

Summer 1989

A Comparison of the Academic Achievement of Urban Second-Grade Pupils With Different Forms of Public Preschool Experience

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A COMPARISON OF THE ACADEMIC ACHIEVEMENT OF URBAN
SECOND GRADE PUPILS WITH DIFFERENT FORMS
OF PUBLIC PRESCHOOL EXPERIENCE

by
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B.S. June 1962, Hampton University
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A Dissertation Submitted to the Faculty of
Old Dominion University in Partial Fulfillment of the
Requirements for the Degree of

DOCTOR OF PHILOSOPHY

URBAN SERVICES

OLD DOMINION UNIVERSITY
JULY 1989

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ABSTRACT

A COMPARISON OF THE ACHIEVEMENT OF URBAN SECOND GRADE PUPILS WITH DIFFERENT FORMS OF PUBLIC PRESCHOOL EXPERIENCE

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Old Dominion University, 1989
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Assessment of the potential value of the preschool experience has prompted urban educators to consider the advantages of preschool service delivery by the public schools. Urban policy makers ponder whether or not advocacy for preschool education should include advocacy of the provider. This study addressed the provision of preschool service for students from urban low-income families.

The grade placement of students born in three consecutive years was observed to determine their progress during the first three years of public schooling. Students were categorized with regard to their participation in preschool: some had attended a public school system preschool, First Step; some had participated in Head Start, which is sponsored by another public agency; others had had no formal preschool experience.

From the students who were in second grade after three years, subjects were identified for an assessment of academic progress. A comparison was made of the mean scores on a standardized achievement test of the three categories

of students. These computations provided data for discussion of the following questions:

1. Is the achievement of urban second grade students from low-income families with public school-sponsored preschool experience significantly different from that of urban second grade students from low-income families with other public agency-sponsored preschool experience?

2. How does the achievement of First Step participants and Head Start participants compare with that of low-income students with no formal preschool experience?

Findings revealed that three years after preschool experience, a significantly higher percentage of low-income students with First Step experience were in second grade than those with Head Start experience and of those with no preschool experience. Three years after the year of preschool experience, no significant difference in the academic achievement of the three categories of low-income students was evidenced by their performance on the SRA Achievement Test. These findings suggest that the rate of student progress was positively affected by preschool participation while the level of achievement was not.

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To the memory of my parents,
The Reverend Samuel Richard Williams
Georgia Amelia Lacy Williams

"Guide and direct, we pray, those who are associated with policy making . . . Help us all to know that a free nation can rise no higher than the standard of excellence set in its schools."

S. R. Williams
November 16, 1977

"I always wanted to do something to help children. That's why I started the day care program."

G. L. Williams
May 28, 1988

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ACKNOWLEDGEMENTS

The completion of this research has been accomplished with the guidance, support, and encouragement of many individuals. I acknowledge with gratitude their contributions to this effort.

For their counsel and support, I am deeply indebted to my dissertation committee: Drs. Stephen W. Tonelson, Chair; Maurice R. Berube; Carlton Brown; and Leonard Ruchleman.

Appreciation is expressed to the administration of the Newport News Public Schools for their interest in and support of this research. For their cooperation in providing access to student records, appreciation is expressed to school administrators, especially Jean Beckerdite, LaVerne Dabney, and Henry Godfrey. For assistance with Chapter 1 records, gratitude is expressed to the Chapter 1 staff of the Newport News Public Schools with special acknowledgement of the contributions of Kathryn A. Pipkin. For statistical assistance, gratitude is expressed to Katherine Divine, Supervisor of Research, Newport News Public Schools.

For assistance in organizing the data and in

preparing the final copy as well as countless other thoughtful acts, appreciation is expressed to longtime Chapter 1 staff member, my secretary, Marlies S. Hester.

Sincere appreciation is expressed for the contributions of the late Thelma Bowser Williams, Head Start Director, who generously shared information along with encouragement for this project.

Special words of gratitude are offered to my friend and colleague, Dr. Jean M. Fenton, who patiently listened, reflected and commented appropriately; as well as read drafts and offered incisive commentary. She and Dr. Hattie Driver Webb provided invaluable assistance during the conceptual stage of the study and encouragement throughout.

The support and encouragement of others whose words and deeds assisted this project are acknowledged; especially those of colleagues and friends, Ross M. Hines and Mildred D. Manning; longtime friends, Dr. Everlene Giles Cunningham, Dr. Carolyn C. W. Hines, and Dr. Lena Hollis Melton.

From the beginning of our doctoral study, fellow student and longtime friend, Margaret Shearin Bell, has served as sounding board, critic, and editor. Her friendship and support is gratefully acknowledged.

Finally, an incalculable debt of gratitude is owed to my family. My brothers, Edwin S. Williams, M.D. and Samuel R. Williams, Jr., and cousins, Joycelyn S. Bagby, John Earl and Lillian Lacy, have been supportive in ways too

numerous to mention. My husband, Robert L. Hunt, and children, Amelia Lynnette Hunt and Robert Williams Hunt, are those to whom and for whom the greatest gratitude and appreciation are expressed. Their patience, sacrifices, encouragement, self-reliance, and unfaltering support made it impossible to abandon this study short of its completion.

CHAPTER I

INTRODUCTION

The quality and content of educational offerings in the public schools of America generate continuous review by educators and other concerned individuals. Since the mid-seventies, assessments of the education process and of the public school effort have been increasingly critical. In the May 1975 issue of the NASSP Bulletin, Gallup reported that an analysis of the results of his annual polls identified "mental discipline" as the quality significantly lacking in American schools.¹ Roueche observed in The Clearing House in 1977 that thousands of "A" high school students enter college each year "without the requisite verbal skills to enter, much less complete, regular college courses".² Flesch launched the sequel to his best seller of thirty years ago, Why Johnny Can't Read, with this implied indictment of public schools: "There's an 85 percent chance that your Johnny or Mary will never learn to

¹George Gallup, "Public Schools: Their Problems, Their Future," NASSP Bulletin 59, no. 391 (May 1975): 2.

²John E. Roueche, "What is College Level? or Why Can't College Students Read and Write?" The Clearing House 50, (April 1977): 332.

read properly."³ Goodlad and Oakes identify as the major concern of urban educators the lack of success schools have had in educating the poor and minorities and the resulting limited ability of them (the poor and minorities) to assume the responsibilities of citizenship.⁴ As these observations suggest, the focus of most commentary is the quality of the public school graduate.

Increasing numbers of educators have suggested that a significant means of addressing concerns about the quality of graduates from the public schools of America is the revamping of the start of the educational venture.⁵ These observers advocate the provision of preschool for students (particularly urban students from low-income families) as a means of increasing the likelihood of general success for students. In 1985, the National Coalition of Advocates for Students called for a joint effort by local, state, and federal agencies to offer preschool education.⁶ The National Association of

³Rudolph Flesch, Why Johnny Still Can't Read (New York: Harper & Row, 1981), 1.

⁴John I. Goodlad and Jeannie Oakes, "We Must Offer Equal Access to Knowledge," Educational Leadership 45, no. 5 (February 1988): 16.

⁵Lawrence Schweinhart, Jeffrey Koshel, and Anne Bridgman, "Policy Options for Preschool Programs," Phi Delta Kappan (March 1987): 524.

⁶"Study Calls for Increased Preschool Education," Report on Preschool Education 5 February 1985, 7.

Elementary School Principals urged that early childhood education become a priority for the nations' schools.⁷ By the end of 1987, twenty-eight states were funding or had announced plans to fund preschool programs and/or supplement existing Head Start programs.⁸ In Virginia, the Governor's Commission on Excellence in Education recommended the provision of voluntary developmental preschool programs citing preschool education as "an important step in improving the quality of education for all four-year-old children".⁹

Urban educators, disturbed by their lack of success in reducing the urban schools' drop-out rate or in realizing higher pupil achievement, continue the search for methods that will enhance the effectiveness of schools in providing education for urban pupils.¹⁰ Advocacy for preschool has prompted urban educators to consider the potential value of the preschool experience for promoting positive change in urban schools.

⁷Lori Durso, "Schools Should Serve 4-Year-Olds, Principals Say," Report on Preschool Education special report, 6 August 1985, 1.

⁸"Preschool Programs Force Change," Education USA 21 December 1987, 129.

⁹Governor's Commission on Excellence in Education, Excellence In Education: A Plan for Virginia's Future Virginia Department of Education 1986, 7.

¹⁰Ernest L. Boyer, "Early Schooling and the Nation's Future," Educational Leadership 44, no. 6 (March 1987): 4.

Paralleling the demand for preschool by educators is a demand for quality child care by parents. Growing numbers of parents (from single-parent households and from families with both parents working outside of the home) are searching for appropriate care for preschool children when they (the parents) are away from home.¹¹ During the past three decades, the number of preschool-age children with mothers employed outside of the home has increased steadily. In 1960, 19 percent of the mothers in families with preschool children (husband present) worked outside of the home. Ten years later, 39 percent of mothers of preschoolers with husbands present worked outside of the home. By 1982, the mothers of 48 percent of all preschool age children were employed.¹² Recent reports indicate that 58 percent of all children have working mothers including 9.97 million children under the age of five.¹³ That number includes 59 percent of women with children ages 3 or 4.¹⁴

¹¹Stevie Hoffman, Tom Weible, and Patricia Roach, "Early Education: New Concerns," The Educational Forum 48, no. 4 (Summer 1984): 409.

¹²Department of Commerce, Bureau of the Census, Child Care Arrangements of Working Mothers: June 1982, Martin O'Connell and Carolyn C. Rogers, Current Population Reports, Series P-23, no. 129. (Washington, D. C.: U. S. Department of Commerce, 1983), 2.

¹³National Commission on Working Women Child Care Fact Sheet: Working Mothers and Children (1986).

¹⁴Dale Mezzacappa, "Everyone's looking to Preschool to Carry a Load for Education", Newport News (Virginia) Daily Press, 8 March 1987, sec. G, 2.

Accompanying this trend has been an increased demand for child care services. Some parents have managed child care and full time employment by one parent working at home or by the parents working on different time shifts. However, for many parents, especially the single parent, employment requires that arrangements be made for the care of young children.¹⁵

That the current interest in programs for preschool children has resulted from the distinctly different needs of two populations is supported by the data. Working parents desire programs that offer quality care for their children. In searching for the appropriate program structure to meet the academic needs of their clientele, educators are considering the potential role of preschool programs in that structure.

Basis For Study

Critics of the public schools of America question the ability of the system to produce graduates with skills adequate to satisfy the expectations of society. The report addressing this issue that has prompted much attention and response in recent years is that of the National Commission on Excellence in Education. A Nation

¹⁵Department of Commerce, Bureau of the Census, Who's Minding The Kids?, Current Population Reports, Series P-70, no. 9. (Washington, D. C.: U. S. Department of Commerce, 1987), 3.

at Risk: The Imperative for Educational Reform

characterizes the schools of America as havens of mediocrity.¹⁶ The recommendations for change proposed by the Commission affect every facet of education including course content, graduation requirements, teaching standards, and leadership style.

Consideration of this assessment of American education and what should be the nature of reform has produced an array of proposals. The restoration of confidence in America's public schools would appear to be dependent upon the establishment of one or a combination of the following: tuition tax credits,¹⁷ increased course requirements (both content and the number of courses),¹⁸ revising the teacher preparation process,¹⁹ instituting policies to strengthen teacher competence,²⁰ and the one

¹⁶Department of Education, National Commission on Excellence in Education, A Nation at Risk: The Imperative for Educational Reform, (Washington, D. C.: U. S. Department of Education, April 1983), 3.

¹⁷Milton Friedman and Rose Friedman, Free To Choose (New York: Avon Books, 1981), 150.

¹⁸Phil Keisling, "How to Save the Public Schools," The New Republic, 1 November 1982, 27.

¹⁹Leon Botstein, "Nine Proposals to Improve Our Schools," New York Times Magazine, 5 June 1983, 58.

²⁰Ernest L. Boyer, "In the Aftermath of Excellence," Educational Leadership 42, no. 6 (March 1985): 10-13.

that forms the basis for this study, lowering the school entry age.²¹

In America's urban areas, conditions prompt eager exploration of options. For the urban school educator, consideration of these options is accompanied by the realization that their students achieve at a rate significantly below national averages.²² Boyer, President of the Carnegie Foundation for the Advancement of Teaching, observed that failure to address the problems of urban schools will result in the creation of an "educational Third World" in America's cities.²³

Lowering the school entry age or including preschool as a part of the public school system is an option for accomplishing improvement that is receiving considerable scrutiny. A growing number of researchers cite the significance of preschool education to the progress of students during the traditional years of schooling. Following their study of four preschool programs, Miller and Dyer concluded that preschool programs had positive effects on participants with the most

²¹Botstein, 63.

²²Ibid.

²³"Boyer Says Poverty And Education 'Inextricably Linked'" Education Daily 5 September 1986, 3.

consistent benefit noted for males.²⁴ Lazar and Darlington reached similar conclusions in their collaborative follow-up of twelve independent studies of preschool programs.²⁵ Schweinhart and Weikart reported that the benefits of preschool participation could be observed when participants were in high school and in their adjustment to adult life.²⁶

A significant facet of educational reform is an assessment of the effectiveness of schools in addressing the academic needs of children from low-income families. Of particular interest to urban educators is the potential value of preschool education to the academic achievement of low-income students. Public schools administrators, particularly those in urban schools, observe that

²⁴Louise B. Miller and Jean L. Dyer, Four Preschool Programs: Their Dimensions and Effects, with commentary by Harold Stevenson and Sheldon H. White, Monographs of the Society for Research in Child Development, vol. 40, no. 162 (Chicago: The Society, 1975), 11.

²⁵Irving Lazar and Richard Darlington, Lasting Effects of Early Education: A Report From the Consortium For Longitudinal Studies, with commentary by Craig T. Ramey, Monographs of the Society for Research in Child Development, vol. 47, no. 195 (Chicago: The Society, 1982), 3-4.

²⁶Lawrence J. Schweinhart and David P. Weikart, Young Children Grow Up: The Effects of the Perry Preschool Program on Youths Through Age 15, Monographs of High/Scope Educational Research Foundation, no. 7 (Ypsilanti: High/Scope Press, 1980); John R. Berrueta-Clement et al., Changed Lives: The Effects of the Perry Preschool Program on Youths Through Age 19, Monographs of High/Scope Educational Research Foundation, no. 8 (Ypsilanti: High/Scope Press, 1984).

improvement in the composite performance of their students has been painstakingly slow at best.²⁷ This would suggest that methods that resulted in improvement in the progress of children from low-income families would result in improvement in the composite performance of urban students. As research on preschool programs has appeared documenting the positive effects of participation, more and more advocates for preschool are heard. In testimony to a joint Congressional panel, Albert Shanker indicated the support of the American Federation of Teachers for public preschool.²⁸ In citing the characteristics of a reorganized public school system, Goodlad identifies preschool as an essential component.²⁹

Policy Implications of Study

Even though endorsements and research findings support the merits of preschool, a definitive policy regarding preschool and day care services has not emerged. Hoffman, Weible and Roach expressed the concern of many

²⁷Jerome Cramer, "Urban Education is on the Mend," The American School Board Journal, vol. 170, no. 4 (April 1983): 46.

²⁸Albert Shanker, "Public Schools and Preschool Programs," Early Childhood Education, ed. by Barry Persky and Leonard H. Golubchick in cooperation with The American Federation of Teachers, A Doctorate Association of New York Educators Series (Wayne, New Jersey: Avery Publishing Group 1977), 6.

²⁹John I. Goodlad, A Place Called School, (New York: McGraw-Hill, 1984), 325.

educators for the lack of fiscal support for preschool in spite of the considerable evidence of its value.³⁰ Only a few states offer preschool for children of low-income families---the population for whom preschool has been determined to be most beneficial---while New York has offered it for all children for more than twenty years.³¹

The results of a longitudinal evaluation of the New York preschool program identified several benefits for participants. Their level of readiness for school experiences exceeded that of similar children without preschool experience. The influence of preschool could be noted in the rate of progression through the grades and in reducing the likelihood of a special education placement for participants.³²

Of value to urban administrators as they consider policy for the provision of preschool programs in the public schools would be research on the effectiveness of public preschool programs. This study addresses the effectiveness of preschool as an offering of the urban

³⁰Hoffman, Weible, and Roach, "Early Education: New Concerns," The Educational Forum 48, (Summer 1984): 405-410.

³¹Jane Koppelman, "No Uniform Standards For Prekindergarten Teacher Qualifications" Report on Preschool Programs special report 6 August 1985, 7.

³²Cynthia Warger, "Program Descriptions" in A Resource Guide to Public School Early Childhood Programs, ed. Cynthia Warger (Alexandria, Virginia: Association for Supervision and Curriculum Development, 1988), 178-179.

public school system. A comparison of the performance of three groups of second grade students from low-income urban families in the Newport News (Virginia) Public Schools will be made. The subjects represent three populations of students: those with one year of preschool experience in the Newport News Public Schools;³³ those with one year of preschool experience through Head Start, a community action agency program in Newport News; and those with no formal preschool experience.

Urban policy makers, confronted with demands by parents and educators for preschool, should find data on the effectiveness of existing programs of considerable value during their deliberations. Given the extensive resource commitment required to provide preschool, policy makers will want to advocate that the service be provided in a manner viewed to offer the greatest potential for lasting benefits for participants.

Statement of the Problem

This study addressed the issue of the provision of preschool education and care for urban children of low-income families. An examination of achievement test results of second grade students from low-income families with the provider of preschool identified (if any) provided

³³The researcher, as Director of Chapter 1 Programs for the Newport News Public Schools, coordinated the design and implementation of the preschool program provided by the school division.

the data for the study. The data analysis provided insight for discussion of the following questions and related hypotheses:

1. Is the achievement of urban second grade students from low-income families with public school-sponsored preschool experience, First Step, significantly different from that of urban second grade students from low-income families with other public agency-sponsored preschool experience, Head Start?

Hypothesis One: There is no difference in the achievement as indicated by grade placement of low-income urban second grade students with First Step experience and that of low-income urban second grade students with Head Start experience.

Hypothesis Two: There is no difference in the achievement as indicated by grade equivalent scores on a standardized achievement test of low-income urban second grade students with First Step experience and that of low-income urban second grade students with Head Start experience.

2. How does the achievement of First Step participants and Head Start participants compare with that of low-income students with no formal preschool experience?

Hypothesis Three: There is no difference in the achievement as indicated by grade placement of low-income urban second grade students with First Step experience, the achievement of low-income urban second grade students with Head Start

experience, and the achievement of low-income students with no preschool experience.

Hypothesis Four: There is no difference in the achievement as indicated by grade equivalent scores on a standardized achievement test of low-income urban second grade students with First Step experience and that of low-income urban second grade students with Head Start experience.

Another issue of considerable importance to educators as they consider the effectiveness of public programs with different sponsors is cost. A school division-sponsored program that employs certified teaching personnel will pay salaries that average four times that paid to non-certified Head Start counterparts.³⁴ In view of escalating cost and decreasing resources, does the performance of students with public school system-sponsored preschool experience provide support for a decision by public school administrators to allocate resources for preschool education?

The findings of this study will provide guidance for public school planners in determining the appropriateness of allocating resources to preschool activity.

³⁴Salary Schedule (Newport News, Virginia: Newport News Public Schools, 1986); Salary Schedule (Newport News, Virginia: Office of Human Affairs, 1986).

Definition of Terms

Several terms used throughout this study have meanings that are ascribed locally. Those definitions are presented below.

Preschool. Organized instructional program provided for children during one or more of the years preceding kindergarten that complies with philosophy and standards widely-held by early childhood educators.³⁵ May be half- or full-day educational programs without provisions for custodial care as a part of the experience.

Child Care. A program of direct care for preschool children that is available year-round for a full day extending before and beyond traditional hours of school or employment. Also known as "day care", current organized programs often include a child development (educational) component.

Low-Income. For purposes of this study, "low-income" will be defined as eligibility for free lunch in the Newport News Public Schools. Eligibility for free lunch is based on an assessment of information provided by parents using established formulas that consider family

³⁵The National Association for the Education of Young Children (NAEYC) is representative of professional organizations that address the provision of appropriate preschool experiences for children. NAEYC administers a voluntary accreditation system for early childhood centers nationwide.

income and the number of family members.³⁶

Free Lunch. Parents of Newport News Public School students may submit applications for their children to receive lunch without cost. A student's eligibility for free lunch is determined by school administrators using standards established by the federal government.

ECIA Chapter 1. A federal funding source, the Education Consolidation and Improvement Act authorizes the expenditure of funds to support education program at the state and local level. Chapter 1 of that law supports compensatory education programs that target several populations including children from low-income families.

Limitations of the Study

A review of this study should include consideration of acknowledged limitations. The interpretation of findings does reflect consideration of these limitations.

1. Subjects are drawn from a self-selected sample that chose to enroll in a preschool program.
2. Population mobility resulted in a limited pool of subjects.
3. The achievement performance of the students may have been influenced by the effects of parental involvement and/or family structure or other factors concomitant with

³⁶A copy of the application for free lunch used in the Newport News Public Schools is provided in appendix 1.

self-selection for preschool.

Organization of Study

This study will be reported in five chapters. An introduction to the topic and the statement of the problem are included in Chapter I. Definitions of terms and study limitations also are included in this chapter. Chapter II contains a review of related literature. This review recounts the historical development of preschool/early childhood education in America. The methodology and procedures of this study are detailed in Chapter III. Demographic data and test score analysis are reported in tables and figures in Chapter IV. Interviews with randomly selected subjects are documented in Chapter IV also. The study is summarized and recommendations are presented in Chapter V.

CHAPTER II

REVIEW OF THE LITERATURE

This chapter presents a discussion of literature related to early childhood education. The review will profile the history of early childhood education as it evolved from day care services. The provision of preschool and child care in the Black family will be discussed. Research findings that provide the theoretical foundation for the field will be summarized. Findings of significant studies of early childhood education programs will be presented.

Historical Perspective

The history of the child care industry in the United States, from its mid-nineteenth century beginnings, documents a pattern of emotionalism and conflict of values. One of the earliest centers (1828) was the Boston Infant School established to provide care for children in order that mothers could work. The school's founders viewed the school as a vehicle for introducing values different from their homes to the children. Steinfels observed that the school offered to its young charges (nineteen months to four years) the advantages of being "removed from the

unhappy association of want and vice" and of being "placed under better influences."¹

American cities during the nineteenth century experienced rapid societal change fostered by industrial growth. The changes were accompanied by problems of which poverty was foremost.² This period witnessed the arrival of large numbers of European immigrants to growing cities ill-prepared to handle the changes. Ghettos of the type characterized by Upton Sinclair in The Jungle were in evidence in the growing cities. These circumstances prompted the establishment of day nurseries in several American cities. The self-proclaimed "guardians of social and moral climate" of the times decided that the provision of child care services for the young children of the poor offered an effective means of curtailing the developing cycle of poverty and vice.³

Day nurseries, an early form of child care, attracted the attention of the upper class as a vehicle through which they could provide charitable assistance to society. The women served on the nursery boards, planned fund raisers, and solicited contributions of essential

¹Margaret O'Brien Steinfelds, Who's Minding the Children? (New York: Simon and Schuster, 1973), 36.

²Cornelia Goldsmith, Better Day Care For the Young Child, (Washington: National Association for the Education of Young Children, 1972), 80.

³Ibid., 39.

items such as food and toys. Goldsmith and Steinfels observed that through these and related activities, the upper class helped the poor while imparting what they considered to be meaningful values.⁴

Primarily because of differences in fiscal support, the program structure and staffing of the day nurseries varied from one site to another. However, a common characteristic of the nurseries was that standards of cleanliness were regarded as highly as traditionally cherished values of patriotism and religion. Maintaining the cleanliness standard was the responsibility of the matron. Steinfels observed that typically, children were bathed each morning upon arrival and given other clothing to wear during their hours in the nursery.⁵

Though the care provided children was primarily custodial, the day nurseries were also the social welfare agencies of that time. Some day nurseries provided or sought employment for mothers. Programs of guidance and training were offered for parents that included classes in cooking, sewing, and English. This assistance for parents was a means of meeting the primary goal of the nurseries: to initiate a change of destiny for the children.⁶

The day nursery was tolerated by the community as a necessary evil. The clientele was poor, often immigrant,

⁴Goldsmith, 82; Steinfels, 48.

⁵Steinfels, 36. ⁶Ibid., 49.

and perceived of as needing pity and assistance. This concept of purpose and attitude did not prompt clientele to become enthusiastic about any benefits they or their children might receive from the nursery service. Because day nurseries met a need, detractors who argued that the service damaged family structure, were not able to close them down.

During the twenties and thirties, changes in the operation of the nurseries began to occur. The staffs included increasing numbers of professionally trained teachers and social workers. This change in the staffing prompted changes in the educational component of the day nursery program. For the first time, interest in the physical and affective development of the children was second to their educational needs.⁷

The new emphasis on the educational program for children represented a different focus for the nursery. Prior to this time, day nurseries had accepted infants as young as two weeks old. The staff that had promoted the emphasis on the education program was not prepared to serve infants. This circumstance combined with the prevailing sentiment that infants should remain in the family setting led to the eventual exclusion of infants from the day nursery.

⁷Ibid., 58.

During the late thirties, Works Projects Administration (WPA) nurseries were created. These were the first child care facilities to be supported with public funds. WPA nurseries were established as a means of providing employment for teachers, nurses, and others who could provide services for children. Though service to children was the secondary benefit of their creation, the establishment of WPA child care centers gave the institution permanence in American lifestyle.⁸

The nursery school/child care history cited documents the development of a service to meet the needs of a segment of the population that was poor and perceived of as disadvantaged or underclass. The accompanying assumption was that while most children received appropriate care in their homes, poor children were served better in the child care facilities. During World War II, evidence of a change in attitude toward child care services and a change in the income level of clientele could be observed.

World War II prompted the biggest surge in the demand for child care. The women of America went to work to supply the needs of a wartime economy. Funds appropriated through the Community Facilities Act supported thousands of child care centers throughout the nation.

⁸Ibid., 67.

With the end of the war, support for these centers both fiscal and otherwise, ended. The assumption was that mothers would return home. Not only did this not occur, more women entered the labor force. As this trend continued, the demand for child care increased.⁹

During the fifties, the child care clientele expanded to include a contrasting group. This group sought child care for the educational component rather than for custodial care for preschoolers. A national preoccupation with scientific advancement and intellectual achievement prompted heightened interest in preschool and the theories and methods of Maria Montessori. This resulted in the growth of nursery schools based on those theories.¹⁰ These schools served a clientele the majority of whom were non-working middle class mothers who could transport children to a center two or three days a week, usually for a half-day session.

At the end of the decade, it was apparent that a constant demand for child care from varied quarters existed. A 1959 survey revealed that women in the labor force had increased five-fold since 1940 with child care

⁹Marilyn Rauth, "A Long Road to an Unresolved Problem: Comprehensive Child Care in the United States," in Early Childhood Education, ed. by Barry Persky and Leonard H. Golubchick (Wayne, New Jersey: Avery Publishing Group, 1977), 31.

¹⁰Emmy Louise Widmer, The Critical Years: Early Childhood Education at the Crossroads (Scranton, Pennsylvania: International Textbook Company), 56.

services available to accommodate 2.4 percent of their children.¹¹ The need of working mothers for child care during their working hours as well as the quest of the middle class for preschool education provided a growing clientele for child care services.

The sixties and seventies can be characterized as decades of ambivalence toward child care. At the same time that the virtues of preschool experiences were being touted, mothers were counseled to stay out of the work force to care for young children in the home.¹² Child care advocates failed to achieve unanimity in merging campaigns for preschool and day care. Though the value of preschool was acknowledged, day care aroused old fears of supplanting parental authority and control. Head Start, established with Congressional funding during the mid-sixties, gained initial acceptance using the same logic that established the day nurseries during the nineteenth century: the clientele to be served would be "better off."¹³

The ambivalence of the last two decades has all but disappeared during the eighties. The emergence of a third group of potential clients---middle class working women who value both services (preschool and day care)---has caused

¹¹Virginia Kerr, "One Step Forward---Two Steps Back: Child Care's Long American History," in Child Care---Who Cares?, ed. by Pamela Roby, (New York: Basic Books 1973), 166-67.

¹²Ibid.

¹³Ibid.

the issue to become not will there be child care but what will constitute the service.¹⁴ For most of its pre-sixties history, child care meant custodial care for preschool age children.¹⁵ Rapid activity in the field during the intervening years has resulted in a concept that entails more than custodial care. Child care in the eighties most often connotes a planned program of care which includes appropriate educational experiences offered in an institution, public or private, for groups of children below kindergarten age.¹⁶

Black Children and Child Care

The availability of child care long has been a critical issue in the Black community. The desire to supplement (or provide) the family's income has prompted large percentages of Black women to seek employment outside of the home.¹⁷ The presence of young children meant Black women had to seek arrangements for the care of their children so that they could work. As early as 1890, 36 percent of Black women were employed---a percentage more

¹⁴Steinfels, 87.

¹⁵Rauth, 32.

¹⁶"What Price Day Care?" Newsweek, 10 September 1984, 21.

¹⁷Evelyn Moore, "Day Care: A Black Perspective," in Day Care Scientific and Social Policy Issues, ed. by Edward F. Zigler and Edmund W. Gordon (Boston: Auburn House, 1982), 421.

than twice that of White women at that time.¹⁸ The contrasting family profile suggested by those percentages has changed dramatically during the intervening years (Black, 52 percent; White, 51 percent). Additionally, the percentage of participation in the work force has increased significantly for both groups.¹⁹

Child care services that were available in the Black community received little notice in the White community. The percentage of Black families in need of services prompted the development of a variety of arrangements for child care. Strong kinship bonds, a characteristic of Black families considered to be reflective of the tradition and culture of Africa,²⁰ promoted the provision of care by members of the extended family. During slavery, informal nurseries were established in the fields to care for young children.²¹

¹⁸Department of Commerce, Bureau of the Census, Money, Income, and Poverty: Status of Families and Persons in the United States: 1979 Current Population Reports, Series P-60, no. 125 (Washington, D. C.: U. S. Department of Commerce, 1980) 34.

¹⁹Department of Education, Center for Education Statistics, The Condition of Education: A Statistical Report, (Washington, D. C.: U.S. Department of Education, 1987) 125.

²⁰Janice E. Hale-Benson, Black Children: Their Roots, Culture, and Learning Styles, (Baltimore: Johns Hopkins University Press, 1987), 47-48.

²¹John R. Dill, "The Black Child and Child-Care Issues" in Child Care---Who Cares? ed. by Pamela Roby (New York: Basic Books, 1973), 279.

More than a hundred years later, grandmothers, aunts, and neighbors provided child care for 40 percent of working Black women.²²

To assume that freedom to work was the exclusive motivation for the interest in and demand for child care by the Black community is to ignore the factors that make necessary a discussion of child care for Blacks in America. Historically, Black Americans have viewed education as the passport to economic security and stability...the means of escaping a life of poverty.²³ Child care services have been offered to the Black community by its churches and colleges that combined the features of the nursery schools and day care centers of the fifties: hours convenient to working parents; and, a strong educational component.²⁴ The obvious value of participation in these centers was that in addition to care, children received an educational foundation for formal schooling.

Now that the provision of appropriate child care and preschool education has become a national issue, the character and quality of service provided to Black children also has been the subject of discussion. The National Black Child Development Institute warned that public school systems which have demonstrated an inability to serve

²²Edward F. Zigler and Edmund W. Gordon, eds., Day Care: Scientific and Social Policy Issues (Boston: Auburn House, 1982), 421.

²³Ibid., 414. ²⁴Ibid., 421.

Blacks (noting urban public schools), should be scrutinized carefully as potential service providers of preschool education for Black children.²⁵ Hale-Benson addressed the need for special considerations in the design of preschool programs for Black children and detailed a program that complements the unique learning styles of Black children.²⁶ Providers of child care are being challenged, therefore, to provide a program of day care and preschool education for Black children that capitalizes on the strengths of Afro-American heritage and satisfies a compelling need to preserve ethnic character.

Early Childhood Learning Theory

Paralleling the aforementioned development of child care service has been an examination of learning theory. The work of a few theorists and researchers provided the foundation for the early childhood intervention programs of the sixties. Piaget, Hebb, Hunt, and Bloom are among those frequently credited for pioneering efforts.

During a period of more than forty years, Piaget reported his observations about the development of human intelligence. His observations of children's use of language as they mature led him to recognize stages in

²⁵Child Care in the Public Schools: Incubator for Inequality? A Report of the National Black Child Development Institute, Inc. (Washington, D. C.: 1986).

²⁶Hale-Benson, 151-174. ²⁷Ibid.

intellectual development. These stages through which all humans progress, emerged for Piaget as he noted the character of the language used by children at different ages and their responses to situations and questions.²⁸

From birth until approximately two years of age, the child is in the sensorimotor period of development. This period can be characterized as the time during which the child demonstrates a growing awareness of surroundings. Piaget noted a progression of six intermediate stages during this period from reflex responses observable at birth to attempts to manipulate the environment as the second year ends.²⁹

The beginning of language signals the start of the next phase. During this period, the child acquires language and demonstrates an understanding of his/her activity. This understanding appears to be limited to concrete activity. The child is not able to understand relationships of activities or the concept of reversibility.

During the next phase, which lasts until the child is approximately fourteen, children first begin to deal with abstract concepts and reasoning. Trial and error behavior can be observed. Though unable to explain many

²⁸Jean Piaget, The Origins of Intelligence in Children. trans. Margaret Cook, (New York: International University Press), 12-26.

²⁹Ibid.

abstract concepts, children often understand them particularly when the abstract is presented to them through the use of concrete materials.

The final developmental stage brings the ability to handle complex abstractions. During this stage, the child develops skill in processing hypothetical proposals. As the child matures, the instances increase when analytical thought is used to address a situation prior to or rather than action.³⁰

Though Piaget began reporting his theories in the early twenties, his work attracted little interest in America.³¹ The advent of later studies, particularly those of Hebb and Hunt, prompted consideration of Piaget's work.

