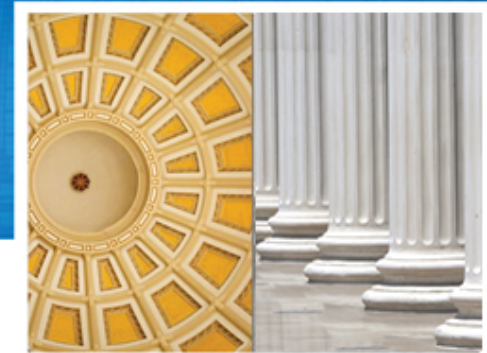




NATIONAL CONFERENCE  
*of* STATE LEGISLATURES

*The Forum for America's Ideas*



# NCSL

**Committed to your success**

Education and Local Government Interim Committee

Helena, Montana

February 4, 2013

Robyn Lipkowitz, Program Director



NATIONAL CONFERENCE  
*of* STATE LEGISLATURES

*The Forum for America's Ideas*



You are a member of NCSL and we are the most trusted and reliable resource for legislators and staff and have been for nearly 40 years.

Turn to us often. We offer you:

- SUPPORT
- IDEAS
- CONNECTIONS
- STRONG VOICE



NATIONAL CONFERENCE  
*of* STATE LEGISLATURES

*The Forum for America's Ideas*



# SUPPORT

We work as a member of your staff.



NATIONAL CONFERENCE  
*of* STATE LEGISLATURES

*The Forum for America's Ideas*



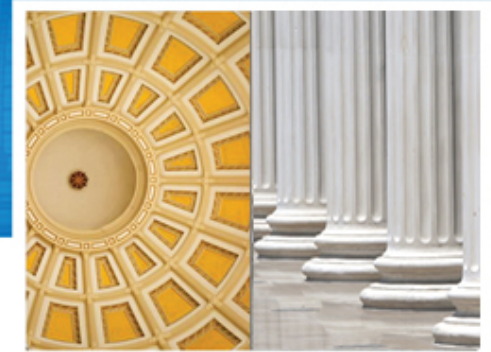
# IDEAS

When you need to know the newest  
and best approaches to issues,  
we're here for you.



NATIONAL CONFERENCE  
of STATE LEGISLATURES

*The Forum for America's Ideas*



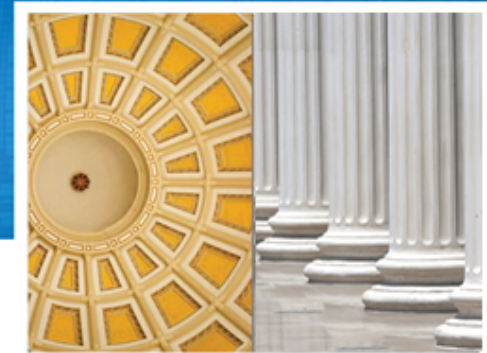
# CONNECTIONS

We link you to the best and  
brightest experts in the nation.



# NATIONAL CONFERENCE of STATE LEGISLATURES

*The Forum for America's Ideas*



## Outline

- Why Early Learning
- Early Education Research
  - Pre-K
  - Head Start
- State Policy Approaches and Options
  - Pre-K
  - Kindergarten Entry Assessment
  - Birth to Three
  - Governance
  - Data Systems
- Financing Strategies



NATIONAL CONFERENCE  
of STATE LEGISLATURES

*The Forum for America's Ideas*



## Why State Interest in Early Childhood

- Brain research and the impact of young children's early environments;
- Concerns about "school readiness";
- Impact of poverty;
- Economic interest in the future workforce;
- Compelling economic (cost-benefit) and return on investment data.



