

*The Forum for America's Ideas*

**STATE LEGISLATIVE  
ACTIVITY IN  
BIRTH-AGE 5 EARLY CARE  
AND EDUCATION**  
PRESENTATION TO THE  
NEW MEXICO LEGISLATIVE EDUCATION  
STUDY COMMITTEE  
OCTOBER 25, 2017



NATIONAL CONFERENCE *of* STATE LEGISLATURES



# Overview

- Research Base
  - Birth-Age 4 (neuroscience, toxic stress, early prevention and intervention)
  - Opportunity gaps and school readiness
  - Effects of poverty and intergenerational poverty
- Solutions
  - Birth-Age 4 services
  - High quality Pre-K
  - State policy trends
  - ESSA state plans



# Science of Early Childhood

What happens in early childhood can matter for a lifetime

- Early experiences influence the developing brain;
- Stable, caring relationships are essential for healthy development;
- Chronic stress can be toxic to developing brains;
- Significant early adversity can lead to

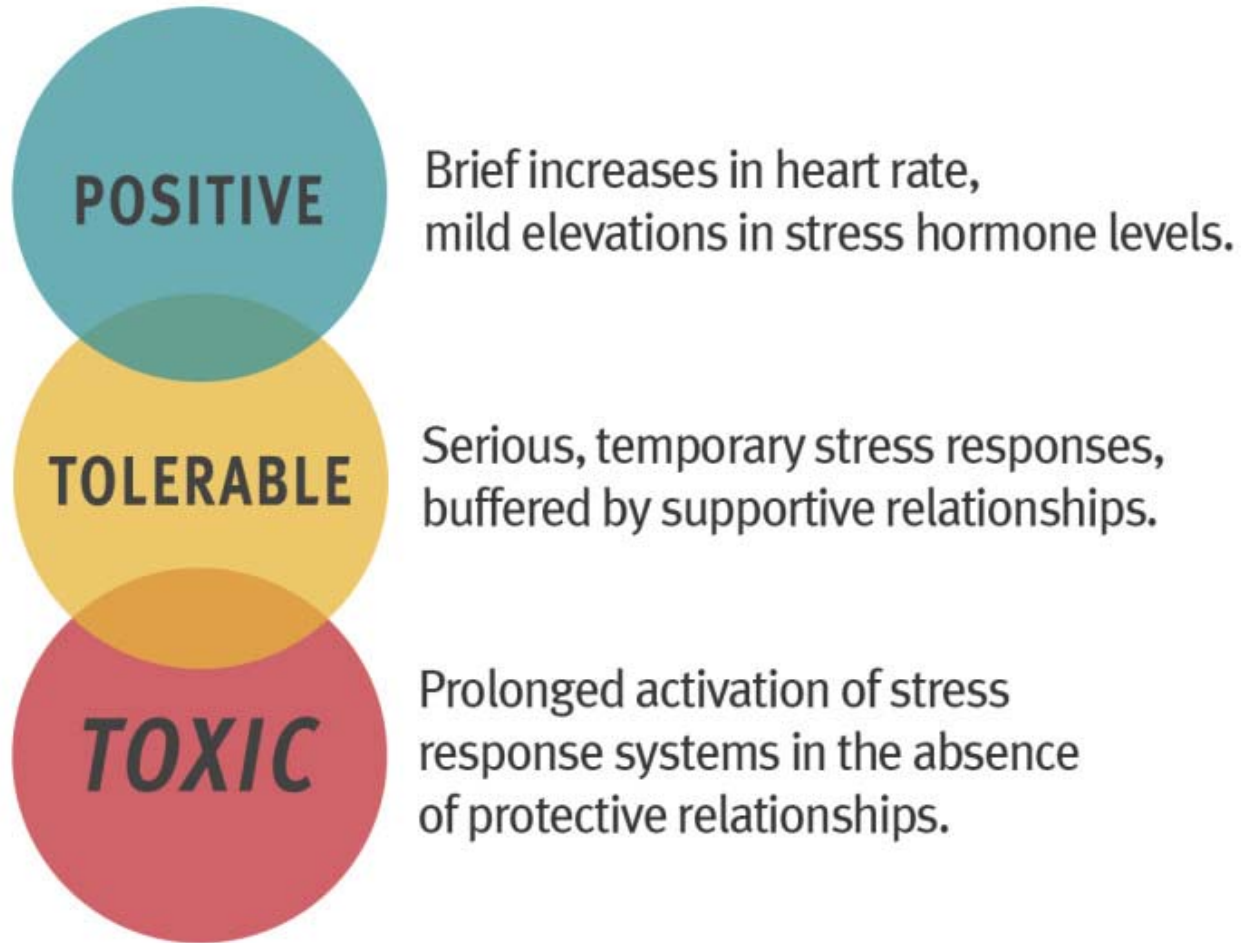
Source: Center on the Developing Child, Harvard University