In 1947, Hebb reported on his studies of animals during which he observed their response to patterned conditioning. Hebb observed the responses of rats to situations for which they may have had early conditioning. The results prompted him to theorize that an organism's ability to learn in later life depends on the quality and quantity of its early experiences and learning.³²

³⁰Jean Piaget, The Language and Thought of the Child trans. Marjorie and Ruth Gabain, 3d ed., rev. and enl. (New York: The Humanities Press, 1959).

³¹William Vernon Hicks et al., The New Elementary School Curriculum (New York: Van Nostrand Reinhold Company, 1970), 31.

³²Donald O. Hebb, "The Effects of Early Experience on Problem-Solving at Maturity" American Psychologist 2, (1947): 306-307.

Hunt conducted an exhaustive study of Hebb's work and of Piaget's theory of the development of intelligence. This examination led him to suggest that intelligence is neither fixed nor predetermined by heredity but enhanced by early experience. He concluded that "it is no longer unreasonable to consider . . . ways to govern the encounters that children have with their environments, especially during the early years of their development, to achieve a substantially faster rate of intellectual development and a substantially higher adult level of intellectual capacity."³³

Bloom also suggested that experience during the early years is a critical factor in the intellectual development of children. After examining data from hundreds of longitudinal studies on the development of human characteristics, Bloom concluded deprivation during the preschool years could lower IQ as much as twenty points.³⁴

The efforts of Hunt and Bloom prompted a reconsideration of beliefs about intelligence. Their work and a body of research examining the effects of social class on intelligence scores provided the theoretical

³³J. McVicker Hunt, Intelligence and Experience (New York: The Ronald Press, 1961), 361-363.

³⁴Benjamin S. Bloom, Stability and Change in Human Characteristics (New York: Wiley and Sons, 1964), 6.

foundation for compensatory education efforts of the sixties.³⁵

Head Start Studies

During the mid-sixties, social reformers searched for a method of remediating the performance gaps of children from low-income families. They utilized preschool history and the observations of child development theorists to develop the proposal for Head Start programs. Subjected to research almost from their inception, these programs have provided considerable data on preschool program design, implementation, and accomplishments.

Early studies of Head Start programs, notably the Westinghouse/Ohio State evaluation, concluded that no persistent cognitive or affective gains for participants could be observed.³⁶ Similarly, Bronfenbrenner noted no sustained cognitive gains and, in some instances, noted regression beginning as soon as the participant left the program.³⁷ Grotberg summarized the findings of several

³⁵Lazar and Darlington, 2.

³⁶Westinghouse Learning Corporation, The Impact of Head Start: an Evaluation of Head Start on Children's Cognitive and Affective Development, report to the Office of Economic Opportunity, Clearinghouse for Federal Scientific and Technical Information, U. S. Institute for Applied Technology, June 1969.

³⁷Department of Health, Education, and Welfare, A Report on Longitudinal Evaluations of Preschool Programs vol. 2, Is Early Intervention Effective? by Urie Bronfenbrenner, no. OHD 75-25 (Washington, D. C.: U. S. Department of Health, Education, and Welfare, 1974), 53.

studies as evidence that the gains of participants were short-lived.³⁸

A number of reports sought to explain the negative findings cited. Researchers identified a number of factors that would impede program success: (1) the preschool intervention was inappropriate; (2) program implementation had been faulty; (3) research methodology of the Westinghouse Study had been flawed; and (4) evaluations had been premature.³⁹

Subsequent studies have countered earlier findings of ineffectiveness. The preschool programs in the study conducted by Miller and Dyer that noted the positive effects of preschool participation included a Head Start program in Louisville, Kentucky.⁴⁰ The Impact of Head Start on Children, Families and Communities, a summary of findings in the final report of the Head Start Evaluation, Synthesis and Utilization Project, cited the cognitive gains of participants. Also noted, however, was the erosion of gains in time that prompted researchers to recommend additional studies to clarify the effects of the

³⁸Edith Grotberg, Review of Head Start Research, 1965-1969 (Washington, D. C.: OEO Pamphlet 16087:13, 1969).

³⁹Lazar and Darlington, 3-4.

⁴⁰Miller and Dyer, 6.

program.⁴¹ Longitudinal studies coordinated by Weikart have provided evidence of Head Start success. These studies observed participants in the Perry Preschool Program.⁴²

Participants in the Perry Preschool Head Start Program have been studied since their participation in 1964. The findings of Schweinhart and Weikart hold particular significance for urban educators. Their longitudinal study observing the lives of the low-income participants in the Head Start program documented significant differences in the lives of the subjects after they had reached age nineteen.⁴³ Additionally, they estimate a seven dollar savings for every dollar spent on the participation of those children.⁴⁴

⁴¹Ruth H. McKey et al., Executive Summary: The Impact of Head Start on Children, Families and Communities (Washington, D. C.: CSR, June, 1985).

⁴²David P. Weikart et al., Longitudinal Results of the Perry Preschool Project, no. 1, 1970; David P. Weikart, J. T. Bond and J. T. McNeil, The Ypsilanti Perry Preschool Project: Preschool Years & Longitudinal Results Through Fourth Grade, no. 3, 1978; L. J. Schweinhart and D. P. Weikart, Young Children Grow Up: The Effects of the Perry Preschool Program on Youths Through Age 15, no. 7, 1980; John R. Berrueta-Clement et al., Changed Lives: The Effects of the Perry Preschool Program on Youths Through Age 19, no. 8, 1984.

⁴³John R. Berrueta-Clement et al., 1.

⁴⁴Lawrence J. Schweinhart and David P. Weikart, "Evidence That Good Early Childhood Programs Work," Phi Delta Kappan vol. 66 (Bloomington, Indiana: Phi Delta Kappa, April 1985), 552.

In 1975, Lazar and Darlington collaborated with eleven independent investigators of preschool programs to conduct follow up studies on the subjects of the earlier independent studies. In earlier studies, each of the researchers had investigated outcomes of preschool participation by children from low-income families. For this study, the researchers collected data on available subjects from their earlier studies. The varied approaches of the original studies provided a comprehensive assessment of the long term benefits of preschool intervention for children from low-income families.

Beller studied the effect of length of schooling prior to first grade on children's later development by comparing children from low-income families who entered school at age four, five, and six. Like other members of the consortium, Beller observed significant differences in the children with preschool experience. Children with two years of preschool received significantly higher grades through fourth grade. Though the positive indicators were greater for girls than boys, all preschool participants demonstrated greater socioemotional maturity than non-participants.⁴⁵

⁴⁵E. Kuno Beller, "The Philadelphia Study: The Impact of Preschool on Intellectual and Socioemotional Development," in As The Twig Is Bent...Lasting Effects of Preschool Programs The Consortium for Longitudinal Studies, (Hillsdale, New Jersey: Lawrence Erlbaum Associates, 1983), 373-75.

Cynthia and Martin Deutsch studied the effects of an enriched curriculum on the language development, concept formation, cognitive development, and self concept of participants. During a seven-year period, the Institute for Developmental Studies (IDS) served 1,200 minority, low-income children and their families. The children participated in special classes in their schools, and activities were conducted for their families and teachers through their third-grade year of school. The Deutsches documented significant growth in cognitive and perceptual skills and in the development of positive and realistic self-concepts. They observed that sustaining the gains promoted by preschool intervention requires continuing support activity following the period of preschool participation.⁴⁶

Gordon and Jester developed a three-dimensional parent education program that served children as infants, during the year following their first birthday, and as two-year olds. During the first two years, the training program featured home visits by parent educators. During the final year of participation, home visits were supplemented by the children's attendance at a nursery school twice a week. Gordon and Jester examined the cognitive, language, and personality development of the

⁴⁶Martin Deutsch et al., "The IDS Program: An Experiment in Early and Sustained Enrichment," in As The Twig Is Bent...Lasting Effects of Preschool Programs, 405.

children. Children who participated in the intervention program for two to three consecutive years performed better on cognitive measures as long as 7 years later.⁴⁷

Gray observed the effect of intervention strategies on altering the pattern of progressive retardation for low-income Black children from small towns in the Southeast. Noting more success with female subjects, Gray reported that significantly fewer of the experimental group were placed in special education.⁴⁸

Karnes studied the impact of curriculum variation on the adjustment of low-income children to traditional school settings. Five program variations were employed: Traditional - fostered social, motor, and language development with a group of all low-income children; Community-Integrated - same as Traditional except that two or four low-income children were in a class of middle and upper class white children; Montessori - class conducted by a trained Montessori teacher, housed with other Montessori classes, and used prescribed materials; Ameliorative - a psycholinguistic instructional model to promote language development designed by Karnes; and, Direct-Verbal - instruction emphasized competence in basic English through

⁴⁷R. Emile Jester and Barry Guinagh, "The Gordon Parent Education Infant and Toddler Program," in As The Twig Is Bent...Lasting Effects of Preschool Programs, 129.

⁴⁸Susan W. Gray, Barbara K. Ramsey, and Rupert A. Klaus, "The Early Training Project: 1962-1980," in As The Twig Is Bent...Lasting Effects of Preschool Programs, 63.

oral drill in verbal and logical patterns. Following the year, half of the subjects were selected to receive continuing intervention. Initially, participants in the most structured programs, Ameliorative and Direct-Verbal, showed the greatest gains; however, in later years, subjects from the Montessori class experienced greater school success. At the time the subjects were to graduate from high school, sixty percent of the group that received preschool and follow-up intervention did graduate as compared with forty-seven percent of the group that received preschool only.⁴⁹

Miller and Dyer also compared program designs. They studied four different preschool programs in an effort to determine their comparative effectiveness in fostering the "cognitive, social, motivational, and perceptual development of four-year-old disadvantaged children."⁵⁰ Like Karnes, they found that by the middle school years, subjects from the Montessori class experienced greater success.⁵¹

Levenstein observed the effects of a Verbal Interaction Project (VIP) on the verbal development of children. The Mother-Child Home Program, a home-based

⁴⁹Merle B. Karnes, Allan M. Shwedel, and Mark B. Williams, "A Comparison of Five Approaches for Educating Young Children from Low-Income Homes," in As The Twig Is Bent...Lasting Effects of Preschool Programs, 157.

⁵⁰Miller and Dyer, 6.

⁵¹Ibid.

program, provided training for low-income mothers so that they could stimulate cognitive development in their children. Nassau County, New York was the site of this program that served a largely Black clientele. Home Visitors, "Toy Demonstrators," conducted half-hour sessions twice-weekly over two school years. The paraprofessional "Visitors" trained parents with a structured curriculum that included the books and toys. The program produced short-term effects on IQ. Like other studies in the Consortium, this one documented some success with affecting the school performance of participants.⁵²

The effects of one-to-one child/instructor preschool intervention on the cognitive development of children was the focus a study by Palmer. The format of his study allowed the observation of low-income subjects with intensive intervention; low-income children with minimal intervention; and, middle-class children. Palmer observed success with all of the delivery patterns employed. Noteworthy is the fact that success was observed comparable to that of other participants in the Lazar-Darlington study in a program with little parental involvement.⁵³

⁵²Phyllis Levenstein, John O'Hara, and John Madden, "The Mother-Child Home Program of the Verbal Interaction Project," in As The Twig Is Bent...Lasting Effects of Preschool Programs, 262.

⁵³Francis H. Palmer, "The Harlem Study: Effects by Type of Training, Age of Training, and Social Class," in As The Twig Is Bent...Lasting Effects of Preschool Programs,

Woolman studied the effects of a program utilizing behaviorist theory that included curriculum and classroom environment. Using his experience in flight design and missile simulation, Woolman designed the classroom, materials, equipment, procedures, and methods of interaction (among the children, and between the teachers and the children). Participants in the Micro-Learning Environment were children of migrant workers in New Jersey. After eight months in the Micro-Social Learning Environment, participants demonstrated "substantial and statistically significant" gains on the Wechsler Intelligence Scale of Children, the Peabody Picture Vocabulary Test, and the Goodenough Intelligence Test.⁵⁴

Zigler and his fellow researchers studied the long-term effects on low-income children with Head Start experience of participation in Follow Through. Classes were organized in the New Haven, Connecticut schools that implemented a curriculum based on a model associated with Bank Street College. Zigler credited the school-based

235.

⁵⁴Myron Woolman, "The Micro-Social Environment: A Strategy for Accelerating Learning," in As The Twig Is Bent...Lasting Effects of Preschool Programs, 293.

intervention program with the potential of producing measurable lasting effects in the students it served.⁵⁵

In 1970, Schweinhart and Weikart published the first of a series of reports on their findings about the lasting effectiveness of preschool. The subjects of the study participated in Head Start at the Perry Preschool in Ypsilanti, Michigan. The 1980 report noted significant contrasts in the educational achievements and career aspirations of the then fifteen year-old subjects and of those of a like population of non-participants.⁵⁶ Their most recent report which described the subjects at age nineteen documented a continuation of the pattern of earlier findings.⁵⁷

Lazar and Darlington coordinated a re-examination of the data from the earlier individual studies. Groups of the original subjects, by that time ages eight to eighteen, were identified for follow-up. Their follow-up study showed that children with preschool experience from low-income families had long-lasting effects in four areas:

⁵⁵Victoria Seitz et al., "Long Term Effects of Projects Head Start and Follow Through: The New Haven Project," in As The Twig Is Bent...Lasting Effects of Preschool Programs, 328-330.

⁵⁶Lawrence J. Schweinhart and David P. Weikart, Young Children Grow Up: Effects of Perry Preschool Program on Youths Through Age 15, 37.

⁵⁷Berrueta-Clement et al., Changed Lives: The Effects of the Perry Preschool Program on Youths Through Age 19, 1.

school competencies, developed abilities, attitudes and values, and impact on the family.⁵⁸

Summary

The extensive body of longitudinal data now available supports the value of preschool education for participants in areas of school achievement, incidence of delinquency and crime, incidence of teenage pregnancy, and post-secondary education and employment. For children from low-income families the provision of preschool education has been documented as making a critical difference in school performance. Schweinhart and Weikart, as well as Zigler, note the impact of preschool on reducing the likelihood of low-income children entering special education programs.⁵⁹

Implementation of effective preschool programs has been identified as essential to efforts to strengthen public schools. Educators have evidence of the value of preschool education for all students, but particularly for children of low-income families. An urgent demand from parents of all income levels has been expressed for quality preschool/day care. These factors would suggest that educators would benefit from a study that provides data on

⁵⁸Ibid., 55.

⁵⁹Schweinhart and Weikart, "Evidence That Good Early Childhood Programs Work"; Edward Zigler, "The Effectiveness of Head Start: Another Look".

the performance of children who had attended public preschools sponsored by different public agencies. The results should assist educators in determining how to allocate resources to provide preschool education for children.

Chapter III

PROCEDURES OF THE STUDY

This causal-comparative study assessed the academic achievement of low-income students who had completed three grades in the public schools. Demographic data including grade progression information and scores from a standardized achievement test provide the basis for discussion of the research questions and related hypotheses. A detailed description of the procedures followed during this study is provided in this chapter.

Preschool Services in Newport News, Virginia

The demand for quality day care service by Peninsula parents with low to middle incomes is consistent with national trends. Although the rate of increase of women in the local work force has not matched the national rates, increases are occurring. In a report on Peninsula women, Schwille and Vanaver observed that over half of area women over sixteen years of age are employed.¹ Though cost has prompted some Peninsula parents to use unlicensed and

¹Kathy Schwille and Elissa Vanaver, "Women find 1980 Realities Beyond Rhetoric of the '70s" Newport News (Virginia) Times Herald, 9 February 1981, 11.

sometimes sub-standard facilities, a 1982 study by this researcher identified forty-two licensed child care facilities in the cities of Hampton and Newport News.² A 1987 follow-up revealed that the number of licensed facilities had increased to seventy-five including nine that served infants.³

At present, services to preschoolers can be described best as fragmented. Centers are operated as private enterprise ventures (independent and franchised); by public agencies (school divisions and social service agencies); and by churches. Some are licensed by state agencies; some are not. The quality and content of the instructional component varies. The level of formal training required of staff is equally as varied.⁴

In Newport News, public school educators are concerned about facilitating the successful transition of students with preschool experience to the elementary school program. Public school administrators offer to the staffs of area day care centers the opportunity to participate in

²Elva Williams Hunt, "A Profile of Day Care/ Early Childhood Education Available to Residents of Newport News, Virginia" (TD, Old Dominion University, 1982), 2.

³Elva Williams Hunt, "A Profile of Day Care/Early Childhood Education Available to Residents of Newport News, Virginia: AN UPDATE" TMs, 1987.

⁴"Child Care Regulations: Then and Now" Report on Preschool Programs 5 February 1985, 5-6; Hunt, "A Profile of Day Care/Early Childhood Education".

staff development that would aid the centers' staffs in planning the experiences of children in their care.

As noted, a variety of service providers, public and private, offer preschool/child care. Newport News is one of many communities in which preschool/child care is offered by two or more public agencies. With varied sources of preschool/child care services, a question arises regarding the effectiveness of service delivery. How successful is the primary grade experience of children with preschool/child care experience? For urban public administrators the question becomes how effective is a public preschool/child care program in preparing urban children---particularly those from low-income families---for the primary grade experience.

Two publicly funded preschool programs are offered in Newport News. The Office of Human Affairs, a community action agency, has operated a Head Start program for twenty-two years which serves children from age two to four. For twelve years, the public school system in Newport News has sponsored a program for selected four-year-olds. Each program receives more applicants than it can accommodate.⁵

⁵Thelma B. Williams, Director of Head Start, interview by author, notes, Newport News, Virginia, 9 May 1986; Program Records, ECIA, Chapter 1, Newport News Public Schools, Newport News, Virginia, May, 1986.

First Step

The First Step, a preschool program for four-year-olds, is sponsored by the Newport News Public Schools with funds received through Chapter 1 of the Education Consolidation and Improvement Act (ECIA). In its twelfth year, the program was developed as a readiness appendage of the primary-level reading/language development compensatory education program the school division offers. School division administrators had observed a pattern in the performance of entering kindergartners on readiness tests. Schools with the highest percentages of students from low-income families also had significantly higher numbers of students scoring below the fiftieth percentile than schools with fewer students from low-income families.

First Step participants are selected from four-year-old applicants who live in the attendance area of public schools that have ECIA Chapter 1 programs.⁶ In the spring of each year, the school division invites parents to register entering kindergartners for the start of school in the fall. At the same time, parents who live in the attendance areas of schools with Chapter 1 programs are invited to begin the application process for First Step. Leaflets about First Step are circulated in the communities

⁶Though the school division initiated an on-going preschool screening service during the fall of 1987, the procedure was as described at the time the subjects in this study were eligible for preschool.

where eligible families reside. Applications are accepted until the screening test is administered during the summer weeks. Parents of students whose performance on the screening instrument indicates developmental needs (priority given to those with oral language needs) are invited to enroll them in the program. To complete the enrollment process, parents must present a birth certificate, evidence of a physical examination within the previous twelve months, and, a record of immunizations.

During the years the subjects in this study were enrolled in First Step, more than seventy percent of the 180 participants qualified for free lunch, an indication that they are from low-income families.

During the first year of the First Step, the professional staff, Virginia-certified early childhood educators, wrote the curriculum.⁷ This curriculum reflects the goal established by school division administrators to provide a program that would foster the development of language skills and general readiness for school. The First Step staff evaluated and modified the original document as it was used. A comprehensive evaluation and revision of the curriculum was completed during the 1985-86 school year.

⁷The First Step curriculum guide is included in appendix 5.

Parents of First Step students are expected to participate in a program of activities developed for them. The Chapter 1 Community Affairs Specialist coordinates the planning of the activities with the Instructional Specialist and the Nurse. Monthly workshops (held during day and evening sessions to be convenient of all parents) are offered on a variety of topics.

Until the fall of 1986, the First Step was housed in a former elementary school in the southeast section of the city, the residential area of most of the participants. The building, constructed in three phases, was closed as an elementary school in 1979. A wing with nine classrooms and the office complex was used for the program. The auditorium was carpeted and equipped so that it could also be used as a motor development center by all of the classes in addition to its original purpose. The cafeteria and library were also used for the program. Three classrooms in another wing were remodeled for use as a parent center to serve First Step as well as other Chapter 1 programs.

Detailed records of First Step participants' activity are prepared by the staff. At the end of the year of participation, these records are sent to the appropriate schools to be available to the kindergarten teachers of the participants.

During the time of this study, the staff included an instructional specialist (program supervisor), nine

teachers, nine aides, and a nurse. The speech and hearing services of the school division were available to the participants.

Head Start

The City of Newport began operating a Head Start program during the first year that federal funds became available as a part of the "War on Poverty." Operated during the first year by the public school system, Head Start has since that time been sponsored by the Office of Human Affairs, a city agency. Serving almost exclusively children from low-income families, the program serves children ages two, three, and four.⁸

Local implementation of Head Start requires adherence to guidelines detailed in the application packet provided by the Department of Health and Human Services. Head Start Program Philosophy and Goals are summarized in the passage that follows:

(a) The Head Start Program is based on the premise that all children share certain needs, and that children of low-income families, in particular, can benefit from comprehensive developmental program to meet those needs. The Head Start program approach is based on the philosophy that:

1. A child can benefit most from a comprehensive, interdisciplinary program to foster development and remedy problems as expressed in a broad range of services, and that

⁸Thelma B. Williams, Director of Head Start, interview by author, notes, Newport News, Virginia, 10 June 1985.

2. The child's entire family, as well as the community must be involved. The program should maximize the strengths and unique experiences of each child. The family, which is perceived as the principal influence on the child's development, must be a direct participant in the program. Local communities are allowed latitude in developing creative program designs so long as the basic goals, objectives and standards of a comprehensive program are adhered to.

(b) The overall goal of the Head Start program is to bring about a greater degree of social competence in children of low-income families. By social competence is meant the child's everyday effectiveness in dealing with both present environment and later responsibilities in school and life. Social competence takes into account the interrelatedness of cognitive and intellectual development, physical and mental health, nutritional needs, and other factors that enable a child to function optimally. The Head Start program is a comprehensive developmental approach to helping children achieve social competence. To the accomplishment of this goal, Head Start objectives and performance standards provide for:

1. The improvement of the child's health and physical abilities, including appropriate steps to correct present physical and mental problems and to enhance every child's access to an adequate diet. The improvement of the family's attitude toward future health care and physical abilities.
2. The encouragement of self-confidence, spontaneity, curiosity, and self-discipline which will assist in the development of the child's social and emotional health.
3. The enhancement of the child's mental processes and skills with particular attention to conceptual and communications skills.
4. The establishment of patterns and expectations of success for the child, which will create a climate of confidence for present and future learning efforts and overall development.
5. An increase in the ability of the child and the family to relate to each other and to others.

6. The enhancement of the sense of dignity and self-worth within the child and his family.⁹

The development of a program to realize program goals is the responsibility of the local agency. The local agency, the Office of Human Affairs in Newport News, has assigned program management to a Director. Organizing and managing the program, developing the budget, securing and training staff, managing daily operations, and identifying participants are among the responsibilities of the director. The director also coordinates the health services and parent involvement programs. The constitution and frequency of health services and programs for parents are specified in the guidelines.¹⁰

At the time of this study, the Head Start program managed by the Newport News Office was being offered in three locations in Newport News and one site in the city of Hampton. The primary site, which serves the population providing subjects for this study, is an early childhood center constructed by the Redevelopment and Housing

⁹Department of Health and Human Services, Office of Human Development Services, "Program performance Standards for Operation of Head Start Programs by Grantees and Delegate Agencies," Subchapter A - Office of Human Development Services, General Provisions, (Washington, D. C.: U. S. Department of Health and Human Services, 1983), 130.

¹⁰"Program Performance Standards" for Head Start are included in appendix 6.

Authority of Newport News.¹¹ This center is adjacent to a public housing complex that supplies many of the children who attend Head Start. The Head Start director assisted in the design phase of construction, contributing suggestions that resulted in a child-centered building with special features for the young population to be served.

The center serves children who are two, three, and four years old and is open fifty-two weeks during the year. The instructional component which serves children three and four years of age is provided for forty-one weeks. The full-day session which serves four-year-olds is 7 1/2 hours long. Participants may enroll at any time during the year.¹² Students arrive at the center for day care as early as 7:30 a.m. and can remain until 4:30 p.m. Transportation is provided for students who live outside of walking distance.

Funding levels affect the agency's ability to serve; however, approximately 100 four-year-olds (four classes) are served each year. A staff of nine teachers, one special education teacher, and twelve aides conduct the program for the 170 children served in the center. Only

¹¹This facility is characterized as "primary" because it houses the program's administrative offices and serves a larger number of clients than the other centers.

¹²Department of Health and Human Services, The Administration for Children, Youth and Families, Head Start Program, (Washington, D. C.: U. S. Department of Health and Human Services, 1983).

the special education teacher and the director have college degrees. However, all of the teachers have or are pursuing the Child Development Associate (CDA) Credential, available from the Council for Early Childhood Professional Recognition.¹³

Design of Study

The focus of this study was the comparison of the academic achievement of urban second grade students from low-income families with different forms of public preschool experience: Head Start and First Step. Administrators of each of the programs have documented the growth of the participants during their one year of participation. This study examined the academic progress of former participants during their second grade year, three years after their preschool participants. The grade placements of program participants and that of low-income students born during the same year who had no preschool were reviewed. The achievement levels of the two groups as demonstrated on a standardized test were compared. In addition, the performance of the two groups was compared with a group of low-income second graders without preschool

¹³The Council for Early Childhood Professional Recognition, administrators of the CDA National Credentialing Program, is a subsidiary of the National Association for the Education of Young Children. The assessment system and competency standards are detailed in the Council's publication Preschool Caregivers in Center-Based Programs (Washington, D. C.: CDA National Credentialing Program, 1987).

experience. The inclusion of the third group allowed the opportunity to replicate comparisons made in other studies that demonstrated higher levels of achievement by students from low-income families when the students had had preschool experience.

More than 60 percent of children from low-income families entering kindergarten in the schools in this study had had no preschool experience. Including this group in the study allowed an assessment of the academic gains of these students during the three years after they entered school with a presumed disadvantage because they lacked preschool experience.

For purposes of this study, "low-income" has been defined as "eligible for free lunch." Parents in Newport News may submit applications for their children to receive lunch without cost. Eligibility for free lunch is based on established formulas that consider family income and the number of family members. Using free lunch records provided a consistent method of identifying the low-income student population. In addition, the availability of meal assistance information eliminated the need to make potentially embarrassing inquiries in order to identify subjects.

The subjects have attended one of five schools that serve kindergarten, first, and second grade pupils in the southeastern section of Newport News: Briarfield, Dunbar-

Erwin, Magruder, Newsome Park, and Washington.¹⁴ These schools all have high percentages of students from low-income families. (The city-wide percentage of students from low-income families is 24 percent; the average percentage for these schools is 42 percent).¹⁵ The schools that provided the subjects are geographically close---the greatest distance between any two of them is three miles.

Low-income second grade students were identified from the school division records on the recipients of free lunch in the identified schools. School division enrollment records, First Step records, and Head Start records were used to identify the population pool to which each low-income second grade student belongs. The subject pools were used for the random selection of study subjects. The random selection process provided for representation of all intelligence levels among the subjects. The researcher selected randomly three subjects from each group (a total of twenty-seven) for follow-up interviews with parents. The interview information augments the demographic data collected from school records. Attitude toward school and

¹⁴A sixth school, Marshall Elementary, is in same section of the city and receives some of the students from the two public preschools. However, Marshall offers an alternative program for which parents must apply. Students attending Marshall have not been included, therefore, in this study.

¹⁵"ECIA Chapter 1 Eligibility Survey", Chapter 1 Administrative Records, Newport News Public Schools, 1987.

the parent's involvement in school activities were among the topics discussed.¹⁶

The two public preschools that subjects have attended also operate in the southeastern section of the city. Through the use of media, both public preschool programs invite parents to enroll students in the programs. Each program receives more applicants than it can accommodate.¹⁷

The demographic data have been used to develop profiles of subject groups. The data collected permitted the reporting of the gender and compensatory education experience of all subjects.¹⁸ Available information on the family structure and head-of-household employment status is reported. The similarity of neighborhood environment and economic background of the subjects should provide study results indicative of similar low-income populations. The researcher acknowledges that the participation of subjects in either of the public preschool programs may indicate a greater level of parental support that subsequently affected their academic achievement.

¹⁶The interview form is included in appendix 3.

¹⁷Thelma B. Williams, Director of Head Start, interview by author, notes, Newport News, Virginia, 9 May 1986; Program Records, ECIA, Chapter 1, Newport News Public Schools, Newport News, Virginia, May, 1986.

¹⁸Compensatory education programs are those provided by the Newport News Public School System with funds received through Chapter 1 of the Education Consolidation and Improvement Act.

Groups of subjects were identified from three consecutive classes: 1983-84 second grade students (eligible for preschool during 1980-81), 1984-85 second grade students (eligible for preschool during 1981-82), and 1985-86 second grade students (eligible for preschool during 1982-83). All subjects had completed their third year of schooling since the year they were eligible for preschool experience. None of the subjects had had more than one year of preschool experience.

From each class of second grade students, those from low-income families were identified. These students constituted a pool from which subjects were selected. Three strata were identified in the pool: First Step participants, Head Start participants, and students with no preschool experience. The size of the subject pools for students with First Step or Head Start experience permitted the use of all of them in the study. A random selection of subjects with no preschool experience was made.

The design of this study is shown in Figure 1.

Data Collection

The researcher used the records of the five schools to identify the population for the grade placement progression review. First Step records, Head Start records and "free lunch" records were examined to identify three subject pools. Records at individual schools were examined additionally to verify the subject pools. The size of the

PRESCHOOL STUDY DESIGN

GROUP ONE

Low-Income Second Graders 1983-84

Preschool Experience	Number of Subjects	Dependent Variable
First Step	35	Standardized Achievement Test
Head Start	23	
No Preschool	35	

GROUP TWO

Low-Income Second Graders 1984-85

Preschool Experience	Number of Subjects	Dependent Variable
First Step	30	Standardized Achievement Test
Head Start	24	
No Preschool	30	

GROUP THREE

Low-Income Second Graders 1985-86

Preschool Experience	Number of Subjects	Dependent Variable
First Step	27	Standardized Achievement Test
Head Start	27	
No Preschool	27	

Figure 1. Design of study of effects of preschool.

subject pools for First Step and Head Start permitted the use of all students for whom data were available. A computer was used to select subjects randomly from the subject pool with no preschool experience. Since all of the subjects had completed the second grade, they were no longer enrolled in the five schools. School division records were examined to verify the present schools of the subjects so that records could be reviewed.

Pupil records contain enrollment forms that were completed when students initially entered school. School personnel recorded on this form information about the student's preschool experience. Participation in Head Start and First Step was verified through comparison with the records of the sponsoring agency.

Profiles of the study subjects were developed from their school records. A form, designed by the researcher, was used to record data.¹⁹ This form permitted the collection of demographic data including vital statistics, family structure, source(s) of family income, schools attended, and educational success. These data were used to develop group profiles of study subjects. This information is summarized in tables.

The Science Research Associates (SRA) Achievement Series is the standardized instrument that was used in the

¹⁹The data collection form is included in appendix 2.

Newport News Public Schools to document student achievement from the 1980-81 school year through the 1986-87 school year. This instrument provides a composite grade equivalent score as well as grade equivalent scores in reading and mathematics. These data allow the comparison of the composite achievement of the groups as well as comparisons of achievement in the individual subject areas.

Second grade students in the five schools take Form 1, Level B of the 1978 edition of the SRA Achievement Series. In addition to the composite grade equivalent score, student profiles included grade equivalent scores in five reading areas and two mathematics areas. In reading, subtest scores were provided in auditory discrimination, letters recognition, listening, vocabulary, and comprehension. In mathematics, subtest scores were provided in concepts and computation.²⁰

In 1986, Form 1, Level C of the 1978 edition of the SRA Achievement Series was administered. This version does not include the auditory discrimination subtest. Six subtest scores were available for subjects from that year.

The Research Department of the Newport News Public School System determines the calendar dates for standardized test administration to comply with norming information supplied by the test publisher. Form 1, Level

²⁰User's Guide: Background and Interpretation, SRA Achievement Series, (Chicago: Science Research Associates, Inc., 1979) 9.

B of the SRA Achievement Test is administered by classroom teachers during the testing period identified to comply with the spring norming period identified by the publisher. Data from that administration of the test were used for this study.

Analysis of Results

The purpose of this study was to determine if significant differences in achievement are demonstrated by the three subject groups. In an effort to provide a complete profile of the low-income student, information was compiled on personal and academic characteristics.

The demographic data are presented in tables that provide a of profile family structure and a pattern of preschool experience for the population. Data from the SRA Achievement Test are presented in tables for each school year of the study. The descriptive statistics provide additional indications of the appropriateness of the sampling procedure. Mean scores were computed for each of the subtests, the subject areas (reading and mathematics separately), and the composite score (reading and mathematics together). Each set of mean scores was subjected to an analysis of variance.

Summary

Head Start and First Step serve almost exclusively a clientele from low-income families. Though some family

mobility is noted in Newport News, most of the participants in these programs enter one of the public schools in Newport News. This situation provided an opportunity to compare the academic achievement of children with different public preschool experiences as well as contrast these groups with low-income children with no preschool experience. The findings of this study may assist public policy makers in determining the appropriate means of service delivery for preschool.

CHAPTER IV

FINDINGS OF STUDY

The purpose of this study was to assess the effectiveness of two forms of public preschool as evidenced by the grade progression of former participants and their performance on a standardized achievement test. These two factors were assessed as of the third year of public school attendance for the subjects. During their third year of schooling, normal progression would place them in second grade. The study design provided for the identification of population pools, the selection of subjects, the collection of demographic data on a sample of subjects, the analysis of subtest scores from a standardized achievement test, and the recounting of findings from interviews with selected study subjects. The study findings provide insight for discussion of the following questions and related hypotheses:

1. Is the achievement of urban second grade students from low-income families with public school-sponsored preschool experience, First Step, significantly different from that of urban primary students from low-income families with other public agency-sponsored preschool experience, Head Start?

