

PIONEERING STATES

Innovative
Family Support
and
Education Programs

Connecticut
Kentucky
Maryland
Minnesota
Missouri

—Second Edition—



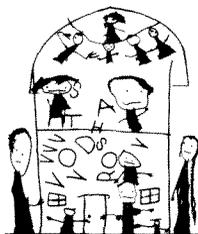
HARVARD FAMILY RESEARCH PROJECT
Harvard Graduate School of Education
Longfellow Hall, Appian Way
Cambridge, Massachusetts 02138

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Since 1983 the Harvard Family Research Project has been involved in an ongoing study of state-initiated family support and education programs. The cooperation of parents, program staff, state agency staff and legislators has been invaluable in documenting the formulation and implementation of these programs. The Harvard Family Research Project also gratefully acknowledges the support of the Ford Foundation, the Mott Foundation and the Carnegie Corporation of New York. The contents of this publication are solely the responsibility of the Harvard Family Research Project. The first edition was compiled by Heather B. Weiss, Bonnie Hausman and Patricia Seppanen; the second edition was prepared by M. Elena Lopez and Christina Thompson with the help of Jori Raymond and Truc Nguyen. Further questions regarding activities in a particular state should be directed to the program contact.

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PREFACE TO THE SECOND EDITION

America's families are challenged today by rapidly changing social, economic and demographic realities. Families are more and more vulnerable to stress due to the decline in real wages and changes in family structures. An increasing number of children are being raised by families with two working parents, single-parents or teenage mothers. In addition to these changes, informal sources of child rearing assistance are dwindling. Family stresses at every social strata affect parents' capacities to nurture their children's healthy development. An emerging consensus in the public policy arena is that, while children are foremost a family responsibility, parents need the support of their communities and their society if they are to give their children the chance to develop their full potential. The state's role is no longer confined to intervention when families fail, but is being redefined as an initiator and provider of family-oriented, preventive services that help strengthen families.

Evidence of increasing interest in policies and programs to strengthen and support families has been the demand for this booklet. The publication of the first edition in 1988 drew an unexpected number of inquiries from public and private agencies interested in family support. To meet the continuing demand for information, our second edition updates the profiles of state-initiated family support and education programs in Connecticut, Kentucky, Maryland, Minnesota and Missouri. The booklet also traces the progress of these programs in meeting the needs of families and children in the 1990s.

Concern with programs to support children and families comes at a time when American society is evaluating its human potential for the twenty-first century. Both the demands of international competition for an educated and productive workforce and the requirements of a democratic society for an educated and responsible citizenry offer the rationale for programs to support the family. It is families who raise children, prepare them for school and instill in them the values of civic participation. But another stimulant for public investment in these programs lies in a growing recognition of our mutual obligation for the well-being of others' children. As members of a collectivity, we share a responsibility for contributing to the collective good, present and future.

One strategy for dealing with the future of America's children comes from the family support and education movement. Programs under this

rubric vary widely but share an ideology and certain common characteristics. They take an ecological approach to human development, working with parents or families rather than exclusively with children. They provide opportunities for parents to learn about children's social, psychological, and cognitive development, and emphasize family strengths rather than family deficits. Offering both formal and informal support to families, programs stress prevention and family maintenance rather than remediation. As they evolve, these programs serve a broad range of family needs through collaboration with multiple agencies, and consider the healthy development of children the shared responsibility of the family and the community.

Since it began in 1983, the mission of the Harvard Family Research Project has been to examine and assist in the development of policies and programs designed to strengthen families and communities as agents and contexts for human development. The Project collects, analyzes and disseminates information about family support and education programs, serving as a resource for practitioners, evaluators, and policy makers. A major part of our research focuses on state-level initiatives in recognition of the changing role of states from managers of federally-sponsored programs to leaders in policy making and implementation. The shift in governance and a simultaneous decrease of federal funds for social programs have given states greater responsibility for education and social service policies.

In the last decade, several state governments have undertaken efforts to support and educate families with young children. Taking their cue from grassroots family support and education programs of the 1970s, the five states featured in this booklet have developed preventive, family-oriented services on a broad or fully statewide basis. Each profile includes a history of the initiative, a description of the program and reflections on the past and future by the state-level director. Our goal is to provide policy makers, advocates and administrators with concise information on policy development and the program characteristics of five pioneering initiatives. The lessons from the pioneers should prove useful to those currently contemplating or undertaking preventive policy initiatives for families in their state.

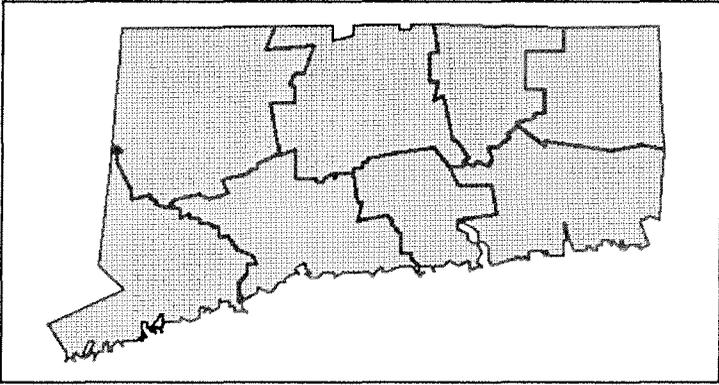
This booklet is part of a series of documents on state-level family support and education policy published by the Harvard Family Research Project. It is based on a more detailed set of case studies collected in *Innovative Models to Guide Family Support and Education Policy in the 1990s*. A second booklet entitled *Innovative States:*

Emerging Family Support and Education Programs looks at initiatives in Arkansas, Iowa, Oregon, Vermont and Washington. To assist educators and community agencies interested in working with families the Project has also compiled a resource guide of school-based family support and education programs. Entitled *Raising Our Future: Families, Schools and Communities Joining Together*, the book profiles 77 programs from across the country and examines the context in which they have emerged. A complete list of the Project's publications is found at the end of this booklet.