# NATIONAL CONFERENCE of STATE LEGISLATURES

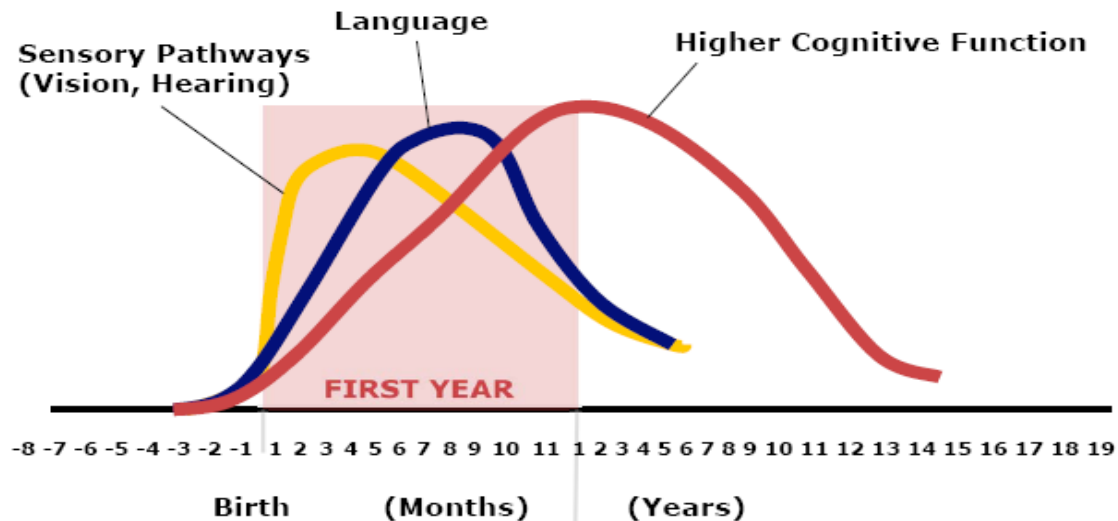
*The Forum for America's Ideas*



Center on the Developing Child  
HARVARD UNIVERSITY

## Human Brain Development

### Synapse Formation Dependent on Early Experiences (700 per second in the early years)



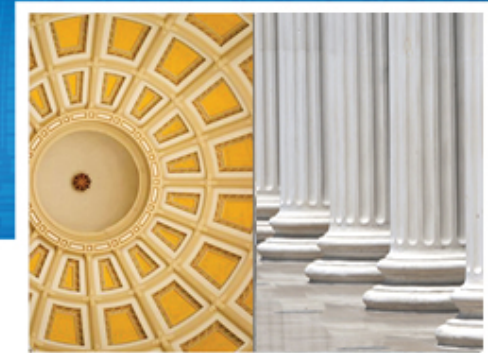
Source: C. Nelson (2000)





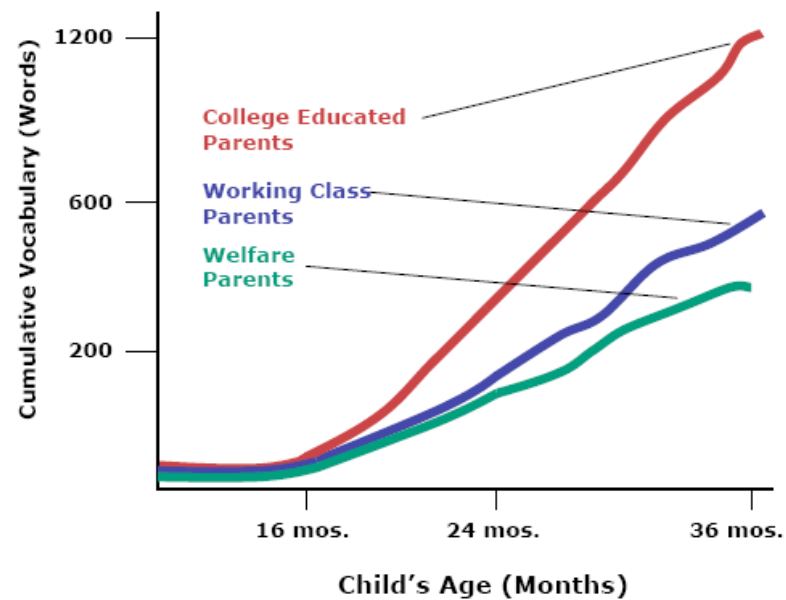
# NATIONAL CONFERENCE of STATE LEGISLATURES

*The Forum for America's Ideas*



 Center on the Developing Child  
HARVARD UNIVERSITY

## Barriers to Educational Achievement Emerge at a Very Young Age



Source: Hart & Risley (1995)



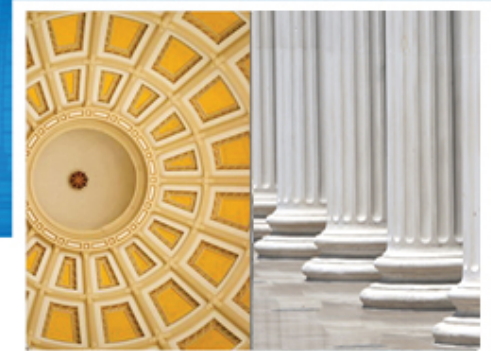
## Impact of Poverty

- 1 in 4 (25%) of children under 5 live in poverty in the U.S. (Census data 2012);
- 47% of children under 3 in MT live in low-income families;
- 24% of children under 3 in MT live in poverty;
- 58% of MT mothers with infants are in the labor force.



