

STORAGE NAME: h0873a.cf

DATE: March 12, 1999

**HOUSE OF REPRESENTATIVES
COMMITTEE ON
CHILDREN AND FAMILIES
ANALYSIS**

BILL #: HB 873

RELATING TO: Child Care

SPONSOR(S): Representative Frankel and others

COMPANION BILL(S): SB 1432 (Similar)

ORIGINATING COMMITTEE(S)/COMMITTEE(S) OF REFERENCE:

- (1) CHILDREN AND FAMILIES YEARS 7 NAYS 0
- (2) COLLEGES AND UNIVERSITIES
- (3) GOVERNMENTAL RULES AND REGULATIONS
- (4) EDUCATION APPROPRIATIONS
- (5)

I. SUMMARY:

Creates Institutes of Excellence in Infant and Toddler Development to address issues related to school readiness and child development in children age birth to 3 years. The functions of the institutes include:

- ▶ Outreach efforts to include support for professionals, parents, and new and existing training programs,
- ▶ Development of demonstration sites to be used by the community and providers, and
- ▶ Development and support of specialized training courses and programs for child care personnel that includes an articulation mechanism among educational institutions and promotes career advancement.

The bill requires that the initial designation of Institutes of Excellence must be provided by the Legislature, through the General Appropriations Act. It also requires institutes to report to the Secretary of Health and Commissioner of Education evaluations which include the number of persons receiving services, the number of children evaluated and served, and other measures of performance as approved by the local readiness council.

The Articulation Coordinating Committee is assigned responsibility for conducting a statewide assessment to determine the extent and nature of instruction for those who work or are trained in child care or early childhood education.

II. SUBSTANTIVE ANALYSIS:

A. PRESENT SITUATION:

Participation in an early childhood education program can provide preschoolers with skills and enrichment that can increase their chances of success in school. Studies have demonstrated that participation in high-quality, early childhood education programs has short-term positive effects on IQ and achievement, and long-term positive effects on low-income minority children's school completion.

Currently, there are three major publicly funded early child care and education programs for young children: the subsidized child care program, administered by the Department of Children and Families; the Prekindergarten Early Intervention Program, administered by the Department of Education; and, the Head Start program, administered through various local agencies by contract with the federal government.

Subsidized Child Care

Florida has operated a subsidized child care program for approximately 20 years. Subsidized child care is a state and federally funded program. The purpose of the current subsidized child care program, administered by the Department of Children and Families, as described in s. 402.3015, F.S., is "to provide quality child care to enhance the development, including language, cognitive, motor, social, and self-help skills of children who are at risk of abuse or neglect and children of low-income families." The goal is to promote financial self-sufficiency and life skills for the families of these children. The department subsidizes the cost of child day care services for children under the age of 13 who are:

- Determined to be at risk of abuse and neglect and who are current clients of the department;
- At risk of welfare dependency (e.g., welfare clients, migrants, teen parents and working families whose family income is less than 100 percent of the federal poverty level; and
- Members of working families whose family income is between 100 and 150 percent of the federal poverty level.

Fueled by Florida's welfare reform efforts, subsidized child care enrollments are on the rise, up from 69,185 for June 1996 to 111,150 for July 1998. Children of families participating in Florida's Wages Program make up the largest proportion of the subsidized child care enrollments with the state meeting 100 percent of the need for these families. The program's budget for FY 98/99 is \$436,337,719.

The Department of Children and Families licenses child care facilities and family day care homes. It also maintains a registry of family day care homes that are not subject to licensure. As of July 1998, the department licensed 6,052 child care facilities and 4,771 family day care homes. It has registered 3,581 family day care homes. Counties may assume licensing and inspection authority if a county's locally adopted licensing standards meet or exceed state standards.

Greater emphasis on accountability has placed demands on early childhood programs to assess the progress of children. The benefits of accountability are almost universally accepted. Florida's statutes require outcome performance measures approved by the Legislature. The performance-based measure approved for child care programs requires that 80 percent of children leaving subsidized child care programs to enter kindergarten be ready for school.