Heather B. Weiss, Director
Harvard Family Research Project
1992

CONNECTICUT

Parent Education Support Centers (PESC)



Shaded areas indicate location of program sites by county.

The state of Connecticut's Parent Education Support Centers (PESC) program offers insights into how to develop and sustain a primary prevention approach in an environment traditionally dedicated to rehabilitation. In response to an alarming set of economic indicators, including increases in the number of single-parent households, rising minority unemployment, and increases in the number of minority children living in poverty, the Department of Children and Youth Services (DCYS) established 10 centers in 1987, with a budget of \$300,000. The overall aim of the program is to strengthen the capacity of parents to raise their children by providing education and support. Although all parents of children 17 years of age and younger are eligible to participate, priority is given to adolescent, first-time, low-income, and minority parents. Because of its broad eligibility standards, PESC is considered more prevention oriented than programs in other states which target services to at-risk parents. As of 1990, the number of PESC programs in operation had increased to 12 with nearly \$550,000 in annual funding.

Key Events

- 1985** The DCYS Division of Planning and Community Development begins planning a prevention-oriented initiative for children and families, based on J. David Hawkins and Joseph G. Weis' Social Development Model of Positive Youth Development.

CONNECTICUT

Legislature passes FY 1985-86 budget which includes permanent funding for a DCYS Prevention Coordinator.

- 1986** Legislature passes FY 1986-87 budget which includes six-month funding to develop a network of Parent Education and Support Centers.

Request for proposal issued by DCYS announcing the availability of \$150,000 for 10 centers to be funded at \$15,000 each for six months.

- 1987** Ten centers begin operation. Appropriation for PESC is annualized to \$300,000 plus a cost of living increase for FY 1987-88 (i.e., \$31,200 per center per year).

Request for proposal issued for the evaluation of PESC initiative with funds made available by the Federal Juvenile Justice and Delinquency Prevention Act.

The University of Southern Maine's Center for Research and Advanced Study is chosen to evaluate PESC. USM consultants begin evaluating two of the 10 centers.

- 1988** Legislature approves \$175,000 in new funds: \$75,000 to implement an urban center in Bridgeport and \$10,000 in new funds for each of the 10 existing centers. The FY 1988-89 allocation for each of the original centers is \$42,697. PESC evaluation expands to six sites.

- 1989** The Canton New Parents as Teachers program is transferred to the PESC program category, bringing the total number of centers to 12.

- 1990** Legislation is passed supporting the PESC initiative which specifically outlines the four service categories (parent education; parent support; information and coordination; technical assistance) and special conditions which each program must address.

Request for proposal issued by the Children's Trust Fund. Four centers are awarded \$15,000 each to provide services to families who are on or referred to the DCYS caseload.

A Family Resource Center incorporating many PESC principles is planned for New Haven as part of the Annie E. Casey Family Initiative.

Program Description

Organization The Department of Children and Youth Services uses a request for proposal process to fund programs through community-based agencies. PESC sponsors include local community service agencies, mental health services, Catholic Charities, a board of education, and a youth and family services agency. Planning and implementation at each site are overseen by a local advisory board.

Goals The program is designed to support families and strengthen family processes by promoting positive parent and child interaction; increasing community based prevention resources for parents; improving linkages between parents and community resources; and providing technical assistance and training to schools and other agencies working with parents.

Funding The PESC program is funded exclusively by the Department of Children and Youth Services. Initial funding was \$300,000 for 10 centers. In FY 1988-89 funding was increased to \$475,000, \$75,000 of which was designated for a new urban center model. FY 1989-90 funding for 12 centers was \$549,674.

Staff Qualifications for staff members are determined by local program directors.

Services Each center must provide parent education and parent training services; parent support services (groups, drop-in programs, parent-child activities); information and coordination services; and technical assistance,

consultation and training services for other community agencies.

Participants Centers must serve all parents of children 0-17, with priority given to those groups in the community that are underserved (i.e., teen, single, and low-income parents, two-worker families, parents with limited proficiency in English, etc.). Selection for programs is "nonevaluative and not based on any negative criteria."

Parents' Role At least 51 percent of the members of each local advisory board must be parents who are eligible for PESC services and representative of the population being served.

Evaluation Consultants from the University of Southern Maine are conducting a formative evaluation in six sites. Monitoring of program implementation in all centers is managed by the Division of Program Development at DCYS.

