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December 1982

After-school Child Care Projects Administered by Public School Districts in Seven Selected States

Betsy B. Plank
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AFTER-SCHOOL CHILD CARE PROJECTS ADMINISTERED BY PUBLIC
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AFTER-SCHOOL CHILD CARE PROJECTS ADMINISTERED BY

PUBLIC SCHOOL DISTRICTS IN

SEVEN SELECTED STATES

———————

A Dissertation

Presented to

the Faculty of the Department of Supervision and Administration

East Tennessee State University

———————

In Partial Fulfillment

of the Requirements for the Degree

Doctor of Education

———————

by

Betsy Burcaw Plank

December, 1982

APPROVAL

This is to certify that the Advanced Graduate Committee of

BETSY BURCAW PLANK

met on the

_____17th_____ day of November, 1982.

The committee read and examined her dissertation, supervised her

defense of it in an oral examination, and decided to recommend that her

study be submitted to the Graduate Council and the Dean of the School of

Graduate Studies in partial fulfillment of the requirements for the degree

Doctor of Education.

Chairman, Advanced Graduate Committee

Signed on behalf of
the Graduate Council

Dean, School of Graduate Studies

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Abstract

AFTER-SCHOOL CHILD CARE PROJECTS ADMINISTERED BY

PUBLIC SCHOOL DISTRICTS IN

SEVEN SELECTED STATES

by

Betsy Burcaw Plank

The purpose of this study was to determine the administrative structure, staff qualifications, and staffing patterns of selected school-age child care projects administered by public school districts; and to develop guidelines for planning future projects.

Nine research questions were considered to be relevant to the study: (1) What types of administrative structure were demonstrated by after-school child care projects? (2) Did the projects surveyed require similar staff qualifications for initial employment? (3) Did the projects surveyed utilize similar staffing patterns? (4) Did the literature indicate prescribed staff qualifications? (5) Did the literature state prescribed staff qualifications in behavioral terms? (6) What was the adult/child ratio of projects surveyed? (7) Did the projects surveyed utilize a staff development program? (8) Which of the states included in the study required prescribed standards for after-school projects administered by public school districts? (9) Were there similarities among states of prescribed standards for after-school projects administered by public school districts?

By contacting the child care licensing agents of the Departments of Human Services, and/or the Departments of Education of the states of Kentucky, West Virginia, Virginia, Tennessee, North Carolina, South Carolina, and Georgia, after-school child care projects administered by public school districts were identified. The directors of these projects were mailed a validated survey instrument along with a cover letter requesting their participation in the study. In addition, on-site visitations to three communities having after-school child care projects administered by public school districts were conducted.

A total of 19 directors representing 45 projects responded to the survey instrument of which 42 projects were found to meet the research limitations imposed on the study. Project directors from five of the seven selected states participated in the study.

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Data from the survey instrument responses were analyzed. Guidelines for school-age child care projects administered by public school districts were developed from the survey of related literature, analysis of survey responses, and on-site visitations. Recommendations based on the findings were given.

DEDICATION

This dissertation is dedicated to the memory of my parents,

William Wesley Plank, and Helen Gaffney Plank,

who provided the foundation

for the development of my inquiring mind.

ACKNOWLEDGMENTS

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Chapter 1

INTRODUCTION

A study of the changing sociological structure of our society
brought to light a current and future need for school-age child care.
In 1979, about 62% of mothers with children ages 6 to 13 were employed.
However, the work rate of mothers varied according to their marital
status: about 50% of all widows worked, whereas, over 80% of all divorced
mothers worked. Of the mothers of school-age children who worked, 78%
were employed full-time. These figures included over 14 million school-
age children who had working mothers (U.S. Department of Labor, 1980).
There were at least 1.6 million children, ages 7 to 13, who were left
unattended and, therefore, were responsible for their own care during
non-school hours (U.S. Department of Commerce, 1976). In order to be
responsive to a changing society, providing quality school-age child care
needed to be a priority at the community, state, and federal level.

School-age child care referred to formal programs which were provided
for children ages 5 to 13, before school, after school, during holidays,
and vacations when parents were unable to care for their children in the
home. Generally, the school-age child care program replaced neither the
home nor the school, but was designed to complement both, augmenting and
enriching what each of these institutions could provide. A common
foundation of exemplary programs was an understanding of children's
varying developmental needs and the provision of an environment that
allowed children representing a range of ages to engage in appropriate

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and meaningful activities (Wellesley School-age Child Care Project, 1981).

The Problem

The problem of the study was to determine the administrative structure, staff qualifications, and staffing patterns of selected school-age child care projects administered by public school districts; and to develop guidelines for planning future projects.

Significance of the Study

Alan Cranston (1979), Chairman of the Child and Human Development Subcommittee of the Senate Labor and Human Resources Committee, noted two significant changes in social structure during the seventies: (1) large increases in the proportion of mothers who worked, and (2) the increased number of children living in single parent households headed by women. Related to these changes was an increase in the number of unattended or "latch-key" children. In view of these changes, a 60% increase in the need for child care providers was projected for the next 10 years. The prospects for legislative action on the national level dealing with these concerns was not evident, even though evidence to support the need for care was available. If programs were developed at either the state or local level, personnel needed to be selected and trained, as well as support services developed to insure delivery of quality school-age child care.

Purpose of the Study

Research involving staff qualifications and staffing patterns of school-age child care programs was limited. This study was designed to provide such research, and more specifically, to add to the literature concerning projects for children ages 5 through 13 who attended school-age child care programs administered by public school districts.

Limitations

The following limitations were placed on the study:

1. The review of literature was limited to books, ERIC documents, unpublished handouts, government publications, periodicals, and bibliographic data obtained through the School-Age Child Care Technical Assistance Program of Tennessee State University, School of Education.

2. The existing programs were surveyed from projects administered by public schools of seven selected states. They included Georgia, Kentucky, North Carolina, South Carolina, Tennessee, Virginia, and West Virginia.

3. The elements considered significant for this study were limited to those measured by the survey instrument (see Appendix B).

4. The study was limited to surveying programs in existence during the spring and summer of 1982.

5. This study was limited to projects licensed by, or known to, their respective State Departments of Human Services.

6. In addition to data collected from returned survey instruments, the study included three on-site visitations to communities having school-age child care projects administered by public school districts.

Assumptions

In conducting the study, the following assumptions were made:

1. There was a need for a study of this nature.

2. The instrument designed was valid and reliable for measuring the identified components of various school-age child care projects.

3. Respondents would report accurately and appropriately to the survey instrument.

4. The projects surveyed in the study were representative of all school-age child care projects administered by public school districts.

5. The related literature adequately reported the status and program components of school-age child care projects.

6. The time at which the instrument was administered did not alter responses to the survey.

7. Program components would not be significantly influenced by the project's geographic location.

8. The sample was adequate and representative of the population.

9. Guidelines for school-age child care projects administered by public schools would aid school districts developing new projects.

Definitions of Terms

For the purpose of this study the following definitions were considered relevant:

Administrator/Director

An administrator/director is the person with overall responsibility for the program.

Day Care Center

A day care center refers to a facility operated by a person, society, agency, corporation, institution, or other group, that receives pay for the care of 13 or more children under 17 years of age, for less than 24 hours per day, without transfer of custody.

Institutions of Higher Learning

Institutions of higher learning include technical schools, institutions granting two year associate degree programs, and institutions conferring four year baccalaureate degrees.

Latch-Key Child

A latch-key child is one who is left unattended before school, after school, during holidays, and summer vacations, and who gains access to his/her home with a key usually worn around the neck.

Lead Teacher

An individual who is responsible for a group of children in an after-school program.

Panel of Experts

A group of individuals who have special skill or knowledge.

Parent

A parent is one who provides a home for the child and makes decisions concerning his/her well-being.

School-age Child Care

School-age child care refers to formal programs which are provided

for children ages 5 to 13, before school, after school, during holidays and vacations when parents are unable to care for their children in the home.

Staff

The staff refers to full-time and/or part-time employees, and volunteers involved with after-school child care program delivery.

Staff Development

Staff development is the systematic effort to improve the conditions, objectives, resources, and responsibilities of a selected group.

Validation

Findings based on evidence that can be supported; acceptable; convincing.

Research Questions

The following research questions were developed for this study.

Research Question 1

What types of administrative structure are demonstrated by after-school child care projects?

Research Question 2

Will the projects surveyed require similar staff qualifications for initial employment?

Research Question 3

Will the projects surveyed utilize similar staffing patterns?

Research Question 4

Will the literature indicate prescribed staff qualifications?

Research Question 5

Will the literature state prescribed staff qualifications in behavioral terms?

Research Question 6

What will be the adult/child ratio of projects surveyed?

Research Question 7

Will the projects surveyed utilize a staff development program?

Research Question 8

Which of the states included in the study require prescribed standards for after-school projects administered by public school districts?

Research Question 9

Will there be similarities among states of prescribed standards for after-school projects administered by public school districts?

Procedures

The procedures followed in this study were:

1. Relevant literature on school-age child care projects was surveyed.

2. Projects to be surveyed were identified and selected.

3. A survey instrument was designed to elicit desired information

from selected projects.

4. The instrument was submitted to a panel of experts for validation.

5. The instrument, with an appropriate cover letter, was mailed to selected project directors.

6. Three on-site visits to communities with after-school child care projects administered by public school districts were conducted.

7. The completed survey instruments were received, the data were compiled and analyzed.

8. Guidelines were developed from the data collected, the survey of related literature, and the on-site visitations.

Organization of the Study

The study was organized into six chapters:

Chapter 1 includes the introduction, the statement of the problem, the purpose of the study, the significance of the study, the limitations, the assumptions, the definition of terms, the research questions, the procedures of the study, and the organization of the study.

Chapter 2 contains the review of literature and research related to the problem statement.

Chapter 3 contains the methods and procedures utilized in the study.

Chapter 4 contains the presentation of the data and analysis of the findings.

Chapter 5 contains the guidelines for development of future school-age child care projects administered by public school districts.

Chapter 6 contains the summary, conclusions, and the recommendations of the study.

Chapter 2

REVIEW OF LITERATURE

The growing participation of women in the labor force, and the
continually increasing numbers of single-parent families have established
trends in American society. A consequence developing from these trends
was the heightened number of school-age children who were in need of care
before and after school, and during school vacations. As a result,
parents on a national level were expressing need for school-age child
care programs. In a survey of 10,000 working women conducted during
1978, by Family Circle magazine, nearly 30% of the women with children
between the ages of 6 and 13 reported leaving their children home alone,
or with brothers and sisters, after school. Of these mothers, less than
1% said they would leave their children home alone, if given the choice
(The Family Circle Magazine Child Care Survey, 1979).