Early intervention can prevent the consequences of early adversity



NATIONAL CONFERENCE OF STATE LEGISLATURES

# Toxic Stress



Center on the Developing Child, Harvard University

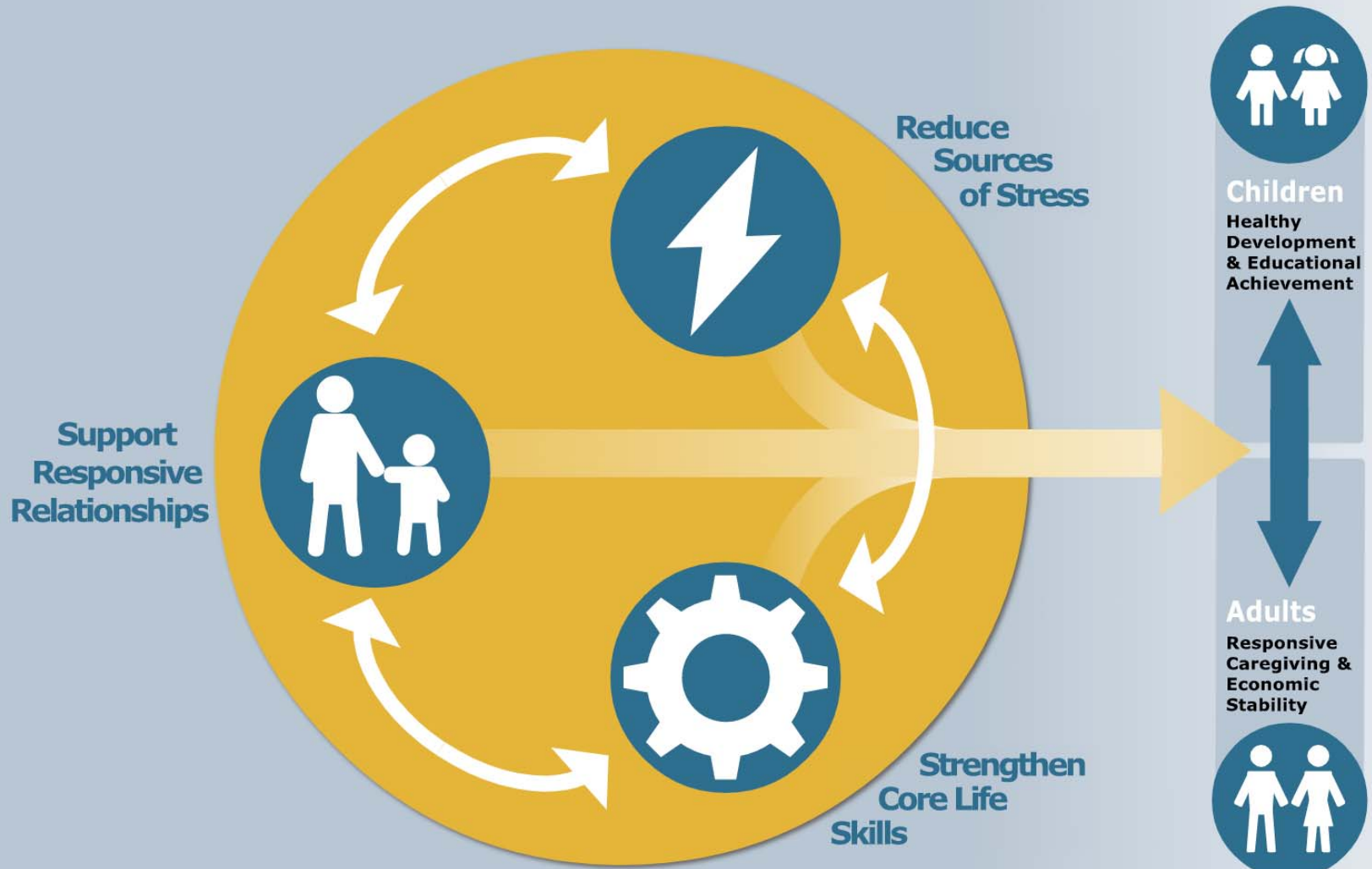


NATIONAL CONFERENCE *of* STATE LEGISLATURES

# Science to Policy and Practice

## Three Principles to Improve Outcomes for Children and Families

These principles, grounded in science, can guide policymakers and program developers as they design and adapt policies and programs to improve outcomes for children and families.



Source: Center on the Developing Child, Harvard University. Retrieved from: <https://developingchild.harvard.edu/resources/three-early-childhood-development-principles-improve-child-family-outcomes/>



NATIONAL CONFERENCE of STATE LEGISLATURES

# What are ACEs?

- **Adverse Childhood Experiences (ACEs)** are stressful or traumatic experiences during childhood
- **CDC-Kaiser Permanente ACEs Study** revealed that ACEs are common and increase risk for many negative health and well-being outcomes
  - Study conducted in Southern California among Kaiser members from 1995-1997
  - Two waves of data collection, with more than 70,000 participants
  - Demographics: 75% white and 85% 40 years of age or older
  - CDC continues to monitor the medical status of

participants

 NATIONAL CONFERENCE of STATE LEGISLATURES  
Many states collect information on ACEs

# Effects of ACEs

## Behavior

- Lack of physical activity
- Smoking
- Alcohol abuse
- Drug use
- Missed work
- Early sexual initiation
- Multiple sexual partners

## Physical & Mental Health

- Severe obesity
- Diabetes
- Depression
- Suicide attempts
- STDs
- Heart disease
- Cancer
- Stroke
- COPD
- Adolescent pregnancy and unintended pregnancy
- Quality of life

## Other Outcomes

- Lack of school readiness
- Poor academic achievement/ Low education attainment
- Low workforce preparation and poor work performance
- Financial stress
- Continued disparities/ cycle of poverty





# Home Visiting



- Home visiting programs support nurses, social workers, early childhood educators or other trained professionals who visit families in their homes during pregnancy and early childhood
- Services include health education, screenings, connections to other

services and more



# Home Visiting: Evidence Base

- Many home visiting models are evidence-based → informed by scientific evidence about what works
- There are at least 18 proven models shown to be effective in areas such as:
  - ▣ lowering risk for child abuse and neglect

# Home Visiting and ACEs Prevention

- Home visiting programs may prevent ACEs by:
  - ▣ Screening for parental depression, domestic violence, and child abuse and neglect
  - ▣ Building relationships and resilience
  - ▣ Connecting families to services
  - ▣ Providing parental supports and promoting protective behaviors



# Home Visiting: Return on Investment

- Evidence-based home visiting programs are shown to have a positive return on investment
- Estimated to save between \$1.75 and \$5.70 for every dollar spent
- Evidence-based models operating in New Mexico include: Early Head Start, Healthy Families America, Nurse-Family Partnership, Parents as Teachers, and Team for Infants Endangered by



# Home Visiting Legislation: Examples

- Rhode Island: Requires the Department of Health to coordinate a system of early childhood home visiting services that uses evidence-based models proven to improve child and family outcomes and identifies and refers families prenatally or as early after the birth of a child as possible.
- In 2013, Arkansas and Texas passed legislation to establish 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 and Washington



# High-Quality Early Childhood Settings

- National Institute of Child Health and Human Development (NICHD) study of child care is low-quality
- New federal CCDBG law and rules (health and safety, improving quality, supporting families with cliff effect)
- Quality Improvement Rating System (QRIS) in 39 states
- Comprehensive Services

# Supporting Caregivers and Families

- Early Childhood Mental Health Consultation (ECMHC): most common settings are early care and education programs, but in a variety of settings serving young children and families (including home visiting, foster care, and homeless shelters).
- Professional Development and Coaching of ECE teachers/providers



# Early Childhood Workforce

- ❑ **Arkansas** created a birth through pre-kindergarten teaching credential.
- ❑ **Colorado** Early Childhood Workforce 2020 Plan: three-year roadmap for a professional development system that promotes a high-quality, effective and diverse workforce.
- ❑ **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.
- ❑ **Connecticut** created the early childhood educator development scholarship program to award stipends for early childhood educators to offset the costs incurred in obtaining an AA or BA in early childhood education.
- ❑ **Washington** requires implementation of a statewide early childhood professional competencies and standards in quality rating, infant and toddler care, and child care licensing.