Reflections on the Past and Future

Robert Keating, State Director

A key lesson learned involved the issue of local control. While a broad program outline was established, we left the fine tuning to each of the original sites so that their programs would match the idiosyncratic conditions of their local population. That proved to be a very important ingredient for successful implementation. Developing a constituency was equally important. These programs were planned and developed without advance constituency-building. There was not a broad movement behind it; in some ways it was an idea without a context. But our efforts to provide technical assistance and to facilitate regular meetings between programs have pulled these projects together as leaders. They are now the locus of constituency-building in their own geographical areas.

As the Parent Education Support Centers become more accepted and permanent, they will be facing new challenges, including expansion into new program and service areas. Pressures that will arise out of child welfare reform and expansions in child care resources, for example, will

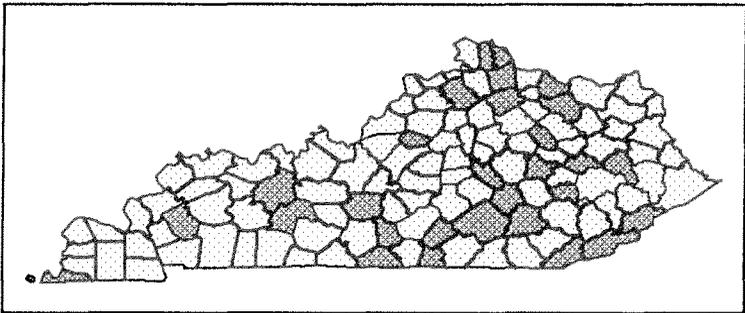
have a significant impact. A balanced and controlled process of expansion or modification will be essential if we are to maintain the integrity of the original program design and intent. Also, these programs will begin to assume an advocacy role of their own. As they become more successful advocates, the state and local partnership may have to be re-evaluated and refined to ensure mutual growth and development.

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KENTUCKY

Parent and Child Education(PACE)



Darkly shaded areas indicate location of program sites by county.

When the Parent and Child Education (PACE) program began in 1986, Kentucky ranked last in the country in the percentage of adults who completed high school. In an effort to address the issue of intergenerational illiteracy and the related problem of attracting industry to a state whose work force was undereducated, the Kentucky General Assembly appropriated \$1.2 million for family support and education in 12 school districts. Since then PACE has expanded to 30 districts, serving over 1,800 parents and children. Premised on the belief that a child's chances of future educational and economic success are a function of the parent's level of education, PACE attempts to promote positive attitudes toward academic achievement in both parents and children. Eligibility for participation is limited to parents without a high school diploma or its equivalent and their three- and four-year-old children. PACE is a winner of the 1988 Ford Foundation/Harvard University Kennedy School of Government Awards for Innovations in State and Local Government, the 1989 Kentucky Community Education Association Five Star Award, and the 1990 Innovations Award from the Council of State Governments. It has been widely disseminated and adapted for use in other states.

Key Events

- 1985 Roger Noe, Chairman of the Kentucky House Education Committee, asks Kentucky Department of Education to develop a program to address intergenerational illiteracy that serves mothers and children simultaneously. Sharon Darling and Jeanne Heberle develop PACE prototype.

- 1986 Noe submits PACE as HB 662 to Kentucky General Assembly. PACE passes with \$300,000 for first year appropriations to open six centers, and \$900,000 for the second year of the biennium.
- 1987 Two sites close because of low participation; eight new sites are selected. Total number of sites operating during FY 1987-88 is 12 with 18 classrooms.
- 1988 General Assembly votes to fund existing program at \$1.8 million. HB 544 enacted, changing county eligibility requirements from 60 percent of the adult population without a high school diploma to 50 percent and capping enrollment in each program at 15 families.

The Kenan Family Literacy Project, later named the National Center for Family Literacy, funds and implements programs based on the PACE model in Kentucky and North Carolina.

PACE is cited as one of 10 outstanding programs in the US by Innovations in State and Local Government Awards Program, co-sponsored by the Ford Foundation and Harvard University's Kennedy School of Government.

- 1989 Two classrooms funded federally as a pilot to test PACE as a vehicle for education and training mandated by the Family Support Act.

PACE awarded the Kentucky Community Education Association Five Star Award.

- 1990 Kentucky General Assembly votes to double PACE allocation to \$3.6 million and expand service to 30 districts with a total of 33 classrooms. PACE is moved from Department of Education to Workforce Development Cabinet.

PACE component included in Family Resource and Youth Service Centers mandated in or near public schools where 20 percent or more of the students are eligible for free school meals.

United States Department of the Interior, Bureau of Indian Affairs selects five school sites for implementation of the PACE model. PACE receives Innovations Award from the Council of State Governments.

Program Description

Organization School districts in which the percentage of adults without a high school diploma is greater than 50 percent are eligible for state grants to establish a PACE program in or near public schools. Since 1990 the Department of Adult and Technical Education in the Workforce Development Cabinet has assumed administrative responsibility for the program. Training for adult and early childhood education is conducted by the National Center for Family Literacy.

Goals PACE aims to break the cycle of undereducation by uniting parents and children in a positive educational experience and to raise the educational level and aspirations of the family.

Funding PACE is funded entirely by the state of Kentucky which appropriated \$1.2 million to begin services in six sites for the 1986-88 biennium. For 1990-92 the 33-site program was funded at \$3.6 million (i.e., \$1.8 million per year).

