

# THE FOUNDATION FOR SUCCESS: DISCUSSING EARLY CHILDHOOD EDUCATION AND CARE IN AMERICA

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## HEARING

BEFORE THE  
COMMITTEE ON EDUCATION  
AND THE WORKFORCE  
U.S. HOUSE OF REPRESENTATIVES  
ONE HUNDRED THIRTEENTH CONGRESS  
SECOND SESSION

HEARING HELD IN WASHINGTON, DC, FEBRUARY 5, 2014

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## **The Foundation for Success: Discussing Early Childhood Education and Care in America**

**Wednesday, February 5, 2014**

**House of Representatives,  
Committee on Education and the Workforce,  
Washington, D.C.**

The committee met, pursuant to call, at 10:06 a.m., in Room 2175, Rayburn House Office Building, Hon. John Kline [chairman of the committee] presiding.

Present: Representatives Kline, Petri, Wilson, Hunter, Roe, Thompson, Walberg, Guthrie, DesJarlais, Rokita, Bucshon, Barletta, Heck, Miller, Scott, Tierney, Holt, Davis, Grijalva, Courtney, Polis, Wilson, and Bonamici.

Staff present: Janelle Belland, Coalitions and Members Services Coordinator; James Bergeron, Director of Education and Human Services Policy; Amy Raaf Jones, Deputy Director of Education and Human Services Policy; Cristin Datch Kumar, Professional Staff Member; Nancy Locke, Chief Clerk; Daniel Murner, Press Assistant; Krisann Pearce, General Counsel; Mandy Schaumburg, Senior Education Counsel; Dan Shorts, Legislative Assistant; Alex Sollberger, Communications Director; Alissa Strawcutter, Deputy Clerk; Julianne Sullivan, Staff Director; Tylease Alli, Minority Clerk/Intern and Fellow Coordinator; Jeremy Ayers, Minority Education Policy Advisor; Kelly Broughan, Minority Education Policy Associate; Jody Calemine, Minority Staff Director; Jacque Chevalier, Minority Education Policy Advisor; Jamie Fasteau, Minority Director of Education Policy; Scott Groginsky, Minority Education Policy Advisor; Julia Krahe, Minority Communications Director; Brian Levin, Minority Deputy Press Secretary/New Media Coordinator; and Megan O'Reilly, Minority General Counsel.

Chairman KLINE. A quorum being present, the committee will come to order.

Well, good morning.

Thank you to our witnesses for joining us today.

To my colleagues, welcome to the first full committee hearing of 2014. I am looking forward to a productive year.

We are short one witness but are advised that is—will be filled here shortly. Something about rain and commutes, and those of us who spend time around here have great empathy and sympathy for that.

Well, the debate on early childhood education has taken center stage in recent months. In his State of the Union address last week President Obama called early education, quote—"one of the best investments we can make in a child's life."

And there is certainly a lot of evidence to support that. Early childhood education and development programs can have a lasting influence on a child, laying the foundation for future success and achievement in school, the workplace, and life.

Since the 1960s the federal government has played an active role in helping children—especially those in low-income families—gain access to critical early care and development services. The first program, established under the Social Security Act of 1962, helped disadvantaged families afford child care. Since then, dozens of additional federal programs have been established to provide a range of development services for children from birth through age five.

According to a 2012 report by the Government Accountability Office, there are now 45 federal programs linked to early childhood education and care operated by several different federal agencies. These programs, as you can see from the graphic we have displayed on the screen and in the hearing room, are in addition to dozens of programs operated at the state level.

The GAO report also found taxpayers dedicate more than \$13 billion annually to support education or related services for children under the age of five—a hefty price tag that is getting even bigger thanks to new funding included in the fiscal year 2014 omnibus appropriations bill. Despite this considerable investment, serious questions remain as to whether these federal programs are producing the positive results our kids deserve.

The Head Start program, for example, has been the subject of concern since the release of the 2010 Head Start Impact Study and the 2012 Third Grade Follow-Up to the Head Start Impact Study. Head Start receives approximately \$8 billion a year—more than half of the total investment in early care and development. Yet the studies found little difference between the achievement levels of children who had participated in the program and those who had not.

During a visit to the Harlem Children’s Zone last summer I saw firsthand that amazing things can happen in Head Start classrooms. But these troubling studies highlight the need to assess the challenges facing Head Start and consider smart reforms to strengthen the program. In fact, many federal early care and education programs are in need of serious review. This should be our first priority, not rubber-stamping a 46th federal program.

As we examine the current federal early childhood education and care system this morning, my Republican colleagues and I believe we should discuss opportunities to streamline the mountain of existing federal programs, reduce regulatory burdens, and improve transparency to make it easier for providers and parents to understand their options. And above all, we must work together to ensure these programs are serving disadvantaged families first, consistent with the original intent of the federal investment in early childhood programs.

The Senate Health, Education, Labor, and Pensions Committee recently took steps toward these fundamental goals with legislation to reauthorize the Child Care and Development Block Grant. As you know, CCDBG provides funds to states to help low-income families access quality child care and has been due for reauthorization for over a decade.

The Senate bill, approved by the committee late last year, includes several common-sense provisions that will help empower parents and enhance coordination between CCDBG and other federal early care and development programs such as Head Start. I believe this proposal provides a solid foundation to begin related discussions in this committee and look forward to working with my colleagues on this initiative in the coming months.

And I now recognize my distinguished colleague from California, Mr. Miller, for his opening remarks.

[The statement of Chairman Kline follows:]

**Prepared Statement of Hon. John Kline, Chairman, Committee on Education and The Workforce**

The debate on early childhood education has taken center stage in recent months. In his State of the Union address last week, President Obama called early education “one of the best investments we can make in a child’s life.” He’s right. Early childhood education and development programs can have a lasting influence on a child, laying the foundation for future success and achievement in school, the workplace, and life.

Since the 1960s, the federal government has played an active role in helping children—especially those in low-income families – gain access to critical early care and development services. The first program, established under the Social Security Act of 1962, helped disadvantaged families afford child care. Since then, dozens of additional federal programs have been established to provide a range of development services for children from birth through age five.

According to a 2012 report by the Government Accountability Office, there are now 45 federal programs linked to early childhood education and care operated by several different federal agencies. These programs, as you can see from the graphic we’ve displayed on the screen and in the hearing room, are in addition to dozens of programs operated at the state level.

The GAO report also found taxpayers dedicate more than \$13 billion annually to support education or related services for children under the age of five – a hefty price tag that is getting even bigger thanks to new funding included in the FY 2014 omnibus appropriations bill. Despite this considerable investment, serious questions remain as to whether these federal programs are producing the positive results our kids deserve.

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Mr. MILLER. Thank you very much, Mr. Chairman, and thank you for holding this hearing, and the witnesses for your attendance today and your expertise.

Quality early learning is a critical issue that President Obama and members of our committee have been highlighting for years. Last fall Congressman Hanna of New York and I introduced the Strong Start for America's Children Act, a bold, innovative 10-year federal-state partnership that will expand and improve early learning opportunities for children nationwide.

And just last month we got a down payment on those efforts from the omnibus appropriations bill, which provided 250 million in preschool development and expansion grants and 500 million in Early Head Start, including the same child care partnerships proposed in our bill. Indeed, this is an exciting time for early childhood education.

Ask any parent in America how important access to pre-K is to their family or whether the quality of their children's program matters and they will tell you how important it is that their children have a safe, high-quality learning environment. Or maybe ask elementary teachers, or law enforcement, or military and business leaders why they are fighting to expand and strengthen early childhood education around the country. They are all likely to engage you in the same discussion that we need to have today—how through quality early learning and child care the federal government can improve our nation's educational outcomes, strengthen our economy, reduce crime and delinquency, improve the lives of multiple generations of children and families.

We know from years of empirical longitudinal research that high-quality preschool leads to good short-and long-term educational and economic outcomes for children, particularly those from low-income families. Despite what you may hear from critics, early childhood education has been proven over and over again to generate a substantial return on investment—one that far exceeds the ratio we use to determine whether most public projects can be considered successful for economic development.

This has been proven not just in one study, but by decades of research across the country. The near-term effects include reading and math gains, fewer special education placements, and better health outcomes. The long-term benefits include better high school graduation rates, higher earnings, reduced crime, and fewer teen pregnancies.

That is why states once again are increasing resources to early childhood programs, with at least 30 states bolstering early education investments in the last year. The federal government needs to support that action and partner with those states, counties, and school districts to give our youngest Americans a good start in life.

You will also hear today that GAO has documented that the federal government has 45 programs in early care and education and already spends money on early education. What I believe the GAO report actually points is that there are just two programs that provide the bulk of federal role and funding for early education.

There are a handful of other programs dedicated solely to special services to early education, such as services to students with disabilities and literacy support. The vast majority of those pro-



grams—75 percent—merely have a mention of early education and that means that the funds in those programs may or may not even be spent on early education. In fact, GAO does not document if funds in those programs are actually going to early education, just that the law says they could.

Moreover, GAO could not find any duplication of services, despite there being some overlap in purposes of some programs.

Today we will hear from Delaware's Early Learning Director, if the trains permit. She has found that federal funds for early education, along with the innovative state and local efforts, can help transform children's lives.

The American people understand how important properly funded, quality early education programs are to our future. A recent national bipartisan poll showed that 70 percent of Americans, including 60 percent of Republicans, support more federal funding for better early education for children from low-income families.

This is what the President proposed his fiscal year 2014 budget and in his State of the Union addresses for the second year in a row. He has seen the research and knows that federal action can generate state and local initiatives in support of young children and their families.

He recognizes that even though we know quality early learning works well on so many levels, too many disadvantaged children don't have access to any of the services, much less quality services. For example, only one in six children who is eligible for federal child care assistance receives it. Less than 45 percent of eligible children have access to Head Start.

Even now, with low-income families—even now, when low-income families do have access to quality learning programs, they are often unaffordable. This has not only affected children and their family stability, but affects our jobs, our economy, and the success of the next generation.

That is why we are doing something about it. We have more than 60 organizations supporting my bipartisan Strong Start bill, ranging from business leaders to law enforcement to military leaders to elementary school principals. On top of that, some 500 state legislators of both parties have sent letters in support of the legislation.

I urge the committee to consider the bill and to move it to the House floor for passage.

In addition, I will be working with the administration to ensure that funds received through the omnibus bill are spent wisely. Let me be clear: Until this committee and this Congress decide to act on this issue in a responsible way, we are ceding control to legislate and managing this funding to the administration.

Got that? Okay.

Greater—

Chairman KLINE. This would be the only place—

Mr. MILLER. Great child care and early education investments at federal, state, and local levels are needed because low-income working parents lack access, can't afford services, or don't have enough good choices. The future of our nation depends on turning this around and providing high-quality early learning for all children.

And I yield back the balance of my time. Thank you.

[The statement of Mr. Miller:]

**Prepared Statement of Hon. George Miller, senior Democratic member,  
Committee on Education and the Workforce**

I want to start by thanking Chairman Kline for holding today's hearing.

Quality early learning is a critical issue that President Obama and members of our committee have been highlighting for years.

Last fall, Congressman Hanna of New York and I introduced the Strong Start for America's Children Act, a bold, innovative 10-year federal-state partnership that would expand and improve early learning opportunities for children nationwide.

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Indeed, this is an exciting time for the early childhood education.

Ask any parent in America how important access to pre-K is for their family, or whether the quality of their child's program matters. They will tell you how important it is that their children are in a safe, high-quality learning environment.

Or maybe ask elementary school teachers, law enforcement, the military, and business leaders why they are fighting to expand and strengthen early childhood education around the country.

They are all likely to engage you in the same discussion that we need to have today: how, through quality early learning and child care, the federal government can improve our nation's educational outcomes, strengthen our economy, reduce crime and delinquency, and improve the lives of multiple generations of children and families.

We know from years of empirical, longitudinal research that high-quality preschool leads to good short- and long-term educational and economic outcomes for children, particularly for those from low-income families.

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The vast majority of those programs, 75 percent, merely have mention of early education in them. This means that the funds in those programs may not even be spent on early education.

And in fact, GAO does not document if funds for those programs are actually going to early education—just that the law says they could.

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He recognizes that even though we know quality early learning works on so many levels, too many disadvantaged children don't have access to any services, much less quality services.

For example, only one in six children eligible for federal child care assistance receives it, and less than 45 percent of eligible children have access to Head Start.

Even when low-income families do have access to quality early learning programs, they are often unaffordable. This is not only a threat to children and family stability, but to jobs, our economy, and the success of the next generation.

That's why we are doing something about it. We have more than 60 organizations supporting my bipartisan Strong Start bill, ranging from business leaders to law enforcement to military leaders to elementary school principals. On top of that, 500 state legislators from both parties sent a letter in support of the bill.

I urge the committee to consider this bill and move it to the House floor for passage.

In addition, I'll be working with the administration to ensure that the funds received through the omnibus bill are spent wisely.

But let me be clear, until this Committee and this Congress decide to act on this issue in a responsible way, we are ceding control of legislating and of managing this funding to the administration.

Greater child care and early education investments at the federal, state, and local levels are needed because low-income, working parents lack access, can't afford services, and don't have enough good choices. The future of our nation depends on turning this around and providing high-quality early learning for all children.

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Chairman KLINE. I thank the gentleman.

Pursuant to committee rule 7(c), all committee members will be permitted to submit written statements to be included in the permanent hearing record. And without objection, the hearing record will remain open for 14 days to allow statements, questions for the record, and other extraneous material referenced during the hearing to be submitted in the official hearing record.

It is now my pleasure to introduce our distinguished panel of witnesses, which—no. We got a little—just a little flurry back there.

I will introduce the three of you here and when Ms. Dichter arrives we will get her wherever she comes in, wherever the trains allow.

Ms. Kay Brown is the Director for Education, Workforce, and Income Security issues at the Government Accountability Office, the GAO. She is currently responsible for leading GAO's work related to child welfare, child care, domestic nutrition assistance, Temporary Assistance for Needy Families, and services for older adults. And we do keep her busy.

Dr. Grover J. "Russ" Whitehurst is the Director of the Brown Center on Education Policy at the Brookings Institution. Previously he was the first Director of the Institute of Education Sciences.

Dr. Elanna Yalow is the Chief Executive Officer for Knowledge Universe Early Learning Programs. She has over 20 years of experience with Knowledge Universe, where she is responsible for the development of educational programs in the United States and for the use of best practices in education, professional development, and quality assurance across the company's education programs in the U.S., Europe, and Asia.

Before I recognize each of you to provide your testimony let me briefly explain our lighting system. You will each have 5 minutes to present your testimony.

When you begin the light in front of you will turn green; when 1 minute is left the light will turn yellow; and when your time is expired the light will turn red. At that point I ask you to wrap up

your remarks as best you are able, and after everyone has testified members will each have 5 minutes to ask questions of the panel.

I now recognize Ms. Brown for 5 minutes.

**STATEMENT OF MS. KAY E. BROWN, DIRECTOR FOR EDUCATION, WORKFORCE, AND INCOME SECURITY ISSUES, GOVERNMENT ACCOUNTABILITY OFFICE (GAO), WASHINGTON, D.C.**

Ms. BROWN. Chairman Kline, Ranking Member Miller, and members of the committee, thank you for inviting me to discuss our work on early learning and child care programs.

Today I will cover the number and range of these programs and the extent to which they are fragmented, overlap, or duplicate each other. My remarks are based on GAO's 2012 review in which we looked for federally funded programs that focused on preparing young children for school or provided subsidized child care to help low-income parents work or attend school or training.

Overall we identified 45 programs, and these can be grouped into three categories. First, 12 of the programs have an explicit purpose of providing early learning or child care services. That is, these services are part of their main mission.

In fiscal year 2012 these programs received more than \$14 billion in federal spending. Some are very large, such as Head Start, which obligated \$8 billion that year, while most others are smaller, obligating less than 500 million each. They all target specific groups, such as low-income children or children with disabilities.

Of the remaining 33 programs, the second group contains multipurpose block grants or other programs that have a different main purpose but whose funds may be used for early learning or child care. For example, the TANF program aims to promote work and help end dependence on government benefits, and 2.6 billion in TANF funds were used for child care in 2012.

The third group includes programs that provide services that facilitate or support early learning or child care programs. For example, the Child and Adult Care Food Program provides nutrition assistance to young children in different settings. In addition to these programs we identified five tax provisions that subsidize private expenditures in this area.

Now, moving on to the extent of fragmentation, overlap, and duplication, the federal investment is fragmented. By this I mean that these programs are administered by multiple agencies. They are concentrated within the Departments of Education and HHS, but six other federal agencies and one federal state commission are also involved.

Further, these programs overlap each other, meaning multiple programs have similar goals and target similar groups of children. For example, several programs provide school readiness services to low-income children, and programs in both Education and Interior provide funding for early learning services for Indian children.

Now, it is harder to tell whether these programs are duplicative—that is, whether they provide the same services to the same beneficiaries. This is because many of the different—because of the many different ways the programs are structured, the wide range of allowable uses for the funds, and the lack of data in some cases

on services provided. Also, the eligibility requirements differ among programs even for similar subgroups of children, such as those from low-income families.

So what does all this mean? The federal support for these programs has developed over time in response to emerging needs. However, administering similar programs through different agencies can lead to situations where the programs may not serve children and their families as efficiently and effectively as possible. This can also lead to added administrative costs for things like eligibility determination and reporting requirements.

I should also note, though, that even with this overlap it is likely that there are gaps in service. For example, HHS estimated that between fiscal years 2004 and 2007 about one-third or fewer of potentially eligible children from low-income working families received child care subsidies from the three main programs. Further, there are likely cases where the programs complement each other, such as when a child in daycare also receives meals funded through a separate nutrition program.

Now, one way to help mitigate the effects of fragmentation and overlap is through enhanced coordination. Education and HHS have an interdepartmental work group, and in our 2012 report we noted the need to deepen and extend their ongoing coordination efforts by including all of the relevant federal agencies. At this time, the work group is still considering what action to take.

This concludes my statement. I would be happy to answer any questions you may have.

[The statement of Ms. Brown follows:]



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United States Government Accountability Office

Testimony  
Before the Committee on Education  
and the Workforce, House of  
Representatives

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For Release on Delivery  
Expected at 10:00 a.m. EST  
Wednesday, February 5, 2014

## EARLY LEARNING AND CHILD CARE

### Federal Funds Support Multiple Programs with Similar Goals

Statement of Kay E. Brown, Director, Education,  
Workforce, and Income Security

## GAO Highlights

Highlights of GAO-14-325T, a testimony before the Committee on Education and the Workforce, House of Representatives

### Why GAO Did This Study

Millions of children under the age of 5 participate each year in federally funded preschool and other early learning programs or receive federally supported child care in a range of settings. Federal programs that funded early learning and child care as an explicit purpose received at least \$14.2 billion in federal funding in fiscal year 2012. This testimony discusses existing federally funded programs that provide or support early learning or child care services for children and the extent to which these programs are administered by multiple federal agencies, have similar goals, or provide the same services. It is based on work done for GAO's 2012 annual report on opportunities to reduce duplication, overlap, and fragmentation in federal government programs (see GAO-12-342SP), which updated earlier work in this area. For that report, GAO searched the Catalog of Domestic Federal Assistance to identify relevant programs; obtained supplementary information from Education, HHS, and other agencies; and reviewed previous GAO reports. In January 2014, GAO updated information on expenditures for selected programs.

### Actions Needed

In its 2012 report, GAO noted that Education and HHS needed to extend their coordination efforts to other agencies with early learning and child care programs. As of December 2013, the agencies had taken initial steps toward greater coordination but need to follow through with their plans to include these other federal agencies in an inter-departmental workgroup.

View GAO-14-325T. For more information, contact Kay E. Brown at (202) 512-7215 or [brownke@gao.gov](mailto:brownke@gao.gov).

February 5, 2014

## EARLY LEARNING AND CHILD CARE

### Federal Funds Support Multiple Programs with Similar Goals

The federal investment in early learning and child care is administered through 45 programs that provide or may support related services to children from birth through age 5, as well as five tax provisions that subsidize private expenditures in this area. Among the 45 programs, 12 have an explicit program purpose of providing early learning or child care services. These programs differ in size, target population, and structure. For example, most of them obligated less than \$500 million each in fiscal year 2012, while the largest program, Head Start, obligated approximately \$8 billion in that year. The remaining 33 programs identified in GAO's 2012 report permit the use of funds for delivering or supporting early learning or child care services, but this is not their explicit purpose. These programs include multipurpose block grants, such as Temporary Assistance for Needy Families, for which early learning or child care is not a primary purpose but which may nevertheless provide significant funding for child care. They also include programs that may allow funds to be used for early learning or child care, but these are not among their primary goals and do not typically account for a significant portion of available program funds. Finally, five federal tax provisions support early learning and child care by forgoing tax revenue to subsidize the private purchase of child care services. These five tax expenditures accounted for at least \$3.1 billion of forgone tax revenue for the U.S. Treasury in fiscal year 2012.

The multiple programs that compose the federal investment in early learning and child care are administered by multiple agencies and include programs that have similar goals and potential for both duplication and service gaps. The 45 programs identified in GAO's 2012 report are concentrated within the Departments of Education (Education) and Health and Human Services (HHS)—the principal administrators of the federal government's early learning and child care programs—but are also administered by the Departments of Agriculture, the Interior, Justice, Labor, Housing and Urban Development, the General Services Administration, and the Appalachian Regional Commission. Some of these programs overlap in that they have similar goals for children under the age of 5 and are targeted to similar groups of children. For example, five programs, administered by Education and HHS, provide school readiness services to low-income children, and programs in both Education and the Interior provide funding for early learning services for Indian children. Administering similar programs in different agencies can create an environment in which programs may not serve children and families as efficiently and effectively as possible. Although some programs fund similar types of services for similar populations, several factors contribute to difficulty determining whether these programs are duplicative—that is, whether they provide the same services to the same beneficiaries. These factors include differing program structures and eligibility requirements as well as inadequate or missing data. Despite some program overlap and the potential for duplication, it is likely that service gaps exist since these programs generally are not designed to serve all eligible children. Coordinating the administration and evaluation of early learning and child care programs can help mitigate the effects of program overlap and potentially help bridge service gaps.

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Chairman Kline, Ranking Member Miller, and Members of the Committee:

Thank you for inviting me to discuss federally funded early learning and child care programs. Millions of children under the age of 5 participate each year in federally funded preschool and other early learning programs or receive federally supported child care in a range of settings. Federal programs that funded early learning and child care as an explicit purpose received at least \$14.2 billion in federal funding in fiscal year 2012.<sup>1</sup>

My remarks today describe existing federally funded programs that provide or support early learning or child care services, and the extent to which these programs are administered by multiple federal agencies, have similar goals, or provide the same services. My testimony is based on one component of our 2012 annual report on opportunities to reduce duplication, overlap, and fragmentation in federal government programs.<sup>2</sup>

To develop the findings for our 2012 report, we searched the Catalog of Federal Domestic Assistance to identify federal early learning and child care programs; obtained supplementary information from the Departments of Education (Education), Health and Human Services (HHS), and other agencies; and reviewed previous GAO reports on early learning and child care.<sup>3</sup> We used the following criteria to identify relevant early learning and child care programs: the programs (1) funded or supported early education or child care services, (2) were provided to

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<sup>1</sup> Fiscal year 2012 is the latest date for which actual obligations have been reported, and funding data for one program was not reported in budget justifications but obtained from a federal agency; in addition, we requested fiscal year 2012 data for one program but the agency was unable to provide it. This figure only includes funding for the programs we identified as having an explicit purpose of providing early learning or child care for children under age 5. It does not include federal programs with other purposes that permit the use of funds for early learning and child care as an allowable activity or that provide supporting services such as food and nutrition. For example, the figure does not include funding for two multipurpose block grants—the Social Services Block Grant and Temporary Assistance for Needy Families (TANF)—or for Title I Grants to Local Educational Agencies.

<sup>2</sup> GAO, *2012 Annual Report: Opportunities to Reduce Duplication, Overlap and Fragmentation, Achieve Savings, and Enhance Revenue*, GAO-12-342SP (Washington, D.C.: February 28, 2012).

<sup>3</sup> While there is no standard definition for what constitutes a program, they may include grants, tax expenditures, centers, loans, funds, and other types of assistance.



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children under age 5, and (3) delivered services in an educational or child care setting. We also obtained and analyzed descriptions of Education and HHS coordination efforts for early learning and child care programs, but did not evaluate these efforts.<sup>4</sup> The work this statement is based on was conducted in accordance with generally accepted government auditing standards. Those standards require that we plan and perform the audit to obtain sufficient, appropriate evidence to provide a reasonable basis for our findings and conclusions based on our audit objectives. We believe that the evidence obtained provides a reasonable basis for our findings and conclusions based on our audit objectives. In January 2014 we updated information on selected programs' obligations and revenue losses relating to tax provisions. Further details on our scope and methodology can be found in our 2012 report.<sup>5</sup>

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## Background

While parents are primarily responsible for the education and care of children who are younger than school age, a variety of factors over the last few decades, such as the increase in women's participation in the workforce and an earlier focus on school readiness in children, have led to an increased demand for early learning and child care programs. These trends have also played a part in expanding the federal role in providing early learning and child care through a variety of settings and programs. Federal support for early learning and child care has developed over time in response to emerging needs. Historically, early learning and child care programs existed separately with separate goals: early learning programs focused on preparing young children for school; in contrast, child care programs subsidized the cost of child care for low-income parents of infants, toddlers, and young children who were working or engaged in work-related activities. Over time, the distinction between these two types of programs has blurred as policymakers seek to make educationally enriching care available to more young children.

In addition to parents, multiple levels of government contribute significant amounts of funding to support of early learning and child care delivered in

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<sup>4</sup> This testimony focuses on civilian programs and excludes early learning and child care programs funded through the Department of Defense, which are not listed in the Catalog of Federal Domestic Assistance. For a more detailed description, see GAO-12-342SP, p.201, "How GAO Conducted Its Work."

<sup>5</sup> See GAO-12-342SP, p.201, "How GAO Conducted Its Work."

a variety of settings through a loosely connected system of private and public programs. Public financing for early learning and child care in the United States involves multiple funding streams and programs at various levels—federal, state, and local. A significant portion of federal support for child care is provided through funding to states that help provide subsidies to low-income families. Within the parameters of federal guidance and regulations, states generally determine their own specific policies concerning the administration of these funds, which include who is eligible to receive subsidies and the amount of the subsidy.

The information in our 2012 report and that I will discuss today built on previous reports in which we found that multiple federal agencies administer this important investment through numerous programs. This work updated reports we issued in 2000 and 2005 that also found many programs providing or supporting education or care for children under the age of 5.<sup>6</sup> Changes in the number and make-up of programs across these reports in part reflect programs that ended or were consolidated.<sup>7</sup>

### Federal Funds Support Multiple Early Learning and Child Care Programs

Our 2012 report found that the federal investment in early learning and child care is administered through 45 programs that provide or may support related services to children from birth through age 5, as well as five tax provisions that subsidize private expenditures in this area. Among the 45 programs, 12 had an explicit program purpose of providing early learning or child care services.<sup>8</sup> The remaining 33 programs did not have this explicit program purpose, but permitted use of funds for this purpose or provided supportive services to facilitate early learning or child care services.

<sup>6</sup> GAO, *GAO Update on the Number of Prekindergarten Care and Education Programs*, GAO-05-678R (Washington, D.C.: June 2, 2005) and *Early Education and Care: Overlap Indicates Need to Assess Crosscutting Programs*, GAO/HEHS-00-78 (Washington, D.C.: April 28, 2000).

<sup>7</sup> In addition, the Catalog of Federal Domestic Assistance also made some changes in the way programs are categorized that may have affected the number of programs that met our criteria. Specifically, rather than performing a key word search, as was done in previous reports, we took advantage of refinements made in the catalog since 2005 and used the "Subject Index" terms to identify early learning and child care programs.

<sup>8</sup> We consider a program as having an explicit early learning or child care purpose when the program objectives in the Catalog of Federal Domestic Assistance or other agency documents refer to early learning or child care.

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The 12 programs with an explicit program purpose of providing early learning or child care services differ in size, target population, and structure.<sup>9</sup> (See table 1.)

- In terms of size, most of the programs obligated less than \$500 million each in fiscal year 2012, while the largest program, Head Start, obligated approximately \$8 billion in that year.
- Regarding the target population, half of the programs targeted low-income children and 3 programs targeted children with disabilities. Some programs also targeted other populations, such as Indian children or children whose low-income parents were pursuing post-secondary education. All 12 programs served children under the age of 5, but 6 of the 12 programs also provided early learning or child care services for older children as well.
- Finally, the 2 largest programs—Head Start and the Child Care and Development Fund (CCDF)—differed significantly in structure. Head Start, created to support children's early development by offering comprehensive, community-based services to meet multiple needs including child care, provides competitive federal grants directly to community-based public and private service providers. CCDF, which helps states reduce dependence on public assistance by subsidizing child care to support parents' involvement in the workforce, provides grants to states, which in turn generally provide funding as subgrants to counties or other local entities for distribution to parents.

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<sup>9</sup> In addition, 2 of the 12 programs were created as part of the American Recovery and Reinvestment Act of 2009 (Pub. L. No. 111-5, 123 Stat. 115). The larger of these programs—the State Fiscal Stabilization Fund—received a one-time appropriation of \$53.6 billion in 2009. The Race to the Top-Early Learning Challenge awarded \$133 million in fiscal year 2012 but did not report the amount of its fiscal year 2012 obligations. Tit. XIV, 123 Stat. 279.

**Table 1: Purposes and Targeted Populations of Federal Programs That Have Early Learning or Child Care as an Explicit Program Purpose as of 2012**

Program name by federal agency	Explicit program purpose		Specific child population targets				
	Early learning services	Child care services	Age group		Other population targets		
			Children under 5 primarily	Larger age group, including children under 5	Low-income children	Children with disabilities	Other targeted populations
Department of Education							
Child Care Access Means Parents in School		*		*		*	*
Indian Education-Grants to Local Educational Agencies	*			*			*
Race to the Top – Early Learning Challenge	*		*		*		
Special Education-Grants for Infants and Families	*		*			*	*
Special Education-Preschool Grants	*		*			*	
State Fiscal Stabilization Fund - Education State Grants, Recovery Act	*			*			*
Striving Readers Comprehensive Literacy	*			*	*		
Department of Health and Human Services							
Child Care and Development Block Grant <sup>a</sup>		*		*	*		
Child Care Mandatory and Matching Funds of the Child Care and Development Fund <sup>a</sup>		*		*	*		
Head Start	*		*		*	*	
Department of the Interior							
Indian Child and Family Education (FACE)	*		*				*
General Services Administration							
The General Services Administration's Child Care Program		*	*				*

Source: GAO analysis of Catalog of Federal Domestic Assistance and federal agency program information.

Note: All programs included in this table are those for which early learning or child care is explicitly described as a program purpose, according to our analysis of Catalog of Federal Domestic Assistance and other agency information. It does not include additional programs that either support early learning or child care or that allow such services.

<sup>a</sup>In combination, Child Care and Development Block Grant funds and Child Care Mandatory and Matching Funds are referred to as the Child Care and Development Fund.

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The remaining 33 programs identified in our 2012 report, and listed in appendix I, permit the use of funds for delivering or supporting early learning or child care services, but this is not their explicit purpose.

- Some programs are multipurpose block grants for which early learning or child care is not a primary purpose but which are nevertheless known to provide significant funding for child care. For example, the Temporary Assistance for Needy Families (TANF) block grant accounted for \$2.6 billion in child care funding in fiscal year 2012.
- Other programs may allow funds to be used for early learning or child care, but these are not among their primary goals. Furthermore, such uses do not typically represent a significant portion of available program funds. For example, the Department of Justice has one program to help victims of violence that can provide child care as a short-term, ancillary service; and Title I Grants to Local Educational Agencies, an Education grant, spent about 2 percent of total obligations on early learning programs in fiscal year 2009. In some cases, program officials did not know what portion of program funds were used to provide or support early learning or child care services.
- Finally, some programs provide supportive services that can facilitate early learning or child care. For example, the Department of Agriculture's Child and Adult Care Food Program reimburses local providers for meals and snacks served to children in child care centers, family, or group day care along with other target groups, such as the elderly.

In addition to these federally funded programs, five federal tax provisions, such as the Credit for Child and Dependent Care Expenses, supported early learning and child care by forgoing tax revenue to subsidize the private purchase of child care services. Some tax provisions are for families and some are for employers that provide child care at the workplace. These five federal tax expenditures accounted for at least \$3.1 billion of forgone tax revenue for the U.S. Treasury in fiscal year 2012. While it may be possible for some families to receive benefits from both tax provisions and federal early learning and child care programs in a particular year, many families eligible to participate in federal programs

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may not have tax liabilities due to their low incomes and would not benefit from these tax provisions.<sup>10</sup>

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### Multiple Federal Agencies Administer Programs with Similar Goals and Potential for Both Duplication and Service Gaps

Multiple agencies administer the federal investment in early learning and child care through multiple programs that sometimes have similar goals and are targeted to similar groups of children. In 2012 we concluded that the federal investment in these programs is fragmented. The 45 programs identified in our 2012 report are concentrated within Education and HHS—the principal administrators of the federal government’s early learning and child care programs—but are also administered by the Departments of Agriculture, the Interior, Justice, Labor, Housing and Urban Development, the General Services Administration, and the Appalachian Regional Commission. Also, some of these programs overlap one another, meaning they have similar goals for children under the age of 5 and are targeted to similar groups of children. For example, five programs, administered by Education and HHS, provide school readiness services to low-income children, and programs in both Education and the Interior provide funding for early learning services for Indian children. Administering similar programs in different agencies can create an environment in which programs may not serve children and families as efficiently and effectively as possible. The existence of multiple programs can also create added administrative costs, such as costs associated with determining eligibility and meeting varied reporting requirements.

Although some programs fund similar types of services for similar populations, several factors contribute to the difficulty of determining whether these programs are duplicative—that is, whether they provide the same services to the same beneficiaries. First, as noted above, the programs are differently structured, with some administered at the federal level and some administered at the state level with local service delivery. Second, the nature of eligibility requirements also differs among

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<sup>10</sup> These tax provisions primarily benefit families with higher incomes than those eligible for CCDF or Head Start. For example, more than half of the beneficiaries of the Child and Dependent Care Tax Credit earned incomes of at least \$50,000 annually in fiscal year 2009. In contrast, the Child Care and Development Fund generally limits eligibility to families at or below 200 percent of the federal poverty guidelines (that is, about \$38,000 or less for a family of three in 2012), and Head Start serves primarily low-income children under the age of 5 whose families generally have incomes at or below the official federal poverty guidelines.

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programs, even for similar subgroups of children, such as those from low-income families. For example, Head Start serves primarily low-income children under the age of 5 whose families generally have incomes at or below the official federal poverty guidelines, while CCDF funds services to children under age 13 whose parents are working or in school and who may earn up to 85 percent of state median income. Third, for some programs, relevant programmatic information is sometimes not readily available.<sup>11</sup> Finally, inadequate or missing data, as well as difficulties quantifying the benefits of some tax expenditures, can make it difficult to study the effectiveness of these expenditures.<sup>12</sup>

In addition, in comments responding to our 2012 report, HHS noted that program services may be complementary rather than duplicative. For example, HHS commented that many Head Start programs only provide part-day services that may not cover the full time a parent is at work and in need of child care; therefore, families could also rely on child care subsidies for afterschool care. We noted in our report that the complexity of the current service delivery system, combined with data limitations, form significant obstacles to assessing the extent to which services are complementary or duplicative.

Overlap in program purposes and targets creates the potential for duplication, but it is likely that service gaps also exist, since these programs generally are not designed to serve all eligible children. For example, as we previously reported in May 2010, about one-third or fewer of potentially eligible children received child care subsidies from CCDF, TANF, and the Social Services Block Grant between fiscal years 2004 and 2007, according to our review of several HHS estimates.

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<sup>11</sup> For example, we reported in 2011 that states have used a significant portion of their TANF block grant funds to augment their child care subsidy programs, but are not required to report on all families provided TANF-funded child care. This leaves an incomplete picture of the number of children receiving federally funded child care subsidies. See GAO, *Temporary Assistance for Needy Families: Update on Families Served and Work Participation*, GAO-11-880T (Washington, D.C.: Sept. 8, 2011).

<sup>12</sup> As GAO noted in earlier work, tax returns generally do not collect information necessary to assess how often a tax expenditure is used and by whom unless the IRS needs the information or collection is statutorily mandated. See GAO, *Government Performance and Accountability: Tax Expenditures Represent a Substantial Federal Commitment and Need to Be Reexamined*, GAO-05-690 (Washington, D.C.: Sept. 23, 2005).

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In 2012, we reported that coordinating the administration and evaluation of early learning and child care programs can help mitigate the effects of program overlap and potentially help bridge service gaps. At the time, no federal interagency workgroup coordinated early learning and child care efforts across all federal agencies with such programs. However, Education and HHS had numerous coordinating initiatives and agreements with each other, within their departments, and in support of state and local coordination. We noted that Education and HHS need to deepen and extend their ongoing coordination efforts by including all the federal agencies that provide or support early learning or child care services in an inter-departmental workgroup that focuses on this population. As of December 2013, Education and HHS had taken initial steps toward greater coordination, but had not yet included all the federal agencies that administer early learning and child care programs in their established inter-departmental workgroup. It will be important for Education and HHS to follow through with their plans to include these other federal agencies in order to reduce fragmentation of efforts and unwarranted overlap of goals or activities.

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Chairman Kline, Ranking Member Miller, and Members of the Committee, this concludes my statement. I would be happy to answer any questions you might have.

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#### GAO Contact and Staff Acknowledgements

If you or your staff have any questions about this testimony, please contact me at (202) 512-7215 or [brownke@gao.gov](mailto:brownke@gao.gov). Contact points for our Offices of Congressional Relations and Public Affairs may be found on the last page of this statement. GAO staff who made key contributions to this testimony and the report it is based on include Janet Mascia and Betty Ward-Zukerman, Assistant Directors; Hedieh Fusfield, Kirsten Lauber, Michael Pahr, Deborah Signer, and Craig Winslow.



## Appendix I: Federal Early Learning and Child Care Programs and Tax Expenditures

**Table 2: Budgetary Information for Programs That Have Early Learning or Child Care as an Explicit Program Purpose**

Agency or subagency	Program	Fiscal year 2012 obligations
<b>Department of Education</b>		
Office of the Deputy Secretary	State Fiscal Stabilization Fund - Education State Grants, Recovery Act	<sup>a</sup>
Office of Elementary and Secondary Education	Indian Education - Grants to Local Educational Agencies	106,000,000
	Race to the Top - Early Learning Challenge	<sup>b</sup>
	Striving Readers Comprehensive Literacy	160,000,000
Office of Postsecondary Education	Child Care Access Means Parents in School	16,000,000
Office of Special Education and Rehabilitative Services	Special Education - Grants for Infants and Families	364,000,000
	Special Education - Preschool Grants	373,000,000
<b>Department of Health and Human Services</b>		
Administration for Children and Families	Child Care and Development Block Grant	2,268,000,000
	Child Care Mandatory and Matching Funds of the Child Care and Development Fund	2,916,990,581
	Head Start	7,968,000,000
<b>Department of the Interior</b>		
Bureau of Indian Education	Indian Child and Family Education (FACE)	<sup>c</sup>
<b>General Services Administration</b>		
Public Buildings Service	The General Services Administration's Child Care Program	1,600,000 <sup>d</sup>

Source: GAO analysis of fiscal year 2012 obligations based on agencies' federal budget justifications and other sources.

<sup>a</sup>State Fiscal Stabilization Fund - Education State Grants, Recovery Act was created as part of the American Recovery and Reinvestment Act of 2009 (Pub. L. No. 111-5, 123 Stat. 115, 279). The program received a one-time appropriation of \$53.6 billion.