Hypothesis One: There is no difference in the achievement as indicated by grade placement of low-income urban second grade students with First Step experience and that of low-income urban second grade students with Head Start experience.

Hypothesis Two: There is no difference in the achievement as indicated by grade equivalent scores on a standardized achievement test of low-income urban second grade students with First Step experience and that of low-income urban second grade students with Head Start experience.

2. How does the achievement of First Step participants and Head Start participants compare with that of low-income students with no formal preschool experience?

Hypothesis Three: There is no difference in the achievement as indicated by grade placement of low-income urban second grade students with First Step experience, the achievement of low-income urban second grade students with Head Start experience, and the achievement of low-income students with no preschool experience.

Hypothesis Four: There is no difference in the achievement as indicated by grade equivalent scores on a standardized achievement test of low-income urban second grade students with First Step experience and that of low-income urban second grade students with Head Start experience.

Subjects for this study were identified from three consecutive classes: 1983-84 second grade students, 1984-85

second grade students, and 1985-86 second grade students. The data are grouped and identified for presentation in this report by the year the subjects were in second grade.

1983-84 Second Grade Subjects: Demographic Data

Born during 1976, 1983-84 second grade subjects entered the Newport News Public Schools during the 1981-82 school year. The five schools providing subjects for this study enrolled 545 students in kindergarten during that year. During the 1983-84 school year, 600 students were in second grade; however, this number included students born in 1975 and 1974...students who had been retained. A review of student records revealed a profile of low-income second graders that is presented in Table 1.

The number of four-year-old children participating in First Step and Head Start in 1980-81 is shown in Table 1. The number of four-year-old children from low-income families residing in the attendance areas of the five schools in this study during 1980-81 who did not participate in preschool could not be determined.

Table 1 reveals that in 1983-84, the student populations of the five schools in this study included 255 children from low-income families that were born in 1976 during the months that would have allowed them to enroll in programs for four-year-olds during 1980-81. Of the 255 students from low-income families, 65 students had participated in First Step; 33 had participated in Head

TABLE 1
A PROFILE OF GRADE PLACEMENT OF LOW-INCOME
SECOND GRADERS IN SELECTED SCHOOLS
1983-84

Preschool Experience	Number of Students in 1980-81*	Low-Income 80-81 Students Enrolled in 1983-84**	Grade Placement of Low-Income Students		Percent on Grade Level
			Grade One Special Education	In Grade Two	
First Step	180	65	21	44	68%
Head Start	100	33	8	25	76%
No Preschool	not available	157	68	89	57%
Total	---	255	96	159	63%

*The figures given for First Step and Head Start represent the total enrollment that each had for the year indicated. Since low income is not a condition for enrollment for First Step and Head Start may enroll limited numbers of students from families that exceed the income limit, it should not be assumed that all of the students enrolled were from low income families.

**The figures given represent the number of students from low income families enrolled in the five schools that were identified for this study: Briarfield, Dunbar-Erwin, Magruder, Newsome Park, and Washington.

Start; and 157 had had no preschool experience. The grade placement information on the 255 students from low-income families reveals that 159 of the students were in grade two while 96 were in other grades.

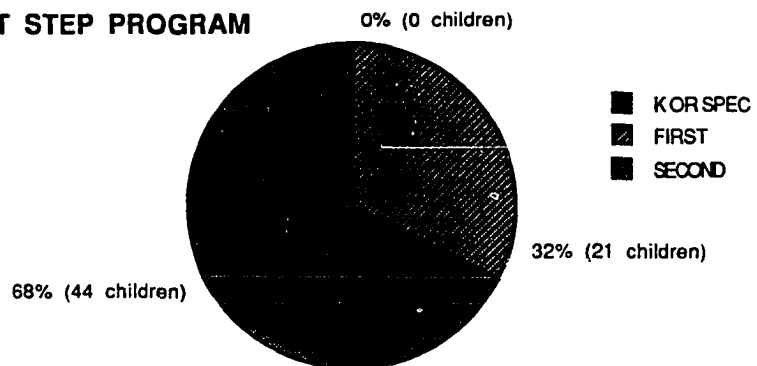
Figure 2 illustrates the grade placement of the 255 students from low-income families that comprised the initial subject pool. Of the sixty-five students from low-income families who had been in First Step during 1980-81, twenty-one or 32 percent were in grade one while forty-four or 68 percent were in grade two. Of the thirty-three students from low-income families who had been in Head Start during 1980-81, eight or 24 percent were in grade one while twenty-five or 76 percent were in grade two. Of the 157 students from low-income families who had had no preschool experience during 1980-81, sixty-seven or 43 percent were in grade one while eighty-nine or 57 percent were in grade two and one student had a special placement.

A chi-square analysis was conducted on the 1983-84 grade placement of the students from low-income families who were born in 1976 and had had preschool experience as shown in Table 1: First Step, Head Start, or No Preschool. The results of that analysis are shown in Table 2.

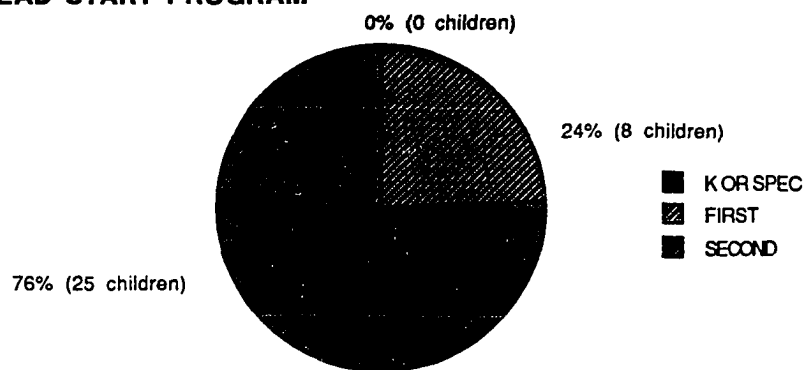
The X^2 value was not significant at the .05 level. The results of the chi-square analysis on the 1983-84 grade placement of the students from low-income families who were

GRADE DISTRIBUTION OF CHILDREN FALL 1983

FIRST STEP PROGRAM



HEAD START PROGRAM



NO PRESCHOOL PROGRAM

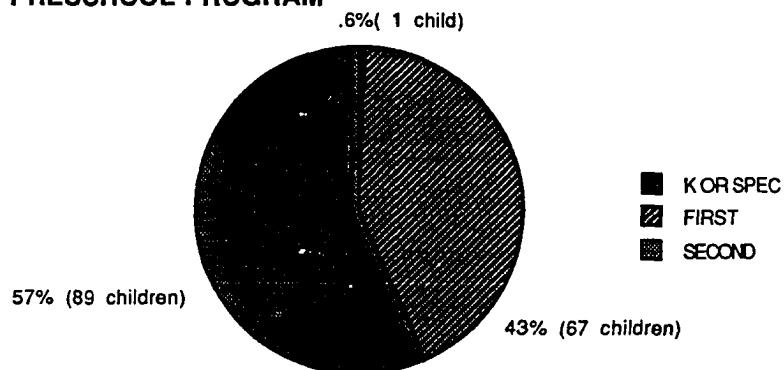


Figure 2

TABLE 2

CROSS TABULATION RESULTS FOR SUBJECTS BORN IN 1976
PRESCHOOL VERSUS GRADE IN 1983-84

Counts/Expected Value/Chi-Square				
Preschool	Kindergarten Special Education	Grade One	Grade Two	Total
First Step	0	21 25 0.5	44 40 0.3	65 65 0.8
Head Start	0	8 12 1.6	25 21 1.0	33 33 2.6
No Pre- school	1	67 59 1.1	89 97 0.7	156 156 1.8
Total	1	96 96 3.2	158 158 2.0	254 254 5.2
Chi-square with 2 degrees of freedom			5.1730	
Probability Level			0.0753	

the hypothesis that the preschool experience of urban low-income children does not impact their achievement as indicated by grade placement. The population pool of students born in 1976 produced ninety-three subjects for

this study. The ninety-three subjects included all second grade students from low-income families with First Step or Head Start experience for whom data were available and a random sample of second grade students from low-income families with no preschool experience. This sample included thirty-five subjects with First Step experience, twenty-three subjects with Head Start experience, and thirty-five subjects with no preschool experience. Figures 3 through 6 reveal demographic characteristics of the subjects.

Figure 3 reveals the family structure of 1983-84 second grade subjects from low-income families for whom this information was available. Of the second grade subjects with First Step experience, six subjects lived with both parents while twenty-two subjects with First Step experience lived with one parent or grandparent. Of the second grade subjects with Head Start experience, two subjects lived with both parents while twenty-one subjects with Head Start experience lived with one parent or grandparent. Of the second grade subjects with no preschool experience, six subjects lived with both parents while seventeen subjects lived with one parent or grandparent.

Figure 4 reveals the gender of subjects from low-income families who were in the second grade during 1983-

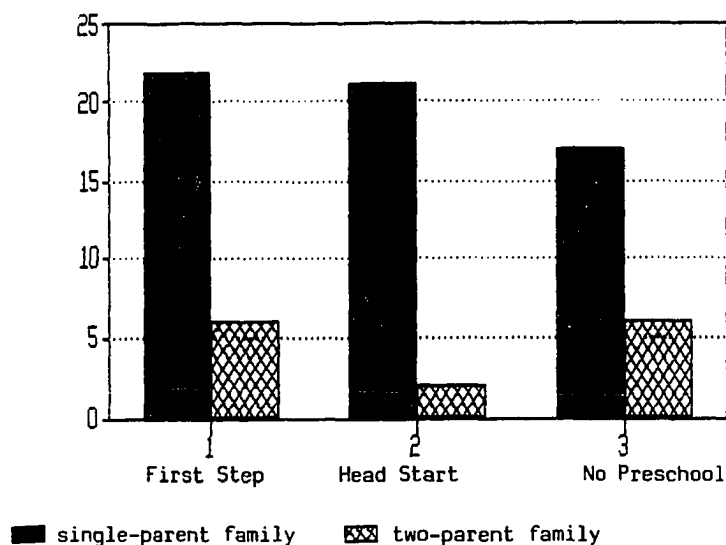


Figure 3. Family structure of subjects born in 1976; low-income second grade students during the 1983-84 school year.

84. The thirty-five second grade subjects with First Step experience include sixteen boys and nineteen girls. The twenty-three Head Start subjects include seven boys and sixteen girls. The thirty-five subjects with no preschool experience include eighteen boys and seventeen girls.

Figure 5 reveals the participation in compensatory education programs by subjects from low-income families who were in the second grade in 1983-84 during their three years of schooling (1981-82, 1982-83, and 1983-84).¹ Of

¹Compensatory education programs have been identified as those provided by the Newport News Public School System with funds received through Chapter 1 of the Education Consolidation and Improvement Act.

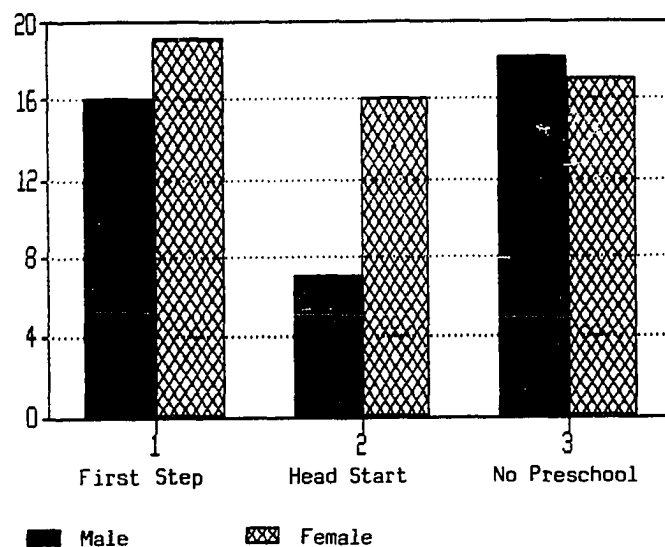


Figure 4. Gender of subjects born in 1976; low-income second grade students during the 1983-84 school year.

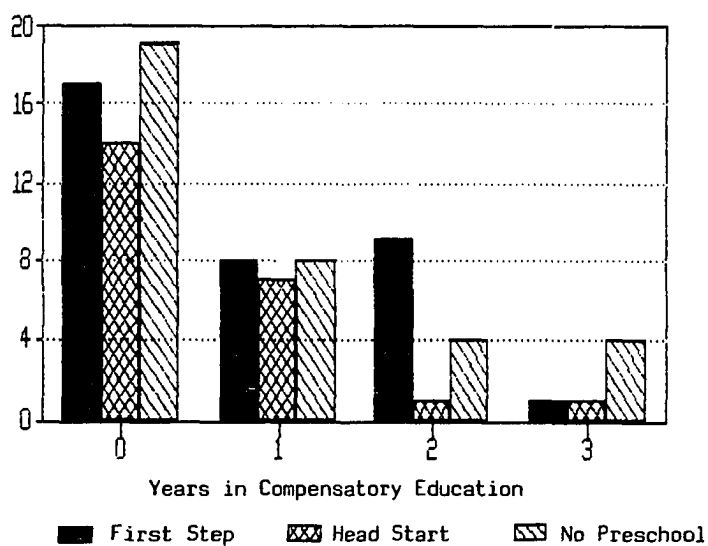


Figure 5. Compensatory education experience of subjects born in 1976; low-income second grade students during the 1983-84 school year.

the thirty-five low-income second grade subjects with First Step experience, eighteen had not participated in a compensatory education program for one session (either a school year program or a summer program). Of the thirty-five low-income second grade subjects with First Step experience, nine had participated in compensatory education programs for two sessions (either a school year program or a summer program). One First Step subject had participated in compensatory education programs for three sessions (two school years and one summer session).

Of the twenty-three low-income subjects with Head Start experience, fourteen had not participated in compensatory education by the end of their second grade year. Of the twenty-three low-income subjects with Head Start experience, seven had participated in a compensatory education program for one session (either a school year program or a summer program). Of the twenty-three low-income subjects with Head Start experience, one had participated in compensatory education for two sessions (either a school year program or a summer program). Of the twenty-three low-income subjects with Head Start experience, one had participated in compensatory education for three sessions (two school years and one summer session).

Of the thirty-five low-income subjects with no preschool experience, nineteen had not participated in

compensatory education at the end of the second grade. Of the thirty-five low-income subjects with no preschool experience, nine had participated in a compensatory education program for one session (either a school year program or a summer program). Of the thirty-five low-income subjects with no preschool experience, four had participated in compensatory education for two sessions (either a school year program or a summer program). Of the thirty-five low-income subjects with no preschool experience, three participated in compensatory education for three sessions (two school years and one summer session).

Information was available on the employment status of thirty-seven of the low-income families whose 1983-84 second grade children were subjects in this study. Figure 6 reveals the employment status of these families. Of the eleven families with a second grade student who had had First Step experience, six families were headed by a family member who was employed and five families were headed by a family member who was not employed. Of the twenty families with a second grade student who had had Head Start experience, eight families were headed by a family member who was employed and twelve families were headed by a family member who was not employed. Of the eight families with a second grade student who had had no preschool experience, two families were headed by a family member who

was employed and six families were headed by a family member who was not employed.

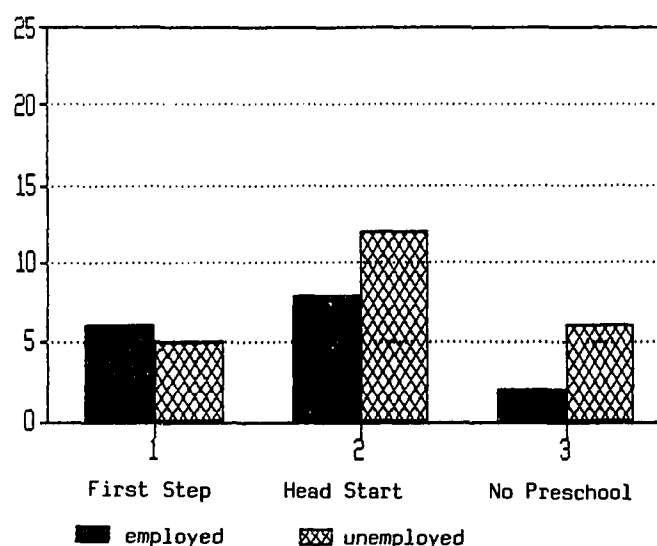


Figure 6. Family employment status of subjects born in 1976; low-income second grade students during the 1983-84 school year.

1983-84 Second Grade Subjects:
Achievement Test Data

The Science Research Associates (SRA) Achievement Series, 1978 edition is the standardized instrument that was used in the Newport News Public Schools to document student achievement from the 1980-81 school year through the 1986-87 school year. This instrument provides a composite grade equivalent score as well as grade equivalent scores in reading and mathematics. These data allowed the comparison of the composite achievement of the groups as well as comparisons of achievement in the

individual subject areas.

Grade equivalent mean scores were calculated in each of the subtest areas (auditory discrimination, letter recognition, listening, vocabulary, comprehension, mathematics concepts, and computation), Total Reading, and Total Mathematics for the 1983-84 subjects with First Step, Head Start, and No Preschool experience. These mean scores were subjected to an analysis of variance. The difference in mean scores had to satisfy the .05 probability level for rejection of the null hypotheses.

Tables 3 through 8 report the analysis of SRA achievement test mean scores for the 1983-84 second grade subjects.²

Table 3 reports the mean scores and standard error for results of the three sample groups (First Step, Head Start, and No Preschool) on the SRA Achievement Test: Total Reading.

Table 4 reports the results of the analysis of variance of the mean scores for Total Reading reported in Table 3. The results reveal that the difference in mean scores does not satisfy the .05 probability level.

Table 5 reports the mean scores and standard error

²An analysis of variance was conducted for each of the subtests of the SRA Achievement Battery using the results for the 1983-84 second grade subjects. Each set of results was not significant at the .05 level. This report includes the ANOVA results for summary grade equivalent mean scores: Total Reading, Total Mathematics, and Total Reading and Mathematics.

for results of the three sample groups (First Step, Head Start, and No Preschool) on the SRA Achievement Test: Total Mathematics.

TABLE 3

TABLE OF MEANS AND ERRORS OF TOTAL READING SCORES
FOR SECOND GRADE LOW-INCOME SUBJECTS - 1983-84

Preschool Experience	Mean Score	Standard Error	Number of Observations
First Step	2.6	.1723182	35
Head Start	3.0	.2125696	23
No Preschool	2.6	.1723182	35

TABLE 4

ANALYSIS OF VARIANCE OF TOTAL READING SCORES FOR
SECOND GRADE LOW-INCOME SUBJECTS - 1983-84

Source of Variation	Degrees of Freedom	Sum of Squares	Mean Square	F Ratio	Probability
Among groups	2	1.6726	.836313	0.26	0.775
Within groups	90	294.8173	3.275747		
Adjusted total	92	296.4899			

Table 6 reports the results of the analysis of variance of the mean scores for Total Mathematics reported in Table 5. The results reveal that the difference in mean scores does not satisfy the .05 probability level.

TABLE 5

TABLE OF MEANS AND ERRORS OF TOTAL MATHEMATICS SCORES
FOR SECOND GRADE LOW-INCOME SUBJECTS - 1983-84

Preschool Experience	Mean Score	Standard Error	Number of Observations
First Step	2.5	.1163481	35
Head Start	2.6	.1435256	23
No Preschool	2.6	.1163481	35

Table 7 reports the mean scores and standard error for results of the three sample groups (First Step, Head Start, and No Preschool) on the SRA Achievement Test: Total Reading and Mathematics.

Table 8 reports the results of the analysis of variance of the mean scores for Total Reading and Mathematics reported in Table 7. The results reveal that the difference in mean scores does not satisfy the .05 probability level.

TABLE 6

ANALYSIS OF VARIANCE OF TOTAL MATHEMATICS SCORES FOR
SECOND GRADE LOW-INCOME SUBJECTS - 1983-84

Source of Variation	Degrees of Freedom	Sum of Squares	Mean Square	F Ratio	Probability
Among groups	2	.3113	.155665	0.33	0.721
Within groups	90	42.6411	.473790		
Adjusted total	92	42.9524			

TABLE 7

TABLE OF MEANS AND ERRORS OF TOTAL READING
AND MATHEMATICS SCORES FOR SECOND GRADE
LOW-INCOME SUBJECTS - 1983-84

Preschool Experience	Mean Score	Standard Error	Number of Observations
First Step	2.4	.1117443	35
Head Start	2.6	.1378465	23
No Preschool	2.5	.1117443	35

TABLE 8

ANALYSIS OF VARIANCE OF TOTAL READING AND
MATHEMATICS SCORES FOR SECOND GRADE
LOW-INCOME SUBJECTS - 1983-84

Source of Variation	Degrees of Freedom	Sum of Squares	Mean Square	F Ratio	Probability
Among groups	2	.85776	.428883	0.98	0.379
Within groups	90	39.33442	.437037		
Adjusted total	92	40.19118			

1984-85 Second Grade Subjects: Demographic Data

Born during 1977, 1984-85 second grade subjects entered the Newport News Public Schools during the 1982-83 school year. The five schools providing subjects for this study enrolled 579 students in kindergarten during that year. During the 1984-85 school year, 539 students were in second grade; however, this number included students born in 1976 and 1975...students who had been retained. A review of student records revealed a profile of low-income second graders that is presented in Table 9.

The number of four-year-old children participating in First Step and Head Start in 1981-82 is shown in Table 9. The number of four-year-old children from low-income

TABLE 9
A PROFILE OF GRADE PLACEMENT OF LOW-INCOME
SECOND GRADERS IN SELECTED SCHOOLS
1984-85

Preschool Experience	Number of Students in 1981-82*	Low-Income 81-82 Students Enrolled in 1984-85**	Grade Placement of Low-Income Students		Percent on Grade Level
			Grade One Special Education	In Grade Two	
First Step	180	57	14	43	75%
Head Start	100	46	17	29	63%
No Preschool	not available	260	113	147	57%
Total	---	363	144	219	60%

*The figures given for First Step and Head Start represent the total enrollment that each had for the year indicated. Since low income is not a condition for enrollment for First Step and Head Start may enroll limited numbers of students from families that exceed the income limit, it should not be assumed that all of the students enrolled were from low income families.

**The figures given represent the number of students from low income families enrolled in the five schools that were identified for this study: Briarfield, Dunbar-Erwin, Magruder, Newsome Park, and Washington.

families residing in the attendance areas of the five schools in this study during 1981-82 who did not participate in preschool could not be determined.

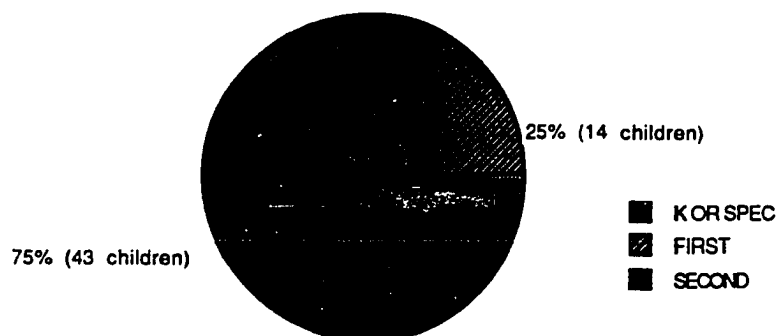
Table 9 reveals that in 1984-85, the student populations of the five schools in this study included 363 children from low-income families that were born in 1977 during the months that would have allowed them to enroll in programs for four-year-olds during 1981-82. Of the 363 students from low-income families, fifty-seven students had participated in First Step; forty-six had participated in Head Start; and 260 had had no preschool experience. The grade placement information on the 363 students from low-income families reveals that 219 of the students were in grade two while 144 were in other grades.

Figure 7 illustrates the grade placement of the 363 students from low-income families that comprised the initial subject pool. Of the fifty-seven students from low-income families who had been in First Step during 1981-82, fourteen or 25 percent were in grade one while forty-three or 75 percent were in grade two. Of the forty-six students from low-income families who had been in Head Start during 1981-82, seventeen or 37 percent were in grade one while twenty-nine or 63 percent were in grade two. Of the 258 students from low-income families who had had no preschool experience during 1981-82, 111 or 43 percent were in grade one while 147 or 57 percent were in grade two and

GRADE DISTRIBUTION OF CHILDREN FALL 1984

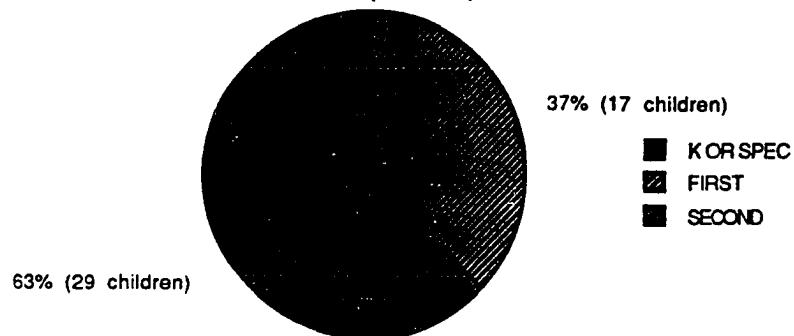
FIRST STEP PROGRAM

0% (0 children)



HEAD START PROGRAM

0% (0 children)



NO PRESCHOOL PROGRAM

.7% (2 children)

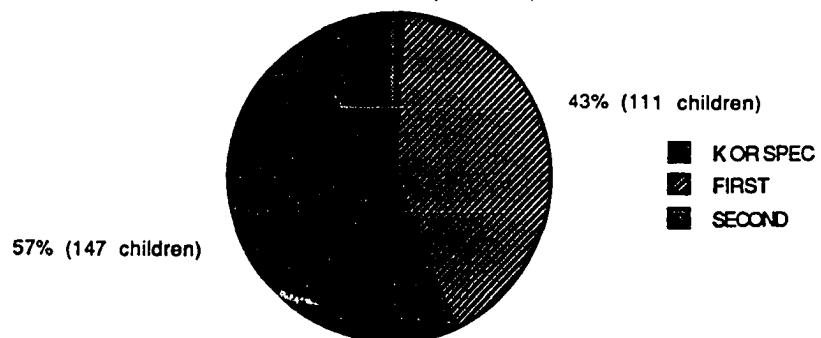


Figure 7

two students had special placements.

A chi-square analysis was conducted on the 1984-85 grade placement of the students from low-income families who were born in 1977 and had had preschool experience as shown in Table 9: First Step, Head Start or No Preschool. The results of that analysis are shown in Table 10.

The χ^2 value with a probability of .03 does satisfy the .05 level of significance. The results of the chi-square analysis on the 1984-85 grade placement of the students from low-income families who were born in 1977 and had had preschool experience as shown in Table 9 (First Step, Head Start, or No Preschool) support rejection of the hypothesis that the preschool experience of urban low-income children does not impact their achievement as indicated by grade placement.

The population pool of students born in 1977 produced eighty-four subjects for this study. The eighty-four subjects included all second grade students from low-income families with First Step or Head Start experience for whom data were available and a random sample of second grade students from low-income families with no preschool experience. This sample included thirty subjects with First Step experience, twenty-four subjects with Head Start experience, and thirty subjects with no preschool experience. Figures 8 through 11 reveal demographic characteristics of the subjects.

TABLE 10

CROSS TABULATION RESULTS FOR SUBJECTS BORN IN 1977
PRESCHOOL VERSUS GRADE 84-85

Counts/Expected Value/Chi-Square				
Preschool	Kindergarten Special Education	Grade One	Grade Two	Total
First Step	0	14 22 3.2	43 35 2.1	57 57 5.2
Head Start	0	17 18 0.1	29 28 0.0	46 46 0.1
No Pre- school	2	111 101 0.9	147 157 0.6	258 258 1.5
Total	2	142 142 4.1	219 219 2.7	361 351 6.8
Chi-square with 2 degrees of freedom			6.7933	
Probability level			0.0335	

Figure 8 reveals the family structure of 1984-85 second grade subjects from low-income families for whom this information was available. Of the second grade subjects with First Step experience, seven subjects lived with both parents while eighteen subjects with First Step

experience lived with one parent or grandparent. Of the second grade subjects with Head Start experience, three subjects lived with both parents while nineteen subjects with Head Start experience lived with one parent or grandparent. Of the second grade subjects with no preschool experience, five subjects lived with both parents while fourteen subjects lived with one parent or grandparent.

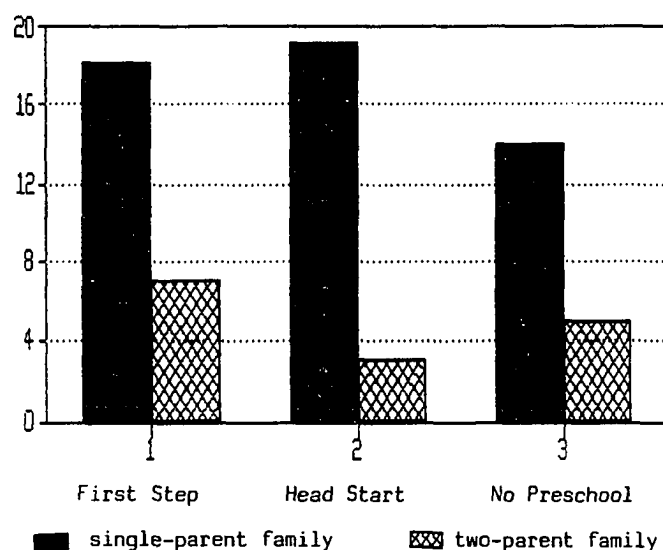


Figure 8. Family structure of subjects born in 1977; low-income second grade students during the 1984-85 school year.

Figure 9 reveals the gender of subjects from low-income families who were in the second grade during 1984-85. The thirty second grade subjects with First Step experience include fifteen boys and fifteen girls. The

twenty-four Head Start subjects include nine boys and fifteen girls. The thirty subjects with no preschool experience include twelve boys and eighteen girls.

Figure 10 reveals the participation in compensatory education programs by subjects from low-income families who were in the second grade in 1984-85 during their three years of schooling (1982-83, 1983-84, and 1984-85). Of the thirty low-income second grade subjects with First Step experience, fourteen had not participated in compensatory education by the time they completed the second grade. Of the thirty low-income second grade subjects with First Step experience, eleven subjects had participated in a compensatory education program for one session (either a school year program or a summer program). Of the thirty low-income second grade subjects with First Step experience, one had participated in compensatory education programs for two sessions (either a school year program or a summer program). Two First Step subjects had participated in compensatory education programs for three sessions (two school years and one summer session).

Of the twenty-four low-income subjects with Head Start experience, nine had not participated in compensatory education by the end of their second grade year. Of the twenty-four low-income subjects with Head Start experience, nine had participated in a compensatory education program for one session (either a school year program or a summer

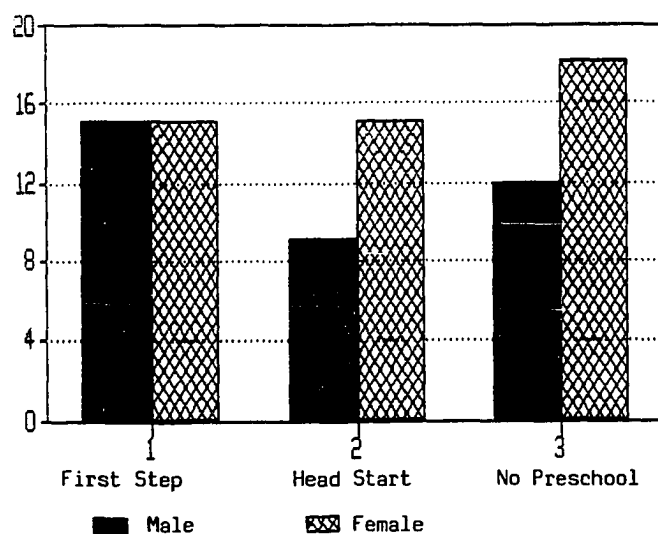


Figure 9. Gender of subjects born in 1977; low-income second grade students during the 1984-85 school year.

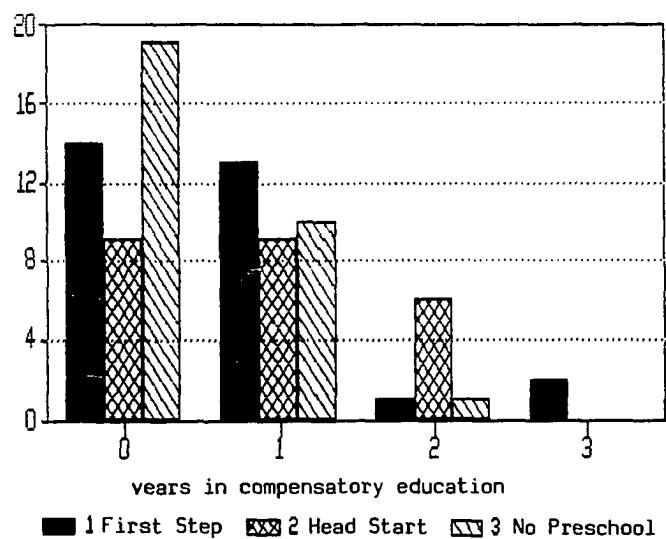


Figure 10. Compensatory education experience of subjects born in 1977; low-income second grade students during the 1984-85 school year.

program). Of the twenty-four low-income subjects with Head Start experience, one had participated in compensatory education for two sessions (either a school year program or a summer program). Of the twenty-four low-income subjects with Head Start experience, two had participated in compensatory education for three sessions (two school years and one summer session).