Staff Each site has one adult educator, one preschool teacher and one teaching assistant. Staff are employed by the school district and compensated according to district levels. Programs are supervised by school administrators.

Services PACE services include: a preschool program for three- and four-year-old children based on the High/Scope Educational Foundation developmental model; parent-child activities; literacy tutoring, adult basic education classes and GED coaching for parents; parent support groups on personal, academic and vocational issues.

- Participants* Eligibility for participation is restricted to parents who do not have a high school diploma or its equivalent with three- and four-year-old children. The great majority of the base participant population is female and white.
- Parents' Role* Parent volunteers contribute to curriculum development and participate in recruitment efforts.
- Evaluation* PACE collects raw data on: adult educational ability at entry and exit [measured according to the Comprehensive Adult Student Assessment System (CASAS)]; adult attitudinal and behavioral changes at entry and exit (self-report); children's developmental progress [Child Observation/Child Assessment Record (COR/CAR)]; total enrollment; retention rates; and GED completion or grade advancement. Districts are eligible for annual refunding only upon demonstration of satisfactory levels of student participation and improvement. A summary report on the program was made by the KDE Office of Research and Planning in 1989 and is available on request.

Reflections on the Past and Future

Jeanne Heberle, PACE Co-Founder

The program continues to evolve from its original concept of family literacy as new issues emerge and procedures are modified in line with identifiable solutions. Very little of the original idea or delivery system has changed. The major issues have been: recruitment and the related issue of funding for child care for younger siblings; restrictions of existing legislation; training; adult education and family support curricula; evaluation and research validation. Further issues of organization and agency collaboration are emerging from the expansion and move to a new governmental entity.

Recruitment continues to be a problem, even in programs where successful enrollment in the past should make word of mouth bring in families. There is no easy explanation. Some highly successful programs are having difficulties and some new programs have full enrollment. The newly funded at-risk four-year-old program, which is a plus for the

KENTUCKY

state, has actually contributed to recruitment difficulties by introducing competition among county recruiters. But one county with three programs has full enrollment in all three. County officials attribute the success to the countywide emphasis on "No GED, no job." We also found that limiting the child's age to three and four reduced the pool of eligible clients, many of whom needed assistance with child care for younger children. In FY 1990-91 an allotment of \$50,000 was made available to districts applying for help with child care for younger children of eligible families.

One of the problems arising out of legislative requirements and eligibility restrictions was that parents who acquired their high school equivalency quickly were then no longer considered eligible to participate in PACE. Districts have taken many and varied measures to address the problem of families leaving the program after a short time when they get the GED. Some encourage delay in testing and some provide services to the family that allow them to continue to participate. No one has to leave the PACE program mid-year unless he or she wants to.

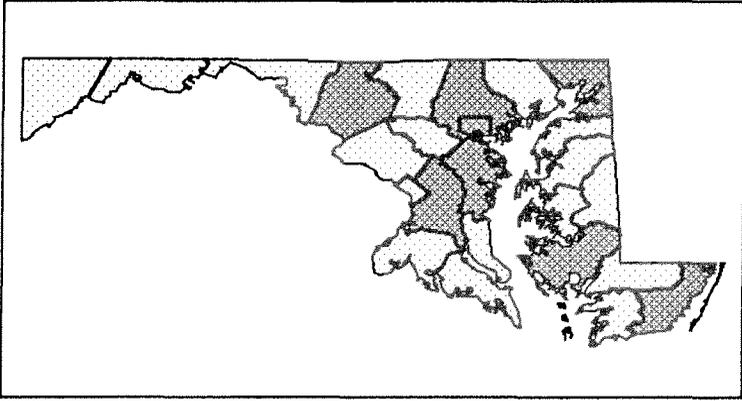
An important early lesson was the critical role of ongoing staff training and the necessity for a team approach. The adult and early childhood educators are trained to recognize the interdependency of the three major segments of the curriculum. In the past few years training has greatly improved and it is now adequately funded. The National Center for Family Literacy does the adult and early childhood education training and the Family Resource Coalition provides the family support curriculum training. Finally, funds were allotted in 1990 by the State Board for Adult and Technical Education for research and evaluation.

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MARYLAND

Family Support Centers (FSC)



Darkly shaded areas indicate location of program sites by county.

Maryland's Family Support Center (FSC) initiative was established in 1985 in response to the state's high teenage pregnancy rate and in view of statistics linking adolescent pregnancy and parenting with increased incidence of child abuse. The goal of the program is to provide comprehensive, community-based, preventive services on a drop-in basis to families who live in neighborhoods that show high concentrations of adolescent pregnancy, poverty, low-birthweight babies, high school dropouts, child abuse and neglect, and unemployed adolescents and adults. The FSC program is a public/private partnership, administered jointly by the Social Services Administration of the Department of Human Resources and participating foundations, and overseen by a non-profit corporation called Friends of the Family. In the first year of operation \$300,000 was allocated to establish four centers for adolescent parents and their families. Initial state funding was augmented by grants from the Goldseker and Straus foundations. The Ford, Knott, Public Welfare, Abell and Annie E. Casey Foundations provided subsequent support, along with the US Department of Health and Human Services. By FY 1990-91, with a total budget of \$3.8 million, the FSC program had expanded to 13 sites, providing services to more than 2,500 individuals annually.