<sup>b</sup>Race to the Top - Early Learning Challenge was created as a state incentive grant program under the American Recovery and Reinvestment Act of 2009 (Pub. L. No. 111-5, § 14006, 123 Stat. 115, 284-4). It is jointly administered by the Departments of Education and Health and Human Services. The program awarded \$133 million in fiscal year 2012.

<sup>c</sup>We requested but did not receive updated figures from the Department of the Interior. We previously reported a fiscal year 2010 obligation of \$15,370,870 for the Indian Child and Family Education program.

<sup>d</sup>This figure is an estimate from agency officials.

Appendix I: Federal Early Learning and Child  
Care Programs and Tax Expenditures

Table 3: Tax Expenditures and Estimated Revenue Loss

Tax expenditure	Total estimated revenue loss fiscal year 2012
Exclusion of Benefits Provided Under Cafeteria Plans 26 U.S.C. § 125(a)	<sup>a</sup>
Exclusion of Income Earned By Voluntary Employees' Beneficiary Associations 26 U.S.C. § 419	<sup>b</sup>
Credit For Child and Dependent Care Expenses 26 U.S.C. § 21	\$3,100,000,000
Exclusion of Employer-Provided Child and Dependent Care 26 U.S.C. § 129	
Credit For Employer-Provided Dependent Care 26 U.S.C. § 45F	Less than 50,000,000

Source: Congressional Research Service, Tax Expenditures: Compendium of Background Material on Individual Provisions  
(Washington, D.C., December 2012).

<sup>a</sup>The total estimated revenue loss for the "cafeteria plans" was \$36.0 billion in fiscal year 2012. This figure does not exclusively represent revenue lost for child care but also includes accident and health insurance, and other benefits.

<sup>b</sup>The total estimated revenue loss for the Exclusion of Income Earned By Voluntary Employees' Beneficiary Associations tax expenditure was \$3.3 billion in fiscal year 2012. This figure does not exclusively represent child care expenditures but also includes a range of benefits including life insurance, disability, and health insurance.

Table 4: Programs That Support Early Learning and Child Care or Allow Use of Funds for That Purpose

Agency or subagency	Program
Appalachian Regional Commission	Appalachian Area Development
Department of Agriculture	
Food and Nutrition Service	Child and Adult Care Food Program National School Lunch Program School Breakfast Program Special Milk Program for Children
Department of Education	
Office of Innovation and Improvement	Full-Service Community Schools Promise Neighborhoods
Office of Elementary and Secondary Education	Alaska Native Educational Programs Education for Homeless Children and Youth English Language Acquisition Grants

**Appendix I: Federal Early Learning and Child  
Care Programs and Tax Expenditures**

<b>Agency or subagency</b>	<b>Program</b>
Office of Special Education and Rehabilitative Services	Indian Education - Special Programs for Indian Children
	Migrant Education - State Grant Program
	Native Hawaiian Education
	Title I Grants to Local Educational Agencies
	Special Education - State Personnel Development
Department of Health and Human Services	Special Education - Grants to States
	Special Education - Technology and Media Services for Individuals with Disabilities
	Administration for Children and Families
Department of Housing and Urban Development	Community Services Block Grant
	Social Services Block Grant
	Temporary Assistance for Needy Families
Office of Community Planning and Development	Community Development Block Grants/Entitlement Grants
	Community Development Block Grants/Special Purpose Grants/Insular Areas
	Community Development Block Grants/State's program and Non-Entitlement Grants in Hawaii
<b>Department of Justice</b>	
Office of Juvenile Justice and Delinquency Prevention	Reduction and Prevention of Children's Exposure to Violence (Safe Start)
Violence Against Women Office	Children and Youth Exposed to Violence
	Transitional Housing Assistance for Victims of Domestic Violence, Dating Violence, Stalking, or Sexual Assault
<b>Department of Labor</b>	
Employment Training Administration	National Farmworker Jobs Program
	Native American Employment and Training
	Workforce Investment Act Adult Program
	Workforce Investment Act Dislocated Worker Formula Grants
<b>Department of the Interior</b>	
Bureau of Indian Affairs	Indian Child Welfare Act-Title II Grants
	Indian Education - Assistance to Schools
<b>General Services Administration</b>	
Federal Acquisition Service	Donation of Federal Surplus Personal Property

Source: GAO analysis of fiscal year 2010 obligations based on agencies' federal budget justifications and other sources.

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Chairman KLINE. Thank you.  
Dr. Whitehurst, you are recognized.

**STATEMENT OF DR. GROVER J. "RUSS" WHITEHURST, SENIOR  
FELLOW AND DIRECTOR OF THE BROWN CENTER ON  
EDUCATION POLICY, BROOKINGS INSTITUTION, WASH-  
INGTON, D.C.**

Mr. WHITEHURST. Mr. Kline, Mr. Miller, members of the committee, I am very pleased to be here.

Mr. Kline, you mentioned my current job and my previous one, but I want to spend most of my time here reflecting on the work that I did as an applied developmental psychologist. I spent a lot of time in child care facilities during that period that were under the sway of federal legislation.

I remember vividly a young mother I met at a parents' meeting at a Head Start center. On leaving the center that evening I saw her walking down the road with a 4-year-old in hand, pushing her 2-year-old in a stroller, and carrying a large bag of materials that had been passed out at the meeting. She was struggling.

I asked her if she wanted a ride home. She accepted. I thought I would be taking her a couple of blocks but it was a couple of miles before I dropped her off in front of the dilapidated home where she lived.

I asked her if she had walked all the way to the meeting with her young kids. She said that she had. I said, "That is a long way to walk with two kids. Why did you do it?"

Her answer was, "I just wanted to do what was best for my babies."

We all should want a system of federal funding that would allow her and millions of parents like her to do just that—what is best for their babies. The question for me is not whether the federal government should support the learning and care of young children, but how it should do so.

The current system is simply broken. If we are going to reform it we must acknowledge some facts. I will give you five; there is a longer list in my written testimony.

Number one: The federal government spends a lot on early childhood programs, particularly relative to its expenditures at other levels of learning. You have heard Kay Brown say it is about \$14 billion. If you take into account expenditures from these other programs that are not directly focused by legislation on early childhood it comes to over \$22 billion.

By way of comparison, the federal government's entire expenditure on the education of the disadvantaged in grades K-12 is roughly \$15 billion. It is a lot of money.

Number two: We are not getting our money's worth from present federal expenditures on early childhood services. You have heard Chairman Kline speak about the evaluation of Head Start. It is a very strong federal evaluation from Health and Human Services—demonstrates that Head Start produces no lasting educational gains for participants. In fact, the impacts of Head Start don't even last until the end of kindergarten.

Expenditures for child care under the Child Care Development Block Grant Program may actually do harm to some children be-

cause states administer this program in ways that encourage families to place their children in low-quality care or to not get any help at all, and this is true of TANF as well.

Number three: State programs may be no more effective than Head Start. A recent high-quality evaluation of Tennessee's Voluntary Pre-K Program found that the group that experienced pre-K actually performed less well on cognitive tasks at the end of first grade than the control group.

Number four: The results from early model programs cannot be generalized to present-day investments. Who among us has not heard the claim that a dollar invested in quality preschool returns seven dollars in public benefits—or perhaps \$13 or 18, depending on who you are reading?

These estimates are derived from studies of two small pre-K programs from 40 to 50 years ago serving about 100 kids in all. They are different in almost every way from anything that is being seriously considered presently, so when you hear that every dollar invested in quality pre-K today will return seven dollars or more tomorrow, I would swallow with a grain of salt.

Number five: Only some children need pre-K services to be ready for school and life. Most young children do not need to experience organized, center-based care in order to develop normally, profit from later educational opportunities, and live happy and productive lives. My staff leads me to believe that no President of the United States attended pre-K or nursery school.

Every credible evaluation of early childhood education shows that the impacts, when they are found at all, are concentrated at the lower end of the distribution of family socioeconomic status.

What do these facts suggest for federal policy? First, federal expenditures should be targeted on families that cannot otherwise afford child care. The federal funding stream should be reformed so that it is a reliable and predictable source of support for those families.

States have a critical role to play as partners of the federal government in its support of child care, but not, I believe, as intermediaries in dispensing federal funds to child care providers. Federal policies should support child care systems that can evolve and learn based on feedback from their customers rather than top-down systems in which details of curriculum and staffing are decided by government.

And finally, current levels of federal expenditure, I believe, are adequate as a starting point for an effective system of support for child care if only it were redesigned.

One way that my policy recommendations could be translated into legislation would be through the creation of a federal grant program for early child care—that is, that would work along the lines of the federal Pell Grant system. Like Pell Grants go to students, early learning grants would go to parents to be carried with them to a licensed state child care provider of their choice. These early learning grants would replace most present forms of federal financial aid for early learning, including Head Start and the Child Care Development Block Grant.

Congress, I believe, has a choice. It can continue to tinker with current programs and create new programs for which states have

to jump through hoops that are designed in Washington, or it can trust families and place the financial resources to purchase early learning and child care directly in their hands—

Chairman KLINE. Excuse me, Dr. Whitehurst, if you can wrap up quick—

Mr. WHITEHURST. I hope it is clear which of these I prefer. Thank you.

[The statement of Dr. Whitehurst follows:]



Testimony of Grover J. (Russ) Whitehurst to the Committee of Education and the Workforce of the U.S. House of Representatives

February 5, 2014

Mr. Chairman and members of the Committee,

I'm pleased to testify before you. My name is Russ Whitehurst. I am director of the Brown Center on Education Policy at the Brookings Institution, where I am a senior fellow and hold the Herman and George R. Brown Chair in Education Studies.

Today I wear my hat as a Brookings policy expert and as an expert on research methodology, the latter reflecting my role as the founding director of the Institute of Education Sciences within the U.S. Department of Education.

But I also bring to my testimony my long experience in my first career as a developmental psychologist conducting research on programs to enhance the language and cognitive development of young children. I've spent a lot of time in childcare facilities that were under the sway of federal legislation, including Head Start, Even Start, and subsidized daycare centers. I observed classrooms that I would have been pleased to have my own children attend, but I also saw far too many situations that made me want to cry. I also saw over and over again families that wanted to do what was right for their children and needed something better than what they were getting.

I remember vividly a young mother I met at a parents meeting at a Head Start center at which I was doing research. When I was later leaving the center in my car I saw her walking down the road at twilight with her 4-year-old in hand, pushing her 2-year-old in a stroller, and carrying a large bag of materials that had been passed out at the meeting. She was struggling. I asked her if she wanted a ride home. She accepted. I thought I would be taking her a few blocks but it was a couple of miles before we pulled up in front of the dilapidated home where she lived. I asked if she had walked all the way to the meeting. She had. I asked if she had known how far it was. She had. I said, "That's a long way to walk with two young children. Why did you do it?" Her answer – "I just want to do what's best for my babies."

We all should want a system of funding that would allow her and millions of parents like her to do just that – what's best for their babies. In that regard, the federal government has for nearly 100 years recognized a responsibility for supporting the education of the disadvantaged, with that role strengthened and clarified in the last 50 years. Children learn in and are affected by childcare settings as surely as they learn in and are affected by public schools. Many young children who are vulnerable and at-risk of later difficulties in school and life need the boost that they can derive from high quality care outside the home. Their parents need safe and supportive childcare for their children in order to find and hold work, and in order to increase their own skills and employability. When the nation does not attend to these needs, society as a whole suffers the consequences.

The question for me is not whether the federal government should support the learning and care of young children from economically disadvantaged homes and otherwise vulnerable status but how it should do so. The current system, a mishmash of 45 separate, incoherent, and largely ineffective programs, fails to serve the broader public and certainly is less than optimal for the children and families to which it is directed.

My goal today is to offer some policy recommendations that are within the realm of political reality and would reform present federal efforts, that are grounded in a hard-headed examination of what we know and don't know about effective early childhood programs and child development, and that are motivated by the desire to improve the prospects of the most vulnerable among us.

### Things we know (or should know)

- 1) The federal government spends disproportionately on early childhood programs relative to its expenditures at other levels of learning.

According to the GAO, there are 12 federal programs that are explicitly focused on early learning and childcare for children under five years of age, accounting for annual federal expenditures of around \$14 billion. Head Start and the Child Care Development Block Grant program are the largest. My colleague at Brookings, Ron Haskins, who for many years was a staff member of the Committee on Ways and Means, uses a broader definition of federal early childhood programs than the GAO and pegs annual federal expenditure at over \$22 billion.<sup>i</sup> By way of comparison, the federal government's entire expenditure on the education of the disadvantaged in grades K-12 under Title I of the Elementary and Secondary Education Act, which serves children from ages 5 through 18, is roughly \$15 billion.

My point is this: I'm not sure how much the U.S. taxpayer ought to be spending on early learning and childcare, but relative to other federal expenditures on education we're spending a healthy amount.

My back-of-the envelope calculation using \$20 billion as a rough and ready estimate of federal expenditure and the National Center for Children in Poverty estimates of children living in poverty<sup>ii</sup> is that we are spending \$5,000 a year in federal dollars for early childhood programs for every child in poverty in the U.S. under 5 years of age. And since the uptake of childcare services is not universal and skews heavily towards older preschoolers, the expenditure level per child actually served is much higher. If we take present uptake rates into account and again assume \$20 billion in annual federal expenditure, we are spending roughly \$10,000 per child per year on early learning and childcare for every child in poverty below school age in America. This doesn't take into account state spending, which according to the same Haskins analysis adds another \$8 billion or so in annual expenditure. To this the Obama administration proposes adding another \$15 billion a year in federal and state expenditures for Preschool for All.

Billions here, billions there -- we're talking real money.

I don't think the problems we have with early childhood programs in this country are about underfunding, at least not at the federal level.

2) We are not getting our money's worth from present federal expenditures on early childhood services.

If the point of federal expenditures is that vulnerable children will learn transformative skills and dispositions from early center-based care that will eliminate the gaps in school readiness between them and more advantaged children, and enable them to get more out of every additional investment in their education, we are almost surely not getting our money's worth from current programs, much less the rich returns on investment that are touted by advocates for universal pre-K.

*Head Start.* The largest single federal investment in the early education of disadvantaged children, Head Start, produces no lasting educational gains for participants. It doesn't even produce gains that last until the end of kindergarten. We know this from the Head Start Impact Study, a recent federal evaluation involving a nationally representative sample of over-subscribed Head Start centers. Children winning and losing lotteries for admission to these centers have been followed through 3rd grade. In the words of the authors of the most recent report, "by the end of 3rd grade there were very few impacts ... in any of the four domains of cognitive, social-emotional, health and parenting practices. The few impacts that were found did not show a clear pattern of favorable or unfavorable impacts for children."

Those are the results of the evaluation of Head Start that Congress authorized and funded – children who have the opportunity to attend Head Start do no better in school than equivalent children who do not have that opportunity. The budget for Head Start was increased to \$8.6 billion under the 2014 Omnibus Appropriations Act, \$612 million more than the 2013 enacted level.

*CCDBG.* Expenditures for childcare under the Child Care Development Block Grant Program and the Child Care Development Fund may actually do harm to some children because various aspects of how the CCDBG programs are administered at the state level lead families to place their children in low-quality facilities that provide a less secure and stimulating environment than the children could receive at home.<sup>iii</sup> Examples of design flaws include low reimbursement rates, co-pays for families based on a percentage of tuition that encourage shopping for the cheapest provider, brief and uncertain periods of eligibility for parents that lead to instability in children's placements, and pervasive lack of information to families to support choice of high quality providers.

*Other federal programs.* Other recent federal programs intended to enhance early learning are no more effective than Head Start. The Even Start program, a Head Start-like program that was designed to improve the literacy and work skills of parents along with the development of their preschoolers was finally defunded a few years ago after three national evaluations found no impact of program participation on either children or parents. The Early Reading First program is no longer with us. Its national evaluation found only a small impact on one outcome at the end of the pre-K year. The federal Preschool Curriculum Evaluation Project examined the impact of 14 pre-K curricula in separate randomized trials. Only one had impacts in the pre-K year that lasted through the end of kindergarten. Ten had no effects at either the end of pre-K or kindergarten on any of 12 student outcomes that were measured.

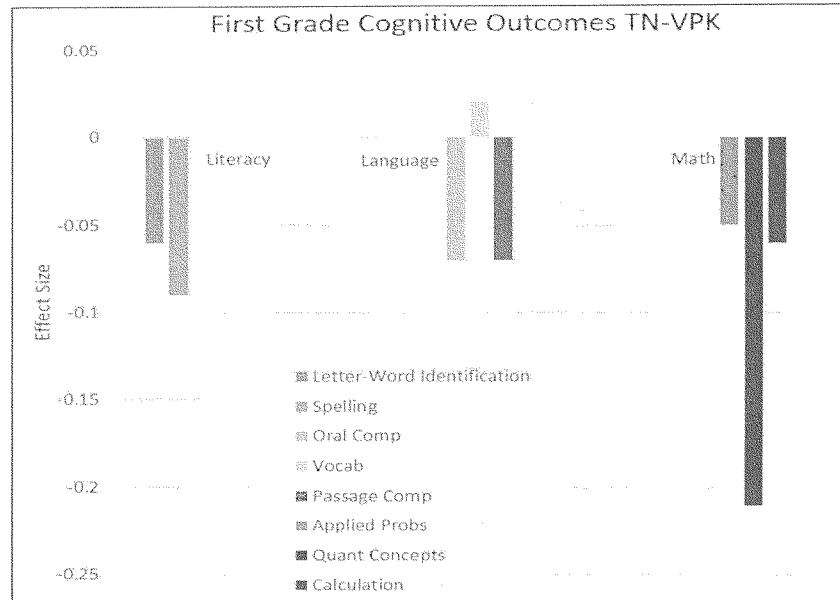
### 3) State programs may be no more effective than Head Start.

Do we find more evidence of program success when we look to state pre-K programs, the kind of programs the Obama administration wishes to expand dramatically under Preschool for All? Not really.

The research on these programs that is touted by advocates of universal pre-K has serious flaws. Important among them is that the research design that has been used in studies in Tulsa, New Jersey, and Boston is only capable of detecting differences between participants and non-participants at the end of the pre-K year.<sup>iv</sup> No long-term follow-up is possible. That is because the studies compare children who are just starting pre-K with those who have just finished pre-K, a delayed treatment research design in which the control group also gets pre-K services, just a year later than the treatment group. At that point there is no longer a control group. But research shows clearly that some pre-K programs, including Head Start, can impact children's learning when measured when children are just finishing the pre-K year. The whole issue is about whether the pre-K experience produces a lasting advantage. If a research design can't answer that question, and the Tulsa-type research studies cannot, the findings aren't relevant to decisions that pivot on estimates of the return on investment in early learning and childcare.

The strongest piece of research on the impact of state pre-K programs is the recently reported findings from an evaluation of Tennessee's Voluntary Pre-K Program (TN-VPK). TN-VPK is a full day pre-k program for four-year-olds from low-income families. It has quality standards that are high and in keeping with those proposed by the Obama administration under Preschool for All, including the requirement of a licensed teacher in each classroom, no more than 10 children per adult, and an approved and appropriate curriculum. The study was conducted as randomized trial (the gold standard for evaluating program impacts) using a lottery to select participants from those who were seeking admission to oversubscribed programs. Only about a quarter of children in the control group found their way into other center-based programs such as Head Start or private pre-k, so the study compares groups that are very different in their levels of access to early childhood education.

The figure below illustrates the impact of TN-VPK participation on cognitive abilities at the end of first grade (kindergarten findings are very similar). Bars above zero favor the treatment group. Those below zero represent outcomes that favor the control group. As the figure shows, seven of the outcomes favor the control group, with one (quantitative concepts) being statistically significant. In other words, the group that experienced the Tennessee Voluntary State Pre-K Program performed less well on cognitive tasks at the end of first grade than the control group, even though ¾ of the children in the control group had no experience as four-year-olds in a center-based early childhood program of any sort. Similar results were obtained on measures of social/emotional skills. Further, children in the pre-K treatment group were receiving special education services at higher rates than children in the control group.



All other existing research on state pre-K programs is methodologically weaker than the TN-VPR study, but it points in a similar direction. There are, for example, two credible attempts to estimate the state-wide impact of the universal pre-K programs that are touted by the Obama administration and other advocates as models for the nation – one study is of the Georgia program;<sup>5</sup> the other examines Georgia and Oklahoma.<sup>6</sup> Both studies use student scores on the National Assessment of Educational Progress as the outcome, comparing growth rates on NAEP in the target states with growth rates in states without state funded pre-K. The impacts on student achievement are, at best, very small. The author of the study of Georgia concludes that the Georgia universal pre-K program has costs that exceed its benefits.

4) The results from Perry and Abecedarian cannot be generalized to present-day programs. Who among us has not heard the claim that a dollar invested in quality preschool returns \$7 in public benefits (or perhaps \$13 or \$18, depending on the source)?

These estimates are derived from two studies of small pre-K programs in Chapel Hill, NC (the Abecedarian program) and Ypsilanti, MI (the Perry program). The studies were conducted as randomized trials and the participants and control group members have been followed into adulthood. The findings as reported favor the participants.

But while the research design of these studies was a gold-standard randomized trial and the results are favorable for participants, these programs were implemented many decades ago, and the nature of

what they delivered is very different from current state and federal programs. In particular, they were small hothouse programs with only about 50 program participants each. They were multi-year intensive interventions involving family components as well as center-based childcare. Costs per participant were multiples of the levels of investment in present-day programs, e.g., \$90,000 per child for Abecedarian. They were run by very experienced, committed teams. The circumstances of the very poor families of the Black children who were served by these model programs were very different from those faced by the families that are presently served by publicly funded preschool programs. For example, nearly half of the four-year-olds in Head Start today are Hispanics, whereas there were no Hispanic children in Abecedarian or Perry. And 40 years ago other government supports for low-income families were at much lower levels, pre-K was not widely available for anyone, much less the poor, and even kindergarten was rare.

Thus, even without the recent findings from Head Start and the TN-VPK there would be reason to be skeptical that widely deployed state and federal preschool programs could produce the return of investment that has been attributed to Perry and Abecedarian. But even the findings from the studies of Perry and Abecedarian are in doubt because the researchers collected data on several hundred outcomes and did not adjust for the likelihood that 5% of those outcomes would appear to be statistically significant simply on the basis of chance. When the data are properly analyzed most of the differences disappear.<sup>viii</sup> So when you hear that every dollar invested in quality pre-K today will return \$7 or more tomorrow, swallow with a grain of salt, or not at all. Perry and Abecedarian are slender reeds on which to base billions of dollars of federal expenditure.

##### 5) Only some children need pre-K services to be ready for school and life.

The normal development of children is well-buffered against a reasonably wide range of environmental circumstances. Most young children do not need to experience organized center-based care in order to develop normally, profit from later educational opportunities, and live happy and productive lives.

So far as my staff has been able to determine by reading published biographies, none of the 44 presidents of the United States attended a pre-K or nursery school program. I'm sure many people in this room did not have pre-K. This is not to say that children can't derive some benefit from being in organized pre-K setting. And who can say that presidents Obama, Bush, Clinton, and Carter wouldn't have been better presidents if only they had gone to preschool. But somehow we've gotten to the point as a society of thinking that pre-K is essential to normal child development and should be universal. That's bunk.

Some children are reared in circumstances that are pathogenic, i.e., they cause lasting damage to the child – think of a two-year-old being raised by a drug-addicted single mother. The child spends most of her waking hours in a crib, is malnourished, and hears no more than a few utterances from her mother in a week, all of which are short directives such as “be quiet” and “don't spill your food.” Such children will profit enormously from spending their waking hours in good out-of-home care.

Some childcare settings are also pathogenic. Think of a childcare center that is dirty, serves 20 children per adult, has such high staff turnover that there is no continuity in adult-child relationships (except for

the children who are in the care of the adults who yell, abuse, and tend to stick around), and has no curriculum other than custody. Children in such centers will profit enormously from not being there.

Many children, particularly those from low-income and immigrant backgrounds, are reared in environments that don't adequately support the development of the skills and dispositions the children are expected to have when they start formal schooling. Think of a child whose parents don't speak English, have low literacy levels in their native language, and don't know that their child would profit from opportunities to learn such as those that are provided by shared picture book reading at home. These children will benefit from effective interventions to help their parents provide them a more supportive environment at home and from good pre-K programs in which they can acquire English, broader knowledge of the world, and simple skills such as alphabet knowledge.

In contrast, some children are reared in families in which they have lots of opportunities to interact with the loving adults in their lives in ways that support cognitive and socio-emotional growth. Many such children will be better off at home than in a preschool classroom in which they are one of 18 children and the adults feel overworked and underpaid.

Consistent with these points, every credible evaluation of early childhood education interventions of which I'm aware shows that the impacts, when they are found at all, are concentrated at the lower end of the distribution of family socio-economic status and in families in which the parents don't speak English at home.

- 6) **The impact on children of differences in quality of the childcare staff and teachers with whom they interact will be much larger than the impact of differences in the quality of the centers they attend. Neither formal credentials nor the extent of professional development are meaningfully associated with these differences in teacher quality.**

Many of the policy proposals bouncing around that are intended to improve the quality of early childhood center-based services through law and regulation are based on models that have been thoroughly discredited in research on K-12 education. These discredited models place an emphasis on inputs such as the credentials of teachers, their pay, expenditures on professional development, and regulatory systems that focus on the center as unit of evaluation and accountability. But we know primarily from research in K-12, with some supporting research in pre-K settings, that teacher credentials and teacher professional development bear scant if any relationship to teacher effectiveness, that levels of expenditure beyond a certain point are only weakly related to student learning, and that the teacher to which a child is assigned is far more important than the aggregate quality of the school the child attends.

K-12 teacher policy at the federal level has transitioned from a focus on teacher quality as measured by credentials to teacher quality as measured by on-the-job performance in the classroom, with a growing realization that the most powerful management tools that affect student outcomes of which educators and policymakers can avail themselves are in the area of teacher retention. In short, policies that have the effect of keeping good teachers in the classroom and encouraging bad ones to leave are one of the

few sure ways of improving student outcomes. None of this seems to have penetrated policy thinking in early childhood.

- 7) Early childhood programs have important functions for parents and the economy, independent of their impacts on children. We ought not to focus exclusively on early learning as the yardstick for measuring the value of public expenditures on childcare.

Federal support for childcare for poor families, if designed and implemented properly, enables parents to work, live productive lives, and raise their children adequately. For example, even with the serious flaws in the CCDBG as childcare program, research demonstrates that childcare subsidies under the CCDBG increase employment, reduce welfare, and allow recipients to invest in their human capital by enrolling in job training or taking college level courses.<sup>viii</sup> Further, we cannot reasonably require parents of young children to work if they do not have the resources to purchase childcare. Continued federal investment in early childcare is essential for these reasons without recourse to the rationale that early childcare narrows achievement gaps and produce lifelong benefits for participants.

### A policy proposal

#### *Goals and assumptions*

There is no compelling reason that flows from the long-term well being of children for the federal government to expend resources on universal pre-K programs such as proposed under the Obama Administration's Preschool for All. Existing research demonstrates that middle-class parents receive a disproportionate financial benefit from universal programs because they shift their preschoolers from care they paid for themselves to care that is paid for by the taxpayer.<sup>ix</sup> If the goal of federal or state programs is to create access and increase participation, covering the childcare expenses of middle class families does neither. Federal expenditures should be targeted on families that cannot otherwise afford childcare.

The most vulnerable children raised in the most pathogenic family circumstances should have access to programs that help their parents and improve their circumstances beginning at or prior to their birth. Programs for 4-year-olds and even 3-year-olds come too late.

The CCDBG program should be reformed so that the funding stream is part of a reliable and predictable source of support for out-of-family childcare for low-income working parents and so that it provides parents with useful information about their choices of childcare.

Head Start should be sunset, with the funds redirected to the same purpose as the CCDBG program – a reliable and predictable source of support for out-of-family childcare for low-income working parents.

States have a critical role to play as partners of the federal government's support of childcare in three areas: establishing licensing and oversight processes that rid the childcare market of pathogenic service providers, collecting information on the quality and effectiveness of center-based childcare providers and assuring that parents avail themselves of it, and incentivizing center-based providers to engage in consequential evaluation of the on-the-job performance of their childcare staff.



We know far less than the advocacy community and many members of research community would have you believe about who needs what early childhood services when. We should be modest about the state of current knowledge. Accordingly, the design philosophy around Congressional efforts should be to create childcare systems that can evolve and learn based on feedback from their customers and users, rather than to mandate the characteristics such systems should have in order to be of high quality.

If redesigned to be coherent and focused on low-income families, current levels of federal expenditure are adequate as a starting point for an effective system of support for childcare.

#### *The Early Learning Family grant (ELF)*

One way that my policy recommendations could be translated into legislation would be through the creation of a federal grant program for early childcare – The Early Learning Family (ELF) grant – that is conceptualized along the lines of the federal Pell grant system, which supports the college tuition costs of low-income students. Like Pell grants go to students, ELF grants would go to parents in the form of a means-tested voucher that the family carries with them to the state-licensed childcare provider of their choice. That is very different from the present system in which federal dollars flow directly to Head Start and to states. ELF grants would replace most present forms of federal financial aid for early learning and childcare, including Head Start and CCDBG, and would place families in the driver’s seat instead of federal and state bureaucracies. I provide additional details on ELF in the appendix.

#### **Conclusion**

Congress has a choice. It can continue to tinker with current programs and create new programs under Preschool for All for which states have to jump through hoops that are designed in Washington and that will change in ways that have little to do with program effectiveness as the political winds blow from other directions. Or it can place the financial resources to purchase early learning and care directly in the hands of families it is intended to serve, as it does with expenditures to support college attendance.

I’m confident that a system in which federal dollars follow children to the childcare service of their family’s choice will trump current top-down federal programs if Congress will also forge a partnership with states to ensure that parents have the information to shop wisely for childcare, that childcare providers that can do harm to children are removed from the marketplace, and that center-based providers have incentives to evaluate their childcare staff and encourage the retention of the best.

Thank you for the opportunity to present this testimony.

## ENDNOTES

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- <sup>i</sup> [http://www.brookings.edu/~media/research/files/reports/2010/10/13%20investing%20in%20young%20children%20haskins/1013\\_investing\\_in\\_young\\_children\\_haskins.pdf](http://www.brookings.edu/~media/research/files/reports/2010/10/13%20investing%20in%20young%20children%20haskins/1013_investing_in_young_children_haskins.pdf)
- <sup>ii</sup> [http://www.nccp.org/publications/pub\\_1076.html](http://www.nccp.org/publications/pub_1076.html)
- <sup>iii</sup> <http://www.brookings.edu/blogs/brown-center-chalkboard/posts/2013/05/08-obama-prek-budget-herbst>
- <sup>iv</sup> <http://www.sciencemag.org/content/320/5884/1723.full?ijkey=9fON.EIKV6mQA&keytype=ref&siteid=sci>
- <sup>v</sup> <http://www.siepr.stanford.edu/Papers/pdf/08-05.pdf>
- <sup>vi</sup> <http://www.brookings.edu/~media/Projects/BPEA/Fall%202013/2013b%20cascio%20preschool%20education.pdf>
- <sup>vii</sup> Anderson, Michael L. 2008. "Multiple Inference and Gender Differences in the Effects of Early Intervention: A Reevaluation of the Abecedarian, Perry Preschool, and Early Training Projects," *Journal of the American Statistical Association*, 103, no. 484: 1481-1495.
- <sup>viii</sup> <http://www.brookings.edu/blogs/brown-center-chalkboard/posts/2013/05/08-obama-prek-budget-herbst>

## Appendix

### *The Early Learning Family grant (ELF)*

The early learning family grant (ELF) is conceptualized along the lines of the federal Pell grant system, which supports the college tuition costs of low-income students. Like Pell grants, ELF grants would go to parents if the form of a means-tested voucher that the family carries with them to the state-licensed childcare provider of their choice. That is very different from the present system in which federal dollars flow directly to Head Start and to states.

The amount of the voucher would be tied to the regional costs of childcare services, differentiated by type of provider (e.g., relative vs. center-based care, infant and toddler care vs. care for older children), duration in terms of hours a week, and topped up for children with disabilities that require extra staffing at the center level. The base voucher amount should be at the 75<sup>th</sup> percentile of the regional cost of services, as is currently the recommendation to states under the CCDBG, in order to ensure that low-income parents are not forced to buy childcare on the cheap.

Eligibility for an ELF grant would be made on the basis of family income in the tax return from the year prior to the uptake of the grant. Families with children under 5 years of age with income eligibility for an ELF grant would be informed of such eligibility at the time they submit their tax return. Families could also demonstrate through an application to a state-approved agent that they are currently eligible for an ELF grant when the evidence from the past year's tax return is misleading or missing.

Families would be held harmless for increases in their income up to, say, 125% of the eligibility level in the year of uptake of the grant. For income increases beyond 125% of the eligibility level, families would incur a tax liability. These are but illustrations of important design decisions that would need to be made with respect to eligibility requirements so as not to provide an incentive for single parenthood or unemployment, and so as not to disrupt childcare placements based on short term changes in family finances.

The federal government would separately fund states based on a formula tied to a measure of child poverty, such as amount of their Title I funding, to create the oversight and information systems that eliminate the providers with unacceptably low quality, that encourage the growth of stronger providers at the expense of weaker providers, and that incentivize center-based providers to engage in consequential evaluation of the on-the-job performance.

States would be free to use their own tax resources to support additional childcare services. For example, they might increase the voucher level for poor families, serve as a direct provider of services, support universal programs, and provide home-based parental support services.

Congress would also fund research and development programs intended to identify tools and approaches that states could use to reliably identify differences in center quality and to nudge parents to utilize the information that states collect on center quality in their choice process. Likewise Congress would fund research to identify approaches and instruments that center-based care providers could deploy to evaluate the classroom performance of childcare staff.

The ELF program would be designed to be budget neutral by setting initial parameters of the program such as income-eligibility and grant levels such that they would fall within the \$12 - \$20 billion that would be redirected from Head Start, the CCDBG, and other present federal early learning and childcare programs. This would be a discretionary program with Congress expected to adjust budget levels in future years based on experience with program utilization. Uncertainty over funding is not a desirable feature of childcare for parents, providers, or states. For that reason, Congress should pass a multi-year appropriation as soon as enough experience with the program is in hand to allow for reliable estimates of utilization.

Chairman KLINE. Thank you very much.

[Laughter.]

Timing is everything.

Dr. Yalow, you are recognized?

**STATEMENT OF DR. ELANNA S. YALOW, CHIEF EXECUTIVE OFFICER, KNOWLEDGE UNIVERSE EARLY LEARNING PROGRAMS, PORTLAND, OR**

Ms. YALOW. Chairman Kline, Ranking Member Miller, and members of the committee, thank you for the opportunity to discuss the importance of high-quality early childhood education and the role that federal programs such as the Child Care and Development Block Grant play in ensuring working parents have access to a quality educational provider of their choice.

I am Dr. Elanna Yalow, Chief Executive Officer of Knowledge Universe Early Learning Programs. Serving children and families for over 40 years, Knowledge Universe is the nation's largest provider of early childhood education, best known for its community-based KinderCare Learning Centers. We also provide education and care at employer-sponsored centers through Children's Creative Learning Centers and before-, after-school, and summer learning in partnership with school districts through our Champions brand.

We are honored each day to provide a high-quality education to over 150,000 children ranging in age from 6 weeks to 12 years at over 1,600 centers and 300 school sites. We are committed to serving all children regardless of background.

Approximately one-third of our children are from low-income working families who receive assistance under CCDBG. In addition, we serve more than 2,500 children with special needs. We are also the largest partner with the Department of Defense in providing high-quality community-based child care for America's military, serving some 2,700 active duty families.

The core focus of Knowledge Universe is the quality of each child's educational experience. To ensure our children have this strong foundation, our teachers deliver our proprietary developmental curriculum that covers the essential domains of child development.

And to assure a seamless transition from our educational program to elementary school we have aligned our curriculum with state standards in English language arts and mathematics and with early learning standards in the 39 states in which we operate. In developing our curriculum, we have worked with outside subject matter and developmental experts to ensure that our curriculum is consistent with the latest research and best practices and that it will meet the diverse needs of the children that we serve.

To ensure quality and continuous improvement, we embrace the opportunity to subject our centers and our programs to external review and validation. We have already achieved national accreditation at 763 of our centers—more than any other provider in the United States—with the balance of our centers already in process or initiating accreditation within the next 12 to 18 months. We also actively participate in state quality rating and improvement systems.

Further, we are committed to working with states to follow the performance of our children as they enter kindergarten. We recently partnered with Maryland to evaluate the school readiness of children who attended KinderCare. Data from the Maryland statewide kindergarten assessment showed that a higher percentage of Maryland children who attended KinderCare were fully ready on key school readiness indicators, including language and literacy, mathematical thinking, and scientific thinking, than their peers who did not attend KinderCare.

Additionally, children who had participated in KinderCare full time for more than 1 year showed even higher percentages of school readiness, indicating more positive outcomes with a more concentrated dose of KinderCare.

Without the dedication of our over 24,000 teachers we would not be able to deliver the high-quality education and care that we do each day, and we are partnering with research scientists at the Gallup Organization to develop a selection tool to help us identify, hire, and retain the best teachers, and also to measure employee and family engagement—critical components of quality.

Given the importance of a child's earliest years, investments should focus on the children who will benefit the most; promote continuous program improvement and quality; not displace the many qualified, experienced, and dedicated teachers already serving our youngest citizens; and continue to support and respect parental choice in meeting the needs of individual children and families.

When parents entrust their children to the care of others they must feel confident about their options. The current CCDBG program serves as an important model for mixed delivery, providing vital support and choice for America's working families.

Unlike some programs that target only certain ages or that provide only half-day or school-year programs, under CCDBG low-income working families can choose a provider of their choice for their children from birth through age 12 that meets their work schedules, providing for greater consistency and better child outcomes.

Lower-income families also have access to the same schools and the same classrooms available to children from more affluent backgrounds, typically at a significantly lower cost with the benefit of a more diverse and balanced learning environment for all children.

There are a few areas you may wish to consider for improvement to CCDBG, given that it has been almost two decades since its last reauthorization. Efforts to provide reimbursement rates that cover the full cost of quality care should be made to ensure that all children receiving services do so in a safe, secure, and enriched learning environment and, in turn, yield improved child and societal outcomes. Continuous improvement should also be incentivized through state quality rating and improvement systems and national accreditation.

I also ask that you consider changes that would allow for greater continuity of care for children. Currently, children can lose access to care at any time due to an unexpected job loss or change in income. While maintaining program integrity, it is possible to allow for less disruptive redeterminations and for parents to seek in-

creased wages without fear of immediate loss of their child care subsidy.

An additional benefit of the mixed delivery model is the current system has excess capacity that could easily be leveraged to serve more children without incremental investments in facilities, program management, and professional development and training. A number of states already do so in implementing their state preschool programs, but this opportunity should be expanded.

For instance, Knowledge Universe participates in the state voluntary pre-K programs in Florida and Georgia, among others, and we participate in a number of Head Start partnerships in Ohio. All these varieties of public-private partnerships could be better utilized to provide more children and families access to a high-quality early learning experience that best meets their family's needs.

Thank you again for this opportunity, and I look forward to questions and discussion.

[The statement of Dr. Yalow follows:]

**The Foundation for Success: Discussing Early Childhood Education and Care in America**

Elanna S. Yalow, Ph.D., M.B.A.  
Chief Executive Officer  
Knowledge Universe Early Learning Programs

Hearing before the Committee on Education and the Workforce  
United States House of Representatives

February 5, 2014

Chairman Kline, Ranking Member Miller, and members of the Committee, thank you for the opportunity to discuss the importance of high-quality early childhood education and the role that federal programs such as the Child Care and Development Block Grant (CCDBG) play in ensuring working parents have access to a quality educational provider of their choice.