NATIONAL CONFERENCE  
*of* STATE LEGISLATURES

*The Forum for America's Ideas*



# Impact on Future Workforce

- Business Leaders want better qualified workers.
- Law enforcement leaders want to lower crime.
- Admirals and Generals want improved national security.



# Economic Investment

- **Rate of Return**

- Art Rolnick, Senior Vice President and Director of Research at the Minneapolis Federal Reserve Bank

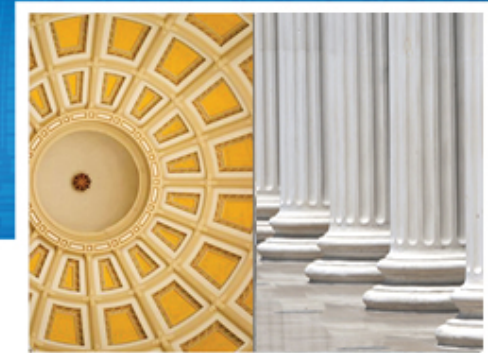
- **Investment in Human Capital**

- James Heckman, Nobel Prize Winner in Economics from the University of Chicago



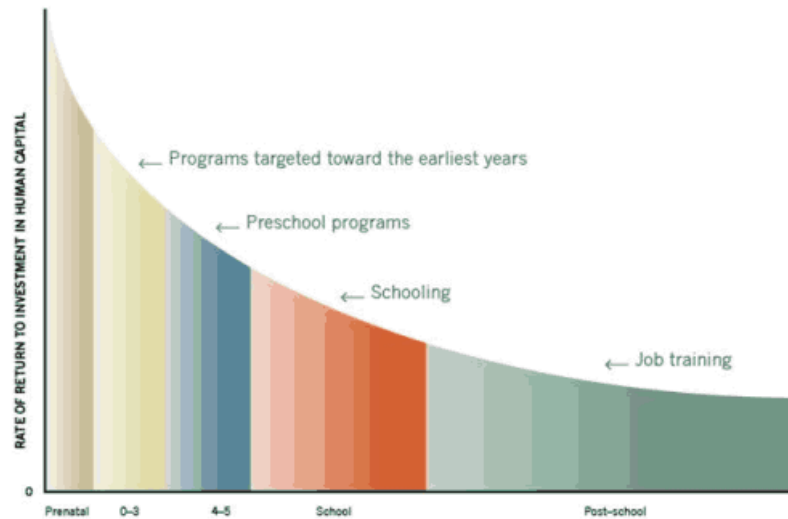
# NATIONAL CONFERENCE of STATE LEGISLATURES

*The Forum for America's Ideas*

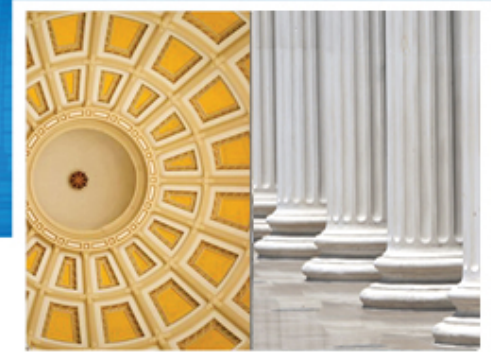


## Return on Investment

### Returns to a Dollar Invested



Source: Heckman (2008)



## Pre-K Research

- High/Scope Perry Preschool
- Abecedarian
- Chicago Child-Parent Centers
- Meta-Analysis (2008 & 2010)



# State Pre-K Research

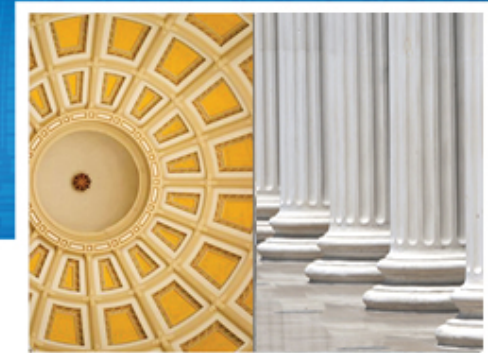
- The Abbott Preschool Program Longitudinal Effects Study (APPLES)
- New Mexico Pre-K
- Arkansas Better Chance Program
- Tennessee VPK
- Michigan Great Start Readiness Program
- Sioux Falls Starting Strong, South Dakota



# Head Start

- Head Start is a federal program that promotes the school readiness of children ages birth to five from low-income families by enhancing their cognitive, social, and emotional development.
- Served more than 30 million children since 1965.
- In 2012, served nearly 1 million children.
- 13 states provide a state supplement to Head Start.
- Closest neighboring state – **Idaho** \$1.5 million supplement.