MARYLAND

Key Events

- 1984 Governor's Commission on Children and Youth created. Frank Farrow, Director of Social Services Administration at Department of Human Resources, convenes working group to develop a family support initiative.
- 1985 Governor includes FSC proposal in his budget recommendation to General Assembly. Budget Committee awards \$300,000 to FSC program. Straus and Goldseker Foundations commit \$50,000 each. Four sites selected from 30 proposals made by community organizations.
- 1986 Legislature approves \$600,000 in funding for FSC program. Federal grant of \$75,000 from National Center on Child Abuse and Neglect facilitates expansion to eight sites.
- 1987 Ford Foundation announces grant of \$128,000, Knott Foundation awards \$27,000 and Public Welfare Foundation provides \$110,000.
- 1988 Goldseker increases its commitment to \$75,000 per year. Legislature increases state funding to over \$1 million. Annie E. Casey Foundation awards grant of \$7.5 million over five years for major reform of child and family service system; FSC program is a component of this reform.
- Two sites are closed. One new center opens, the first to be located in a public school.
- 1989 Friends of the Family receives \$880,000 annual grant from US Department of Health and Human Services for Family Start, a program providing child development services to 120 families in Baltimore City over a five-year period. Four new centers open.
- 1990 Expansion of Home Intervention Program which provides intensive home visiting services to 500 families under stress. Two new Family Support Centers open.

- 1991 Friends of the Family wins Award for Innovations in State and Local Government cosponsored by the Ford Foundation and Harvard University's Kennedy School of Government.

Program Description

Organization The FSC program is jointly sponsored by the Social Services Administration of the Department of Human Resources and participating private foundations. It is administered by Friends of the Family, an independent, non-profit corporation overseen by a board of directors. Individual centers are sponsored by community-based agencies, such as community centers, Catholic Charities, churches, etc. Community advisory boards provide programmatic and administrative assistance to each center.

Goals To develop community-based support services that prevent unwanted pregnancies among adolescents; assist adolescent parents to become better parents; assure the healthy growth and development of children of adolescent parents; and help adolescent parents remain in the mainstream by completing school and preparing for employment.

Funding The program is supported by the State of Maryland Department of Human Resources, Department of Health and Mental Hygiene, Department of Education and the Office for Children, Youth and Families. Additional funding sources include the US Department of Health and Human Services and eight private foundations. The overall budget is supplemented by contributions from community partners, centers' sponsoring agencies and individuals. Centers also benefit from the help of volunteers and contributions of in-kind space, equipment and services.

Staff Qualifications of staff are negotiated between Friends of the Family and local program sites.

MARYLAND

- Services* Each center provides the following core services: child care programs for children 0-3 years; educational and literacy opportunities; job skills training; developmental screening for infants; advocacy and community-building; adolescent pregnancy prevention; parent education and support; program and service coordination with other agencies; health education and referral.
- Participants* Participation is limited to adolescent parents, their partners and family.
- Parents' Role* Parents contribute to planning social, recreational and peer support activities.
- Evaluation* The Friends of the Family evaluation system provides monthly process and quarterly outcome data on services provided by all Family Support Centers. The monthly summary provides data on services provided; number of participants by age, gender and type; minimum and maximum number of visits and number of units of service provided for each type of service. Annual and quarterly reports provide outcome and more extensive demographic data.

Reflections on the Past and Future *Rosalie Streett, Founding Executive Director*

If there is one key lesson, it is the value of maintaining the principles of family support -- partnership in decision making and flexibility -- throughout the process. These principles were played out in the development of the program and are still operating at all levels. Being flexible allowed us to incorporate ideas from all our stakeholders. We never say, "We have planned it all," because as our families change, the program changes too. So, building in flexibility is what we did right.

Related to this is a second lesson: the importance of establishing a separate entity, Friends of the Family, to administer the programs. If we had chosen to go through the state, it would have been a mistake. Friends of the Family allowed us to be flexible and responsive to the changing needs of our families as well as to nourish the partnership

between the public and private sectors. I can't tell you that this administrative solution would be right for Minnesota or Michigan, but it is right for us.

Third, do not do this without building in a strong technical assistance component; not building in that support would have been a terrible error. Centers, like families, need to be part of a larger network. That is how relationships, and support for the program, are built. And this is the piece that is politically difficult--it is easy to get voters or legislators to buy into an idea, but to get them to accept that extra financial commitment for technical assistance and training is critical.

An issue we face routinely is the difficulty of finding the right people to work in our centers. We need people who understand the philosophy of family support, feel comfortable in this different way of relating to people, and have adequate formal training in infant development. The colleges and universities must come to recognize that we are creating a new job market.

I am glad that we built an evaluation into our program, but we need to give it more attention. We have an obligation to the future generation to provide information on outcomes, and we owe it to ourselves as well. Our lives are too short to waste on interventions that don't work.