# Vulnerable Children and Families

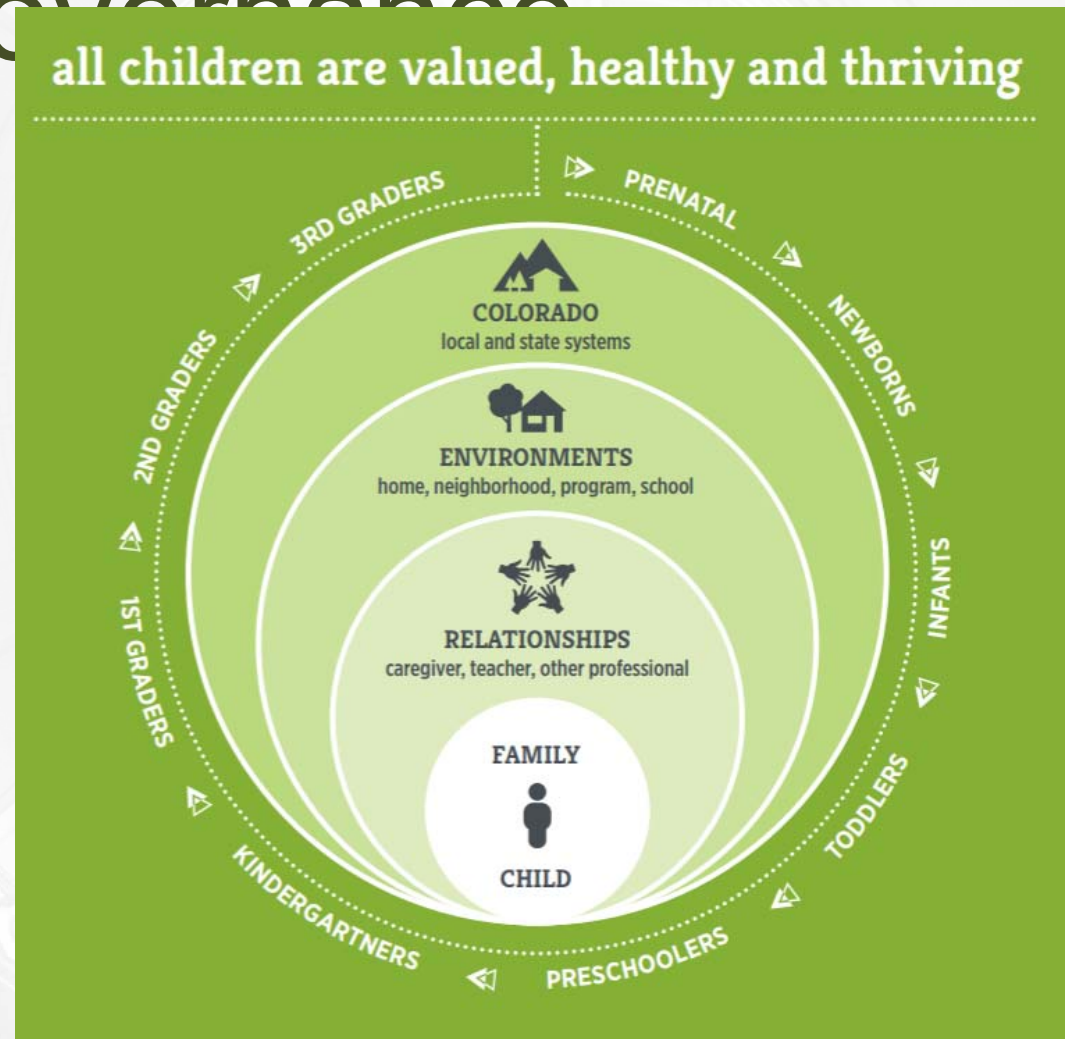
- Some states prioritize vulnerable young children-foster children, children of incarcerated parents and homeless families for early childhood education programs.
  - New federal Child Care and Development Fund (CCDF) rules prioritize vulnerable populations.
  - Twenty states prioritize children in foster care or history of abuse and neglect. Washington prioritizes for an incarcerated parent.
  
- Two-Generation/Intergenerational Approach: Colorado, Connecticut and Utah

<http://ascend.aspeninstitute.org/pages/the-two-generation-approach>



# Infant and Toddler Planning/Governance

- The Early Childhood **Colorado** framework, which includes a focus on infant-toddler needs, serves as a rallying point for all early childhood systems work at both the local and state levels.
- Colorado Infant and Toddler



# Infant and Toddler Planning/Governance

- **Washington's** Birth-to-3 state plan outlines policy recommendations to improve services for infants, toddlers, and their families (2010 HB 2867)
  - Foundation for making state level funding decisions and scaling up services
  - Regional early learning coalitions and infant-toddler steering committees coordinate efforts for children birth through three within 10 regions
- **Oregon** passed legislation (2012 HB 2013) 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.



# Other Programs and Partnerships

- ❑ Project LAUNCH
- ❑ Help Me Grow – builds on existing resources in 25 states
- ❑ Safe Babies Court Teams – public-private collaboration of local courts, non-profit community providers, child welfare, early childhood care providers
- ❑ Early Head Start
- ❑ Trauma-Informed Care
- ❑ Infant and Toddler Quality and Availability Grant Program-Colorado HB 13-1291
- ❑ Paid Family Leave – CA, NJ, RI, NY, WA (2020) and D.C. (2020)
- ❑ Infant and toddler credential (add others)



# Revenue Sources for Birth to Three

## □ **Public Funds**

- Illinois general revenue in State Board of Education (infant and toddler set a-side in early childhood education block grant)
- Kansas tobacco settlement
- Oregon general revenue to support state-funded Early Head Start

## □ **Public & Private Funds**

- Oklahoma general revenue and private funds
- Nebraska Sixpence fund

## □ **Dedicated Taxes & Tax Credits**

- Louisiana and Nebraska School Readiness Tax Credits (Nebraska limited)
- California and Arizona tobacco tax



# Pre-kindergarten Funding

- States report using:
  - General funds
  - School aid formula (16 states and the District of Columbia use the school funding or finance formula to fund pre-K)
  - Dedicated funds, which includes tobacco and lottery-specific taxes
  - State decisions about use of federal sources, including Title I, federal Preschool Development and Expansion Grant funds, Child Care and Development Block Grant and TANF
- Source: NCSL Early Care and Education Budget Survey FY 2017- [www.ncsl.org/research/human-services/early-care-and-education-state-budget-actions-fy-2017.aspx](http://www.ncsl.org/research/human-services/early-care-and-education-state-budget-actions-fy-2017.aspx)