Of the thirty low-income subjects with no preschool experience, nineteen had not participated in compensatory education at the end of the second grade. Of the thirty low-income subjects with no preschool experience, ten had participated in a compensatory education program for one session (either a school year program or a summer program). Of the thirty low-income subjects with no preschool experience, one had participated in compensatory education for two sessions (either a school year program or a summer program). Of the thirty low-income subjects with no preschool experience, two participated in compensatory education for three sessions (two school years and one summer session).

Information was available on the employment status of thirty-one of the low-income families whose 1984-85 second grade children were subjects in this study. Figure 11 reveals the employment status of these families. Of the five families with a second grade student who had had First Step experience, four families were headed by a family

member that was employed and one families was headed by a family member that was not employed. Of the twenty-three families with a second grade student who had had Head Start experience, six families were headed by a family member that was employed and seventeen families were headed by a family member that was not employed. Of the three families with a second grade student who had had no preschool experience, two families were headed by a family member that was employed and one family was headed by a family member that was not employed.

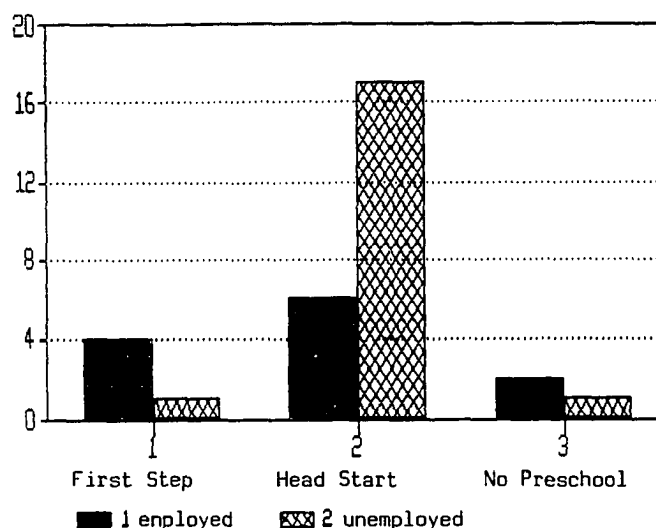


Figure 11. Family employment status of subjects born in 1977; low-income second grade students during the 1984-85 school year.

1984-85 Second Grade Subjects:
Achievement Test Data

Grade Equivalent mean scores were calculated in each of the subtest areas (auditory discrimination, letter recognition, listening, vocabulary, comprehension, mathematics concepts, and computation), Total Reading, and Total Mathematics for the 1984-85 subjects with First Step, Head Start, and No Preschool experience.

Tables 11 through 16 report the analysis of achievement test mean scores for the 1984-85 second grade subjects.³

Table 11 reports the mean scores and standard error for results of the three sample groups (First Step, Head Start, and No Preschool) on SRA Achievement Test: Total Reading.

Table 12 reports the results of the analysis of variance of the mean scores for Total Reading reported in Table 11. The results reveal that the difference in mean scores does not satisfy the .05 probability level.

Table 13 reports the mean scores and standard error for results of the three sample groups (First Step, Head

³An analysis of variance was conducted for each of the subtests of the SRA Achievement Battery using the results for the 1984-85 second grade subjects. Each set of results was not significant at the .05 level. This report includes the ANOVA results for summary grade equivalent mean scores: Total Reading, Total Mathematics, and Total Reading and Mathematics.

Start, and No Preschool) on SRA Achievement Test: Total Mathematics.

TABLE 11

TABLE OF MEANS AND ERRORS OF TOTAL READING SCORES
FOR SECOND GRADE LOW-INCOME SUBJECTS - 1984-85

Preschool Experience	Mean Score	Standard Error	Number of Observations
First Step	3.0	.194932	30
Head Start	2.9	.217941	24
No Preschool	3.1	.194932	30

TABLE 12

ANALYSIS OF VARIANCE OF TOTAL READING SCORES FOR
SECOND GRADE LOW-INCOME SUBJECTS - 1984-85

Source of Variation	Degrees of Freedom	Sum of Squares	Mean Square	F Ratio	Probability
Among groups	2	.64285	.321428	0.28	0.755
Within groups	81	92.33667	1.139959		
Adjusted total	83	92.97952			

TABLE 13

TABLE OF MEANS AND ERRORS OF TOTAL MATHEMATICS SCORES
FOR SECOND GRADE LOW-INCOME SUBJECTS - 1984-85

Preschool Experience	Mean Score	Standard Error	Number of Observations
First Step	2.8	.1271853	30
Head Start	2.5	.1421975	24
No Preschool	2.8	.1271853	30

Table 14 reports the results of the analysis of variance of the mean scores for Total Mathematics reported in Table 13. The results reveal that the difference in mean scores does not satisfy the .05 probability level. Table 15 reports the mean scores and standard error for results of the three sample groups (First Step, Head Start, and No Preschool) on SRA Achievement Test: Total Reading and Mathematics.

Table 16 reports the results of the analysis of variance of the mean scores for Total Reading and Mathematics reported in Table 15. The results reveal that the difference in mean scores does not satisfy the .05 probability level.

TABLE 14

ANALYSIS OF VARIANCE OF TOTAL MATHEMATICS SCORES FOR
SECOND GRADE LOW-INCOME SUBJECTS - 1984-85

Source of Variation	Degrees of Freedom	Sum of Squares	Mean Square	F Ratio	Probability
Among groups	2	1.51875	.759375	1.56	0.215
Within groups	81	39.30792	.485283		
Adjusted total	83	40.82667			

TABLE 15

TABLE OF MEANS AND ERRORS OF TOTAL READING
AND MATHEMATICS SCORES FOR SECOND GRADE
LOW-INCOME SUBJECTS - 1984-85

Preschool Experience	Mean Score	Standard Error	Number of Observations
First Step	2.9	.1360796	30
Head Start	2.5	.1521416	24
No Preschool	2.9	.1360796	30

TABLE 16

ANALYSIS OF VARIANCE OF TOTAL READING AND
MATHEMATICS SCORES FOR SECOND GRADE
LOW-INCOME SUBJECTS - 1984-85

Source of Variation	Degrees of Freedom	Sum of Squares	Mean Square	F Ratio	Probability
Among groups	2	2.19875	1.09937	1.98	0.145
Within groups	81	44.99792	.555530		
Adjusted total	83	47.19667			

1985-86 Second Grade Subjects:
Demographic Data

Born during 1978, 1985-86 second grade subjects entered the Newport News Public Schools during the 1983-84 school year. The five schools providing subjects for this study enrolled 541 students in kindergarten during that year. During the 1985-86 school year, 547 students were in second grade; however, this number included students born in 1977 and 1976...students who had been retained. A review of student records revealed a profile of low-income second graders that is presented in Table 17.

The number of four-year-old children participating in First Step and Head Start in 1982-83 is shown in Table

y17. The number of four-year-old children from low-income families residing in the attendance areas of the five schools in this study during 1982-83 who did not participate in preschool could not be determined.

Table 17 reveals that in 1985-86, the student populations of the five schools in this study included 321 children from low-income families that were born in 1978 during the months that would have allowed them to enroll in programs for four-year-olds during 1982-83. Of the 321 students from low-income families, thirty-seven students had participated in First Step; forty-five had participated in Head Start; and 239 had had no preschool experience. The grade placement information on the 321 students from low-income families reveals that 187 of the students were in grade two while 134 were in other grades.

Figure 12 illustrates the grade placement of the 321 students from low-income families that comprised the initial subject pool. Of the thirty-seven students from low-income families who had been in First Step during 1982-83, seven or 19 percent were in grade one while thirty or 81 percent were in grade two. Of the forty-five students from low-income families who had been in Head Start during 1982-83, eighteen or 40 percent were in grade one while twenty-six or 58 percent were in grade two and one student had a special placement. Of the 239 students from low-income families who had had no preschool experience during

TABLE 17
A PROFILE OF GRADE PLACEMENT OF LOW-INCOME
SECOND GRADERS IN SELECTED SCHOOLS
1985-86

Preschool Experience	Number of Students in 1982-83*	Low-Income 82-83 Students Enrolled in 1985-86**	Grade Placement of Low-Income Students		Percent on Grade Level
			Grade One Special Education	In Grade Two	
First Step	180	37	7	30	81%
Head Start	100	45	19	26	58%
No Preschool	not available	239	108	131	55%
Total	---	321	134	187	58%

*The figures given for First Step and Head Start represent the total enrollment that each had for the year indicated. Since low income is not a condition for enrollment for First Step and Head Start may enroll limited numbers of students from families that exceed the income limit, it should not be assumed that all of the students enrolled were from low income families.

**The figures given represent the number of students from low income families enrolled in the five schools that were identified for this study: Briarfield, Dunbar-Erwin, Magruder, Newsome Park, and Washington.

GRADE DISTRIBUTION OF CHILDREN FALL 1985

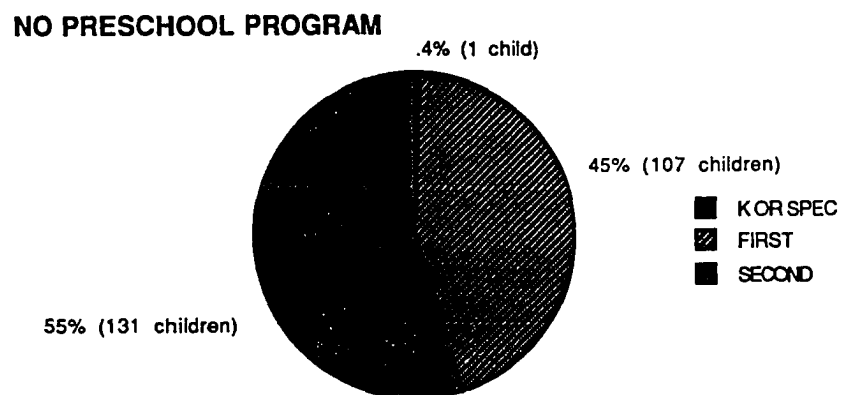
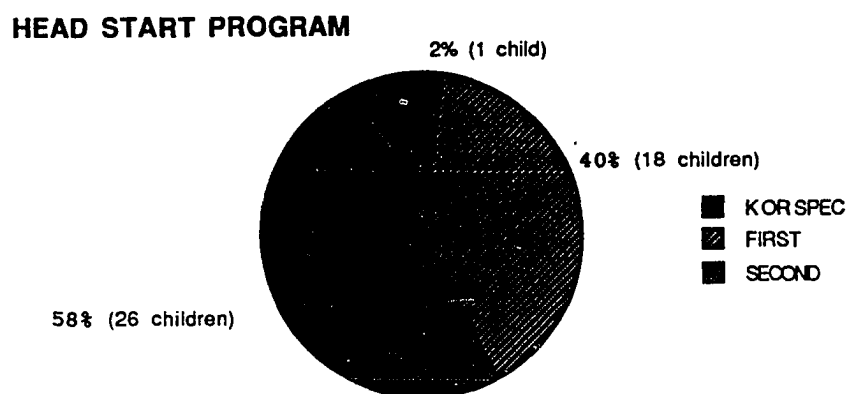
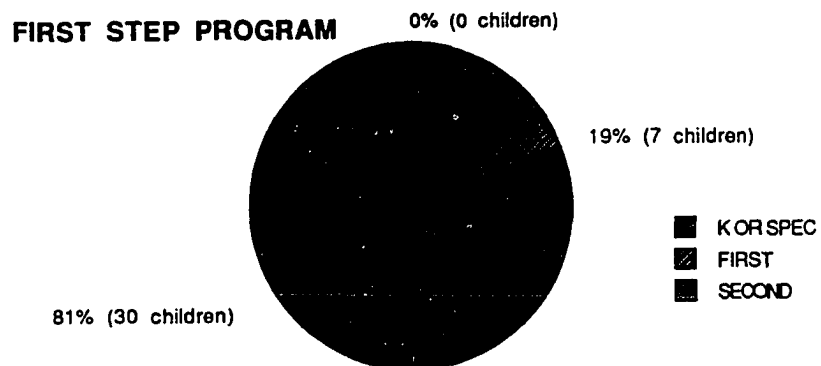


Figure 12

1982-83, 107 or 45 percent were in grade one while 131 or 55 percent were in grade two and one student had a special placement.

A chi-square analysis was conducted on the 1985-86 grade placement of the students from low-income families who were born in 1978 and had had preschool experience as shown in Table 21: First Step, Head Start, or No Preschool. The results of that analysis are shown in Table 18.

The χ^2 value was significant at the .05 level. The results of the chi-square analysis on the 1985-86 grade placement of the students from low-income families who were born in 1978 and had had preschool experience as shown in Table 17 (First Step, Head Start, or No Preschool) support rejection of the hypothesis that the preschool experience of urban low-income children does not impact their achievement as indicated by grade placement.

The population pool of students born in 1978 produced eighty-one subjects for this study. The eighty-one subjects included all second grade students from low-income families with First Step or Head Start experience for whom data were available and a random sample of second grade students from low-income families with no preschool experience. This sample included twenty-seven subjects with First Step experience, twenty-seven subjects with Head Start experience, and twenty-seven subjects with no

preschool experience. Figures 13 through 15 reveal demographic characteristics of the subjects.

TABLE 18
CROSS TABULATION RESULTS FOR SUBJECTS BORN IN 1978
PRESCHOOL VERSUS GRADE 85-86

Counts/Expected Value/Chi-Square				
Preschool	Kindergarten Special Education	Grade One	Grade Two	Total
First Step	0	7 15 4.5	30 22 3.2	37 37 7.7
Head Start	1	18 18 0.0	26 26 0.0	44 44 0.0
No Pre- school	1	107 98 0.7	131 140 0.5	238 238 1.3
Total	2	132 132 5.2	187 187 3.7	319 319 9.0

Chi-square with 2 degrees of freedom 8.9555

Probability Level 0.0114

Figure 13 reveals the family structure of 1985-86 second grade subjects from low-income families for whom

this information was available. Of the second grade subjects with First Step experience, nine subjects lived with both parents while eighteen subjects with First Step experience lived with one parent or grandparent. Of the second grade subjects with Head Start experience, three subjects lived with both parents while twenty-three subjects with Head Start experience lived with one parent or grandparent. Of the second grade subjects with no preschool experience, eight subjects lived with both parents while ten subjects lived with one parent or grandparent.

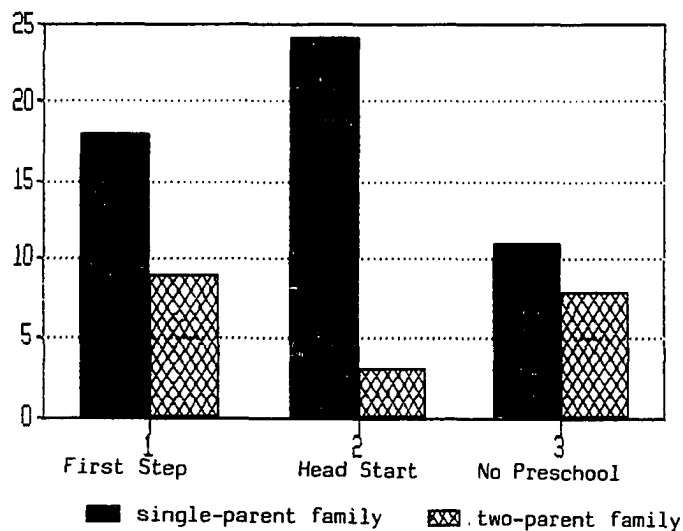


Figure 13. Family structure of subjects born in 1978; low-income second grade students during the 1985-86 school year.

Figure 14 reveals the gender of subjects from low-income families who were in the second grade during 1985-86. The twenty-seven second grade subjects with First Step experience include twelve boys and fifteen girls. The twenty-seven Head Start subjects include thirteen boys and fourteen girls. The twenty-seven subjects with no preschool experience include fourteen boys and thirteen girls.

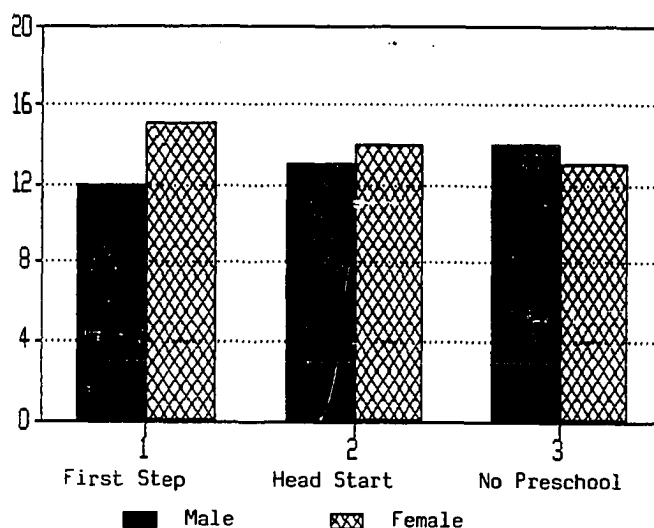


Figure 14. Gender of subjects born in 1978; low-income second grade students during the 1985-86 school year.

Figure 15 reveals the participation in compensatory education programs by subjects from low-income families who were in the second grade in 1985-86 during their three

years of schooling (1983-84, 1984-85, and 1985-86).⁴ Of the twenty-seven low-income second grade subjects with First Step experience, eleven had not participated in compensatory education by the time they completed the second grade. Of the twenty-seven low-income second grade subjects with First Step experience, eleven subjects had participated in a compensatory education program for one session (either a school year program or a summer program).

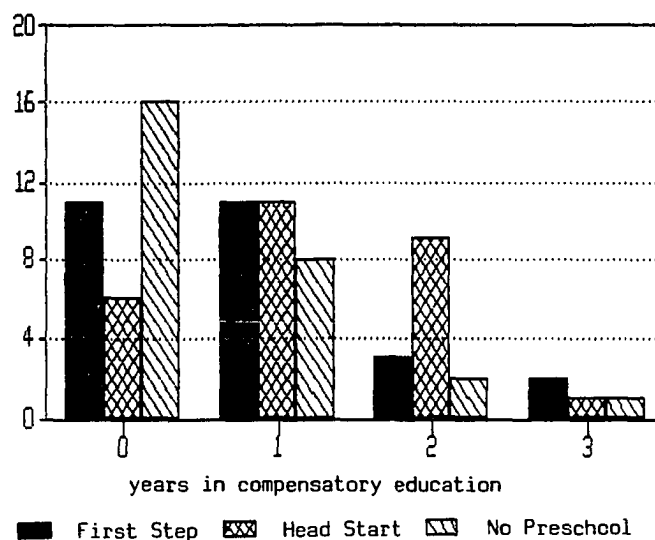


Figure 15. Compensatory education experience of subjects born in 1978; low-income second grade students during the 1985-86 school year.

⁴Compensatory education programs are those provided by the Newport News Public School System with funds received through Chapter 1 of the Education Consolidation and Improvement Act.

Of the twenty-seven low-income second grade subjects with First Step experience, three had participated in compensatory education programs for two sessions (either a school year program or a summer program). Two First Step subjects had participated in compensatory education programs for three sessions (two school years and one summer session).

Of the twenty-seven low-income subjects with Head Start experience, six had not participated in compensatory education by the end of their second grade year. Of the twenty-seven low-income subjects with Head Start experience, eleven had participated in a compensatory education program for one session (either a school year program or a summer program). Of the twenty-seven low-income subjects with Head Start experience, nine had participated in compensatory education for two sessions (either a school year program or a summer program). Of the twenty-seven low-income subjects with Head Start experience, one had participated in compensatory education for three sessions (two school years and one summer session).

Of the twenty-seven low-income subjects with no preschool experience, sixteen had not participated in compensatory education at the end of the second grade. Of the twenty-seven low-income subjects with no preschool experience, eight had participated in a compensatory

education program for one session (either a school year program or a summer program). Of the twenty-seven low-income subjects with no preschool experience, two had participated in compensatory education for two sessions (either a school year program or a summer program). Of the twenty-seven low-income subjects with no preschool experience, one had participated in compensatory education for three sessions (two school years and one summer session).

Information was available on the employment status of thirty-nine of the low-income families whose 1985-86 second grade children were subjects in this study. Figure 16 reveals the employment status of these families. Of the nine families with a second grade student who had had First Step experience, three families were headed by a family member that was employed and six families were headed by a family member that was not employed. Of the twenty-six families with a second grade student who had had Head Start experience, nine families were headed by a family member that was employed and seventeen families were headed by a family member that was not employed. Of the seven families with a second grade student who had had no preschool experience, five families were headed by a family member that was employed and two families were headed by a family member that was not employed.

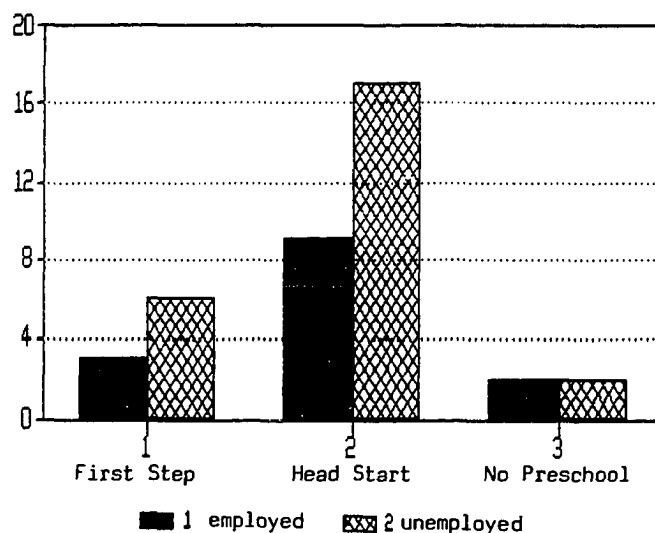


Figure 16. Family employment status of subjects born in 1978; low-income second grade students during the 1985-86 school year.

1985-86 Second Grade Subjects:
Achievement Test Data

Grade equivalent mean scores were calculated in each of the subtest areas (auditory discrimination, letter recognition, listening, vocabulary, comprehension, mathematics concepts, and computation), Total Reading, and Total Mathematics for the 1985-86 subjects with First Step, Head Start, and No Preschool experience. These mean scores were subjected to an analysis of variance. The difference in mean scores had to satisfy the .05 probability level for rejection of the null hypotheses.

Tables 19 through 24 report the analysis of achievement test mean scores for the 1985-86 second grade subjects.⁵

Table 19 reports the mean scores and standard error for results of the three sample groups (First Step, Head Start, and No Preschool) on SRA Achievement Test: Total Reading.

TABLE 19
TABLE OF MEANS AND ERRORS OF TOTAL READING SCORES
FOR SECOND GRADE LOW-INCOME SUBJECTS - 1985-86

Preschool Experience	Mean Score	Standard Error	Number of Observations
First Step	2.0	.1835857	27
Head Start	2.2	.1835857	27
No Preschool	2.4	.1835857	27

Table 20 reports the results of the Analysis of Variance of the Mean Scores for Total Reading reported in

⁵An analysis of variance was conducted for each of the subtests of the SRA Achievement Battery using the results for the 1985-86 second grade subjects. Each set of results was not significant at the .05 level. This report includes the ANOVA results for summary grade equivalent mean scores: Total Reading, Total Mathematics, and Total Reading and Mathematics.

Table 19. The results reveal that the difference in mean scores does not satisfy the .05 probability level.

TABLE 20
ANALYSIS OF VARIANCE OF TOTAL READING SCORES FOR
SECOND GRADE LOW-INCOME SUBJECTS - 1985-86

Source of Variation	Degrees of Freedom	Sum of Squares	Mean Square	F Ratio	Probability
Among groups	2	2.66889	1.334444	1.47	0.237
Within groups	78	70.98	.91		
Adjusted total	80	73.64889			

Table 21 reports the mean scores and standard error for results of the three sample groups (First Step, Head Start, and No Preschool) on SRA Achievement Test: Total Mathematics.

Table 22 reports the results of the analysis of variance of the mean scores for Total Mathematics reported in Table 21. The results reveal that the difference in mean scores does not satisfy the .05 probability level.

Table 23 reports the mean scores and standard error for results of the three sample groups (First Step, Head

Start, and No Preschool) on SRA Achievement Test: Total Reading and Mathematics.

TABLE 21

TABLE OF MEANS AND ERRORS OF TOTAL MATHEMATICS SCORES
FOR SECOND GRADE LOW-INCOME SUBJECTS - 1985-86

Preschool Experience	Mean Score	Standard Error	Number of Observations
First Step	2.5	.1768773	27
Head Start	2.6	.1768773	27
No Preschool	2.6	.1768773	27

TABLE 22

ANALYSIS OF VARIANCE OF TOTAL MATHEMATICS SCORES FOR
SECOND GRADE LOW-INCOME SUBJECTS - 1985-86

Source of Variation	Degrees of Freedom	Sum of Squares	Mean Square	F Ratio	Probability
Among groups	2	1.16321	.081605	0.10	0.908
Within groups	78	65.88741	.844710		
Adjusted total	80	66.05062			

TABLE 23

TABLE OF MEANS AND ERRORS OF TOTAL READING
AND MATHEMATICS SCORES FOR SECOND GRADE
LOW-INCOME SUBJECTS - 1985-86

Preschool Experience	Mean Score	Standard Error	Number of Observations
First Step	2.4	.1714344	27
Head Start	2.5	.1714344	27
No Preschool	2.6	.1714344	27

TABLE 24

ANALYSIS OF VARIANCE OF TOTAL READING AND
MATHEMATICS SCORES FOR SECOND GRADE
LOW-INCOME SUBJECTS - 1985-86

Source of Variation	Degrees of Freedom	Sum of Squares	Mean Square	F Ratio	Probability
Among groups	2	.54025	.270123	0.34	0.713
Within groups	78	61.89481	.793523		
Adjusted total	80	62.43506			

Table 24 reports the results of the analysis of variance of the mean scores for Total Reading and Mathematics reported in Table 23. The results reveal that the difference in mean scores does not satisfy the .05 probability level.

Subject Grade Placement Summary

This study includes 258 subjects from three consecutive classes of second grade students (1983-84, 1984-85, and 1985-86). Tables 1, 9, and 17 presented data on the grade placement of the second grade subjects during their third school year following their eligibility for preschool. A summary of the data in those tables is presented in Table 25.

Table 25 reveals that 939 students were in the population pools for the three school years. Of the 939 students from low-income families, 159 students had participated in First Step; 124 had participated in Head Start; and 656 students had had no preschool experience. The grade placement information on the students from low-income families reveals that 565 of the students were in grade two while 374 were in other grades.

Figure 17 illustrates the grade placement of the 939 students from low-income families that comprised the initial subject pool. Of the 159 students from low-income families who had been in First Step during the three year

TABLE 25

A PROFILE OF GRADE PLACEMENT OF LOW-INCOME
SECOND GRADERS IN SELECTED SCHOOLS
1983-84, 1984-95, AND 1985-86

Preschool Experience	Number of Students in 1980-83*	Low-Income 80-83 Students Enrolled in 1983-86**	Grade Placement of Low-Income Students		Percent on Grade Level
			Grade One Special Education	In Grade Two	
First Step	540	159	42	117	74%
Head Start	300	124	44	80	65%
No Preschool	not available	656	288	368	56%
Total	---	939	374	565	60%

*The figures given for First Step and Head Start represent the total enrollment that each had for the years indicated. Since low income is not a condition for enrollment for First Step and Head Start may enroll limited numbers of students from families that exceed the income limit, it should not be assumed that all of the students enrolled were from low income families.

**The figures given represent the number of students from low income families enrolled in the five schools that were identified for this study: Briarfield, Dunbar-Erwin, Magruder, Newsome Park, and Washington.

**GRADE DISTRIBUTION OF CHILDREN
3 YEARS AFTER AGE 4**

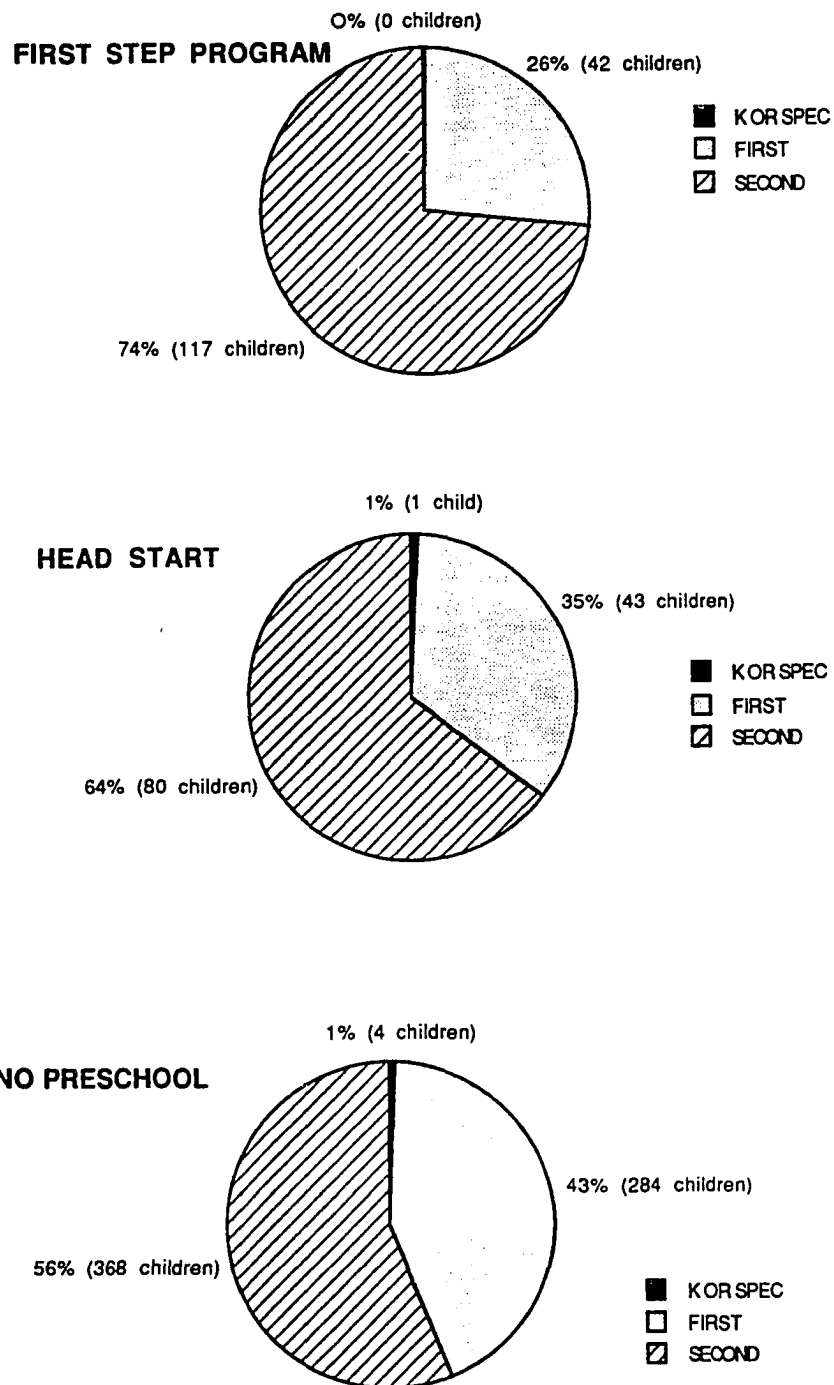


Figure 17

period beginning in 1982-83, forty-two or 26 percent were in grade one while 117 or 74 percent were in grade two. Of the 133 students from low-income families who had been in Head Start, forty-three or 35 percent were in grade one while eighty-nine or 65 percent were in grade two and one student had a special placement. Of the 660 students from low-income families who had had no preschool experience, 284 or 43 percent were in grade one while 368 or 56 percent were in grade two and four students had a special placement.

A chi-square analysis was conducted on the grade placement data shown in Table 25. The results of that analysis are shown in Table 26.

The probability level indicates that the X^2 value is significant at the .05 level. The results of the chi-square analysis on the grade placement of the students from low-income families who formed the population pools and had had preschool experience as shown in Table 25 (First Step, Head Start, or No Preschool) support rejection of the hypothesis that the preschool experience of urban low-income children does not impact their achievement as indicated by grade placement.

Interview Findings

Interviews were conducted with randomly selected

TABLE 26

CROSS TABULATION RESULTS FOR ALL SUBJECTS
PRESCHOOL VERSUS GRADE PLACEMENT THREE
YEARS AFTER ENTERING SCHOOL

Counts/Expected Value/Chi-Square				
Preschool	Kindergarten Special Education	Grade One	Grade Two	Total
First Step	0	42	117	159
	0.0	26.4	73.6	100.0
	1	62	96	159
	0.8	6.7	4.8	12.3
Head Start	1	43	80	124
	0.8	34.7	64.5	100.0
	1	49	75	124
	0.2	0.7	0.4	1.2
No Pre- school	4	284	368	656
	0.6	43.3	56.1	100.0
	3	258.7	395	656
	0.1	2.7	1.8	4.5
Total	5	369	565	939
	0.5	39.3	60.2	100.0
	5	369	565	939
	1.1	10.1	7.0	18.1
Chi-square with 2 degrees of freedom			18.1006	
Probability level			0.0012	

study subjects.⁶ The parents of three subjects from each preschool classification for each year of the study were identified. Interviews with twenty-seven subjects were completed. The interview questions invited parents to share their reasons for deciding to send or not to send a child to preschool and specific information about their involvement with their child's school during the years since the child entered kindergarten. In the three sections that follow, the interviews with parents of each preschool classification are summarized.

Interviews With Parents of First Step Subjects

The researcher conducted interviews with the parents of nine subjects with First Step experience.⁷ Three subjects from each of the school years providing subjects for the study (1983-84, 1984-85, and 1985-86) were interviewed. Those interviewed included six mothers, one father, one grandmother, and one aunt.

When asked why they enrolled a child in First Step, most First Step parents indicated that they had heard of the program through neighbors or had seen publicity.⁸ Some parents noted that they were given information about First

⁶The form used to document interviews is shown in appendix 3.