My name is Dr. Elanna Yalow and I am Chief Executive Officer of Knowledge Universe (KU) Early Learning Programs. With a Ph.D. in Educational Psychology and an M.B.A., both from Stanford University, I have over 30 years of experience in the field of education, and nearly 25 years with Knowledge Universe. In my current capacity as CEO of Early Learning Programs, I have direct oversight over development and implementation of our educational curriculum and for quality and accreditation of our programs. I spend over 50 percent of my time in early learning centers and have a deep understanding of the practical realities of translating policy into educational excellence. I also have spent time in early learning centers internationally, most frequently in Singapore and the United Kingdom.

Serving children and families for over 40 years, Knowledge Universe is best known for its KinderCare Learning Centers. In addition to KinderCare, we also provide education and care through Children's Creative Learning Centers (CCLC), our employer-sponsored child development centers, and through Champions, our programs for before, after-school, and summer learning. We offer early childhood education and care through approximately 1,600 community-based centers and employer partnerships, and before- and after-school academic enrichment programs and summer camps through more than 300 sites nationwide.



**Knowledge Universe Early Learning Centers By State**

State	Total	State	Total
AL	7	MO	28
AK	1	MS	2
AZ	38	NC	27
CA	190	NE	11
CO	45	NH	7
CT	30	NJ	56
DC	4	NM	5
DE	7	NV	9
FL	67	NY	19
GA	33	OH	108
IA	9	OK	18
IL	128	OR	25
IN	36	PA	91
KS	17	RI	2
KY	12	TN	24
LA	7	TX	111
MA	66	UT	8
MD	41	VA	85
MI	34	WA	71
MN	70	WI	48

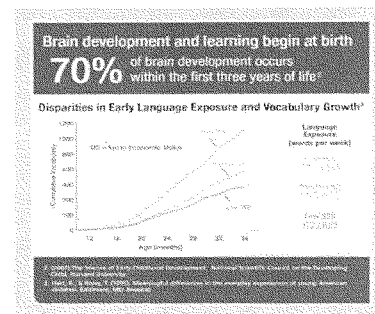
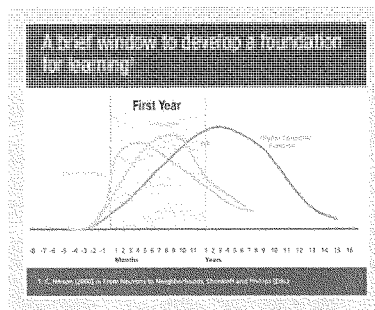
We are honored each day to provide high-quality education and care to over 150,000 children across the United States. Our children range in age from six weeks to 12 years of age. We are committed to serving all children regardless of background and financial circumstance, and we are proud of the diverse group of children we currently serve. Approximately one-third of our children are from low-income working families who receive assistance under the Child Care and Development Block Grant (CCDBG), and each year we serve approximately 27 million meals through the Child and Adult Care Food Program. In addition, led by our Inclusion Services team, each year we assist more than 2,500 children with special needs. We are also the largest partner

with Child Care Aware and the Department of Defense in providing high-quality community-based childcare for America's military families, serving some 2,700 active duty families.

#### Children Served In Knowledge Universe Programs by Age

Age Group	% of children served
Infants	10.7
Toddlers	12.7
Twos	13.4
Preschool	25.7
Pre-K	15.3
Kindergarten	3.0
School-age	19.0

The core focus of Knowledge Universe is the quality of each child's educational experience. When parents choose our KinderCare centers, in addition to wanting their child to be safe and well-cared for, they also expect their child to receive the highest-quality educational experience possible. Learning begins well before a child begins preschool. As is well documented by research, 70 percent of brain development occurs during the first three years of life. Thus, providing a quality educational foundation in the early years is critical for future success in school and beyond.



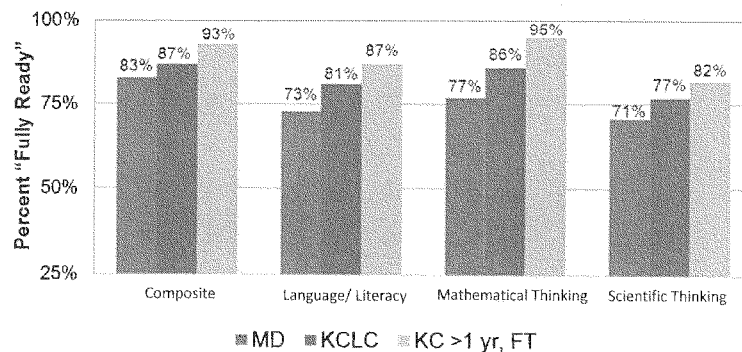
To ensure that our children have this strong foundation, our teachers deliver our proprietary developmental curriculum for children from birth through pre-k that covers the essential domains of child development -- language and literacy development, physical development and wellness, social and emotional development, executive function, cognitive development, and creative expression. Additionally, to ensure a seamless transition from our educational program to a child's elementary school curriculum, we have aligned our curriculum with State Standards in

English Language Arts and Mathematics and with early learning standards in the 39 states in which we operate.

Since it is essential that we continually review our curriculum to ensure that it meets the educational needs of children and that it reflects the latest research in child development, we are very excited about our newly refreshed curriculum that has recently been introduced in our preschool and pre-k classrooms and that will be available in our infant, toddler, and twos programs later this year. We have worked with outside subject matter and developmental experts to ensure that our new curriculum is consistent with the latest research and best practices in early childhood education and that it will meet the diverse needs of the children we serve.

To ensure continued quality and improvement in our educational programming, we embrace the opportunity to subject our centers and our programs to outside review. Our goal is that 100 percent of our eligible centers be nationally accredited, and we have achieved this recognition at 763 of our centers, more than any other provider in the United States. The balance of our centers are already in process or will be initiating accreditation within the next 18 months. We also actively participate in and support state Quality Rating and Improvement Systems (QRIS). Our teachers formally assess each of our children three times annually to help us evaluate the impact of our programs, to inform parents about the child's progress, and to support improved classroom practice. To provide even more robust data, we are committed to working with states to follow the performance of our children as they enter kindergarten.

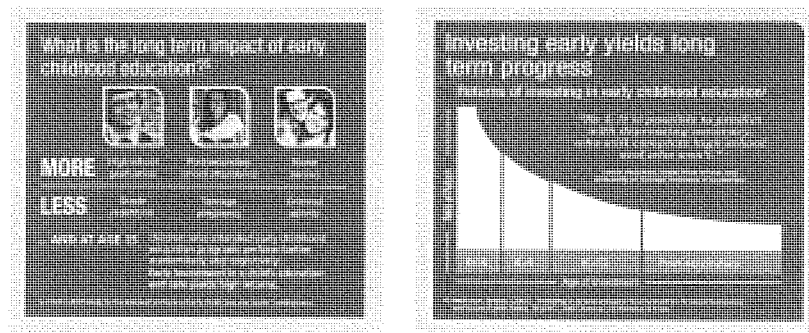
For example, we recently partnered with the state of Maryland to evaluate the school readiness of children who attended our KinderCare centers. Data from the Maryland statewide kindergarten assessment showed that a higher percentage of Maryland children who had attended KinderCare were "fully ready" on key school readiness indicators in language/literacy, mathematical thinking, and scientific thinking than their peers who did not attend KinderCare. Additionally, Maryland children who had participated in KinderCare on a full-time basis for more than one year showed even higher percentages of school readiness, thus indicating positive outcomes with a higher and more concentrated dose of KinderCare.



Without the dedication of our over 24,000 teachers in our classrooms, we would not be able to deliver the high-quality education and care that we do each day. As you well know, however, attracting and retaining qualified individuals in the field of early education and care has historically been difficult. Given the size of our teaching force and our commitment to ensuring the best educational experiences for our children, we are working with scientists at The Gallup Organization to develop a teacher selection tool to screen applicants for teaching and center director positions to ensure high-quality center leadership and teachers in all of our classrooms. We are currently validating this instrument to ensure that it differentiates between our best and a contrast group, and we are studying the correlation between performance on this screen with critical factors such as teacher retention, family retention, child outcomes, and other characteristics such as educational level and demographic profile.

#### Federal Investment in Early Childhood Education and Care

This is an important and exciting time for early childhood education. Supported by research, there is a growing recognition of both the short and long-term benefits of high-quality early learning experiences on young children, including healthy brain development, school readiness, future success in school, as well as related positive economic and societal benefits.



With so much attention and focus on a child's earliest years, it is critical that we get our policies right. It is important that our investments focus on the children who will benefit most; are fiscally responsible and sustainable; keep an eye towards possible adverse consequences of well-intentioned efforts; promote continuous program improvement and quality; recognize and respect that we cannot afford to displace the many qualified, experienced, and dedicated teachers already serving our youngest citizens; and continue to support and respect parental choice to meet the needs of individual children and families.

I would like to spend a few moments on this last point. When parents make the decision to entrust their children to the care of others, be they six weeks or four years of age, it is critical that parents be fully engaged in the process and feel confident about the options they have and the choices they have made. No two families are the same, and every child and family situation is unique. Our nation's current mixed delivery model of early education and care respects and provides for the individual choices and needs of children and families and offers the best environment for creating strong family-provider partnerships and engagement. It further leverages the need for continuous improvement necessary to remain competitive in the private sector, for the benefit of all children served.

The current CCDBG program serves as an important model for mixed delivery. Though CCDBG has not been reauthorized since 1996, the program continues to provide vital support for America's working families. Eleven million children under age five (54% of young children) have mothers who work, and of those 11 million children 7.3 million have mothers who work full-time. Unlike some programs that target only a certain age of children or that provide only a half-day or school-year program, under CCDBG low-income working families can choose a provider for their children ages birth to age 12 that meets a parents' working schedules be they full-day, half-day, before-school, after-school, year-round, or summer only. For children of low-income working families, the allowance for full-day, year-round education provides for greater consistency and better outcomes. They also have access to the same schools and classrooms that are available to children from more affluent backgrounds, and benefit from a more diverse and balanced learning environment.

I would like to make another important point about the economic value of a mixed delivery model. When children who require financial assistance are served alongside of their more affluent peers, those in financial need benefit directly from the higher tuitions paid by the private pay families. For example, in KinderCare, our average discount rate for subsidized families is 26 percent of the private pay rate, with a differential payment of close to 50 percent in some states (such as CO, WA, and MA). These lower income children benefit from the same quality as their peers, which is only possible because of the incremental fees paid by our private pay families, which therefore serves as an indirect subsidy for quality over and above whatever subsidy is provided by the government.

While the CCDBG program is vital to many of America's working families, I would be remiss if I did not point out a few areas you may wish to consider for improvement. As I mentioned earlier, it has been almost two decades since Congress last authorized CCDBG. In that time, we have learned much more about the importance of quality educational programming, especially for low-income children. But I cannot emphasize enough that it is quality, not custodial care that promotes long-term benefits. Efforts to provide higher reimbursement rates that cover the full cost of quality care should be made to ensure that all children receiving services do so in a safe, secure, and enriched learning environment. We further believe that continuous program improvement can and should be incentivized through state Quality Rating and Improvement Systems (QRIS) and national accreditation.

I also ask that you consider changes to CCDBG that would allow greater continuity of care for children especially as relates to the determination and redetermination processes. Continuity of care is a critical component of child development. Yet, currently children can lose access to care any time during the year due to an unexpected job loss or change in income. While maintaining program integrity, it is possible to allow for less frequent and disruptive redeterminations and to allow for parents to seek increased wages without the fear of immediate loss of their child care subsidy.

I would like to leave you with one final observation. An additional benefit of our current mixed delivery model for early childhood education and care from a public policy perspective is that this system has excess capacity that easily could be tapped to serve more children without incremental investment in bricks and mortar, and we can also leverage the existing fixed costs in areas such as program management and professional training. Even today a number of states utilize this mixed delivery model to tap into capacity among an array of high-quality providers in implementing their state preschool programs, but this opportunity can and should be expanded. For instance, Knowledge Universe participates in the state voluntary pre-kindergarten programs in Florida and Georgia, among other states. Additionally, we participate in a number of Head Start partnerships in the state of Ohio. All of these varieties of public-private partnerships could be better utilized to provide more children and families access to a high-quality early learning experience that best meets their needs.

As we weigh our country's priorities, one is hard pressed to cite any more important area of opportunity for our economic prosperity, our global competitiveness, and our nation's security. But any and all investments must be carefully considered to optimize the return to our citizens and the impact on our children. And, although we all recognize the importance of a high-quality early education to a child's future success, we continue to struggle from a policy perspective to figure out how to ensure more children have that great start.

Thank you again for the opportunity to speak with you this morning. I look forward to your questions and discussion.



Chairman KLINE. Thank you.

I am going to make an administrative announcement here. We are still waiting for the—I think it is probably taxi now. We have moved from train to taxi. And with the weather, not sure of the arrival.

So we are going to go a little bit out of sequence here. I will start asking questions and then we move to Dr. Roe and we hope that the cab has arrived so that we can get members from both sides a chance to ask questions.

I know a number of you are waiting to ask questions of Ms. Dichter, so we are going to try this.

Go for it. All right.

Okay, so let me start, and I will start with you, Ms. Brown, and let me start by saying thank you to the good work you have done personally and the work that GAO does. We, both sides, are tasking you pretty heavily and do pretty fine work for us.

In your testimony you report that we have got an overlapping and fragmented system, and there are also gaps in the system. So I have sort of two questions.

One, this overlapping and fragmented program, how does that impact the ability of parents to get accurate information about what might be available? And then two, what might be a recommendation for what Congress can do to address that situation?

Ms. BROWN. As far as the effect on parents, I think the kinds of things that we talk about here as far as what is the appropriate eligibility criteria, and what are the expectations for the services that are provided, and how they vary from program to program translate into some very practical challenges and potential for confusion on the front line when parents are trying to arrange child care for their children, in that maybe some like—"I have a half-day Head Start program but now I have a job and I have to figure out how I can also apply for child care for wrap-around services," and it just—it can get confusing and challenging.

As far as what Congress could do, in our report we made a recommendation to an interagency working group that they should better coordinate, and I just want to clarify what we mean by that. We don't mean getting together and sharing information; we mean actually sitting down and taking a hard look at the programs that cut across these different agencies: Do they still work? What do we know about who they are serving? What are the results? Are they unique or did they—you know, are the needs still exist?

And so we are asking them to take a look at that because we think that can be a really useful starting place, but the outcome of that, we would hope, would be some recommendations for agencies—federal agencies—to take and some recommendations that would have to come to Congress, because I am sure that they would be identifying some changes that would need to be legislated, as well.

Chairman KLINE. Okay. Thank you.

On Head Start, you have done a lot of work on Head Start—GAO has over the years, and we have talked about it here and we are going to look towards reauthorizing the Head Start Act. Can you talk a little bit about what you have done in the way of reporting



and what your recommendations have been as we look at Head Start?

I said in my remarks that I have personally seen Head Start programs which are doing marvelously well, and yet we have reports from you and others they have some that aren't. So could you address that—Head Start specifically, please?

Ms. BROWN. Yes. We have made some recommendations through the years that are primarily related to oversight of the program, both in areas like financial management and we had a report that was related to accurately determining eligibility for applicants, and we have also talked about program quality.

Now, HHS, I believe, is taking some action in some of these areas, so a future look might be to make sure that those actions are actually achieving the goals that they are hoping. And the other thing that—as far as what is going on right now with Head Start is the re-competition for grantees and whether that process is working as intended.

Chairman KLINE. Okay. Thank you.

And then, Dr. Whitehurst, a lot of discussion—I said, again, in my remarks and others have said that a lot of these federal programs were aimed at economically disadvantaged homes. Can you take the 40 seconds or so I have got here and address that issue of what the importance of targeting early childhood to those homes?

Mr. WHITEHURST. Yes. I mean, the research, I think, is very clear that these investments have a disproportionate impact on the families that are in greatest need, where the parents have low education levels, where there is a single parent, where English may not be the language spoken in the home, and that the impacts certainly trail off as you move into serving families that are well-situated—they have money, they have resources, they invest time in their kids.

So if you are thinking of this in terms of a cost-benefit analysis you certainly want to tailor the investment and target the investment on the families that are going to most profit from it.

Chairman KLINE. Okay. Thank you.

My time is down to 4 seconds so I will yield back and recognize Dr. Roe.

Mr. ROE. Thank the chairman for yielding.

And just a moment, I want to thank all the time Congressman Andrews has spent on the committee. I know he is not going to be with us in the near future, and I know I have certainly enjoyed working with Rob during my time here on the committee.

The problem we are trying to solve is the achievement gap, and we know that the achievement gap begins really almost at birth. And that is what we are trying to make up.

And, Dr. Whitehurst, I couldn't agree more with you that it would make no difference whatsoever in my family to have a national program for pre-K. It isn't going to affect the outcomes.

And I have a reading assignment for everybody here in—that is on this committee, and I would encourage each and every one of you to read the book "I Got Schooled" by M. Night Shyamalan. I have read it, now I am reading it for the second time. A famous movie producer, and did "The Sixth Sense" and some other very

good movies, and he makes that point over and over again: It is basically income inequality that creates this gap.

And all you do at let's say Head Start—some places Head Start works great; in some places it is a waste of time, the kids don't get anything. But if every child—the data proves this beyond a shadow of a doubt—if every child shows up at the starting line in kindergarten at the same place, that low-income child is going to fall behind because every summer—you take a middle-class family like myself that are going to read to my kids and my grandkids, they actually gain during the summer. And the average low-income child loses 3 months, so by the eighth or ninth grade they are hopelessly behind.

And I just—before I got here, Dr. Whitehurst, I called my local school director, and we have 50 percent free and reduced lunch in Johnson City, Tennessee—not exactly a high-income area. But they have been able to narrow that gap by expanding the school day and also expanding summer. We used lottery money there to use and have reading programs during the summer.

And I think you are right, and I want you to expound on it some—and Ms. Brown or Ms. Yalow, either one, Dr. Whitehurst first—about how we can better use our limited resources. There is no reason in the world to waste money on my family, but there is a great reason to spend the money on low-income families.

Mr. WHITEHURST. Well, thank you for the excellent question and comments. I mean, one of my concerns about the way that pre-K has been sold recently as the magic bullet is the sense that, you know, if we invest there we are going to solve all these problems. We are not.

The problems are multiply determined and they take multiple solutions, and so I would like to see the policy discussion go to the issues of how can we best spend this money? Would it be better spent on after-school programs? We know that there are a lot of school-based interventions that have—and past the pre-K years that have a strong impact on children.

Chairman Kline mentioned the Harlem Children's Zone. We have other charter schools that are hitting the ball out of the park in terms of catching kids up. So there are all these choices involved. I think investment in pre-K for the most disadvantaged kids is a wise investment, but we have to balance that with a consideration for needs throughout the lifespan and where we can get the greatest impact.

Mr. ROE. Well, let me make one statement that really caught my attention in this book. If you take away—if you take schools in this—we are always told about how we are behind Lichtenstein and Poland and every other place in the world, but if you takes schools that only have a 10 percent poverty rate level, and that is defined by 75 percent and above free and reduced lunch—America has the highest scores in the world, period. Nobody is even close.

The problem are the bottom quartile—the 20 percent of low-income—and there are—the Harlem—I have done extensive reading about that. Why don't we pool these resources that we have got, this \$20 billion or \$22 billion you mentioned, and those resources, instead of starting a new program that goes to my kids and

grandkids who don't need it and really target where that money needs to be?

Mr. WHITEHURST. Well, you know, that is what I have recommended. And in some sense a lot of it is targeted now, but as Ms. Brown has indicated, it is so—such a mish-mash that many parents who qualify for it don't get it, they drop in, they drop out. It is not designed in a way to achieve impact from the point of either the taxpayer or certainly for most families.

So I, you know, I would encourage the committee and Congress to think about not just tinkering around the edges, but what can we do to make sure these resources get to the families who really need it in a way that they can spend it coherently to produce a better life for themselves?

Mr. ROE. Would year-round school be one of the ways you could close this gap? Because we did that at home and our director clearly pointed out that we got 10 more days in the classroom and added 30 minutes more to each day. I think that has a lot to do with it.

I see my time is expired. I yield back. Thank you, Chairman.

Chairman KLINE. Thank the gentleman.

Mr. Miller, you are recognized.

Mr. MILLER. Thank you very much.

Thank you to all of the witnesses.

Ms. Brown, I would like to talk a little bit about your report here, because I want to make sure that we are looking at this through the proper lenses, if you might. And I have a series of questions, if you could be as brief, but I want you to answer, you know, but be as brief as you possibly can.

As I looked at your report, you differentiate between types of programs: those with explicit learning purposes and those programs where funds could, may, or may not be spent on early learning. Is that correct?

Ms. BROWN. Correct.

Mr. MILLER. So roughly about 75 percent of the programs are in that latter category, the funds could or could not be spent.

Ms. BROWN. Correct.

Mr. MILLER. Then there is the question of the funds that provide particular slots for programs. It would seem logical to me that TANF would carry some child care allocations because there is a waiting list at most child care centers so you are going to have to figure out how to expand in that region, that neighborhood, that city additional opportunities for child care—the goal is to get parents to be able to take up training and hopefully jobs.

So that would be a specific purpose. There is a reason that is connected to TANF.

Ms. BROWN. Yes. That is fair to say.

Mr. MILLER. Okay. And children with special needs—we are finding more and more research telling us that intensive early learning opportunities for children along a—children with different—disabilities allows many of those children one, to stay out of special education, to go into the mainstream classrooms, whether they are sight-impaired or have other difficulties. Is that fair to say?

Ms. BROWN. Yes.

Mr. MILLER. So there would be a reason why you would connect that expenditure of early learning to children with special needs and IDEA?

Ms. BROWN. Yes. I think the question there is how many programs do we need to do that, but fair point.

Mr. MILLER. No, I understand that, but you are also, I think, in those programs—at least I see it in my area, the San Francisco Bay area—a lot of that is very specialized work and training with those children because of their disability to try to keep them out of, you know, the next 12 years of special education. So just to say, “Well, you could just do that in Head Start or you could just do that across the street,” not necessarily so.

Ms. BROWN. I can buy that, yes.

Mr. MILLER. Thank you. I have got something else to sell you. [Laughter.]

I think it is important that we pull this apart. I mean, the Republican ESEA bill, I think, mentions early childhood learning 12 times but doesn’t carry any money, no expenditures for it. I don’t know what category that fits in or doesn’t fit in, but the idea that there is this massive duplication and nothing—and it is not working I think is a little bit misleading.

That may not be your characterization; that may be the political spin that is being put on your report. But it is very clear.

You know, there was a huge argument when TANF was created about that this is about getting people to work. And one of the things you have to do to get people to work is to make sure that their children have a safe setting, and hopefully a setting where they are learning, while the parent is engaging in seeking employment.

And so I think that when we talk about the duplication, yes or no, we don’t—you don’t tell us in the report whether, in fact, any of that money is being spent or not being spent, correct?

Ms. BROWN. What we say about duplication is it is very, very hard to say because we don’t have the data, and some of the actual programs that are funding these don’t have the data at the federal level, as well.

Mr. MILLER. You don’t know or they are not providing the data yet. Because it would be important for us to know if, in fact, they are actually spending part of that appropriations on the provision of child care early learning services—and sometimes child care and early learning, tragically, are still separated today.

You do not list any of the military programs.

Ms. BROWN. No, we don’t.

Mr. MILLER. And again, I would assume that the military might believe, certainly in bases where repeated deployments and extended deployments and all that take place, they might want to know very well the credentials of those child care providers, those early learning providers dealing with that population of families that live under a lot of stress. You may not just want those kids to throw them anywhere off base because there is a slot available, so there would be the rationale for some segmentation for that population.

Ms. BROWN. I think there are many rationales along that very line. You know, the question is, that is why we made that rec-

ommendation to the interdepartmental work group to look at these programs together—

Mr. MILLER. I agree with that.

Ms. BROWN.—as a whole. Maybe we should have included DOD in that list.

Mr. MILLER. Well, that would be important for us to know, because I don't think you can just say, "Well, you know, all this separate segmentation is bad," but when you look at DOD, doing a lot of work with military families that I have over the year on the questions of early learning, they think they have a model that works. They think they have a K-12 model that works. They are very proud of that.

We would love to have them included in this full debate. And obviously many military leaders are included in this question of the early learning debate.

Finally, just quickly, I would just ask your issue—your remarks on the question of whether or not the re-competing of Head Start, whether it is working as it—I would like to talk to you about that. I was the author of that amendment to force Head Start to re-compete. I got all the arrows in my back to prove it, but I think it is very important.

And one of the considerations, obviously, is the quality of that program and whether or not the mission of that program is being delivered or not. And that has got to be a basis for that re-competing.

Thank you.

Chairman KLINE. I thank the gentleman.

Ms. Dichter, welcome.

Mr. MILLER. We have been waiting and waiting.

Chairman KLINE. So you have really earned your spurs or something here. You have got rain and trains and cabs and all those things. We are very happy that you are here. Let me introduce you to the committee.

Ms. Harriet Dichter is the Executive Director of the Delaware Office of Early Learning. She led the national policy team for the Ounce of Prevention Fund and established the Washington, D.C. office for the Ounce's federal policy and advocacy affiliate, the First Five Years Fund. I think I got that all together here.

So we are going to pause in our questioning and I would like to yield the floor to you, Ms. Dichter, for your 5 minutes. I would just ask that—the little lights that are in front of you, it is going to start green and it will work its way through to red in a sequence which you will easily be able to figure out. If it turns red, please try to wrap up your remarks.

You are recognized.

**STATEMENT OF MS. HARRIET DICHTER, EXECUTIVE DIRECTOR, DELAWARE OFFICE OF EARLY LEARNING, WILMINGTON, DE**

Ms. DICHTER. Thank you so much. I appreciate everyone's forbearance. It did take me quite a long time to get here this morning.

Good morning, everyone. I am Harriet Dichter, Executive Director of the Delaware Office of Early Learning.

Chairman Kline, Ranking Member Miller, I would like to begin by saying thank you. Congress recognized the economic and educational payoff of early education and care in the omnibus appropriations bill for 2014.

You restored sequester cuts to Head Start and to child care and added more than \$900 million to serve additional children and establish another opportunity for states to expand preschool. I thank you for these advances as well as for dedicating a hearing today to early childhood development as you plan for the next phase of federal leadership and investment.

Research and science confirms what parents, grandparents have always known instinctively: The first years of life set the stage for all aspects of development and learning. This makes the quality of our early childhood programs essential to good lifelong outcomes.

Now, in Delaware our young children and their families are fortunate to be supported by the commitment of our Governor Markell and our state legislators. Governor Markell created the Office of Early Learning to assure a strong, integrated federal-state-community effort for young children and their families.

To support this work, we have over 100 types of partners in the state. This includes our school superintendents, our principals, and our teachers, our child care and our Head Start programs, foundations, universities, business leaders, health and behavioral health providers, museums and libraries, and of course, our families. That is a lot of partnership in such a small state.

Delaware's state investment in early learning increased by one-third of state general funds in the 2011 legislative session and it has been further improved through our participation in the federal Early Learning Challenge. We improved payment rates for our child care providers and we funded a statewide framework for early learning, known as Delaware Stars, that allows us to work with all of our early learning programs—child care, Head Start, schools, early intervention—to focus on quality improvement.

Now across the country both Republican and Democratic governors recognize the value of early education. In 2013, of the 40 states that provide state resources for preschool, 30 increased their budgets by a total of nearly \$370 million.

States are committed to this work but I have to stress, we cannot do it alone. Partnership with the federal government is essential to help us improve outcomes for young children. So I would like to use my remaining time to make two main points.

First, there is no one silver bullet, no one-size-fits-all answer. What does matter for outcomes for every child and every family is quality.

In other words, states want the flexibility to structure programs to best meet our needs, but establishing and growing a high-quality foundation is critical to success. To meet the needs of children and families we must provide a range of options: full-time care, part-time care, night and weekend hours, speech and language development, special needs care. We can and should expect to make investments in programs such as child care, pre-kindergarten, and Head Start, and we should be expecting to invest in infants, toddlers, and preschoolers.

But what do I mean when I emphasize quality early learning? A quality program works in partnership with our families to develop our children's skills and abilities not just in key areas of language, literacy, and general cognition, but also social and emotional skills. This is the fuel for our children's lifelong success—initiative, grit, persistence, resilience—that, together with traditional academic areas, help pay the way to productive adulthood.

Quality early learning is part of our equation for our children's school and life success. That is why we have so many partners and stakeholders in our efforts in Delaware.

Now, despite scattered criticism of individual program evaluations and programs, we know quality early learning programs work. We have decades of scientific studies conducted by well-respected institutions and researchers. They show that our children and our communities benefit in many ways—better education, higher earnings, lower crime—resulting in greater public savings in the short and long term.

The question is not whether we know enough to proceed, but instead, how to expand upon the proven successes of high-quality programs and, of course, very importantly, we must continue to look for ways to improve our work and outcomes.

Second—and this will be my closing—the federal government has not been sufficiently proactive in this area, leaving much too much for the states to do, notably on funding and financing. As I mentioned earlier, Delaware and other states across the country have been making new investments in early learning, but the gap between unmet need and available resources remains vast.

We can't do it by ourselves. Our two major funding streams—the Child Care and Development Block Grant and Head Start—are not sufficient.

Head Start serves 40 percent of eligible 4-year-olds and only 3 percent of eligible infants and toddlers. Only one in six children eligible for child care assistance can get it because of scarce resources.

We have children at risk in every county, city, and state in the United States. We need new funding to help close the gap between those children without access to quality and those who do have it. We need a sustained public funding base for education to improve access and to improve quality in our settings.

The bipartisan Strong Start for America's Children Act would commit new federal resources, along with an umbrella of quality standards, to ensure federal money is accountable and targeted to proven programs and outcomes. This will help those of us in the states to fill gaps, strengthen our efforts towards building a high-quality early childhood system with a strong framework and new resources.

I thank you for providing me with the time today. I am honored and humbled when I go to work every day to play a role in trying to make our office's tagline, which is "great tomorrows begin today," a reality for Delaware's children, families, and communities.

Thank you.

[The statement of Ms. Dichter follows:]



Testimony of

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February 5, 2014

United States House of Representatives

Committee on Education and the Workforce Hearing

"A State Perspective on

Improving Early Education and Care Systems and Services for

Our Children and Families"



Good morning. I am Harriet Dichter, Executive Director, Delaware Office of Early Learning.

Recently, Congress recognized the economic and educational payoff of early education and care and restored resources and helped expand the Child Care and Development Block Grant and Head Start and Early Head Start, as well as established another opportunity for states to expand preschool. I thank you for these advances, as well as for dedicating a hearing to early childhood development as you plan for the next phase of federal leadership and investment.

The importance of the first years of life is critical- the experiences children have during this unique time set the stage for all aspects of development and learning. Because of the developmental significance of this time, the quality of early childhood programs for both children and families is essential to good outcomes.

The Delaware Office of Early Learning was created by Governor Markell to assure a strong, integrated state-community effort for young children and their families, and to create an early learning system. Our priorities, depicted in a graphic in Appendix 1, include a focus on four essential areas: a healthy start for our young children; quality early learning; linkages and partnerships between learning, k-12, and higher education; and sustaining a thriving early childhood system. Our office works to unify and integrate the early learning programs of all of Delaware's agencies that have responsibilities in this critical area. The office covers the waterfront—we work with school and community-based programs for children from birth through full-day kindergarten. We count over 100 partners, which is a lot for our small state, and those partners include a big array-- school districts superintendents, principals, and teachers; child care and Head Start programs; foundations, universities, and business leaders; health and behavioral health providers; museums and libraries; and our families. Our partners are described in Appendix 1. To quote Fred Rogers, "When I was very young, most of my childhood heroes wore capes, flew through the air, or picked up buildings with one arm. They were spectacular and got a lot of attention. But as I grew, my heroes changed, so that now I can honestly say that anyone who does anything to help a child is a hero to me." We have a lot of heroes!

Delaware's young children and their families are fortunate to be supported by the commitment of Governor Markell and our state legislators. Delaware's state investment in early learning increased by one-third in the 2011 legislative session and has been further improved through our participation in the federal Early Learning Challenge. Our state effort included new resources to add to the payments (rates) for our child care providers and to fund a state-wide framework for early learning, known as Delaware Stars, that allows us to work with all of the programs to focus on quality improvement.

Improving the national track record for investments and outcomes for young children is essential. I have two points:

- 1) There is no one silver bullet, not just one investment or program that works. What matters, regardless the program, is quality. Quality is what is needed to produce positive outcomes. This means a common framework of high standards, accountability, continuous improvement, and sufficient investment in the workforce and the programs to make a difference.
- 2) The federal government has not been sufficiently proactive in this area, leaving too much to the states to do, notably on funding and financing.

First: To meet children's and family needs, we need a continuum of quality services. One size does not fit all. We can and should expect to make investments in programs, such as child care, pre-kindergarten and Head Start for example, and we should expect to invest in infants, toddlers and preschoolers in each and every year until they enter school. To meet the needs of our diverse families, we must provide a range of options (for example, full time vs. part time education and care, night and weekend hour care and education, speech and language development, special needs

care). We must build confidence in the responsiveness and quality of early education services and ensure that public investments are made efficiently and are well-leveraged.

In Delaware, we take advantage of the existing array of early childhood programs and providers to create our system and to respond to the diverse needs of young children and families. We are systematically and voluntarily improving quality through Delaware Stars which integrates research-based standards and ratings, improvement supports, and financial resources. Delaware Stars is pivotal to our efforts, and it is available to all of our early learning programs on a voluntary basis. It has become an integrated framework for improving quality across sectors in our state. Our child care, Head Start, and preschool programs all participate in this effort.

Delaware Stars program is reaching children and their families through a large network of school district, child care, Head Start, and Early Intervention programs. We are particularly interested in how we are doing in serving our at-risk children, i.e. low-income children; children with developmental delays and disabilities, etc. In 2013, 7 in 10 of our at-risk children participated in an early childhood program in Delaware Stars. And 4 in 10 of these children are in a Delaware Stars program with a higher quality rating. These numbers are up from the previous year, and we have more assertive targets for 2014. At the same time, we set specific goals for working with programs on quality improvement, and we met those goals in 2013. Over 75% of our child care centers, which deliver services to the greatest number of our children, including our low-income children, participate in this program. And one last number--70% of our programs have made enough progress on quality improvement to have a Delaware Stars quality rating, and about one-third are now at our two highest levels. But you can see even with our focus and our progress, we have a long way to go to help our children meet their promise.

A quality program works in partnership with our families and helps to develop our children's skills and abilities not just in key areas of language, literacy and general cognition, but also works with our children to develop their social and emotional needs. This is the fuel for our children's success—their initiative, grit, persistence, resilience—that together with these traditional academic areas help pave the way to productive adulthood. A safe environment is necessary but not sufficient; a safe, learning environment with enough books and materials is necessary but not sufficient; a quality program provides this in the context of the teachers and families who work together to embed our children's learning in these relationships. And this becomes even more meaningful for our low-income families who may be juggling two or more jobs, may not have time or the skill to read to their children, and may have difficulty providing their children with enough healthy, nutritious food. Quality early learning is part of our equation for our children's school and life success. That's why we have so many partners and stakeholders in our efforts in Delaware.

We have a family-oriented website, available to them through their smart phones, that focuses on early learning from a family point of view and gets a lot of traffic. Here is what our families have to say about Delaware Stars:

- "I would recommend a Delaware Stars program based on the remarkable change we have noticed in our daughter's confidence, her ability to challenge herself more often, and an overall improvement in her social behavior and development skills." Precious White
- "Since my son has been in a Delaware Stars program he continues to develop emotionally and has improved skills. It has really helped him grow." Khaluah Mumin
- "My child is learning so much in a Delaware Stars program. It is a wonderful program." Jannette Torres Rodriguez
- "I would recommend the Delaware Stars program because it's an assurance that the program will nurture and engage your child as well as develops independence and self-reliance." Rebecca Krueer

To view the website, which includes a slide show of our families and their children, visit [www.greatstartsdelaware.com](http://www.greatstartsdelaware.com).

And our providers share in that positive view:

- “DE Stars establishes a standard and defines quality from a child’s perspective.”
- “DE Stars is an accountability system--and that is good.”
- “It is fun to watch a teacher have an “ah ha” moment when they realize what type of influence they have on the children. They all of a sudden see themselves as professionals.”
- “This process has been really helpful with getting front line teachers and assistants to understand and embrace quality improvement.
- Delaware Stars is a plus; “All programs in the state can be a part of it.”
- “A large number of programs are improving.”
- “We are reaching out to help the most needy children.”

We cannot serve our families with young children well using a silver bullet approach that focuses on one program, one age group, or one financing stream. Our goal is to serve the diverse needs of families while building confidence from business and other community leaders. Our framework includes:

- 1) High standards and expectations for program quality, based on research and experience, and focused on the best outcomes for children so all children enter school ready to learn;
- 2) Assistance to help teachers and programs achieve the necessary standards; It is not enough to set high standards, assistance is needed to achieve and maintain them. We must invest in early learning teachers if we are to achieve our desired outcomes for children and families. For example, in Delaware, one-fifth of our early educators have a high school diploma or less; just over half have a college degree. Their average pay is just over \$23,000, which is the poverty line for a family of 4 compared to \$40,000 for the average starting salary for those teaching in the early elementary grades;
- 3) Accountability for results—ensuring that public funds go to effective programs that support young children and their families; provide continuous improvement for all programs, including those that are not doing well; and communicate results to families and the broader community, including why they matter for our entire society; and
- 4) Financial supports that are linked directly and clearly to the standards at sufficient levels to get the job done by programs, and ensure that families have the means to afford high quality options for their children.

While the work is multi-faceted and dynamic—as it should be— it can be organized and coordinated into a realistic, achievable strategy through which we better serve our children and families and work collaboratively with the programs we count upon to deliver the services. (The quality goal is achievable within our varying state contexts.) We must respect our families and provide them with options that effectively meet the needs for their children in early childhood programs. We need to make sure we are focused on continuous improvement in what we do and to continue to engage our research partners to help us develop and improve our efforts. (To that end, in Delaware, thanks to our participation in the Early Learning Challenge, we are fortunate to have the RAND Corporation assisting us.)

In Appendix 2 you’ll see an overview chart from RAND summarizing impacts on child outcomes from large publicly-financed preschool programs that have been rigorously evaluated. There are favorable impacts for children on a range of developmental measures of school readiness across these programs. This chart is a reminder that we all need to work together to create our learning systems and keep moving ahead.

We know good quality early learning programs work. We know from decades of scientific studies that children—and our communities-- benefit from them in many ways – better education, higher earnings, lower crime, resulting in greater public savings in the short and long terms. We have a large assortment of rigorous evaluations and studies to confirm this, conducted by well-respected institutions and researchers in our country. The question is not whether we know

enough to proceed. We need to consider the many children and their families who would benefit if we do more, particularly those most at risk, and continue to move ourselves forward, always looking for ways to improve our work and our outcomes.

My second point is the importance of shared, responsible, and sufficient public investment in these programs. The funding streams we have, the Child Care and Development Block Grant and Head Start, are certainly insufficient. We have children at risk in every county, city and state in the United States. New funding is needed to help close the staggering gap between those children, particularly those at-risk of school failure, who are in our quality early learning programs and those who are not. We need to assure a sustained public funding base for early education, just as we work to assure a public funding commitment to K-12 education.

First, we should substantially increase investment in the established federal programs and funding streams, and again, I thank Congress for the work to support Head Start and Child Care in the recent budget and spending agreement. Second, we should commit to new federal funding, as suggested by the Strong Start legislation. States across the country are committing to an increased focus on quality early learning opportunities. Meaningful federal partnership and leadership is ripe and needed. This will help those of us in the states fill gaps and strengthen our efforts towards building a high quality early childhood system with a strong framework and new resources.

There is not just one program that works. Children need a continuum of early learning services, and a commitment to infants, toddlers, their families and preschoolers alike. One size does not fit all. It is fine to have a range of key programs and different hours of service because children and their families have different needs. It is in all of our best interests to be responsive and to focus on providing quality, expectations and support for high performance, and sufficient financing so that will get our children off to the best start possible. Parents expect that a program that opens its doors to them will serve them and their children well. From these simple precepts, there are several lessons that should inform the next phase of federal investment and policy.