# Pre-kindergarten Funding

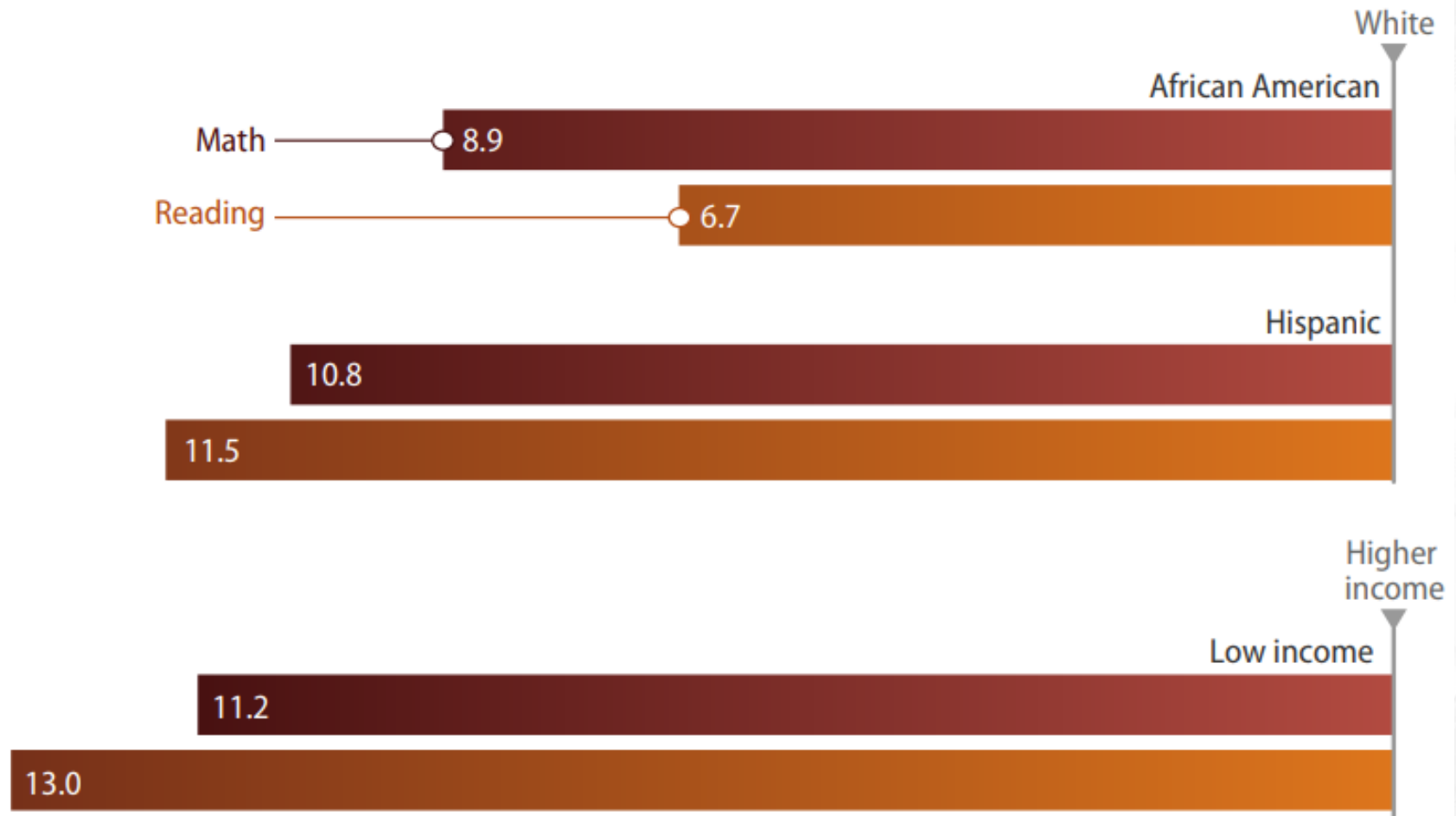
- Enrollment is at an all-time high, 32 percent of 4-year-olds and 5 percent of 3-year-olds. State funding for preschool rose 8 percent to about \$7.4 billion, a \$564 million increase. State funding per child increased to \$4,976 (exceeded pre-recession levels for the first time).
- State prekindergarten programs, ranging from \$1,500 per child to over \$8,000.
- New Mexico (State-funded Pre-K):
  - Serves 1 out of every 3 4-year-olds (16<sup>th</sup> in country)
  - 1 of only 4 states to meet continuous quality improvement system quality standards, new professional development standards and process-quality focused standards
  - \$5,233 per child (20<sup>th</sup>)

Sources: NIEER 2016 Yearbook, ECS State Pre-K Funding 2016-17 Fiscal Year: Trends and Opportunities



# African American, Hispanic, and low-income children lag behind their white and more affluent peers in math and reading at kindergarten entry

Kindergarten achievement gaps in months of learning by subgroup, 2010



Source: Friedman-Krauss, A., Barnett, W.S., & Nores, M. (2016). How Much can High-Quality Universal Pre-K Reduce Achievement Gaps? Center for American Progress. Retrieved from: <http://nieer.org/wp-content/uploads/2017/01/NIEER-AchievementGaps-report.pdf>





# Opportunity Gaps and School Readiness

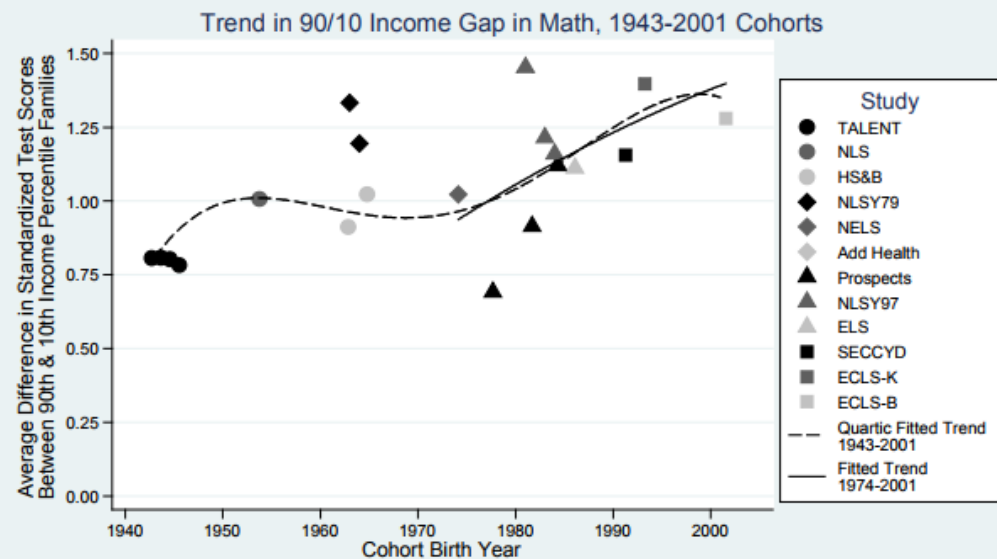
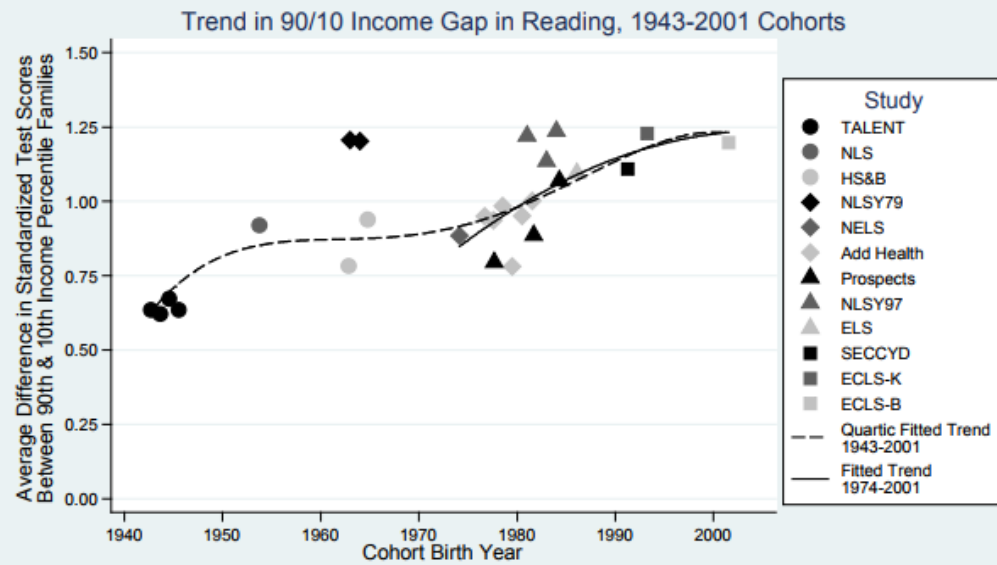
- Gaps are also present in social-emotional skills<sup>1</sup> and executive function<sup>2</sup>, both of which are correlated with long-term academic success<sup>3</sup>
- These gaps generally persist throughout school (and in some cases, widen even further)<sup>4</sup>