⁷Tables detailing the responses to interview questions can be found in appendix 4.

⁸All interview respondents will be identified as "parents" in this report.

Step by the Head Start staff. The other reason cited was the desire to provide a child with an early start on her education.

All of the First Step parents had other children. Most of the parents had enrolled the siblings of the subjects in preschool. When siblings had not been enrolled in preschool, the reason related to the age of the sibling: the child has not reached the age of four. In some cases, the child is several years older than the study subject and the parent learned of preschool programs during the intervening years.

Seven of the nine First Step parents had met with the teacher(s) to discuss the child's progress during the 1988-89 school year. One of the seven parents met in response to the teacher's request; the others used the school division's regularly scheduled opportunities for parent/teacher conferences to discuss their child's progress. Those who had not visited cited the lack of problems or work schedule conflicts.

All of the First Step parents stated that they were pleased with the child's progress in school. Seven parents noted that they were very satisfied because the student was doing well. The others stated that they were satisfied but believe that the child is capable of better work.

Parents were asked about their participation in Parents and Teachers Association (PTA) and other activities

for parents. Seven First Step parents indicated that they belong to the PTA and have participated in activities sponsored by it or other school groups for parents.⁹ These parents indicated that this participation was prompted by their desire to be informed. Those who did not participate cited the lack of transportation or forgetfulness as the reason.

Interviews With Parents of Head Start Subjects

The researcher conducted interviews with the parents of nine subjects with Head Start experience. Those interviewed included three subjects from each of the school years providing subjects for the study (1983-84, 1984-85, and 1985-86). Four mothers, one great-grandmother, and three grandmothers were interviewed.

When asked why the child was enrolled in Head Start, eight parents stated that they learned of the program in their neighborhood through survey-takers, neighbors, or publicity. One parent noted that she chose Head Start so that her child would have an early start on her education.

Eight of the Head Start parents had other children in the family. Of the eight families, six families included other children that had participated in Head

⁹Several departments in the Newport News Public Schools (such as Special Education, Chapter 1) sponsor activities for parents at regular intervals throughout the school year.

Start; two families included children that had not participated in preschool.

In response to a question about their communication with their child's teacher during the 1988-89 school year, five parents indicated that they had met with their child's teacher(s). Three parents participated in the school division's regularly scheduled opportunities for parent/teacher conferences to discuss their child's progress; one scheduled an appointment because of her desire to know how the child was performing. One parent had been requested to meet with school personnel because the child had been suspended. Of the parents who had not been to meet with the teacher(s), three stated that the child had no problems so they did not attempt to have a conference. One parent cited scheduling problems caused by her status as a student.

Head Start parents were satisfied with the progress they have observed during their child's years in school. Two parents, though satisfied, believed that the child was capable of a better performance.

Head Start parents were asked about their participation in PTA and other activities for parents. The lack of transportation or work scheduled were cited as reasons that prevented five parents from participating in activities for parents offered at schools. Three Head Start parents indicated that they participated in PTA and

other parent activities in order to be informed.

Interviews with Parents of Subjects With No Preschool

The researcher conducted interviews with the parents of nine subjects with no preschool experience. Those interviewed included three subjects from each of the school years providing subjects for the study (1983-84, 1984-85, and 1985-86). Those interviewed included eight mothers and one grandmother.

Parents of subjects with no preschool experience were asked why the child was not enrolled in preschool. Five parents of students without preschool experience stated that they believe a child below the age to enter kindergarten to be too young for schooling. Three parents stated that they did not know of the availability of preschool programs. One parent stated that since she did not work, she kept the child at home.

The parents of subjects with no preschool experience were asked about the participation in preschool by other children in the family. Of the eight families with other children, one family had enrolled a child other than the subject in preschool. One family includes a child that is too young for preschool. Another, had two siblings---one with and one without preschool experience.

Parents were asked to share information about their

contact with their child's teacher during the 1988-89 school year. Six parents of subjects with no preschool experience had met with the teacher(s) to discuss the child's progress. Four parents scheduled conferences so that they could learn more about their child's performance. Of the three parents who had not conferred with the child's teacher(s), two cited the lack of transportation as the reason. One parent observed that the child had no problems and that no conference was held.

Parents were given the opportunity to assess the progress a child has made throughout his/her years in school. Seven parents were satisfied with their child's progress in school though one of them felt the child was capable of a better performance. The two parents who voiced dissatisfaction with their child's progress offered two reasons for their feelings: (1) the child is not performing as expected; and (2) the parent believes that the school atmosphere interferes with the child's progress.

Parents were asked about their participation in PTA and other activities for parents. Five of the parents of subjects with no preschool experience reported that they were participants in activities for parents sponsored at school. They stated that this participation allowed them to be informed. Of the four parents of subjects with no preschool experience who did not participate in parent activities, one noted a work schedule conflict and one

voiced a dislike for parent meetings. The other two parents interviewed did not offer reasons for their non-participation.

Summary

The data collected and the analysis conducted during this study have been presented in this chapter. A summary of this study as well as implications and recommendations will be presented in Chapter V.

CHAPTER V

SUMMARY, IMPLICATIONS AND RECOMMENDATIONS

This chapter presents a summary of this study. A discussion of the implications of this study as well as recommendations for further study are presented.

Summary

The purpose of this study was to assess the effectiveness of two forms of public preschool as evidenced by the grade progression of former participants and their performance on a standardized achievement test. The status of these two factors during the third year of public school attendance (during which they were in second grade) for the subjects was assessed. The study design provided for the identification of population pools, the selection of subjects, the compilation of demographic data on a sample of subjects, the analysis of mean scores from a standardized achievement test, and the recounting of findings from interviews with selected study subjects. The study findings provided insight for discussion of the following questions and related hypotheses:

1. Is the achievement of urban second grade students from low-income families with public

school-sponsored preschool experience, First Step, significantly different from that of urban primary students from low-income families with other public agency-sponsored preschool experience, Head Start?

Hypothesis One: There is no difference in the achievement as indicated by grade placement of low-income urban second grade students with First Step experience and that of low-income urban second grade students with Head Start experience.

Hypothesis Two: There is no difference in the achievement as indicated by grade equivalent scores on a standardized achievement test of low-income urban second grade students with First Step experience and that of low-income urban second grade students with Head Start experience.

2. How does the achievement of First Step participants and Head Start participants compare with that of low-income students with no formal preschool experience?

Hypothesis Three: There is no difference in the achievement as indicated by grade placement of low-income urban second grade students with First Step experience, the achievement of low-income urban second grade students with Head Start experience, and the achievement of low-income students with no preschool experience.

Hypothesis Four: There is no difference in the achievement as indicated by grade equivalent scores on a standardized achievement test of low-income urban second grade students

with First Step experience and that of low-income urban second grade students with Head Start experience.

Grade placement data for the subjects and the related chi-square analysis results support rejection of hypotheses one and two. The chi-square results presented in Table 26 (summary of grade placement after three years of schooling) with a probability level of .001 provide significant support for this statement. The chi-square table suggests that participation in First Step provided low-income children with an significantly improved likelihood of progressing through grades at the traditionally expected pace.

The analysis of variance on the achievement test mean scores of the three populations provided no evidence to support rejection of the null hypotheses (three and four). Therefore, the results of this study suggest that the academic achievement of low-income students as shown on standardized test scores does not differ as a reflection of preschool experience.

Implications

This study was undertaken to address questions and hypotheses that would aid urban school administrators in determining the allocation of resources to preschool programs. The experience in the city of Newport News suggests that participation in either preschool aids low-

income students in progressing in school at the expected pace. Because up to two-thirds of the low-income students who enter the public schools of that city have had no preschool experience, preschool program administrators should publicize programs aggressively. This should increase the likelihood that limited resources would reach the students who could benefit the most. Additionally, the grade progression results appear to suggest that additional resources allocated to preschool programs would be advisable.

A decision to allocate additional resources to the operation of preschool programs would appear to reflect a commitment to providing support to low-income children without regard to the potential benefits to the specific school division. The Newport News experience suggests that three years after the preschool year more than half of the participants may no longer be in the division's schools.

That low-income families tend to be more mobile than the general population (as evidenced by the availability of First Step and Head Start subjects) suggests that their academic progress might benefit from cooperative planning by service providers. The cooperative planning should not be limited to agencies within a political sub-division. Formal relationships beyond the exchange of records should result in the provision of educational programs for low-income children that encourage

them to satisfy the academic expectations of their schools.

Recommendations

Conduct of this study and consideration of the findings prompt the following recommendations:

1. A longitudinal study of the progress and achievement of low-income students with different preschool experience should be conducted to determine the long-term effects. Student record survey results and the interviews with parents suggest that the academic progress of subjects since grade two may provide information of value for program development.

2. The fact that subject groups from two of the three years had mean scores for Total Reading and Mathematics four to six months below grade placement suggests that administrators should assess preschool and primary grade curriculum and instruction.

3. The responses of parents to interview questions related to parental involvement suggest that urban education administrators should assess the availability and effectiveness of programs for parents.

4. The process of identifying subject revealed that many students with First Step and Head Start experience are enrolled in an alternative school operated by the school division in the community. A study of the academic progress of low-income students in the alternative school

should provide additional insight for administrators regarding effective instructional approaches for urban low-income students.

5. The survey data on subjects suggest the need for further study of the relationship between preschool experience, compensatory education, and the academic achievement of urban low-income students.

APPENDIX 1

POLICY STATEMENT FOR FREE AND REDUCED PRICE MEALS
NEWPORT NEWS PUBLIC SCHOOLS
1985-86 SCHOOL YEAR



Newport News Public Schools

12465 WARWICK BOULEVARD • BOX 6130 • NEWPORT NEWS, VIRGINIA 23606 • 804-599-6888

POLICY STATEMENT FOR FREE AND REDUCED PRICE MEALS 1985-86 SCHOOL YEAR

The Newport News School System has entered into agreement to participate in the following School Food Service Programs and accepts the responsibility for providing free and reduced-price meals⁽¹⁾ to eligible children in the schools under its jurisdiction:

National School Lunch Program National School Breakfast Program

The Newport News School System assures the U. S. Department of Agriculture and the Virginia Department of Education, that the school system will uniformly implement the following policy to determine children's eligibility for free and reduced-price meals in the schools under its jurisdiction participating in the National School Lunch and the Breakfast Program.

In fulfilling its responsibilities the School Division:

- A. Agrees to serve meals free to children from households whose income is at or below the free limit of the USDA guidelines listed in Attachment A.
- B. Agrees to serve meals at a reduced price to children from households whose income is within the reduced price scale of the USDA income eligibility guidelines listed in Attachment A.
- C. Agrees to provide these benefits to foster children where the foster care payment is not more than the income eligibility standards for a household size of one.
- D. Agrees that there will be no physical segregation of, nor any other discrimination against, any child because of his/her inability to pay the full price of the meal. The names of the children eligible to receive free or reduced-price meals shall not be published, posted, or announced in any manner and there shall be no overt identification of any such children by use of special tokens or tickets or any other means. Further assurance is given that children eligible for free or reduced-price meals shall not be required to:
 - 1. Work for their meals
 - 2. Use a separate lunchroom
 - 3. Go through a separate serving line
 - 4. Enter the lunchroom through a separate entrance

(1) "Meals" means lunches in schools participating in the National School Lunch Program and breakfasts in schools approved for the National School Breakfast Program.

5. Eat meals at a different time
 6. Eat a meal different from the one sold to children paying the full price
- E. Agrees to set reduced price charges for lunch and breakfast at or below maximum reduced price allowed by regulations and below the full price of the lunch or breakfast.
 - F. Agrees that in the operation of school nutrition programs, no child shall be discriminated against because of race, sex, color, national origin, age or handicap.
 - G. Agrees to verify eligibility of applicant households in accordance with program regulations and maintain records as follows: (1) a summary of verification efforts; (2) the total number of applications on file as of October 31; and (3) the number of applications verified. Compliance with these requirements will be monitored by the Virginia Department of Education as part of its supervisory assistance, monitoring and verification efforts.
 - H. Agrees to establish and use a fair hearing procedure for a parent's appeal of the school's decision on the application and for a school official's challenge to the correctness of information contained in an application or to the continued eligibility of any child for free or reduced-price meals. During the appeal and hearing, the child will continue to receive free or reduced-price meals. A record of all such appeals and challenges and their dispositions shall be retained for three years after the current year.

Prior to initiating the hearing procedure, the parent or local school official may request a conference to provide an opportunity for the parent and school official to discuss the situation, present information, and obtain an explanation of data submitted in the application and decisions rendered. Such a conference shall not in any way prejudice or diminish the right to a fair hearing.

The hearing procedure shall provide the following:

1. A publicly announced, simple method for making an oral or written request for a hearing;
2. An opportunity to be assisted or represented by an attorney or other person;
3. An opportunity to examine, prior to and during the hearing, the documents and records presented to support the decision under appeal;
4. Reasonable promptness and convenience in scheduling a hearing and adequate notice as to the time and place of the hearing;
5. An opportunity to present oral or documentary evidence and arguments supporting a position without undue interference;

6. An opportunity to question or refute any testimony or other evidence and to confront and cross-examine any adverse witnesses;
7. That the hearing be conducted and the decision made by a hearing official who did not participate in the decision under appeal or in any previous conference;
8. That the decision of the hearing official be based on the oral and documentary evidence presented at the hearing and made a part of the hearing record;
9. That the parties concerned and any designated representative thereof be notified in writing of the decision of the hearing official;
10. That for each hearing a written record be prepared, including that decision under appeal, any documentary evidence and a summary of any oral testimony presented at the hearing, the decision of the hearing officials and the reasons therefore, and a copy of the notification to the parties concerned of the hearing official's decision;
11. That such written record be preserved for a period of three years and shall be available for examination by the parties concerned or their representatives at any reasonable time and place during such period;
12. The designated hearing official is Douglas H. Vaughan, Director, Food Services, 12098 Jefferson Avenue, Newport News, VA 23606, phone number 874-1167.⁽²⁾

- I. Agrees to designate the School Principal to review applications and make determinations of eligibility. This official will use the criteria outlined in this policy to determine which individual children are eligible for free or reduced-price meals.
- J. Agrees to develop and send to each child's parent or guardian a letter as outlined herein, and an application form for free or reduced-price meals (Attachments B, C) at the beginning of each school year and whenever there is a change in eligibility criteria. The letter to parents with the free and reduced price meal application attachment will have only the income eligibility guidelines for reduced price meals with an explanation that households with incomes at or below the reduced price guidelines may be eligible for either free or reduced price meals.

Parents or guardians are responsible for filling out the application and returning it to the school for review. Such applications and documentation of action taken will be maintained for a period of three years after the end of the fiscal year to which they pertain.

-
- (2) This person must be someone not involved in the original eligibility determination. Further, it is suggested that he hold a position superior to that of the determining official.

Applications may be filed at any time during the year. Any parent enrolling a child in a school for the first time, at any time during the year, shall be supplied with such documents. If a child transfers from one school to another under the jurisdiction of the same school division, his eligibility for a free or reduced-price meal will be transferred to and honored by the receiving school.

All children from an eligible household will receive the same benefits. Within ten working days of the receipt of applications, parents or guardians will be notified individually of the approval or denial of their applications (Attachment D). Children will be served meals immediately upon the establishment of their eligibility.

When an application is denied, parents or guardians will be provided written notification (Attachment D) which shall include (1) the reason for the denial of benefits, e.g., income in excess of allowable limits or incomplete applications; (2) notification of the right to appeal; (3) instructions on how to appeal; and (4) a statement reminding parents that they may reapply for free and reduced price benefits at any time during the school year. The reasons for ineligibility will be properly documented and retained on file.

- K. Agrees to submit a public/press release (Attachment E) containing both free and reduced price eligibility guidelines and all other information outlined in the parent letter, to the local news media, local unemployment offices and major employers contemplating or experiencing large layoffs.
- L. Agrees to establish a procedure to collect money from children who pay for their meals and to account for the number of free, reduced-price, and full-price meals served. The procedure described in Attachment F will be used so that no other child in the school will consciously be made aware by such procedure of the identity of the children receiving free or reduced-price meals.
- M. Agrees to submit to the Virginia Department of Education any alterations, public announcements, etc., before implementation. Such changes will be effective only upon approval. All changes in eligibility criteria must be publicly announced in the same manner used at the beginning of the school year.

Attachments: The following attachments are adopted with and considered part of this policy.

- Attachment A Eligibility criteria for free and reduced-price meals
- Attachment B1 Letter to parents for students participating in free and reduced-price breakfast and lunch
- Attachment B2 Letter to parents for students participating in free and reduced-price lunch

Attachment C Application form

Attachment D1 Notification of Eligibility Determination for free
and reduced-price lunch and breakfast

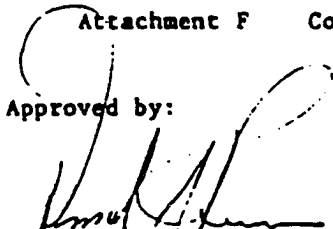
Attachment D2 Notification of Eligibility for Determination for free
and reduced-price lunch

Attachment D3 Notification of Eligibility for Determination for free or
reduced-price lunch (Roster System)

Attachment E Public release

Attachment F Collection procedures

Approved by:



(Division Superintendent)

7/16/85

(Date)



(Associate Director School Food Service)

7/23/85

(Date)

ATTACHMENT (A): (1985-86) FOR SCHOOL USE ONLY**HOUSEHOLD SIZE AND INCOME SCALE FOR
FREE AND REDUCED PRICE MEALS****MAXIMUM HOUSEHOLD INCOME FOR FREE MEALS**

<u>HOUSEHOLD SIZE</u>	<u>YEARLY</u>	<u>MONTHLY</u>	<u>WEEKLY</u>
1	\$ 6,825	\$ 569	\$ 132
2	9,165	764	177
3	11,505	959	222
4	13,845	1,154	267
5	16,185	1,349	312
6	18,525	1,544	357
7	20,865	1,739	402
8	23,205	1,934	447

FOR EACH ADDITIONAL
HOUSEHOLD MEMBER,
ADD

2,340

195

45

MAXIMUM HOUSEHOLD INCOME FOR REDUCED PRICE MEALS

<u>HOUSEHOLD SIZE</u>	<u>YEARLY</u>	<u>MONTHLY</u>	<u>WEEKLY</u>
1	\$ 6,826 - 9,713	\$ 570 - 810	\$133 - 187
2	9,166 - 13,043	765 - 1,087	178 - 251
3	11,506 - 16,373	960 - 1,365	223 - 315
4	13,846 - 19,703	1,155 - 1,642	268 - 379
5	16,186 - 23,033	1,350 - 1,920	313 - 443
6	18,526 - 26,363	1,545 - 2,197	358 - 507
7	20,866 - 29,693	1,740 - 2,475	403 - 572
8	23,206 - 33,023	1,935 - 2,752	448 - 636

FOR EACH ADDITIONAL
HOUSEHOLD MEMBER,
ADD

3,330

278

65



Newport News Public Schools

12465 WARWICK BOULEVARD • BOX 6130 NEWPORT NEWS, VIRGINIA 23606-0130

Dear Parent or Guardian:

The Newport News Public Schools serve nutritious meals every school day. Elementary students may buy lunch for 88¢ and high school students may buy lunch for 85¢. Breakfast is available for 40¢.

Children from families whose income is at or below the level shown on the scale below are eligible for meals free or at the reduced-price of 40¢ for lunch and 15¢ for breakfast.

HOUSEHOLD INCOME

FAMILY SIZE	YEARLY	MONTHLY	WEEKLY
1	\$ 9,713	\$ 810	\$ 187
2	13,043	1,087	251
3	16,373	1,365	313
4	19,703	1,642	379
5	23,033	1,920	443
6	26,363	2,197	507
7	29,693	2,475	572
8	33,023	2,752	636
FOR EACH ADDITIONAL HOUSEHOLD MEMBER, ADD:	3,310	278	65

To apply for free or reduced price meals, please fill out this application as soon as possible, sign it, and return it to the school. Please answer all questions on the form. An application which does not contain the following information cannot be processed by the school:

- (1) the total household income must be listed by the amount received by each household member receiving income and the type of income it is (such as wages, child support, etc.)

OR

your food stamp case number if your household receives food stamps.

- (2) names of all household members.
- (3) social security numbers of all household members 21 years old or older or the word "NONE" for any household member who does not have a social security number, and
- (4) the signature of an adult household member.

Verification: The information on the application may be checked by the school or other officials at any time during the school year.

Reporting Changes: If your child is approved for meal benefits, you must tell the school when your household income increases by more than \$50 per month (\$600 per year) or when your household size decreases.

Applying for Benefits: You may apply for benefits at any time during the school year. If you are not eligible now but have a decrease in household income, become unemployed, or have an increase in family size, fill out an application at that time.

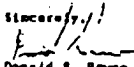
Foster Children: If you have foster children living with you, they may be eligible for these benefits. If you wish to apply for these benefits for them, please complete the application.

Non-discrimination: Children who receive free or reduced price meal benefits are treated the same as children who pay for meals. In the operation of child feeding programs, no child will be discriminated against because of race, sex, color, national origin, age, or handicap. If you believe you have been discriminated against, write immediately to the Secretary of Agriculture, Washington, D. C. 20250.

Fair Hearing: If you do not agree with the school's decision on your application or the result of verification, you may wish to discuss it with the school. You also have a right to a fair hearing. This can be done by calling or writing Mr. Douglas H. Vaughan, 12090 Jefferson Avenue, Newport News, Virginia 23606, phone 474-1167.

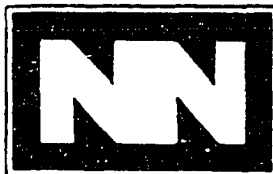
Confidentiality: The information you provide will be treated confidentially and will be used only for eligibility determination and verification of data.

If you have any questions or need help in filling out the application form, please contact the school your child attends. You will be notified when the application is approved or denied.

Sincerely,

 Donald S. Bruno
 Superintendent of Schools

Attachment B1

• Stepping Into Tomorrow •



Newport News Public Schools

12465 WARWICK BOULEVARD • BOX 6130 NEWPORT NEWS, VIRGINIA 23606-0130

Dear Parent or Guardian:

The Newport News Public Schools serve nutritious meals every school day. Elementary and middle school students may buy lunch for 80c. Children from families whose income is at or below the level shown on the scale below are eligible for meals free or at the reduced-price of 40c for lunch.

FAMILY SIZE	HOUSEHOLD INCOME		
	YEARLY	MONTHLY	WEEKLY
1	\$ 9,713	\$ 810	\$ 187
2	13,043	1,087	251
3	16,373	1,365	315
4	19,703	1,642	379
5	23,033	1,920	443
6	26,363	2,197	507
7	29,693	2,475	572
8	33,023	2,752	636
FOR EACH ADDITIONAL HOUSEHOLD MEMBER, ADD:	3,330	278	65

To apply for free or reduced price meals, please fill out this application as soon as possible, sign it, and return it to the school. Please answer all questions on the form. An application which does not contain the following information cannot be processed by the school:

- (1) the total household income—must be listed by the amount received by each household member receiving income and the type of income it is (such as wages, child support, etc.)
OR
your food stamp case number if your household receives food stamps.
- (2) names of all household members.
- (3) social security numbers of all household members 11 years old or older or the word "NONE" for any household member who does not have a social security number, and
- (4) the signature of an adult household member.

Verification: The information on the application may be checked by the school or other officials at any time during the school year.

Reporting Changes: If your child is approved for meal benefits, you must tell the school when your household income increases by more than \$50 per month (\$600 per year) or when your household size decreases.

Applying for Benefits: You may apply for benefits at any time during the school year. If you are not eligible now but have a decrease in household income, become unemployed, or have an increase in family size, fill out an application at that time.

Foster Children: If you have foster children living with you, they may be eligible for these benefits. If you wish to apply for these benefits for them, please complete the application.

Nondiscrimination: Children who receive free or reduced price meal benefits are treated the same as children who pay for meals. In the operation of child feeding programs, no child will be discriminated against because of race, sex, color, national origin, age, or handicap. If you believe you have been discriminated against, write immediately to the Secretary of Agriculture, Washington, D. C. 20250.

Fair Hearing: If you do not agree with the school's decision on your application or the result of verification, you may wish to discuss it with the school. You also have a right to a fair hearing. This can be done by calling or writing Mr. Douglas D. Vaughan, 12098 Jefferson Avenue, Newport News, Virginia 23606, phone 874-1167.

Confidentiality: The information you provide will be treated confidentially and will be used only for eligibility determination and verification of data.

If you have any questions or need help in filling out the application form, please contact the school your child attends. You will be notified when the application is approved or denied.

Sincerely,

Donald S. Bruce
Superintendent of Schools

Attachment #2

• Stepping Into Tomorrow •

ATTACHMENT C: 1985-86

APPLICATION FOR FREE AND REDUCED PRICE MEALS

INSTRUCTIONS: To apply for free or reduced price meals for your children, you must carefully complete, sign and return this application to the school which your child attends. If you need help with this form, please call the school.

I. Print the Name of the child for whom this application is made, Name of School and Grade:

NAME _____ SCHOOL _____ GRADE _____ H.R. _____

IF THIS APPLICATION IS FOR A FOSTER CHILD, PLEASE REFER DIRECTLY TO SECTION III. IF NOT, CONTINUE AND DISREGARD SECTION III.

II. In the space below you must print the names and ages of all persons in your household, the social security number of all adults, and all income received last month by all persons in your household. List information for each person on the same line across this form.

HOUSEHOLD MEMBERS: List the names and ages of everyone living in your household. Start with the adults first. Remember to include all parents, grandparents, children (include yourself and the child listed above), and other persons in your household.

SOCIAL SECURITY NUMBERS: Print the Social Security Number of each adult age 21 or older. If an adult does not have a Social Security Number, print "None".

FOOD STAMP HOUSEHOLDS: If your household is now receiving food stamps, you may give your food stamp case number and skip the income section on this form. You still must list all household members and their social security numbers.

WE RECEIVED FOOD STAMPS THIS MONTH. OUR FOOD STAMP CASE NUMBER IS _____.

INCOME: List all income received last month by each person on the same line with the person who received it. You must list: all wages from all jobs (the total earned before deductions for taxes, social security, etc.); retirement or pension income of anyone in your household receiving this income; and the other income types listed below. If you or anyone else in your household received disability, unemployment compensation, workman's compensation, or strike benefits last month, it must be listed as other income on the application. If you have a household member for whom last month's income was higher or lower than usual, please list that person's average income for this year. For example, self-employed people like farmers and seasonal workers should list average monthly income.

LIST ALL HOUSEHOLD MEMBERS

Last	Names		Age	Social Security Number	(First Job)	(Second Job)	Monthly Welfare	Monthly	All Other
					Monthly Earnings From Work (Before Deductions)	Monthly Earnings From Work (Before Deductions)	Payments (AFDC) (ADC) Child Support Alimony, Workmen's Unemployment Compensation	Payments From Pensions, Retirement, Social Security, Strike Benefits	Income Received Last Month
1.	_____	_____	_____	_____	\$ _____	\$ _____	\$ _____	\$ _____	\$ _____
2.	_____	_____	_____	_____	\$ _____	\$ _____	\$ _____	\$ _____	\$ _____
3.	_____	_____	_____	_____	\$ _____	\$ _____	\$ _____	\$ _____	\$ _____
4.	_____	_____	_____	_____	\$ _____	\$ _____	\$ _____	\$ _____	\$ _____
5.	_____	_____	_____	_____	\$ _____	\$ _____	\$ _____	\$ _____	\$ _____
6.	_____	_____	_____	_____	\$ _____	\$ _____	\$ _____	\$ _____	\$ _____
7.	_____	_____	_____	_____	\$ _____	\$ _____	\$ _____	\$ _____	\$ _____
8.	_____	_____	_____	_____	\$ _____	\$ _____	\$ _____	\$ _____	\$ _____

Total Number Household Members _____

Total Household Monthly Income \$ _____

(OVER)

- III. **FOSTER CHILD:** A foster child is a child who is living with a family but who remains the legal responsibility of the welfare agency or court. A foster child is considered a household of one. The following financial support is considered the child's income: (1) Funds provided by the welfare agency which are specifically identified by category for shelter and care, and those identified as special needs funds, such as those for medical and therapeutic needs are not considered as income. Where welfare agency funds cannot be identified by category, no portion of the provided funds shall be considered as income. (2) Funds personally received by the child. This includes, but is not limited to, funds received from trust accounts, monies provided by the child's family for personal use, and earnings from full time employment. Earnings from such sources as paper routes and babysitting which generally do not significantly affect the household's level of income, should not be considered as income. Confirmation of the welfare agency's legal responsibility for the foster child and the funds provided by the welfare agency for the personal use of the child may be verified by the school.

MONTHLY INCOME OF FOSTER CHILD, AS DEFINED ABOVE: \$ _____

- IV. **RACE:** Please check the racial or ethnic identity of your child. You are not required to answer this question. We need this information to be sure that everyone receives benefits on a fair basis. No child will be discriminated against because of race, sex, color, national origin, age, or handicap.

☐ White, not Hispanic origin ☐ Black, not Hispanic origin ☐ Hispanic ☐ Asian or Pacific Islands ☐ American Indian or Alaskan Native

- V. **PRIVACY ACT INFORMATION - SOCIAL SECURITY NUMBERS:** Federal law (P.L. 97-33) requires you to list social security numbers of all adult household members before your child may receive free or reduced price meals. You do not have to give social security numbers, but if you refuse your child cannot receive free or reduced price meals. The social security numbers may be used to identify you for verifying the information you report on this application. Verification may include audits, investigations, contacting the State employment security office, food stamp office, and employers, and checking the written information provided by the household to confirm the information received. If incorrect information is discovered, a loss of benefits or legal action may occur. These facts must be told to all household members whose social security numbers are reported on this form.

- VI. **PENALTIES OR MISREPRESENTATION:** I understand that all of the information on this application is true and correct and that all income is reported. I understand that this information is being given for the receipt of Federal funds; that school officials may verify the information on the application; and that deliberate misrepresentation of this information may subject me to prosecution under applicable State and Federal laws.

Signature _____

Date _____

Address _____

Telephone/Work _____

Telephone/Home _____

FOR SCHOOL USE ONLY (DO NOT WRITE BELOW THIS LINE)

TOTAL HOUSEHOLD SIZE: _____ TOTAL HOUSEHOLD INCOME: \$ _____ ☐ MONTHLY ☐ YEARLY OR ☐ FOOD STAMP HOUSEHOLD

ELIGIBILITY DETERMINATION: ☐ APPROVED FREE ☐ APPROVED REDUCED PRICE ☐ DENIED

REASON FOR DENIAL: ☐ INCOME TOO HIGH ☐ INCOMPLETE APPLICATION OTHER (REASON) _____

DATE NOTICE SENT TO PARENT: _____ SIGNATURE OF DETERMINING OFFICIAL: _____ DATE _____

TRANSFERRED (Date) _____ To _____ WITHDRAWN (Date) _____

DATE SELECTED FOR VERIFICATION _____ RESPONSE DUE FROM HOUSEHOLD _____ SECOND NOTICE SENT _____

VERIFICATION RESULT: ☐ No Change ☐ Free to Reduced Price ☐ Free to Full Price ☐ Reduced Price to Free ☐ Reduced Price to Full Price

Reason for Eligibility Change: ☐ Income ☐ Household Size ☐ Refused to Cooperate ☐ Other _____

Date "Notice of Change" Sent to Parent: _____ Signature of Verifying Official: _____ Date _____



Newport News Public Schools

12405 WARWICK BOULEVARD • BOX 6130 • NEWPORT NEWS, VIRGINIA 23606 • 804-299-4400

(For Use in Schools Serving Breakfast and Lunch)

Date _____

TO: _____
(Name of Applicant)

(Address of Applicant)

Dear Parent or Guardian:

Your application for free or reduced-price meals for _____
has been: (Check one)

_____ Approved for free meals
_____ Approved for reduced-price meals: Lunch ticket 40 cents
a day (\$2.00 a week) and breakfast ticket 15 cents a day
(75¢ a week).

_____ Denied for the following reason(s):

- () Income over the allowable amount.
() Incomplete application.
() Other: _____

If you do not agree with this decision, you may discuss it with the school.

If you wish to review the decision further, you have a right to a fair hearing. This can be done by calling or writing Douglas H. Vaughan (Hearing Official) at 12098 Jefferson Avenue, Newport News, VA 23606, phone number 874-1167.

If your child is approved for meal benefits, you must tell the school when your household income increases by more than \$50 per month (\$600 per year) or when your household size decreases.

You may reapply for benefits at any time during the school year. If you are not eligible now but have a decrease in household income, become unemployed, or have an increase in family size, fill out an application at that time.

In the operation of child feeding programs, no child will be discriminated against because of race, sex, color, national origin, age or handicap. If you believe you have been discriminated against, write immediately to the Secretary of Agriculture, Washington, D. C. 20250.

Sincerely,

(Name)

(Title)

(Date)

Attachment D1

• An Equal Opportunity Employer •



Newport News Public Schools

12405 WARWICK BOULEVARD • BOX 6100 • NEWPORT NEWS, VIRGINIA 23606 • 804-699-6666

(For Use in Schools Serving Lunch)

Date _____

TO: _____
(Name of Applicant)

(Address of Applicant)

Dear Parent or Guardian:

Your application for free or reduced-price meals for _____
has been: (Check one)

_____ Approved for free meals
_____ Approved for reduced-price lunch: Lunch ticket 40 cents
a day (\$2.00 a week).

_____ Denied for the following reason(s):

- () Income over the allowable amount.
() Incomplete application.
() Other: _____

If you do not agree with this decision, you may discuss it with the school.

If you wish to review the decision further, you have a right to a fair hearing. This can be done by calling or writing Douglas H. Vaughan (Hearing Official) at 12098 Jefferson Avenue, Newport News, VA 23606, phone number 874-1167.

If your child is approved for meal benefits, you must tell the school when your household income increases by more than \$50 per month (\$600 per year) or when your household size decreases.