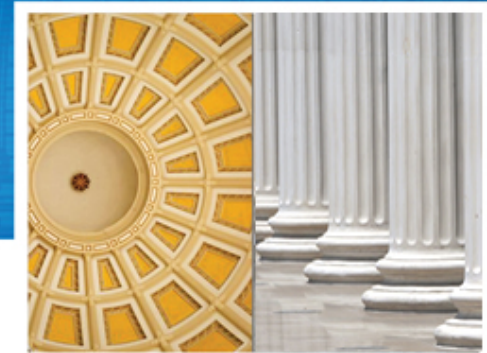
# Head Start Research Highlights

- Head Start quality has been observed to be consistently good over time (Family and Child Experiences Survey 2000).
- Head Start programs are rated as “good” using the ECERS-R (Head Start Impact Study 2005).
- Head Start’s quality, comprehensive services ensures that Head Start provides significant educational, health, economic, and law enforcement benefits.



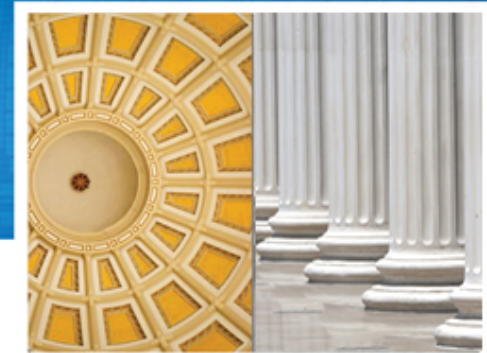
# Head Start Research Highlights

- Head Start reduced mortality rates for children aged 5- to 9-years-old from causes that could have been affected by their participation in Head Start when they were 3- and 4-years-old (Ludwig and Miller 2007).
- A meta-analysis of reliable studies revealed that Head Start children have increased:
  - achievement test scores, and
  - favorable long-term effects on grade repetition, special education, and high school graduation rates (Barnett 2002; Ludwig and Miller 2007).



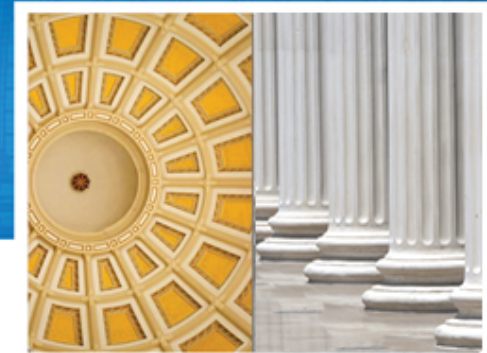
# Head Start FACES Study

- 2009 Update: Children completing Head Start
  - Children score below norms across developmental areas, including language, literacy, and mathematics, at both Head Start entry and exit. However, children **make progress** toward norms across areas, and they score at the norm on letter–word knowledge. These findings are similar to FACES 2006 (Malone et al. 2010), in which children made progress toward norms across areas but only scored at norms in letter-word knowledge at program exit.
- Teachers reported that children showed growth in their social skills from program entry to exit, and they also rate children as having fewer problem behaviors by program exit, as well as more positive approaches to learning and stronger executive functioning skills.
- Study also looked at general health status which showed no change.



# Head Start Impact Study

- The National Head Start Impact Study is a longitudinal research project designed to evaluate the effectiveness of the Head Start program.
- Congressional mandate.
- Experimental random assignment research design.
- Data collected in fall 2002 through 2008.



# Head Start Impact Study Findings

Initially, statistically significant favorable findings were found in the following domains:

- 1) Cognitive
- 2) Social-Emotional
- 3) Health
- 4) Parenting practices



# Head Start Impact Study Findings

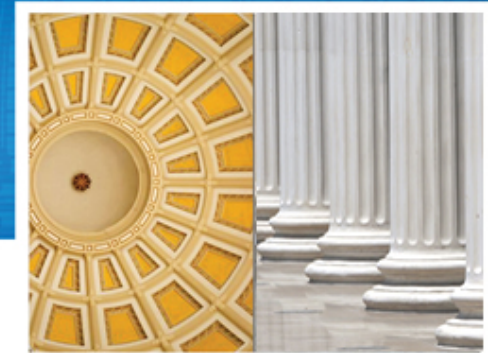
- From the beginning of Head Start through 3<sup>rd</sup> grade, the evidence supports that access to Head Start improved children's preschool outcomes across developmental domains of cognitive, social-emotional, health and parenting practices, but had few impacts on children by 1<sup>st</sup> grade through 3<sup>rd</sup> grade.