# Opportunity Gaps and School Readiness

- Low-income students are more likely to:
  - Trail in adaptive school readiness skills and health status.<sup>5</sup>
  - Attend a school that is of lower quality (ineffective and inexperienced teachers, fewer resources, more students living in poverty).<sup>6</sup>
  - Be twice as chronically absent (10% or more).<sup>7</sup>
  - Face hunger, homelessness, housing insecurity and lack of access to quality healthcare.<sup>8</sup>
  - Experience Adverse Childhood Experiences (ACEs) such as abuse, neglect, neighborhood violence and more, leading to toxic stress and negative health and





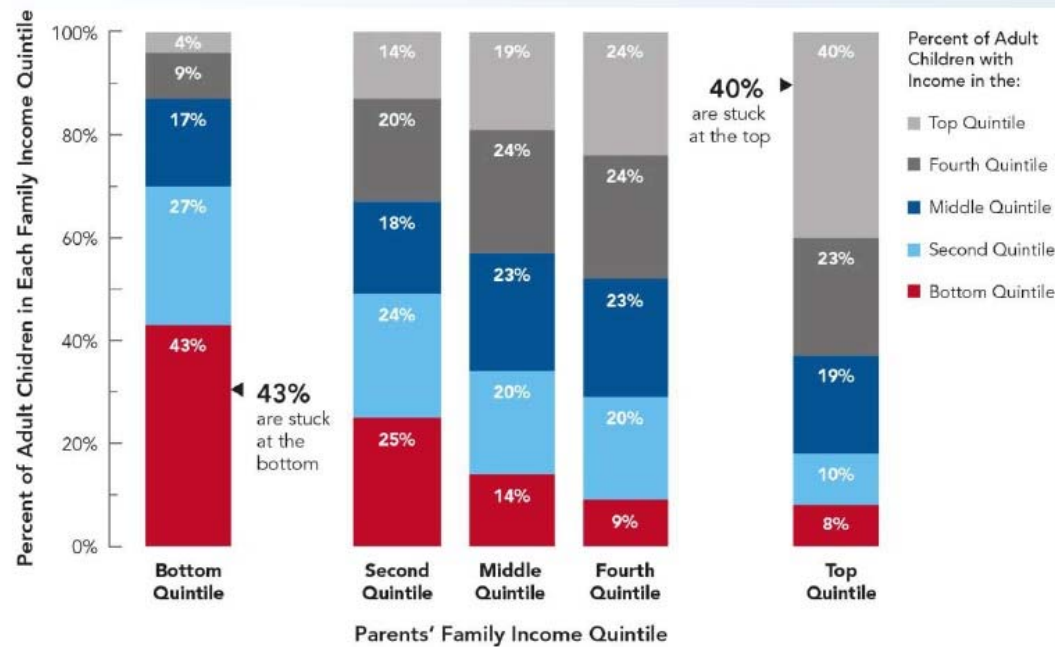
Reardon, S.F. (2011). The Widening Academic Achievement Gap between the Rich and the Poor: New Evidence and Possible Explanations. In Greg J. Duncan and R.J. Murnane, eds., *Whither Opportunity: Rising Inequality, Schools, and Children's Life Chances*. (New York: Russell Sage).



NATIONAL CONFERENCE of STATE LEGISLATURES

# Intergenerational poverty

## Income Quintile of Children When They Grow Up Relative to Their Parents' Income Quintile



Note: Numbers are adjusted for family size.

Haskins, R. (2017). Opportunity, Responsibility and Security: Reducing Poverty and Increasing Economic Mobility. A Presentation at the Economic Opportunity for Families: A Leadership Forum for State Legislators, June 6, 2017. Denver, CO: National Conference of State Legislatures.



NATIONAL CONFERENCE of STATE LEGISLATURES

# High Quality Pre-K

- Especially beneficial for low-income, minority and English learner students<sup>10</sup>
- Short- and long-term gains in educational attainment, health, decreased incarceration rates and increased earnings<sup>11</sup>
- Return on investment: from 2.5:1 to 4:1 (conservative estimates) and



## Statement 1:

Studies of different groups of preschoolers often find greater improvement in learning at the end of the pre-k year for economically disadvantaged children and dual language learners than for more advantaged and English-proficient children.

## Statement 2:

Pre-k programs are not all equally effective. Several effectiveness factors may be at work in the most successful programs. One such factor supporting early learning is a well implemented, evidence-based curriculum. Coaching for teachers, as well as efforts to promote orderly but active classrooms, may also be helpful.

## Statement 3:

Children's early trajectories depend on the quality of their early learning experiences not only before and during their pre-k year, but also following the pre-k year. Classroom experiences early in elementary school can serve as charging stations for sustaining and amplifying pre-k learning gains. One good bet for powering up later learning is elementary school classrooms that provide individualization and differentiation in instructional content and strategies.



## Statement 4:

Convincing evidence shows that children attending a diverse array of state and school district pre-k programs are more ready for school at the end of their pre-k year than children who do not attend pre-k. Improvements in academic areas such as literacy and numeracy are most common; the smaller number of studies of social-emotional and self-regulatory development generally show more modest improvements in those areas.

---

## Statement 5:

Convincing evidence on the longer-term impacts of scaled-up pre-k programs on academic outcomes and school progress is sparse, precluding broad conclusions. The evidence that does exist often shows that pre-k induced improvements in learning are ~~detectable during elementary school, but~~ studies also reveal null or negative long-term impacts for some programs.