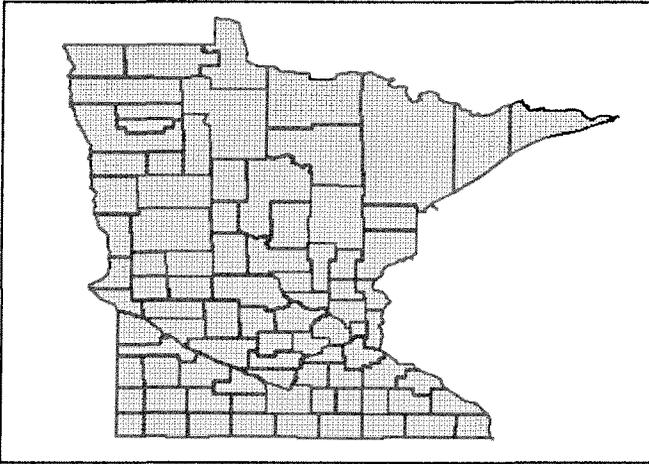
Finally, in retrospect, perhaps we should have insisted on a universal access program. The jury is still out on that. We took advantage of an opportunity and we couldn't have done it differently, but once you get into targeted programs for at-risk families, can you get out of it? Can you shift to a broader eligibility standard?

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MINNESOTA

Early Childhood Family Education (ECFE)



Shaded areas indicate location of program sites by county.

Minnesota was a pioneer in the development and implementation of family support and education programs. As early as 1974 state legislation authorized the funding of six Early Childhood Family Education (ECFE) pilot sites in local school districts under the auspices of the State Department of Education. After 10 years of relatively slow growth, further legislation established an innovative funding mechanism, combining state aid with a property tax-based levy, which allowed for rapid expansion of the initiative from 34 sites in 1984 to 380 sites in 1991. The central purpose of ECFE is to enhance the competence of parents to provide the best possible environment for the healthy growth of their children during the formative years between birth and kindergarten enrollment. The program is voluntary and open to expectant parents, grandparents, foster parents, siblings and others who have substantial involvement with and responsibility for children under the age of five. It is widely offered, with 340 of Minnesota's 435 school districts providing ECFE services in FY 1989-90. Funding for the ECFE initiative has grown from \$230,000 for the initial year of the pilot to nearly \$27 million for FY 1991-92.

Key Events

- 1973 Democratic Farmer-Labor Party assumes majority in Senate. Jerome Hughes becomes Chairman of Education Committee and introduces first ECFE bill which is laid over until 1974.
- 1974 ECFE bill reintroduced. Compromise negotiated which gives Council on Quality Education \$230,000 to initiate six pilots. ECFE Advisory Task Force is established to oversee program.
- 1975- Gradual expansion of pilot program to 36 sites in 29 districts
1979 by 1979. Appropriations for FY 1979-80 are \$1.65 million. Grant category for serving economically disadvantaged parents is established.
- 1980- Revenue crisis results in budget cuts. ECFE appropriations
1982 are reduced by more than \$600,000 between FY 1980-81 and FY 1982-83.
- 1983 Hughes becomes President of Minnesota Senate. Legislature shifts responsibility for ECFE program to Community Education unit.
- 1984 Hughes sponsors legislation to introduce a funding formula combining: 1) revenue based on a district's population under five; 2) levy based on the local property tax base; and 3) state aid based on the difference between revenue and levy. Legislation specifies program characteristics and accounting procedures and requires teacher licensure for staff.
- 1985 Local districts allowed to levy for FY 1986-87. Levy increased for FY 1987-88. Expectant parents included among eligible participants. Roughly 70 districts operate ECFE programs.
- 1986 First year of implementation under funding formula. Total state appropriations increase to over \$5 million with local levy generating nearly \$7.5 million; 253 out of 435 school districts offer ECFE services.
- 1989 Total FY 1989-90 funding increased to over \$23 million; 340 districts offer ECFE programs.

- 1990 Legislature provides one-year grant of \$500,000 for up to 10 demonstration sites for expansion of ECFE to K-3 children and their families. Department of Education hires Parent Involvement Specialist to build upon ECFE experiences for K-12. Adult and Family Education unit is established. Short-term parent outcome study implemented.
- 1991 Legislature changes funding formula to increase funding for ECFE by 13.5 percent over the next two years. Three hundred and eighty districts encompassing 98 percent of the population levied to offer the program in 1991-92.

Program Description

Organization During the pilot phase, the Council on Quality Education, as part of the State Department of Education, awarded competitive grants for ECFE programs to school districts. In 1984 responsibility for ECFE was assigned to the Department of Education's Community Education unit. A peer-based regional staff network facilitates information dissemination and problem solving. Local advisory councils are appointed by the district for each program.

Goals The major goals are to strengthen families by supporting parents in their child rearing efforts; offer child development information and alternative parenting techniques; foster effective communication between parents and their children; supplement the discovery and learning experiences of children; and promote positive parental attitudes throughout the children's school years.

Funding Initial funding in FY 1974-75 for six pilots was \$230,000 from the Council on Quality Education. Funding, based on the formula introduced in 1984, was approximately \$9.7 million in state aid and \$13.7 million in property tax revenue for 340 programs in FY 1989-90. Local districts may also charge participants reasonable fees, but must waive fees for those unable to pay. Funding may also be received

from other sources including state vocational-technical aid, federal grants and foundation funds.

Staff Most programs employ parent educators, early childhood teachers and a coordinator on a full-time or part-time basis. All teachers must be licensed as parent educators or early childhood teachers.