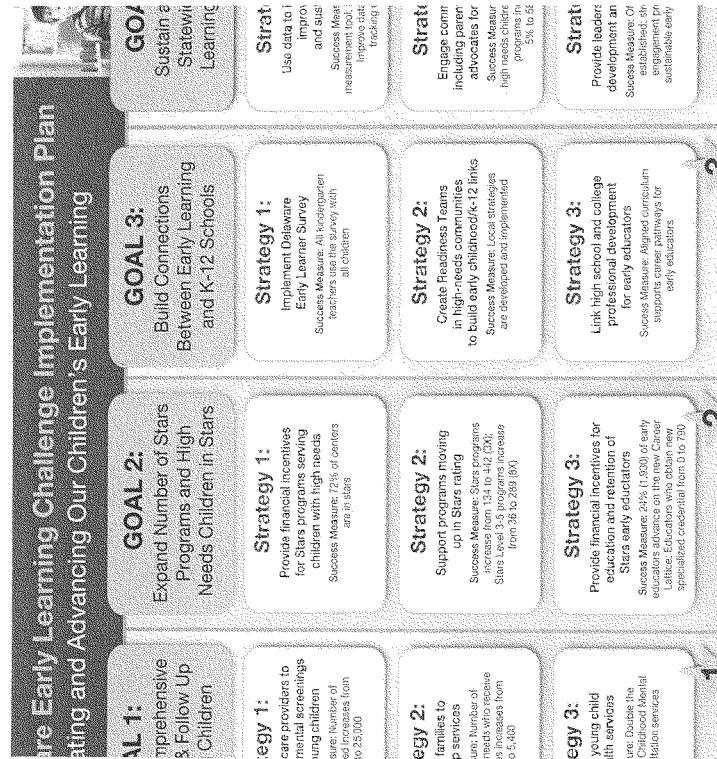
Thank you for providing me with this time today. I am honored and humbled each day when I go to work to play a role in trying to make our office tagline, "great tomorrows begin today," a reality for Delaware's children, families and communities. Thank you!


**Appendices**

Appendix 1: Delaware Framework

Appendix 2: RAND Chart

Appendix 3: Delaware Dashboard





**DELAWARE  
OFFICE OF  
EARLY LEARNING**  
*Great Tomorrows Begin Today*

**DELAWARE  
EARLY LEARNING CHALLENGE**  
*Summary of Success*

**GOAL 1: Expand Comprehensive Screening and Follow-Up for Young Children**

- Introduced new supports for developmental screening in Delaware Stars, training more than 560 early educators to help identify developmental delays using the Ages and Stages Questionnaire and provide linkages to needed services.
- Grew number of primary health care providers using the PEDS developmental screening tool, screening more than 5,600 young children to date.
- Doubled early childhood mental health consultation service to early childhood programs statewide, providing more than 800 child consultations and training more than 650 early educators to support staff who work with children with challenging behaviors and promoting young child social and emotional well-being.

**GOAL 2: Expand Number of Stars Programs and High Needs Children in Stars**


- Created an array of new financial incentives for Delaware Stars programs, effective in attracting more early learning programs to join the quality rating system used by families as a guide to finding quality early learning programs for young children.
- Increased the number of quality programs in Delaware Stars from 134 to 435, including 77% of early learning centers and 23% of family based childhood programs.
- Launched Compensation, Retention and Education (CORE) awards totaling \$3.8M to 1,337 individuals working in Stars programs who have improved their education and credentials, raising the standard of care for young children in Delaware Stars.
- Engaged nearly 200 early educators in the Early Learning Leadership Initiative (ELLI).

**GOAL 3: Build Connections Between Early Learning and K-12 Schools**

- Instituted a kindergarten-entry assessment, the Delaware Early Learner Survey, improving information available to kindergarten teachers, informing individualized instruction and, over time, guiding work to enhance state policy and practice. 315 kindergarten teachers used the tool with more than 6,000 children with full scale implementation on target for all kindergarten classrooms and children in 2015.
- Established public private partnership with 20 site-based Delaware Readiness Teams with broad community participation in high-needs communities to improve linkages between early learning (birth to five) and K-3 systems to improve outcomes for children and their families.
- Sponsored a state-level conference for all kindergarten teachers, administrators and support staff in response to a request from the kindergarten teachers who conducted the Delaware Early Learner Survey (DE ELS), offering an opportunity for deeper understanding of how the DE ELS can be used to inform individualized instruction for children and sharing successes to date.
- Implemented a dual enrollment strategy to advance early childhood workforce readiness and educational attainment with free online preparation for entry exam to increase success rate for students entering college programs in early childhood.

**GOAL 4: Sustain a Thriving Statewide Early Learning System**

- Established the monthly Delaware Early Childhood E-News with a subscriber base of nearly 5,000 and growing.
- Created a website for families with young children – [www.greatstartsdela.com](http://www.greatstartsdela.com) – to increase awareness of the importance of early learning for children birth to age 5 and promote the use of Delaware Stars as a guide to finding quality early childhood programs, with new social media supports and participation of more than 7,600 individuals, growing at the rate of 100 new visitors per week.
- Launch by the Delaware Early Childhood Council of a new Early Childhood Strategic Plan with establishment of four new standing committees to address the four Early Learning Challenge goals, providing top level advocacy and leadership for early learning in Delaware.



greatstarts  
Delaware

*"An investment in knowledge pays the best interest."*  
- Benjamin Franklin

12-31-2013



**DELAWARE  
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**DELAWARE  
EARLY LEARNING CHALLENGE**  
*Partners*

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**GOAL 1: Expand Comprehensive Screening and Follow-Up for Young Children**

<ul style="list-style-type: none"> <li>Brookes Publishing Co.- Ages &amp; Stages Questionnaire/ASQ</li> <li>Child Development Watch</li> <li>Child Find</li> <li>Christiana Health Care Services</li> <li>Delaware Academy of Medicine</li> <li>Delaware Chapter, American Academy of Pediatrics</li> <li>Delaware Children's Department, Divisions of Family Services and Prevention and Behavioral Health Services</li> <li>Delaware Department of Health and Social Services, Divisions of Public Health and Management Services</li> <li>Delaware Early Childhood Council, Committee on A Healthy Start for All Children</li> </ul>	<ul style="list-style-type: none"> <li>Help Me Grow 211</li> <li>La Red Health Center</li> <li>Nemours Health and Prevention Services</li> <li>Participating Delaware Stars Programs using ASQ screen</li> <li>Participating Health Providers using PEDS screen</li> <li>Participating parents/families of young children screened</li> <li>Rodel Foundation of Delaware</li> <li>Social Ventures Partners</li> <li>United Way of Delaware, Inc.</li> <li>University of Delaware Institute for Excellence in Early Childhood</li> </ul>
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**GOAL 2: Expand Number of Stars Programs and High Needs Children in Stars**

<ul style="list-style-type: none"> <li>Barclays Bank</li> <li>Child Assessment Task Force</li> <li>Children &amp; Families First, Inc.</li> <li>CORE Compensation, Education and Retention Awards Advisory Committee</li> <li>Delaware Department of Education</li> <li>Delaware Association for Education of Young Children (DAEYC)</li> <li>Delaware Department of Health and Social Services, Division of Social Services</li> <li>Delaware Department of Services for Children, Youth and Their Families, Division of Family Services and the Office of Child Care Licensing</li> <li>Delaware Early Childhood Council, Committee on High Quality Early Childhood Programs and Professionals</li> <li>Delaware Stars Evaluation Advisory Committee</li> <li>Delaware Stars Task Force</li> <li>Early Childhood Policy Research</li> <li>Easter Seals of Delaware and Maryland's Eastern Shore</li> <li>Infrastructure Grant Advisory Committee</li> </ul>	<ul style="list-style-type: none"> <li>Deana Lukowski, TSI Gold Assessment Technical Assistant</li> <li>Kim Meens, Child Care Systems Specialist, Office of Child Care, U.S Department of Health and Human Services</li> <li>National Louis University, McCormick Center for Early Childhood Leadership</li> <li>Nemours Health and Prevention Service</li> <li>Oldham Innovative Research</li> <li>Participating Families and Programs</li> <li>RAND, Inc.</li> <li>Rodel Foundation of Delaware</li> <li>Teach for America, Delaware</li> <li>Kathy Thornburg, Ph.D Early Learning Challenge Technical Assistance Specialist</li> <li>United Way of Delaware, Inc.</li> <li>University of Delaware Institute for Excellence in Early Childhood, Delaware Stars Program and Delaware Stars Task Force</li> <li>Jamie Walco, ASQ Technical Assistant</li> </ul>
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**GOAL 3: Build Connections Between Early Learning and K-12 Schools**

<ul style="list-style-type: none"> <li>Charter Schools Newark</li> <li>Child Trends, Inc.</li> <li>Delaware Department of Education, Consumer Sciences Services and Skilled and Technical Services</li> <li>Delaware Early Childhood Center</li> <li>Delaware Early Childhood Council, Committee on an Aligned and Effective Early Learning System, Birth Through Third Grade</li> <li>Delaware Early Learner Survey Advisory Committee</li> <li>Delaware Readiness Teams (DEL TEAMS)</li> <li>Delaware State University</li> <li>Delaware State Education Association</li> <li>Delaware Technical and Community College</li> <li>DEL TEAMS Advisory Committee</li> <li>Higher Education Partnership Workgroup</li> <li>Kindergarten teachers, administrators and support staff</li> <li>K-2 Standards Committee</li> <li>Lakeshore Learning</li> </ul>	<ul style="list-style-type: none"> <li>Nemours Health and Prevention Services</li> <li>New Castle County Vocational Technical School</li> <li>New Castle County Vo-Tech District</li> <li>Participating Public and Charter Schools</li> <li>PNC Bank</li> <li>Polytech High School</li> <li>Rodel Foundation of Delaware</li> <li>Springfield College, Wilmington Campus</li> <li>Sussex Vocational and Technical High School</li> <li>Teaching Strategies, Inc.</li> <li>Tech Prep Delaware</li> <li>United Way of Delaware, Inc.</li> <li>University of Delaware, Center for Applied Demography and Survey Research and Institute for Excellence in Early Childhood</li> <li>University of North Carolina Chapel Hill, Frank Porter Graham Center</li> <li>Widener University</li> <li>Wilmington University</li> </ul>
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**GOAL 4: Sustain a Thriving Statewide Early Learning System**

<ul style="list-style-type: none"> <li>Delaware Association for the Education of Young Children (DAEYC)</li> <li>Delaware Business Roundtable's Committee on Education and Commission on Early Education and the Economy</li> <li>Delaware Departments of Education, Health and Social Services and Services for Children, Youth and Their Families</li> <li>Delaware Early Childhood Council, Committee on Sustainable System Improvement</li> <li>Delaware Head Start Association</li> <li>Goeins Williams Associates, Inc.</li> <li>Andrew Geroski, Communications Consultant</li> <li>Donna-Marie King, Communications and Marketing</li> </ul>	<ul style="list-style-type: none"> <li>Just in Time! Communications</li> <li>Kelly Swanson, Communications consultant</li> <li>Office of Early Learning Communications Review Panel</li> <li>Participating parents/families of young children</li> <li>Penn Cinema on the Riverfront IMAX</li> <li>Pepperillie, Inc.</li> <li>Rebecca Perry, Communications Consultant</li> <li>Rodel Foundation of Delaware</li> <li>United Way of Delaware, Inc.</li> </ul>
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12-31-2013



## Appendix 2: RAND Chart

**Magnitudes of Preschool Program Effects Can Be Sizeable**

Program	Vocab. (PPVT)	Pre-reading (NCT)	Pre-writing (NCT)	Pre-math (NCT)	Composite (Composite)
Early Education Chicago C-PC	0.82				0.44
Head Start		0.32	0.24		
Arkansas	0.56			0.24	
California	0.38 - 0.47			0.21 - 0.30	
Michigan				0.31	
Mississippi	0.36			0.15	
Ohio Research	0.36			0.20	
Washington (Value)		0.20	0.04	0.20	
Washington	0.32			0.40	
South Carolina				0.23	
West Virginia				0.23	

PPVT = Peabody Picture Vocabulary Test VI; NCT = Woodcock-Johnson

Source: RAND analysis of program outcome data; effect sizes are based on 2000

	Favorable, significant effect at .05 level or better
	Test given, difference not significant
	Not tested for

Karoly, Lynn A., *Preschool Adequacy and Efficiency in California: Issues, Policy Options, and Recommendations*, MG-889, Santa Monica, Calif.: RAND Corporation, 2009.



## Early Learning Challenge Dashboard

### Monthly Report for December 2013

Published:

January 28, 2014



## Introduction

### **Purpose:**

This monthly data dashboard is a tool for the Early Learning Leadership Team, designed to provide current information on the 'health' of critical strategic initiatives of Delaware's Early Learning Challenge (ELC). The dashboard provides easy, quick access to information drawn from data sets across the three departments and five divisions participating in the ELC. Indicators are directly linked to and directly aligned with the ELC goals and strategies. The dashboard will, with continuous improvement, evolve and improve over time to best meet the requirements of the Early Learning Leadership Team for an effective management tool.

The first set of graphs and charts provide a quick overview of the key leading indicators, while the balance of the charts relate to measures (organized by goal, then by strategy) to drill down to the specific component activities under each strategy. The dashboard's table of contents supplies an easy reference guide to the series of measures reflected in the dashboard.

The dashboard is maintained by the Office of Early Learning and is populated by data reported by or obtained from participating state agencies. Ideally, such a dashboard would be updated regularly from data in an integrated database, with the dashboard data being refreshed automatically. At present, the data (as indicated by the source documentation notes) comes from a variety of different databases across the departments. Workaround, or alternative methods, are used to obtain data not currently entered into or tracked through databases. As Delaware moves to development of an integrated early childhood database, the dashboard will move to a tool that is populated and regularly updated directly from that database.

The signal colors (red, yellow, green) are quick status indicators for each measure. The At-A-Glance page may be used to guide discussion at team meetings to identify opportunities for improvement, assess the effectiveness of new or different strategies or track the results from team problem-solving to ensure that annual targets are met and that all of the Challenge goals are achieved by December, 2015, the end of the grant period.



### Delaware Early Learning Challenge Dashboard

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	Children in Early Learning and Development Programs	
	Stars Programs	
	Children with Part C in Stars	
	Children with Part B in Stars	
	Children with High Needs in Stars	
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## Delaware Early Learning Challenge Dashboard - AT-A GLANCE December 2013

**Key Leading Indicators**

- ① Graph 1 – Increasing the Percentage of Children with High Needs in Stars Top Tiers
- ② Graph 2 – Increasing the Percentage of Children with High Needs in Stars Programs
- ③ Graph 3 – Increasing Stars Programs
- ④ Graph 4 - Increasing the Percentage of Stars Programs Reaching the Top Tiers of Quality
- ⑤ Graph 4a -4e –Stars Program Movement by Level
  - Stars 1 ● Stars 2 ● Stars 3 ● Stars 4 ● Stars 5
- ⑥ Graph 5 – Early Educators Credentialed by Specialized Expertise

**Goal 1: Expand Comprehensive Screening and Follow-Up for Young Children**

- ⑦ Graph 6 - Increasing Physician Practices Engaged in Using PEDS Online
- ⑧ Graph 7 - Young Children Screened Using PEDS Online
- ⑨ Graph 8 - EPSDT Young Child Developmental Screenings
- ⑩ Graph 9 - Health Ambassador Promotional Events
- ⑪ Graph 10 - Individuals Reached by Health Ambassadors
- ⑫ Graph 11 - Increasing Use of the Help Me Grow Call Center
- ⑬ Graph 12 - Increasing Infants and Toddlers Assessed for Early Intervention
- ⑭ Graph 13 - Increasing Early Educators Trained in Child-Adult Relationship Enhancement (CARE)
- ⑮ Graph 14 - Increasing Intensive Teacher-Child Interaction Training (TCIT)
- ⑯ Graph 15 - Providing Early Childhood Mental Health Child-Specific Consultation to Early Educators

**Goal 2: Expand the Number of Stars Programs and High Needs Children in Stars**

- ⑰ Graph 16 - Stars Programs Receiving Financial Incentive for Children with High Needs
- ⑱ Graph 17 - Stars 3 Programs Receiving Financial Incentive for Children with High Needs
- ⑲ Graph 18 - Stars 4 Programs Receiving Financial Incentive for Children with High Needs
- ⑳ Graph 19 - Stars 5 Programs Receiving Financial Incentive for Children with High Needs
- ㉑ Graph 20 - Children with High Needs in ECAP in Stars Top Tiers
- ㉒ Graph 21 - Children with High Needs in Early Head Start and Head Start in Stars Top Tier Programs
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- ㉗ Graph 26 - Increasing Stars Quality Rating for Stars TA Plus Programs
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- ㉙ Graph 28 - Early Education Leaders Receiving Leadership Coaching
- ㉚ Graph 29 - Increasing Stars Early Educators Trained on Ages and Stages Online Screening Tool
- ㉛ Graph 30 - Increasing Children Screened Using Online Ages and Stages Screening Tool
- ㉜ Graph 31 - Increasing Early Educators Credentialed with Specialized Expertise
- ㉝ Graph 32 - Early Educators Obtaining Inclusion Credential
- ㉞ Graph 33 - Early educators Obtaining Infant/Toddler Credential
- ㉟ Graph 34 - Early Educators Obtaining Preschool Credential
- ㊱ Graph 35 - Early Educators Obtaining Family Care Credential
- ㊲ Graph 36 - Early Educators Obtaining Administration Credential

**Goal 3 – Build Connections Between Early Learning and K-12 Schools**

- ㊳ Graph 37 - Percentage of Teachers Conducting Delaware Early Learner Survey
- ㊴ Graph 38 - Number of Kindergarten Children Participating in Delaware Early Learner Survey

**Goal 4 - Sustain a Thriving Statewide Early Learning System**

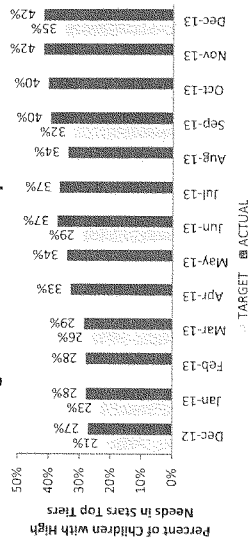
- ④ Graph 40 - Increasing E-News Reach
- ④ Graph 41 - Increasing Family Outreach
- ④ Graph 42 - Increasing greatstartsdelaware.com Website Use

④ On track      ○ May not meet target      ● Not expected to meet target      ○ No data or initiative not begun



## Delaware Early Learning Challenge Dashboard

**Graph 1: Increasing Percent of Children with High Needs in Stars Top Tiers**

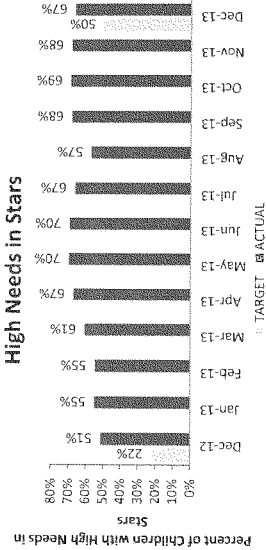


Sources: Head Start and Early Head Start Program Directors, DOE/DHSS (Stars/POC), DOE - ECAP, Part B, Title I, DII/EC Stars. December data is preliminary data and will be updated next month, when more complete Purchase of Care claims/payment data is available.

Delaware's December 2013 percentage of children with high needs in Stars Top Tier Programs is 42% (6,306) and it exceeds the 35% YearTwo target.

2014 Target - 51% (7,757)  
2015 Target - 58% (8,730)

**Graph 2: Increasing Percent of Children with High Needs in Stars**

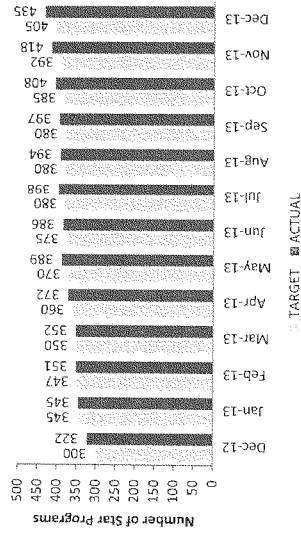


Sources: Head Start and Early Head Start Program Directors, DOE/DHSS (Stars/POC), DOE - ECAP, Part B, Title I, DII/EC Stars. December data is preliminary data and will be updated next month, when more complete Purchase of Care claims/payment data is available.

Delaware's November 2013 percentage of children with high needs in Stars programs is 67% (10,011) and it exceeds the 50% Year Two Target.

2014 Target - 65% (9,784)  
2015 Target - 78% (11,174)

**Graph 3: Increasing Stars Programs**



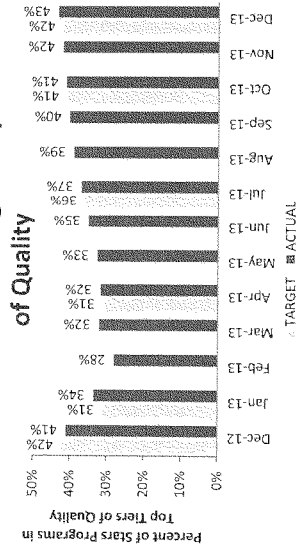
Source: DOE Stars Database

Delaware has 435 Stars Programs in December 2013, which surpasses the target of 405 Stars Programs to be met in 2013.

2014 Target - 419

2015 Target - 442

**Graph 4: Increasing the Percentage of Stars Programs Reaching the Top Tiers of Quality**



Source: DOE Stars Database

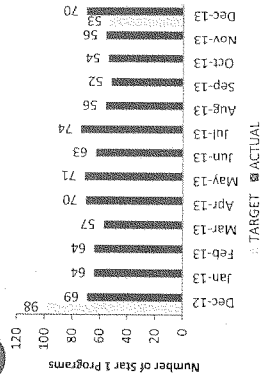
Delaware, with 43% of Delaware Stars programs (189 of 435) in the top tiers of quality in December 2013 met its target of 42% by the end of 2013.

2014 Target – 54%

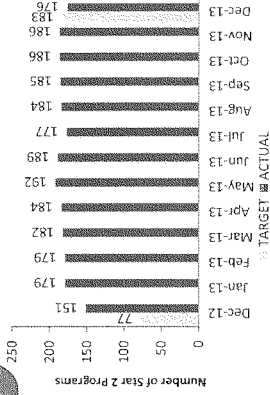
2015 Target – 62%

# Graphs 4 a-4 e – Increasing Stars ProgramQualityRating

Graph 4a: Star 1 Programs

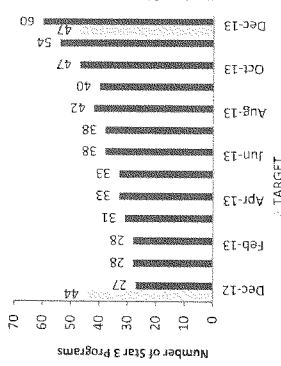


Graph 4b: Star 2 Programs

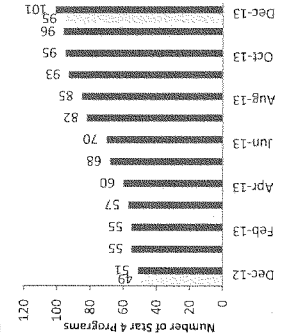


Source: DOE DIEEC Stars Database  
Note: Targets updated in October 2013

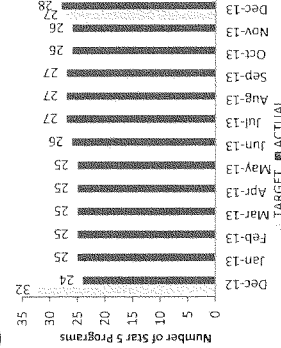
Graph 4c: Star 3 Programs



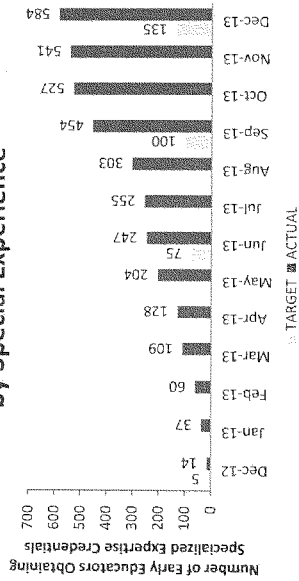
Graph 4d: Star 4 Programs



Graph 4e: Star 5 Programs



**Graph 5: Early Educators Credentialed  
by Special Experience**

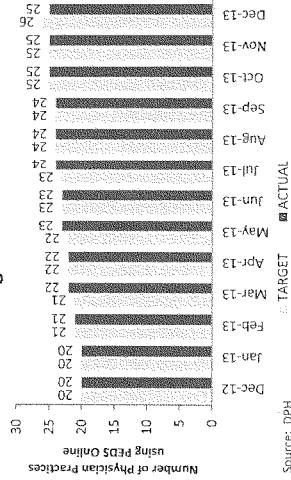


Delaware had 43 individuals obtain a specialized expertise credential in December 2013, bringing the total number of individuals obtaining specialized expertise credential to date to 584, far exceeding the 2013 target of 135 individuals with a specialized expertise credential.

Source: DOE DPEC database

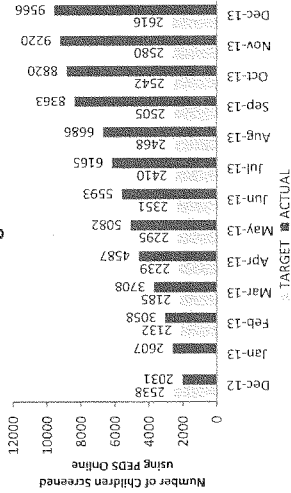
Section II, Part A: Goal 1, Strategy 1 - Engage Health Providers to Conduct More Screenings

Graph 6: Increasing Physician Practices using PEDS Online



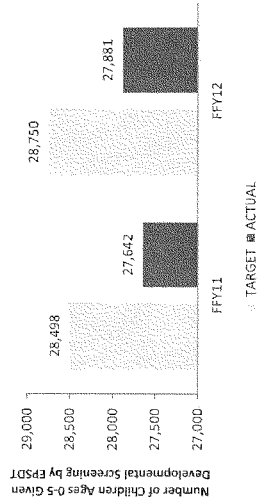
Sources: DPH

Graph 7: Increasing Number of Children Screened using PEDS Online



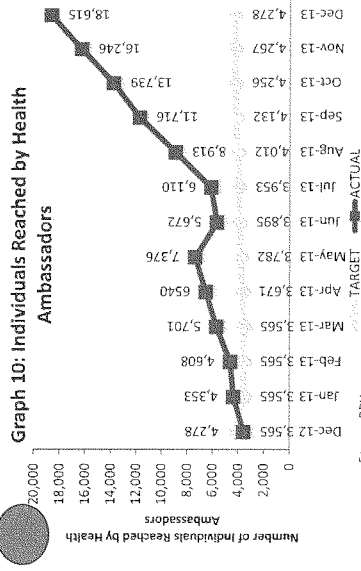
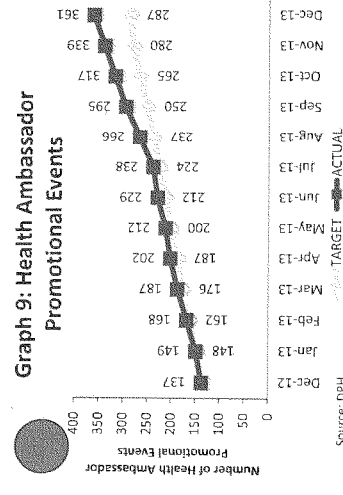
Source: DPH  
Note: change to cumulative target setting is recommended.

Graph 8: EPSDT Young Child Developmental Screenings

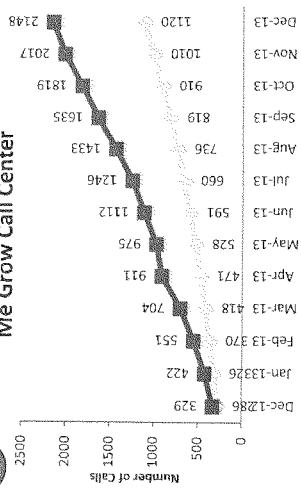


Source: DMMS/DHSS (CMS 416)

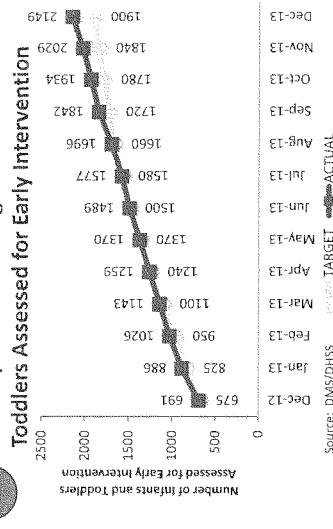
Section II, Part B: Goal 1, Strategy 2 - Link More Families to Follow-Up Services



**Graph 11: Increasing Use of the Help Me Grow Call Center**



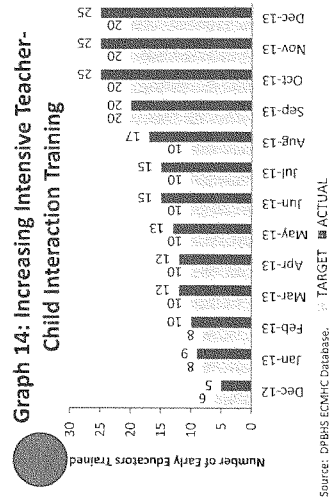
**Graph 12: Increasing Infants and Toddlers Assessed for Early Intervention**



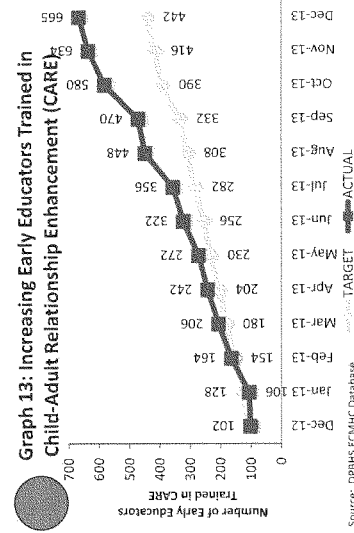
Source: DPH Adjustment in Targets /graph recommended

Section II, Part C: Goal 1, Strategy 3 - Strengthen Young Child Mental Health Services

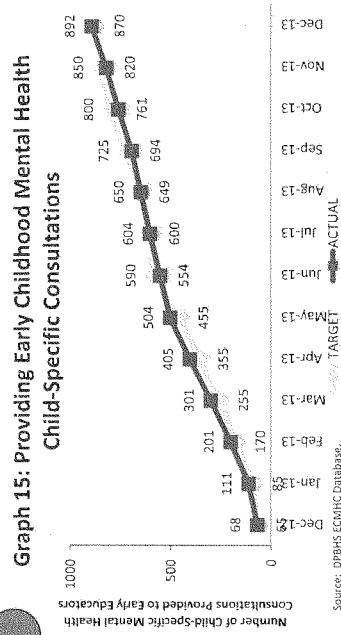
**Graph 14: Increasing Intensive Teacher-Child Interaction Training**



**Graph 13: Increasing Early Educators Trained in Child-Adult Relationship Enhancement (CARE)**

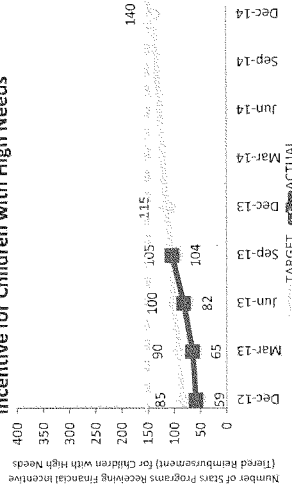


**Graph 15: Providing Early Childhood Mental Health Child-Specific Consultations**

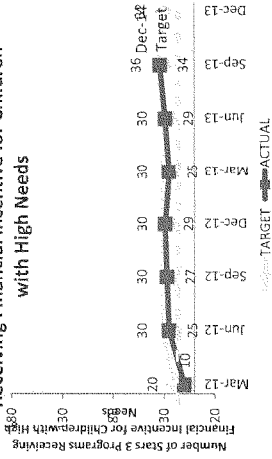


Section III, Part A: Goal 2, Strategy 1 - Provide Financial Incentives for Stars Programs Serving Children with High Needs

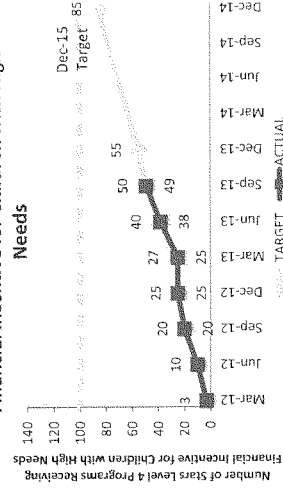
Graph 16: Stars Programs Receiving Financial Incentive for Children with High Needs



Graph 17: Stars Level 3 Programs Receiving Financial Incentive for Children with High Needs



Graph 18: Stars Level 4 Programs Receiving Financial Incentive for Children with High Needs



Source: DOE (Stars) and DHS (POC)

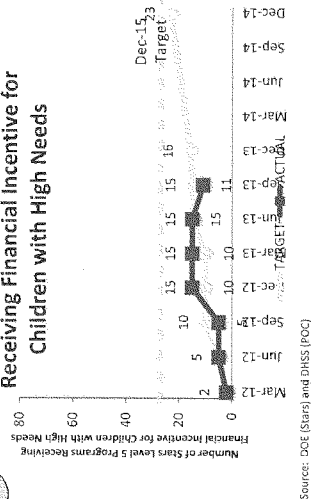


Source: DOE (Stars) and DHS (POC)

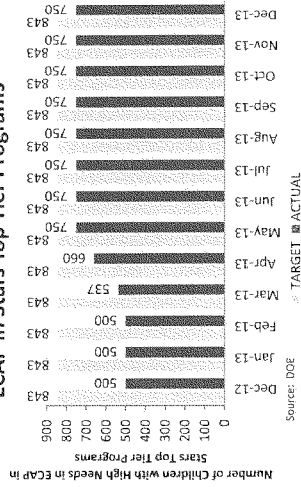
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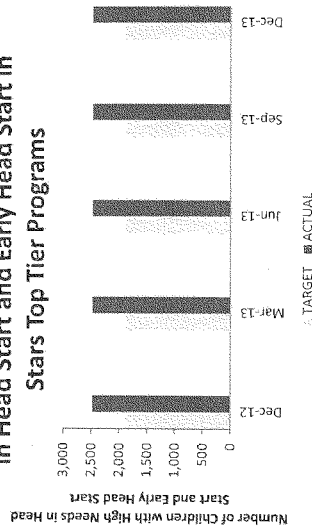
**Graph 19: Stars Level 5 Programs  
Receiving Financial Incentive for  
Children with High Needs**



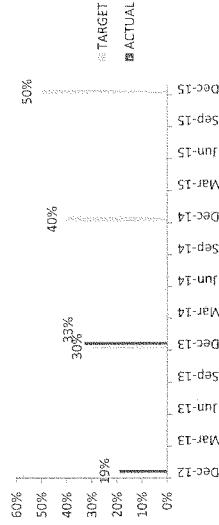
**Graph 20: Children with High Needs in  
ECAP in Stars Top Tier Programs**



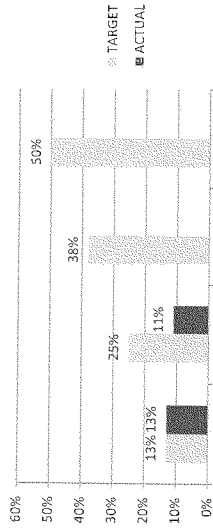
**Graph 21: Children with High Needs  
in Head Start and Early Head Start in  
Stars Top Tier Programs**



**Graph 22: Children with High Needs  
in Early Intervention Part C in Stars  
Top Tiers**

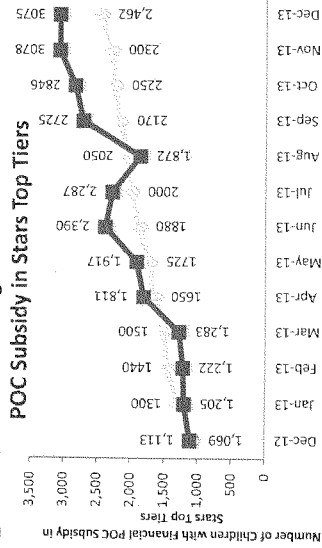


**Graph 23: Children with High Needs in Part B in Stars Top Tiers**



Source: DOE. Specifics of plan in development for 2013 movement

**Graph 25: Increasing Children with Financial POC Subsidy in Stars Top Tiers**



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**Graph 24: Children with High Needs in Title I-funded Programs in Stars Top Tiers**

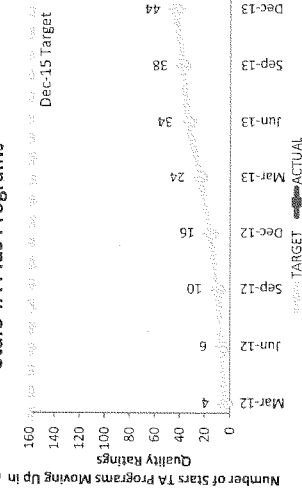


Source: DOE. December 1, 2013 count anticipated to provide data needed for Year Two report.

Source: DOE (Stars), DHSS (POC payment data). October data is preliminary data, to be updated next month as more claims are filed and paid.

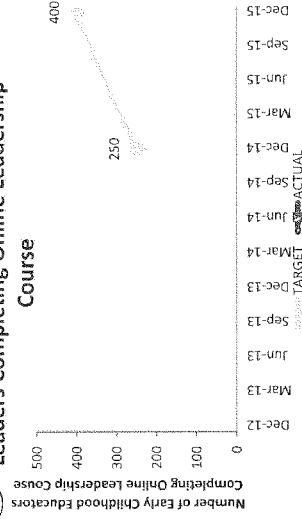
Section III, Part B: Goal 2, Strategy 2 - Support Programs Moving Through Stars

Graph 26: Increasing Stars Rating for Stars TA Plus Programs



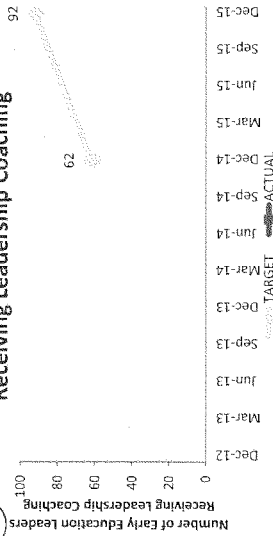
Source: DIEEC Placeholder graph. Data is not yet available, early in implementation. Anticipated is that monthly data will be generated beginning with January 2013.

Graph 27: Early Childhood Education Leaders Completing Online Leadership Course



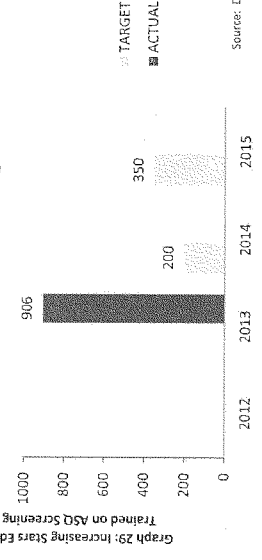
Source: DIEEC Placeholder graph. Implementation has not yet begun and is targeted for 2014. Target is plugged data.

Graph 28: Increasing Early Education Leaders Receiving Leadership Coaching



Source: DIEEC Placeholder graph. Implementation has not yet begun and is targeted for 2014. Target is plugged data.