## Statement 6:

States have displayed considerable ingenuity in designing and implementing their pre-k programs. Ongoing innovation and evaluation are needed during and after pre-k to ensure continued improvement in creating and sustaining children's learning gains. Research-practice partnerships are a promising way of achieving this goal. These kinds of efforts are needed to generate more complete and reliable evidence on effectiveness factors in pre-k and elementary school that generate long-run impacts.

---

# Side note: Fadeout

- Fadeout/Convergence of Preschool Effects: Hypotheses
  - Children benefit from preschool but then receive redundant instruction in elementary school.
  - Quality of preschool programs is not sufficient to create a large enough impact that will be sustained.
  - Children transition into lower quality elementary school settings.



# Solutions

- High quality Pre-K
- School turnaround strategy
- P-3 continuum and ESSA state plans
  - ▣ Literacy
  - ▣ Instruction
  - ▣ Reporting



# High Quality Pre-K

- Identify Gaps
  - Needs assessments
  - Reporting: # and % enrolled in Pre-K (disaggregate)
  - Increase access (based on reporting transparency)
- Focus on research-based structural and process elements
  - Structural: Observable and can be regulated
  - Process: Interactions and processes



# High Quality Pre-K

## □ ESSA state plans:

- Accountability: increased prominence of data on young children and policies and practices to share between ECE and K-12; K-2 progress measures under consideration
- Student-centered: Developmental screening and support for social emotional development (DE and IA); age-

Source: Danielle Egan (2017), ESSA and Early Learning: What the Plans Tell Us Presentation at NRP-2 Conference, September 27, 2017. Video available at <https://youtu.be/1NkLgk21vw>

(LA and MA)

 NATIONAL CONFERENCE of STATE LEGISLATURES

Teacher supports: Early childhood

# High Quality Pre-K

- Legislative Examples:
  - Intergenerational Poverty: [Utah Senate Bill 101](#) (2016)
  - Public-Private Partnerships: [Montana House Bill 639](#)
  - Evaluation and Reporting: [Oregon House Bill 2013](#)





# School Turnaround Strategy

- [Colorado Senate Bill 17-103](#) (Enacted in 2017)
  - ▣ Uses early learning as a core school turnaround strategy (Title I schools)
  - ▣ Technical assistance to schools designated for improvement (e.g. Pre-K needs assessment (within neighborhood of school), structural P-3 elements)
  - ▣ Enhanced accountability and reporting (e.g. students enrolled in QRIS

programs, coordinate with Early

Childhood Council, home visiting, P-3

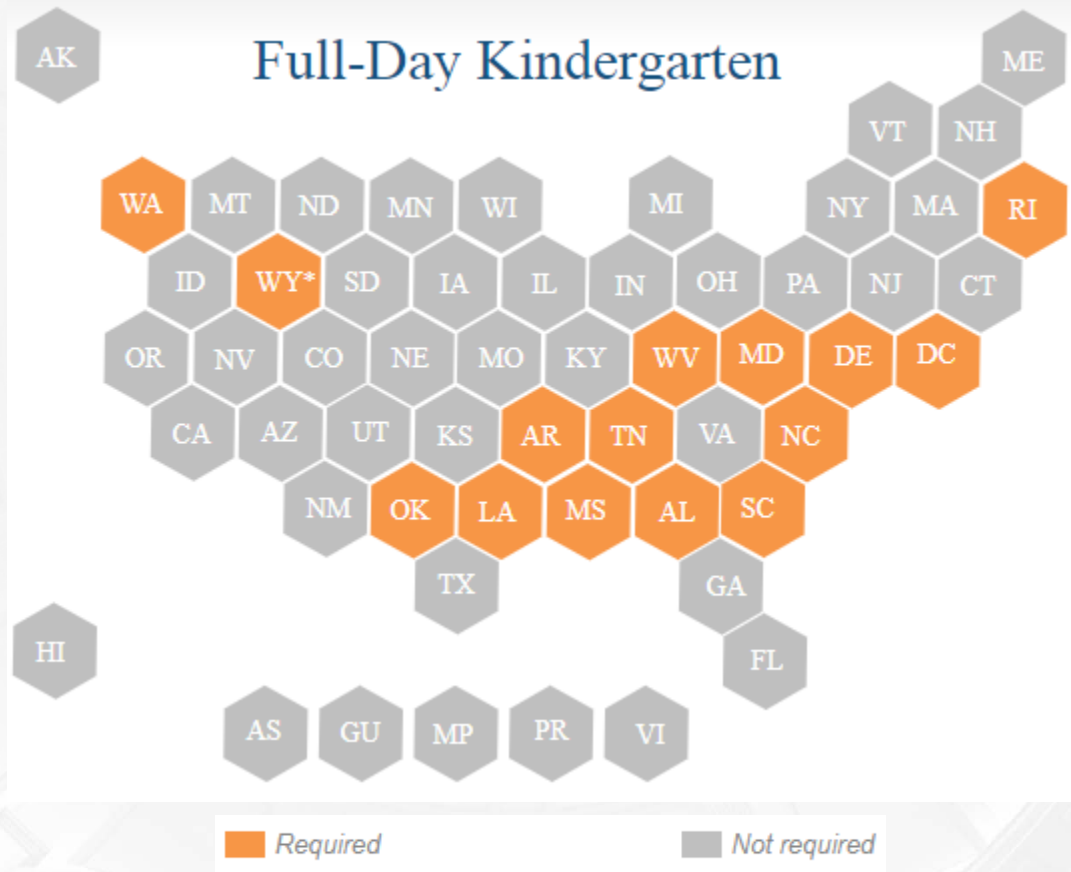


NATIONAL CONFERENCE of STATE LEGISLATURES

# Quality P-3 Continuum

## Transitions

- Plan required for Title I preschools (ESSA)
- Activities that increase coordination between Pre-K provider and school district (kindergarten):
  - Systemic procedure for receiving records
  - Communication channels
  - Teacher collaboration
  - Professional development around effective transitions



# Quality P-3 Continuum

## □ Instruction

- Evidence of schools shifting their best teachers and additional resources into the grades that “counted” for accountability purposes<sup>14</sup>

## □ Literacy

- TN ESSA goal: 75% of 3<sup>rd</sup> graders reading proficiently by end of third grade (only at 43% currently)
- *TN-Read to Be Ready:*