Services Local services may vary, but the most common form of programming is a weekly class for children held simultaneously with a parent class. Services may also include home visits for outreach, education and support, special events, access to toys and books, newsletters, sibling care, and special services for particular populations (e.g., Southeast Asian immigrants, single parents, teen parents).

Participants All children from birth to kindergarten are eligible, as well as the parents, grandparents, foster parents, and/or anyone responsible for the care of such children. Expectant parents are also eligible. Special efforts are made to recruit low-income families and those experiencing stress. The average rate of participation is 35 percent of the eligible population, with up to 90 percent participating in some districts.

Parents' Role Parents constitute a majority of the membership of local advisory councils.

Evaluation There were several formative evaluations during the pilot phase of the program. Since then local programs have been required to submit annual reports of participation rates by type of activity to the State Department of Education. Demographic data on all families is collected and compared to the actual composition of the community. A data base for future longitudinal studies is being developed from information provided by each child's enrollment form. A short-term parent outcome study is underway and follow-up studies are being undertaken to identify continued involvement of past participants.

Reflections on the Past and Future

Lois Engstrom, ECFE Supervisor

In retrospect I am glad that we had a pilot stage; what we learned has helped with the statewide implementation. I wish that we had had more administrative staff and financial resources at the state level, particularly as the initiative expanded more rapidly than anyone expected. The other lesson is the importance of establishing a regional in-service network as a way to share information statewide. This has become an effective way to get input from ECFE coordinators regarding policy development, plus it provides a broad base of program leadership and ownership.

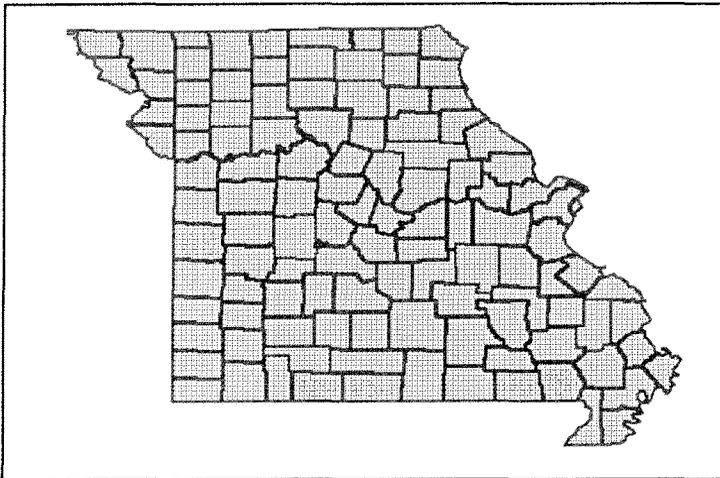
I see a number of issues emerging in the next few years. Getting the initial funding base for local programs was one thing, but we need additional funding and a mechanism for allocation that will promote efficient and effective use of these resources, especially when program development is uneven across the state. Some rural areas of the state have difficulty recruiting qualified staff. This may be due to the part-time nature of the positions, as well as the sparse population of some districts. Finally, we are working on evaluation and research with limited resources. I find that even with a popular program such as Early Childhood Family Education, there are those who continue to ask, "How do you know this is making a difference?" To be effective we need to know what particular strategies work best with which families or populations. Fortunately, recent evaluation efforts and results are generating a great deal of interest in further evaluation. As a consequence, there is more confidence in trying new approaches and more commitment to collaboration with other entities, especially to develop intensive program strategies for at-risk families and children.

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Parents as Teachers (PAT)



Shaded areas indicate location of program sites by county.

Missouri is the only state in the US with a statutory mandate to provide parent education and family support services in every school district. The Parents as Teachers (PAT) philosophy is that parents are the child's first and most influential teachers and that the role of the school is to "assist the family in giving the child a solid educational foundation." The program aims to enhance child development and scholastic performance through parent education and preschool developmental screening. It was established in 1981 as a pilot program in four school districts with federal and local support and funding from the Danforth Foundation. In 1984 PAT became mandatory for each of Missouri's 543 school districts under the Early Childhood Development Act, and in 1985 it was allocated \$2.7 million in state funding. In FY 1990-91, with a budget of \$13 million, PAT served over 100,000 families with children under five. As of 1991, 200 PAT programs have been established in 35 additional states (with enabling legislation and funding in 12) as well as three in New South Wales, Australia. Delaware is the first state outside of Missouri to offer PAT statewide.

Key Events

1981 Second Conference for Decision Makers held to provide state direction in early childhood/parent education. Conference

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participants launch New Parents as Teachers (NPAT) based on Burton White's model. NPAT becomes collaborative effort of the Department of Elementary and Secondary Education and the Danforth Foundation.

Four school districts selected as NPAT pilot sites on the basis of competitive proposals. Department of Education commits \$130,000 from state's Chapter II ECIA funds. Mildred Winter selected to administer the pilot.

1982 An advisory committee, Committee on Parents as Teachers (CPAT), is created with political and fundraising functions. Committee members include medical, educational and political leaders from across the state.

1984 Governor Kit Bond travels throughout Missouri to mobilize public endorsement for NPAT and works for bipartisan legislative support.

Early Childhood Development Act authorizes parent education and screening for children birth to age five. Legislation mandates provision of services in all 543 school districts.