History of School-age Child Care

The YMCA/YWCA and Settlement House movement during the late 19th
and early 20th century was the origin of the school-age child care
concept, according to Clara Lambert (1944). New York City played an
influential role in this history dating back to the late 1800's when the
city took over summer tutorial programs for students. Then, in 1910,
the city established "Play Streets" and in 1918, developed "play schools."
These were the forerunner of today's generally accepted concept of
school-age child care programs. Concern for socialization of school

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children during the summer months of the World War I period led to the
use of school buildings for "play schools" in New York City during the
1920's and 1930's. During World War II, the Lanham Act authorized the
establishment of child care centers on a national level. The Play
Schools Association became a national leader for training school-age
child care workers. This association published numerous books and
articles from the mid-1930's through the early 1950's. The most notable
of these publications was School's Out: Child Care Through Play Schools,
by Clara Lambert (1944). Other than direct reference to World War II,
the philosophy, activities, training needs, and parent involvement
components were current with contemporary progressive thoughts on after-
school child care.

Need for School-age Child Care

Statistics compiled by the U.S. Department of Labor supported the
need for school-age child care programs (see Tables 1-7). Nearly two-
thirds of the mothers with school-age children (ages 6-13) were employed.
Of those mothers with school-age children (ages 6-13) who were working,
slightly more than three-fourths worked full-time (35 or more hours per
week). The statistics indicated that in homes where there was no husband,
over 80% of the mothers of school-age children worked full-time. In
1979, over 14 million children in the United States between the ages of
6 and 13 had mothers who were members of the labor force.

While many families still used traditional sources of child care,
many family care givers (grandmothers, aunts, sisters, and mothers) were
working, usually in full-time positions. Indicators of potential need

for school-age child care programs for the future were reflected by the statistics that over half of all mothers with pre-school children (ages 3-5) were working, while 40% of all mothers with infants and toddlers (0-3 years) were working.

Of those working mothers with children under the age of 6, over two-thirds were employed on a full-time basis (over 35 hours per week). The number of young children (under age 6) with working mothers, who were potential participants for future school-age child care programs, exceeded seven million.

Table 1

Employed Mothers with School-age Children

	Work rate of mothers in the United States
Percentage of overall labor force participation rate of mothers with children ages 6-13	61.9
Never married mothers	64.5
Married, husband present	59.3
Married, husband absent	66.3
Widowed mothers	49.3
Divorced mothers	81.7

Note. From U.S. Department of Labor, 1980, Table 27.

Table 2

Full- or Part-time Status of Working Mothers
of School-age Children

	Full-time	Part-time
Percentage of mothers with school-age children who work full-time or part-time	78.2	21.8
Never married mothers	83	17
Married mothers, husband present	66	34
Married mothers, husband absent	82	18
Widowed mothers	72	28
Divorced mothers	88	12

Note. From U.S. Department of Labor, 1980, Table 28.

Table 3

School-age Children with Working Mothers

	Number of Children
Total children in U.S. ages 6-13	26,368,000
Mother in labor force	14,201,000
Mother not in labor force	11,766,000
Children in married couple families	21,338,000
Mother in labor force	11,269,000
Mother not in labor force	10,069,000
Children in families maintained by women	4,629,000
Mother in labor force	2,932,000
Mother not in labor force	1,697,000
Children in families maintained by men	401,000

Note. From U.S. Department of Labor, 1980, Table 31.

Table 4

Percentage of Working Women in the United States
in March, 1979

	Percentage
Ages	
16 - 19	50.9
20 - 24	68.7
25 - 34	63.5
35 - 44	63.6
45 - 54	58.6
55 - 64	42.7
65 and over	8.7
Percent of all women in the U.S. over age 16 who work	50.7
Percent of women who work full-time	71.7

Note. From U.S. Department of Labor, 1980, Tables 22 and 28.

Table 5

Work Rate of Mothers of Children Under the Age of 6

	Work Rate of Mothers with Children 3-5 Years, None Younger	Work Rate of Mothers with Children Under Age 3
Percentage of overall labor force participation rate of mothers	52.2	40.9
Never married mothers	53.0	47.2
Married, husband present	49.4	39.3
Married, husband absent	59.5	47.5
Widowed	Not available	Not available
Divorced	74.9	60.3

Note. From U.S. Department of Labor, 1980, Table 27.

Table 6

Full-time Employment of Mothers with Children
Under the Age of 6

	Children Ages 3-5 Only		Children Under 3	
	Full-time	Part-time	Full-time	Part-time
Percentate of mothers with young children who work full-time and part-time	70	30	65	35
Never married mothers	87	13	69	31
Married, husband present	66	34	63	37
Married, husband absent	82	18	84	16
Widowed mothers	63	37	100	---
Divorced mothers	86	14	85	15

Note. From U.S. Department of Labor, 1980, Table 28.

Table 7

Numbers of Children Under the Age of 6 with Working Mothers

	Number of Children
Total children in U.S. under age 6	16,981,000
Mother in labor force	7,166,000
Mother not in labor force	9,654,000
Children in married couple families	14,439,000
Mother in labor force	5,902,000
Mother not in labor force	8,538,000
Children in families maintained by women	2,380,000
Mother in labor force	1,264,000
Mother not in labor force	1,116,000
Children in families maintained by men	161,000

Note. From U.S. Department of Labor, 1980, Table 31.

Components of School-age Child Care Programs

The School-age Child Care Project at Wellesley College, Center for Research on Women (1981), suggested that, generally, school-age child care programs served children who came from a long, structured school day, and were in need of a supervised environment until the parent returned from work. Theoretically, a good quality program provided children with a "home base"--a place to go after school where the staff and environment were predictable and consistent. From their observations of programs nationwide, there was no set curriculum or range of activities in which the children were involved. This was viewed as either a great strength or a great weakness inherent in the provision of programs.

The types of activities undertaken in each center were dependent upon:

1. The program's physical space

2. Funds available

3. Community resources

4. Abilities and interests of the staff

5. Input from parents and children.

Because many program participants were already tired from the day's formal activities when they arrived at the program site, children needed to be provided the opportunity to rest or engage in quiet activities of their own choosing. It appeared that some children arrived full of pent-up energy. If so, this could be channeled in the direction of outdoor-physical activity. Children who had been in structured, large-group instructional settings needed the opportunity to be alone or

interact with small groups.

Although curriculum varied, free choice of activities was essential for each project participant. Choice of activities promoted individual development of skills and in-depth exploration of subjects of interest to each child.

Critical Elements of Quality School-age Child Care Programs

In a paper entitled "Providing Quality School-age Child Care," the School-age Child Care Project at Wellesley College addressed the following critical elements of school-age child care programs.

Selection of Staff

The most critical element in providing quality school-age child care was the selection of staff. Each program's activities were developed and delivered by in-house staff who structured a program to meet the children's varying developmental needs. Individuals who demonstrated maturity and were aware of child development concepts seemed best suited for working with children in group settings. Staffs were comprised of camp counselors, recreation leaders, artists, craftsmen/women, and early childhood or elementary school teachers. Men and women of varying ages and national and/or racial backgrounds were sought to lend richness to the program by sharing their unique backgrounds with the children in care.

Adult/Child Ratio

Most states determined that a staff child ratio of 1:20 was

satisfactory for meeting licensing regulations. This ratio could be augmented by volunteers, and/or student teachers. Wellesley's School-age Child Care Project, from its nationwide work, indicated that this ratio would not permit the kind of program activities deemed to be of desirable depth and scope. Rather, they suggested that one teacher per ten children (1:10 ratio) seemed to be a workable and affordable solution.

Parent Input

Since parents were the consumers in the community, it was essential that they had adequate input into the organization and delivery of programs. This could be accomplished when parents became board members of a non-profit center—thus allowing them a degree of control over the decision-making process. In some instances parent meetings were held, staff conferences were conducted regularly with individual parents, and some parents became involved in program delivery by contributing time, in their area of expertise, to guide the children's activities.

Financial Considerations

Setting realistic fees which parents could afford was critical to program enrollment. Fees charged to the parents provided funds for the purchase of necessary supplies and equipment, and maintenance of a qualified staff. Depending on the hours of care provided, parents' fees varied tremendously. For care during the after-school hours (3-6 p.m.) parents' fees ranged from $10-$35 per week. Many programs charged the same fee to all parent users, while others developed a sliding-fee schedule based on documented parental income. It was found to be critical for program survival that the project be self-supporting.

Use of Space

Programs needed to have exclusive use of space that could be adapted for delivery of programs tailored to the needs of the children in care. Based on components of the program offered, space was usually divided into the following five categories:

1. quiet, restful activities (reading, resting),

2. small group activities (arts and crafts),

3. grouping of tables and chairs (snacks),

4. project areas (woodworking, blockbuilding), and

5. outdoor play area (formal and informal games and sports).

Organizational Structure

The unique needs of each community needed to be addressed at a local level determining location of program and legal responsibility for its development and maintenance (Neugebauer, April 1980). Among the most popular models were programs operated by schools in the schools, independent agencies in schools, independent agencies in non-school facilities, day care centers in their facilities, recreation agencies in their facilities, and family day care providers in their own homes (also see Appendix E).

Models of After-School Projects

School in the Schools

The after-school program was administered by the local school district. Responsibility for direct supervision of the program was typically delegated to the after-school unit within the district's

central administration or to the principal of the school in which the program was housed. When school districts were administratively responsible for after-school child care projects, they usually operated in several elementary schools in the district.

Independent Agency in Schools

In many communities, separate non-profit corporations were organized to operate after-school child care projects. Typically, they were governed by parent-dominated boards which included representatives from the public schools and the community. The corporations were responsible for a single project site or multiple sites within the school district.

Independent Agency in Non-school Facility

In some communities after-school child care organizers decided to provide care in facilities outside of the public schools, utilizing appropriate space provided by organizations within the community. Program sites suggested were churches, YMCA/YWCA's, Boys' Clubs and/or Girls' Clubs, and community recreational centers.

Day Care Centers in Their Facilities

Many day care centers expanded their programs to serve school-age children. Typically these centers operated their school-age program in the same facility as their preschool program. In some centers separate space was set aside for the after-school program. In others the after-school children occupied a portion of the preschool space made available

when preschool enrollment decreased in the afternoon.

Recreation Agency in
Their Facility

Some recreation agencies such as Boys' Clubs, Girls' Clubs, YWCA's and YMCA's expanded their normal recreational activities to provide day care services for school-age children. The agencies often provided transportation from elementary schools to the project sites.

Family Day Care Providers
in Their Own Homes

Family day care providers caring for preschool children during the day accepted several school-age children in the afternoon after their preschool children had gone home for the day. These providers offered the children a supervised environment but did not have an organized after-school program.

Key Factors for Structuring an Effective Program

A survey of 14 communities by the "Child Care Information Exchange" determined five key factors for structure of an effective program. They were:

1. parent input into the program,

2. responsiveness to children's differing needs,

3. adequacy of transportation,

4. maximum utilization of physical resources, and

5. maximum utilization of financial resources.