# Early Learning:

## State Approaches and Policy Considerations

- Pre-K
- Kindergarten Entry Assessment
- Birth to Three
- Governance
- Data Systems



## Pre-K

- All but 9 states fund state pre-k programs – HI, ID, IN, MT, NH, ND, SD, UT, WY.
- Voluntary and targeted.
- More than 1.3 million children attended state-funded pre-K, 1.1 million at age 4.
- Funding – increases in 30 states - MI \$65 million (largest), NM \$10 million.
- In many states, providers have found ways to offer a mix of services including child care, Head Start, and Pre-k, depending on available funding and the needs of area families. (CT, NY, WA)
- Many states have started with pilot programs, and then incorporated lessons from the pilots into their state systems. (AL, KS, RI)





# Policy Issues for Pre-K

## Quality

- Teachers - requirements and professional development
- Curriculum
- Ratios/group size

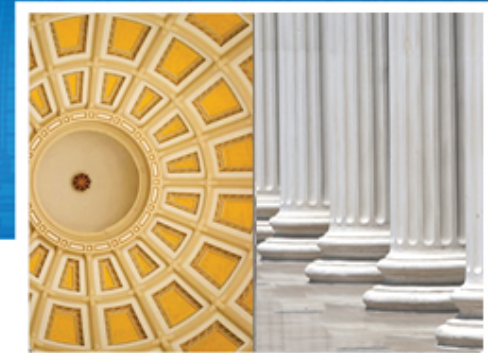
## Program design

- Length of day, length of year
- Standards for class size and ratios
- Evaluation/monitoring
- Parent component, additional services

## Service delivery

- Role of schools, community providers

## Funding mechanism and cost per child



# Pre-K Quality Components

- National Institute for Early Education Research (NIEER) 10 quality standards for state pre-k:
  - Comprehensive early learning standards
  - Bachelor-degree teachers
  - Teachers with specialized pre-k training
  - Assistant teachers with a Child Development Associate or equivalent degree
  - Teacher in-service requirements of at least 15 hours/year
  - Maximum class size of 20
  - Staff-child ratio of 1:10 or better
  - Screening services for vision, hearing, health, and at least one support service
  - At least one meal a day
  - Monitoring site visits



# NATIONAL CONFERENCE of STATE LEGISLATURES

*The Forum for America's Ideas*



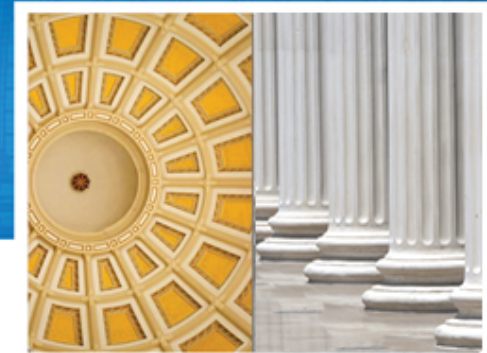
## Legislative Examples

- **Utah**- 2014 proposed bill
- **Mississippi**- enacted Early Learning Collaborative Act of 2013
- **Alaska**- pilot (recently decreased funding by 7%,-\$800,000)
- **North Dakota**- 2013 legislation allows school districts to establish programs
- **South Dakota**- Starting Strong Sioux Falls market-based, parent-driven voluntary pilot



# Kindergarten Entry Assessment

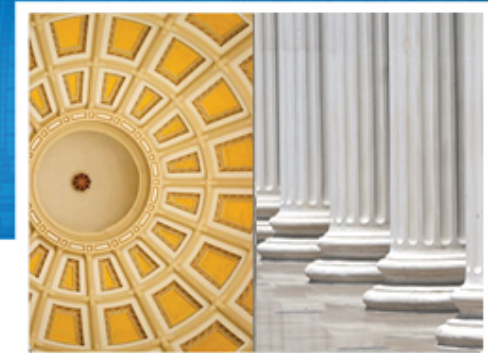
- **Delaware** developed a multi-domain kindergarten readiness assessment that will be fully implemented by 2015.
- **Michigan** approved funding for initial implementation of the statewide kindergarten readiness assessment, training of additional teachers to administer assessment and purchase of a data system to be integrated with the existing P-20 system.