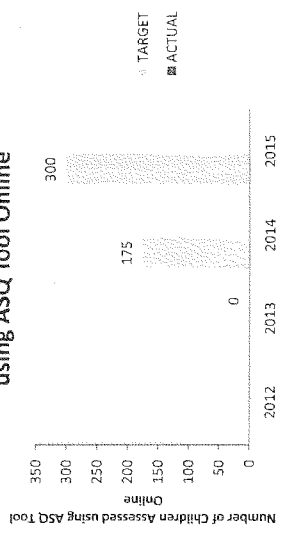
**Graph 29: Increasing Stars Educators Trained on ASQ Screening Tool**



Source: DIEEC. Data are from 2013 until current month.

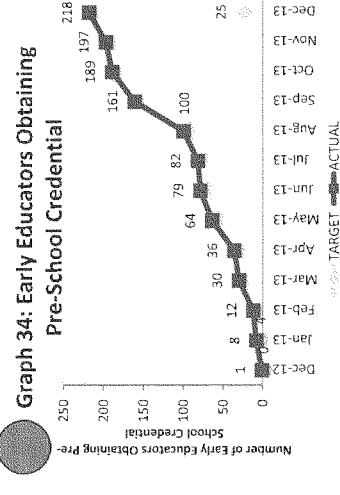
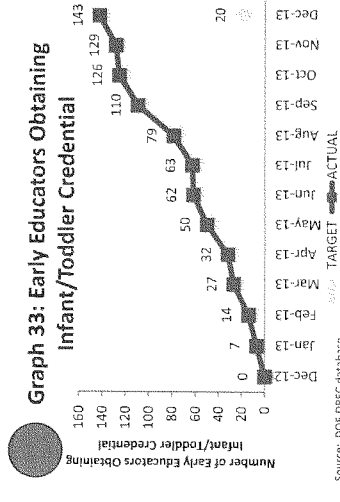
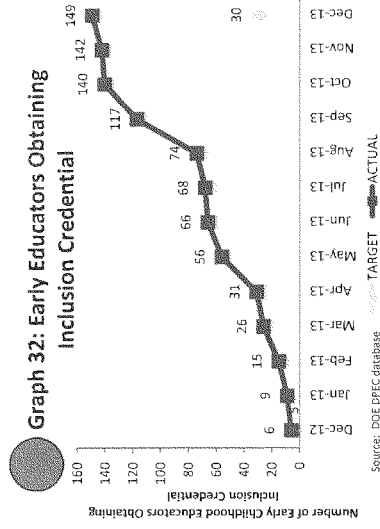
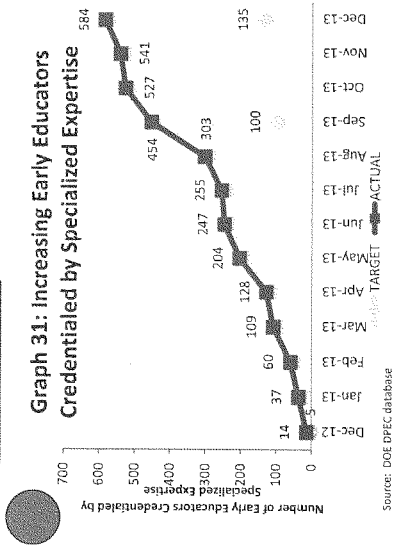
88

**Graph 30: Increasing Children Assessed using ASQ Tool Online**



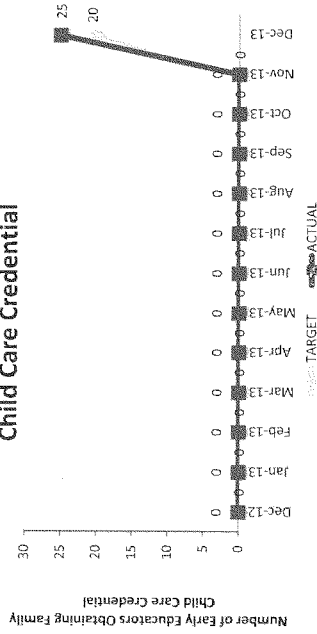
Source: ASQ Online Database. Data are from 2013 until current month.

Section III, Part C: Goal 2, Strategy 3 - Provide Financial Incentives for Education and Retention of Stars Educators

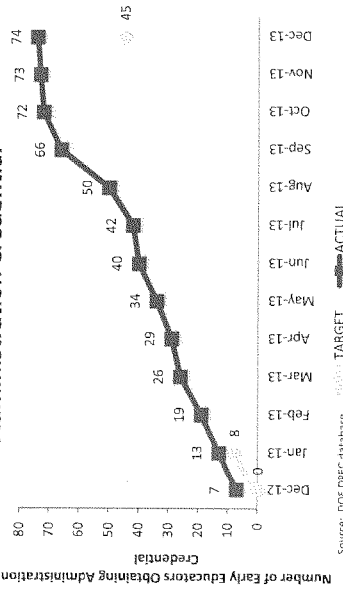




**Graph 35: Early Educators Obtaining Family  
Child Care Credential**



**Graph 36: Early Educators Obtaining  
Administration Credential**

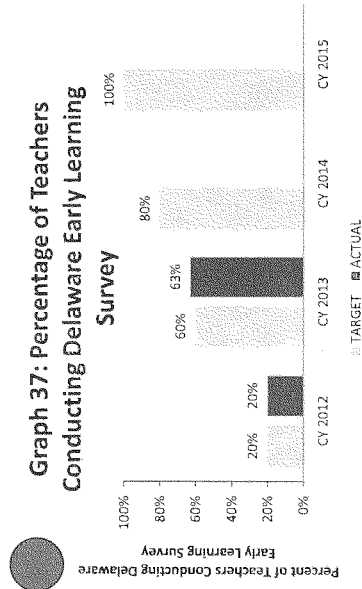


Source: DOE DPEC database

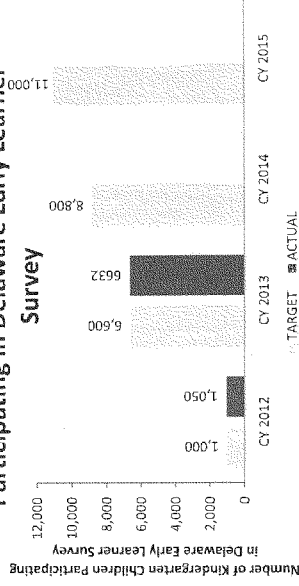
Legend: ACTUAL (solid line with square markers), TARGET (dashed line with circle markers)

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Section IV, Part A: Goal 3, Strategy 1 - Implement Delaware Early Learner Survey



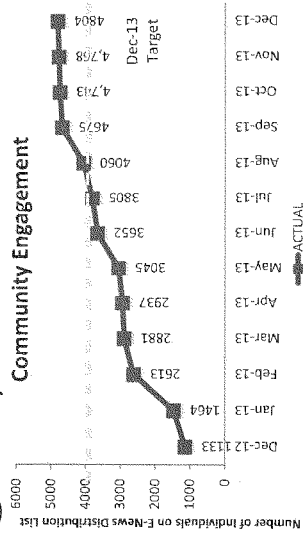
**Graph 38: Kindergarten Children Participating in Delaware Early Learner Survey**



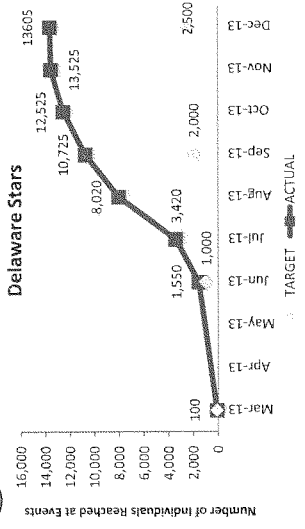
## Section V: Goal 4 – Sustain a Thriving Statewide Early Learning System

### Section V: Part A. Goal 4, Strategy 2 - Community Engagement

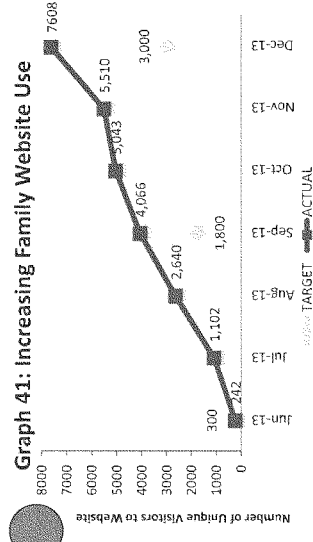
**Graph 39: Increasing Reach of Delaware Early Childhood E-news to Promote Community Engagement**



**Graph 40: Increasing Community Engagement, Promoting Quality Early Learning and Delaware Stars**



**Graph 41: Increasing Family Website Use**





## **Delaware Early Learning Challenge Definitions**

### **Child with High Needs:**

Children from birth through kindergarten entry who are from low-income families (200%Federal Poverty Level) or otherwise in need of special assistance and support, including children who have disabilities or developmental delays; who are English learners; who reside on "Indian lands" as that term is defined by section 8013(6) of the ESEA; who are migrant, homeless or in foster care and other children as identified by the State. (Source: RTT-ELC Application Guidance, expiration date 02-29-12, p 14). Where data capability permits individual child tracking and counting/reporting, Delaware's definition includes children who are Medicaid- and CHIP-enrollees as well as children who are at high risk of removal from home as indicated by enrollment in the DFS/DSCVF Treatment Unit. It is anticipated that, as data integration capacity grows, Delaware will be better able to identify and track these children and their enrollment in Stars.

Note: For the ELC Performance Measures Charts – the denominator is the total of children with high needs by program type as described on page 23 of the DE ELC application, specifically children in ECAP, Early Head Start and Head Start, Part B, Part C (who receive early intervention services in a child care setting), Title I-funded early learning and development programs and children with CCDF Subsidy/Purchase of Care.

ELC Dashboard Graphs using this data are: Graphs 1,2,16,17,18,19,20,21,22,23,24 and 25

### **Children with High Needs referred for services who received follow-up/treatment –**

The number of children who participate in Part C (per footnote on Performance Measure Chart in federally approved RTT-ELC application)

**Children with High Needs screened–** The sum of young children (birth to age 5 years) receiving developmental screening through EPSDT, Part C/Child Development Watch, children screened via PEDS Online (including both via DPH portal and Nemours), and children screened via ASQ Online. As per footnote on Performance Measure Chart, some children may be double counted across these data sources.

ELC Dashboard Graphs using this data are: Graphs 7 and 8

**Children with High Needs in Early Learning and Development Programs/Stars:** In Year One and until such child-specific data is available (with the expectation of moving to child-specific reporting (with child name, DOB, address for each child enrolled in the program YTD /cumulative through the reporting period/CY year, OEL will reach out to participating state agencies and, where the program is operated by contract with the federal government, to the specific program director, to obtain data on the total number of children served by program during each year, and will, further, seek to obtaining data monthly or quarterly as part of the overall effort to track progress toward meeting goals over time to a) identify opportunities for improvement and b) ensure that targets are met.

ELC Dashboard Graphs using this data are: Graph 1,2,16,17,18,19,20,21,22,23 and 24

For the purposes of ELC reporting, Stars programs should be counting and reporting regularly their enrollment (cumulative through the year). Ideally, the Stars database should include a field for entry (by provider) of date of entry of child into the program as well as last date on which child attended the program. Additional field where provider enters (monthly) the number of children in the program and indicates the PAYER (private, purchase of care, ECAP, HeadStart, Early HeadStart, Part B, Title 1 of ESEA) for each child by month for **Stars Programs** recommended. The count of programs in Stars will, for every performance measure, include ECAP, Early Head Start and Head Start, Part B and any Title I/ESEA-funded early learning and development programs that are in Stars at the end of the reporting period. Stars quality level or rating is defined as the Star level achieved by the program on the last day of the reporting period. Source of data will be the Stars database developed by DOE and used by DIEEC.

Part C Children in Stars

Children who are in Part C where the consultation/intervention Part C services are provided in a child care setting/program (data not currently collected –collection of data is scheduled to begin January, 2013).

ELC Dashboard Graphs using this data: Graph 22

Early Learning and Development Programs receiving Purchase of Care Financial Subsidy - Any licensed early care and education program receiving financial purchase of care subsidy payment during the reporting period as reported by DSS/DHSS.

Licensed Programs

NOTE:

Any early learning and development program that is licensed at any time during the reporting period.  
*System level reporting will be significantly enhanced, including for accuracy and completeness, where children participating in Stars programs are identified by name and other key identifying information (e.g. DOB, Mother's name) - sufficient to enable 3 point matching via warehouse for analysis), and reported so that the data may be incorporated into the data warehouse.*

**FOR ALL CHARTS ON THE EARLY LEARNING CHALLENGE DASHBOARD** – Data across time is cumulative so that the overall, high level effect is that being tracked and assessed. In addition, where ELC is funding an increment of an initiative thereby increasing Delaware's capacity to implement an initiative, it is the overall initiative indicators which are tracked (not just the numbers specific to the one or two FTE being contributed/funded by ELC). The effort is to track and assess overall impact of these initiatives on our state, young children and their families.

Chairman KLINE. Thank you, Ms. Dichter.

Mr. Walberg, you are recognized for 5 minutes as we resume questioning.

Mr. WALBERG. Thank you, Mr. Chairman.

And thank you to the panel for being here today talking about this important subject and trying to come to grips with how we best can use resources, programs, and encourage this education to take place with a good foundation for early childhood students to grow upon.

Dr. Yalow, I am impressed that you have 30 schools in my state of Michigan, and it sounds as though you are doing great things in working in this important field. Can you talk about some of the examples of states or cities where you have partnered in this educational opportunity where you have seen positive impacts on our youngest students?

Ms. YALOW. Thank you, and we are proud to be in Michigan as well as 38 other states and serve children there.

Our interest in partnering with states actually began a couple of years ago and certainly aligned with the focus that states had on having systems that allowed us to track how children perform once they entered school. We have reached out to about 10 other states in order to do such a partnership where we simply provide them information about how our children—about who our children are and they link it to the state data systems.

Unfortunately, we have not been able to partner with many other states either because they don't have the state data systems in place or they have not made the information available to us. Currently we are working with Pennsylvania, with Georgia, with Florida, with Ohio, and hope to be able to have the data that will allow us to better evaluate the impact of our programs.

We are also conducting our own internal research, where we are testing our pre-K children using a normative assessment to see how our children are performing on a pre-post assessment and that we can understand better how our programs improve our children's lives.

Mr. WALBERG. Where you have that data, what are the key impact points that cause the success with the children you serve?

Ms. YALOW. The focus of all of our programs is that we are aligned with learning objectives, the standards across all domains of learning important for young children, so we believe that because we have a comprehensive curriculum the focuses not just on traditional school readiness but also, as was cited earlier, social, emotional development, physical development, executive function, some of the key skills that children will need in the long run in order to be successful in school and later life.

Mr. WALBERG. Dr. Whitehurst, so appreciated your story of the young mother who was willing to walk miles both ways, probably through snow if necessary, because she wanted the best for her babies. You know, I choose to believe, and from experience as well, that the overwhelming majority of parents want the best for their babies and will do what it takes, if the opportunity and incentive is there and they are aware of that fact.

Some just simply have more opportunity; some have more resources; and certainly, some have more life examples for them to pattern themselves after, which makes the difference.

How do we best support a state's ability to increase that role of parental involvement in early childhood education? And let me also add to that question, how do we preserve the role of parent as the ultimate decision-maker in the child's life, especially in the area of early childhood education?

Mr. WHITEHURST. Those are very, I think, critical issues and—issues and challenges. I think it is extremely important that we not slip into a mode of zip code-based, one-size-fits-all education for 3-year-olds, where you live determines which pre-K you are going to be assigned to by the state, which determines what curriculum you are going to get.

So I think certainly for young children, parents need to be in the driver's seat. They need to retain the fundamental ability to decide who is going to provide out-of-care service and under what conditions.

I think states have a critical role in helping parents shop, because it is a complicated decision. It is not like buying a cell phone plan, which is itself complicated, because you often don't know what is going on in the center or what the outcomes are or how—what the staff turnover is or how satisfied other parents have been.

So I think states could play a critical role in collecting that type of information and making it publicly available so—

Mr. WALBERG. If they make that publicly available well, how do we get the parents, then, to be able to have what you say, a non-zip code opportunity? How do they take control of that?

Mr. WHITEHURST. Well, if you give them the resources I think they will shop and they will get good care for their child when it is available. I mean, states need to have—to create a portfolio so that there are choices available, so that there are areas that are well served. But I think if you provide the information and provide the resources—

Mr. WALBERG. Are you talking vouchers or something like that?

Chairman KLINE. The gentleman's time has expired.

Mr. WHITEHURST. Yes.

Chairman KLINE. Mr. Tierney, you are recognized.

Mr. TIERNEY. Thank you, Mr. Chairman.

Thank all of our witnesses for their testimony today.

Sir, I just want to follow up on—I want to avoid all the battles about methodology on specific programs and get—you appreciate, from—I gather from your written testimony, the federal support for child care for poor families, if designed and implemented properly, and say that it enables parents to work, live productive lives, and raise their children adequately. Is that correct?

Mr. WHITEHURST. Yes, that is correct.

Mr. TIERNEY. And you say they can't—we can't reasonably require parents to work if they do not have the resources to purchase quality child care.

Mr. WHITEHURST. Correct.

Mr. TIERNEY. So you also say the most vulnerable children raised in the most pathogenic family circumstances should have access to

programs that help their parents and improve their circumstances beginning prior to their birth.

Mr. WHITEHURST. I agree. Yes, I said that. I—

Mr. TIERNEY. Will you define “pathogenic” for us?

Mr. WHITEHURST. Well, it is a term taken from medicine. It is a situation that creates illness. And so there are some situations that are so bad, either in the family or occasionally in the child care settings or the child care to which kids are sent, that they create lifelong problems, and we need to help kids not be in those situations and we need to help parents so they are not creating those situations.

Mr. TIERNEY. And apparently you think that some of the existing child care facilities themselves are pathogenic.

Mr. WHITEHURST. I do.

Mr. TIERNEY. Okay. So in your testimony you state that the states have a role to play, and one of those roles is establishing licensing and oversight processes. If there are already pathogenic facilities out there that states are supposed to be licensing and regulating, that aren’t working so well, so we have a problem there apparently.

So who would set the standards? If we were to have a program where federal government put money in and people could then use that to go to a facility that was overseeing just state-to-state, presumably a different standard in every state or something like that, who is going to establish the standards and the quality?

Mr. WHITEHURST. Well, I do think it has to be a state responsibility. I can’t see how this can be done from Washington. I think Washington can certainly incentivize states to do a better job of it, and if they are accepting the federal money to report back on how well they are doing it, I think GAO and other organizations could evaluate the degree to which individual states are well carrying out that—

Mr. TIERNEY. The fact is do we really think that this Congress, as currently constructed anyway, is going to allow the federal government to go in and tell states whether or not they are doing a good job in licensing and setting standards on this particular item of anything.

Mr. WHITEHURST. Well, I think this Congress is interested in accountability, and—

Mr. TIERNEY. Right. But if they are interested in accountability that means that we have to take charge of the federal dollars. We don’t want to go into pathogenic facilities in states, and some states may set a level that we think is pathogenic, but are—we really think in this Congress we are going to allow the federal government to go in then and say to a state, “We are closing those down.”

Mr. WHITEHURST. Well, I—it is not my job to speculate, I guess, on what this Congress will do. I think it is—

Mr. TIERNEY. And I am really just going with your proposal and trying—

Mr. WHITEHURST. No, I think the best Congress can do is set up incentives and accountability provisions so that when states get money and they are supposed to license daycare centers and make sure that they are not pathogenic, that they are well doing so.

Mr. TIERNEY. Okay. So if we were going to give vouchers to people to go and choose in a state which are not pathogenic, which are good and which are bad, and we have pathogenic parents and families, are they equipped to make that decision?

Mr. WHITEHURST. Well look, there are going to be bad choices. There are bad choices in middle-class families; there are going to be bad choices in low-income families.

I think first, the state's responsibility, incentivized by the federal government, is to carry out its licensing and oversight responsibilities seriously so that the worst performers—

Mr. TIERNEY. That is a mixed bag already, because those responsibilities already exist, and yet you and I agree there are some pathogenic facilities out there, so some states aren't doing as well as they ought, or maybe some—all states are failing on some of those. So if a parent under your theory is, "Hey, if you are a pathogenic family and you get the voucher, you know, good luck; there are going to be some failures out there"?

Mr. WHITEHURST. Well, I am interested in the counterfactual or, you know, what are the choices that are better than beefing up licensing and oversight and letting parents choose. I am not suggesting this is a perfect solution; I am suggesting that it is the best available solution, in my view, to a serious issue.

Mr. TIERNEY. Would you define for me "middle class," as you were saying that the middle-class people are getting disproportionately benefited from this because they are substituting money from the federal government for cash they would pay anyway? What is your middle class definition?

Mr. WHITEHURST. Well, it varies. It is certainly, you know, above 200 percent above the poverty line. And so it is any parent who was previously able to—managed to purchase pre-K who, under a free system, no longer has to do that, immediately has in their pocket whatever they would otherwise have paid, which is typically \$5,000 to \$6,000.

Mr. TIERNEY. Only because most people I know that classify themselves as middle class, even if they are two parents earning, will tell me they can't afford child care—quality child care. And that means either one of them has to leave the workplace and just goes back and forth, so they are not being able to work on that basis, so I don't know.

My last question for you is you broke down the numbers on this and determined that it is somewhere between \$5,000 to \$10,000 per early childhood person in federal dollars being spent every day. Are you advocating that would be the amount of the federal voucher per child?

Chairman KLINE. This has got to be a really short answer.

Mr. TIERNEY. Well, a yes or no will do.

Mr. WHITEHURST. I think depending on the age of the child and the region, a voucher on the order of \$7,000 to \$8,000 a year would allow families to purchase good care in their locale.

Chairman KLINE. Gentleman's time has expired.

Dr. Heck?

Mr. HECK. Thank you, Mr. Chairman.

Thank you all for being here.

Thank you, Ms. Dichter, for braving the elements to make it down here.

Certainly K–12 education in and of itself is very—there is passionate supporters, and when you get into the early childhood education I think they become even more passionate on the discussion. I am a pretty empirical data-driven guy. In the ranking member's opening statement he listed a long list of presumed benefits associated with early childhood education, and everybody always tends to cite the Perry Preschool and the Abecedarian Project as the gold standard in empirical data in support of early childhood education.

But I would ask, are there any more recent randomized and replicated studies that control for outside variables across the lifespan of the child that demonstrate the purported long-term benefits of early childhood education for either the general population or targeted populations when we look at where we are going to best apply limited resources? And I will open that up to anybody who wants to take a stab at it.

Mr. WHITEHURST. I will take a stab at it.

The best study we have is the Head Start Impact Study, which follows kids through grade three. The other studies are interesting. I think we have to look at them, but they have serious challenges in terms of interpretation.

So for example, we have studies that compare siblings. Parents decide to send one of their kids to Head Start and another child not.

Researchers have examined the outcomes of those kids into adulthood. It looks like the kids who went to Head Start are doing better. But you know, if you have two kids, they are different. And so why the parent decided to send one child to Head Start and not the other is the crux of the issue of whether these two kids or two types of kids were the same to begin with.

So actually, I think there is not a lot of evidence, despite claims to the contrary, that we have these lifelong benefits, except from the two early studies that you mention, that involved all together less than 100 kids and that were very different from the programs we are talking about today.

That is why I think they perhaps set an upper bound on what we can expect. We need, I think, to be realistic and cautious in interpreting that rather than swallowing the notion that we are getting the same impact today that these programs for black families in Chapel Hill or Ypsilanti, Michigan were able to achieve with multiyear, \$90,000-a-child investments 50 years ago.

Ms. DICHTER. So I did bring with me a recent summary of all the studies that was produced by the Society for Research in Child Development and the Foundation for Child Development of October 2013, and it is a rather extensive review of about 40 years of literature, including the contemporary studies, and discusses in depth, actually, the findings that give people like me a good feeling as I go to work every day about the opportunities to make a difference and to really get good outcomes with a reasonable approach, so I am happy to share that with you.

But this is a really excellent summary by a number of leading researchers affiliated with really high-quality institutions who have taken the time to look at really the decades of research, and again,

both studies at scale—the bigger programs as well as these smaller programs that were just referenced—to help us to understand the positive benefits of these programs in the short term for our children and their ongoing contributions.

Mr. HECK. Yes. If you could please make that available, that would be great.

Ms. DICHTER. Yes.

Mr. HECK. I am just curious, is that a meta-analysis of all the previous studies or is there actual—

Ms. DICHTER. Yes.

Mr. HECK. Okay.

Ms. DICHTER. It is not a new study. It is a document that was put together to be able to help people who are not researchers have a good understanding of what the scientific community has to say to us about our work.

Mr. HECK. That would be great. Thanks.

And, Dr. Whitehurst, you mentioned, I think, with the Tennessee Voluntary Pre-K Program, which showed there were—basically had no better outcomes than the controls, but I would have to ask, would that be a valid analysis? I mean, was it prospective versus retrospective? I mean, if it is voluntary those kids that are enrolled are self-selected, so in your opinion, was that study a valid study to say that there was no benefit for—

Mr. WHITEHURST. Yes, sir. It was a very strong study. It involved centers that were oversubscribed. A lottery was used to select those who got in and those who didn't. All of those children were followed to the end of first grade. So it is a gold standard randomized trial, which is the best evidence we have for drawing these types of conclusions.

Mr. HECK. Great.

Again, thank you all very much for taking the time to be here and making your presentations.

Thank you, Mr. Chair. I yield back.

Mr. MILLER. Mr. Chairman, given the conversation Mr. Heck had, I would like to ask unanimous consent to submit some documents for the record of this hearing, which include the study—I mean the summaries that Ms. Dichter, along with other research?

[The information follows:]



**Support for the Strong Start for America's Children Act of 2013**

1. Alliance for Children and Families
2. America's Edge
3. American Federation of School Administrators, AFL-CIO
4. American Federation of State, County, and Municipal Employees
5. American Federation of Teachers
6. Association of American Publishers
7. BUILD Initiative
8. Center for American Progress Action Fund
9. Champions for America's Future
10. Child Care Aware
11. Child Care Law Center
12. Children's Defense Fund
13. CLASP
14. Coalition on Human Needs
15. Council for Exceptional Children
16. Council of Greater City Schools
17. Democrats for Education Reform
18. Early Childhood Policy Research
19. Easters Seals
20. The EVERY Child Matters Education Fund
21. Fair Share
22. Fight Crime: Invest in Kids
23. First Five Years Fund
24. First Focus Campaign for Children
25. Generations United
26. Home Instruction for Parents of Preschool Youngsters (HIPPY) USA
27. International Reading Association
28. Jack and Jill of America, Inc.
29. The Leadership Conference
30. Learning Disabilities Association of America
31. LISC

32. Literate Nation
33. Mission: Readiness
34. Moms Rising
35. National Association for the Education of Young Children
36. National Association of Elementary School Principals
37. National Association of State Directors of Special Education
38. National Association for Music Education
39. National Black Child Development Institute
40. National Center for Learning Disabilities
41. National Children's Facilities Network
42. National Council of Jewish Women
43. National Education Association
44. National Head Start Association
45. National PTA
46. National Title I Association
47. National Urban League
48. National Women's Law Center
49. Nemours
50. NETWORK, a National Catholic Social Justice Lobby
51. 9 to 5
52. Parents as Teachers
53. Ready Nation/America's Promise Alliance
54. RESULTS
55. Save the Children
56. Scholastic
57. Service Employees International Union (SEIU)
58. Shepherd the Next Generation
59. Stand for Children
60. Teaching Strategies
61. United Way
62. Zero to Three: National Center for Infants, Toddlers, and Families

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*5,000 Police Chiefs, Sheriffs,  
 Prosecutors, other Law Enforcement  
 Leaders, and Violence Survivors  
 Preventing Crime and Violence*

February 4, 2014

Dear Members of the House Committee on Education and the Workforce:

As the National Director of Fight Crime: Invest in Kids, I write on behalf of nearly 5,000 top law enforcement leaders from across the nation. Our members know from their experiences on the front lines—and from the research—that evidence-based investments in kids can serve as powerful tools in preventing crime and making our communities safer. One particular investment that has shown through decades of research to improve public safety is high-quality early learning.

The research is clear that quality early education can keep kids on the path to success and away from a life of crime. Time and time again, studies have found that these programs can improve school readiness, raise graduation rates and reduce later involvement in crime, all while providing significant return on investment and saving valuable taxpayer dollars.

In September of last year, more than 1,000 members of Fight Crime: Invest in Kids signed on to the enclosed letter, urging Congress and the Administration to work together to provide resources for a voluntary state-federal partnership that will help states build, maintain and expand high-quality early childhood programs for low-income families. In the months following, Congressmen George Miller and Richard Hanna introduced a bipartisan proposal, the Strong Start for America's Children Act (H.R. 3461), which would enact such a partnership. This proposal closely embodies the principles laid out in the aforementioned sign-on letter. As such, Fight Crime: Invest in Kids strongly endorses this important legislation.

We can either invest now to set children on the right path, or pay much more in later costs associated with crime and incarceration. As an organization of those who have seen too many children grow up to be criminals, we urge the Committee to consider additional investments in high-quality early learning programs.

Sincerely,

Natasha O'Dell Archer, J.D.  
 National Director

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 614-264-6662  
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 Bruce Clash  
 717-233-1520  
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 206-664-7110

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Fight Crime: Invest in Kids is a membership organization of law enforcement leaders and crime victims under the umbrella non-profit Council for a Strong America



5,000 Police Chiefs, Sheriffs,  
Prosecutors, other Law Enforcement  
Leaders, and Violence Survivors  
Preventing Crime and Violence

September 3, 2013

Dear Members of Congress:

The more than 5,000 police chiefs, sheriffs, prosecutors, state attorneys general, other law enforcement leaders, and victims of violence who are members of FIGHT CRIME: INVEST IN KIDS, know from the front lines in the fight against crime—and from the research—that high-quality investments in at-risk kids are among the most powerful weapons we have against crime. **FIGHT CRIME: INVEST IN KIDS calls on Congress to work with the Administration and provide resources for a voluntary state-federal partnership over 10 years to ensure the availability of:**

- **High-quality preschool for every four-year-old child in a family with income below 200% of the poverty line (e.g. a family comprised of a single parent with two children would qualify earning up to \$39,060);**
- **High-quality child care with early learning opportunities for children 0-3 from low-income working families; and**
- **Voluntary, evidence-based home visitation services for at-risk families with young children.**

Tragically, children are needlessly at risk of becoming delinquent teens and violent adults, which puts every American at greater risk of becoming a victim of crime. By the time law enforcement gets involved in the aftermath of crime, the damage is already done and lives are changed forever. Fortunately, research has shown us that quality early childhood programs can help prevent children from becoming career criminals.

*Early Learning:* Research clearly shows high-quality early learning programs for at-risk kids not only can reduce kids' likelihood of committing a crime later in life, but also provide far greater savings than their cost. A study, published in the Journal of the American Medical Association, found that at-risk kids left out of Chicago's Child-Parent Centers—government-funded early education programs that have served 100,000 three- and four-year-olds—were 70 percent more likely to be arrested for a violent crime by age 18. At-risk kids left out of another high-quality program, the High/Scope Perry Preschool, were five times more likely to be chronic offenders with five or more arrests by age 27.

Results from studies of state preschool programs show that high-quality early education programs can be implemented on a large scale by states and that these programs have sustained benefits for children. For example, by the time they are past third grade, children who attended New Jersey's preschool program for two years were three-quarters of an academic year ahead in math, compared to their peers who did not attend, and two-thirds of an academic year ahead in literacy. In addition, attending preschool also cut the likelihood of being held back in school by 40 percent and the likelihood of needing special education services by 31 percent. Researchers in New Jersey report that their results are on par with the results of the Chicago Child-Parent Centers, therefore they expect to also see strong high school graduation and crime prevention results, as well as economic benefits.

1212 New York Ave. NW, Ste 300 • Washington, DC 20005 • (202) 776-0027 • Fax (202) 776-0110 • [www.fightcrime.org](http://www.fightcrime.org)

Fight Crime: Invest in Kids is a membership organization of law enforcement leaders and crime victims under the umbrella non-profit Council for a Strong America

Research from other state preschool programs has shown positive results as well. In Tennessee's preschool program, studies have shown kids gained an average of 82 percent more on early literacy and math skills than those not in the program. In addition, Pennsylvania's preschool program has shown that the percentage of kids with developmental delays dropped from 21 percent at the time of entry to eight percent by the time the kids completed the program. Studies indicated clear gains in literacy across several states, including Arkansas, West Virginia and New Mexico, if the children attended early education programs.

Research demonstrates that high-quality early education programs also save money. A 2012 study by Steve Aos of the Washington State Institute for Public Policy (WSIPP) found cost-savings of \$15,000 per child served.

*Home Visiting:* In 2011, nearly 700,000 children were victims of child abuse or neglect nationwide. Research shows the true number of children exposed to abuse or neglect, including those never reported to authorities, may be well over 2 million nationwide. Children who survive abuse or neglect are almost 30 percent more likely to be arrested for a violent crime later on in life. Fortunately, voluntary, evidence-based home visiting programs can help break the cycle of abuse and violence. A study of one home visiting model, the Nurse-Family Partnership (NFP), found that participation in the program cut abuse and neglect among at-risk kids nearly in half. In addition, children of mothers who received NFP coaching had 60 percent fewer arrests by age 15 than the children of mothers who were not coached. By age 19, children not in NFP had more than twice as many arrests, nearly three times as many convictions, and were almost three times as likely to have committed a felony assault as those in the program.

Home visiting programs save money as well. The same 2012 study by Mr. Aos at WSIPP found NFP produced over \$13,000 in net savings per family served.

Public investment in high-quality early childhood programs has been championed in the states on a bi-partisan basis. In 2013, Republican and Democratic Governors in Colorado, Michigan, Mississippi, New Mexico, New York, North Dakota, Pennsylvania, and Virginia have proposed and/or signed into law expansions in quality early learning programs. In 2013, there has also been bi-partisan support for strengthening and expanding state evidence-based home visiting programs, such as in Arkansas, Kentucky, New Mexico, and Texas.