Elizabeth Prescott and Cynthia Milich (1974) proposed a structure integrating these five program components. Their recommendation was to

establish an after-school resource center in the public schools. This resource referred parents to various types of after-school programs within the community. It also coordinated a transportation system to transport children to the various sites. It was suggested that the coordinating center be sponsored by: a local information and referral agency, the Department of Human Services, the Mayor's office, a city-wide after-school coalition, the local Parent-Teacher's Association, or a large day care agency. In addition to coordinating referrals and transportation, the center provided technical assistance to school-age programs just beginning a program, served as an advocate for after-school needs within the community, and kept project directors informed of potential financial and program resources. The primary advantage of such a system was to provide families with a choice as to what form of care would best meet their needs.

Specific Needs of School-Agers

The "Child Care Information Exchange" Newsletter (Neugebauer, April 1980) referred to Erik Erikson (1963) who described the school-age years as the period of "industry versus inferiority." The developmental tasks to be addressed during this time were:

1. Acquiring a sense of industry. During this period the child becomes eagerly involved in the act of producing finished projects. The child is less interested in free play and desires more structured games.

2. Developing a sense of competence. Flowing from the urge to be productive is the desire to master skills that control one's environment. This skill development involves both physical and intellectual endeavors.

Wide variety of offering contributes to development of a full range of competencies.

3. <u>Fending off a sense of inferiority</u>. The desire for mastery of skills brings with it a concern about how one is compared to his peers. The child needs to experience success that he recognizes and that is recognized by his peers and adults.

The Responsive Curriculum

Based on Erikson's Developmental Tasks, and surveys of existing programs conducted by Elizabeth Prescott and Cynthia Milich (1974), Joan Bergstrom and Donna Dreher (1976), and Cate Poe (1978), the following key characteristics of responsive school-age curricula were suggested:

1. Providing opportunities for initiative. Responding to children's sense of industry, centers should provide opportunities to engage in meaningful and needed work.

2. Supporting children's sense of competence. Satisfactory accomplishment of work will provide a sense of competence.

3. Providing support for children's peer association. School-age programs should foster each child's need for close relations with children his own age.

4. Appropriately involving adults. Adults should be available, but not intrusive.

5. Maintaining complementary relationship with schools. Programs should complement not replicate each other.

6. Emphasizing recreational activities. Though these activities do develop strength and coordination, they should be exercised with an

awareness of the program's overall goals for human development.

7. Involving children in their community. Children are often protected from their community. Integration into the community is of benefit to school-age children to develop a sense of belonging and self-worth.

The Wellesley School-Age Child Care Project

The Wellesley College Center for Research on Women had developed the School-age Child Care Project, which served as a technical assistance program of national magnitude.

The School-age Child Care Project was initiated in May 1979 to meet the expressed needs of communities on a national level for information and technical assistance for the design and implementation of after-school programs.

Each component of the project--research, technical assistance, publications, and demonstrations--sought to accomplish the development of programs which encompassed both protection and increasing independence for the children. The project also sought to utilize community resources, which reflected local cultural and economic diversity.

Funding for the 1981-82 project was provided by the Carnegie Corporation, Ford Foundation, Levi Strauss Foundation, and the General Mills Foundation. Former funding sources included the William T. Grant Foundation, and the National Institute of Education.

The project was comprised of four interrelated components which were viewed as action models. They were:

1. __Research.__ In the initial research phase, the Project made an intensive search to identify and gather information about exemplary school-age child care programs throughout the United States. Primary emphasis was placed on public school "partnership models" (programs operated in public school space by parent groups or community agencies), because they tended to allow for a cost-effective mix of public and private resources, administrative flexibility, and parent control.

2. __Technical Assistance.__ Project research on exemplary programs translated into technical assistance by providing communities with two types of help: (a) technical assistance via telephone from staff with expertise in program development, and (b) referral to other programs from whom assistance could be gained.

3. __Publications.__ The project compiled and monitored written resources, and was involved in the writing of two publications: __School-Age Child Care Action Manual,__ a guide-book designed to present alternative strategies for financing administration, and program operation; and __School-Age Child Care Policy Report,__ addressed to local, state, and federal policy makers suggesting specific recommendations regarding legislation and administrative procedures that would aid communities in meeting their need for school-age child care programs.

4. __Demonstrations.__ A demonstration component was initiated in January, 1981 funded through December, 1982. The project was supporting the activities of eight demonstration sites throughout the country in their efforts to start school-age child care programs, improve the quality of existing programs, and to maximize the use of all types of community resources. The eight groups also acted as technical assistance affiliates to the Project. Through sharing information and resources these sites provided knowledge and skills to those in their local and state areas. (Wellesley School-age Child Care Project Summary, 1981)

The Future Need for School-age Child Care

When considering the future need for school-age child care, the following data was introduced. It was projected that by 1990:

1. Women ages 20 to 40 were expected to have a 70% to 90% work rate (Masnick & Bane, 1980).

2. At least 19.6 million children (aged 5-13) would need some form

of school-age child care (Beck, 1980; Dearman & Plisko, 1980).

3. Families would be smaller and children would be more closely spaced. Thus siblings would be unavailable to provide care for younger children (Hofferth, 1979; Masnick & Bane, 1980).

4. The mobility of families and increased numbers of working women diminished access to the traditional child care arrangements involving grandmothers, aunts, and family members living in the home (Hofferth, 1979; Masnick & Bane, 1980).

Staffing Practices and Staff Development Needs

Prescott and Milich (1974) described school-age day care as being in a "curious limbo" which was often described by "what it was not." This tentative status was reflected in an examination of staffing practices. Leadership roles were assumed by individuals with training in early childhood or elementary education. Neither of these two areas dealt directly with the older child or with providing a stimulating environment in this unique setting. They concluded that certification in early childhood or elementary education did not guarantee competence in caring for school-age children in an after-school setting.

Their findings indicated that adults who worked with school-age children needed the following competencies not included in early childhood or elementary education programs:

1. The ability to provide leadership and to set limits in ways which helped children understand how social systems worked; and to give them experience with authoritative, but non-punitive, models.

2. The ability to set up an environment where children could learn

skills which could be developed later in both vocational interests, and profitable leisure time activities.

3. The ability to generate a climate where children could develop values and serious commitments.

Prescott and Milich concluded that, at that time, there was no defined role of child care worker in school-age care. Training programs which prepared individuals for care of older children in this unique setting were non-existent.

James S. Robertson (1979), in a paper on staff development for school-age care personnel, described staff development as personal and professional development to expand skills. In most of the programs he surveyed, staff development was reported to be casual and informal. In fact, he found that many directors felt that it occurred more as a by-product of other activities than as a planned component of the total program.

He suggested that those who sought to design and implement staff development would find that the research available was limited and seldom directed toward the staff needs for school-age programs. School-age day care was a new and developing profession with few academic studies or training resources to support it.

One definition of staff development was

the dynamic process of personal and professional growth by which staff members, individually and collectively, acquire new skills and knowledge of themselves, one another, their clients and their profession. This knowledge, when directed and applied, would improve the work environment, staff relations and the quality of the child care service. (Robertson, 1979, p. 22)

A staff, comprised of individuals at varying stages of personal and professional development, were drawn together by a common concern for the goals and activities of school-age child care. The assumption of this basic common goal was fundamental to any staff development effort.

In school-age programs most staff development and training efforts were informally conducted through discussion. Formal staff development efforts generally included on-the-job training and supervision, supplemented by in-service education. Associations and workshops contributed to or stimulated the course of in-service education. Indeed, in-service education offered the most viable and flexible opportunity for staff training since it dealt with the concerns and issues specifically pertinent to a particular program and staff.

In The After-School Day Care Handbook, prepared as a joint project by Community Coordinated Child Care, and the 4-C in Dane County, Incorporated in Madison, Wisconsin (Hendon, Grace, Adams, & Strupp, 1977), it was suggested that persons working in an after-school setting understand their individual roles. They were neither teacher (though they were often teaching in an informal way) nor were they parents, though they provided care, protection, and support. The role of staff was to provide a safe, stimulating environment where children learned about themselves and pursued their interests with minimum adult control and maximum adult support and guidance.

They suggested the following skills for adults working in a school-age program:

1. Knowledge and understanding of growth and development of children,

2. The ability to assess developmental problems of the individual child,

3. Understanding of the public schools' responsibility for, and to, children,

4. Ability to elicit children's interests and ideas and to help them expand and develop them,

5. Use of techniques that would help children develop problem solving skills,

6. Knowledge of health and nutrition needs of school-age children,

7. Information on, and knowledge of community services and resources, and

8. Understanding of the predominant community values and the ability to express and support other value positions.

The educational background and/or work experience of staff included many of these skills. Study in the fields of recreation, education, child development, psychology, and social work provided useful knowledge and appropriate skills.

Mary E. Mayesky, former principal of the Mary E. Phillips Extended Day Magnet School (Raleigh, North Carolina), was a professor of Education at Duke University, and a recognized spokesperson for after-school child care programs. Mayesky stated that staff members of the Phillips program were selected not only on the basis of certification to teach specific subjects, but also, because of enthusiasm and willingness to develop creative learning experiences for children. Because classroom constraints were diminished in after-school projects, teachers could expand upon concepts taught during the school day and further develop them with the

children in this unique, informal atmosphere.

James Levine, in his book Day Care and the Public Schools, Profiles of Five Communities (1978), stated that proponents of public school prime sponsorship led by professional organizations and unions made the following arguments concerning staffing:

1. Current standards for day care were, at best, inadequate,

2. Uniform certification, best achieved via the public schools, was the only way to guarantee "quality" child care,

3. Public school teachers, more than any other group in society, were qualified to meet the needs of children, and

4. The education system was "in place" for training. There was the capacity among colleges of education to deliver this training.
Opponents to public school teachers staffing programs argued:

1. Public school teacher certification was not a guarantee of competence for teaching in a non-traditional setting.

2. This type program needed men and women with warmth, openness, and demonstrated effectiveness in dealing with children.

A Legal Decision Rendered on the Appropriateness of Public School Participation in After-School Child Care

A study of the need for, and appropriateness of public school operated day-care programs for school-age children, was prepared for the Governor and the General Assembly of the Commonwealth of Virginia. This study (House Document No. 16), completed in 1981, resulted from a decision rendered by the Commonwealth's Attorney General which stated that local school boards did not have legal authority to operate day

care centers upon school property with school board employed personnel

(Appendix E).