<http://www.tn.gov/readtobeready>



NATIONAL CONFERENCE OF STATE LEGISLATURES

□ Coaching and Instructional

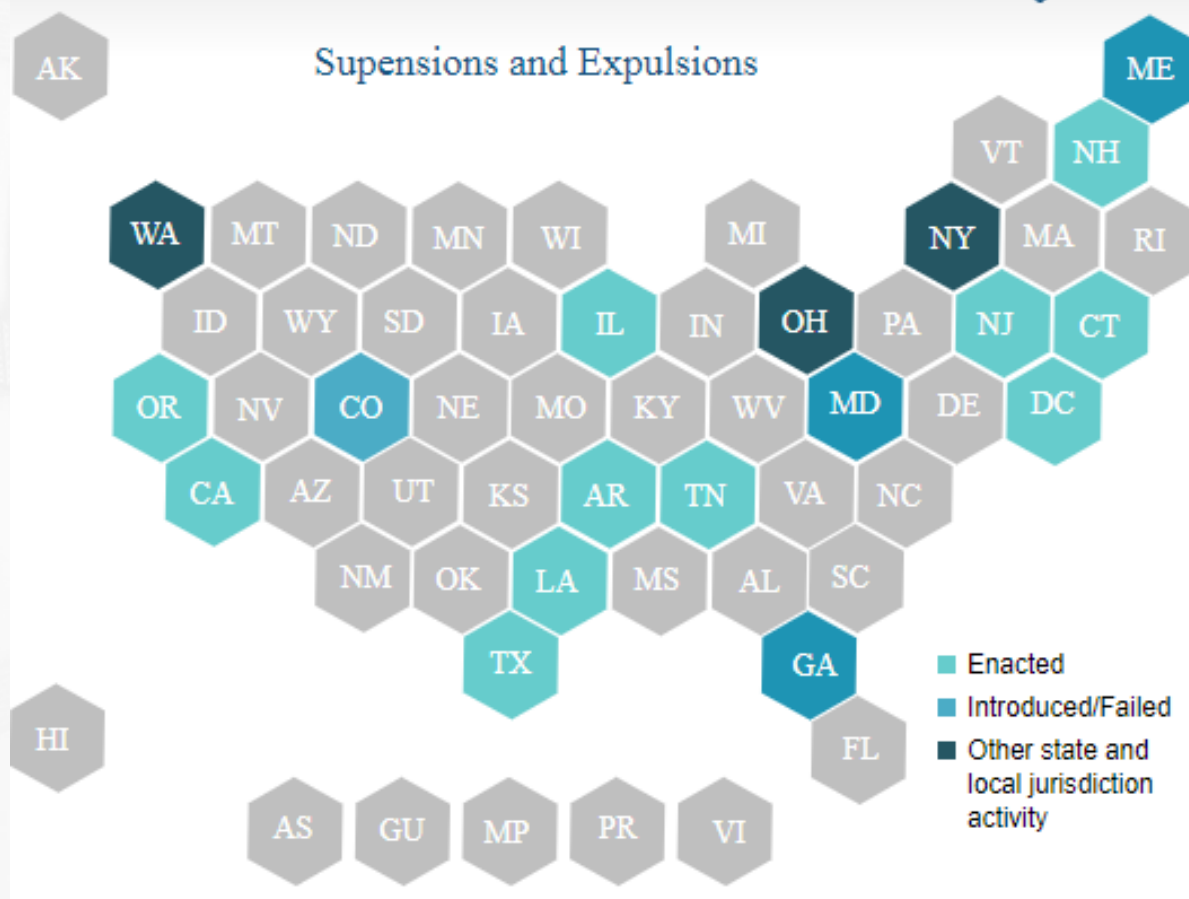
# Quality P-3 Continuum

## □ Reporting

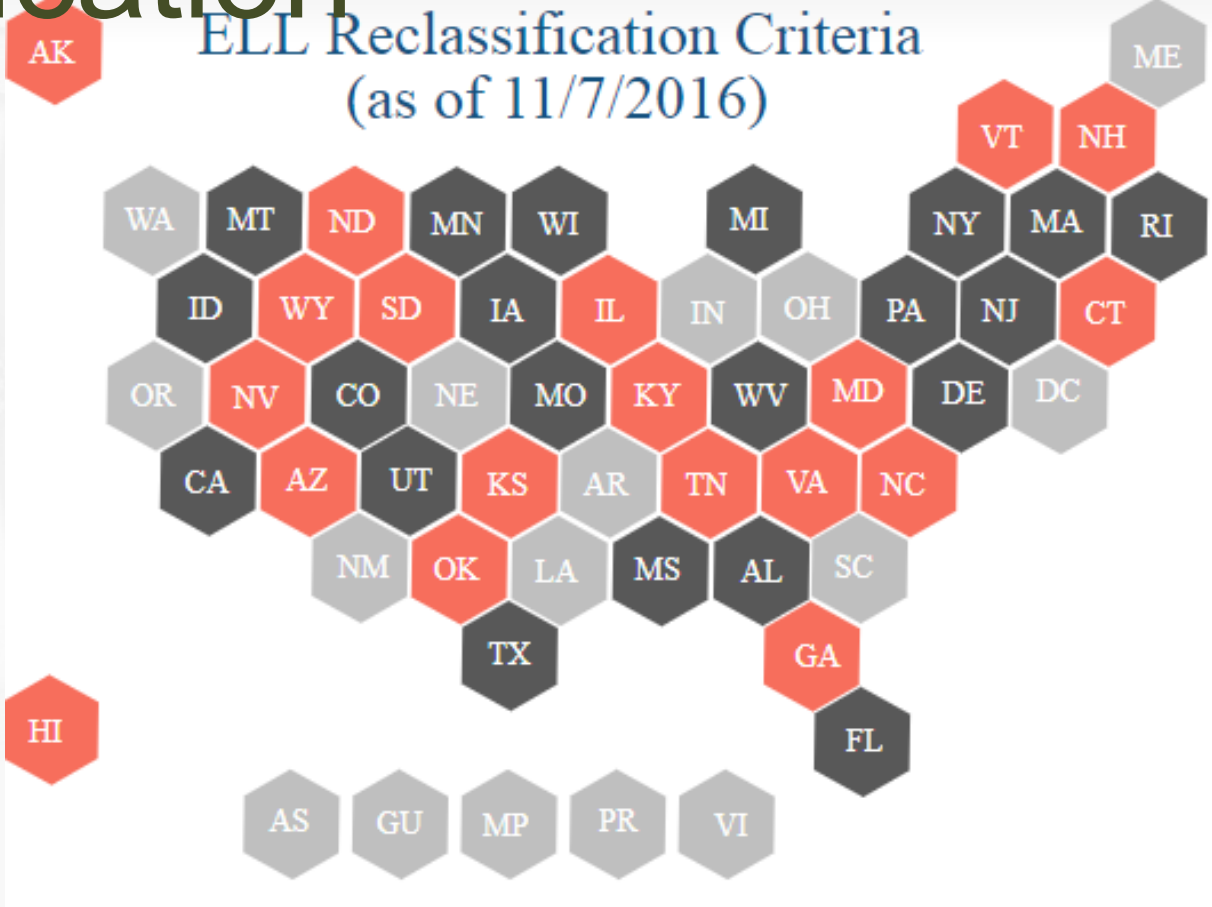
- Early learning indicators and other factors can affect school ratings and encourage systemic change<sup>15</sup>
- Low-stakes way to encourage schools and districts to improve offerings and emphasize ECE
- ESSA requirement: # and % enrolled, along with per-pupil \$
  - MI: Report cards include EC section (EC enrollment, kindergarten readiness, K-3 absenteeism rates and more)