1985 Legislature appropriates \$2.7 million for PAT program. NPAT Evaluation Report released by Research and Training Associates of Overland Park, Kansas. Winter sets up statewide training institutes.

First year of statewide implementation of developmental screening for children ages one and two and parent education for parents of children birth to three. Districts are reimbursed for 10 percent of eligible population.

1986 Second wave PAT evaluation study involving 37 school districts is begun. Districts reimbursed for 20 percent of eligible population.

1987 PAT National Advisory Board convenes. PAT National Center established with assistance of the Greene, Danforth and Ford foundations.

Districts reimbursed for 30 percent of eligible population. Follow-up study of NPAT participants entering kindergarten is initiated.

PAT awarded the Ford Foundation and Harvard University's Kennedy School Innovations in State and Local Government Award.

1988 Legislature appropriates \$11.4 million for PAT.

1989 National Center receives Danforth Foundation grant to build capacity in public policy arena. Independent follow-up study of NPAT pilot project shows carryover of early gains to formal school experience.

PAT selected as one of eight recipients of the Council of State Governments' Innovations Award.

1990 US Senator Kit Bond files SB 2366, "Parents as Teachers: The Family Involvement in Education Act of 1990," providing \$20 million for five years for implementation or expansion of PAT programs.

PAT selected by Bureau of Indian Affairs to be implemented in five sites as part of its Early Childhood Development/Parental Involvement Pilot Program. National Governors' Association commends Missouri for its PAT program.

Program Description

Organization PAT is administered by the Department of Elementary and Secondary Education and implemented in every school district in Missouri. Parent educator training, program evaluation and national dissemination of the PAT model are the responsibility of the PAT National Center, which is overseen by the National Board. Community advisory groups assist with planning and implementation at the local level, and build support for the program in the community.

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- Goals*** The goals of the program are to provide parents with information and guidance to assist their child's physical, social, and intellectual development, and to reduce the stresses and enhance the pleasures of parenting. The long range objective is to minimize the need for expensive remediation and special education services.
- Funding*** The NPAT pilot was funded with local and federal dollars from Chapter II ECIA funds. State funding, which began in FY 1985-86, has increased to \$13 million for FY 1990-91. Local districts are reimbursed by the state for 30 percent of eligible families. Additional school district and in-kind funds are provided at local discretion. Private funding since 1981 from the Danforth, Ford and other foundations has amounted to more than \$1 million.
- Staff*** Parent educators and program directors are hired by local districts, but selection criteria are set by the state board of education. Parent educators must complete a required program of pre-service and in-service training.
- Services*** School districts are mandated to provide three types of services: parent education in the form of home visits, parent group sessions, and developmental screening for physical, cognitive and language development of children through age four. Additional services, such as "drop in and play" times, toy and book lending libraries, parent newsletters, and referrals are offered by most centers.
- Participation*** Parents with children birth to four are eligible for services. Although PAT is a universal program, special efforts are made to enroll parents of newborns and at-risk families.
- Parents' Role*** Some parents participate in local advisory boards and district parent councils.

Evaluation

A summative evaluation was part of the pilot design. Research and Training Associates compared 75 participating families with a comparison group and found positive child outcomes (better intellectual, language and social development) and positive parent outcomes (increased knowledge of child development, positive feelings about PAT and the school district). A pilot project follow-up study in 1989 found that PAT children scored significantly higher on standardized measures of math and reading in first grade than did comparison children, and that PAT parents were more involved in their children's school experiences than were comparison families. A second wave evaluation was conducted from 1986-90 to study the program's impact on 400 randomly selected families from 2500 enrolled in 1986-87 in 37 school districts. A further study of parent outcomes and parent-child interaction was conducted with a subsample of 150 urban families.

Reflections on the Past and Future

Mildred Winter, Director, PAT National Center

The coalition building and marketing which resulted in the enabling legislation and initial funding for the Parents as Teachers Program never end. Decision makers at both the state and local levels need to be kept informed and involved to ensure their advocacy and support. A new initiative must maintain high public visibility and make clear its benefits to the many stakeholders. Also, we have found that offering PAT through the public school system communicates to families that their participation will enhance their child's future school success. And schools, then, are obliged to maintain contact and support after the child turns three. They must prepare their staff to welcome parents into the school as partners. Finally, we have found that while maintaining a clear educational focus, Parents as Teachers is kept affordable by linking families with other available resources as needed. Keeping costs low sends an important message to other state agencies and community organizations that effective, low-cost prevention programs are feasible.

Because there is a continuing need to assess the program's impact on child and family functioning, we hope to do a series of new evaluation studies, including a follow-up study of the children and parents involved

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in the 1986-90 Second Wave Study. In addition, qualitative studies will speak to the question of program adaptation for different kinds of families, including teen parents. We are also adding new dimensions to the curriculum, training, and service delivery to meet the challenge of serving families of all types and configurations. Working with teen parents and families of low-birthweight babies are areas of special focus. We have developed a Parents as Teachers model for the Child Care Center which we are monitoring and refining. This model is now operating in 10 different child care settings, including a United Way program, a corporate funded center, a hospital-based program and a community college center. Finally, we are expanding our efforts to respond to the multitude of requests for information and consultation on shaping public policy for parent-child early education.

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