The Attorney General's decision addressed the controversy of whether

a public school district could provide programs which were not deemed to

be primarily educational in function. The recommendations of the study

directed to the Governor and General Assembly included:

> 1. Local school divisions should be given the option,
> when the need has been recognized by the local governing
> body, to provide programs for pupils before and after
> regular school hours. Local funds and/or parent fees should
> be used as primary sources for financing these programs.
>   Rationale. Allowing a school division the option to
> administer an extended day care program, in essence,
> encompasses a local option approach to meeting community
> needs.
> 2. Guidelines should be formulated as a cooperative
> effort among community representatives to assist local school
> divisions that elect to implement programs. The State
> Department of Education and/or other appropriate agencies
> should assist in the development of such guidelines.
>   Rationale. The development of non-mandatory guidelines
> for the establishment and operation of extended day care
> programs by public schools would provide valuable technical
> assistance to school divisions in the development of quality
> programs.
> 3. Local school divisions, and all other service
> providers, both public and private, should cooperate to the
> fullest in meeting the need for before and after-school care.
>   Rationale. Public schools constitute only one of the
> many alternatives for meeting the need for before and after-
> school care for school-age children. The need for care can
> best be met through the mutual cooperation of both the public
> and private sectors. (Virginia House Document Number 16,
> pp. 18-19)

Resulting from the Attorney General's decision, after-school child

care projects were prohibited in Virginia. Exemptions were granted for

Arlington County Public Schools, Falls Church City Public Schools,

Charlottesville City Public Schools, and Bath County Public Schools to

continue offering programs which were established prior to the Attorney

General's decision. These programs were found to be administered by
their respective school boards and funded by their County Boards in the
Community Activities Budget (not the Instructional Budget).

Public Schools Providing After-School Child Care in Connecticut

Karen Schneider and L. A. Chung (1982) addressed the controversy of
public schools providing after-school child care programs in Connecticut.
Public school officials have often stated that provision of after-school
child care is not the responsibility of the school district but of the
parents of children needing care. School officials claim that dwindling
financial resources are responsible for their unwillingness to sponsor
after-school projects. Some public school educators have noted the
movement of children needing after-school care to private schools which
provide such service.

Legal Aspects of Organizing Programs

Legal aspects of organizing and operating day care programs were
discussed in the Day Care Legal Handbook by William Aikman (1977).
Insurance seemed to be an area of day care programs often overlooked
when projects were being planned and organized. He suggested that project
administrators evaluate insurance coverage in terms of degree of potential
risk, and amount of potential loss. The Davidson County (Tennessee)
School-Age Day Care Task Force (1978) suggested liability insurance
protected programs from the consequences of accidents which occurred on
the project site. A general liability was recommended to cover the

program in cases of bodily injury, damage to the property, medical expenses, and legal costs of defending against suits.

Children Susceptible to Crime

The prevention of crimes against children could be lessened by the provision of after-school child care projects which offered a safe environment for the children of working mothers. Mozelle Core (1978) felt any neighborhood had hazards for a child who was left in an unsupervised environment before school, after school and during school vacation.

New Use for School Facilities

' Working parents viewed unused school facilities, having resulted from declining enrollments, as the potential solution for their after-school child care problems. Mildred Messinger (1980) addressed the positive public relations created by public school provision of after-school child care projects. She also stated that after-school day care was a deterrent to school vandalism resulting from the increased hours the facilities were occupied. According to one school principal who felt very comfortable about the program in his school and suggested the after-school program attracted more children to his school which he considered an asset (Seltzer, 1980).

The traditional sources of financial support for child care projects were discussed by Dana Friedman (1979). Unique solutions for funding projects were presented along with helpful resources and tools for child care advocacy.

School-age Child Care Task Force

The steps involved in the formulation of a task force to promote
school-age day care were suggested by Richard Schofield (1979) resulting
from his work with the Davidson County (Tennessee) School-age Day Care
Task Force. The following steps were taken in setting up a task force
to act as a coalition supporting after-school child care in the community.
He suggested the following steps in the formulation of a task force:

1. Recognition of need for task force,

2. Initial contact of individuals in the task force,

3. Initial meeting of the task force,

4. Individual committees selected,

5. Committee tasks accomplished, and

6. The reassembling of the full task force for committee reports.

School District Responsiveness to Needs
of Working Parents

Efforts to make school districts more responsive to the child care
needs of working parents was not an easy task, according to James A.
Levine and Michelle Seltzer (1980). Public schools were one of the
nation's most established institutions while day care was considered by
many to be a new institution improperly stigmatized as a service used by
the poor. Attempts to bring the two together for provision of after-
school child care often met with resistance from school administrators,
as well as from private profit-making day care operations and taxpayers
at large.

Establishment of a Non-profit
Child Care Agency

An action guide for the establishment of a non-profit child care

agency was prepared by the Texas Department of Human Resources (1980).

The guide was based on experiences of launching, maintaining and expanding

Extend-A-Care, a private, non-profit agency serving more than 800

children. A brief profile of the agency was included along with an

outline for program start-up.

Wheelock Conference on School-age Child Care

A collection of papers written by program directors, parents and

advocates were assembled by Andrea Genser and Clifford Baden (1980) from

a conference held at Wheelock College in June, 1979. Articles were

offered on the needs of school-age children, descriptions of program

models, staff development issues, evaluation, and parent/staff relation-

ships. The collection concluded with a discussion of policy issues and

future directions for school-age child care.

Federal Government's Role in the Provision
of Child Care

The relationship between the federal government's child care

programs and policies, and the federal goal of equal opportunity for

women were discussed in Child Care and Equal Opportunity for Women, 1981.

The report appraised the laws and policies of the federal government with

respect to the provision of child care services examining whether those

policies resulted in discrimination or denial of equal protection of the

laws on the basis of sex.

Summary

When examining the literature on school-age child care it became apparent that, although some programs had existed for decades, the collection of sophisticated research and data on school-age child care was in the infancy stage. A growing need for development of programs, on a national scale, was supported by statistics.

Administrative organization, financing, curricula, and staffing patterns were varied, but the literature indicated need to provide for the unique developmental needs of the children in care. The problem of how to address the training and staff development needs of those involved in delivery of care for school-age children remained unanswered. A legal decision rendered on the appropriateness of public school participation in the provision of after-school child care in the Commonwealth of Virginia was reported.

Chapter 3

METHODS AND PROCEDURES

This chapter was designed to present a description of the study, the procedures followed, the selection of programs to be surveyed, the design of the instrument used, a description of on-site visitations, the research questions tested, and the methods utilized in analyzing data collected.

Description of the Study

The study was descriptive in design, having used the questionnaire method for collecting data. The study was undertaken to analyze the administrative structure, staff qualifications, and staffing patterns of after-school child care projects, and on the basis of this information combined with the literature review, to develop guidelines for planning future after-school child care projects administered by public school districts.

Procedures

In developing this study the following steps were taken:

1. After an initial review of literature relating to after-school child care centers the researcher met in October, 1981, with the Wellesley School-age Child Care Technical Assistance Project, School of Education, Tennessee State University, to discuss the status of school-age child care programs in the Upper East Tennessee region.

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2. The Tennessee Volunteers for Children Conference was held in Nashville, Tennessee in December, 1981, where meetings were held with three directors of projects who had developed school-age child care programs in the region.

3. An ERIC search on latch-key children and after-school child care programs was conducted.

4. A survey of the literature on school-age child care was conducted.

5. Individual meetings with superintendents of schools from Bristol, Tennessee and Elizabethton, Tennessee were held to discuss the feasibility of starting after-school child care programs in their districts.

6. A meeting with the superintendents of schools from the Upper East Tennessee Education Cooperative was conducted on May 6, 1982. The superintendents of the cooperative, or UETEC (an intact group representing the 12 school districts of the Upper East Tennessee area), were informed of current thinking about school-age child care for children ages 5 through 13 which could be developed into projects for their respective districts.

7. A survey instrument was developed and submitted to a panel of experts for validation (Appendix B).

8. The attempt was made to identify all school-age child care projects administered by public schools in the states of Kentucky, West Virginia, Virginia, Tennessee, North Carolina, South Carolina, and Georgia.

9. The instrument was distributed, completed and returned.

10. On-site visits to three cities having after-school child care

projects administered by public school districts were conducted.

11. The data from returned instruments were compiled and analyzed.

12. Guidelines were formulated from analysis of the data, the survey of literature and the on-site visitations.

The Survey Instrument

An instrument was developed to assist in answering the research questions stated in Chapter 1 (Appendix B). Various formats were discussed regarding the instrument, and from input of personnel working in the Wellesley School-age Child Care Project, and the researcher's doctoral advisory committee, a specific format was selected. It was decided by the doctoral advisory committee that the expertise status of the Wellesley Project personnel would be acceptable for determining the validity of the instrument. Three telephone conversations were held with personnel from the Wellesley Project to determine if the content and format of the survey instrument would adequately measure the administrative structure, staff qualifications, and staffing patterns of school-age child care projects administered by public school districts. All suggestions from the Wellesley Project were incorporated into the survey instrument. A copy of the instrument was then forwarded to the project director with a written request for additional revisions to the instrument. The director of the Wellesley Project confirmed that the instrument would elicit responses concerning the administrative structure, staff qualifications, and staffing patterns of school-age child care projects administered by public school districts.

Selection of Projects

Participants for the study were selected from seven states which included: Georgia, Kentucky, North Carolina, South Carolina, Tennessee, Virginia, and West Virginia. A list of all school-age child care projects administered by public school districts in each of the seven states was obtained from the licensing agent of the State Department of Human Services, or comparable unit, by telephoning the licensing agent requesting such a list, and explaining the purpose of the request. A follow-up phone call was made 2 weeks later to the licensing agent who had not responded to the request. The advisory committee determined that a minimum return of 25% of the identified projects shoudl respond.

Data Collection

After approval was granted by the doctoral advisory committee to pursue the study, each participant was mailed an instrument along with a cover letter explaining the purpose of the study, soliciting their responses, and assuring them access to the collected data (see Appendices A and B). Included was a stamped, self-addressed envelope to be used to return the instrument. The doctoral advisory committee had previously agreed that a 25% return from each of the seven states (representing a minimum of 15 instruments) would be adequate for analysis. When the predetermined percentage of returns was obtained, the data were analyzed. The results are presented in Chapter 4.

On-Site Visitation of Selected Projects

Three selected communities with identified school-age child care projects administered by public school districts were visited. The willingness to cooperate in the study was a factor in the project selection. A telephone call was made to each administrative director in the identified areas to grant or deny permission for their projects to be used in the study. After receiving permission to use the projects in the study, a telephone call was made to the administrative director to confirm the date and time of the visitation and to explain the procedures to be followed in the visitation. A letter was sent to each director confirming the date and time of the visitation.

The director of each project visited was asked to complete a survey instrument. The directors' responses to the instrument were not validated. One project in operation was observed in each of the three communities visited. The questions of the survey instrument served as the guidelines for these observations. A letter was sent to each director expressing appreciation for the opportunity to visit their projects.