The emerging professional consensus regarding the screening and assessment of children to determine readiness is still fluid. In addition, the use of the screening and assessment information also requires careful consideration to take advantage of the data it produces and to avoid misuse. The trend is to reshape child care so that it is a quality readiness experience, thus making child care arrangements look even more often like education programs but without the funding of schools and the resources that come with that funding.

Early Brain Development

The key findings of the current brain research can be summarized in the following points (Rethinking the Brain, Families and Work Institute, 1997):

- ▶ Human development hinges on the interplay between nature and nurture. Neuroscientist have found that throughout the entire process of development, beginning before birth, the brain is affected by environmental factors such as nutrition, care, surroundings, and the amount of stimulation that an individual receives.
- ▶ Early care has a decisive and long-lasting impact on how people develop, their ability to learn, and their capacity to regulate their own emotions. Neuroscientist have found that a strong, consistent, secure attachment to a nurturing care giver can have a protective biological function that assists a child to cope with their ordinary stress.
- ▶ The human brain has a remarkable capacity to change, but timing is crucial. While learning continues throughout a lifetime, there are optimal periods during which the brain is particularly efficient at specific types of learning.
- ▶ There are times when negative experiences or the absence of appropriate stimulation are more likely to have serious and sustained effects. Conditions that prevent a baby from making a secure attachment with a care giver, prevent healthy stimulation of the child, expose a child to harmful substances or introduce unusual stress are likely to impair the cognitive and social development of the child.

Existing Training and Workforce Education Systems

Workforce education has undergone dramatic changes in the past few years. CS/CS/SB 1124, 2048, & 1120 implement the majority of recommendations of the Task Force on Workforce Development, which was created in CS/CS/SB 1688 as passed by the 1997 Florida Legislature.

Articulation

CS/CS/SB 1124, 2048, & 1120 requires the statewide articulation of appropriate workforce development education between school districts and community colleges. Additionally, the articulation of the ATD into the AAS and AS, as well as the AS into the BS is required.

Consistent with the recommendations of the Postsecondary Education Planning Commission, private post secondary institutions would be permitted to participate in the statewide course numbering system accommodating the transfer of credits between these schools and the public post secondary institutions in the state. The required accreditation would also be changed from the Southern Association of Colleges and Schools to any regional or national accrediting agency recognized by the United States Department of Education in order to provide broader eligibility for participation.

Funding for new and expanded workforce programs

A Workforce Development Capitalization Incentive Grant Program was created to ensure that new or expanded programs are tied to statewide need as identified by the Occupational Forecasting Conference. The Workforce Development Capitalization Grant Program functions as the planning nexus between projections for new or expanded program enrollments and projections of employment demands identified by the Occupational Forecasting Conference. This becomes the basis for the Legislative Appropriation in the GAA.

Institutions propose new programs through the Workforce Development Capitalization Incentive Grant Process along with expected enrollments and estimated costs. The PEPC, JEP, DOE, and SBCC, then consider all new program proposals in conjunction with information on statewide need from the Occupational Forecasting Conference and ranking them for legislative appropriation.

Other Efforts by the Committee on Children and Families

PCB CF 99-01 passed the committee and is established as HB 869. HB 869 contains the provisions of HB 873.

B. EFFECT OF PROPOSED CHANGES:

See section-by-section analysis.

C. APPLICATION OF PRINCIPLES:

1. Less Government:

a. Does the bill create, increase or reduce, either directly or indirectly:

(1) any authority to make rules or adjudicate disputes?

N/A

(2) any new responsibilities, obligations or work for other governmental or private organizations or individuals?

N/A

(3) any entitlement to a government service or benefit?

N/A

b. If an agency or program is eliminated or reduced:

(1) what responsibilities, costs and powers are passed on to another program, agency, level of government, or private entity?

N/A

(2) what is the cost of such responsibility at the new level/agency?

N/A

(3) how is the new agency accountable to the people governed?

N/A

2. Lower Taxes:

a. Does the bill increase anyone's taxes?

N/A

b. Does the bill require or authorize an increase in any fees?

N/A

c. Does the bill reduce total taxes, both rates and revenues?

N/A

d. Does the bill reduce total fees, both rates and revenues?

N/A

e. Does the bill authorize any fee or tax increase by any local government?

N/A

3. Personal Responsibility:

a. Does the bill reduce or eliminate an entitlement to government services or subsidy?