**It is estimated that the federal government will need to commit \$99 billion over 10 years for these crucial early childhood investments, proven to not only help children and families, but also enhance public safety and save taxpayer dollars. Fight Crime: Invest in Kids urges Congress and the President to work together to enact and find the resources for this crime-fighting priority.**

Sincerely,

**ALABAMA**

Larry Amerson  
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James Chapman  
*Chief of Police, Oneonta*

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Judicial District*

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Sid Lockhart  
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Ken Corney  
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William D. Gore <i>Sheriff, San Diego County</i>	Frank Grgurina <i>Chief of Police, Sunnyvale</i>	Robert Handy <i>Chief of Police, San Bernardino</i>
Murl Harpham <i>Chief of Police, Eureka</i>	Dave Hencratt <i>Sheriff-Coroner, Tehama County</i>	Tori Hughes <i>Chief of Police, Patterson</i>
Sandra Hutchens <i>Sheriff, Orange County</i>	Ken James <i>Chief of Police, Emeryville</i>	Larry Jones <i>Sheriff, Glenn County</i>
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Michael McQuiston <i>Chief of Police, Albany</i>	Michael Meehan <i>Chief of Police, Berkeley</i>	Nancy O'Malley <i>District Attorney, Alameda County</i>
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Jennifer Bishop-Jenkins  
*Survivor of Violence,  
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Thomas Dart <i>Sheriff, Cook County</i>	Bruce Dayno <i>Chief of Police, Riverwoods</i>	James Dison <i>Chief of Police, Kewanee</i>
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James Hoyle <i>State's Attorney, McDonough County</i>	David Hunt <i>Sheriff, Piatt County</i>	Bill Jenkins <i>Survivor of Violence, Northfield</i>
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Hawk County*

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James Carmody <i>Chief of Police, Wyoming</i>	Terrie J. Case <i>Prosecutor, Montmorency County</i>	Mark Clapp <i>Director of Public Safety, St. Joseph</i>
Kathy Cole <i>Survivor of Violence, Ingham County</i>	Kim C. Cole <i>Sheriff, Mason County</i>	Timothy D. Collins <i>Chief of Police, Ferndale</i>
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Dennis Green <i>Chief of Police, Tittabawassee Township</i>	Dale Gribler <i>Sheriff, VanBuren County</i>	Ronald Haddad <i>Chief of Police, Dearborn</i>
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Steven Harper <i>Chief of Police, Wayland</i>	Eric Hawkins <i>Chief of Police, Southfield</i>	David Headings <i>Chief of Police (Ret.), Battle Creek</i>
Chuck Heit <i>Undersheriff, Berrien County Sheriff's Office</i>	Patrick D. Herblet <i>Chief of Police, St. Louis</i>	Brian Hill <i>Chief of Police, Gerrish Township</i>
D.J. Hilson <i>Prosecutor, Muskegon County</i>	Dan Hoffman <i>Chief of Police, Fennville</i>	Kay Hoffman <i>Chief of Police, Lansing Township</i>
Larry Hrinik <i>Chief of Police, Saline</i>	Peter M. Jaklevic <i>Prosecutor, Mecosta County</i>	Rick Jones <i>State Senator, Michigan Senate</i>
Wayne Kangas <i>Sheriff, Clinton County</i>	Steven Kieliszewski <i>Sheriff, Alpena County</i>	Michael Kinaschuk <i>Lieutenant, Livingston County Sheriff's Office</i>
Lori Kirkhoff <i>Chief Assistant Prosecutor, Ionia County</i>	Steven D. Kocsis <i>Chief of Police, Thomas Township</i>	Byron Kenschuh <i>Judge, 40<sup>th</sup> Circuit Court Lapeer County</i>
Blaine Koops <i>Sheriff, Allegan County</i>	Andrea Krause <i>Prosecutor, Montcalm County</i>	Keith Kushion <i>Prosecutor, Gratiot County</i>
James R. Linderman <i>Prosecutor, Emmet County</i>	Matt Lori <i>State Representative, Michigan House of Representatives</i>	Michael H. Lovelace <i>Sheriff, Marquette County</i>

Brian Mackie <i>Prosecutor, Washtenaw County</i>	Michael C. Madden <i>Chief of Police, St. Johns</i>	Michael Main <i>Chief of Police, Shepherd</i>
Mike Martin <i>Director of Public Safety, Little River Band of Ottawa Indians</i>	Shawn Martin <i>Chief of Police, Baroda-Lake Township</i>	John McColgan, Jr. <i>Prosecuting Attorney, Saginaw County</i>
John McDonough <i>Prosecutor, St. Joseph County</i>	Brian J. McLean <i>Sheriff, Houghton County</i>	David McLeese <i>Chief of Police, Decatur</i>
Matt Messer <i>Chief of Public Safety, Holland</i>	Aaron Miller <i>Prosecutor, Gladwin County</i>	John E. Miller <i>Sheriff, Bay County</i>
Leo Mioduszewski <i>Sheriff, Isabella County</i>	Michael H. Neymanowski <i>Chief of Police, Oxford</i>	David Northrup <i>Director of Public Safety, Sturgis</i>
Craig A. Oatten <i>Chief of Police, Carrollton Township</i>	Doreen E. Olko <i>Chief of Police, Auburn Hills</i>	Brian Peppler <i>Prosecutor, Chippewa County</i>
John Phillips <i>Police Officer, Eastern Michigan University</i>	Robert J. Pickell <i>Police Officer, Eastern Michigan University</i>	Fred Posavetz <i>Chief of Police, Clinton Township</i>
Melissa A. Powell <i>Prosecutor, Iron County</i>	Donald Pussehl <i>Chief of Police, Saginaw Township</i>	Theodore Quisenberry <i>Director, Oakland County Homeland Security</i>
Mark Recne <i>Prosecutor, Tuscola County</i>	Lisa Richards <i>Prosecutor, Dickinson County</i>	Lawrence Richardson <i>Sheriff (Ret.), Lenawee County</i>
Dean Rocsler <i>Sheriff, Muskegon County</i>	Michael A. Rola <i>Prosecutor, Otsego County</i>	Gary A. Rosema <i>Sheriff, Ottawa County</i>
Robert Rought <i>Chief of Police, Montague</i>	Timothy Rutkowski <i>Prosecutor, Huron County</i>	Rachel A. Sadowski <i>Chief of Police, Hopkins</i>
Milton L. Scales <i>Chief of Police (Ret.), Michigan Department of Environmental Quality</i>	Don Schneider <i>Sheriff, Charlevoix County</i>	David Schnurstein <i>Lieutenant, Grand Rapids Police Department</i>

Michael Shea <i>Sheriff, Gladwin County</i>	Charles D. Sherman <i>Prosecutor, Clinton County</i>	Eric Smith <i>Prosecutor, Macomb County</i>
Paul R. Spaniola <i>Prosecutor, Mason County</i>	J. Stuart Spencer <i>Prosecutor, Mackinac County</i>	Robert D. Springstead <i>Prosecutor, Newaygo County</i>
Richard K. Steiger <i>Prosecutor, Presque Isle County</i>	Ford K. Stone <i>Prosecutor, Manistee County</i>	Scott Strait <i>Prosecutor, Presque Isle County</i>
Vickie Stuart <i>Executive Assistant 911, Saginaw County</i>	Scott Sutter <i>Chief of Police, Linden</i>	Todd Taylor <i>Chief of Police, Chickaming Township</i>
Leland Teschendorf <i>Sheriff, Tuscola County</i>	Michael D. Thomas <i>Special Assistant Attorney General, Genesee County Prosecutor's Office</i>	Martin Underhill <i>Chief of Police, Grand Ledge</i>
Joseph M. Underwood, Jr. <i>Sheriff, Cass County</i>	Kenneth A. Vanderlinden <i>Director of Public Safety, Escanaba</i>	Gary Walker <i>Prosecutor (Ret.), Marquette County</i>
Pete Wallin <i>Sheriff, Emmet County</i>	Thomas Jay Weichel <i>Prosecutor, Alcona County</i>	Mike Wendling <i>Prosecutor, Alcona County</i>
Matt Wiese <i>Prosecuting Attorney, Marquette County</i>	Thomas Wighthman <i>Chief of Police, Brighton</i>	Thomas P. Wiley <i>Chief of Police, New Baltimore</i>
Mark Wilk <i>Chief of Police, St. Ignace</i>	John S. Wilson <i>Sheriff, Clare County</i>	Michael Wiltse <i>Director of Public Safety, Delta College</i>
Kym Worthy <i>Prosecutor, Wayne County</i>	Gene Wriggelsworth <i>Sheriff, Ingham County</i>	Donald Yerrick <i>Chief of Police (Ret.), Paw Paw</i>
<b>MINNESOTA</b>		
James Backstrom <i>County Attorney, Dakota County</i>	Russ Blue <i>Chief of Police, Granite Falls</i>	Robin Finke <i>County Attorney, Swift County</i>

Mike Goldstein  
*Chief of Police, Plymouth*

Janeé L. Harteau  
*Chief of Police, Minneapolis*

Scott Knight  
*Chief of Police, Chaska*

Pete Orput  
*County Attorney,  
Washington County*

Paul Schnell  
*Chief of Police, Hastings*

Rodney Seurer  
*Chief of Police, Savage*

Rich Stanek  
*Sheriff, Hennepin County*

James Stuart  
*Sheriff, Anoka County*

Robert Toland  
*Chief of Police, Winnebago*

### MISSISSIPPI

David Allison  
*Sheriff, Pearl River County*

Willie March  
*Sheriff, Holmes County*

### MISSOURI

Paul Williams  
*Chief of Police,  
Springfield*

### MONTANA

Jean Adams  
*Deputy County Attorney,  
Fergus County*

Randy Allies  
*Sheriff, Rosebud County*

Cory Anderson  
*Police Officer, Polson  
Police Department*

Rich Batterman  
*County Attorney, Carter-  
Fallon County*

John Bedford  
*Captain, Billings Police  
Department*

Gordon Berger  
*Chief of Police, West  
Yellowstone*

Georgette Boggio  
*County Attorney, Big Horn  
County*

Marcia Boris  
*County Attorney, Mineral  
County*

Karla Bosse  
*County Attorney,  
Broadwater County*

David Bowen  
*Chief of Police, Great Falls*

Jessica Bray  
*Survivor of Violence, Great  
Falls*

Kimberly Burdick  
*Communications Manager,  
Chouteau County*

Vern Burdick  
*Sheriff, Chouteau County*

Tim Callahan  
*Chief Probation Officer,  
Great Falls*

Kathleen Carrick  
*Deputy County Attorney,  
Park County*

Bernard Cassidy <i>County Attorney, Lincoln County</i>	Janet Christoffersen <i>Deputy County Attorney, Richland County</i>	Clinton Cottle <i>Sergeant, Polson Police Department</i>
Chuck Curry <i>Sheriff, Flathead County</i>	Gina Dahl <i>County Attorney, Hill County</i>	Gary Dent <i>Chief of Police, Conrad</i>
Brenda Desmond <i>Standing Master, 4<sup>th</sup> Judicial District</i>	Bill Dove <i>Chief of Police, Belgrade</i>	Patrick Dringman <i>County Attorney, Sweet Grass County</i>
Leo Dutton <i>Sheriff, Lewis and Clark County</i>	Bob Edwards <i>Sheriff, Cascade County</i>	Kevin Evans <i>Undersheriff, Yellowstone County Sheriff's Office</i>
Jeffrey Faycosh <i>DCI Resident Agent-in-Charge, Montana</i>	Jed Fitch <i>County Attorney, Beaverhead County</i>	Kirk Fitch <i>Chief of Police, Havre</i>
Leo Gallagher <i>County Attorney, Lewis and Clark County</i>	Margaret Gallagher <i>Deputy County Attorney, Yellowstone County</i>	Brien Gault <i>Captain, Glasgow Police Department</i>
Wyatt Glade <i>County Attorney, Custer County</i>	Carl Ibsen <i>Sheriff, Missoula County</i>	Eileen Joyce <i>County Attorney, Silver Bow County</i>
Amy Kenison <i>Deputy County Attorney, Sanders County</i>	Jeff Kraft <i>Chief of Police, Cut Bank</i>	Ben Krakowka <i>County Attorney, Deer Lodge County</i>
Kory Larsen <i>Deputy County Attorney, Cascade County</i>	Ed Lester <i>Sheriff, Butte County</i>	Brett Linneweber <i>County Attorney, Park County</i>
Amanda Lofink <i>Deputy County Attorney, Cascade County</i>	James Marble <i>Chief of Police, Stevensville</i>	Tom Mcissner <i>County Attorney, Fergus County</i>
Mark Muir <i>Chief of Police, Missoula</i>	Rick Musson <i>Police Officer, Bozeman Police Department</i>	Wade Nash <i>Chief of Police, Polson</i>
Timothy Neiter <i>Lieutenant, Yellowstone Police Department</i>	Chris Odlin <i>Captain, Missoula Police Department</i>	Ernest Ornelas <i>Sheriff, Mineral County</i>

Ryan Oster <i>Chief of Police, Hamilton</i>	John Parker <i>County Attorney, Cascade County</i>	Juli Pierce <i>Deputy County Attorney, Yellowstone County</i>
Ronald Price <i>Chief of Police, Bozeman</i>	Joshua Racki <i>Deputy County Attorney, Cascade County</i>	Donald Ranstrom <i>County Attorney, Blaine County</i>
Merie Raph <i>County Attorney, Toole County</i>	Olivia Rieger <i>County Attorney, Dawson County</i>	Mary Ann Ries <i>County Attorney, Pondera County</i>
Jennifer Ropp <i>Deputy County Attorney, Cascade County</i>	Julie Rostad <i>Deputy County Attorney, Yellowstone County</i>	David Schenk <i>Sheriff, Madison County</i>
Tim Shanks <i>Captain, Great Falls Police Department</i>	Carey Shannon <i>Deputy County Attorney, Cascade County</i>	Chris Shermer <i>Detective, Missoula Police Department</i>
Rod Souza <i>Deputy County Attorney, Yellowstone County</i>	Robert Spoja <i>Deputy County Attorney, Yellowstone County</i>	Gayle Stewart <i>Deputy County Attorney, Yellowstone County</i>
Rich St. John <i>Chief of Police, Billings</i>	Truman Tolson <i>Police Officer, Missoula Police Department</i>	Dan Tronrud <i>Sheriff, Sweet Grass County</i>
Scott Twito <i>County Attorney, Yellowstone County</i>	Keith Van Setten <i>Sheriff, Teton County</i>	Mike Weber <i>County Attorney, Richland County</i>
<b>NEBRASKA</b>		
William Brueggemann <i>Sheriff, Cass County</i>	Timothy Dunning <i>Sheriff, Douglas County</i>	Mark Heckler <i>Sheriff, Butler County</i>
Dwaine W. Ladwig <i>Sheriff, Polk County</i>	David Weeks <i>Sheriff, Greeley County</i>	
<b>NEVADA</b>		
Ken Furlong <i>Sheriff, Carson City</i>	Michael Haley <i>Sheriff, Washoe County</i>	Neil Rombardo <i>District Attorney, Carson City</i>

Dan Watts  
*Sheriff, White Pine County*

**NEW HAMPSHIRE**

Brian Boyer  
*Survivor of Violence,  
Nashua*

Scott Hillard  
*Sheriff, Merrimack County*

Ernest Thompson  
*Chief of Police, Bridgewater*

**NEW JERSEY**

James P. Abbott  
*Chief of Police, West  
Orange*

Sheilah A. Coley  
*Chief of Police, Newark*

Michael McCann  
*Chief of Police, River Vale*

Richard McDonough  
*Chief of Police, Roseland*

**NEW MEXICO**

Robert G. Boone  
*Chief of Police, Rio Rancho*

James Coon  
*Sheriff, Chaves County*

Donald Gallegos  
*District Attorney, 8<sup>th</sup>  
Judicial District*

Gregory Jones  
*Chief of Police, Bosque  
Farms*

Raymond D. Schultz  
*Chief of Police,  
Albuquerque*

Johnny Valdez  
*Sheriff, Cibola County*

Remigio Vigil  
*Chief of Police, Corrales*

**NEW YORK**

Louis Alagno  
*Chief of Police, Mt.  
Pleasant*

Craig Apple, Sr.  
*Sheriff, Albany County*

Michael Barton  
*Chief of Police, Horseheads*

Miguel Bermudez  
*Chief of Police, Freeport*

Patricia Bodnar  
*Survivor of Violence,  
Monroe*

Ronald Boisvert  
*Chief of Police, Watervliet*

John Brogan  
*Chief of Police, Scarsdale*

Carolee Brooks  
*Survivor of Violence,  
Flushing*

Candace Brown  
*Survivor of Violence, Kill  
Buck*



Jon Budelmann <i>District Attorney, Cayuga County</i>	Joseph Burton, Jr. <i>Chief of Police, Ossining</i>	John Butler <i>Chief of Police, Vestal</i>
Gregory Camp <i>Chief of Police, Sleepy Hollow</i>	Robert Carney <i>District Attorney, Schenectady County</i>	Frank Catalano <i>Chief of Police, Cortland</i>
David Chong <i>Public Safety Commissioner, White Plains</i>	Louis Corsi <i>Chief of Police, Bethlehem</i>	Timmy Currier <i>Chief of Police, Massena</i>
Dominic Dagostino <i>Sheriff, Schenectady County</i>	Robert D'Angelo <i>Chief of Police (Ret.), North Castle</i>	Frances Davis <i>Survivor of Violence, Brooklyn</i>
Richard Devlin <i>Sheriff, Otsego County</i>	Donald Dobby, Jr. <i>Chief of Police, Amityville</i>	Dan Doellinger <i>Chief of Police, Chester</i>
Sandra Doorley <i>District Attorney, Monroe County</i>	Daniel Duggan <i>Chief of Police, Old Westbury</i>	Christopher Farber <i>Sheriff, Herkimer County</i>
William Fitzpatrick <i>District Attorney, Onondaga County</i>	Peter Frisoni <i>Chief of Police, Scotia</i>	Janice Geddes <i>Survivor of Violence, Manlius</i>
Patricia Gioia <i>Survivor of Violence, Schenectady</i>	Jim Hamilton <i>Chief of Police, Rotterdam</i>	Todd Hazard <i>Chief of Police, Cornwall</i>
Mark Henderson <i>Chief of Police, Brighton</i>	Kathleen Hogan <i>District Attorney, Warren County</i>	Charles J. Hynes <i>District Attorney, Kings County</i>
Cindy Intschert <i>District Attorney, Jefferson County</i>	Ronald Knapp <i>Chief of Police, Poughkeepsie</i>	Ronald Krowka <i>Chief of Police, East Aurora</i>
Kenneth Lansing <i>Sheriff, Tompkins County</i>	Tom Lorey <i>Sheriff, Fulton County</i>	Robert Maciol <i>Sheriff, Oneida County</i>
Gary Maha <i>Sheriff, Genesee County</i>	Jack Mahar <i>Sheriff, Rensselaer County</i>	Mark Mandel <i>Chief of Police, Sands Point</i>

Doyle L. Marquant <i>Chief of Police, Waterloo</i>	Richard McNally <i>District Attorney, Rensselaer County</i>	James Michel <i>Chief of Police, Lackawanna</i>
Thomas Mills <i>Sheriff, Delaware County</i>	Gerald Mollen <i>District Attorney, Broome County</i>	Donald Morris <i>Chief of Police, East Syracuse and Liverpool</i>
James Murphy <i>District Attorney, Saratoga County</i>	Jessica Nero <i>Survivor of Violence, Hudson</i>	Joseph Neve <i>Chief of Police, Lynbrook</i>
Anthony Palombo <i>Chief of Police, Tonawanda</i>	Gerald Pickering <i>Chief of Police, Webster</i>	Alan Pottinger <i>Survivor of Violence, New York City</i>
Philip Povero <i>Sheriff, Ontario County</i>	Kathleen Rice <i>District Attorney, Nassau County</i>	David K. Rouse <i>Chief of Police, Bath</i>
James Sackett <i>District Attorney, Schoharie County</i>	Gerald Schoenle, Jr. <i>Chief of Police, University at Buffalo</i>	Mark Spawn <i>Chief of Police, Fulton</i>
Ronald Spike <i>Sheriff, Yates County</i>	Jack S. Steinberg <i>Sheriff, Seneca County</i>	Michael Tangney <i>Police Commissioner, Long Beach</i>
John Tedesco <i>Chief of Police, Troy</i>	Reuel Todd <i>Sheriff, Oswego County</i>	Barry Virts <i>Sheriff, Wayne County</i>
James Voutour <i>Sheriff, Niagara County</i>	Kevin Wells <i>Sheriff, St. Lawrence County</i>	William Whitton <i>Chief of Police, Glen Cove</i>
Donald Williams <i>Chief of Police, Fishkill</i>	Michael Williams <i>Chief of Police, Hamburg</i>	William Yessman, Jr. <i>Sheriff, Schuyler County</i>
John York <i>Sheriff, Livingston County</i>	Nathan York <i>Sheriff, Warren County</i>	Thomas Zugibe <i>District Attorney, Rockland County</i>
<b>NORTH CAROLINA</b>		
Daniel Bailey <i>Sheriff, Mecklenburg County</i>	Randy Cartwright <i>Sheriff, Pasquotank County</i>	James Chavis <i>Chief of Police, Kannapolis</i>

Rob Hunter  
*Chief of Police, Matthews*

Jerry W. Jones  
*Sheriff, Franklin County*

Robert Kinlaw  
*Chief of Police,  
Elizabethtown*

Jeff Ledford  
*Chief of Police, Shelby*

Darrel W. Stephens  
*Executive Director, Major  
Cities Chiefs Association,  
Charlotte*

John Wolford  
*Chief of Police, Oxford*

Michael G. Yanicro  
*Chief of Police, Jacksonville*

#### **NORTH DAKOTA**

James D. Gion  
*State's Attorney, Hettinger  
County*

Dave Shipman  
*Sheriff, Morton County*

#### **OHIO**

Gary J. Baldauf  
*Chief of Police, Wayoming*

Julia R. Bates  
*Prosecutor, Lucas County*

Todd Coonce  
*Chief of Police, Hubbard  
Township*

Vincent D'Egidio  
*Chief of Police, New  
Middletown*

Dan Dudik  
*Chief of Police, Geneva*

John D. Ferrero  
*Prosecutor, Stark County*

Daniel Gilles  
*Chief of Police, Olmsted  
Falls*

Robert F. Hagquist  
*Chief of Police, Glenwillow*

Stephen K. Haller  
*Prosecutor, Greene County*

Michael Heldman  
*Sheriff, Hancock County*

Tim Kalavsky  
*Chief of Police, Hinckley*

Gene Kelly  
*Sheriff, Clark County*

Timothy Livengood  
*Chief of Police, Village of  
Pioneer*

Chester Lytle  
*Crime Prevention Specialist,  
Chillicothe Police  
Department*

Tim Malley  
*Chief of Police, Lakewood*

James D. McManus  
*Chief of Police, Kipton*

Robert Miller  
*Chief of Police, Parma*

Matthew Mohn  
*Chief of Police, Springfield  
Township*

Kevin Nietert  
*Chief of Police, South  
Euclid*

M. Jaime Patton  
*Sheriff, Union County*

Julie Preston  
*DARE Officer, Chilicothe  
Police Department*

Seth Riewaldt  
*Chief of Police, City of  
Aurora*

E. Wayne Risner  
*Sheriff, Ashland County  
President of Buckeye  
Sheriff's Association*

Gene Rowe  
*Chief of Police, Richmond  
Heights*

Thomas Schenck  
*Chief of Police, Moraine*

Rick Sluder  
*Chief of Police, Delta*

John M. Soldano  
*Chief of Police, Leetonia*

Phil Stammitti  
*Sheriff, Lorain County*

Monte Vance  
*Chief of Police, Danville*

John Vermillion  
*Chief of Police, Kenton*

Gary Vest  
*Chief of Police, City of  
Powell*

Don White  
*Prosecutor (Ret.), Clermont  
County*

David Wright  
*Chief of Police, Bay Village*

#### **OKLAHOMA**

William Citty  
*Chief of Police, Oklahoma  
City*

Ike Shirley  
*Chief of Police, Bixby*

John Whetsel  
*Sheriff, Oklahoma County*

#### **OREGON**

Kent Barker  
*Chief of Police, Tualatin*

Walt Beglau  
*District Attorney, Marion  
County*

Rob Bovett  
*District Attorney, Lincoln  
County*

Jack Crabtree  
*Sheriff, Yamhill*

Peter Curzon  
*Chief of Police, Astoria*

Dennis Dotson  
*Sheriff, Lincoln County*

David Dryden  
*Chief of Police, Hubbard*

Mike Dugan  
*Deputy District Attorney,  
Malheur*

Rick Eiesland  
*Sheriff, Wasco County*

Timothy M. Evinger  
*Sheriff (Ret.), Klamath  
County*

Patrick Garrett  
*Sheriff, Washington County*

Tim George  
*Chief of Police, Medford*

Doug Greisen  
*Chief of Police, Scappoose*

Robert Gross  
*Chief of Police, Seaside*

Michael Grover  
*Chief of Police, Cottage  
Grove*

Jim Hensley <i>Sheriff, Crook County</i>	James Hunter <i>Chief of Police, Klamath Falls</i>	Darla Huxel <i>Chief of Police, Umatilla</i>
Bob Jordan <i>Chief of Police, Milwaukee</i>	Denny Kelley <i>Chief of Police, Black Butte Ranch</i>	Dennis Lees <i>Violence Survivor, Eugene</i>
Kevin Martinez <i>Chief of Police, Carlton</i>	Mark Miranda <i>Chief of Police, Newport</i>	Justin Nelson <i>District Attorney, Morrow County</i>
Eric Nisley <i>District Attorney, Wasco County</i>	Dan Norris <i>District Attorney, Malheur County</i>	Dan Ousley <i>District Attorney, Wheeler County</i>
Bill Porter <i>District Attorney, Tillamook County</i>	Jim Pryde <i>Chief of Police, Gladstone</i>	John Raichl <i>Sheriff, Clatsop County</i>
Rock Rakosi <i>Chief of Police, Myrtle Point</i>	Boyd Rassmusen <i>Sheriff, Union County</i>	Stuart Roberts <i>Chief of Police, Pendleton</i>
Jeff Sale <i>Chief of Police, Bend</i>	Rich Sebens <i>Chief of Police, Stayton</i>	Mitch Southwick <i>Sheriff, Baker County</i>
Geoff Spaulding <i>Chief of Police, Beaverton</i>	Dan Staton <i>Sheriff, Multnomah County</i>	Darrell Tallan <i>Chief of Police, Monmouth</i>
Dave Tabet <i>Chief of Police, Redmond</i>	John Teague <i>Chief of Police, Dallas</i>	Timothy Thompson <i>District Attorney, Union County</i>
Terry D. Timeus <i>Chief of Police, West Linn</i>	Rod Underhill <i>District Attorney, Multnomah</i>	Daina Vitolins <i>District Attorney, Crook County</i>
Jay Waterbury <i>Chief of Police, The Dalles</i>	Robert Webb <i>Chief of Police, Bandon</i>	Bob Wolfe <i>Sheriff, Polk County</i>
Mathew Workman <i>Chief of Police, Warrenton</i>	Craig Zanni <i>Sheriff, Coos County</i>	

**PENNSYLVANIA**

John Adams <i>District Attorney, Berks County</i>	Ronny Anderson <i>Sheriff, Cumberland County</i>	David Arnold <i>Chief of Police, Chambersburg</i>
David Arnold <i>District Attorney, Lebanon County</i>	Eileen W. Behr <i>Sheriff, Montgomery County</i>	Donald L. Bowers, Jr. <i>Chief of Police, New Holland</i>
Ivy Brenzel <i>Chief of Police, Moscow</i>	David Duffy <i>Chief of Police, Upper Gwynedd Township</i>	James Farringer <i>Superintendent of Police, O'Hara Township</i>
James Franciscus <i>Chief of Police, East Pikeland Township</i>	Robert E. Fyock <i>Sheriff, Indiana County</i>	Ray Gerringer <i>Sheriff, Montour County</i>
Carl Gotwald, Sr. <i>Sheriff, Jefferson County</i>	Mark Hall <i>Chief of Police, Clarion</i>	William M. Heim <i>Chief of Police, Reading</i>
Walter Hoke <i>Sheriff, Crawford County</i>	Keith Keiper <i>Chief of Police, Kingston</i>	Travis Kendall <i>District Attorney, Fulton County</i>
Richard Keuerleber <i>Sheriff, York County</i>	Howard Kifer <i>Chief of Police, Glassport</i>	Kenneth Klakamp <i>Sheriff, Warren County</i>
Robert Kochems <i>District Attorney, Mercer County</i>	H. Thomas Lyter <i>Sheriff, Mifflintown</i>	Todd A. Martin <i>Sheriff, Stroudsburg</i>
Joseph F. McGinn <i>Sheriff, Delaware County</i>	William P. Mullen <i>Sheriff, Allegheny County</i>	Denny Nau <i>Sheriff, Centre County</i>
Dwight L. Nothstein <i>Sheriff, Carbon County</i>	Rick Pasqualini <i>Chief of Police, Newtown</i>	Mark Pugliese, II <i>Chief of Police, West Hempfield Township</i>
Charles H. Ramsey <i>Commissioner, Philadelphia</i>	Mark S. Reese <i>Sheriff, Lancaster County</i>	Anthony Roaini <i>District Attorney, Northumberland County</i>
William A. Shaw, Jr. <i>District Attorney, Clearfield County</i>	John Slauch <i>Chief of Police, Oxford</i>	Leo Sokoloski <i>Director of Campus Security, Elizabethtown College</i>

David Spotts  
*Chief of Police,  
Mechanicsburg*

Craig Stedman  
*District Attorney, Lancaster  
County*

John Szymanski  
*Sheriff, Lackawanna County*

Clinton Walters  
*Sheriff, Bradford County*

Eileen Whalon Behr  
*Sheriff, Montgomery County*

William F. Wiegman, Jr.  
*Chief of Police, Lower  
Southampton Township*

## **RHODE ISLAND**

Anthony Pesare  
*Chief of Police, Middleton*

## **SOUTH CAROLINA**

Kenney Boone  
*Sheriff, Florence County*

Timothy McFadden  
*Captain, Florence County  
Sheriff's Office*

Larry McNeil  
*Chief of Police,  
Bennettsville*

George Morris  
*Chief of Police, Bamberg*

Mark Richardson  
*Sheriff, Marion County*

John S. Skipper, Jr.  
*Sheriff, Anderson County*

Robert Wunderlich  
*Chief of Police, Holly Hill*

## **SOUTH DAKOTA**

Gary Will  
*Chief of Police, Huron*

## **TENNESSEE**

Robert Arnold  
*Sheriff, Rutherford County*

Melvin Bond, Jr.  
*Sheriff, Haywood County*

Jeff Box  
*Sheriff, Dyer County*

Tim Christol  
*Chief of Police, Red Bank*

Jack Cotrel  
*Chief of Police, East  
Tennessee State University*

Tim Eads  
*Chief of Police, Belle Meade*

Tim G. Fuller  
*Sheriff, Franklin County*

Mike Hensley  
*Chief of Police, Rutherford*

Esco R. Jarnagin  
*Sheriff, Hamblen County*

Richard P. McGinnis  
*Chief of Police, Rutledge*

Randall Nichols  
*District Attorney General,  
6<sup>th</sup> Judicial District*

David B. Rausch  
*Chief of Police, Knoxville*

David Ray  
*Sheriff, Claiborne County*

Bobby Riles  
*Sheriff, Fayette County*

Steve Sanders  
*Sheriff, Lauderdale County*

Blair Weaver  
*Sheriff, Chester County*

Ric Wilson  
*Sheriff, Wayne County*

Dennis Young  
*Chief of Police, Winchester*

Charles Ziegler  
*Chief of Police, Athens*

# **TEXAS**

Gregory K. Allen  
*Chief of Police, El Paso*

David Ashburn  
*Chief of Police, Angleton*

Tom Cowan  
*Chief of Police, Burleson*

Pamela Elliott  
*Sheriff, Edwards County*

Bill Hastings  
*Chief of Police, Katy*

Brandal Jackson  
*Chief of Police, Brookshire*

Gary Maddox  
*Sheriff, Lamb County*

Leroy Moody  
*Sheriff, San Patricio County*

Frank Mooney  
*Chief of Police, Friona*

Brenda O'Quin  
*Survivor of Violence, Fort Worth*

Franky Scott  
*Sheriff, Hartley County*

Gary Smith  
*Chief of Police, Temple*

Brent Stroman  
*Chief of Police, Waco*

Patrick Toombs  
*Sheriff, Mitchell County*

Deb Wayne  
*Survivor of Violence, Garland*

Richard D. Wiles  
*Sheriff, El Paso County*

Dennis Wilson  
*Sheriff, Limestone County*

Arnold S. Zwicke  
*Sheriff, Guadalupe County*

# **UTAH**

Greg Harwood  
*Chief of Police, Salina*

Brett McCall  
*Chief of Police, Centerfield*

# **VERMONT**

Jim Hughes  
*State's Attorney, Franklin County*



**VIRGINIA**

Greg Anderson  
*Sheriff, Hopewell City*

R. David Bradley  
*Sheriff, Smyth County*

Sam Brown  
*Sheriff, Emporia City*

Page D. Campbell, Jr.  
*Chief of Police, Luray*

James Cervera  
*Chief of Police, Virginia Beach*

Vanessa Crawford  
*Sheriff, Petersburg City*

Steve Draper  
*Sheriff, Martinsville*

Kevin Hall  
*Sheriff, Alleghany County*

Mark Marshall  
*Sheriff, Isle of Wight*

Lenny Millholland  
*Sheriff, Winchester City*

Gabriel Morgan  
*Sheriff, Newport News*

David Nye  
*Chief of Police, Fredericksburg*

Ryant Washington  
*Sheriff, Fluvanna County*

**WASHINGTON**

Kendle Allen  
*Sheriff, Stevens County*

Jim Arsanto  
*Chief of Police, Buckley*

Brian Asmus  
*Chief of Police, Liberty Lake*

Kathy Atwood  
*Chief of Police, Everett*

Paul Ayers  
*Chief of Police, Issaquah*

Ken Bancroft  
*Sheriff, Asotin County*

Gregory Banks  
*Prosecuting Attorney, Island County*

Doug Barger  
*Sheriff, Adams County*

Rick Bart  
*Chief of Police, Forks*

John Batiste  
*Chief of Police, Washington State Patrol*

Susan Baur  
*Prosecuting Attorney, Cowlitz County*

Nelson Beazley  
*Chief of Police, Arlington*

Robert Berg  
*Chief of Police, Centralia*

Scott Bieber  
*Chief of Police, Walla Walla*

Daniel Bigelow  
*Prosecuting Attorney, Wahkiakum County*

Bruce Bjork  
*Chief of Police, Washington Department of Fish and Wildlife*

Brad Blackburn  
*Chief of Police, Fife*

Alan Botzheim  
*Sheriff, Pend Oreille County*

Bonnie Bowers  
*Chief of Police, Anacorte*

Steve Boyer  
*Sheriff, Kitsap County*

Dave Brown  
*Sheriff, Skamania County*

Mark Brown <i>Sheriff, Island County</i>	Brian Burnett <i>Sheriff, Chelan County</i>	Rex Caldwell <i>Chief of Police, Mukilteo</i>
David Charvet <i>Chief of Police, Grandview</i>	John Cheesman <i>Chief of Police, Fircrest</i>	Al Compaan <i>Chief of Police, Edmonds</i>
Clifford Cook <i>Chief of Police, Bellingham</i>	Helen Coubra <i>Chief of Police, Odessa</i>	Rea Culwell <i>Prosecuting Attorney, Columbia County</i>
Conner Daily <i>Chief of Police, Port Townsend</i>	Gene Dana <i>Sheriff, Kittitas County</i>	Lance Davenport <i>Chief of Police, Coupeville</i>
Tom Davis <i>Undersheriff, Snohomish County</i>	George Degado <i>Chief of Police, Des Moines</i>	Bill Derbonne <i>Chief of Police, Asotin</i>
Michael Dorcy <i>Prosecuting Attorney, Mason County</i>	Steve Dunnagan <i>Chief of Police, Othello</i>	James Duscha <i>Chief of Police, Longview</i>
David Eastham <i>Chief of Police, Southbend</i>	Bill Elfo <i>Sheriff, Whatcom County</i>	Bret Farrar <i>Chief of Police, Lakewood</i>
Scott Ferguson <i>Chief of Police, Cle Elum</i>	Jack Foster <i>Chief of Police, Lynden</i>	Terry Gallagher <i>Chief of Police, Port Angeles</i>
Ron Gibson <i>Chief of Police, Redmond</i>	David Giles <i>Chief of Police, Prosser</i>	Rory Gilliland <i>Chief of Police, Nooksack Tribe</i>
Carrie Green <i>Chief of Police, Ridgefield</i>	Edgar Green <i>Chief of Police, Oak Harbor</i>	James Hagarty <i>Prosecuting Attorney, Yakima County</i>
Andrew Hamilton <i>Chief of Police, Kelso</i>	Doug Hansen <i>Chief of Police, Woodway</i>	J. Randy Harrison <i>Chief of Police, East Wenatchee</i>
Joel Hastings <i>Chief of Police, Clarkston</i>	Russell Hauge <i>Prosecuting Attorney, Kitsap County</i>	Chris Haugen <i>Chief of Police, Sumas</i>

Tony Hernandez <i>Sheriff, Jefferson County</i>	Bob Heuer <i>Chief of Police, Castle Rock</i>	Lori Hctor <i>Prosecuting Attorney, Klickitat County</i>
Kenneth Hohenberg <i>Chief of Police, Kennewick</i>	Ed Holmes <i>Chief of Police, Mercer Island</i>	Mark Howie <i>Sheriff, Wahkiakum County</i>
Robert Ingram <i>Chief of Police, Washington State Parks</i>	Ken Irwin <i>Sheriff, Yakima County</i>	Gary Jenkins <i>Chief of Police, Pullman</i>
Bryan Jeter <i>Chief of Police, Puyallup</i>	Rick Johnson <i>Chief of Police, Goldendale</i>	Scott Johnson <i>Sheriff, Pacific County</i>
Thomas Jones <i>Sheriff, Grant County</i>	Steven Keane <i>Sheriff, Benton County</i>	Ben Keller <i>Sheriff, Garfield County</i>
Jeff Ketchum <i>Chief of Police, Tieton</i>	Jamey Kiblinger <i>Chief of Police, Black Diamond</i>	Adam Kick <i>Prosecuting Attorney, Skamania County</i>
K. Scott Kimerer <i>Chief of Police, Burien</i>	Michael Knapp <i>Chief of Police, Ferndale</i>	Ozzie Knezovich <i>Sheriff, Spokane County</i>
Jeremy Kunkel <i>Chief of Police, Ruston</i>	Mitch Lackey <i>Chief of Police, Camas</i>	Donald Lane <i>Chief of Police, Brier</i>
Richard Lathim <i>Sheriff, Franklin County</i>	Bob Lee <i>Chief of Police, Auburn</i>	D. Angus Lee <i>Prosecuting Attorney, Grant County</i>
Dennis Lepiane <i>Chief of Police, College Place</i>	Jan Lewis <i>Chief of Police, Republic</i>	Mark Lindquist <i>Prosecuting Attorney, Pierce County</i>
Garry Lucas <i>Sheriff, Clark County</i>	Wade Magers <i>Sheriff, Lincoln County</i>	Steve Mansfield <i>Sheriff, Lewis County</i>
Rick McComas <i>Sheriff, Klickitat County</i>	David McCormick <i>Chief of Police, Ritzville</i>	Steven McCulley <i>Chief of Police, Snoqualmie</i>
David McEachran <i>Prosecuting Attorney, Whatcom County</i>	Brian McElroy <i>Chief of Police, West Richland</i>	Bob Meshishnek <i>Chief of Police, Colville</i>

Robert Metzger <i>Chief of Police, Pasco</i>	Tom Metzger <i>Prosecuting Attorney, Pend Oreille County</i>	Andrew Miller <i>Prosecuting Attorney, Benton County</i>
Dale Miller <i>Chief of Police, Ellensburg</i>	Rocky Miller <i>Sheriff, Columbia County</i>	Kevin Milosevich <i>Chief of Police, Renton</i>
Ron Mitchell <i>Chief of Police, Washougal</i>	Dan Mortensen <i>Chief of Police, Morton</i>	Brett Myers <i>Sheriff, Whitman County</i>
Jeff Myers <i>Chief of Police, Hoquiam</i>	James Nagle <i>Prosecuting Attorney, Walla Walla County</i>	Mark Nelson <i>Sheriff, Cowlitz County</i>
Rob Nou <i>Sheriff, San Juan County</i>	Eric Olsen <i>Chief of Police, Kirkland</i>	Joe Orford <i>Chief of Police, Stilligumish Tribe</i>
Robert Perales <i>Chief of Police, Granger</i>	Kris Peters <i>Chief of Police, Squaxin Island</i>	Dusty Pierpoint <i>Chief of Police, Lacey</i>
Linda Pillo <i>Chief of Police, Bellevue</i>	Dana Powers <i>Chief of Police, Bonney Lake</i>	Jim Pugel <i>Interim Chief of Police, Seattle</i>
Tim Quenzer <i>Chief of Police, Monroe</i>	Larry Raedel <i>Chief of Police, Washington Department of Natural Resources</i>	Donald Ramsdell <i>Chief of Police, Tacoma</i>
Will Reichardt <i>Sheriff, Skagit County</i>	William Rhoads <i>Chief of Police, Milton</i>	Bob Richardson <i>Chief of Police, Battle Ground</i>
Tom Robbins <i>Chief of Police, Wenatchee</i>	Ronnie Roberts <i>Chief of Police, Olympia</i>	Frank Rogers <i>Sheriff, Okanogan County</i>
Tracy Rosenow <i>Chief of Police, Wapato</i>	Casey Salisbury <i>Sheriff, Mason County</i>	Daniel Satterberg <i>Prosecuting Attorney, King County</i>
Ron Schaub <i>Chief of Police, Steilacoom</i>	Tom Schlicker <i>Chief of Police, Swinomish Tribe</i>	Larry Schreckengast <i>Chief of Police, Omak</i>

Rick Scott <i>Sheriff, Grays Harbor County</i>	Douglas Shae <i>Prosecuting Attorney, Chelan County</i>	Bob Sheehan <i>Interim Chief of Police, Dupont</i>
David Simmons <i>Chief of Police, Zillah</i>	Chris Skinner <i>Chief of Police, Richland</i>	Karl Sloan <i>Prosecuting Attorney, Okanogan County</i>
Darin Smith <i>Chief of Police, Royal City</i>	John Snaza <i>Sheriff, Thurston County</i>	Ed Sorger <i>Chief of Police, Evergreen State College</i>
Robin Souvenir <i>Chief of Police, Shoalwater Bay Tribe</i>	Chuck Spoor <i>Chief of Police, Raymond</i>	Todd Stancil <i>Chief of Police, Yelm</i>
Randy Stegmeier <i>Chief of Police, Western Washington University</i>	John Stines <i>Chief of Police, Turnwater</i>	Steve Strachan <i>Chief of Police, Bremerton</i>
Steve Sutton <i>Chief of Police, Lake Forest Park</i>	Dennis Taylor <i>Chief of Police, Granite Falls</i>	Ken Thomas <i>Chief of Police, Kent</i>
Robert Torgerson <i>Chief of Police, Aberdeen</i>	Alan Townsend <i>Chief of Police, Poulsbo</i>	Denis Tracy <i>Prosecuting Attorney, Whitman County</i>
Robert Trenary <i>Sheriff, Snohomish County</i>	Steven Tucker <i>Prosecuting Attorney, Spokane County</i>	Jon Tunheim <i>Prosecuting Attorney, Thurston County</i>
John Turner <i>Sheriff, Walla Walla County</i>	John Urquhart <i>Sheriff, King County</i>	Brett Vance <i>Chief of Police, Montesano</i>
Rick VanLeuven <i>Chief of Police, Spokane Valley</i>	Mike Villa <i>Chief of Police, Tukwila Valley</i>	John Vinson <i>Chief of Police, University of Washington</i>
Joseph Vukich <i>Chief of Police, Skokomish Nation</i>	Pete Warner <i>Sheriff, Ferry County</i>	Mike Warren <i>Chief of Police, Ephrata</i>
Richard Weyrich <i>Prosecuting Attorney, Skagit County</i>	Terry Williams <i>Chief of Police, Winlock</i>	Colleen Wilson <i>Chief of Police, Port of Seattle</i>

Greg Wilson  
*Chief of Police, Mountlake  
Terrace*

Ralph Wyman  
*Chief of Police, Chehalis  
Tribe*

Gregory Zempel  
*Prosecuting Attorney,  
Kittitas County*

#### **WEST VIRGINIA**

Darrick Cox  
*Chief of Police, Belle*

Victor Propst  
*Chief of Police, Star City*

David Ransom  
*Chief of Police,  
Shepherdstown*

#### **WISCONSIN**

Christopher Domagalski  
*Chief of Police, Sheboygan*

Edward A. Flynn  
*Chief of Police, Milwaukee*

David Kaminski  
*Sheriff, Rusk County*

Perry Kingsbury  
*Chief of Police,  
Wrightstown*

John Kreuziger  
*Chief of Police, Beaver Dam*

S. M. Marschke  
*Chief of Police, Sturtevant*

Steven Michek  
*Sheriff, Iowa County*

Patricia Ninmann  
*Sheriff, Dodge County*

Mark Podoll  
*Sheriff, Green Lake County*

Dean Roland  
*Sheriff, Burnett County*

#### **WYOMING**

Bill Brenner  
*Chief of Police, Greybull*

Michelle Burns  
*County and Prosecuting  
Attorney, Big Horn County*

Jim Carey  
*Chief of Police, Lander*

Danny Glick  
*Sheriff, Laramie County*

Jim Hloucal  
*Chief of Police, Gillette*

Dave W. Hofmeier  
*Sheriff, Sheridan County*

Brett Johnson  
*County Attorney,  
Sweetwater County*

John Lumley  
*County Commissioner, Hot  
Springs*

Louis J. Napoli  
*Sheriff, Uinta County*

Dave O'Malley  
*Sheriff, Albany County*

Chris Walsh  
*Chief of Police, Casper*

Jim Whalen  
*Sheriff, Teton County*



4 February 2014

The Honorable John Kline, Chairman  
Committee on Education and the Workforce  
United States House of Representatives  
2439 Rayburn House Office Building  
Washington DC, 20515

The Honorable George Miller, Ranking Member  
Committee on Education and the Workforce  
United States House of Representatives  
2205 Rayburn House Office Building  
Washington DC, 20515

Dear Chairman Kline and Ranking Member Miller:

I write on behalf of the hundreds of retired generals, admirals and other senior military leaders of Mission: Readiness. Our members support targeted commitments that will help young Americans grow up to be educated, healthy, and fit to do the work of our nation, whether through military service or other chosen employment.