Data Analysis

Data from the study designed to determine administrative structure, staff qualifications, and staffing patterns of selected after-school child care projects, were analyzed by reporting raw data and percentage data. Narrative format was utilized for reporting descriptive information.

Research Questions

The data analyses were reported to answer the research questions:

Research Question 1

What were the types of administrative structure demonstrated by after-school child care projects? This question was answered through responses to the survey and the on-site visitations.

Research Question 2

Did the projects surveyed require similar staff qualifications for initial employment? This question was answered through responses to the survey and the on-site visitation.

Research Question 3

Did the projects surveyed utilize similar staffing patterns? This question was answered through responses to the survey and the on-site visitation.

Research Question 4

Did the literature indicate prescribed staff qualifications? This question was answered through a review of literature and was presented in Chapter 2.

Research Question 5

Did the literature state prescribed staff qualifications in behavioral terms? This question was answered through a review of literature and was presented in Chapter 2.

Research Question 6

What was the adult/child ratio of projects surveyed? This question was answered through responses to the survey and the on-site visitations.

Research Question 7

Did the projects surveyed utilize a staff development program? This question was answered through responses to the survey and the on-site visitations.

Research Question 8

Which of the states included in the study required prescribed standards for after-school projects administered by public school districts? This question was answered by telephone interviews with the individual state licensing agents of the Departments of Human Services.

Research Question 9

Did the data collected indicate similarities among states of prescribed standards for after-school projects administered by public school districts? This question was answered through responses to the survey and on-site visitations.

Summary

The methods and procedures used to conduct the study were presented in this chapter. A survey instrument was constructed to elicit data on administrative structure, staff qualifications, and staffing patterns of selected after-school child care projects administered by public school districts. The instrument was validated and mailed to projects in five

of the seven selected states. On-site visitations to three communities
with identified projects were conducted. When the data were collected,
the data were analyzed. Guidelines were developed from the findings of
the study, the survey of literature, and the on-site visitations.

Chapter 4

PRESENTATION OF DATA AND ANALYSIS OF FINDINGS

The purpose of this study was to determine administrative structure, staff qualifications, and staffing patterns of selected school-age child care projects; and to develop guidelines for planning projects administered by public school districts.

Presentation of the Data

The state child care licensing agents of the Departments of Human Services, and/or the Departments of Education from the states of Kentucky, West Virginia, Virginia, Tennessee, North Carolina, South Carolina, and Georgia were contacted to determine the names and locations of the school-age child care projects administered by public school districts in their respective states. Of the seven states selected for the study, West Virginia and Kentucky had no school-age child care projects administered by public school districts known to their Departments of Human Services or State Departments of Education (see Appendix F). However, 60 projects were identified in the states of Virginia, Tennessee, North Carolina, South Carolina and Georgia.

The questionnaire was distributed to the directors of the 60 identified projects. Respondents to the study included 19 directors representing 45 projects, of which 42 projects met the limitations for the study, yielding a return of 70%. These were identified in Table 8.

Table 8

Responses to Survey of School-age Child Care Projects Administered
by Public School Districts of Seven Selected States

State	Projects Identified	Instruments Completed and Returned	Returned Instruments Meeting Limitations of Study	Percentage of Included Returns
Georgia	7	4	4	57
Kentucky	0	0	0	0
North Carolina	19[a]	15	15	79
South Carolina	9	3	0	0
Tennessee	3	2	2	66
Virginia	22	21	21	95
West Virginia	0	0	0	0
Total	60	45	42	$\overline{X}$ = 70

[a]The administrative directors of the 19 projects identified in North Carolina were surveyed by
on-site visitations. These visitations were conducted in Raleigh (Wake County), Durham (Durham County),
and Boone (Watauga County), North Carolina.

The 19 directors who responded to the survey represented 42 projects which were included in the following analysis of data.

Research Question 1

What were the types of administrative structure demonstrated by after-school child care projects?

The directors of the 42 projects included in the study reported use of the following types of administrative structure:

1. The program was administered by an individual from the school district central office under the auspices of community education.

2. A director, located at each project site, was one of the following:

      a. school principal

      b. school district teacher working either part, or full-time, as after-school project director.

3. The project was administered jointly by the local Community Education Program and the YWCA (Young Women's Christian Association).

Research Question 2

Did the projects surveyed require similar staff qualifications for initial employment?

Initial employment for the director/lead teacher position was dependent upon Board of Education endorsement to teach in each of the respective states included in the study. The directors' areas of endorsement for teaching included: elementary education, child psychology, recreation, and early childhood education.

The position of aide was less clearly defined and was classified as

a non-certified position. The rationale given for this was that the individual sought for this position needed experience working with children, but was not required to possess teaching credentials. The academic and experiential background of these individuals included proficiency in skill areas (art, music, and recreation) which would be of value in program delivery.

Research Question 3

Did the projects surveyed utilize similar staffing patterns?

The projects surveyed in the study indicated use of one of the following staffing patterns determined by the number of children served in a given groups: one teacher, lead teacher and aide, or lead teacher and more than one aide.

The positions of aide included individuals who did not possess teaching credentials and were, therefore, termed "non-certificated" employees of their respective Boards of Education and were categorized in the following manner:

1. CETA employees (Comprehensive Employment and Training Act),
2. Senior citizens,
3. High school students (in Child Development class),
4. Undergraduate students,
5. Community volunteers, and
6. Parents.

Research Question 4

Did the literature indicate prescribed staff qualifications?

According to the literature surveyed for the study, the most often

mentioned characteristic for selection of qualified personnel was a
knowledge of children's varying developmental needs and the ability to
convert these needs into viable programming. Identified necessary skills
recognized in the literature were:

1. Assessment techniques,

2. Ability to help children develop problem solving skills,

3. Ability to convert community values into children's acquired
skills,

4. Recreation training for program planning,

5. Ability to develop creative learning experiences in non-
traditional settings,

6. Ability to set behavioral limits for children and to enforce
these limits in a non-punitive manner, and

7. Ability to be an unobstrusive leader who provides a firm support
base for children.

Research Question 5

Did the literature state prescribed staff qualifications in
behavioral terms?

The literature, while setting some parameters for consideration,
did not indicate measurable methods by which individuals could be
adequately evaluated prior to initial employment. It was also unclear
as to what prior education or employment background was of most value
when seeking a qualified employee. The literature indicated controversy
concerning adequacy of preparation of early childhood majors and elementary
education majors for this non-traditional academic setting.

Research Question 6

What was the adult/child ratio of projects surveyed?

The adult/child ratio averaged 1:14. The highest reported adult/child ratio was 1:20 while the lowest reported ratio was 1:8.

Since salaries of personnel comprised the highest expenditure of program funding, the adult/child ratio was therefore dependent upon the project's ability to absorb the salary expenditures. The financial stability of a project directly dictated the additions to, or deletions of, personnel. There was a direct correlation between the number of children enrolled (fees charged) and the number of employees which the program could support. While the Wellesley Project advocated an adult/child ratio of 1:10, the projects surveyed indicated that a ratio of 1:15 was more economically feasible.

Research Question 7

Did the projects surveyed utilize a staff development program?

Of the 42 included projects, 29 indicated utilization of a staff development program, while two projects did not respond to the question. The types of staff development programs were termed both formal and informal. Some projects indicated that staff development was part of staff orientation and in-service education for employees of the entire school district. Other projects cited utilization of informal, internal staff development projects. The majority of projects (36 of 42) indicated need for staff development materials (formal and informal teaching aides) on topics such as art, crafts, music, physical education and recreation, management techniques, discipline, curriculum development,

program planning on a restricted budget, and school-community relations.

The most often identified problem concerning staff development was the inability to find time away from the provision of child care in which to develop a satisfactory program.

Research Question 8

Which of the states included in the study required prescribed standards for after-school projects administered by the public school districts?

All licensing agents of the Departments of Human Services of the seven states included in the study indicated that their respective states had prescribed standards for after-school child care projects. Agents from six of the seven states forwarded copies of these standards to the researcher.

While it was determined that five of the seven states included in the study were found to have school-age child care projects administered by their public school districts, it was found that these five states exempted such programs from licensure. The only after-school projects under the licensing jurisdiction of the Departments of Human Services were those projects provided by private agencies or groups, and/or day care facilities.

The licensing agents indicated similarities among their rationale concerning licensing of school-age child care projects administered by public school districts. School districts were considered to be under careful state scrutiny for compliance with State Department of Education standards for the provision of quality programming. Compliance with

these standards were considered sufficient for the provision of satisfactory school-age child care projects.

Research Question 9

Did the data collected indicate similarities among states of prescribed standards for after-school child care projects administered by public school districts?

Two states, Kentucky and West Virginia, were found to have no school-age child care projects administered by public school districts as determined by their respective Departments of Human Services and State Departments of Education (see Appendix F). The five remaining states including Georgia, North Carolina, South Carolina, Tennessee, and Virginia, while having specific standards for after-school child care projects administered by day care providers, did not include projects administered by public school districts under their licensing jurisdiction.

On-site Visitations

The communities selected for on-site visitations met the criterion of having after-school child care projects administered by their public school districts. The communities included Raleigh (Wake County), North Carolina (five projects); Durham (Durham County), North Carolina (11 projects); and Boone (Watauga County), North Carolina (three projects at two sites).

Individuals who had administrative responsibility for these 19 projects were the Directors of Community Education for their respective Boards of Education. After-school child care projects administered

by public school districts in the state of North Carolina were under the administrative responsibility of their respective Departments of Community Education.

The initial purpose for establishment of after-school child care projects varied with each community visited. The projects in Raleigh were designed to meet a component of their overall desegregation proposal. Sites were chosen in the hopes that parents would voluntarily bring white children into predominately black schools for their after-school child care projects. It was felt this voluntary desegregation plan had worked successfully in Raleigh. The effort was continuing at five "magnet-school" sites.

Projects in the Durham and Watauga County Schools (North Carolina) were established in response to expressed need of parents for after-school child care. The number of children needing care exceeded the number of day care facility openings. Parents indicated interest in, and support for, projects which offered quality programming at minimal expense. Assignment and utilization of permanent space allotted to after-school projects varied according to the physical limitations of each site visited, and the number of children enrolled in each project.

On-site visitations with those administratively responsible for after-school child care projects indicated strong support, at the school district level, for after-school projects which were perceived as meeting the expressed needs of the community. The school district representatives expressed pride in their after-school projects, and were supportive of efforts to improve their delivery system.

Analysis of Findings

In addition to the data collected to answer the research questions, the following information was summarized and reported to provide a more extensive understanding of after-school projects administered by public school districts.

Demographic Data

Demographic data indicated that the sociological make-up of projects represented the following types of communities:

52% urban

17% suburban

7% rural

24% mixed (representing more than one type of community).

Parents whose children were enrolled in after-school child care projects administered by public school districts represented the following economic levels: poverty (66%), low (80%), moderate (85%), and middle/upper middle (85%). Projects were designed to serve all economic levels.