N/A

b. Do the beneficiaries of the legislation directly pay any portion of the cost of implementation and operation?

N/A

4. Individual Freedom:

a. Does the bill increase the allowable options of individuals or private organizations/associations to conduct their own affairs?

N/A

b. Does the bill prohibit, or create new government interference with, any presently lawful activity?

N/A

5. Family Empowerment:

a. If the bill purports to provide services to families or children:

(1) Who evaluates the family's needs?

N/A

(2) Who makes the decisions?

N/A

(3) Are private alternatives permitted?

N/A

(4) Are families required to participate in a program?

N/A

(5) Are families penalized for not participating in a program?

N/A

b. Does the bill directly affect the legal rights and obligations between family members?

N/A

c. If the bill creates or changes a program providing services to families or children, in which of the following does the bill vest control of the program, either through direct participation or appointment authority:

(1) parents and guardians?

N/A

(2) service providers?

N/A

(3) government employees/agencies?

N/A

D. STATUTE(S) AFFECTED:

Creates a new section.

E. SECTION-BY-SECTION ANALYSIS:

Section 1. creates Institutes of Excellence in Infant and Toddler Development to address issues related to school readiness and child development in children age birth to 3 years. The functions of the institutes include:

- ▶ Outreach efforts to include support for professionals, parents and new and existing training programs,
- ▶ Development of demonstration sites to be used by the community, and
- ▶ Development and support of specialized training courses and programs for child care personnel that includes an articulation mechanism among educational institutions and promotes career advancement.

The bill requires that the initial designation of Institutes of Excellence must be provided by the Legislature through the General Appropriations Act. Subsequent requests for designation would be reviewed by the Secretary of Health and Commissioner of Education for recommendation to the Legislature. It also requires institutes to report to the Secretary of Health and Commissioner of Education evaluations which include the number of persons receiving services, the number of children evaluated and served, and other measures of performance as approved by the local readiness council.

Section 2. provides an effective date of July 1, 1999.

III. FISCAL ANALYSIS & ECONOMIC IMPACT STATEMENT:

A. FISCAL IMPACT ON STATE AGENCIES/STATE FUNDS:

1. Non-recurring Effects:

The bill does not require an appropriation. Some requests for non-recurring funds for specific projects could be anticipated and the fiscal impact would be determined through the appropriations process.

2. Recurring Effects:

The bill does not require an appropriation. Some requests for recurring funds to operate centers can be anticipated and the fiscal impact would be determined through the appropriations process.

3. Long Run Effects Other Than Normal Growth:

N/A

4. Total Revenues and Expenditures:

N/A

B. FISCAL IMPACT ON LOCAL GOVERNMENTS AS A WHOLE:

1. Non-recurring Effects:

N/A

2. Recurring Effects:

N/A

3. Long Run Effects Other Than Normal Growth:

N/A

C. DIRECT ECONOMIC IMPACT ON PRIVATE SECTOR:

1. Direct Private Sector Costs:

N/A

2. Direct Private Sector Benefits:

N/A

3. Effects on Competition, Private Enterprise and Employment Markets:

N/A

D. FISCAL COMMENTS:

N/A

IV. CONSEQUENCES OF ARTICLE VII, SECTION 18 OF THE FLORIDA CONSTITUTION:

A. APPLICABILITY OF THE MANDATES PROVISION:

This bill does not require counties or municipalities to expend funds.

B. REDUCTION OF REVENUE RAISING AUTHORITY:

This bill does not reduce revenue raising authority.

C. REDUCTION OF STATE TAX SHARED WITH COUNTIES AND MUNICIPALITIES:

This bill does not reduce the percentage of a state tax shared with counties or municipalities.

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V. COMMENTS:

N/A

VI. AMENDMENTS OR COMMITTEE SUBSTITUTE CHANGES:

The committee adopted a clarifying amendment inserting "new and" on page 3, line 18. This amendment makes it clear that outreach efforts by the Institutes of Excellence in Infant and Toddler Development should be provided to new as well as existing community training and technical assistance programs.

VII. SIGNATURES:

COMMITTEE ON CHILDREN AND FAMILIES:

Prepared by:

Staff Director:

ROBERT S. COX

ROBERT BARRIOS