# Trends: Prohibiting Suspension and Expulsion



# Trends: English Learner Education



■ ELP Composite Score Plus Domain Scores    
 ■ Multiple Measures    
 ■ English Language Proficiency (ELP) Composite Score Only



# Other Potential Solutions

- Equitable access to excellent educators
- ESSA 5<sup>th</sup> indicator
- Community schools/2-Gen approaches
- Per-Pupil Expenditure Reporting Requirement



# Final Thoughts-Key Policy Considerations

- No silver bullets
- Think comprehensively, but focus on 2-3 priority areas for targeted reform
- Think long-term
- State Policy and Research for Early Education (SPREE) Working Group Report (NCSL)







**Matt Weyer**

Matthew.weyer@ncsl.org

303-856-1424

<http://www.ncsl.org/research/education/early-learning.aspx>



NATIONAL CONFERENCE *of* STATE LEGISLATURES

# NCSL Contacts and Resources

Early Care and Education, Children and Families Program

Julie Poppe, (303) 856-1497,  
[julie.poppe@ncsl.org](mailto:julie.poppe@ncsl.org)

Bethany Anderson, (303) 856-1519,  
[bethany.anderson@ncsl.org](mailto:bethany.anderson@ncsl.org)

Alison May, (303) 856-1473,  
[alison.may@ncsl.org](mailto:alison.may@ncsl.org)

□ <http://www.ncsl.org/research/human-services/early-care-and-education.aspx>

□ [www.ncsl.org/homevisiting](http://www.ncsl.org/homevisiting)

<http://www.ncsl.org/research/human-services/infant-and-toddler-symposium-may-2017.aspx>



# References

- 1. Bettencourt, A., Gross, D. & Ho, G. (2016). The Costly Consequences of Not Being Socially and Behaviorally Ready by Kindergarten: Associations with Grade Retention, Receipt of Academic Support Services, and Suspensions/Expulsions. *Baltimore Education Research Consortium*. Retrieved from: <http://baltimore-berc.org/wp-content/uploads/2016/03/SocialBehavioralReadinessMarch2016.pdf>
- 2. Sarsour, K., Sheridan, M., Jutte, D., Nuru-Jeter, A. ...Boyce, W.T. (2011). Family Socioeconomic Status and Child Executive Functions: The Roles of Language, Home Environment, and Single Parenthood. *Journal of the International Neuropsychological Society*, 17(1): 120-132.
- 3. Biederman, J., Monuteaux, M.C., Doyle, A.E., Seidman, L.J...Ferrero, F. (2004). Impact of Executive Function Deficits and ADHD on Academic Outcomes in Children. *Journal of Consulting and Clinical Psychology*, 72, 757-766.
- 4. Duncan, G.J. & Magnuson, K. (2011). The Nature and Impact of Early Achievement Skills, Attention Skills and Behavior Problems.” In Greg J. Duncan and R.J. Murnane, eds., *Whither Opportunity: Rising Inequality, Schools, and Children’s Life Chances*. (New York: Russell Sage).
- 5. Isaacs, J.B. (2012). Starting School at a Disadvantage: The School Readiness of Poor Children. *Center on Children and Families, Brookings Institution*. Retrieved from: [https://www.brookings.edu/wp-content/uploads/2016/06/0319\\_school\\_disadvantage\\_isaacs.pdf](https://www.brookings.edu/wp-content/uploads/2016/06/0319_school_disadvantage_isaacs.pdf)
- 6. National Equity Atlas. Percent of Students in High-Poverty Schools: United States, All Public Schools, 2010-2014. Retrieved from: [http://nationalequityatlas.org/indicators/School\\_poverty](http://nationalequityatlas.org/indicators/School_poverty)
- 7. Balfanz, R. & Byrnes, V. (2012). The Importance of Being in School: A Report on Absenteeism in the Nation’s Public Schools. Johns Hopkins University. Retrieved from: [http://new.every1graduates.org/wp-content/uploads/2012/05/FINALChronicAbsenteeismReport\\_May16.pdf](http://new.every1graduates.org/wp-content/uploads/2012/05/FINALChronicAbsenteeismReport_May16.pdf)
- 8. Jiang, Y., Ekono, M. & Skinner, C. (2016). Basic Facts about Low-Income Children. *National Center for Children in Poverty*. Retrieved from: [http://www.nccp.org/publications/pdf/text\\_1145.pdf](http://www.nccp.org/publications/pdf/text_1145.pdf)



# References (continued)

- 9. Wade, R., Shea, J.A., Rubin, D., & Wood, J. (2014). Adverse Childhood Experiences of Low-Income Urban Youth. *Pediatrics*, 134(1), 13-20. Retrieved from: <http://pediatrics.aappublications.org/content/pediatrics/134/1/e13.full.pdf>
- 10. Phillips, D., et al., (2017). The Current State of Scientific Knowledge on Pre-Kindergarten Effects. Washington, D.C.: Brookings Institution. Retrieved from: [https://www.brookings.edu/wp-content/uploads/2017/04/duke\\_prekstudy\\_final\\_4-4-17\\_hires.pdf](https://www.brookings.edu/wp-content/uploads/2017/04/duke_prekstudy_final_4-4-17_hires.pdf)
- 11. Yoshikawa, Weiland, et al. (2013). Investing in Our Future: The Evidence Base on Preschool Education. *Foundation for Child Development*, 10-11. Retrieved from: <https://www.fcd-us.org/assets/2016/04/Evidence-Base-on-Preschool-Education-FINAL.pdf>
- 12. García, J.L., Heckman, J.J., Duncan, E.L., & Prados, M.J.(2016). “The Life-cycle Benefits of an Influential Early Childhood Program.” Retrieved from: [https://heckmanequation.org/assets/2017/01/F\\_Heckman\\_CBAOnePager\\_120516.pdf](https://heckmanequation.org/assets/2017/01/F_Heckman_CBAOnePager_120516.pdf)
- 13. McCormick, M., Hsueh, J., Weiland, C., & Bangser, M. (2017). The Challenge of Sustaining Preschool Impacts: Introducing ExCEL P-3, a Study from the Expanding Children’s Early Learning Network. Presentation to State Policy and Research for Early Education (SPREE) Working Group (NCSL).
- 14. Grissom, J., Kalogrides, D. & Loeb, S. (2014). Strategic Staffing: How Accountability Pressures Affect the Distribution of Teachers with Schools and Resulting Academic Achievement. *Vanderbilt University, Working Paper*.
- 15. Multiple authors. (2017). Birth to 3<sup>rd</sup> Grade Indicator Framework: Opportunities to Integrate Early Childhood in ESSA Toolkit. Center for Early Learning Outcomes and Council of Chief State School Officers. Retrieved from: <http://www.ccss.org/Documents/2017/Birth-to-3rd-Grade-Indicator-Framework.pdf>