Mission: Readiness is the nonpartisan organization of hundreds of retired generals and admirals calling for smart investments in America's children to ensure our future national security. We are concerned with the alarming statistic that 75 percent of 17-24 year olds cannot qualify for military service because they are too poorly educated, medically or physically unfit, or have disqualifying criminal records.

The research shows us that high-quality early childhood programs are proven to help children succeed academically, abide by the law, and stay physically fit. In particular, recent data on state Pre-K programs demonstrate that they can provide lasting academic gains along with considerable return on investment. That is why, last year, more than 200 retired admirals and generals signed on to a letter to Congress, supporting the establishment of a voluntary state-federal early learning partnership that would provide resources to create, expand and improve upon state-run early learning programs. A copy of this letter is enclosed.

The recently proposed Strong Start for America's Children Act (H.R. 3461) would create an early learning partnership along similar lines. This bipartisan bill would provide states with an opportunity to leverage federal dollars to implement high-quality early learning programs of their own design that address their own unique needs. Importantly, it would target children from the most at-risk families (those at or below 200 percent of the poverty level) and ensure that programs meet nationally recognized quality benchmarks. Mission: Readiness enthusiastically supports this legislation as it closely reflects the tenets for investment in early childhood programs that we outlined in the attached letter.

Very respectfully,

Amy Dawson Taggart  
National Director

Cc: Members of the Committee on Education and the Workforce

Mission: Readiness is the nonpartisan national security organization of senior retired military leaders calling for smart investments in America's children. It operates under the umbrella of the nonprofit Council for a Strong America.

1212 New York Avenue, NW, Suite 390  
Washington, DC 20005  
202.464.5224  
MissionReadiness.org



9 October 2013

Dear Members of Congress,

The hundreds of retired generals, admirals and other senior military leaders who are members of MISSION: READINESS support targeted commitments that will help young Americans grow up to be educated, healthy, and fit to do the work of our nation, whether in or out of uniform.

We are increasingly concerned that 75 percent of today's young Americans are not eligible for military service because they are too poorly educated, medically or physically unfit, or have disqualifying criminal records. Left unchecked, this shocking reality will continue to undermine the military's efforts to recruit high-quality individuals.

Decades of research have shown that high-quality early childhood education programs can boost graduation rates, deter youth from crime, and reduce obesity rates, all while providing a significant return on investment.

Nevertheless, as of 2012, more than half the states served fewer than 30 percent of their four-year-olds in state preschool programs, and 10 states had no preschool program at all. States and parents need help. Early learning programs that meet high-quality benchmarks cost between \$4,000 and \$9,000 per child, per year. That is as much as in-state tuition at many public universities, and is far beyond what many working families can afford for their preschoolers.

**In the interest of sustaining future military readiness, we respectfully ask that Congress and the Administration work together to provide resources for a voluntary state-federal partnership that will provide:**

- Targeted high-quality preschool for four-year-old children in families with incomes below 200 percent of the poverty line (e.g. a family composed of a single parent with two children would qualify with income up to \$39,060);
- High-quality child care with early learning opportunities for children 0-3 from low-income working families; and
- High-quality, voluntary home visitation services proven to improve parenting skills, reduce child abuse and neglect, and cut future crime rates.

High-quality preschool is proven to cut crime, welfare and other costs and produce average net benefits of \$15,000 for every child served. This proposal is projected to produce \$150 billion in net benefits in the next 10 years.

Today, more than one out of every five young Americans does not graduate on time from high school, and among those who do graduate, more than one out of five cannot score well enough on the military's entrance exam for math, literacy and problem solving to be able to serve.

New data from across New Jersey confirm that pre-kindergarten can be brought to scale with strong and lasting results in math and literacy. By the time they were in fourth and fifth grade, children who participated in New Jersey's high-quality program for two years were three-quarters of an academic year ahead in math and two-thirds of an academic year ahead in literacy compared to those who did not. In addition, attending preschool also cut the likelihood of being held back in school by 40 percent and the likelihood of needing special education services by 31 percent.

Mission: Readiness is the nonpartisan national security organization of senior retired military leaders calling for smart investments in America's children. It operates under the umbrella of the nonprofit Council for a Strong America.

1212 New York Avenue, NW, Suite 300  
Washington, DC 20005  
202.161.5224  
MissionReadiness.org



Studies of voluntary high-quality programs in states such as Michigan, Arkansas, West Virginia, New Mexico and Pennsylvania have also shown impressive gains in literacy and reductions in the number of children needing special education services or being held back in school.

These new and emerging research results are bolstered by long-term studies of participants from high-quality programs in Michigan and Illinois, which found that participants were 44 percent more likely to graduate from high school and 70 percent less likely to be involved in violent criminal activity in later years.

These results are important because military leaders know that what it takes to function effectively and succeed in the US military is increasing and will continue to increase every year. More will be demanded of the young people who join the armed services. Thus the talent level will have to increase not only to be eligible to serve, but to succeed once they are in the service.

Investing in early education will go a long way to strengthen our society as a whole. In 2013, twenty-five Governors, thirteen Republicans and twelve Democrats, proposed or signed into law increased funding for quality state pre-K. These Governors understand that investing in high-quality early education will have a broad societal impact beyond simply ensuring an adequate supply of qualified young men and women with the talents, skills and abilities to succeed in the armed forces; it will also improve life opportunities for all those who don't enter the military and increase America's economic security in the process.

Today's four-year-olds will be of age to join the military in 2027. The decisions we make now will have a profound impact on their ability to achieve their dreams and be contributing citizens down the road. The nation will need to do its part and commit significant resources to forging a state-federal partnership of size and scope to ensure that high-quality early childhood development learning programs will reach the children who need them. **As a matter of national security, we call on Congress and the President to work together to move this important priority forward, enabling states to implement high-quality programs of their own design, that reflect state-specific needs.**

Very respectfully,

Burwell B. Bell, III  
General  
US Army (Retired)

Walter E. Boomer  
General  
US Marine Corps (Retired)

Richard A. Cody  
General  
US Army (Retired)

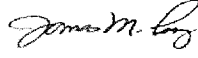
John C. Harvey, Jr.  
Admiral  
US Navy (Retired)

Richard E. Hawley  
General  
US Air Force (Retired)

Thomas B. Hayward  
Admiral  
US Navy (Retired)



Gregory G. "Grog" Johnson  
Admiral  
US Navy (Retired)



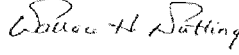
James M. Loy  
Admiral  
US Coast Guard (Retired)



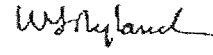
Gregory S. "Speedy" Martin  
General  
US Air Force (Retired)



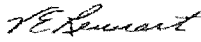
T. Michael Moseley  
General  
US Air Force (Retired)



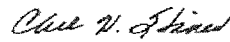
Wallace H. Nutting  
General  
US Army (Retired)



William L. "Spider" Nyland  
General  
US Marine Corps (Retired)



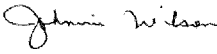
Victor Eugene Renuart  
General  
US Air Force (Retired)




Carl W. Stiner  
General  
US Army (Retired)



William S. Wallace  
General  
US Army (Retired)



Johnnie E. Wilson  
General  
US Army (Retired)



Fred F. Woerner, Jr.  
General  
US Army (Retired)



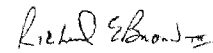
Julius W. Beeton, Jr.  
Lieutenant General  
US Army (Retired)



Dennis L. Benchoff  
Lieutenant General  
US Army (Retired)



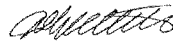
Jody A. Breckenridge  
Vice Admiral  
US Coast Guard (Retired)



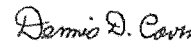
Richard "Tex" E. Brown, III  
Lieutenant General  
US Air Force (Retired)



Richard A. Burpee  
Lieutenant General  
US Air Force (Retired)



John G. Castellaw  
Lieutenant General  
US Marine Corps (Retired)



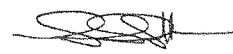
Dennis D. Cavin  
Lieutenant General  
US Army (Retired)



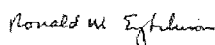
John G. Cotton  
Vice Admiral  
US Navy (Retired)



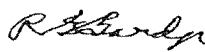
Lewis W. "Lou" Crenshaw, Jr.  
Vice Admiral  
US Navy (Retired)




Samuel E. Ebbesen  
Lieutenant General  
US Army (Retired)



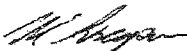
Ronald M. Eytchison  
Vice Admiral  
US Navy (Retired)



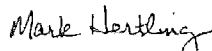
Robert G. Gard, Jr.  
Lieutenant General  
US Army (Retired)



Henry C. "Hank" Giffin, III  
Vice Admiral  
US Navy (Retired)



Wallace C. Gregson  
Lieutenant General  
US Marine Corps (Retired)



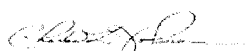
Mark Hertling  
Lieutenant General  
US Army (Retired)



Jerome B. Hilmes  
Lieutenant General  
US Army (Retired)



John D. Hopper, Jr.  
Lieutenant General  
US Air Force (Retired)



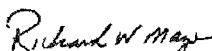
Charles L. "Chuck" Johnson  
Lieutenant General  
US Air Force (Retired)



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Lieutenant General  
US Army (Retired)



Jack W. Klump  
Lieutenant General  
US Marine Corps (Retired)



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Vice Admiral  
US Navy (Retired)




Henry P. "Pete" Osman  
Lieutenant General  
US Marine Corps (Retired)



John P. Otjen  
Lieutenant General  
US Army (Retired)



Garry L. Parks  
Lieutenant General  
US Marine Corps (Retired)



Carol M. Pottenger  
Vice Admiral  
US Navy (Retired)



Ernest R. Riutta  
Vice Admiral  
US Coast Guard (Retired)



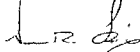
Michael D. Rochelle  
Lieutenant General  
US Army (Retired)



Thurman D. Rodgers  
Lieutenant General  
US Army (Retired)



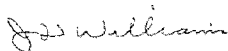
Ricardo S. Sanchez  
Lieutenant General  
US Army (Retired)



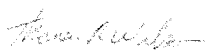
Norman R. Seip  
Lieutenant General  
US Air Force (Retired)



William P. Tangney  
Lieutenant General  
US Army (Retired)



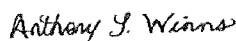
James D. Williams  
Vice Admiral  
US Navy (Retired)



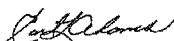
Thomas R. Wilson  
Vice Admiral  
US Navy (Retired)



Robert J. Winglass  
Lieutenant General  
US Marine Corps (Retired)



Anthony L. "Andy" Winns  
Vice Admiral  
US Navy (Retired)



Earl L. Adams  
Major General  
US Army (Retired)

s/

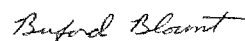
James B. Allen, Jr.  
Major General  
US Army (Retired)



Thomas F. Atkin  
Rear Admiral  
US Coast Guard (Retired)



Robert E. Besal  
Rear Admiral  
US Navy (Retired)



Buford "Buff" Blount, III  
Major General  
US Army (Retired)



Roger R. Blunt  
Major General  
US Army (Retired)



David R. Bockel  
Major General  
US Army (Retired)



Daniel R. Bowler  
Rear Admiral  
US Navy (Retired)



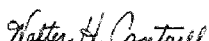
Herb Bridge  
Rear Admiral  
US Navy (Retired)




J. Scott Burhoe  
Rear Admiral  
US Coast Guard (Retired)



William F. Burns  
Major General  
US Army (Retired)



Walter H. Cantrell  
Rear Admiral  
US Navy (Retired)



Jack Catton  
Major General  
US Air Force (Retired)



William D. Center  
Rear Admiral  
US Navy (Retired)



Clyde R. Cherberg  
Major General  
US Army (Retired)



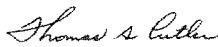
Drennan A. Clark  
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US Air Force (Retired)



Casey W. Coane  
Rear Admiral  
US Navy (Retired)



John T. Crowe  
Major General  
US Army (Retired)



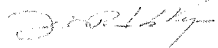
Thomas G. Cutler  
Major General  
US Air Force (Retired)



Michael W. Davidson  
Major General  
US Army (Retired)



James D. "Don" Davis  
Major General  
US Army (Retired)



David P. de la Vergne  
Major General  
US Army (Retired)



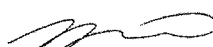
Robert F. Duncan  
Rear Admiral  
US Coast Guard (Retired)



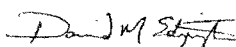
Michael E. Dunlavey, J.D.  
Major General  
US Army (Retired)



Miles C. Durfey  
Major General  
US Air Force (Retired)



Nelson E. Durgin  
Major General  
US Air Force (Retired)



David M. Edgington  
Major General  
US Air Force (Retired)



Jay T. Edwards  
Major General  
US Air Force (Retired)



Frank R. Faykes  
Major General  
US Air Force (Retired)



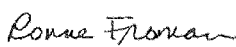
John B. "Jay" Foley, III  
Rear Admiral  
US Navy (Retired)



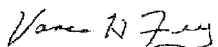
Hugh H. "Bugs" Forsythe  
Major General  
US Air Force (Retired)



William D. Frink, Jr.  
Major General  
US Army (Retired)



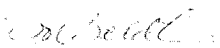
Ronne Froman  
Rear Admiral  
US Navy (Retired)



Vance H. Fry  
Rear Admiral  
US Navy (Retired)



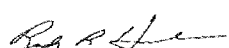
John T. Furlow  
Major General  
US Army (Retired)



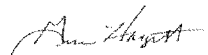
Stephen M. Goldfein  
Major General  
US Air Force (Retired)




Peter J. Gravett  
Major General  
US Army (Retired)



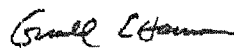
Rodney R. Hannula  
Major General  
US Army (Retired)




Gus Hargett  
Major General  
US Army (Retired)



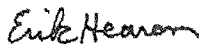
George H. Harmeyer  
Major General  
US Army (Retired)



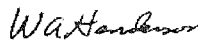
Gerald E. Harmon  
Major General  
US Army (Retired)



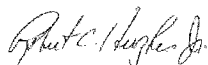
Ralph L. Haynes, M.D.  
Major General  
US Army (Retired)



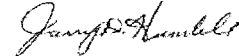
Erik Hearon  
Major General  
US Air Force (Retired)



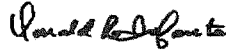
William A. Henderson  
Major General  
US Air Force (Retired)



Robert C. Hughes, Jr.  
Major General  
US Army (Retired)



Jerry D. Humble  
Major General  
US Marine Corps (Retired)



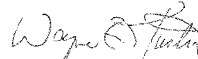
Donald R. Infante  
Major General  
US Army (Retired)



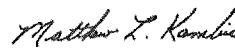
Ronald L. Johnson  
Major General  
US Army (Retired)



Robert H. Johnston  
Major General  
US Air Force (Retired)



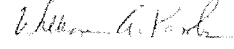
Wayne Justice  
Rear Admiral  
US Coast Guard (Retired)



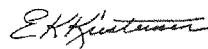
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Major General  
US Army (Retired)



Dennis M. Kenneally  
Major General  
US Army (Retired)



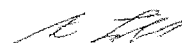
William A. Kowba  
Rear Admiral  
US Navy (Retired)



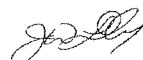
Edward K. Kristensen  
Rear Admiral  
US Navy (Retired)



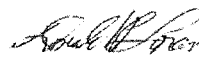
Bruce M. Lawlor  
Major General  
US Army (Retired)



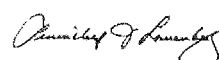
Stephen R. Layfield  
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US Army (Retired)



John W. "Bill" Libby  
Major General  
US Army (Retired)



Donald P. Loren  
Rear Admiral  
US Navy (Retired)



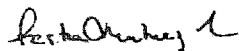
Timothy J. Lowenberg  
Major General  
US Air Force (Retired)

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Washington, DC 20005

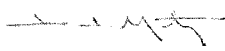
202.464.5224

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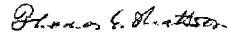
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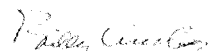
Lester Martinez-Lopez  
Major General  
US Army (Retired)



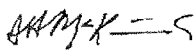
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US Army (Retired)



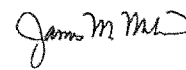
Thomas E. Mattson  
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US Army (Retired)



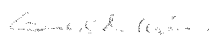
Billy G. McCoy  
Major General  
US Air Force (Retired)



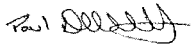
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Rear Admiral  
US Navy (Retired)



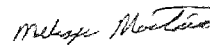
James M. Milano  
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US Army (Retired)




Gerald A. Miller  
Major General  
US Army (Retired)



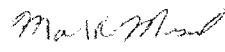
Paul D. Monroe, Jr.  
Major General  
US Army (Retired)



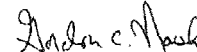
Melvyn S. Montano  
Major General  
US Air Force (Retired)



Don C. Morrow  
Major General  
US Army (Retired)



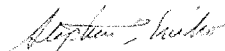
Mark R. Musick  
Major General  
US Air Force (Retired)



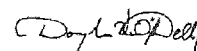
Gordon Nash  
Major General  
US Marine Corps (Retired)



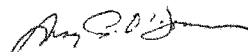
Robert B. Newman, Jr.  
Major General  
US Air Force (Retired)



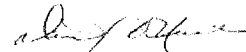
Stephen E. Nichols  
Major General  
US Army (Retired)



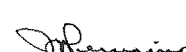
Douglas V. O'Dell  
Major General  
US Marine Corps (Retired)



Mary P. O'Donnell  
Rear Admiral  
US Coast Guard (Retired)



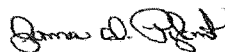
Daniel J. O'Neill  
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US Army (Retired)



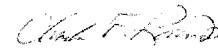
Joseph F. Perugino  
Major General  
US Army (Retired)



David B. Poythress  
Major General  
US Army (Retired)



James I. "Ike", Pylant  
Major General  
US Army (Retired)



Charles F. "Chick" Rauch, Jr.  
Rear Admiral  
US Navy (Retired)

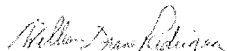
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Washington, DC 20005

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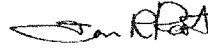
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H. Douglas Robertson  
Major General  
US Army (Retired)




William D. Rodriguez  
Rear Admiral  
US Navy (Retired)



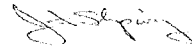
Jon R. Root  
Major General  
US Army (Retired)



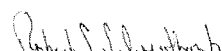
William H. Russ  
Major General  
US Army (Retired)



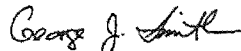
Roger W. Sandler  
Major General  
US Army (Retired)




John F. Shipway  
Rear Admiral  
US Navy (Retired)



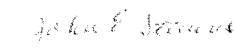
Robert S. Silverthorn, Jr.  
Major General  
US Army (Retired)



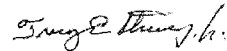
George J. Smith  
Major General  
US Army (Retired)



Alan M. Steinman  
Rear Admiral  
US Coast Guard (Retired)



John E. Stevens  
Major General  
US Army (Retired)



Tracy E. Strevey, Jr.  
Major General  
US Army (Retired)



Errol G. Stump  
Major General  
US Air Force (Retired)



Paul J. Sullivan  
Major General  
US Air Force (Retired)



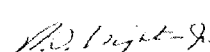
Timothy S. Sullivan  
Rear Admiral  
US Coast Guard (Retired)



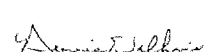
Greg Wayt  
Major General  
US Army (Retired)



Jack C. Wheeler  
Major General  
US Army (Retired)



Richard O. Wightman, Jr.  
Major General  
US Army (Retired)



Bennie E. Williams  
Major General  
US Army (Retired)



Delilah "Rita" Works  
Major General  
US Air Force (Retired)



D. Allen Youngman  
Major General  
US Army (Retired)



John C. Adams  
Brigadier General  
US Army (Retired)

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Richard A. "Rick" Ash  
Brigadier General  
US Air Force (Retired)



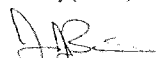
William W. Austin  
Brigadier General  
US Army (Retired)



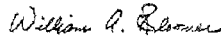
James A. Barnett, Jr.  
Rear Admiral  
US Navy (Retired)



Michael W. Beaman  
Brigadier General  
US Army (Retired)



James J. Bisson  
Brigadier General  
US Army (Retired)



William A. "Art", Bloomer  
Brigadier General  
US Marine Corps (Retired)



Stephen E. Bogle  
Brigadier General  
US Army (Retired)



David M. Brahms  
Brigadier General  
US Marine Corps (Retired)



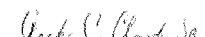
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US Army (Retired)



Chalmers Carr, Jr.  
Brigadier General  
US Air Force (Retired)



Stephen A. Cheney  
Brigadier General  
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Jack C. Clark, Sr.  
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Paul G. Cohen  
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Robert Crear  
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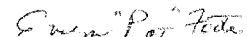
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Robert J. Felderman  
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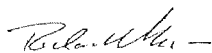
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Richard V. Geraci  
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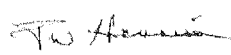
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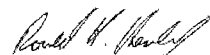
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Patrick W. Harrison  
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Ronald H. Henderson, Jr.  
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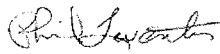
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Robert C. Lee  
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Ralph E. Leonard  
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Phil Leventis  
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Anthony L. "Tony" Liguori  
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US Air Force (Retired)



Stanley H. Lillie  
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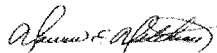
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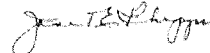
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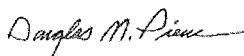
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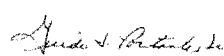
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Belinda H. Pinckney  
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US Army (Retired)



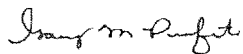
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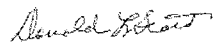
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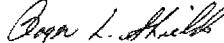
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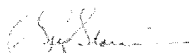
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Roger L. Shields  
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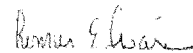
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US Navy (Retired)



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US Army (Retired)



Thomas E. Swain  
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US Army (Retired)




Lance A. Talmage  
Brigadier General  
US Army (Retired)



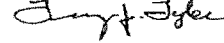
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Brigadier General  
US Army (Retired)



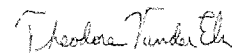
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US Army (Retired)



Richard W. Tuttle  
Brigadier General  
US Air Force (Retired)



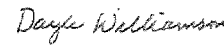
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Brigadier General  
US Army (Retired)



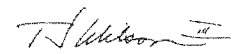
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Brigadier General  
US Army (Retired)



John M. Watkins  
Brigadier General  
US Army (Retired)



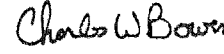
Dayle Williamson  
Brigadier General  
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Thomas J. Wilson, III  
Rear Admiral  
US Navy (Retired)



Mark E. Zirkelbach  
Brigadier General  
US Army (Retired)



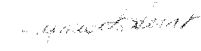
Charles W. Bowen  
Master Chief Petty Officer of the  
Coast Guard  
US Coast Guard (Retired)

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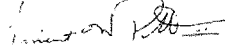
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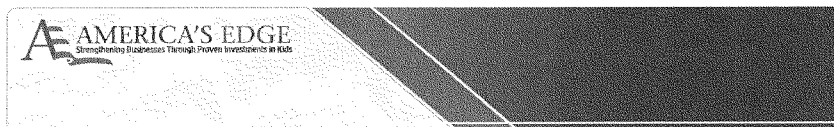
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James L. Herdt, III  
Master Chief Petty Officer of the  
Navy  
US Navy (Retired)



Vincent W. Patton, III  
Master Chief Petty Officer of the  
Coast Guard  
US Coast Guard (Retired)



February 4, 2014

Dear Members of the House Committee on Education and the Workforce:

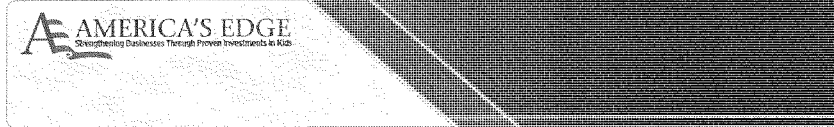
As a national organization of almost 1,000 business leaders, America's Edge supports effective strategies to strengthen American businesses and promote sustained economic growth. Current and emerging fields require increasingly advanced academic degrees and technical skills. In order to compete in the global marketplace, American businesses need highly trained workers. The research demonstrates that one of the best investments we can make to prepare the workforce of tomorrow is through support of high-quality early education.

Businesses across the country are struggling to find the highly skilled workers they need to fill their available positions. Without investing in students' academic success, this problem will continue. Currently, 25 percent of American students fail to graduate high school on time, but projections show that 64 percent of all new jobs created between 2010 and 2020 will require formal education beyond high school. Academic struggles often start early and can persist throughout a student's academic career. Nationally, far too many children entering kindergarten lack basic skills like counting to ten or recognizing letters; by 4th grade, 66 percent of American students lack proficiency in reading; by 8th grade, 66 percent lack proficiency in math.

High-quality early learning can reverse these negative trends by increasing school readiness and promoting long-term academic success. Emerging data from the state pre-K program in New Jersey shows that states can bring to scale high-quality early learning programs with lasting benefits. By the time children served by New Jersey's two-year pre-kindergarten program were past third grade, they were three-quarters of an academic year ahead in math and two-thirds of an academic year ahead in literacy compared to their peers who did not attend. These findings track long-term studies of quality early learning programs that found less need for educational remediation, increased graduation rates and higher earnings potential.

To prepare American students to meet the challenges ahead, we strongly support the bipartisan *Strong Start for America's Children Act* (H.R. 3461). The state-federal early learning partnership created in this legislation would help states increase their capacity to deliver high-quality early education, while ensuring that students nationwide enter school ready to learn, and leave school ready to join a highly competitive American workforce. The state-federal partnership in the legislation enables states to create, improve and expand quality programs based on the needs of their unique communities.

We understand that investment decisions can be difficult, but high-quality early learning yields both short- and long-term economic benefits for businesses. A 2013 long-term study by the Washington State Institute for Public Policy (WSIPP) found net economic benefits of \$22,000 per child served from cutting crime, welfare and other societal costs. In the short term, early learning investments



outperform investments in construction, transportation, and manufacturing in their economic impact. Through increased economic activity in sales of goods and services, roughly \$2 in local sales is generated for every \$1 invested, benefitting over 400 economic sectors in various states.

We urge the Committee to support high-quality early childhood programs, including the enactment and full funding of the *Strong Start for America's Children Act*. Investing in high-quality early learning will ensure American businesses have a highly-skilled workforce with the knowledge, skills, and abilities we need in a competitive global marketplace.

Sincerely,

A handwritten signature in dark ink, appearing to read 'Tony Shivers', is written over a horizontal line.

Tony Shivers  
Deputy Director  
ReadyNation/ America's Edge



The Honorable John Kline  
Chairman  
Committee on Education and the Workforce  
United States House of Representatives  
2439 Rayburn House Office Building  
Washington DC, 20515

The Honorable George Miller  
Ranking Member  
Committee on Education and the Workforce  
United States House of Representatives  
2205 Rayburn House Office Building  
Washington DC, 20515

Dear Chairman Kline and Ranking Member Miller:

Shepherding the Next Generation is a national membership network of hundreds of evangelical pastors and ministry leaders. As commended in *Proverbs 31:9*, we are committed to caring for and speaking out on behalf of children living in at-risk circumstances. As the National Director of this network, on behalf of our members, I write today in support of high-quality early learning programs because they strengthen families and prepare the children they serve for success in school and in life.

As conservative-minded faith leaders, we take scriptural mandates seriously and recognize the importance God places on serving the needs of the poor (*Proverbs 14:31*). Churches across the country are doing all they can to touch the lives of the needy, but the reality is so much more needs to be done. Research is clear that without high-quality early learning, many low-income students start school behind their more affluent peers in early math, reading, and classroom social skills. This disadvantage can be difficult to overcome, and our nation's most vulnerable children can become more at-risk when early school failures impede their ability to be successful as they grow.

Conversely, high-quality early learning programs have been shown to significantly improve high school graduation rates, increase future earnings, and decrease crime among at-risk students. Most importantly, these programs strengthen families. A long-term study of the Perry Preschool Program showed that women in the program were five times more likely to be married and living with their husbands by age 27, whereas men in the peer group who were not in the program were 63 percent more likely to have had children they did not raise.

Early childhood investments can also save public money. A 2012 study by Steve Aos at the Washington Institute for Public Policy found that high-quality early education can produce net savings of up to \$15,000 for every child served.

We want our tax dollars spent on programs that are proven to really make a difference. We prefer to invest in high-quality early learning opportunities that ensure children are ready for kindergarten instead of spending significant dollars later to address educational remediation, juvenile delinquency, incarceration, or increased dependence on social services when those children are grown.



Because of our support for high-quality early learning opportunities for at-risk children, we support the bipartisan *Strong Start for America's Children Act* (H.R. 3461). The state-federal early learning partnership in this legislation would keep state control of early education, but would greatly expand the states' ability to provide access to these programs by serving families at or below 200% of the poverty line. Without this partnership, high-quality preschool programs nationwide cost an average of \$4,000 to \$9,000 per child per year, well out of the reach of many working families. This partnership would enable states to create, strengthen and expand state services, not create duplication of other programs.

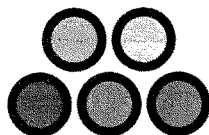
Our members are committed to making a difference for Christ. We believe that the state-federal early learning partnership in the *Strong Start for America's Children Act* is a necessary investment to make a positive difference for at-risk children.

Looking forward & up,

A handwritten signature in black ink, appearing to read "Tom Pearce", written in a cursive style.

Tom Pearce  
National Director  
Shepherding the Next Generation





### First Five Years Fund

*Several governors made early childhood education a priority last year through substantial increased statewide investments in proven early childhood programs. As we look ahead to 2014, governors from across the country have already expressed their commitment to early learning, as shown through their state of the state addresses and budget announcements. However, the reality is that states can't do it alone. This is a clear sign that increasing federal investments in early childhood education must be a national priority.*

#### National Snapshot

Despite continued fiscal constraint nationwide, state funding for pre-K increased by \$363.6 million to a total of \$5.6 billion. This represents a 6.9% increase in state investment in pre-K programs over fiscal year 2012-13, with most states having now surpassed 2008-09 levels. The total investment is \$400 million greater than pre-recession. Of the 40 states funding pre-K programs serving primarily 4-year-olds, 30 states and the District of Columbia increased funding for these programs. Ten states increased funding by more than 20%. Three states decreased funding by no more than 7.3%. Funding in only seven states remained the same.

(Source: Education Commission of the States <http://www.ecs.org/clearinghouse/01/10/34/11034.pdf>)

#### Alabama – Gov. Robert Bentley

*"There is no greater opportunity we can give an Alabama child in poverty than a chance to excel in school. So many of our children need this opportunity – but too few have access to it. The earlier they begin receiving a quality education, the better chance they have at success."*

– State of the State Address, January 14, 2014

Gov. Bentley is collaborating with business and early childhood advocates to develop a plan that would allow up to 2,000 children to participate in the state's voluntary program for 4-year-olds (an increase by more than one-third over current levels).

(Source: <http://www.montgomeryadvertiser.com/viewart/20140103/NEWS02/301030007/>)

#### Kentucky – Gov. Steven Beshear

*"I will seek legislation needed to implement the goals of the All-STARs plan which will provide far more accountability and better transparency throughout our state's early childcare system. Getting our*

*children off to a better start in life – all of our children, not just those in wealthy, two-parent households – will dictate our success as a state.”*

– State of the State Address, January 7, 2014

Gov. Beshear presented a fiscal budget for 2014-16 that would restore cuts made to Kentucky’s child-care assistance program last year. The plan proposes \$53 million be allotted for the program in 2014 and \$58 million for 2015-16. Preschool funding will also see a boost of \$18 million per year. (Source: <http://www.courier-journal.com/apps/pbcs.dll/article?AID=2014301210091&template=artiphone>)

#### Michigan – Gov. Rick Snyder

*“We shouldn’t have a wait for preschool. We couldn’t solve the problem in one year, in order to be fiscally responsible, so what I said is, ‘Let’s do a \$65 million investment in this last year’s budget.’ And it got tremendous support, because people do believe in this cause. We created 18,000 openings this last year for those preschool kids. That’s fabulous.”*

– State of the State Address, January 16, 2014

With a \$65 million investment, Gov. Snyder expanded the Great Start Readiness Program in Michigan and added 10,000 seats to the state low-income preschool program. This was the largest state-wide spending increase for early childhood education in the country, and if approved, another \$65 million increase in funding is expected for 2014.

(Source: [http://www.mlive.com/education/index.ssf/2014/01/michigans\\_preschool\\_funding\\_in.html](http://www.mlive.com/education/index.ssf/2014/01/michigans_preschool_funding_in.html))

#### New Mexico – Gov. Susana Martinez

*“It begins with making sure that every child is able to learn to read. We doubled funding for Pre-K, went from serving 4,600 students to almost 8,000. I am proposing another expansion this year.”*

– State of the State Address, January 21, 2014

Gov. Martinez’s budget proposal for fiscal year 2015 includes \$36 million in funding for Pre-K and K-3 Plus, an extended school year program for children in kindergarten through third grade. This is a \$5 million increase from last year. Preschool participation in New Mexico has more than doubled under the Martinez administration.

(Source: [http://www.demingheadlight.com/deming-news/ci\\_24863373/gov-introduces-2015-fiscal-budget](http://www.demingheadlight.com/deming-news/ci_24863373/gov-introduces-2015-fiscal-budget))

#### Indiana – Gov. Mike Pence

*“Because every child deserves to start school ready to learn, I believe the time has come for a voluntary pre-K program to help Indiana’s low-income kids.”*

– State of the State Address, January 14, 2014

As governor of one of the 10 states that does not currently fund an early childhood education program, Gov. Pence has pushed for pre-K vouchers for low-income 4-year-olds in the state through a preschool pilot program. The Indiana House has approved the legislation and it is awaiting a vote from the Senate. The proposal would provide preschool vouchers to students from families making up to 185 percent of the poverty level and has an estimated cost of \$25 million.

(Source: <http://indianapublicmedia.org/stateimpact/2014/01/16/house-approval-prek-pilot-proposal-heads-cautious-senate/>)

#### **Pennsylvania – Gov. Tom Corbett**

*“At every level, from early childhood to high school and beyond, every dollar we spend is an investment in the future of our commonwealth.”*

– Budget Address, February 4, 2014

In his budget address, Gov. Corbett called for a \$10 million increase in funding for Pre-K Counts to expand early childhood education in Pennsylvania. This funding combined with the \$51 million Race to the Top grant, is expected to expand access to high-quality programs to more 3- and 4-year-olds. The \$100 million Ready to Learn Grant that Corbett proposed will also allow school districts to build on and strengthen existing preschool programs and full-day kindergarten.

(Source: <http://www.mcall.com/news/nationworld/pennsylvania/mc-pa-corbett-budget-proposal-0204-20140204,0,6894453.story?page=1>)



## First Five Years Fund

### INVESTING IN OUR FUTURE: THE EVIDENCE BASE ON PRESCHOOL EDUCATION

October 2013

Hirokazu Yoshikawa, Christina Weiland, Jeanne Brooks-Gunn, Margaret R. Burchinal, Linda M. Espinosa, William T. Gormley, Jens Ludwig, Katherine A. Magnuson, Deborah Phillips, Martha J. Zaslow

Full Report: <http://fpg.unc.edu/node/6419>

The Society for Research in Child Development and the Foundation for Child Development commissioned a group of nationally-recognized early childhood experts to review the evidence base on early childhood education. The review included whether preschool produced short- and long-term impacts on children's school readiness and life outcomes, and the costs and benefits of preschool education. This "meta-analysis" of 84 research studies conducted over more than 40 years confirmed that quality preschool programs have a substantial impact on early learning and development and are a cost-effective investment.

#### Key Findings:

- **Large-scale public preschool programs can have substantial impacts on children's early learning.** The analysis of 84 diverse early education programs, with varying per-child costs and quality levels, estimated that on average children gain about a third of a year of additional learning above and beyond what would have occurred without access to preschool. Children attending at-scale preschool programs in Tulsa and Boston have shown even larger gains of between a half and a full year of additional learning in language, literacy, and math.
- **Long-term benefits occur despite convergence of test scores.** Evidence from evaluations of both small-scale, intensive interventions and large-scale programs suggest that there are long-term effects on important societal outcomes, such as high-school graduation, years of education completed, earnings, and reduced crime and teen pregnancy, even after test-score effects decline to zero.
- **Quality preschool education is a profitable investment.** Rigorous efforts to estimate benefit-cost ratios of preschool have yielded positive results, suggesting that early childhood education can be a wise financial investment. Estimates range from three to seven dollars saved for every dollar spent based on data from both older, intensive interventions (e.g., Perry Preschool Program) as well as contemporary, large-scale public programs (e.g., Chicago Child-Parent Centers and Tulsa's preschool program).
- **A second year of preschool shows additional benefits.** The evidence suggests that further benefits are related to more years of preschool, even though the gains may not always be as large as from the first year.
- **Higher-quality preschool programs are linked to larger impacts.** Higher-quality preschool programs are characterized by both structural (e.g., group size, ratio, and teacher qualifications) and process (e.g., learning-focused and emotionally supportive teacher-child interactions) features of quality. Such programs have larger impacts on children's development while children are enrolled in the program, and are more likely to create gains that are sustained after the child leaves preschool.
- **Important benefits are seen with targeted comprehensive services.** Early education programs that have focused in a targeted way on health outcomes (e.g., connecting children to a regular medical home; integrating comprehensive screening; requiring immunizations) have shown such benefits as an increase in receipt of primary medical care and dental care. In addition, programs that model positive interactions and provide opportunities for parents to practice with feedback have shown to enhance the effects of preschool on children's skill development.

usnews.com

<http://www.usnews.com/opinion/blogs/nina-rees/2014/02/03/republicans-should-support-obamas-push-for-universal-preschool>

## Why the GOP Should Get On Board With Preschool

Nina Rees



By Feb. 3, 2014 SHARE

In last week's State of the Union address, President Obama once again emphasized the importance of early childhood education, including pre-kindergarten. Obama has made early childhood investment a priority since he first ran for president. But this year, his proposal may have a better shot at gaining support among Republicans eager to appeal to women voters.

"Research shows that one of the best investments we can make in a child's life is high-quality early education," Obama said last Tuesday, before reiterating his request that Congress approve funding to make high-quality pre-k available to every four year old in America.

Obama also announced that while he waits for Congress to act, his administration will "invest in new partnerships with states and communities across the country in a race to the top for our youngest children," echoing his efforts to speed quality improvements in K-12 education. And the president plans to convene business leaders, philanthropists and elected officials to discuss the best ways to move forward on expanding access to pre-k programs.

[Check out our editorial cartoons on President Obama.]