You may reapply for benefits at any time during the school year. If you are not eligible now but have a decrease in household income, become unemployed, or have an increase in family size, fill out an application at that time.

In the operation of child feeding programs, no child will be discriminated against because of race, sex, color, national origin, age or handicap. If you believe you have been discriminated against, write immediately to the Secretary of Agriculture, Washington, D. C. 20250.

Sincerely,

(Name) (Title) (Date)

Attachment D2

• An Equal Opportunity Employer •

APPENDIX 2

NEWPORT NEWS PUBLIC SCHOOLS

PRESCHOOL STUDY

SURVEY FORM

PRESCHOOL STUDY: NNPS

PLEASE USE INK

Present School _____

Present Grade _____

Student's Name _____
last first middle

Date of Birth _____

Parents' Names

Mother _____ Occupation _____

Father _____ Occupation _____

List other schools students has attended. _____

Has student repeated a grade since grade two? _____

If YES, which grade. _____

Has student participated in Chapter 1 programs? _____

If YES, give program(s) and date(s).

Does student live with both parents? _____

How many other children live in home? _____

List their ages (if available) _____

Do other adults live in home? _____

DATE _____

APPENDIX 3

NEWPORT NEWS PUBLIC SCHOOLS

PRESCHOOL STUDY

INTERVIEW FORM

PRESCHOOL STUDY: NNPS

INTERVIEW QUESTIONS

PLEASE USE INK

Why did you send your child to (Head Start, First Step)?

or
Did you consider sending your child to preschool? Why? or Why not?

Do you have other children? If "YES", did they attend preschool?

Have you met with the teacher(s) to discuss your child's progress this year? Why? or Why not?

Are you pleased with your child's progress in school? Why? or Why not?
Where did your child attend school in grades 3, 4, and 5?

Have you participated in any activities or programs (including PTA membership) for parents at your child's school? Why? or Why not?

Parent _____ Student _____

Date of Interview _____

APPENDIX 4

TABLES DOCUMENTING RESPONSES OF PARENTS
INTERVIEWED DURING PRESCHOOL STUDY
NEWPORT NEWS PUBLIC SCHOOLS

TABLE 27
INTERVIEWS: RESPONSES OF FIRST STEP PARENTS
REASONS FOR SENDING A CHILD TO FIRST STEP

Responses Given	Number of Parents
learned of program:	
through neighbors	3
through publicity	2
older child enrolled	1
wanted child to get an early start on her education	1
referred by Head Start staff	2

TABLE 28
 INTERVIEWS: RESPONSES OF FIRST STEP PARENTS
 PRESCHOOL HISTORY OF SUBJECTS' SIBLINGS

Responses Given	Number of Parents
Other Children?	
Yes	9
No	0
Preschool participation by subject's siblings	
Yes	5
No	1
No - too young	2
2 siblings: 1 - yes; 1 - no	1

TABLE 29
 INTERVIEWS: RESPONSES OF FIRST STEP PARENTS
 CONFERENCES WITH SUBJECTS' TEACHERS

Responses Given	Number of Parents
Met with Teachers	
Yes	7
No	2
Why?	
School division open house/conference days	4
Parent's desire to know	2
Teacher's request	1
Why not?	
Child has had no problems	1
Work schedule...going tomorrow	1

TABLE 30
 INTERVIEWS: RESPONSES OF FIRST STEP PARENTS
 SATISFACTION WITH SUBJECT'S
 ACADEMIC PROGRESS

Response given	Number of parents
Satisfied with Progress	
Yes	9
No	0
Why?	
Very satisfied because child is doing well	7
Satisfied, but believes child can do better	2

TABLE 31
 INTERVIEWS: RESPONSES OF FIRST STEP PARENTS
 PARTICIPATION IN ACTIVITIES FOR PARENTS

Responses Given	Number of Parents
Participation	
Yes - PTA and Other	7
No	2
Why?	
To be informed	7
Why Not?	
No Transportation	1
Forgets to attend	1

TABLE 32
INTERVIEWS: RESPONSES OF HEAD START PARENTS
REASONS FOR SENDING A CHILD TO HEAD START

Responses Given	Number of Parents
learned of program:	
neighborhood survey/publicity	5
through neighbors	2
older child enrolled	1
wanted child to get an early start on her education	1

TABLE 33
INTERVIEWS: RESPONSES OF HEAD START PARENTS
PRESCHOOL HISTORY OF SUBJECTS' SIBLINGS

Responses Given	Number of Parents
Other children?	
Yes	8
No	1
Preschool participation by subject's siblings	
Yes	6
No	2

TABLE 34
INTERVIEWS: RESPONSES OF HEAD START PARENTS
CONFERENCES WITH SUBJECTS' TEACHERS

Responses Given	Number of Parents
Met with Teachers	
Yes	5
No	4
Why?	
School Division Open House/Conference Days	3
Parent's desire to know	1
School's request: student suspended	1
Why Not?	
Child has had no problems	3
Schedule (parent is a student)	1

TABLE 35
INTERVIEWS: RESPONSES OF HEAD START PARENTS
SATISFACTION WITH SUBJECT'S
ACADEMIC PROGRESS

Responses Given	Number of Parents
Satisfied with progress	
Yes	9
No	0
Why?	
Very satisfied because child is doing well	7
Satisfied, but believes child can do better	2

TABLE 36
INTERVIEWS: RESPONSES OF HEAD START PARENTS
PARTICIPATION IN ACTIVITIES FOR PARENTS

Responses Given	Number of Parents
Participation	
Yes - PTA and other	3
No	6
Why?	
To be informed	3
Why Not?	
No transportation	3
Work schedule	2
No reason given	1

TABLE 37
INTERVIEWS: RESPONSES OF NO PRESCHOOL PARENTS
REASONS FOR NOT SENDING
A CHILD TO PRESCHOOL

Responses Given	Number of Parents
Believes that child was too young to attend school before kindergarten	5
Did not know of preschool programs	3
Did not work and kept child at home	1

TABLE 38

INTERVIEWS: RESPONSES OF NO PRESCHOOL PARENTS
PRESCHOOL HISTORY OF SUBJECTS' SIBLINGS

Responses Given	Number of Parents
Other children?	
Yes	8
No	1
Preschool participation by subject siblings	
Yes	1
No	5
No - too young	1
2 siblings: 1 - yes; 1 - no	1

TABLE 39
 INTERVIEWS: RESPONSES OF NO PRESCHOOL PARENTS
 CONFERENCES WITH SUBJECTS' TEACHERS

Responses Given	Number of Parents
Met with teachers	
Yes	6
No	3
Why?	
School division open house/conference days	2
Parent's desire to know	4
Why not?	
Child has had no problems	1
No transportation	2

TABLE 40
 INTERVIEWS: RESPONSES OF NO PRESCHOOL PARENTS
 SATISFACTION WITH SUBJECT'S
 ACADEMIC PROGRESS

Responses Given	Number of Parents
Satisfied with progress	
Yes	7
No	2
Why?	
Very satisfied because child is doing well	6
Satisfied, but believes child can do better	1
Why not?	
Child is not performing as expected	1
Believes school atmosphere interferes with child's progress	1

TABLE 41
 INTERVIEWS: RESPONSES OF NO PRESCHOOL PARENTS
 PARTICIPATION IN ACTIVITIES FOR PARENTS

Responses Given	Number of Parents
Participation	
Yes - PTA and other	5
No	4
Why?	
To be informed	5
Why not?	
No reason	2
Work schedule	1
Dislikes meetings because no one listens to parents	1

APPENDIX 5

FIRST STEP CURRICULUM GUIDE
NEWPORT NEWS PUBLIC SCHOOLS
NEWPORT NEWS, VIRGINIA

FIRST

[163]

STEP

CURRICULUM GUIDE



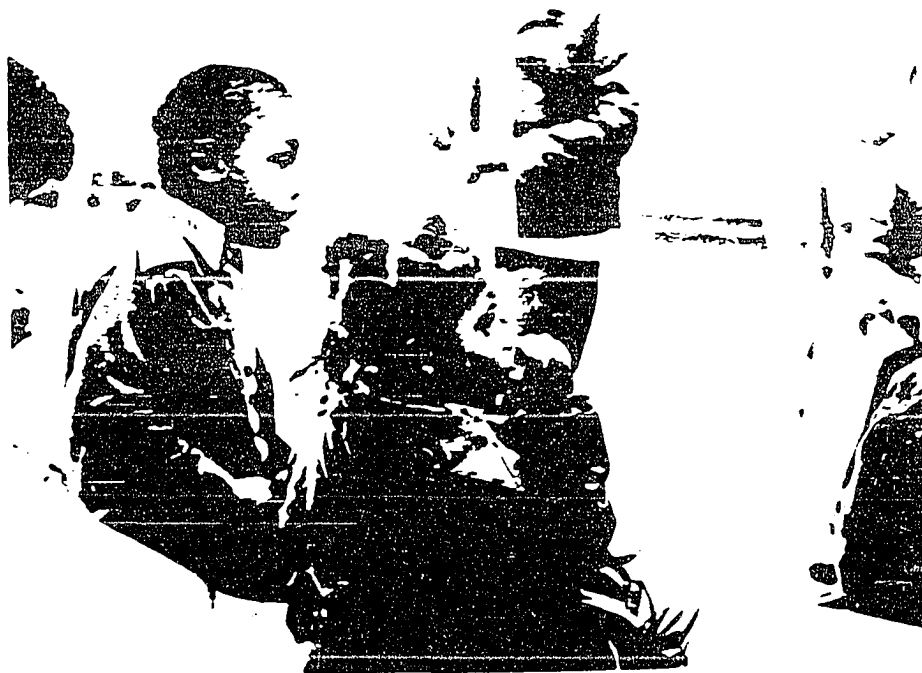
NEWPORT NEWS PUBLIC SCHOOLS
ESEA, TITLE I

FIRST

[163]

S T E P

RICULUM GUIDE



NEWPORT NEWS PUBLIC SCHOOLS
ESEA, TITLE I

F I R S T

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E

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C U R R I C U L U M G U I D E

ESEA, TITLE I PROJECTS

NEWPORT NEWS PUBLIC SCHOOLS
NEWPORT NEWS, VIRGINIA
1978

ACKNOWLEDGEMENTS

Many people were involved in the preparation of this guide. Special note is made of the contribution of the First Step teachers who developed and organized the content of this guide: Amy D. Behm, Dinah M. Everett, Meta M. Murdock, and Valerie S. Price. The final draft was typed by Lillian H. Hill.

It is the policy of the Newport News Public Schools not to discriminate on the basis of sex in its educational programs, activities or employment policies as required by Title IX of the 1972 Education Amendments. Inquiries regarding compliance with Title IX may be directed to Mrs. Eleanor T. Hamilton, Personnel Office, Newport News Public Schools, Newport News, VA 23606 (804/599-4411).

OUTLINE OF CONTENTS

- I. Purpose of Program
- II. Assessment
- III. Skills Continuum
- IV. Suggested Daily Schedule
- V. Suggested Units
- VI. Suggested Fieldtrips and Resource Personnel
- VII. Parent Program
- VIII. Auxiliary Personnel
- IX. References

PURPOSE OF PROGRAM

Compensatory education programs were begun in Newport News to benefit the children growing up in disadvantaged areas of the city to help the student performing below ability level. Title I language development, reading, and mathematics programs were established to supplement efforts by the school system's personnel. The instructional programs serve schools which have in their population 18% of the student body coming from families making less than \$5,000 a year.

In recent years much emphasis has been given to the topic of early intervention. Early learning is essential for a successful school experience. Many educators and psychologist like Hunt and Bloom have demonstrated by their experiments that a child's intelligence is not fixed at birth but, in fact, can be dramatically affected by the child's experiences and his environment, especially in the early years. If children are not stimulated during these years they may be deficient in many skill areas when they reach school age.

As a result of the need for an early intervention program in Newport News, The First Step Pre-Kindergarten Program was established in 1977. It serves the child one year before entering kindergarten in schools which offer Language Development Programs. Funds for the program are being provided through ESEA Title I Projects.

The name of the program, The First Step, was conceived with the idea of this being the child's first experience with a formal school situation. The child is given experience in all areas of learning especially language development, socialization skills, and perceptual motor skills. Proficiency in these areas will give the child an advantage when entering kindergarten.

The first area of concern is language development. In order to experience success in other areas of development, the child needs a good understanding of word concepts. Expressive language and receptive language are essential for verbal communication. Secondly, socialization skills are important to promote positive interaction such as sharing, taking turns, and participating in group activities. The third aspect of development involves perceptual motor skills. Perceptual motor development provides the opportunity for the child to become more aware of his/her environment and to gain more control of his/her body. Creativity and positive self-image are also important aspects of the child's development. These areas are reinforced during the preschool year.

Included in the advantages of the preschool experience is the early development of a positive attitude toward school. The earlier the child develops this positive attitude, the better his/her

chances should be to continue with school. Positive attitudes towards school are not only important for the child, but also for parents. Parents become involved earlier with interest in their child's school progress. The bond between home and school is strengthened through parent meetings, home visits, individual conferences, and volunteer programs.

The program also provides an opportunity for early identification of the child who has special needs. Screening detects speech and hearing deficiencies and identifies the child who requires diagnostic services.

The learning environment of the school plays a vital role in a pre-kindergarten program. Preschoolers have many, as well as varied needs. To meet these needs the learning environment is divided into the classroom, the motor room, and the playground.

Centers in the classroom provide many opportunities for growth-socially, emotionally, aesthetically, physically, and intellectually. The child who is involved in play with peers soon begins to realize the positive behaviors are more acceptable to the group. Sharing becomes necessary if inclusion is desired. A sense of independence is nurtured as a result of decision making, problem solving and task completion. Coping with one's own failures and shortcomings helps to develop a more mature approach to life's problems. Positive self concepts are fostered through achievement attained within each center. Learning to be responsible for one's own actions is encountered also. Language is expanded through verbal interaction and involvement with others.

Creativity is encouraged through the use of materials found in the centers. Building, modeling, and dramatizing can frequently be observed. Concept development of the child is evident through the use of centers. By manipulating the materials found in the various centers, fine motor development is reinforced. Hand muscles are strengthened and coordination of the eyes and hands are developed. Finger dexterity is refined as more muscle control is gained. Perceptual skills are perfected and enriched as the child's senses explore the variety of experiences provided by the learning environment.

Each room is divided into several areas. These areas include:

Housekeeping - In this area a refrigerator, stove, sink, tables and chairs and various other dramatic play accessories can be found. This area will provide opportunities for language development, role playing and imaginative play.

Block - This area provides a variety of learning experiences, such as organizing, arranging, measuring, counting and problem solving. These experiences will improve the child's muscular coordination and gross motor development, as well as strengthening his creativity.

Art - The art area involves the use of scissors, paste, paint, crayons, paper and other art materials to further develop fine motor skills as well as enhance creativity. This area also provides the opportunity for expressing ideas, impressions and feelings that the young child cannot put into words.

Quiet Area - This area is a place within the classroom where a child can quietly explore books, magazines, puppets, records, tapes and filmstrips. These materials provide experiences for developing listening and language skills.

Concept Area - This is a space, usually carpeted, in the classroom large enough for total group activities and instruction. Much conceptual learning dealing with various units of study occurs here.

Sensory Motor Area - This area provides the child with opportunities to explore their senses through the use of sand and water play activities. The child improves fine motor skills, increases the ability to observe, to experiment, and to make conclusions through the use of his/her senses working together.

Science Area - The science area gives the child the opportunity to explore, discover, observe, and think. Through experiences with a magnifying glass, magnets, measuring and pouring devices, plants, pets, and many other materials, the child is able to know the how and why of everything he/she sees; to find out what makes things work and how they are put together.

Manipulative Game Area - This area allows the child to improve manipulative skills. Through active use of toys, games and puzzles, the child's thinking is stimulated. A growth in perceptual skills, eye-hand coordination, reading readiness and number concepts is strengthened through this area.

Coat Area - This area provides the child with a special place for his/her belongings. It enhances self identification through recognition of name, as well as his/her own area.

In addition to these areas, the program provides:

Motor Room - The development of perceptual motor skills is important for preschoolers. The motor room, which is used by each class, provides equipment and space for perceptual motor activities.

Playground - The playground allows for a variety of experiences. It provides the oppor-

tunity for preschoolers to develop large muscles, as well as coordination skills. Taking turns, sharing toys, talking to the teacher, and to other children helps social development. The playground also meets emotional needs of give and take, aggression and regression, domination and submission.

ASSESSMENT

The ability to meet the needs of children depends upon the assessment process. The instructional program is assessed through the use of:

Pre and post tests

Instructional plans

Diagnostic and evaluative summaries

Interim progress reports

Reports to parents

In order to assess the needs and growth of the children in the First Step Program, pre and post tests are used as evaluative tools. For the school year 1977-78, the Carolina Developmental Profile was used. However, the Newport News School System offers other testing tools such as the Santa Clara, Boehm, Berry, Peabody, and Learning Accomplishment Profile for use in the coming year. The pre-test is used to develop an individualized instructional program. The post-test is used to evaluate the child's progress as well as indicate areas that need further development.

By using the pre-test data, instructional plans are developed. These plans include a variety of activities to meet the individual needs of each child. They also provide enjoyable learning experiences.

Each year, a diagnostic and evaluative summary is written on each child. The diagnostic summary provides information about the developmental strengths and needs of the child. The evaluative summary discusses the progress of the child during his/her participation in the program. Interim reports provide periodic evaluations of the child's progress.

Reports to parents are sent home during the year. These reports indicate the child's progress. They discuss the child's strengths and weaknesses as well as suggesting activities the parents may do at home.

SKILLS CONTINUUM

- I. Language Development
 - A. Concepts of Words
 1. The pupil will understand positional concepts. (Examples - under, behind, up and down.)
 2. The pupil will be introduced to new words through fingerplays, songs, stories, and group discussions.
 3. The pupil will understand color names.
 4. The pupil will work with number recognition and counting activities.
 5. The pupil will develop classification skills.
 - B. Self-Expression
 1. The pupil will be encouraged to speak clearly and openly.
 2. The pupil will respond with different voice tones in appropriate situations.
 3. The pupil will develop a feeling of ease when speaking before others.
 4. The pupil will learn to take turns in conversations.
 5. The pupil will learn to listen while others are speaking.
 6. The pupil will be encouraged to share ideas and experiences.
 7. The pupil will learn to express ideas through classroom activities. (Examples - blocks, art, dramatic play.)
 - C. Formal Language
 1. The pupil will be encouraged to use simple sentences.
 2. The pupil will learn to express ideas in a logical sequence.
 3. The pupil will begin to associate oral language with written language.
 4. The pupil will be encouraged to pronounce words correctly.
- II. Socialization
 - A. Problem Solving
 1. The pupil will develop a sense of curiosity.
 2. The pupil will be encouraged to investigate, examine, and question to obtain answers.
 3. The pupil will learn to cooperate with individuals and groups without resorting to force.
 - B. Role Playing
 1. The pupil will learn to interact in a positive manner with peers.
 2. The pupil will learn about adult roles in the family and community through creative play.
 3. The pupil will be encouraged to express feelings and thoughts through acting out familiar experiences.
 - C. Attitudes and Habits
 1. The pupil will learn to be sensitive to the rights and feelings of others.
 2. The pupil will understand how his/her behavior affects others.
 3. The pupil will develop a positive self concept.
 4. The pupil will learn to appreciate differences among people.
 5. The pupil will be encouraged to take responsibility for his/her actions.
 6. The pupil will understand the difference between appropriate and inappropriate behavior.
 7. The pupil will be encouraged to complete assigned tasks.
 8. The pupil will be encouraged to use good manners.
 9. The pupil will develop good health and safety habits.
 - D. Establish Routines
 1. The pupil will be encouraged to respond with a specific behavior in various activities.
 2. The pupil will develop a sense of security through knowing the daily routine.

III. Perceptual - Motor

A. Gross

1. The pupil will identify and have an awareness of body parts.
2. The pupil will learn about the body and its relationship to space and direction.
3. The pupil will strengthen muscles and develop motor coordination through the use of rhythm activities.
4. The pupil will gain balance and coordination in walking, running, throwing, catching, kicking, jumping, clapping, hopping, skipping and climbing.

B. Fine

1. The pupil will strengthen finger dexterity through the use of fingerplays, clay, painting activities, small blocks, holepunchers, and manipulative games.
2. The pupil will develop eye-hand coordination through the use of scissors, paintbrushes, crayons, chalk, puzzles, stringing beads, paste, and other classroom materials.
3. The pupil will strengthen eye muscles through the use of eye activities.

C. Auditory

1. The pupil will discriminate sounds that are loud and soft, fast and slow, first and last, and high and low.
2. The pupil will imitate rhythmic patterns through clapping, stomping, and rhythm instruments.
3. The pupil will identify and imitate various human and animal sounds. (Examples - laughing, whispering, barking, and meowing.)
4. The pupil will recognize environmental sounds and musical instruments.
5. The pupil will follow directions.
6. The pupil will develop good listening habits.
7. The pupil will improve auditory memory skills through the use of stories, records, tapes and songs.

D. Visual

1. The pupil will discriminate between colors, shapes, sizes and textures.
2. The pupil will improve visual memory skills through puzzles, games, stories, filmstrips, movies, and fieldtrips.
3. The pupil will begin to copy and form shapes.
4. The pupil will begin to draw a person.
5. The pupil will recognize and identify his/her name.

E. Sensory

1. The pupil will learn through the utilization of touching, smelling, tasting, hearing, and seeing.
2. The pupil will be encouraged to make comparisons of substances by using his/her senses. (Examples - sand and water table, cooking experiences, feely box and art activities.)

Language Development

Success in school depends upon the child's ability to comprehend and use language. Language experiences help the preschool child learn to speak in sentences, to express ideas in a logical sequence and to speak clearly and correctly. They help in building the child's vocabulary and in understanding words that are learned and used. Opportunities are provided to practice the give and take in conversation, to develop a feeling of ease in speaking before others, and to develop listening skills.

The preschool child is encouraged to express ideas freely in the presence of classmates. He/She learns to take turns in conversation and to listen as well as to talk. Activities such as sharing time and puppet play provide opportunities for the child to engage in conversation and to exchange ideas.

The language program starts with activities that build on the understandings the child already possesses. The program then moves ahead to establish comprehension of new words, through the use of fingerplays, songs and stories. As often as possible the child is actively and physically involved with demonstrating the meaning of new words. When a child is actively and physically involved, he/she learns more about and understands better the concept that is presented.

Formal language is an important aim of the developmental program. A positive approach is taken to teach correct pronunciation of words, through use of rhymes, games, and songs. The teacher provides a good example of correct speech. The child with more serious speech deficiencies is referred to a specialist.

Experience stories strengthen the child's ability to express ideas in a logical sequence. It also allows for the association of oral language with written language. The stories are based on experiences such as fieldtrips, stories and classroom activities in which the child has been involved.

Socialization

Social contact is necessary for normal development. The child develops through the stimulation he receives from other people. The child's maturity level is basic to the socialization process. Socialization skills are strengthened through problem solving, role playing, attitudes and habits and establishing routines.

Problem solving skills are developed through the child's curiosity and eagerness to gain information. The child investigates, examines and questions to obtain answers. He/She is learning to think and to understand cause and effect relationships. Social growth in problem solving is also demonstrated through the child's ability to cooperate with individuals and groups, sharing and taking turns, and solving problems without resorting to force.

Role playing promotes positive interaction between peers. Creative play in the housekeeping area, for example, encourages problem solving as well as promotes language skills. The child has the opportunity to express feelings and thoughts while reliving familiar experiences.

The child grows socially in developing respect for the rights and feelings of others. The development of positive attitudes and habits is essential for feelings of success. Understanding the effect of a behavior on an individual and group, giving and accepting criticism, and appreciating differences among people are all aspects of developing positive self concepts. The child forms definite concepts relating to how he/she views himself/herself. The child is forming images of himself/herself and is interested in social relationships. He/She is building self assurance and confidence in others. Most importantly, the child has strong feelings about people, self, possessions, and experiences. Taking responsibility for actions and to know the difference between right and wrong are also vital social skills.

The child likes a variety of experiences, but also wants the security of an established routine. Through this established routine, the child is exposed to activities which require a specific behavior. For example, the daily schedule includes activities in which the child can express himself or herself freely (outdoor play, center time). It also includes activities in which the child is encouraged to speak as well as listen (sharing time, quiet time, concept time, library period). Group activities aid in the development of positive social skills. At this time, sharing, taking turns, listening, and positive self concepts are reinforced.

Social skills are developed through the preschool schedule, activities, and interactions with other people. Positive behavior is reinforced to encourage acceptable responses. The child's ability to adapt socially will provide skills for acceptance.

Perceptual - Motor

Perceptual development is essential to the young child. All of the senses are involved in the learning process and the child must be aware of them. Through various activities involving the five

senses, a child is able to relate more fully to the world around him/her.

Gross motor skills help develop the large muscles in the body and improve coordination. A child is able to gain better control of his/her body through the use of the senses. By understanding and knowing body parts, a child becomes more aware of his/her body. Balance and coordination skills are enhanced through games and activities. Equipment such as a balance beam, twist board, cars for pushing and pulling, balls, and bean bags improve a child's coordination. Locomotor skills such as running, skipping, hopping, jumping, etc., also improve large muscle coordination. The coordination of eye-hand muscles and eye-foot muscles are strengthened through various activities. As the child builds up these important muscles, he gains control and accuracy needed in reading and writing skills. Space and movement skills help the child perceive where he is in relation to other objects. The child becomes aware of left, right, front, back, forwards, backwards, up and down as he moves about. Rhythmic skills provide the child with an opportunity to listen and move to music. Rhythm instruments help the child feel music and movement together. As these gross motor skills are improved, the child's body movements will become more coordinated.

Fine motor skills help develop the child's small muscles, especially those in the eyes and hands. Activities such as cutting, painting, coloring, lacing, block building, finger plays, and working with clay promote small muscle development. Eye-hand coordination is also stressed in fine motor skills. Activities and games are chosen to promote fine muscle coordination. As the child manipulates and handles different objects, the fine muscles are strengthened.

Auditory perception involves the ability to learn by hearing. Activities such as following directions, listening to stories and records, recognizing sounds, singing, and playing musical instruments all help the child learn to listen. A child needs much guidance to strengthen auditory perceptual skills.

Auditory memory is the ability to remember what is heard. The child not only must perceive what was said, but must remember what was said and respond. A child who has a short attention span may have difficulty with auditory memory. Activities that can increase these skills are games where the child has to remember several directions, reading stories to children, and asking them to recall certain things.

Visual perception is understanding what is seen. It involves the ability to recognize and discriminate. Activities designed to help the child perceive likenesses and differences in shapes,

color, size, texture, etc., help develop visual perception skills. As the child improves visual perception skills and fine motor skills, he/she will begin to recognize and copy shapes, to form letters and numbers, and to discriminate among them.

Visual memory involves the ability to remember what is seen. A child must perceive the object and then be able to recall after it is out of sight. Games using different objects can be played to improve visual memory. Discussion of what was seen on a fieldtrip also improves visual memory.

Sensory development is stressed throughout the program. A child learns through the use of his/her senses. Through sight, sound, taste, touch, and smell, a child is given an opportunity to understand and explore.

SUGGESTED DAILY SCHEDULE

<u>Arrival</u>	Upon arrival each child is greeted individually. Personal belongings are taken care of at this time.
<u>Opening</u>	Opening activities include a greeting song, daily helpers, calendar, weather, and sharing time.
<u>Center time</u>	During this time, the child is developing skills through the use of centers.
<u>Clean Up</u>	A cooperative effort is encouraged in cleaning up and organizing the classroom.
<u>Concept time</u>	At this time, total group activities are done relating to various units of study.
<u>Motor Room</u>	This is a time when perceptual motor skills are strengthened.
<u>Snack</u>	Snack time provides an opportunity to converse, socialize, and reinforce good manners.
<u>Outdoor Play</u>	Outdoor play includes the use of large muscle equipment, riding toys, balls ropes and other materials.
<u>Story time</u>	This is a time for the development of language and listening skills through the use of a variety of activities.
<u>Music</u>	During this time, opportunities are provided for the enjoyment of music through singing, listening, playing musical instruments and expressing ideas through rhythmic movement.
<u>Dismissal</u>	At the end of the day, the activities are evaluated and the child prepares for departure.

SUGGESTED UNITS

A. Self Awareness

1. self image
 - a. clothing
 - b. body parts
 - c. position in space
 - d. senses
 - e. emotions
 - f. positive self image
2. family and home
 - a. family members
 - b. housing
 - c. composition of homes
3. community
 - a. community helpers
 - b. neighborhoods
 - c. school family
4. health and safety
 - a. nutrition
 - b. hygiene
 - c. traffic safety
 - d. fire safety
 - e. indoor and outdoor safety

B. Seasons and Holidays

1. Summer
 - a. seasonal changes
 - b. opening of school
2. Fall
 - a. seasonal changes
 - b. Halloween
 - c. Thanksgiving
3. Winter
 - a. seasonal changes
 - b. Christmas
 - c. New Years'
 - d. Valentines Day
4. Spring
 - a. seasonal changes
 - b. Easter
 - c. Mother's Day

C. Science

1. float and sink
2. things that roll
3. light and heavy
4. hot and cold
5. hard and soft
6. sizes
 - a. long and short
 - b. wide and narrow
 - c. large and small
7. weather
8. shadows
9. animals
 - a. pets
 - b. farm animals
 - c. zoo animals

10. magnets
11. senses
12. aquarium
13. terrarium
14. transportation
 - a. air
 - b. land
 - c. sea
15. plants
16. foods
17. colors
18. electricity (circuits, batteries)

D

Math

1. shapes
2. number recognition
3. number concepts (discuss)
4. rote counting
5. measurement
 - a. full and empty
 - b. heights
 - c. lengths
 - d. weights
 - e. quantities

SUGGESTED FIELDTRIPS AND RESOURCE PEOPLE*

A.	Newport News Park - Nature Trail	(Fall)
B.	Safety Town	(Safety)
C.	Indian Village	(Thanksgiving)
D.	Visit Santa and View Mall decorations	(Christmas)
*E.	Policeman and police car	(Community unit)
*F.	SPCA - Dog Catcher	(" ")
G.	Fire Station	(" ")
H.	Public Library	(" ")
I.	Post Office	(" ")
J.	Doctors' Office	(" ")
K.	Dentists' Office	(" ")
L.	Supermarket	(" ")
M.	Park - egg hunt, kites, nature walk	(Spring, Easter)
*N.	Public Health Nurse	(Health)
O.	Aerospace Park	(Transportation)
P.	SPCA Shelter	(Pets)
Q.	Blue Bird Gap Farm	(Farm Animals)
R.	Norfolk Zoo	(Zoo Animals)
S.	Newport News Park - sensory walk	(Spring)
T.	Neighborhood Walks	(Correlated w/various units Language Development)
U.	Circus	(" " ")
V.	Public Theater	(" " ")

PARENT PROGRAM

The parent program is an important aspect of the preschool program. The planning of the program should involve the needs of the parents, as well as the children. Workshops, interest letters, conferences and a volunteer program are ways of involving parents in the program.

Workshops are scheduled monthly. They involve activities that center around health care, aspects of child development, home-school relations and the preschool curriculum.

Newsletters are sent home periodically. They give helpful suggestions, as well as news of school activities. Newsletters are important in keeping parents informed and in assisting them to understand and to assume responsibility for extending the child's school experiences.

The volunteer program allows parents to become an integral part of the preschool program. Some areas in which parent participation is helpful include story telling, music and art activities, fieldtrips, and small group activities. As the parents work and talk together with the teacher and the children, they develop a greater interest in and a deeper understanding of the program.

Parent conferences provide an opportunity for both parent and teacher to discuss the child's progress, as well as areas of concern. It also enables the teacher to establish rapport with the parent and to gain an insight into the child's home environment. The parent and teacher working together help to understand and to meet the needs of the child.

AUXILIARY PERSONNEL

Aides

The aide plays a vital roll in the classroom. She, in conjunction with the teacher, assists in meeting the needs of the children.

Some suggested duties are:

1. Read stories and poems.
2. With teacher guidance, plan and set up bulletin boards.
3. Record children's stories and print them, type them and/or tape them.
4. Assist during center time.
5. Play classroom games with small groups and individuals.
6. Assist with clean up activities.
7. Assist with dramatic play activities.
8. With teacher guidance, plan and set up learning centers.
9. Procure, set up, operate, and return instructional equipment.
10. Help children as they work with media equipment.
11. Share with children special skills they (the aides) may have (sewing, woodworking, musical instruments, etc.)
12. Print charts for and with children.
13. Assist in supervising indoor games on rainy days (outdoor games on clear days).
14. Generally supervise skill reinforcement activities.
15. Assist teacher with record keeping.
16. Prepare instructional materials, cutouts, master copies, displays and other teacher aids.
17. Assist in setting up art activities.
18. Assist with snack.
19. Assist in setting up materials for classroom activities.
20. Helps reinforce positive self-image.
21. Establishes rapport with children.

Home-School Coordinator

The Home-School Coordinator develops a relationship with the parents of participants in the program. Visits are made to the child's home by the Home-School Coordinator. During this time, parents have the opportunity to discuss informally the program and their contribution to their child's

educational growth. This interaction fosters a relationship that will affect positively the child's performance in the program. This person also helps plan and implement activities for parents.

Speech Therapist

The Newport News School system's speech therapy program identifies, through screening, children with speech deficiencies and provides therapy for them.

Diagnostic Services

The Newport News School system provides diagnostic services for those children who need additional testing and evaluation.

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APPENDIX 6

PROGRAM PERFORMANCE STANDARDS FOR OPERATION
OF HEAD START PROGRAMS BY GRANTEES
AND DELEGATE AGENCIES

§ 1303.36

submit proposed findings of fact and conclusions.

§ 1303.36 Initial decision, exceptions, final decision and review.