# Birth to Three:

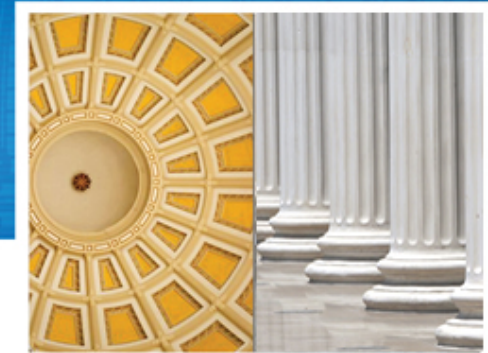
## Child Development and School Readiness Approaches

- Child Care
- Home Visiting (Maternal, Infant and Early Childhood Home Visiting)
- Infant/Toddler Early Learning Guidelines
- Provider Professional Development
- Infant/Toddler Specialists
- Developmental Screening
- Set-aside Funding - ex. Early Childhood block grant (**Illinois** and **Kansas**)



## Legislative Examples

- **Colorado** passed a bill creating the Infant and Toddler Quality Grant Program to provide tiered reimbursements to high-quality programs, increase the number of low-income infants and toddlers in high quality settings and promote voluntary parent involvement. Defines high-quality programs as those that rank in the top two ratings of the state Quality Rating and Improvement System (QRIS), are accredited by a state-approved body or are home- or center-based Early Head Start programs.
- **Oregon** passed legislation that requires the Early Learning Council and the Oregon Health Authority to develop prenatal and infant care guidelines, align health and early learning objectives and expand screening, assessment and referral services for children from birth to age three and their families.



## Legislative Examples

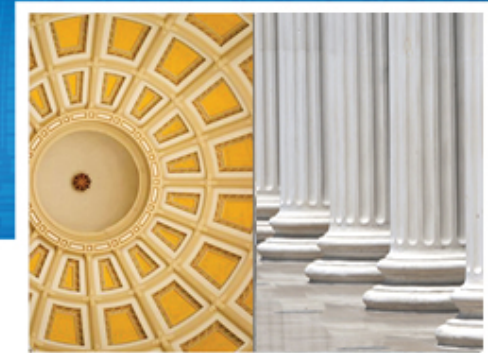
- **Florida** designated the Office of Early Learning to administer the CCDF and requires the office to align child care performance standards to early learning domains of the VPK, such as self-regulation.
- In **Missouri**, lawmakers passed legislation that will provide for a higher child care reimbursement rate for providers who meet the social and emotional standards of child development best practice.



# Legislative Examples

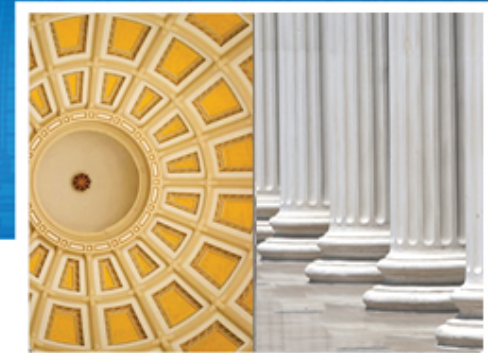
- **Connecticut** and **Washington** state legislatures passed laws in 2012 to increase training and professional qualifications for their early childhood workforce.
- **Washington** now requires implementation of a statewide early childhood professional competencies and standards in quality rating, infant and toddler care, and child care licensing.
- **California** requires at least 50 percent of teachers in infant, toddler, and preschool programs to have an endorsement in early childhood education by 2015 and 100 percent by 2020.





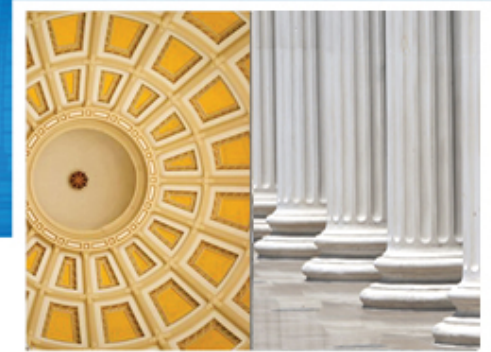
# Home Visiting

- Maternal Infant and Early Childhood Home Visiting (MIECHV) program
  - Provision of the Affordable Care Act
  - Five-year formula grant to states to implement a coordinated system of home visiting
  - Competitive grants awarded annually to states



