgers - Livingston College: U  
St. Peter's College: ND  
Seton Hall University: ND  
Trenton State College: U  
William Peterson College of New Jersey: U & ND

U - Undergraduate      G - Graduate      ND - Non-degree

\*required areas