(a) The decision of the presiding officer shall set forth his findings of fact, and conclusions, and shall state whether he has accepted or rejected each proposed finding of fact and conclusion submitted by the parties. Findings of fact shall be based only upon evidence submitted to the presiding officer and matters of which official notice has been taken. The decision shall so specify the requirements with which it is found that the grantee has failed to comply, if any. The decision shall be made within 14 days after the conclusion of the hearing and mailed promptly to all parties.

(b) The decision of the presiding officer may provide for termination of financial assistance to the grantee in whole or in part, and may contain such terms, conditions, and other provisions as are consistent with and will effectuate the purposes of the Act.

(c) The decision of the presiding officer shall be an initial decision. Any party may, within 20 days of the mailing of such initial decision or such longer period of time as the presiding officer specifies, file with the responsible HHS official his exceptions to the initial decision and any supporting brief or statement. Upon the filing of such exceptions, the responsible HHS official will, within 20 days of the mailing of the exceptions, review the initial decision and issue his final decision in the matter, including the reasons therefor. The decision of the responsible HHS official may increase, modify, approve, vacate, or mitigate any sanction imposed in the initial decision or may remand the matter to the presiding officer for further hearing or consideration.

(d) Whenever a hearing is waived, a final decision will be made by the responsible HHS official and a written copy will be given to the grantee.

(e) The grantee may request the Commissioner to review a final decision by the responsible HHS official which provides for the termination of financial assistance. Such a request must be made in writing within 15

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days after the grantee has been notified of the decision in question and must state in detail the reasons for seeking the review. In the event the grantee requests such a review, the Commissioner or his designee will consider the reasons stated by the grantee for seeking the review and will approve, modify, vacate or mitigate any sanction imposed by the responsible HHS official or remand the matter to the responsible HHS official for further hearing or consideration. During the course of his review the Commissioner or his designee may, but is not required to, hold a hearing or allow the filing of briefs and arguments. The final decision by the Commissioner will be made no later than 30 days after receipt of the request for review.

§ 1303.37 Modification of procedures by consent.

In any proceeding under this subpart the responsible HHS official may alter, eliminate or modify any of the procedural provisions of this subpart, with the consent of the grantee and, in the case of a termination hearing, with the additional consent of all delegate agencies that have a right to participate in the hearing. Such consent must be in writing and be included in the hearing record.

PART 1304—PROGRAM PERFORMANCE STANDARDS FOR OPERATION OF HEAD START PROGRAMS BY GRANTEES AND DELEGATE AGENCIES

Subpart A—General**Sec.**

1304.1-1 Purpose and application.

1304.1-2 Definitions.

1304.1-3 Head Start Program goals.

1304.1-4 Performance standards plan development.

1304.1-5 Performance standards implementation and enforcement.

Subpart B—Education Services Objectives and Performance Standards

1304.2-1 Education services objectives.

1304.2-2 Education services plan content, operations.

1304.2-3 Education services plan content: facilities.

§ 1304.2-1

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(3) The services of a mental health professional is not available or accessible to the program as required by the Health Services Performance Standards; or

(4) The deficient service is not able to be corrected within the 90 days notice period, notwithstanding full effort at compliance, because of lack of funds and outside community resources, but it is reasonable to expect that the services will be brought into compliance within the extended period, and, the overall high quality of the Head Start program otherwise will be maintained during the extension.

Subpart B—Education Services Objectives and Performance Standards

§ 1304.2-1 Education services objectives.

The objectives of the Education Service component of the Head Start program are to:

(a) Provide children with a learning environment and the varied experiences which will help them develop socially, intellectually, physically, and emotionally in a manner appropriate to their age and stage of development toward the overall goal of social competence.

(b) Integrate the educational aspects of the various Head Start components in the daily program of activities.

(c) Involve parents in educational activities of the program to enhance their role as the principal influence on the child's education and development.

(d) Assist parents to increase knowledge, understanding, skills, and experience in child growth and development.

(e) Identify and reinforce experience which occur in the home that parents can utilize as educational activities for their children.

§ 1304.2-2 Education services plan content: operations.

(a) The education services component of the performance standards plan shall provide strategies for achieving the education objectives. In so doing it shall provide for program activities that include an organized series of experiences designed to meet the individual differences and needs of participating children, the special

needs of handicapped children, the needs of specific educational priorities of the local population and the community. Program activities must be carried out in a manner to avoid sex role stereotyping. In addition, the plan shall provide methods for assisting parents in understanding and using alternative ways to foster learning and development of their children.

(b) The education services component of the plan shall provide for:

(1) *A supportive social and emotional climate* which:

(i) Enhances children's understanding of themselves as individuals, and in relation to others, by providing for individual, small group, and large group, activities;

(ii) Gives children many opportunities for success through program activities;

(iii) Provides an environment of acceptance which helps each child build ethnic pride, a positive self-concept, enhance his individual strengths, and develop facility in social relationships.

(2) Development of intellectual skills by:

(i) Encouraging children to solve problems, initiate activities, explore, experiment, question, and gain mastery through learning by doing;

(ii) Promoting language understanding and use in an atmosphere that encourages easy communication among children and between children and adults;

(iii) Working toward recognition of the symbols for letters and numbers according to the individual developmental level of the children;

(iv) Encouraging children to organize their experiences and understand concepts; and

(v) Providing a balanced program of staff directed and child initiated activities.

(3) Promotion of physical growth by:

(i) Providing adequate indoor and outdoor space, materials, equipment, and time for children to use large and small muscles to increase their physical skills; and

(ii) Providing appropriate guidance while children are using equipment and materials in order to promote children's physical growth.

(c) The education services component of the plan shall provide for a program which is individualized to meet the special needs of children from various populations by:

(1) Having a curriculum which is relevant and reflective of the needs of the population served (bilingual/bicultural, multi-cultural, rural, urban, reservation, migrant, etc.);

(2) Having staff and program resources reflective of the racial and ethnic population of the children in the program.

(i) Including persons who speak the primary language of the children and are knowledgeable about their heritage; and, at a minimum, when a majority of the children speak a language other than English, at least one teacher or aide interacting regularly with the children must speak their language; and,

(ii) Where only a few children or a single child speak a language different from the rest, one adult in the center should be available to communicate in the native language;

(3) Including parents in curriculum development and having them serve as resource persons (e.g., for bilingual-bicultural activities).

(d) The education services component of the plan shall provide procedures for on-going observation, recording and evaluation of each child's growth and development for the purpose of planning activities to suit individual needs. It shall provide, also, for integrating the educational aspects of other Head Start components into the daily education services program.

(e) The plan shall provide methods for enhancing the knowledge and understanding of both staff and parents of the educational and developmental needs and activities of children in the program. These shall include:

(1) Parent participation in planning the education program and in center, classroom and home program activities;

(2) Parent training in activities that can be used in the home to reinforce the learning and development of their children in the center;

(3) Parent training in the observation of growth and development of their children in the home environ-

ment and identification of and handling special developmental needs;

(4) Participation in staff and staff-parent conferences and the making of periodic home visits (no less than two) by members of the education staff;

(5) Staff and parent training, under a program jointly developed with all components of the Head Start program, in child development and behavioral developmental problems of preschool children; and

(6) Staff training in identification of and handling children with special needs and working with the parents of such children, and in coordinating relevant referral resources.

§ 1304.2-3 Education services plan content: facilities.

(a) The education services component of the plan shall provide for a physical environment conducive to learning and reflective of the different stages of development of the children. Home-based projects must make affirmative efforts to achieve this environment. For center-based programs, space shall be organized into functional areas recognized by the children, and space, light, ventilation, heat, and other physical arrangements must be consistent with the health, safety, and developmental needs of the children. To comply with this standard:

(1) There shall be a safe and effective heating system;

(2) No highly flammable furnishings or decorations shall be used.

(3) Flammable and other dangerous materials and potential poisons shall be stored in locked cabinets or storage facilities accessible only to authorized persons;

(4) Emergency lighting shall be available in case of power failure;

(5) Approved, working fire extinguishers shall be readily available;

(6) Indoor and outdoor premises shall be kept clean and free, on a daily basis, of undesirable and hazardous material and conditions;

(7) Outdoor play areas shall be made so as to prevent children from leaving the premises and getting into unsafe and unsupervised areas;

(8) Paint coatings in premises used for care of children shall be deter-

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mined to assure the absence of a hazardous quantity of lead;

(9) Rooms shall be well lighted;

(10) A source of water approved by the appropriate local authority shall be available in the facility; and adequate toilets and handwashing facilities shall be available and easily reached by children;

(11) All sewage and liquid wastes shall be disposed of through a sewer system approved by an appropriate, responsible authority, and garbage and trash shall be stored in a safe and sanitary manner until collected;

(12) There shall be at least 35 square feet of indoor space per child available for the care of children (i.e., exclusive of bathrooms, halls, kitchen, and storage places). There shall be at least 75 square feet per child outdoors; and

(13) Adequate provisions shall be made for handicapped children to ensure their safety and comfort.

Evidence that the center meets or exceeds State or local licensing requirements for similar kinds of facilities for fire, health and safety shall be accepted as prima facie compliance with the fire, health and safety requirements of this section.

(b) The plan shall provide for appropriate and sufficient furniture, equipment and materials to meet the needs of the program, and for their arrangement in such a way as to facilitate learning, assure a balanced program of spontaneous and structured activities, and encourage self-reliance in the children. The equipment and materials shall be:

(1) Consistent with the specific educational objectives of the local program;

(2) Consistent with the cultural and ethnic background of the children;

(3) Geared to the age, ability, and developmental needs of the children;

(4) Safe, durable, and kept in good condition;

(5) Stored in a safe and orderly fashion when not in use;

(6) Accessible, attractive, and inviting to the children; and

(7) Designed to provide a variety of learning experiences and to encourage experimentation and exploration.

Subpart C—Health Services Objectives and Performance Standards**§ 1304.3-1 Health services general objectives.**

The general objectives of the health services component of the Head Start program are to:

(a) Provide a comprehensive health services program which includes a broad range of medical, dental, mental health and nutrition services to preschool children, including handicapped children, to assist the child's physical, emotional, cognitive and social development toward the overall goal of social competence.

(b) Promote preventive health services and early intervention.

(c) Provide the child's family with the necessary skills and insight and otherwise attempt to link the family to an ongoing health care system to ensure that the child continues to receive comprehensive health care even after leaving the Head Start program.

§ 1304.3-2 Health Services Advisory Committee.

The plan shall provide for the creation of a Health Services Advisory Committee whose purpose shall be advising in the planning, operation and evaluation of the health services program and which shall consist of Head Start parents and health services providers in the community and other specialists in the various health disciplines. (Existing committees may be modified or combined to carry out this function.)

§ 1304.3-3 Medical and dental history, screening, and examinations.

(a) The health services component of the performance standards plan shall provide that for each child enrolled in the Head Start program a complete medical, dental and developmental history will be obtained and recorded, a thorough health screening will be given, and medical and dental examinations will be performed. The plan will provide also for advance parent or guardian authorization for all health services under this subpart.

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(b) Health screenings shall include:

(1) Growth assessment (head circumference up to two years old), height, weight and age.

(2) Vision testing.

(3) Hearing testing.

(4) Hemoglobin or hematocrit determination.

(5) Tuberculin testing indicated in OCD Head Start Guidance Material.

(6) Urinalysis.

(7) Based on community health problems, other selected screenings where appropriate, e.g., sickle cell anemia, lead poisoning, and intestinal parasites.

(8) Assessment of current immunization status.

(9) During the course of health screening, procedures must be in effect for identifying speech problems, determining their cause, and providing services.

(10) Identification of the special needs of handicapped children.

(c) Medical examinations for children shall include:

(1) Examination of all systems or regions which are made suspect by the history or screening test.

(2) Search for certain defects in specific regions common or important in this age group, i.e., skin, eye, ear, nose, throat, heart, lungs, and groin (inguinal) area.

(d) The plan shall provide, also, in accordance with local and state health regulations that employed program staff have initial health examinations, periodic check-ups, and are found to be free from communicable disease; and, that voluntary staff be screened for tuberculosis.

§ 1304.3-4 Medical and dental treatment.

(a) The plan shall provide for treatment and follow-up services which include:

(1) Obtaining or arranging for treatment of all health problems detected. (Where funding is provided by non-Head Start funding sources there must be written documentation that such funds are used to the maximum feasible extent. Head Start funds may be used only when no other source of funding is available).

(2) Completion of all recommended immunizations—diphtheria, pertussis, tetanus (DPT), polio, measles. German

measles. Mumps immunization shall be provided where appropriate.

(3) Obtaining or arranging for basic dental care services as follows:

(i) Dental examination.

(ii) Services required for the relief of pain or infection.

(iii) Restoration of decayed primary and permanent teeth.

(iv) Pulp therapy for primary and permanent teeth as necessary.

(v) Extraction of non-restorable teeth.

(vi) Dental prophylaxis and instruction in self-care oral hygiene procedures.

(vii) Application of topical fluoride in communities which lack adequate fluoride levels in the public water supply.

(b) There must be a plan of action for medical emergencies. (Indicated in OCD Head Start Guidance Material.)

§ 1304.3-5 Medical and dental records.

The plan shall provide for: (a) The establishment and maintenance of individual health records which contain the child's medical and developmental history, screening results, medical and dental examination data, and evaluation of this material, and up-to-date information about treatment and follow-up; (b) forwarding, with parent consent, the records to either the school or health delivery system or both when the child leaves the program; and (c) giving parents a summary of the record which includes information on immunization and follow-up treatment; and (d) utilization of the Health Program Assessment Report (HPAR); and (e) assurance that in all cases parents will be told the nature of the data to be collected and the uses to which the data will be put, and that the uses will be restricted to the stated purposes.

§ 1304.3-6 Health education.

(a) The plan shall provide for an organized health education program for program staff, parents and children which ensures that:

(1) Parents are provided with information about all available health resources;

(2) Parents are encouraged to become involved in the health care

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process relating to their child. One or both parents should be encouraged to accompany their child to medical and dental exams and appointments;

(3) Staff are taught and parents are provided the opportunity to learn the principles of preventive health, emergency first-aid measures, and safety practices;

(4) Health education is integrated into on-going classroom and other program activities.

(5) The children are familiarized with all health services they will receive prior to the delivery of those services.

§ 1304.3-7 Mental health objectives.

The objectives of the mental health part of the health services component of the Head Start program are to:

(a) Assist all children participating in the program in emotional, cognitive and social development toward the overall goal of social competence in coordination with the education program and other related component activities;

(b) Provide handicapped children and children with special needs with the necessary mental health services which will ensure that the child and family achieve the full benefits of participation in the program;

(c) Provide staff and parents with an understanding of child growth and development, an appreciation of individual differences, and the need for a supportive environment;

(d) Provide for prevention, early identification and early intervention in problems that interfere with a child's development;

(e) Develop a positive attitude toward mental health services and a recognition of the contribution of psychology, medicine, social services, education and other disciplines to the mental health program; and

(f) Mobilize community resources to serve children with problems that prevent them from coping with their environment.

§ 1304.3-8 Mental health services.

(a) The mental health part of the plan shall provide that a mental health professional shall be available, at least on a consultation basis, to the

Head Start program and to the children. The mental health professional shall:

(1) Assist in planning mental health program activities;

(2) Train Head Start staff;

(3) Periodically observe children and consult with teachers and other staff;

(4) Advise and assist in developmental screening and assessment;

(5) Assist in providing special help for children with atypical behavior or development, including speech;

(6) Advise in the utilization of other community resources and referrals;

(7) Orient parents and work with them to achieve the objectives of the mental health program; and

(8) Take appropriate steps in conjunction with health and education services to refer children for diagnostic examination to determine whether their emotional or behavior problems have a physical basis.

(b) The plan shall also provide for:

(1) Attention to pertinent medical and family history of each child so that mental health services can be made readily available when needed;

(2) Use of existing community mental health resources;

(3) Coordination with the education services component to provide a program keyed to individual developmental levels;

(4) Confidentiality of records;

(5) Regular group meetings of parents and program staff;

(6) Parental consent for special mental health services;

(7) Opportunity for parents to obtain individual assistance; and,

(8) Active involvement of parents in planning and implementing the individual mental health needs of their children.

§ 1304.3-9 Nutrition objectives.

The objectives of the nutrition part of the health services component of the Head Start program are to:

(a) Help provide food which will help meet the child's daily nutritional needs in the child's home or in another clean and pleasant environment, recognizing individual differences and cultural patterns, and thereby promote sound physical, social, and emotional growth and development.

(b) Provide an environment for nutritional services which will support and promote the use of the feeding situation as an opportunity for learning;

(c) Help staff, child and family to understand the relationship of nutrition to health, factors which influence food practices, variety of ways to provide for nutritional needs and to apply this knowledge in the development of sound food habits even after leaving the Head Start program;

(d) Demonstrate the interrelationships of nutrition to other activities of the Head Start program and its contribution to the overall child development goals; and

(e) Involve all staff, parents and other community agencies as appropriate in meeting the child's nutritional needs so that nutritional care provided by Head Start complements and supplements that of the home and community.

§ 1304.3-10 Nutrition services.

(a) The nutrition services part of the health services component of the performance standards plan must identify the nutritional needs and problems of the children in the Head Start program and their families. In so doing account must be taken of:

(1) The nutrition assessment data (height, weight, hemoglobin hematocrit) obtained for each child;

(2) Information about family eating habits and special dietary needs and feeding problems, especially of handicapped children; and,

(3) Information about major community nutrition problems.

(b) The plan, designed to assist in meeting the daily nutritional needs of the children, shall provide that:

(1) Every child in a part-day program will receive a quantity of food in meals (preferably hot) and snacks which provides at least $\frac{1}{2}$ of daily nutritional needs, with consideration for meeting any special needs of children, including the child with a handicapping condition;

(2) Every child in a full-day program will receive snack(s), lunch, and other meals as appropriate which will provide $\frac{1}{2}$ to $\frac{3}{4}$ of daily nutritional needs depending on the length of the program;

(3) All children in morning programs who have not received breakfast at the time they arrive at the Head Start program will be served a nourishing breakfast;

(4) The kinds of food served conform to minimum standards for meal patterns indicated in OCD Head Start Guidance Material;

(5) The quantities of food served conform to recommended amounts indicated in OCD Head Start guidance materials; and,

(6) Meal and snack periods are scheduled appropriately to meet children's needs and are posted along with menus; e.g., breakfast must be served at least $2\frac{1}{2}$ hours before lunch, and snacks must be served at least $1\frac{1}{2}$ hours before lunch or supper.

(c) The plan shall undertake to assure that the nutrition services contribute to the development and socialization of the children by providing that:

(1) A variety of foods which broaden the child's food experience in addition to those that consider cultural and ethnic preferences is served;

(2) Food is not used as punishment or reward, and that children are encouraged but not forced to eat or taste;

(3) The size and number of servings of food reflect consideration of individual children's needs;

(4) Sufficient time is allowed for children to eat;

(5) Chairs, tables, and eating utensils are suitable for the size and developmental level of the children with special consideration for meeting the needs of children with handicapping conditions;

(6) Children and staff, including volunteers, eat together sharing the same menu and a socializing experience in a relaxed atmosphere; and

(7) Opportunity is provided for the involvement of children in activities related to meal service. (For example: family style service.)

(d) The plan shall set forth an organized nutrition education program for staff, parents, and children. This program shall assure that:

(1) Meal periods and food are planned to be used as an integral part of the total education program;

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(2) Children participate in learning activities planned to effect the selection and enjoyment of a wide variety of nutritious foods;

(3) Families receive education in the selection and preparation of foods to meet family needs, guidance in home and money management and help in consumer education so that they can fulfill their major role and responsibility for the nutritional health of the family;

(4) All staff, including administrative, receive education in principles of nutrition and their application to child development and family health, and ways to create a good physical, social and emotional environment which supports and promotes development of sound food habits and their role in helping the child and family to achieve adequate nutrition.

(e) The plan shall make special provision for the involvement of parents and appropriate community agencies in planning, implementing, and evaluating the nutrition services. It shall provide that:

(1) The Policy Council or Committee and the Health Services Advisory Committee have opportunity to review and comment on the nutrition services;

(2) The nutritional status of the children will be discussed with their parents;

(3) Information about menus and nutrition activities will be shared regularly with parents;

(4) Parents are informed of the benefits of food assistance programs; and

(5) Community agencies are enlisted to assist eligible families participate in food assistance programs.

(f) The plan shall provide for compliance with applicable local, State, and Federal sanitation laws and regulations for food service operations including standards for storage, preparation and service of food, and health of food handlers, and for posting of evidence of such compliance. The plan shall provide, also, that vendors and caterers supplying food and beverages comply with similar applicable laws and regulations.

(g) The plan shall provide for direction of the nutrition services by a

qualified full-time staff nutritionist or for periodic and regularly scheduled supervision by a qualified nutritionist or dietitian as defined in the Head Start Guidance Material. Also, the plan shall provide that all nutrition services staff will receive preservice and in-service training as necessary to demonstrate and maintain proficiency in menu planning, food purchasing, food preparation and storage, and sanitation and personal hygiene.

(h) The plan shall provide for the establishment and maintenance of records covering the nutrition services budget, expenditures for food, menus utilized, numbers and types of meals served daily with separate recordings for children and adults, inspection reports made by health authorities, recipes and any other information deemed necessary for efficient operation.

Subpart D—Social Services Objectives and Performance Standards

§ 1304.4-1 Social services objectives.

The objectives of the social services component of the performance standards plan are to:

(a) Establish and maintain an outreach and recruitment process which systematically insures enrollment of eligible children.

(b) Provide enrollment of eligible children regardless of race, sex, creed, color, national origin, or handicapping condition.

(c) Achieve parent participation in the center and home program and related activities.

(d) Assist the family in its own efforts to improve the condition and quality of family life.

(e) Make parents aware of community services and resources and facilitate their use.

§ 1304.4-2 Social services plan content.

(a) The social services plan shall provide procedures for:

(1) Recruitment of children, taking into account the demographic make-up of the community and the needs of the children and families;

(2) Recruitment of handicapped children;

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(3) Providing or referral for appropriate counseling;

(4) Emergency assistance or crisis intervention;

(5) Furnishing information about available community services and how to use them;

(6) Follow-up to assure delivery of needed assistance;

(7) Establishing a role of advocacy and spokesman for Head Start families;

(8) Contacting of parent or guardian with respect to an enrolled child whose participation in the Head Start program is irregular or who has been absent four consecutive days; and

(9) Identification of the social service needs of Head Start families and working with other community agencies to develop programs to meet those needs.

(b) The plan shall provide for close cooperation with existing community resources including:

(1) Helping Head Start parent groups work with other neighborhood and community groups with similar concerns;

(2) Communicating to other community agencies the needs of Head Start families and ways of meeting these needs;

(3) Helping to assure better coordination, cooperation, and information sharing with community agencies;

(4) Calling attention to the inadequacies of existing community services, or to the need for additional services, and assisting in improving available services, or bringing in new services; and

(5) Preparing and making available a community resource list to Head Start staff and families.

(c) The plan shall provide for the establishment, maintenance, and confidentiality of records of up-to-date, pertinent family data, including completed enrollment forms, referral and follow-up reports, reports of contacts with other agencies, and reports of contacts with families.

Subpart E—Parent Involvement Objectives and Performance Standards

§ 1304.5-1 Parent involvement objectives.

The objectives of the parent involvement component of the performance standards plan are to:

(a) Provide a planned program of experiences and activities which support and enhance the parental role as the principal influence in their child's education and development.

(b) Provide a program that recognizes the parent as:

(1) Responsible guardians of their children's well being.

(2) Prime educators of their children.

(3) Contributors to the Head Start program and to their communities.

(c) Provide the following kinds of opportunities for parent participation:

(1) Direct involvement in decision making in program planning and operations.

(2) Participation in classroom and other program activities as paid employees, volunteers or observers.

(3) Activities for parents which they have helped to develop.

(4) Working with their own children in cooperation with Head Start staff.

§ 1304.5-2 Parent Involvement Plan content: parent participation.

(a) The basic parent participation policy of the Head Start program, with which all Head Start programs must comply as a condition of being granted financial assistance, is contained in Head Start Policy Manual, Instruction I-31—Section B2, The Parents (OCD Transmittal Notice 70.2, dated August 10, 1970). This policy manual instruction is set forth in Appendix B to this part.

(b) The plan shall describe in detail the implementation of Head Start Policy Manual Instruction I-31—section B2, The Parents (Appendix B). The plan shall assure that participation of Head Start parents is voluntary and shall not be required as a condition of the child's enrollment.

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§ 1304.5-3 Parent Involvement Plan content: enhancing development of parenting skills.

The plan shall provide methods and opportunities for involving parents in:

(a) Experiences and activities which lead to enhancing the development of their skills, self-confidence, and sense of independence in fostering an environment in which their children can develop to their full potential.

(b) Experiences in child growth and development which will strengthen their role as the primary influence in their children's lives.

(c) Ways of providing educational and developmental activities for children in the home and community.

(d) Health, mental health, dental and nutrition education.

(e) Identification, and use, of family and community resources to meet the basic life support needs of the family.

(f) Identification of opportunities for continuing education which may lead towards self-enrichment and employment.

(g) Meeting with the Head Start teachers and other appropriate staff for discussion and assessment of their children's individual needs and progress.

§ 1304.5-4 Parent Involvement Plan content: communications among program management, program staff, and parents.

(a) The plan shall provide for two-way communication between staff and parents carried out on a regular basis throughout the program year which provides information about the program and its services; program activities for the children; the policy groups; and resources within the program and the community. Communication must be designed and carried out in a way which reaches parents and staff effectively. Policy Groups, staff and parents must participate in the planning and development of the communication system used.

(b) The plan shall provide a system for the regular provision of information to members of Policy Groups. The purpose of such communication is to enable the Policy Group to make informed decisions in a timely and effective manner, to share professional ex-

pertise and generally to be provided with staff support. At a minimum, information provided will include:

(1) Timetable for planning, development, and submission of proposals;

(2) Head Start policies, guidelines, and other communications from the Office of Child Development;

(3) Financial reports and statements of funds expended in the Head Start account; and

(4) Work plans, grant applications, and personnel policies for Head Start.

(c) The entire Head Start staff shall share responsibility for providing assistance in the conduct of the above activities. In addition, Health Services, Education, and Social Services staff shall contribute their direct services to assist the Parent Involvement staff. If staff resources are not available, the necessary resources shall be sought within the community.

§ 1304.5-5 Parent Involvement Plan content: parents, area residents, and the program.

The plan shall provide for:

(a) The establishment of effective procedures by which parents and area residents concerned will be enabled to influence the character of programs affecting their interests.

(b) Their regular participation in the implementation of such programs and.

(c) Technical and other support needed to enable parents and area residents to secure on their own behalf available assistance from public and private sources.

APPENDIX A—PROGRAM OPTIONS FOR PROJECT HEAD START

This appendix sets forth policy governing the development and implementation of variations in program design by local Head Start programs.

N-30-334-1-00 Purpose

This chapter sets forth the policy governing the development and implementation of variations in program design by local Head Start programs.

N-30-334-1-10 Scope

This policy applies to all Head Start grantees and delegate agencies that operate or propose to operate a full year program which provides a set of services to the same

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child or the same group of children for less than six hours a day. The policy will be applied to all applications submitted by such grantees or delegate agencies on or after April 1, 1973.

N-30-334-1-20 Policy**A. GENERAL PROVISION**

Beginning in the fourth quarter of FY 1973 (April 1973), Head Start programs will be permitted and encouraged to consider several program models in addition to the standard Head Start model and select the program option best suited to the needs of the children served and the capabilities and resources of the program staff. The program options that are to be available for local selection are as follows:

- The standard Head Start model.
- Variations in center attendance.
- Double sessions.
- Home-based models.
- Locally designed variations.

In principle, the Office of Child Development will support any option or design model provided a community can demonstrate in an acceptable proposal that it will result in a quality child development program at reasonable cost and meet Head Start guidelines. Any program option proposed must demonstrate that it meets each of the following conditions:

1. All policies stated in the Head Start Manual for Head Start components must be adhered to, with the exception of those points detailed in the descriptions of each of the options under Special Provisions. This policy is not to be interpreted in any way which would lessen the force of the present Head Start policy which states that, "Programs in which enrollment does not reflect the racial or ethnic composition of disadvantaged families in the area may not be funded . . ." (Head Start Manual 6108-1, page 8).

2. The design and selection of program options is to be based on an assessment of the child development needs and resources of the broader community as well as the needs of the current enrollees and their families.

3. The assignment of children to programs is to be determined by assessing such factors as age or developmental level, family situation, handicaps, health or learning problems, and previous school experience. Discussion with all parents about specific needs of their children and how best to meet those needs must be a priority in such an assessment.

4. Proposed options must be justified as consistent with good developmental practices.

5. All parents whose children participate in any option must be represented in their parent-group organizations in accordance

with the revised parent involvement guidelines of the Head Start Policy Manual of August 10, 1970.

6. Program options must receive the approval of the Head Start Policy Council prior to submission to OCD.

7. There must be a specific training plan for staff and volunteers for any option chosen. It should address itself to the requirements and goals of the specific program variations being implemented.

8. The number of hours spent in the Head Start center will vary depending on the option chosen. In all cases, the center activities are to maximize opportunities for meeting the child's developmental needs.

9. The application must demonstrate the ability to conduct the program option within the limits of the current funding level unless funds are added to the program from other sources. However, some options may enable programs to serve more children within the same funding level. Careful planning and analysis will be necessary to determine the total cost associated with serving additional children. In such planning, the following areas should be considered:

- a. Additional medical-dental costs;
- b. Increased costs due to separate scheduling and operating practices in the area of pupil and staff transportation;
- c. Additional staff for home visits and similar supportive activities;
- d. Need for additional recruitment effort;
- e. Increased insurance costs;
- f. Additions to parent activity funds.

B. SPECIAL PROVISIONS**1. The Standard Head Start Model**

Continuation of the present five-day-per-week, center-based classroom format will be optional. Communities electing to continue this format are free to do so provided that they demonstrate through a careful assessment of their needs and capabilities that continuing the present program is in the best interests of the individual children and families served. If this assessment indicates that the present format is not adequately meeting local needs, the program is to consider whether these needs could be met more effectively by one or more of the other options.

2. Variations in Center Attendance

- a. Head Start programs may elect to serve some or all children on a less than five-day-per-week basis. All children who attend Head Start on a partial basis must receive the same comprehensive developmental services as children attending the 5-day session, except as otherwise indicated. Shortened hours in the classroom may be supplemented by a parent education program or another option which would assist parents

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in developing their role as the first and most influential educators of their own children.

In planning for less than a five-day-week classroom schedule, careful consideration must be given to the underlying reasons for the attendance variations. Program planning must specifically address the following questions:

(1) What are the developmental needs of the child? Can they be met as effectively or more effectively by less than a five-day schedule?

(2) What are the needs and desires of the family? Would adjustment factors dictate consecutive-days attendance as opposed to, say, an every-other-day schedule?

(3) How does the curriculum plan fit the age and developmental needs of the children? Does the plan take into account differing needs of children of different ages, and varying needs of the same child over time?

(4) What kind of staffing pattern is required to obtain the program objectives?

b. In all situations where the children are in the center less than five days a week, the program must specify how they will receive comprehensive services. The following examples are illustrative of what this requires.

(1) One-third to one-half of the child's daily nutritional needs must be met each day he attends the center. Parents must, on request, be provided with simple, economical weekly menus and counseling on budgeting, food preparation and sanitation, as well as on how to involve children in food-related activities in the home.

(2) Provisions for complete medical and dental services must be made for all children in accordance with Head Start policies.

(3) Staff-family interaction, as central to the Head Start concept, must be included in any variation plan. Varied scheduling is to provide staff with new and additional opportunities for such interaction.

c. Staff utilization should contribute noticeably to program quality by maximizing staff talent, potential and expertise. Staff training goals must be identified and a training plan devised which will facilitate the implementation of the option. Such training should enable the staff to incorporate curriculum modifications necessary to accommodate the shorter week and to allow for the developmental differences between three-year-olds and five-year-olds.

d. Several attendance variation models are possible in planning the delivery of Head Start services. Attendance schedules must be devised for the children in accordance with their assessed needs. Proposals must describe the methods by which children are assigned to their schedules. The following examples indicate possible scheduling variations. The list is not meant to be exhaustive.

(1) The four-day-week schedule provides four days for center-based activities plus an additional day for center staff to perform special activities, such as:

In-service training for staff, parents and volunteers.

Special experiences for children.

Home visits.

Two days in small groups in homes with parent training by the staff.

(2) Split-session schedules: Two regularly enrolled groups, each meeting two days per week, with the fifth day set aside for such things as in-service training or working with small groups of parents or children with special needs.

3. Double Sessions

Head Start programs are permitted to operate double sessions as an option. In no case shall the addition of other children result in fewer services for children currently in the program. A program shall not be required, nor shall it be permitted, to conduct double sessions solely as a cost-saving device. In addition to the policies which apply to full-year, part-day program, the following conditions must be met when the double sessions option is utilized:

a. Provisions must be made for a one-hour break between double-session classes when a single teaching staff conducts both halves of a double session. In addition, at least thirty minutes must be allotted prior to each session—whether or not a different teaching staff is used—to prepare for the session and set up the classroom environment, as well as to give individual attention to children entering and leaving the center. In some instances where schools serve as center sites, variations in scheduling double sessions may have to be considered.

b. The scheduling of children to attend morning or afternoon sessions must attempt to meet individual children's needs such as receptivity, necessity for naps, and other factors that might prevent full program benefit to some children.

c. Adequate time for staff consultation, planning (staff must plan for each session to meet the needs of particular children enrolled), in-service training and career development must be provided during the working schedule. In some cases, this can only be achieved by a variation in center attendance (e.g., a four-day-week for children).

d. Staff teaching both halves of a double session are not to have the primary responsibility for home visits unless some provision is made for substitute staff. In such cases, special provisions must be made for home visits.

e. Provisions must be made for an increase in supportive personnel and services in relation to the anticipated requirements of additional children and their families.