Employee Salaries and Benefits

Project directors/lead teachers were salaried according to their status as certified or non-certified employees of the school district in which they were employed. The director's average annual salary ranged from $3,000 to $5,000. Aides were paid on an hourly basis from $3 to $5. The majority of projects surveyed did not require employees to sign contracts. The directors/lead teachers had benefit packages which

included sick leave and hospitalization, while the aides did not have benefits of any type.

Advantages of Public School Districts Providing After-School Care

Directors were asked to explain why they believed after-school child care projects belonged in the public schools. Among the reasons cited were:

1. Low cost to parents,

2. Easy transition from school day to after-school project,

3. Optimum utilization of school facilities,

4. Minimal transportation problems,

5. Extra income for school personnel,

6. Meeting needs of families,

7. Parental confidence in quality of programs, and

8. Good educational resources of school districts.

Problems Experienced by Public School Districts Providing After-School Child Care

The problems experienced by projects housed in public schools included:

1. Limited space,

2. Length of day for children,

3. Program must be flexible,

4. Security problems for shared space,

5. Carry-over of discipline problems, and

6. Projects disturbed teachers remaining in classrooms.

Of the projects responding to the survey, all provided after-school care, while several provided before-school care. A limitation noted by several directors was their current inability to provide services for the children on teacher work days, school holidays, and during summer vacations. It was determined that Durham County Schools provided a day camp for children during summer vacation.

Identified Strengths of Projects

Those elements listed by directors as strengths of their projects included:

1. Low adult/child ratio,

2. Variety of activities for children,

3. Strong rapport with parents,

4. Lack of discipline problems,

5. Good school-community relations,

6. Access to community resources,

7. Low cost to parents,

8. Ability to aid children with academic skills,

9. Enrichment offerings,

10. Qualified personnel,

11. Good knowledge of individual children, and

12. Strong parental and administrative support.

Identified Weaknesses of Projects

Those elements considered by directors as weaknesses of their projects included the following:

1. Lack of permanent space,

2. No program during holidays and summer vacation,

3. Few field trips,

4. Some children need change of environment,

5. Lack of long term planning,

6. Salaries not commensurate with responsibilities, and

7. No benefit package for employees.

Identified Needs of Projects

The directors were asked to identify particular needs of their respective projects. Included in their listing were:

1. Additional space for projects,

2. Transportation for field trips,

3. Expansion of staff development program,

4. Lower adult/child ratio,

5. Additional funding,

6. Long range program planning,

7. Division of children into age groups,

8. Staff support on district-wide level, and

9. Low enrollment.

Unique Components of Projects

The directors were asked why, in their opinion, were their projects unique? Among the items listed were the following:

1. Number of years in operation (Arlington County, Virginia--14 years),

2. Variety of experience provided for children,

3. Broad base of community support,

4. Large number of children enrolled,

5. Low cost to parents,

6. Understanding of needs of each child in project,

7. Involvement of project in activities of the community,

8. Inclusion of before-school care, and

9. Support demonstrated by staff for each child in project.

Planning of Additional Projects

The directors were asked to comment on what they would do differently if they were planning additional projects. Those items mentioned included:

1. Provide adequate permanent space for projects,

2. Charge higher fees to parents,

3. Carry out registration the preceding Spring for enrollment in Fall project,

4. Establish behavioral limitations for children agreed to by parents and staff,

5. Increase salaries for staff, and

6. Conduct community needs assessment to determine broad-based financial support for project.

Summary

The analyses of data were reported in this chapter. The results were based upon analysis of survey instruments returned by 19 directors, representing 42 after-school child care projects administered by public school districts in five selected states which included: Virginia,

Tennessee, North Carolina, South Carolina, and Georgia. This represented a response rate of 70%. The data were reported to answer the nine research questions. Additional data were reported concerning the on-site visitations, and the directors' responses to open-ended questions included on the survey instrument.

Chapter 5

GUIDELINES FOR AFTER-SCHOOL CHILD CARE PROJECTS ADMINISTERED BY PUBLIC SCHOOL DISTRICTS

The following guidelines for the establishment and operation of after-school child care projects administered by public school districts were formulated to provide technical assistance to school districts in the design and delivery of quality programs. The guidelines were based on information gathered from the survey of literature, the results reported from the returned survey instruments, and the on-site visitations to after-school child care projects administered by public school districts.

Needs Assessment

1. Determine if school-age children in your community need care after school.

2. Determine what existing programs and resources are providing care for school-age children.

3. Determine if the interest expressed represents a broad enough base to provide adequate project funding through collection of parental fees.

Goals and Objectives

4. The project should have written specific purposes and goals. These purposes and goals should be reviewed annually and revised as needed.

5. The goals and objectives will serve as a basis for program planning.

6. Parents will better understand the scope of care provided through the stated goals and objectives of the project.

Program Funding

7. If the local school district provides prime sponsorship for an after-school child care project, the project should be fully self-supporting.

8. Sliding fees can be charged to families based upon their family income.

9. If siblings are enrolled in a project, fees for each additional child should be progressively less than the first member of each family.

Policies

10. Each project should have written operational policies and personnel policies.

11. Copies of operational, personnel, parent involvement, and family service policies should be kept on file and be made available to individuals upon request.

12. A copy of policies should be discussed and made available to parents at the time of enrollment of their child in the project.

13. Copies of operational policies should be distributed to staff members who will be kept apprised of all changes in policies.

14. Personnel policies should be discussed with all employees at the time of employment.

Record Keeping

15. Each project should maintain administrative records which
include:

        Purpose and goals

        Personnel policies

        Operational policies

        Family services

        Dates of fire drills

        Attendance records

        Insurance information

Personnel records should include:

        Applications for employment

        Medical records

        Staff development participation record

        Attendance records

        Time sheets

        Work schedules

        Job descriptions

        Annual evaluations

        References

Children's records should include:

        Applications

        Medical examinations

        Immunization records

        Emergency information

16. All personnel and children's records should be treated in a confidential manner.

Insurance

17. It is recommended that school districts increase insurance coverage to include project employees and enrolled children.

18. Insurance costs should be prorated and included in children's fees.

Hours of Operation

19. Hours of operation should be determined by the needs assessment and expressed needs of parents.

20. If need dictates, projects should be opened before school, during teacher work days, during school holidays, and during summer break.

21. After-school projects should remain open until parents can pick up their children (usually 5:30 p.m. or 6:00 p.m.).

Transportation

22. Parents should provide transportation for children who attend before-school projects.

23. School districts should provide transportation from each elementary school to the after-school project site.

24. Parents should pick up children from after-school projects.

Admininstrative Structure

25. An individual appointed from the central office should have

administrative responsibility for total functioning of after-school projects within a school district.

26. Each project site should have a project director.

27. The project director may be the school principal.

28. Projects may be administered by the community education program of each school district.

Physical Facilities

29. The outdoor play area should be safe and free of safety hazards.

30. The outdoor play area should be away from the roadway and traffic flow.

31. Interior space should be assigned to after-school projects.

32. It is preferable that this space be permanently assigned to the after-school project.

33. The after-school project should be allowed access to learning resources within the school building (library, media center, and gym).

34. After-school projects should have adequate storage facilities.

35. Food preparation areas should meet all sanitation requirements of local Departments of Health.

36. A quiet area should be provided for children who wish to rest after coming from the formal school day.

Equipment

37. A variety of indoor and outdoor equipment and materials should be available to participants for the following activities:

Indoor Play Area

Block play	Music
Creative art	Manipulation
Dramatic play	Water play
Language development	Carpentry

Outdoor Play Area

Climbing	Riding
Crawling	Swinging
Throwing, kicking, rolling	Sliding
Manipulating	Balancing

38. Furnishings and equipment should be child sized, and adapted for safe play and effective use by children.

Population Served

39. Children eligible for enrollment should attend an elementary school in the service area, and be enrolled in the kindergarten through sixth grade level.

Staffing Patterns

40. There should be a lead teacher assigned to each group of children.

41. Teaching aides are assigned to each group depending on the size of the group and the activity being conducted.

Adult/Child Ratio

42. An adult/child ratio of 1:10 is desirable for program delivery.

43. It is recommended that the adult/child ratio never exceed 1:20.

44. An adult/child ratio of 1:15 is found to be economically feasible for most after-school child care projects which are self-supporting.

45. The adult/child ratio is calculated from both paid and volunteer staff working with groups of children.

Staff Qualifications

46. The director and/or lead teacher should have practical knowledge of child development.

47. The director should show evidence of skills necessary to manage an after-school project.

48. Staff members should be capable of performing duties assigned by the director to carry out programming.

49. All staff members should furnish written references attesting to their abilities to care for children in an after-school child care project setting.

50. Teaching credentials may be required by some school districts for the position of director/lead teacher.

51. Employees possessing specific skills to be shared with the children are highly desirable.

Staff Development

52. There should be a regular staff development program utilizing a variety of instructional methods.

53. Employees should take part in the planning of their staff development program.

54. Employees should be afforded the opportunity to participate in school district in-service education.

Program

55. The program space should be divided into informal activity centers.

56. The program should encourage the development of a positive self-image for individual participants.

57. Activities planned and made available for the children might include:

> Self-help skills (housekeeping skills)
>
> Carpentry
>
> Food experiences
>
> Water and sand play
>
> Field trips
>
> Community awareness

Good health and safety habits

> Social awareness
>
> Improved academic skills
>
> Problem-solving skills

Large and small muscle development activities

Blockbuilding

Dramatic play

Language development

Music

Creative art

Sewing

58. Children should have freedom to choose activities and playmates.

59. Periods of active play should be interspersed with quiet activities.

60. Children should be given the freedom of choice to select activities that are of high interest level and are self-fulfilling.

Parent Involvement

61. Parents should be encouraged and given the opportunity to participate in a variety of ways in the development and maintenance of programs.

62. Individual parent conferences should be conducted.

63. Day-to-day informal communication between parents and staff should be encouraged.

Family Services

64. A list of community service organizations should be available to all parents.

Community Resources

65. Field trips to community facilities should be encouraged.

66. Community support for projects should be encouraged.

67. Community service projects should be encouraged when developing program.

Program Evaluation

68. Each after-school project should conduct program evaluation on a continuing basis.

69. Evaluation should be conducted by school district administration, parents, and project staff.

State-wide Standards

70. Quality standards and guidelines for school-age child care projects administered by a public school district should be formulated by each State Department of Education.

Chapter 6

SUMMARY, CONCLUSIONS, AND RECOMMENDATIONS

This chapter contains a summary, conclusions, and recommendations based on the analysis of data.