## Legislative Examples

- In 2013, **Arkansas** and **Texas** passed legislation to establish the voluntary home visiting programs for pregnant women or families with young children.
- Other states with comprehensive home visiting legislation include:
  - Iowa, Maine, Maryland, Michigan, New Mexico, Tennessee, Vermont, Washington



# Types of Governance

- Coordination
- Consolidation
- Creation



# Coordination

- **Connecticut** passed legislation to require state departments to collaborate and develop a coordinated early childhood system and a statewide birth-to-8 school readiness strategy.
- **Indiana** established the Office of the Secretary of Family and Social Services and a cabinet-level position to develop, coordinate and implement statewide policy for family, health and social services.
- **Louisiana** lawmakers created an Early Childhood Care and Education Network in efforts to align and coordinate programs and services.



# Consolidation

- **Colorado** recently passed legislation that transferred several early childhood programs from the Department of Public Health into the Department of Human Services.
- **New Mexico** eliminated the Office of Child Development and the Child Development Board and transferred early learning program responsibilities to the Department of Children, Youth and Families.
- **Oregon** recently passed legislation creating the Division of Early Learning within the State Department of Education.



# Creation

Three states have created completely separate state agencies with authority over the state's early childhood services and programs:

- **Georgia** Department of Early Care and Learning
- **Massachusetts** Department of Early Education and Care
- **Washington** Department of Early Learning