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f. Provisions must be made for custodial services between sessions, including the cleaning of indoor and outdoor spaces.

g. Provisions must be made to maintain high food quality for both sessions. All children should have an opportunity to join in cooking and other food-related activities, preferably with the participation of the cook-manager.

4. Home-Based Models

Head Start grantees may elect to develop and incorporate a home-based model into their current program. Such models would focus on the parent as the primary factor in the child's development and the home as the central facility. These models may be designed along the lines of the Home Start demonstration programs initiated in fifteen communities in FY 1972 or on a model developed by the local community. The following conditions must be met by these grantees in implementing their programs:

a. Comprehensive Services

The same kinds of services which are available to children served in a center-based Head Start program will be available to children served by a home-based program. As in center-based programs, the home-based program must make every possible effort to identify, coordinate, integrate and utilize existing community resources and services (public, reduced-fee, or no-fee) in providing nutritional, health, social and psychological services for its children and their families.

(1) *Nutrition.*—In home-based programs, whenever feasible children should receive the same nutrition services as in center-based programs with priority emphasis on nutrition education aimed at helping parents learn to make the best use of existing food resources through food planning, buying and cooking. If periodic, regular or incidental group sessions for children are held, every effort should be made to prepare and serve a nutritious snack or meal. When food is not available to a family, the home-based program must make every effort to put the family in touch with whatever community organization can help supply food. In addition, parents should be informed of all available family assistance programs and should be encouraged to participate in them.

Nutrition education must recognize cultural variations in food preferences and supplement and build upon these preferences rather than attempt to replace them. Thus, food items that are a regular part of a family's diet will be a major focal point of nutrition education.

(2) *Health.*—Every effort must be made to provide health services through existing resources. Children in home-based programs

are to receive the same health services as children in center-based programs.

As with the standard Head Start program, home-based programs shall provide linkages with existing health services for the entire family unit on an as-needed basis. However, Head Start funds may be used to provide health services only for the pre-school members of the family.

(3) *Psychological and Social Services.*—Home-based programs shall provide needed services through existing community resources or within the sponsoring Head Start program in accordance with existing Head Start policies.

b. Curriculum for Children

A major emphasis of the program must be to help parents enhance the total development (including cognitive, language, social, emotional and physical) of all their children.

Whatever the educational program or philosophy of a home-based program, it must have a plan or system for developing "individualized" or "personalized" education programs for its children.

In addition, programs must provide material, supplies and equipment (such as tricycles, wagons, blocks, manipulative toys and books) to foster the children's development in their homes as needed. Provision for such materials may be made through lending, cooperative or purchase systems.

Group socialization experiences must be provided on a periodic basis for all children in home-based programs. The proposal must specify what kind of developmental activities will take place in the group setting.

Furthermore, the education component—as well as all program components—must meet the needs of the locale by taking into account appropriate local, ethnic, cultural and language characteristics.

c. Parent Program

Home-based programs reflect the concept that the parent is the first and most influential "educator" and "enabler" of his or her own children. Thus, home-based programs are to place emphasis on developing and expanding the "parenting" role of Head Start parents.

Home-based programs must give both parents (or parent substitutes and other appropriate family members) an opportunity to learn about such things as various approaches to child rearing, ways to stimulate and enhance their children's total development, ways to turn everyday experiences into constructive learning experiences for children, and specific information about health, nutrition and community resources.

d. Evening and Weekend Services

It is suggested that the program make provision for evening and weekend services to families when needed.

App. B**Title 45—Public Welfare****e. Career Development**

Programs must provide career development opportunities for staff. For example, training of staff should qualify for academic credit or other appropriate credentials whenever possible.

f. Service Delivery System

In their proposals, grantees must describe their system for delivering health, nutrition, psychological and other services that are not provided primarily by the in-home caregiver.

g. Staff Selection

Proposals must describe the program's system for selecting staff in accord with the responsibilities assigned by the program to the staff member. For example, the staff visiting homes must be:

- (1) Fluent in the language used by the families they serve;
- (2) Responsive listeners;
- (3) Knowledgeable about human development, family dynamics, and needs of children;
- (4) Knowledgeable about all program components;
- (5) Knowledgeable about community resources.

h. Staff Development

Programs must submit a staff and volunteer recruitment plan and a training plan, including content of proposed pre- and in-service training programs, teaching method, descriptions of training staff or consultants, and provisions for continued in-service training. The career development plan must be designed to develop or increase staff member's knowledge about:

- (1) Approaches to and techniques of working with parents;
- (2) Other home-based or Home Start-like programs;
- (3) All Head Start component areas.

i. Volunteers

As in all other Head Start programs, the home-based programs must encourage and provide opportunity for the use of volunteers.

5. Locally Designed Options

In addition to the above models, local programs may elect to design and propose other program options which they find well suited to meet the needs of individual children and the families in their communities. Proposals for local program options must adhere to the following guidelines:

- a. They must be derived from an analysis of the present standard Head Start model and must represent a more effective approach to meeting the needs of children in the community.

- b. They must be consistent with good developmental practices.

- c. They must be consistent with Head Start performance standards and must ensure that all components of Head Start are effectively delivered, unless they are operated as an adjunct to a program which delivers the full range of Head Start services, or unless they represent a special program thrust or circumscribed effort such as:

- (1) Health Start-type program or other services such as sickle cell or lead paint screening.
- (2) Summer follow-on services for handicapped high risk or other children with special needs.

APPENDIX B—HEAD START**POLICY MANUAL: THE PARENTS**

This appendix sets forth policy governing the involvement of parents of Head Start children "... in the development, conduct, and overall program direction at the local level."

I-30-2 The Parents**A. INTRODUCTION**

Head Start believes that the gains made by the child in Head Start must be understood and built upon by the family and the community. To achieve this goal, Head Start provides for the involvement of the child's parents and other members of the family in the experiences he receives in the child development center by giving them many opportunities for a richer appreciation of the young child's needs and how to satisfy them.

Many of the benefits of Head Start are rooted in "change". These changes must take place in the family itself, in the community, and in the attitudes of people and institutions that have an impact on both.

It is clear that the success of Head Start in bringing about substantial changes demands the fullest involvement of the parents, parental-substitutes, and families of children enrolled in its programs. This involvement begins when a Head Start program begins and should gain vigor and vitality as planning and activities go forward.

Successful parental involvement enters into every part of Head Start, influences other anti-poverty programs, helps bring about changes in institutions in the community, and works toward altering the social conditions that have formed the systems that surround the economically disadvantaged child and his family.

Project Head Start must continue to discover new ways for parents to become deeply involved in decision-making about

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the program and in the development of activities that they deem helpful and important in meeting their particular needs and conditions. For some parents, participation may begin on a simple level and move to more complex levels. For other parents the movement will be immediate, because of past experiences, into complex levels of sharing and giving. Every Head Start program is obligated to provide the channels through which such participation and involvement can be provided for and enriched.

Unless this happens, the goals of Head Start will not be achieved and the program itself will remain a creative experience for the preschool child in a setting that is not reinforced by needed changes in social systems into which the child will move after his Head Start experience.

This sharing in decisions for the future is one of the primary aims of parent participation and involvement in Project Head Start.

B. THE ROLE OF THE PARENTS

Every Head Start Program Must Have Effective Parent Participation. There are at least four major kinds of parent participation in local Head Start programs.

1. **PARTICIPATION IN THE PROCESS OF MAKING DECISIONS ABOUT THE NATURE AND OPERATION OF THE PROGRAM.**

2. **PARTICIPATION IN THE CLASSROOM AS PAID EMPLOYEES, VOLUNTEERS OR OBSERVERS.**

3. **ACTIVITIES FOR THE PARENTS WHICH THEY HAVE HELPED TO DEVELOP.**

4. **WORKING WITH THEIR CHILDREN IN COOPERATION WITH THE STAFF OF THE CENTER.**

Each of these is essential to an effective Head Start program both at the grantee level and the delegate agency level. Every Head Start program must hire/designate a Coordinator of Parent Activities to help bring about appropriate parent participation. This staff member may be a volunteer in smaller communities.

1. **Parent Participation in the Process of Making Decisions About the Nature and Operation of the Program**

Head Start Policy Groups

a. **Structure.**—The formal structure by which parents can participate in policy making and operation of the program will vary with the local administrative structure of the program.

Normally, however, the Head Start policy groups will consist of the following:

1. **Head Start Center Committee.** This committee must be set up at the center level. Where centers have several classes, it is recommended that there also be parent class committees.

2. **Head Start Policy Committee.** This committee must be set up at the delegate agency level when the program is administered in whole or in part by such agencies.

3. **Head Start Policy Council.** This Council must be set up at the grantee level.

When a grantee has delegated the entire Head Start program to one Delegate Agency, it is not necessary to have a Policy Council in addition to a Delegate Agency Policy Committee. Instead one policy group serves both the Grantee Board and the Delegate Agency Board.

b. **Composition.**—Chart A describes the composition of each of these groups.

Chart A

<i>Organization</i>	<i>Composition</i>
1. Head Start Center Committee.....	1. Parents whose children are enrolled in that center
2. Head Start Policy Committee (delegate agency).....	2. At least 50% parents of Head Start children presently enrolled in that delegate agency program plus representatives of the community. ¹
3. Head Start Policy Council (grantee).....	3. At least 50% parents of Head Start children presently enrolled in that grantee's program plus representatives of the community. ²

¹ **Representatives of the Community (Delegate Agency level):** A representative of neighborhood community groups (public and private) and of local neighborhood community or professional organizations, which have a concern for children of low income families and can contribute to the development of the program. The number of such representatives will vary depending on the number of organizations which should appropriately be represented. The Delegate Agency determines the composition of the committee (within the above guidelines) and methods to be used in selecting representatives of the community. Parents of former Head Start children may serve as representatives of the community on delegate agency policy groups. All representatives of the community selected by the agency must be approved by elected parent members of the committee. In no case, however, should representatives of the community exceed 50% of the total committee.

² **Representatives of the Community (Grantee Agency level):** A representative of major agencies (public and private) and major community civic or professional organizations which have a concern for children of low income families and can contribute to the program. The number of such representatives will vary, depending on the number of organizations which should appropriately be represented. The applicant agency determines the composition of the council (within the above guidelines) and the methods to be used in selecting representatives of the community. Parents of former Head Start children may serve as representatives of the community on grantee agency policy groups. All representatives of the community selected by the agency must be approved by elected parent members of the committee. In no case, however, should representatives of the community exceed 50% of the total committee or council.

App. B**Title 45—Public Welfare****Special Notes**

1. All parents serving on policy groups must be elected by parents of Head Start children currently enrolled in the program.

2. It is strongly recommended that the community action agency board have representation from the Head Start Policy Council to assure coordination of Head Start activities with other CAA programs. Conversely, community action agency board representation on the Policy Council is also recommended.

3. It is important that the membership of policy groups be rotated to assure a regular influx of new ideas into the program. For this purpose, terms of membership must be limited to no more than three years.

4. No staff member (nor members of their families as defined in CAP Memo 23A) of the applicant or delegate agencies shall serve on the council or committee in a voting capacity. Staff members may attend the meetings of councils or committees in a consultative non-voting capacity upon request of the council or committee.

5. Every corporate board operating a Head Start program must have a Policy Committee or Council as defined by HHS. The corporate body and the Policy Committee or Council must not be one and the same.

6. Policy groups for summer programs present a special problem because of the difficulty of electing parent representatives in advance. Therefore, the policy group for one summer program must remain in office until its successors have been elected and taken office. The group from the former program should meet frequently between the end of the program and the election of new members to assure some measure of program continuity. These meetings should be for the purpose of (a) assuring appropriate follow up of the children (b) aiding the development of the upcoming summer Head Start program, (c) writing of the application, (d) hiring of the director and establishment of criteria for hiring staff and, when necessary (e) orientation of the new members. In short, the policy group from a former program must not be dissolved until a new group is elected. The expertise of those parents who have previously served should be used whenever possible.

c. *Functions.*—The following paragraphs and charts describe the minimum functions and degrees of responsibility for the various policy groups involved in administration of local Head Start programs. *Local groups may negotiate for additional functions and a greater share of responsibility if all parties agree.* All such agreements are subject to such limitations as may be called for by HHS policy. Questions about this should be referred to your HHS regional office.

(1) The Head Start Center Committee shall carry out at least the following minimum responsibilities:

(a) Assists teacher, center director, and all other persons responsible for the development and operation of every component including curriculum in the Head Start program.

(b) Works closely with classroom teachers and all other component staff to carry out the daily activities program.

(c) Plans, conducts, and participates in informal as well as formal programs and activities for center parents and staff.

(d) Participates in recruiting and screening of center employees within guidelines established by HHS, the Grantee Council and Board, and Delegate Agency Committee and Board.

(2) *The Head Start Policy Committee.* Chart B outlines the major management functions connected with local Head Start program administered by delegate agencies and the degree of responsibility assigned to each participating group.

In addition to those listed functions, the committee shall:

(a) Serve as a link between public and private organizations, the grantee Policy Council, the Delegate Agency Board of Directors, and the community it serves.

(b) Have the opportunity to initiate suggestions and ideas for program improvements and to receive a report on action taken by the administering agency with regard to its recommendations.

(c) Plan, coordinate and organize agency-wide activities for parents with the assistance of staff.

(d) Assist in communicating with parents and encouraging their participation in the program.

(e) Aid in recruiting volunteer services from parents, community residents and community organizations, and assist in the mobilization of community resources to meet identified needs.

(f) Administer the Parent Activity funds.

(3) *The Head Start Policy Council.* Chart C outlines the major management functions connected with the Head Start program at the grantee level, whether it be a community action or limited purpose agency, and the degree of responsibility assigned to each participating group.

In addition to those listed functions, the Council shall:

(a) Serve as a link between public and private organizations, the Delegate Agency Policy Committees, Neighborhood Councils, the Grantee Board of Directors and the community it serves.

(b) Have the opportunity to initiate suggestions and ideas for program improvements and to receive a report on action taken by the administering agency with regard to its recommendations.

(c) Plan, coordinate and organize agency-wide activities for parents with the assistance of staff.

(d) Approve the selection of Delegate Agencies.

(e) Recruit volunteer services from parents, community residents and community organizations, and mobilizes community resources to meet identified needs.

(f) Distribute Parent Activity funds to Policy Committees.

It may not be easy for Head Start directors and professional staff to share responsibility when decisions must be made. Even when they are committed to involving parents, the Head Start staff must take care to avoid dominating meetings by force of their greater training and experience in the process of decisionmaking. At these meetings, professionals may be tempted to do most of the talking. They must learn to ask parents for their ideas, and listen with attention, patience and understanding. Self-confidence and self-respect are powerful motivating forces. Activities which bring out these qualities in parents can prove invaluable in improving family life of young children from low income homes.

Members of Head Start Policy Groups whose family income falls below the "poverty line index" may receive meeting allowances or be reimbursed for travel, per diem, meal and baby sitting expenses incurred because of Policy Group meetings. The procedures necessary to secure reimbursement funds and their regulations are detailed in OEO Instruction #6803-1.

2. Participation in the Classroom as Paid Employees, Volunteers or Observers

Head Start classes must be open to parents at times reasonable and convenient to them. There are very few occasions when the presence of a limited number of parents would present any problem in operation of the program.

Having parents in the classroom has three advantages. It:

a. Gives the parents a better understanding of what the center is doing for the children and the kinds of home assistance they may require.

b. Shows the child the depth of his parents concern.

c. Gives the staff an opportunity to know the parents better and to learn from them.

There are, of course, many center activities outside the classroom (e.g., field trips, clinic visits, social occasions) in which the presence of parents is equally desirable.

Parents are one of the categories of persons who must receive preference for employment as non-professionals. Participation as volunteers may also be possible for many parents. Experience obtained as a volunteer may be helpful in qualifying for non-professional employment. At a minimum

parents should be encouraged to observe classes several times. In order to permit fathers to observe it might be a good idea to have some parts of the program in the evening or on weekends.

Head Start Centers are encouraged to set aside space within the Center which can be used by parents for meetings and staff conferences.

3. Activities for Parents Which They Have Helped To Develop

Head Start programs must develop a plan for parent education programs which are responsive to needs expressed by the parents themselves. Other community agencies should be encouraged to assist in the planning and implementation of these programs.

Parents may also wish to work together on community problems of common concern such as health, housing, education and welfare and to sponsor activities and programs around interests expressed by the group. Policy Committees must anticipate such needs when developing program proposals and include parent activity funds to cover the cost of parent sponsored activities.

4. Working With Their Children in Their Own Home in Connection with the Staff of the Center

HHS requires that each grantee make home visits a part of its program when parents permit such visits. Teachers should visit parents of summer children a minimum of once; in full year programs there should be at least three visits, if the parents have consented to such home visits. (Education staff are now required to make no less than two home visits during a given program year in accordance with 1304.2-2(e)(4).) In those rare cases where a double shift has been approved for teachers it may be necessary to use other types of personnel to make home visits. Personnel, such as teacher aides, health aides and social workers may also make home visits with, or independently of, the teaching staff but coordinated through the parent program staff in order to eliminate uncoordinated visits.

Head Start staff should develop activities to be used at home by other family members that will reinforce and support the child's total Head Start experience.

Staff, parents and children will all benefit from home visits and activities. Grantees shall not require that parents permit home visits as a condition of the child's participation in Head Start. However, every effort must be made to explain the advantages of visits to parents.

Definitions as used on charts B and C

A. *General Responsibility.*—The individual or group with legal and fiscal responsibility guides and directs the carrying out of the

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function described through the person or group given operating responsibility.

B. Operating Responsibility.—The individual or group that is directly responsible for carrying out or performing the function, consistent with the general guidance and direction of the individual or group holding general responsibility.

C. Must Approve or Disapprove.—The individual or group (other than persons or groups holding general and operating responsibility, A and B above) must approve before the decision is finalized or action taken. The individual or group must also have been consulted in the decision making

process prior to the point of seeking approval.

If they do not approve, the proposal cannot be adopted, or the proposed action taken, until agreement is reached between the disagreeing groups or individuals.

D. Must be Consulted.—The individual or group must be called upon before any decision is made or approval is granted to give advice or information but not to make the decision or grant approval.

E. May be Consulted.—The individual or group may be called upon for information, advice or recommendations by those individuals or groups having general responsibility or operating responsibility.

Function	Chart B				Chart C			
	Delegate agency				Grantee agency			
	Board	Executive director	Head Start policy committee	Head Start director	Board	Executive director	Head Start policy council	Head Start director
I. PLANNING								
(a) Identify child development needs in the area to be served (by CAA* if not delegated).	A	B	D	D	A	B	D	D
(b) Establish goals of Head Start program and develop ways to meet them within HHS guidelines.	A	C	C	B	A	C	C	B
(c) Determine delegate agencies and areas in the community in which Head Start programs will operate.					A	D	C	B
(d) Determine location of centers or classes.	A	D	C	B				
(e) Develop plans to use all available community resources in Head Start.	A	D	C	B	A	D	C	B
(f) Establish criteria for selection of children within applicable laws and HHS guidelines.					A	C	C	B
(g) Develop plan for recruitment of children.	A	C	C	B				
II. GENERAL ADMINISTRATION								
(a) Determine the composition of the appropriate policy group and the method for setting it up (within HHS guidelines).	A	B	C	D	A	B	C	D
(b) Determine what services should be provided to Head Start from the CAA* central office and the neighborhood centers.					A	B	C	D
(c) Determine what services should be provided to Head Start from delegate agency.	A	B	C	D				
(d) Establish a method of hearing and resolving community complaints about the Head Start program.	D	C	A	B	D	C	A	B
(e) Direct the CAA* Head Start staff in day-to-day operations.					E	A	E	B
(f) Direct the delegate agency Head Start staff in day-to-day operations.	E	A	E	B				
(g) Insure that standards for acquiring space, equipment, and supplies are met.	A	D	D	B	A	D	D	B

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Function	Chart B				Chart C			
	Delegate agency				Grantee agency			
	Board	Executive director	Head Start policy committee	Head Start director	Board	Executive director	Head Start policy council	Head Start director
III PERSONNEL ADMINISTRATION								
(a) Determine Head Start personnel policies (including establishment of hiring and firing criteria for Head Start staff, career development plans, and employee grievance procedures).								
Grantee agency					A	C	C	B
Delegate agency	A	C	C	B				
(b) Hire and fire Head Start Director of grantee agency.					A	B	C	
(c) Hire and fire Head Start staff of grantee agency.					E	A	C	B
(d) Hire and fire Head Start Director of delegate agency.	A	B	C					
(e) Hire and fire Head Start staff of delegate agency.	E	A	C	B				
IV. GRANT APPLICATION PROCESS								
(a) Prepare request for funds and proposed work program.								
Prior to sending to CAA*	A	C	C	B				
Prior to sending to HHS					A	C	C	B
(b) Make major changes in budget and work program while program is in operation.	A	C	C	B	A	C	C	B
(c) Provide information needed for prereview to policy council.	A	D	C	B				
(d) Provide information needed for prereview to HHS					A	D	C	B
V EVALUATION								
Conduct self-evaluation of agency's Head Start program.	A	D	B	D	A	D	B	D

*CAA or general term "grantee"

PART 1305—ELIGIBILITY REQUIREMENTS AND LIMITATIONS FOR ENROLLMENT IN HEADSTART

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1305.1 Purpose and scope.

1305.2 Definitions.

1305.3 Age eligibility of children.

1305.4 Family income eligibility.

1305.5 Handicapped children.

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1305.7 Income verification.

1305.8 Fees policy.

AUTHORITY: 88 Stat. 2300, et seq. (42 U.S.C. 2921, et seq.)

SOURCE: 43 FR 14936, April 7, 1978, unless otherwise noted.

§ 1305.1 Purpose and scope.

This part prescribes eligibility requirements, with respect to age and family income, for enrollment and participation of children in Headstart programs.

§ 1305.2 Definitions.

(a) Terms defined in Part 1301 of this chapter have the same meaning when used in this Part, unless the context indicates otherwise.

(b) As used in this Part, unless the context indicates otherwise:

(1) The term "income guidelines" means the official poverty line speci-

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fled by the U.S. Office of Management and Budget.

(2) The term "low-income family" means a family whose total annual income before taxes is equal to, or less than, the income guidelines. The term also includes a family that is receiving public assistance even if family income exceeds the income guidelines.

(3) The term "handicapped children" means mentally retarded, hard of hearing, deaf, speech impaired, visually handicapped, seriously emotionally disturbed, orthopedically impaired, or other health impaired children who by reason thereof, require special education and related services.

(4) The term "enrollment year" means the period of time not to exceed twelve months, during which a Headstart program provides classroom or other program activities for children enrolled in the program.

(5) The term "family" means all persons living in the same household who are: (i) Supported by the income of the parent(s) or guardian(s) of the child enrolling or participating in a Headstart program, and (ii) related to the parent(s) or guardian(s) by blood, marriage, or adoption.

(6) The term "income" means gross cash income and includes earned income, military income (including pay and allowances), veterans benefits, social security benefits, unemployment compensation, and public assistance benefits. With respect to a child in foster care, family income is the amount paid to the foster family on behalf of the child by a public or private agency.

§ 1305.3 Age eligibility of children.

Unless the Headstart agency's approved grant provides otherwise, only those children between three years of age and the age of compulsory school attendance are eligible to enroll and participate in the Headstart program.

§ 1305.4 Family income eligibility.

At least 90 percent of the children who are enrolled in each Headstart

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program shall be from low-income families. If applications for admission to a Headstart program are received for more children from low-income families than the Headstart program can accommodate, the children from the lowest income families shall be given preference.

§ 1305.5 Handicapped children.

No less than 10 percent of the total number of enrollment opportunities in Headstart programs in each State shall be available for handicapped children who are eligible to participate under § 1305.3.

§ 1305.6 Enrollment and re-enrollment.

(a) An application for enrollment of children in a Headstart program may be made at any time during the program year. The Headstart agency must make an eligibility determination prior to permitting a child to participate in the Headstart program.

(b) If a child has been found eligible and is participating in a Headstart program, he or she remains eligible through the enrollment year with respect to which such eligibility determination was made and the immediately succeeding enrollment year.

§ 1305.7 Income verification.

(a) The family income shall be verified by a Headstart agency before determining that a child is eligible to participate in the program.

(b) Verification shall include examination of any of the following: Individual Income Tax Form 1040, W-2 forms, pay stubs, pay envelopes, written statements from employers, or documentation showing current status and recipients of public assistance.

(c) A signed statement by an employee of the Headstart agency, identifying which of these documents was examined and stating that the child is eligible to participate in the program, shall be maintained to indicate that verification has been made.

Chapter XIII—Office of Human Development, Dept. of HHS**§ 1305.8****§ 1305.8 Fees policy.**

A Headstart agency shall not prescribe any fee schedule or otherwise provide for the charging of any fees for participation in the program. If the family of a child determined to be eligible for participation by a Headstart program volunteers to pay part

or all of the costs of the child's participation, the Headstart agency may accept the voluntary payments. Under no circumstances shall a Headstart agency solicit, encourage, or in any other way condition a child's enrollment or participation in the program upon the payment of a fee.

Subpart C—Health Services Objectives and Performance Standards

Sec.

- 1304.3-1 Health services general objectives.
- 1304.3-2 Health Services Advisory Committee.
- 1304.3-3 Medical and dental history, screening, and examination.
- 1304.3-4 Medical and dental treatment.
- 1304.3-5 Medical and dental records.
- 1304.3-6 Health education.
- 1304.3-7 Mental health objectives.
- 1304.3-8 Mental health services.
- 1304.3-9 Nutrition objectives.
- 1304.3-10 Nutrition services.

Subpart D—Social Services Objectives and Performance Standards

- 1304.4-1 Social services objectives.
- 1304.4-2 Social services plan content.

Subpart E—Parent Involvement Objectives and Performance Standards

- 1304.5-1 Parent involvement objectives.
- 1304.5-2 Parent Involvement Plan content: parent participation.
- 1304.5-3 Parent Involvement Plan content: enhancing development of parenting skills.
- 1304.5-4 Parent Involvement Plan content: communications among program management, program staff, and parents.
- 1304.5-5 Parent Involvement Plan content: parents, area residents, and the program.

APPENDIX A—PROGRAM OPTIONS FOR PROJECT HEAD START

APPENDIX B—HEAD START POLICY MANUAL: THE PARENTS

AUTHORITY: 88 Stat. 2304 (42 U.S.C. 2523h).

SOURCE: 40 FR 27562, June 30, 1975, unless otherwise noted.

Subpart A—General

§ 1304.1-1 Purpose and application.

This part sets out the goals of the Head Start program as they may be achieved by the combined attainment of the objectives of the basic components of the program, with emphasis on the program performance standards necessary and required to attain those objectives. With the required development of plans covering the implementation of the performance standards, grantees and delegate agencies will have firm bases for operations

most likely to lead to demonstrable benefits to children and their families. While compliance with the performance standards is required as a condition of Federal Head Start funding, it is expected that the standards will be largely self-enforcing. This part applies to all Head Start grantees and delegate agencies.

§ 1304.1-2 Definitions.

As used in this part:

(a) The term "OCD" means the Office of Child Development, Office of Human Development in the U.S. Department of Health and Human Services, and includes appropriate regional office staff.

(b) The term "responsible HHS official" means the official who is authorized to make the grant of assistance in question, or his designee.

(c) The term "Director" means the Director of the Office of Child Development.

(d) The term "grantee" means the public or private non-profit agency which has been granted assistance by OCD to carry on a Head Start program.

(e) The term "delegate agency" means a public or private nonprofit organization or agency to which a grantee has delegated the carrying on of all or part of its Head Start program.

(f) The term "goal" means the ultimate purpose or interest toward which total Head Start program efforts are directed.

(g) The term "objective" means the ultimate purpose or interest toward which Head Start program component efforts are directed.

(h) The term "program performance standards" or "performance standards" means the Head Start program functions, activities and facilities required and necessary to meet the objectives and goals of the Head Start program as they relate directly to children and their families.

(i) The term "handicapped children" means mentally retarded, hard of hearing, deaf, speech impaired, visually handicapped, seriously emotionally disturbed, crippled, or other health impaired children who by reason thereof require special education and related services.

§ 1304.1-3**Title 45—Public Welfare****§ 1304.1-3 Head Start Program goals.**

(a) The Head Start Program is based on the premise that all children share certain needs, and that children of low income families, in particular, can benefit from a comprehensive developmental program to meet those needs. The Head Start program approach is based on the philosophy that:

(1) A child can benefit most from a comprehensive, interdisciplinary program to foster development and remedy problems as expressed in a broad range of services, and that

(2) The child's entire family, as well as the community must be involved. The program should maximize the strengths and unique experiences of each child. The family, which is perceived as the principal influence on the child's development, must be a direct participant in the program. Local communities are allowed latitude in developing creative program designs so long as the basic goals, objectives and standards of a comprehensive program are adhered to.

(b) The overall goal of the Head Start program is to bring about a greater degree of social competence in children of low income families. By social competence is meant the child's everyday effectiveness in dealing with both present environment and later responsibilities in school and life. Social competence takes into account the interrelatedness of cognitive and intellectual development, physical and mental health, nutritional needs, and other factors that enable a child to function optimally. The Head Start program is a comprehensive developmental approach to helping children achieve social competence. To the accomplishment of this goal, Head Start objectives and performance standards provide for:

(1) The improvement of the child's health and physical abilities, including appropriate steps to correct present physical and mental problems and to enhance every child's access to an adequate diet. The improvement of the family's attitude toward future health care and physical abilities.

(2) The encouragement of self-confidence, spontaneity, curiosity, and self-discipline which will assist in the de-

velopment of the child's social and emotional health.

(3) The enhancement of the child's mental processes and skills with particular attention to conceptual and communications skills.

(4) The establishment of patterns and expectations of success for the child, which will create a climate of confidence for present and future learning efforts and overall development.

(5) An increase in the ability of the child and the family to relate to each other and to others.

(6) The enhancement of the sense of dignity and self-worth within the child and his family.

§ 1304.1-4 Performance standards plan development.

Each grantee and delegate agency shall develop a plan for implementing the performance standards prescribed in Subparts B, C, D, and E of this part for use in the operation of its Head Start program (hereinafter called "plan," or "performance standards plan"). The plan shall provide that the Head Start program covered thereby shall meet or exceed the performance standards. The plan shall be in writing and shall be developed by the appropriate professional Head Start staff of the grantee or delegate agency with cooperation from other Head Start staff, with technical assistance and advice as needed from personnel of the Regional Office and professional consultants, and with the advice and concurrence of the policy council or policy committee. The plan must be reviewed by grantee or delegate agency staff and the policy council or policy committee at least annually and revised and updated as may be necessary.

§ 1304.1-5 Performance standards implementation and enforcement.

(a) Grantees and delegate agencies must be in compliance with or exceed the performance standards prescribed in Subparts B, C, D, and E, of this part at the commencement of the grantee's program year next following July 1, 1975, effective date of the regulations in this part, or 6 months after that date, whichever is later, and thereaf-

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ter, unless the period for full compliance is extended in accordance with paragraph (f) of this section.

(b) If the responsible HHS official as a result of information obtained from program self-evaluation, pre-review, or routine monitoring, is aware or has reason to believe that a Head Start program, with respect to performance standards other than those for which the time for compliance has been extended in accordance with paragraph (f) of this section, is not in compliance with performance standards, he shall notify the grantee promptly in writing of the deficiencies and inform the grantee that it, or if the deficiencies are in a Head Start program operated by a delegate agency, the delegate agency, has a period stated in the notice not to exceed 90 days to come into compliance. If the notice is with respect to a delegate agency, the grantee shall immediately notify the delegate agency and inform it of the time within which the deficiencies must be corrected. Upon receiving the notice the grantee or delegate agency shall immediately analyze its operations to determine how it might best comply with the performance standards. In this process it shall review, among other things, its utilization of all available local resources, and whether it is receiving the benefits of State and other Federal programs for which it is eligible and which are available. It shall review and realign where feasible program priorities, operations, and financial and manpower allocations. It shall also consider the possibility of choosing an alternate program option for the delivery of Head Start Services in accordance with OCD Notice N-30-334-1, Program Options for Project Head Start, attached hereto as Appendix A, which the grantee, with OCD concurrence, determines that it would be able to operate as a quality program in compliance with performance standards.

(c) The grantee or delegate agency shall report in writing in detail its efforts to meet the performance standards within the time given in the notice to the responsible HHS official. A delegate agency shall report through the grantee. If the reporting agency, grantee or delegate agency,

determines that it is unable to comply with the performance standards, the responsible HHS official shall be notified promptly in writing by the grantee, which notice shall contain a description of the deficiencies not able to be corrected and the reasons therefor. If insufficient funding is included as a principal reason for inability to comply with performance standards, the notice shall specify the exact amount, and basis for, the funding deficit and efforts made to obtain funding from other sources.

(d) The responsible HHS official on the basis of the reports submitted pursuant to paragraph (c) of this section, will undertake to assist grantees, and delegate agencies through their grantees, to comply with the performance standards, including by furnishing or by recommending technical assistance.

(e) If the grantee or delegate agency has not complied with the performance standards, other than those for which the time for compliance has been extended in accordance with paragraph (f) of this section, within the period stated in the notice issued under paragraph (b) of this section, the grantee shall be notified promptly by the responsible HHS official of the commencement of suspension or termination proceedings or of the intention to deny refunding, as may be appropriate, under Part 1303 (appeals procedures) of this chapter.

(f) The time within which a grantee or delegate agency shall be required to correct deficiencies in implementation of the performance standards may be extended by the responsible HHS official to a maximum of one year, only with respect to the following deficiencies:

(1) The space per child provided by the Head Start program does not comply with the Education Services performance standard but there is no risk to the health or safety of the children;

(2) The Head Start program is unable to provide Medical or Dental Treatment Services as required by Health Services Performance Standards because funding is insufficient and there are no community or other resources available;

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