Summary

The problem of this study was to determine the administrative structure, staff qualifications, and staffing patterns of selected school-age child care projects administered by public school districts, and to develop guidelines for planning future projects. The nine research questions were:

1. What types of administrative structure were demonstrated by after-school child care projects?

2. Would the projects surveyed require similar staff qualifications for initial employment?

3. Would the projects surveyed utilize similar staffing patterns?

4. Would the literature indicate prescribed staff qualifications?

5. Would the literature state prescribed staff qualifications in behavioral terms?

6. What was the adult/child ratios of projects surveyed?

7. Would the projects surveyed indicate utilization of a staff development program?

8. Which of the states included in the study required prescribed standards for after-school projects administered by public school

districts?

9. Would there be similarities among states of prescribed standards for after-school projects administered by public school districts?

The population for this study included the directors of identified after-school child care projects administered by public school districts of the seven selected states including Kentucky, West Virginia, Virginia, Tennessee, North Carolina, South Carolina, and Georgia. The sample included 19 directors, representing 42 projects, who responded from the known population. The three on-site visitation locations were purposely selected.

The survey was designed (see Appendix B) to provide data for answers to the research questions. The survey instrument was validated by the Wellesley Project in September, 1982 (see Appendix D). The instrument was then distributed to the selected directors, and on-site visitations were conducted during October, 1982. The participation rate in the study was 70%. After one month, data collection was discontinued, as the minimum number of returns had been surpassed.

It was determined that only five of the seven states included in the survey provided school-age child care projects administered by public school districts. The majority of projects included in this study were administered by the community education program of the public school district. A central office employee, usually the Director of Community Education, assumed overall administrative responsibility for each project. Individual projects had on-site directors and/or lead teacher. Each project was staffed with groups of teachers and aides who delivered the program for the after-school project. Staff included both professional

and non-professional employees who met prescribed job qualifications established for school district employees.

The literature recommended a limited number of staff qualifications. The qualification most often cited was the knowledge of the developmental needs of children. Projects surveyed had an average adult/child ratio of 1:14, which was feasible for the delivery of program with given economic restraints. Staff development was offered as part of district-wide in-service education, or provided on an informal basis to solve isolated incidents experienced by projects. The states included in the study exempted after-school child care projects administered by public school districts from licensure by their respective Departments of Human Services which license after-school child care projects provided by public or private day-care facilities.

The survey of literature, on-site visitations, and analysis of the survey results served as the basis for the development of guidelines on after-school projects administered by public school districts. These guidelines (Chapter 5) were prepared to aid school districts with the development of future school-age child care projects meeting the need projected for the coming decade.

Conclusions

According to the findings of the study the following conclusions were drawn:

1. The Director of Community Education assumed administrative responsibility for the projects administered by the school district.

2. Directors of projects employed school-age child care personnel

who demonstrated knowledge of child development concepts and had prior experience working with children in informal settings.

3. Staffing patterns were determined by the size of the groups of children in care. They included: (a) lead teacher, (b) lead teacher and aide, and (c) lead teacher and more than one aide.

4. The literature recommended employment of staff who demonstrated understanding of child development concepts and had experience working with children in informal settings.

5. The projects included in the study had an average adult/child ratio of 1:14.

6. Thirteen of the projects included in the study had a staff development program.

7. While each of the states included in the study had prescribed standards for after-school child care, none of the states included after-school child care projects administered by public school districts as part of their licensing responsibility.

Recommendations

The results of this study were used in the development of guidelines for establishment of school-age child care projects administered by public school districts. In view of the findings of this study, it is recommended that:

1. Research be conducted on school-age child care projects administered by public school districts throughout the United States.

2. Research be conducted on school-age child care projects administered by non-public schools throughout the United States.

3. Institutions of higher learning consider development of programs to train professional employees working in the non-traditional setting of after-school child care projects which are unique in setting and provision of service.

4. Public school districts investigate the provision of after-school child care projects to meet the current and future needs of their communities.

5. State Departments of Education establish guidelines for after-school child care projects administered by the school districts of their respective states from the guidelines proposed in Chapter 5.

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APPENDICES

APPENDIX A

LETTER TO DIRECTORS OF SCHOOL-AGE CHILD CARE

PROJECTS ADMINISTERED BY PUBLIC

SCHOOL DISTRICTS

East Tennessee State University
Department of Supervision and Administration • Box 19000A • Johnson City, Tennessee 37614 • (615) 929-4415, 4430

July 10, 1982

Dear

    I am presently a doctoral candidate in the Department of Supervision and Administration at East Tennessee State University, Johnson City, Tennessee, and am in the data collection stage of my dissertation.

    It is my desire to conduct a study on staff qualifications and staffing patterns of selected after-school child care projects housed in public schools. I have been given the name and address of your project by the licensing agent from your Department of Human Services as meeting the criteria for my study.

    I would greatly appreciate your cooperation in filling out the attached questionnaire which will provide data for my proposed study. Enclosed also find a self-addressed, stamped envelope for returning the instrument. Be assured anonymity will be maintained.

    If you have any printed materials concerning phases of your program, I would be very willing to pay for their reproduction. Please inform me of the cost. Thanking you in advance for your cooperation and immediate response to the questionnaire. I remain,

Sincerely,

Betsy B. Plank
Doctoral Candidate
East Tennessee State University
Johnson City, Tennessee 37601

Robert G. Shepard
Chairman, Doctoral Program

Attachment

APPENDIX B

SURVEY INSTRUMENT

SCHOOL-AGE CHILD CARE PROJECT SURVEY

Date _____

Name of Program _____

_____

Mailing Address
    Street _____

    City _____

    State _____ Zip Code _____

Telephone (   ) _____

Director/Person in Charge: _____ (Name)

                                _____ (Title)

PROGRAM LOCATION

In what type of building(s) is your program located?
_____ Public school
     _____ elementary school
     _____ middle school
     _____ high school
     _____ other (describe) _____

NUMBER OF SITES

Please indicate the number of sites in which your program is based.
_____ One school or site
_____ More than one
_____ Entire school system
     _____ How many schools?

COMMUNITY CHARACTERISTICS

Is the area you serve predominantly--
_____ Inner city
_____ Urban
_____ Suburban
_____ Rural
_____ Mixed

ADMINISTRATIVE STRUCTURE

Is this program administered by a:
_____ Single agency or single group
_____ Partnership of agencies or groups

If partnership, between which agencies?
Public school and . . .
_____ Community school   _____ Non-profit day care center
_____ Incorporated parent group   _____ Head Start
_____ Church   _____ Other _____
_____ Recreation/Community center   _____

Please describe why you believe school-age child care programs belong in the public school.

_____

_____

_____

Please describe what types of problems you experience because your program is housed in the public school system.

_____

_____

_____

PROGRAM FACTS

_____ Year project began?
_____ Number of years in operation
_____ Number of children currently enrolled

During what times do you provide services?
_____ Before school
_____ After school
_____ School vacations
_____ Summer vacations

How many children is your program licensed to serve? _____
Age and grade level of youngest child in program _____
Age and grade level of oldest child in program _____

What income groups does your program serve?
_____ Poverty
_____ Low
_____ Moderate
_____ Middle/upper-middle

How many full-time employees are on staff? _____
How many part-time employees are on staff? _____
What is your adult/child ratio? _____

STAFF

Who staffs your program?
_____ Public school teachers
     _____ B.S. in elementary education
     _____ B.S. in early childhood education
_____ CETA employees
_____ Senior citizens
_____ High school students in child development
_____ Graduate students
_____ Community volunteers
_____ Other (describe) _____

Do you have difficulty finding qualified personnel? _____ yes _____ no
Do you have specific staff qualifications for personnel? _____ yes _____ no
    If "yes," please describe these qualifications.*

_____

*Include job descriptions, if available.

_____

_____

What staffing pattern do you utilize? (for example: one lead teacher and two aides) _____

Are your personnel . . .
_____ salaried
_____ paid hourly

Please indicate salaried employees' range of pay (annual).
_____ $ 500 to $1,000
_____ $1,000 to $3,000
_____ $3,000 to $5,000
_____ $5,000 to $8,000
_____ $8,000 and above

Please indicate range of hourly wages.
_____ $1.00 to $3.00 per hour
_____ $3.00 to $5.00 per hour
_____ $5.00 and over per hour

Do your employees sign a contract? _____ yes _____ no
Are your employees covered by the same contract as your public school
teachers? _____ yes _____ no
Do your employees have a benefit package? _____ yes _____ no

STAFF DEVELOPMENT PROGRAMS

Do you have a staff development program? _____ yes _____ no
    If "yes," is your staff development program—
    _____ formal
    _____ informal

What topics do you cover? (please list)

_____

_____

_____

What determines what topics will be covered?
_____ director
_____ principal
_____ superintendent
_____ supervisor
_____ employees

How often do you conduct staff development meetings?
_____ weekly
_____ bi-weekly
_____ monthly
_____ other (describe) _____

Do you have a need for staff development materials? _____ yes _____ no
What topics do you feel should be included in staff development
activities and materials?

_____

_____

_____

Please list some identifiable strengths of your program.

Please list some identifiable weaknesses of your program.

In your opinion, what is the greatest need of your particular program?

_____

_____

In your opinion why is your program unique?

_____

_____

Other pertinent information:

_____

_____

_____

_____

_____

If you were planning on developing another program, what would you do differently?

_____

_____

_____

_____

APPENDIX C

LETTER REQUESTING VALIDATION OF

SURVEY INSTRUMENT

East Tennessee State University
Department of Supervision and Administration • Box 19000A • Johnson City, Tennessee 37614 • (615) 929-4415, 4430

July 10, 1982

Ms. Michelle Seltzer
Director, School-age Child Care Project
Wellesley College Center for Research on Women
828 Washington Street
Wellesley, Massachusetts 02181

Dear Ms. Seltzer:

From our previous meeting and discussions, you are aware I am in the planning stage of my dissertation. . I am looking at staff qualifications and staffing patterns of selected after-school child care programs in public schools of seven southeastern states.

Enclosed you will find a copy of the instrument I intend to use for my survey. I would greatly appreciate the close scrutiny of this instrument by you and your colleagues to determine the instruments ability to elicit the desired information from selected projects. Please feel free to make any comments concerning desired changes in format or content.

Your assistance and cooperation will be greatly appreciated and beneficial to me for continuation of this study.

Sincerely,

Betsy B. Plank·
Doctoral Fellow
East Tennessee State University
Johnson City, Tennessee 37601

Robert G. Shepard
Chairman, Doctoral Program

Attachment

APPENDIX D

VIRGINIA ATTORNEY GENERAL'S DECISION

OPINION OF THE ATTORNEY GENERAL REGARDING THE APPROPRIATENESS OF THE
OPERATION OF EXTENDED DAY CARE PROGRAMS BY PUBLIC SCHOOLS.