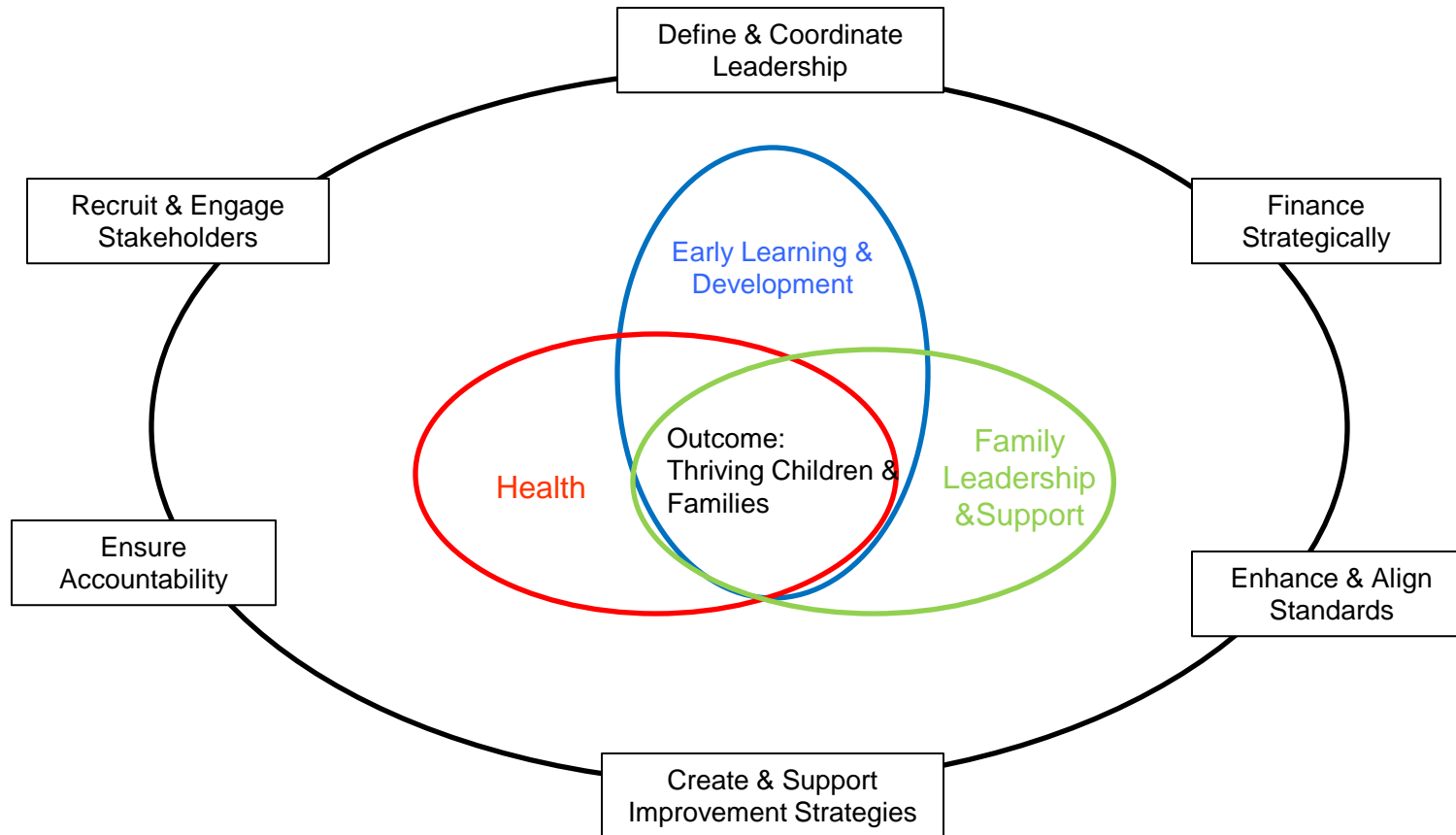


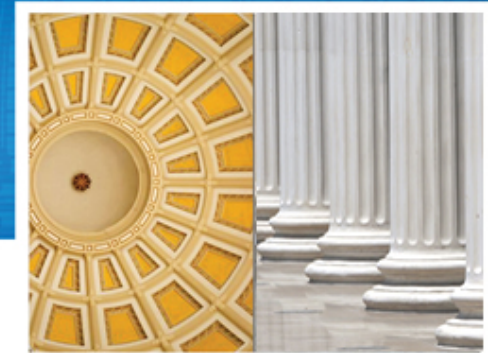
# NATIONAL CONFERENCE of STATE LEGISLATURES

*The Forum for America's Ideas*



## State Early Childhood Development System

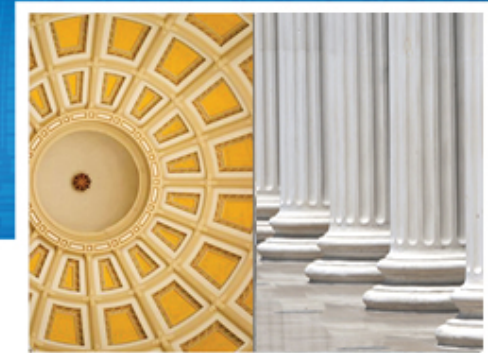




# Data Systems

- **Kentucky** legislature requires the Office for Education and Workforce Statistics and the Early Childhood Advisory Council to develop and implement the Kentucky Longitudinal Student Data System, linking preschool through workforce data to inform state policy.
- The **Nebraska** legislature approved funding for an integrated early childhood, elementary secondary and post-secondary student information system.
- **Nevada** lawmakers require the Early Childhood Council to develop and oversee a statewide longitudinal data system that links early childhood, K-12, postsecondary education and workforce data.





# Financing Strategies

- General Fund
- Blended Funds
- Dedicated Funds
  - First Things First **Arizona** & First Five **California** (tobacco taxes)
  - **Kansas, Maine** and **New Mexico** (tobacco settlement funds)
  - **Missouri** (gaming funds)
  - **Arkansas** (beer tax)
  - **Nebraska** (dedicated trust land revenue)
- Federal Funds – TANF or Title I Preschool Funds
- Public-Private Partnerships in 15 states
- Pay for Performance – Utah and North Carolina



# NATIONAL CONFERENCE of STATE LEGISLATURES

*The Forum for America's Ideas*



## Additional Resources

- National Conference of State Legislatures (NCSL)  
[www.ncsl.org/research/human-services/child-care-and-early-education-legislation-databas.aspx](http://www.ncsl.org/research/human-services/child-care-and-early-education-legislation-databas.aspx)
- NCSL guide to State Approaches to School Readiness Assessment  
[www.ncsl.org/documents/Educ/KindergartenAssessment.pdf](http://www.ncsl.org/documents/Educ/KindergartenAssessment.pdf)
- Build Initiative: Early Childhood Systems  
[www.buildinitiative.org/Portals/0/Uploads/Documents/Updating\\_the\\_Ovals\\_Guide\\_to\\_Rationale.pdf](http://www.buildinitiative.org/Portals/0/Uploads/Documents/Updating_the_Ovals_Guide_to_Rationale.pdf)
- A Framework for Choosing a State-Level Early Childhood Governance System  
[www.buildinitiative.org/Portals/0/Uploads/Documents/Early%20Childhood%20Governance%20for%20Web.pdf](http://www.buildinitiative.org/Portals/0/Uploads/Documents/Early%20Childhood%20Governance%20for%20Web.pdf)
- Developing Coordinated Longitudinal Early Childhood Data Systems  
[www.ecedata.org/](http://www.ecedata.org/)