SCHOOLS. DAY CARE CENTERS. LOCAL SCHOOL BOARDS DO NOT HAVE LEGAL
AUTHORITY TO OPERATE DAY CARE CENTERS UPON SCHOOL PROPERTY WITH SCHOOL
BOARD EMPLOYED PERSONNEL

December 11, 1978

The Honorable Vincent F. Callahan, Jr.
Member, House of Delegates.

You advise that counsel for the Fairfax County School Board has
advised the board that it may not operate a day care center, and you
ask my opinion whether that advice is correct. You state that the
school board currently operates three day care centers in certain
elementary schools. These centers are operated from approximately
7:00 a.m. until 6:15 p.m., with children through the sixth grade
eligible to attend. The centers are equipped with educational games
and books and are staffed by day care center teachers who are not
equired to be certified, although they do fulfill some educational
functions incidental to the operation of the center.

The powers of school boards are limited to those expressly granted,
necessarily implied, or essential and indispensable to the functions of
such board. Commonwealth v. Arlington County Bd., 217 Va. 558, 232 S.E.
2d, 30 (1977). No statute expressly authorizes county school boards to
provide day care centers. For a power to be necessarily or fairly
implied, it must be consistent with, and directly related to, a stated
power or function of the board.

The nature of day care activities is essentially custodial in
nature by providing care and supervision for children in the place of
their parents or guardians. Day care centers are not essentially
related to education, nor are its functions primarily directed toward
education. Therefore, there is no necessarily implied relationship
between the authority granted by the Virginia Constitution to the local
school board to supervise the schools in the division and the operation
of day care centers.

Therefore, it is my opinion that the local school board is not
presently legally authorized to operate the day care centers which you
describe.

Section 22-164.1 of the Code of Virginia (1950), as amended,
authorizes the board to permit other uses of school property. This
would not give the board the authority to engage in an activity not
otherwise authorized by law. However, the board could allow a day
care center operated by another entity to use school property. This
would suggest a possibility that the school board could develop a
relationship with some appropriate party which would permit the
operation of the center by that party on school property.

APPENDIX E

MODELS FOR PROGRAM DELIVERY

MODELS OF AFTER-SCHOOL PROJECTS

The Child Care Information Exchange, under the direction of Roger Neugebauer (1980), surveyed planners of school-age programs in 14 communities. Based on the experiences of these communities, the following common advantages and disadvantages for each model were suggested.

By Schools in the Schools

Advantages	Disadvantages
Financial stability	Lack of parent input
Administrative supports	Lack of family support
Access to staff	Schools negative image
Program resources	High costs
Lack of transportation problems	Low priority with administration
High visibility	Dealing with bureaucracy
	Curriculum restrictions
	Funding inflexibility

By Independent Agencies in Schools

Advantages	Disadvantages
Parent input	Financial insecurity
Parent/child advocacy	Low priority for bargaining with school
Program autonomy	
Financial autonomy	Administrative autonomy
Political leverage	Low pay for staff
Lower cost	Children's negative attitudes toward school
School affilitations	

By Independent Agency in Non-school Facility

Advantages	Disadvantages
Parent input	Finding low-cost space
Organizational autonomy	Transportation
Avoidance of school image	Location of non-attending children
	Financial insecurity

By Day Care Centers in Their Facilities

Advantages	Disadvantages
Administrative autonomy	Peer ridicule
Providing care for siblings in same program	Preschool focus
Staffing flexibility	Overworked staff
Family support	

By Recreation Agencies in Their Facility

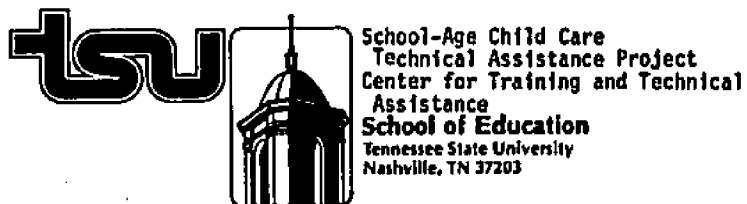| Advantages	Disadvantages
Appropriate physical facility	Narrow scope and focus of program
Trained staff	

By Family Day Care Providers in Their Own Homes

Advantages	Disadvantages
Natural setting	Limited resources
Flexible arrangements	Low visibility

APPENDIX F

ADDITIONAL CORRESPONDENCE

tsu School-Age Child Care
Technical Assistance Project
Center for Training and Technical
Assistance
School of Education
Tennessee State University
Nashville, TN 37203

October 4, 1981

Betsy B. Plank
Little People Learning Center
1501 King College Road
Bristol, TN 37620

Dear Betsy:

I've forwarded one set of materials to you on coalitions and will
do another set for you on the subject of school-age child care. The
enclosed packet includes the original objectives of our group when it
started with the proposed sub-committees.

I will get in touch with you when I get back in town the week of
November 9th. I also have some more articles, etc., to xerox for you.

If you get a chance to talk with Becky Isabelle you might mention
this project and coalition idea. She might be interested in that and
also the idea of training trainers to do school-age child care workshops
(programming, etc.).

Sincerely,

Richard T. Scofield
Project Coordinator

ts

**Wellesley
College
Center for
Research on
Women**

October 29, 1981

Betsy B. Plank
Little People Learning Center
1501 King College Road
Bristol, Tennessee 37620

Dear Betsy:

It was a pleasure to meet with you two weeks ago when I was in the
Bristol area. I was delighted that you are interested in working with
Rich on raising the consciousness of the community to the needs of school-
age kids and that you have such fine personal and professional resources
to command.

I am enclosing a copy of a publication that I think you might like
to read and have as a reference. While it does say some good things,
the Commission did not let us print our recommendations for change.

I look forward to seeing you again.

Best regards,

Michelle Seligson Seltzer
Director
School-Age Child Care Project

MSS/jj
Enclosure

WILLIAM L. LUKHARD
COMMISSIONER

COMMONWEALTH of VIRGINIA

DEPARTMENT OF SOCIAL SERVICES

October 4, 1982

Mrs. Betsy Plank
1501 King College Road
Bristol, TN 37620

Dear Mrs. Plank:

I am enclosing a copy of the 1980 study conducted by the Division for
Children in accordance with a legislative mandate to study the need
for and appropriateness of public school operated by day care programs
for school age children.

I am also enclosing a copy of Chapter 10 of the Virginia licensing
statute as well as a copy of Minimum Standards for Licensed Child Care
Centers.

You will note in reading the licensing statute that Section 63.1-195
exempts a public school from licensure, thus the type facility in which
you are interested (a before-and after-school program operated by a
public school) is a type facility which we do not license. There is a
reference on page two of the Division for Children's report to an opinion
by a former Attorney General which held that a school board could not operate
a child care center unless the law were revised. There is reference on
page three of the report to legislation that was enacted to permit the
school board in Arlington County and the school board in the City of Falls
Church to provide before and after school programs to school age children.

I hope this information will be helpful to you as you complete work on your
dissertation. I would really like to read the dissertation. If you will
be generous enough to share it, I promise to get it back to you promptly.

Sincerely yours,

Nathan Douthit, Chief
Bureau of Program Development
Division of Licensing Programs

ND:slw
Enclosures

VSS
ROUNDUP 8071

An Equal Opportunity Agency

W. Douglas Shelton, M.D. / Commissioner

GEORGIA DEPARTMENT OF HUMAN RESOURCES

618 PONCE DE LEON AVENUE, N.E., ATLANTA, GEORGIA 30308

October 5, 1982

Mrs. Betsy Plank
1501 King College Road
Bristol, Tennessee   37620

Dear Mrs. Plank:

In response to your recent request, I am attaching a list of the schools
which provide after-school care. The public schools are all part of the
Cobb County School System and this may not be a complete listing. There
may also be other school systems which provide after-school care, however,
since we do not license programs operated by local governments, we do not
hear about them.

The private schools listed are licensed by the Department to provide
after-school care. We do not license their school program - only the child
care program.

The few specific Rules related to after-school care are on page 12.

I hope this information will be helpful to you.

Sincerely,

(Miss) Audrey Lane, Associate Director
Office of Regulatory Services

AL:rb

DEPARTMENT FOR HUMAN RESOURCES
COMMONWEALTH OF KENTUCKY
FRANKFORT 40621

OFFICE OF INSPECTOR GENERAL
275 East Main Street
DHR Building - Fourth Floor, East

October 12, 1982

Ms. Betsy Plank
1501 King College Road
Bristol, Tennessee 37620

Dear Ms. Plank:

Please be advised that according to our records we do not have any
after school child care programs housed in and administered by the
public school system.

If we can be of further assistance, please do not hesitate to contact
our office.

Sincerely,

Sharon E. Ware
Director
Division for Licensing and Regulation

State of West Virginia
Department of Education
Charleston
25305

ROY TRUBY
STATE SUPERINTENDENT
OF SCHOOLS

October 14, 1982

Ms. Betsy Plank
1501 King College Road
Bristol, Tennessee 37620

Dear Ms. Plank:

In regard to our discussion of Wednesday, October 13, 1982, the West Virginia Department of Education does not collect the information you requested. To my knowledge, there are no formal, organized after school child care programs for children aged 5-13 in the public schools.

As I indicated, some schools may have such programs, but this is not part of the information collected by the Department. Therefore, we have no records if such programs exist.

Best wishes as you collect data to complete your study.

Sincerely,

Lanore I. Sogard, Ph.D.
Coordinator, Preschool Education

LIS:kld

durham community education program
p.o. box 3823, durham, north carolina 27702, 919 683-2591

October 21, 1982

Ms. Betsy Plank
1501 King College Rd.
Bristol, TN 37620

Dear Betsy:

I have enclosed surveys returned to this point, plus you talked with Terri Leahy at Holt. I hope your time here was useful and these surveys will be productive.

If we can be of any further assistance, do not hesitate to call. As a fellow doctoral student, I am fully aware of your efforts. The area of school-age child care is a fertile field for research, and I look forward to hearing about your result.

Sincerely,

John Formy-Duval,
Director Northern Area

VITA

BETSY BURCAW PLANK

Personal Data: Date of Birth: June 15, 1943
                  Place of Birth: Bryn Mawr, Pennsylvania
                  Marital Status: Single

Education: Diploma, Friends' Central School, Philadelphia,
                     Pennsylvania, 1961.
                  West Chester State College, West Chester,
                     Pennsylvania; elementary education, B.S., 1968.
                  Temple University, Philadelphia, Pennsylvania;
                     psychology of reading, M.Ed., 1972.
                  East Tennessee State University, Johnson City,
                     Tennessee; education administration, Ed.D., 1982.

Professional   Teacher, Lower Moreland School District, Huntingdon
Experience: Valley, Pennsylvania, 1968-1976.
                  Doctoral Fellow, East Tennessee State University,
                     Johnson City, Tennessee, 1976-1977.
                  Adjunct Faculty, University of Virginia, 1977.
                  Coordinator of Education, Bristol Memorial Hospital,
                     Bristol, Tennessee, 1977-1979.