The president got several things right. The first is that the benefits of early education are beyond dispute. Researchers such as Nobel Laureate James Heckman have amply demonstrated that investments in early education offer a high rate of return by raising long-term skill levels and reducing costs associated with fighting crime and poverty. Investing in kids today can be an important step in boosting lifetime success and narrowing economic inequality.

Obama is also right to emphasize "high-quality" pre-k. Not every preschool program is high-quality, and trying to find one that is can be a real dilemma for parents. Furthermore, replicating high-quality programs is extremely difficult. With thousands of different operators providing preschool services, many great programs exist, but they can't be instantly recreated elsewhere.

Greater effort is needed to identify high-quality early childhood education providers and educate parents about what to look for in a good childcare center. States and private providers, which have decades of experience studying and running preschool programs, should serve as valuable partners.

[See a collection of political cartoons on Congress.]

Finally, bringing together businesses, philanthropists and elected officials to work on expanding access to pre-k is a great way to tap into the expertise and commitment that exist across the early childhood landscape.

Many businesses now offer onsite childcare. Their motivation isn't necessarily altruistic — after all, they want to attract and retain talented professionals who also happen to be parents — but the results is that more parents are able to find good childcare programs for their kids. By providing this service to employees, businesses have more expertise in expanding access to early childhood education than might be immediately apparent.

Another benefit to involving business leaders in discussions about expanding pre-k access is that doing so could make it more attractive for Republicans to get on board.

While the president has moved forward aggressively to remake Head Start and launch Early Learning Challenge Grants to incentivize states to invest in higher-quality preschool, Republicans have been reluctant to provide funding for government-sponsored early education programs. Finding ways to encourage private employers to offer on-site early childhood education or offering greater tax breaks for working families to access high-quality programs at a childcare center of their choice could convince Republicans to back funding for early childhood initiatives.

[See a collection of political cartoons on the Republican Party.]

Politicians of all stripes have one big reason to get on board with early childhood education: Voters — particularly women — support it. As an election nears, both parties will be seeking ways to woo women voters, with Republicans eager to chip away at the gender gap. Expanding access to early childhood education through the use of tax incentives, parental choice and involvement from the business community could be an opportunity for Republicans to adhere to their principles while also backing an Obama proposal that has strong support among women.

The president's goal of expanding access to early childhood education is commendable. With a broad coalition of businesses and other private-sector organizations providing input, and this year's elections motivating both sides to score some key victories for working families, his goal could also be achievable.

Chairman KLINE. Without objection.

Mr. MILLER. Thank you.

Chairman KLINE. Hearing none, so ordered. Okay.

Mrs. Davis?

Mrs. DAVIS. Thank you, Mr. Chairman.

And thank you to all of you for being here.

Regarding the summaries that you just mentioned, Ms. Dichter, is there anything in there that would suggest that actually we are throwing too much money at this subject?

Ms. DICHTER. No. And actually, in my own experience working in the field, there is a lot at my end to suggest that we actually aren't yet investing the level of resources. I mentioned this in my opening remarks, that if we look around the country we see many gaps of children who aren't able to get services, and we have a great deal of need, still, to continue to invest to help people improve quality.

People who do the work on the ground with our children—the teachers—are very serious about wanting to have great impacts for the children that we are serving, and our ability to support them in developing the skills that they need to work effectively with the kids and with their families requires greater investment, not lesser investment in the infrastructure and in the service programs.

Mrs. DAVIS. In looking at those gaps, then—and I know there are different opinions of whether or not dollars should be focused and resources should be focused more on children who ordinarily would not get that help versus—depending anywhere where we define “middle-class families,” and we might disagree about that, as well—in the summary, to your knowledge, is there anything that really looks at having populations of students more diverse, in terms of economic levels, than less so? Because I think and there are programs where we tend to divide children in that way, and we know that parents will do just about anything to get them into the preschool that they perceive to be at the highest level when they can.

And I am just wondering, within those summaries do you see anything that really jumps out in terms of the programs that would speak to the need to really have I guess more stimulation and more diversity among those young children that are there playing together, that are learning together?

Ms. DICHTER. Sure. So I think that we know that we have a great benefit to our at-risk, low-income children from being able to participate in early childhood programs, and we certainly know from our dialogue and discussion with their families how much they want for their children's future to have the benefit of a good, quality program.

We also know that our middle-class children also derive a benefit from these programs, and if we look more broadly, I think, in society, we see that families of means basically tend to enroll their children in early childhood programs. They understand what the benefits are for the kids not only, again, on language and literacy and cognitive development, the things Dr. Yalow was talking about, but also in terms of social skills and preparation, basically, for school.

So I think that we know that there are benefits across the board, and that there are also benefits for the children to be able to be in classrooms together. If we want to have a diverse and productive society with that focus on our own economic competitiveness, some of that is starting in our early childhood programs, and being able to meet the needs of these many diverse families that we have, and to assure good quality and good access for them is critical.

Mrs. DAVIS. Thank you. I appreciate that.

I mean, part of it, I think, is this return on investment that I suspect you can find studies, and I think our witnesses have certainly spoken to that, where you don't—where they don't see the gains that perhaps they would like to see, but trying to make an argument that therefore we shouldn't provide these programs as a result of that seems—and, Dr. Whitehurst, I don't think you were making the case, necessarily, that we shouldn't have any programs whatsoever. I didn't hear that. But I think that sometimes we really do need to focus on that return on investment, and you seem to suggest that you don't think that in many cases it is there.

Mr. WHITEHURST. No. I am certainly not arguing for less investment. I am just arguing that we should target that investment to families that need it and we should do it in a way that has a system that evolves rather than as a top-down decision about what is best for all parents on Tuesday in November—

Mrs. DAVIS. Yes. Right.

Among OECD countries—and many of them, of course, have strong programs—in the summaries, Ms. Dichter, is there anything that, again, jumps out in terms of how other countries are structuring their pre-K programs versus our programs, and—where you get that kind of high quality, where you are paying teachers more, where you are valuing the fact that the teachers are really recognized for their talent in being able to teach young children and not necessarily sort at the low end of the spectrum in terms of teaching?

Dr. Yalow, do you want to speak to that?

Ms. YALOW. I would be happy to just address that briefly, because I have worked fairly extensively in Singapore and the United Kingdom as well as some other countries in Southeast Asia, and I have had the opportunity to observe some outstanding early childhood education programs. What we tend to see there is a stronger commitment, both on the policy side as well as a stronger realization on families of the importance of early childhood education.

So, for example, in programs in Singapore, when they went through not as dramatic an economic turndown as we did, but we saw our enrollments being very stable because parents appreciated that the difference they could make in their children's lives in the youngest years was going to have long-term beneficial impacts. They would make many other sacrifices before they would sacrifice high-quality early learning programs.

Chairman KLINE. The gentlelady's time has expired.

Mr. Rokita?

Mr. ROKITA. I thank the chairman.

And good morning to the witnesses. I thank you each for your testimony.



Let me start my time by acknowledging the ESEA reauthorization bill that not only passed out of this committee but is waiting over at the Senate for a hearing. As the subcommittee chairman for early childhood, elementary, and secondary education, we put a lot of time and effort into that bill, and a lot of that time and effort was spent with some of our colleagues on the Republican side of the aisle.

See, we are 10 years into what we have termed No Child Left Behind, and in that decade of experience we realized what worked with No Child Left Behind, what is working, and more importantly, what is not working. We realize that accountability is a good thing, and that has been discussed here.

But we also realize that the best people to determine what success is lies with our parents, our teachers, taxpayers at the local level. The reauthorization that I am talking about trusts those people more than bureaucrats in Washington. No offense. Present company excepted, and we will get to you in a minute.

And that is the key difference here. And the architect of No Child Left Behind, the speaker of this House, even voted for our reauthorization, coming to the same conclusion.

What we really need in this town, and it should be no surprise to any of the witnesses, is leadership. Let the bill be heard in the Senate. What could it hurt? What is the problem?

In the research that I did in preparing that language, I went to a place called EduCare that was built in the—right on what would have been the shadows of the Robert Taylor Homes in Chicago, and what I saw there was no less than amazing. And I will just bring up for the record a couple of those observations.

First of all, they were trying, in an early childhood education environment, to teach kids whose parents were never parented. So now we are in second and third generations here, and so part of their contractual relationship that they have is that the parents come in to learn how to be parents. And I found that amazing.

The second thing I found was that they were mature enough—the leaders of this institution or organization were mature enough and responsible enough that when they started the first time they found some things that weren't working. They actually suspended the program. They stopped taking people's money and worked out what was going wrong and then started again.

And you can correct me or tell me if that happens throughout these programs and throughout these different schools. I am happy to be educated further. But I found that really amazing and appreciate it.

There has been some comment made that the ESEA doesn't authorize or spend any money in this area, and that is wrong. For the record I want to say that in Title I for fiscal year 2014 we are allocating \$14.385 billion. Two percent of \$14.385 billion is about \$288 million, and that is the amount that the CRS, the Congressional Research Service, says that is used to support preschool services.

So I understand the point that might have been made, that dedicated funds may not be siloed, but again, when you look at the approach of ESEA reauthorization you see that we want that flexibility in there because why? We trust parents, teachers, local tax-

payers more than any other bureaucrat—than a bureaucrat in Washington. We believe they know what is best for our kids than anyone in this town.

Ms. BROWN, I am running out of time. How long have you studied the federal government?

Ms. BROWN. How long have—

Mr. ROKITA. Yes.

Ms. BROWN. More than 25 years.

Mr. ROKITA. Yes. Do you know of any bureaucrat that you have ever met that knows the children of Indiana better than Indiana's parents, teachers, and taxpayers?

Ms. BROWN. I can say no to that.

Mr. ROKITA. Thank you.

What is your definition of "duplication," a duplicative program? Do you have an official definition at your agency?

Ms. BROWN. Yes. The official definition for "duplication" is programs that serve the same children at the—with the same purpose and serve the same children.

Mr. ROKITA. Right. Have you ever met a—have you ever seen a duplicative program under that definition?

Ms. BROWN. In the food assistance area, we have done some work in that and have seen a number of cases where there might be programs that could or do serve the same population. Sometimes that is okay because there might be a need for different entry points for families, and sometimes that can be a problem.

Mr. ROKITA. I am yielding back the microphone. I would say that maybe we should consider in that definition overlap and fragmentation as better ways to determine what duplication really is.

Thank you.

Chairman KLINE. The gentleman's time has expired.

Mr. Scott?

Mr. SCOTT. Thank you. I am sorry.

Ms. DICHTER. I just wanted to say how delighted I was to hear that you had been to visit an EduCare program. And that is, of course, such a powerful example of the kinds of things we are talking about—coordinating the different funding streams we have to try to, in an intensive, very reflective way, establish high standards, lots of assessment of the children—I think Dr. Yalow talked about that to inform practice—good partnerships to the families.

These are the kinds of things that we work on at the state level with local partners in this coordinated way, but they are also exactly the kinds of things—because it is hard. It is very hard work. You saw that. To be able to do that, why these issues around needing more resources, basically, and being able to deliver more support to the states to be able to help pull this together, really set a strong foundation, are important.

Mr. ROKITA. I appreciate that.

Will the gentleman yield for 30 seconds?

Mr. SCOTT. I actually wanted to follow through on the question you had asked. Go ahead.

Mr. ROKITA. Thank you.

I would just say, I appreciate that, and I just don't understand when we can't determine, based on—for a lack of data, where the duplication is, where the overlap is, where the waste, fraud, and

abuse is, how we can then conclude that automatically we need to spend more money. I believe in targeting the money, but just to say we need to throw more money at something when we can't even show that the money currently being used is being used efficiently is the wrong approach.

I yield back.

Mr. SCOTT. Thank you.

And I wanted to follow up on the difference between overlap and duplication. You are not suggesting that the same child is in actually two different programs, are you?

Ms. BROWN. Okay, there are two answers to that. One is that it is possible that the same child could be in two different programs, and it might be something like Head Start in the morning and daycare in the afternoon.

Mr. SCOTT. But basically by duplication you mean the child had two programs serving the same area, but not that the same child is in two programs.

Ms. BROWN. Right. The only—

Mr. SCOTT. And so there is a difference between overlapping services and duplicated services.

Ms. BROWN. We tried to think about instances in these types of programs where there would be true duplication, and most of the examples we came up with were cases where there might be inappropriate or improper use of funds, like, you know, someone was, you know, had—claimed that they had a child enrolled in a program or something like that. And unfortunately, when you have this many programs that are operating similar services that kind of opens the door for—

Mr. SCOTT. Well, sometimes the overlap is helpful because, as we have heard, some programs are more appropriate for some students than others, and if you have overlapping programs they would be able to choose, but the same child isn't going to be in kindergarten and Head Start at the same time.

Ms. BROWN. Right. I mean, it is very possible that a child might be in a family daycare home and be receiving Child and Adult Care Food Program, and that may be appropriate.

Mr. SCOTT. That is not the normal case of duplication.

Let me just move on to another question. There have been a lot of studies that have been referenced, and I think the consensus is that the early childhood education is extremely valuable.

Ms. Brown, can you say how valuable it is in reducing the achievement gap?

Ms. BROWN. That is not my area of expertise.

Mr. SCOTT. Ms. Dichter?

Ms. DICHTER. Yes. I am happy to talk to that.

So, from where I sit, we have lots of evidence of the important role that early childhood education does play in reducing the achievement gap. I think you are probably aware just of recent studies revalidating work from a couple of decades ago around vocabulary gaps for children basically with less economic resources, and those vocabulary gaps start pretty early and they have a big influence in terms of something I think we all know is very important.

We want our kids to be good readers, right? We want the great command of language and vocabulary for them, you know, particularly by the time they are in third grade. And I think that we know when we have a high-quality program that is very well focused it can do a lot to help us with closing those kinds of vocabulary gaps and setting up our children very well for their participation in school and to get a really great benefit from the school years.

Mr. SCOTT. And also, does it have an effect on future dropouts?

Ms. DICHTER. And we can see, if we carry this trajectory out what we are able to see is that we have better persistence for kids who are less advantaged who have been in high-quality programs at high school graduation. We see that in terms of crime reduction. We see this in terms of earnings and productivity—

Mr. SCOTT. Teen pregnancy?

Ms. DICHTER.—the ability to participate in college and post-secondary education.

Mr. SCOTT. And what about teen pregnancy?

Ms. DICHTER. And also teen pregnancy. There are also health effects. I think Dr. Heckman, Nobel laureate, who has taken a big interest in our area, has been doing some really important work in this area to be able to show us the range of effects.

And I think I mentioned before that we want our children to be on a pathway to productive adulthood and to be helping, actually, with the maintenance of a competitive economy in this country. Early childhood is not the only solution, but it is certainly part of the solution that we have in terms of the future that we are trying to build for ourselves and our children.

Chairman KLINE. The gentleman's time has expired.

Mr. Thompson?

Mr. THOMPSON. Thank you, Chairman.

And thanks to the panelists, the witnesses for speaking on this very important issue when it comes to education.

You know, all the information that has been presented, it seems like there is a lot of variance in terms of the outcomes here. And most importantly, it seems they are really questionable of the sustainability, which is probably the most important thing, that the outcomes that are achieved have—are sustainable, as they hit the, you know, the primary school years and continue on to secondary.

And certainly there are many different paths to assuring our kids a great start in life, and so, Dr. Whitehurst, just real simply, from your perspective, what should we be doing? What would work and what would be effective? What would be sustainable, that these kids keep those outcomes and they grow with as the kids grow?

Mr. WHITEHURST. Well, there are a lot of things that I think are important. I think the first thing that may be important is to stop thinking about an investment in a 4-year-old as somehow more important than an investment in a 5-year-old. Kindergarten is as important as pre-K, and first grade is as important as kindergarten.

So I think one of the things we need to be thinking about is the larger impact of these programs on the lives of the people involved—their ability to work, their ability to get additional education and training.

Within that, I think we want programs that provide what children are not getting at home. So with regard to the vocabulary gap, it certainly does exist so we want programs that provide rich stimulation that enable children to learn words and learn things about the world that they would be learning in a middle-class family that might not be learning in their family of birth.

And as we are able to collect information, which is really hard to get now, on which programs and which teachers are doing that well, I would hope that we would have incentives in place that would encourage centers to do better and teachers to do better and would enable parents to know what they are getting into when they choose to let their child off at the door and let that child have 6 or 7 hours a day in the care of other people.

Mr. THOMPSON. In terms of, you know, as—parents dropping those kids off, putting them in the hands of what you hope are qualified and obviously caring professionals, which I think many are, but does input data like a preschool teacher's credentials have—if that has little impact on a child's learning, what factors are important to determining the, you know, the effectiveness? Because I think when it comes to education, you know, the number one factor is obviously the teacher. Most important asset that we have, in terms of education and learning.

Mr. WHITEHURST. Right. That is, I think, extremely important. I think we have learned that lesson in K-12. The evidence is there that the most important influence is not the school the child attends but the classroom and teacher that the child experiences, and we seem to have lost that lesson in pre-K, where we are focusing mostly on centers and not on classrooms.

Unfortunately, the other lesson we have learned in K-12 is it is very hard to tell what makes a good teacher except observing teachers and finding out who is good and who is not. And I think that is surely the case in pre-K, as well.

The evidence is pretty strong that credentials are not predictive of the quality of adult-child interactions in pre-K, and I think we need to focus on professional development that will help. Some will, some not. And I think we have—need systems in place that carefully evaluate teacher performance in the pre-K arena and do what we ought to be doing, and that is encouraging the good ones to stay in the profession by paying them a living wage and getting the bad ones to do something else.

Ms. DICHTER. Yes. I just wanted to mention, in the area of supporting our teachers in the early childhood education setting, that one of the things early childhood has been doing for quite some time is actually creating good instruments to be able to go in and conduct classroom observations—observations of teachers interacting with children, observations of learning environments for the kids.

And so, certainly in our programs we incorporate these kinds of instruments and tools into our overall statewide programming that we are doing, and it is part of our accountability measurement.

Mr. THOMPSON. I think that speaks to an important part of education, and that is making sure that the supervisors—whether they call them head teachers, or principals, or whatever the title is—that they are prepared to perform those supervisory duties to in-

crease the individual's performance whom they are supervising. I think that first and foremost is a responsibility.

Mr. Chairman, in the event of changing colors, I yield back.

Chairman KLINE. Perfect timing, Mr. Thompson.

Mr. Holt, you are recognized.

Mr. HOLT. Thank you, Mr. Chairman.

I thank the witnesses.

Ms. Dichter, you present a strong case about the successes in your state. I think we could equally well have a witness from New Jersey because we have had, through court order, tens of thousands of children in many parts of the state now, under the Abbott v. Burke order, tens of thousands of students receiving high-quality early childhood education.

It is worth pointing out, and I will summarize quickly, before these programs were mandated and put in place, fewer than 15 percent of pre-K classrooms were good to excellent; a quarter of them were worse than minimal quality. That is all turned around. There are essentially none that are in the "poor quality" and very many in the "good to excellent quality" in classrooms.

But more important, the estimated effects on the kids—or the demonstrated effects on the kids, I should say, are substantial and persistent. And they go a long way toward closing the achievement gap between low-income children and more advanced children.

The Abbott program in New Jersey has shown positive effects on children's cognitive and social development—immediate and lasting—on school progress and educational attainment, on social behavior. So, you know, it is important to look at that.

And yet, today's hearing begins—and I would like to address this to you, Ms. Dichter—begins with the chairman talking about all of these federal programs. Mr. Miller, I think, in his colloquy with Ms. Brown, established that there really is a need for some of these diverse programs.

But really what I wanted to ask you, as somebody who is running statewide programs, having to coordinate these many different programs, as we have had to do in New Jersey, is that really the problem? Is the fragmentation of different programs the problem here, or the principal problem that we—the starting problem for us to look at here today?

Ms. DICHTER. Thank you so much, and I am glad you brought up Abbott, of course. It is really a fantastic program and a great benefit for the children of New Jersey and their families.

In terms of the principal issues, I don't—I at least spend time coordinating our programs. We have good partnerships, basically, with the various programs. I don't see the issue as being one of duplication or an issue of fragmentation, you know, or overlap.

I actually see that our biggest issues are resources so that we can meet needs appropriately, and appropriate partnership between the states and the federal government so that we can both do the work that is contextual within the state about our frameworks for quality, but with good support and good linkage with the federal government.

So from where I sit—and I think I said this in my remarks—you know, a big issue is resource development for us, and making sure that we are able to be clear about meeting the needs of the various

targeted populations. We have a lot of diverse families, a lot of diverse children whose needs that we are trying to meet.

So for me, yes, we need more resources in our big programs, like Head Start and the Child Care and Development Block Grant, and we would also have a very good benefit from establishing some additional federal funding, you know, as suggested in certainly one of the bills here to be able to assist and to make sure that we can do a great job. Our families do expect, when they are enrolling their children in our programs, that we wouldn't allow them to be open unless they were high-quality offerings for them.

And of course, as we have been discussing, there is a lot of ongoing need to do quality improvement. So the resources are really necessary, from where I sit, to be able to make sure that as parents enter the door with their kids they get what they are expecting from our programs.

Mr. HOLT. Thank you.

My time is almost up, so I will ask the witnesses to supplement their testimony if they choose to in writing to address the fact that economist James Heckman says that the highest return on investment is in the first 3 years and the highest return in that comes from attention to instruction—the instructors, the caregivers, the educators. So if you would care to supplement your remarks about 9-month to 24-month programs and contributions, I think that would be helpful to us. Thank you.

Chairman KLINE. Gentleman's time is expired.

Ms. Bonamici?

Ms. BONAMICI. Thank you very much, Mr. Chairman.

I am from the great state of Oregon, and last week our Oregon Department of Education released the results of its statewide kindergarten assessment, and this test asked incoming kindergartners to name capital and lowercase letters, and they found that the average 5-year-old, when looking at a page containing 100 combinations, could name just 18.5 on average. When asked to pronounce letter sounds the study found that the average student could pronounce only 6.7 on a page of 110.

So our governor has called these results sobering. He said that Oregon has had a scattershot approach to early childhood education, and I know that the state is looking at making some changes.

And indeed, too many qualifying Oregon students are left out of public preschool programs. Only about 7 percent of all 3- and 4-year-olds are able to take part.

So Oregon is taking steps to remedy the problem at a state level, creating early learning hubs to focus the efforts and strategies of educators and social services, school districts, and health care providers.

So, Ms. Dichter, would you please discuss how effectiveness can be increased if there is a coordinated effort across all sectors that involve early childhood education? And also, please compare the expected results of coordinating these programs versus consolidating or eliminating them, as has been suggested.

Ms. DICHTER. Sure. I am happy to do that.

So I think that as we approach this work in Delaware, what we do across the programs—I mentioned our Delaware Stars effort—

is to have an approach that integrates research-based standards, improvement supports for our providers, and of course, financial incentives for them so that we are able to work within our unique context, as you would be doing in Oregon, to be able to meet local needs and to take advantage, actually, of the network of existing programs, whether they are offered by schools, through child care or Head Start, to be able to bring things together.

We also work, then, to take advantage of social media and other opportunities to really work with our families so that they become aware of our Stars framework and are able to use that to guide their own program selection, and we are able to be very transparent with people about where the programs are and where things are going.

So it does take a lot of energy. It is dynamic work that we are able to do.

But it is actually work that excites everyone in the community. Not only do we hear this from our families who are excited about this and how we are working with them, but the network of providers actually welcomes this approach because it is unifying for them.

One of the issues—and I think you raised this as you were talking about the experience in Oregon—is needing to make sure that we have really good connections between our early childhood programs and our K–12 system. And you can get some of that when districts choose to offer early childhood, but not all districts want to, and there are well-established players—you know, we are sitting with a good example of that here—who are in the game and have been offering a lot to our children and families.

And so this kind of approach actually can be very unifying because it allows us to do more building of that continuity for children and families and, actually, across the teachers, as well, as they are moving from the early childhood setting into the kindergarten and above setting.

Ms. BONAMICI. Thank you. And I want to follow up with another question.

Thank you for continuing to mention families. Early childhood education is a pillar of the Women's Economic Agenda, and the premise is when women succeed America succeeds. The President mentioned that the other evening in the State of the Union.

One statistic in Oregon's recent study struck me as particularly telling but not surprising. The two school districts with the highest performance—one happens to be in my district and one just outside of it—also had the lowest incidence of child poverty in the state. And conversely, the two districts with the lowest scores had the highest rates of child poverty. And I don't think that is surprising, but it is quite troubling.

Would you please discuss whether these results are generally consistent with what we know about the role that poverty plays in a child's ability to start kindergarten prepared to learn and discuss what we know about the importance of continuing to address poverty as a barrier throughout a child's educational career? And my time is about to expire, so—

Ms. DICHTER. Okay. I will briefly say yes, basically those results, I think, are not surprising to us. There is a disadvantage, basically,



that we need to work to be able to provide appropriate support, classroom-based partnerships with families.

They are critical regardless of family income, okay? Parents are first and foremost responsible. Early childhood working successfully in partnership with families across all economic strata, is a critical part of my definition of a good program that will yield better results for children.

Ms. BONAMICI. Thank you.

And my time is expired, but I would appreciate hearing from the others in writing after the hearing because I am out of time.

Thank you, and I yield back.

Chairman KLINE. Thank the gentlelady.

We have reached the end of our questioning period. Before I thank the witnesses I would like to yield to Mr. Miller for any closing remarks he might have.

Mr. MILLER. Thank you.

Just, Ms. Yalow, you wanted to quickly respond to something Ms. Bonamici asked, if you want to take a minute?

Ms. YALOW. I just wanted to second Ms. Dichter's comments about the importance of—and really emphasize the importance of informing families about the choices that are available to them. There are multiple options that families have, and we do not do as good a job as we can do of letting parents know what different options they have so that they can make the choice that is best for their child and for their family. Thank you.

Mr. MILLER. Thank you very much.

And thank you to all the witnesses for this morning.

Ms. Dichter, thank you for making the extra effort to get here. You could have called in and everyone would have said she is snowed in or iced in, I guess was the trick.

But thank you. And I think your testimony was very important because what you are doing in your state is exactly what we would like to see the states do, is to take the responsibility, knit the programs together, have a continuum of care and learning for these children, recognizing the sociological differences and economic differences. But the goal is the same for all of the children in Rhode Island or California.

I happen to have much more confidence in your state, in my governor and others, who are trying to knit this together from kindergarten to transitional kindergarten to early learning and all of those opportunities. And why are we doing it? Because we know it makes a difference.

Every family that takes the time to read to their children, to describe colors to their children, that sits—even families where they don't know English or they can't read to their children, if they show that the action is important the children are different, okay? And the largest pay raise that most middle-income families will get is the day their child leaves child care and goes to the public schools, okay? It is a big payday.

But it is important they make the sacrifice to make it. Other families don't have the wherewithal to do that, so we are trying to provide that.

But I almost think like we are—because President Obama has suggested this program we are developing a class of sort of like,

you know, child care deniers, early learning deniers. The evidence is compelling. It is validated by families who will do anything to get their child into the best early learning atmosphere in all of Manhattan. They will cheat, they will lie, they will do whatever it takes to get their kids to understand the principles of life.

But yet we are going to have a denial here. I don't know quite why we are denying it. When we shut down the federal government they immediately ran to the floor and said, "Open up the Head Start centers. We are hearing from Head Start parents. It is important that we not miss a lot of days of Head Start for these children."

Title I—sequestration cut it across the board. They immediately restored it now in the first chance they had with the appropriation—and they put in the new money for Head Start and for the expansion programs.

They want the states to control it but they don't want the states to have the resources to do it. It is a little schizophrenic here. They understand—America has come to understand, families have come to understand—the importance, and the brain science is compelling, whether you want to get this.

We are all aware of the very toxic trauma that children can live in, and we know the impact. We also know the impact of the opposite of that: an enriched environment, a sustained environment.

Even in low-income families, even in the poorest families, even in homeless families, that can be transmitted, and we have to meet these children and these families in these various settings, whether they are homeless—I remember the struggle we went when Ed Meese decided that, you know, they were homeless because they wanted to be, and then we had to find out what school they could go to, what their address is, and all of that.

Well we try to provide services because we don't want to lose those children. We don't want to lose those children.

And the fact is, we can keep denying, you can say the Perry study is 50 years old—it has been updated all of the time, all through these generations, and it has been supplemented by others, and just the evidence of parents, the evidence of school teachers. And the fact is, if you take kids out of a really good early learning situation and you dump them, as you do in my congressional district, into some of the worst-performing schools in the state—yes, they are going to start losing ground.

So you have got to build that tradition, and we are in the effort of trying to do that with the rewrite of ESEA. And we are giving that to the governors with more authority.

So I think we are on a track here that is supported by both parties, but one part just can't quite step up to provide the resources to do it. And yet every day the validity of the impact and the importance to students is—and here we are sitting here with the public and the private effort—many cases a public and private partnership in a number of states, as you point out, Ms. Yalow—and that is true in my state, California. Obviously, you know that very well.

And so what is that last kernel of evidence that is going to make you understand that this is important, that government should be doing it? You can keep fooling around with there is duplication or what have you.

Yes, we have programs for homeless kids and programs for kids with disabilities and programs with kids with autism and, you know, with special populations, and we have to sometimes feed kids at the summer playground as opposed to the school, so we have a summer recreational feeding program and we have an early morning program, we have an afternoon program because that attracts mentors to work with the kids after school. Yes, these are special settings where people find themselves, their children, where they can take advantage of the best of what this country has to offer with respect to its educational systems and its child development systems.

But I guess the debate will continue to rage. It is a tragedy because every moment we fail to empower you with the resources in Rhode Island or California or anywhere else to form these partnerships, to develop this data which is so critical—so critical in this day and age in terms of real-time information about children—we just postpone the future for these children day in and day out.

Thank you.

Chairman KLINE. I thank the gentleman.

And I thank the witnesses for being here today, for your testimony.

Just a couple of comments. Listening to the word “deniers,” I don’t think there is anybody at this table and the witnesses’ dais that is denying the importance of early childhood education.

Some of us who may be in the denying thing by inference, we put together this hearing that calls this “The Foundation of Success,” so there is not any denial here that I have been able to see that early childhood care and education are important.

We sadly do not have unlimited resources. I know some don’t agree with that, but we don’t have unlimited resources so we are trying to answer the questions, what is working here, what is not?

One of the questions that came up was: All these programs—some 45 programs identified by the GAO—are they fragmented? Well, seems to be they are. Is there duplication?

There is no suggestion in your report, Ms. Brown, that there is duplication.

We are not claiming that.

But there is fragmentation, and is there a better way to bring them together? And the GAO report said yes, there ought to be an interagency working group here that tries to work through this stuff so we get better return on those limited resources.

And Dr. Whitehurst said look, we ought to be focusing our efforts here on the children that need this the most—on lower income. Because I think that, at least certainly in many cases that I know of, there are children who are doing very, very well without any formal pre-K education. They typically come from family with their own resources—perhaps a stay-at-home mom or dad or somebody is there with them who is addressing that vocabulary growth, reading with the children. But that is not available everywhere, and we all know cases—we have talked about the impact of poverty, for example—where there clearly you don’t have that.

And so it seems to some of us that we probably ought to be looking at where we are going to focus those limited resources so that we get the most back.

States have been claiming how good they are. I am from Minnesota. We actually have very excellent pre-K education, so I would put that in. I can't let New Jersey and Delaware and so forth get by with it.

We would like to see that this foundation for success is developed properly. You have been very, very helpful today as witnesses. I thank you for being here.

And, Ms. Dichter, as Mr. Miller said, you get sort of extra double gold stars or something—however how many stars we can award—because when you weather the weather and the trains and I don't—were there any planes involved? I guess not. Just trains and taxis.

Ms. DICHTER. Just trains.

Chairman KLINE. Anyway, thank you all very much for being here.

We are adjourned.

[Additional Submissions by Mr. Holt follow:]

“The Foundation for Success: Discussing Early Childhood Education and Care in America”  
February 5, 2014  
Submitted to the Record on February 18, 2014 by  
Representative Rush Holt (NJ-12)

I submit for the record a letter that I received from University of Chicago Economists James J. Heckman and Seong Moon in response to Dr. Grover J. “Russ” Whitehurst’s testimony.

As the House Committee on Education and Workforce considers proposals to improve and expand quality early care and education programs for children throughout the country, we cannot overlook or ignore the vast body of credible research that demonstrate the positive outcomes and cost savings of high quality early childhood programs.



## DEPARTMENT OF ECONOMICS

1126 East 59th Street  
Chicago, Illinois 60637

James J. Heckman  
Henry Schultz Distinguished Service  
Professor of Economics

February 14, 2014

Congressman Holt  
1214 Longworth HOB  
Washington, DC 20515

Dear Congressman Holt:

At a recent House Committee on Education and the Workforce hearing on early childhood education, Grover J. "Russ" Whitehurst from the Brookings Institution made a number of misrepresentations of the scholarly literature on the effectiveness of early childhood programs. Among other incorrect claims, he said that "there is reason to be skeptical that widely deployed state and federal preschool programs could produce the return on investment that has been attributed to Perry and Abecedarian." The facts speak to the contrary based on a thorough and careful analysis of outcomes produced by the Perry Preschool Program.

Perry and Abecedarian show significant returns from investing in early childhood education for disadvantaged children, even when adjusted for chance. Using a 5% significance level, one would expect in testing 100 hypotheses of no treatment effect that 5 out of 100 would be "significant," just by chance. Methods have been developed that taken this possibility into account. We are confident that state, federal and private early childhood education programs that model Perry can deliver a 7-10% annual return on investment, which is comparable to the post World war II return on equity in the US stock market. This return accounts for the full costs of the program including the welfare loss of collecting taxes to finance the program See Heckman et al 2010a.<sup>1</sup>

Mr. Whitehurst based this part of his testimony on a misrepresentation of a flawed study by Michael Anderson, claiming that "the findings from the studies of Perry and Abecedarian are in doubt because the researchers collected data on several hundred outcomes and did not adjust for the likelihood that 5% of those outcomes would appear to be statistically significant simply on the basis of chance. When the data are properly analyzed most of the differences disappear."<sup>2</sup> The opposite is true. Anderson shows that his results for girls cannot arise just from chance. Unfortunately, he uses an outmoded method to account for the multiplicity of hypotheses tested, more commonly known as "cherry picking significant results," and stronger results are found when up to date methods are used.

Our own independent work adjusts for compromises in randomization in the Perry study and uses state-of-the-art methods for correcting for the effect of testing multiple hypotheses. It does not use the arbitrary and uninterpretable indices constructed by Anderson, which group many

diverse outcomes into a single index. We find statistically significant results for both boys and girls that cannot be explained by chance.

Our widely accepted analysis of Perry outcomes (Heckman 2010b<sup>iii</sup>) shows that significant differences between treated and untreated (control group) children (boys and girls) do not disappear even after accounting for the possibility that some outcomes may appear significant just due to chance alone. An analysis of 715 outcomes in Perry Preschool data has shown that more than 20% of outcome variables from the entire data turn out to be statistically significantly favored for the treatment group—and different at the 5% significance level. At 10% significance level, this percentage increase is above 30%. See the table below. If the outcomes arose just by chance, the percentage of “significant” outcomes would be at the level of significance stated in the left hand column. In fact, the percentages significant are far higher for all levels of significance chosen.

**Table 1. Overall Percentage of Statistically Significant Outcomes: Perry Preschool Program**

	All	Male	Female
% of outcomes significant at 1% level	7%	3%	7%
% of outcomes significant at 5% level	23%	13%	22%
% of outcomes significant at 10% level	34%	21%	31%

Source: Heckman et al. (2008)

Note: A total of 715 outcome variables are tested; 269 outcomes before age 19; 296 outcomes from age-19 interview; 95 outcomes from age-27 interview; and 55 outcomes from age 40 interview.

In short, we believe that policymakers can have confidence in the Perry results, even if the study had a relatively small sample size. Experiments with small samples sizes usually do not produce statistically significant results. Yet statistically significant results are found in Perry and they survive batteries of procedures that avoid “cherry picking” a few significant results and conservative statistical procedures that account for small sample inference.

Mr. Whitehurst’s attack on Perry cherry picked one study without considering the full body of evidence and doing a careful analysis of the data. My colleagues and I stand by our analysis of Perry and the value of its outcomes. And we welcome any empirical researcher—professional or self-styled—to challenge our findings based on the data.

In a recent and ongoing analysis of the Abecedarian Project, we find comparable strong evidence of program effectiveness for both boys and girls through age 35. We find strong and significant benefits of early interventions on adult health for both men and women.

Mr. Whitehurst also claims that any findings from the Perry and ABC programs are not relevant for the current environment. He ignores a huge body of evidence that the essential features of these programs (caregivers interacting with small groups of children, providing individual attention and feedback, mentoring and emotional and cognitive stimulation)—all features of successful parenting—are the ingredients of all high quality programs. The lessons from Perry and Abecedarian are relevant today. They constitute long run evidence (to age 40 for Perry and age 35 for Abecedarian). Many of the studies Mr. Whitehurst cites have only short-term follow-ups. A major lesson from the Abecedarian and Perry studies is that short-term follow-ups provide misleading predictions of long run outcomes. It is the long run evidence that should receive the largest weight.

Mr. Whitehurst also claims that the evidence from the recent Head Start experiment "proves" the ineffectiveness of that program. He fails to properly describe the deep flaws in that experiment. First, it has only a short-term follow-up and provides no guidance on the long-term consequences of Head Start. Second, and more fundamental, the experiment is badly flawed as a study of the effectiveness of early childhood programs. Many children randomly denied access to one Head Start center and assigned to the "control group" of the experiment participate in other early childhood programs, sometimes at other Head Start centers.

In summary we feel that Grover Whitehurst's testimony regarding Perry, Abecedarian and Head Start does not adequately represent current knowledge in the field and should be weighed accordingly.

Sincerely,



James J. Heckman  
University of Chicago



Seong Moon  
University of Chicago

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<sup>i</sup> Heckman, James J.; Moon, Seong H.; Pinto, Rodrigo; Savelyev, Peter A. & Yavitz, Adam Q. 2010a. "The Rate of Return to the HighScope Perry Preschool Program," *Journal of Public Economics*, 94, no. 1-2: 114-128.



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- <sup>ii</sup> Anderson, Michael L. 2008. "Multiple Inference and Gender Differences in the Effects of Early Intervention: A Reevaluation of the Abecedarian, Perry Preschool, and Early Training Projects," *Journal of the American Statistical Association*, 103, no. 484: 1481-1495.
- <sup>iii</sup> Heckman, James J.; Moon, Seong H.; Pinto, Rodrigo; Savelyev, Peter A. & Yavitz, Adam Q. 2010b. "Analyzing Social Experiments as Implemented: A Reexamination of the Evidence from the HighScope Perry Preschool Program," *Quantitative Economics*, 1 no. 1: 1-46.

[Additional Submissions by Ms. McCarthy follow:]

Rep. Carolyn McCarthy

Statement for the Record

“The Foundation for Success: Discussing Early Childhood Education and Care in America”

As a nation, one of the most important and rewarding things we can do is to invest in the education of our children. They are the workforce of tomorrow and ensuring their success not only improves the future of our economy, it helps to improve our country’s national security as well. As Ranking Member of the Subcommittee on Early Childhood, Elementary and Secondary Education, I have used my platform in Congress to stress these points, particularly, the importance of investing in early childhood education.

I am the proud sponsor of the Providing Resources Early for Kids (PRE-K) Act which provides grants to states to enhance or improve the quality of their pre-school resources. As the President highlighted in his early education budget initiative, responsible investments in early education should be federal-state partnerships. The PRE-K Act follows that philosophy of shared responsibility in the name of expanding access to preschool and promoting commonsense standards of quality nationwide. Investments to improve teacher-student ratios, implement rigorous curriculum and expand financial incentive opportunities for teachers are just some examples of qualified usages of grant funding under my legislation.

There are undoubtedly many pathways to successful investment in our children’s education, but doing so at an early stage is critical to students’ success in developing the cognitive skills that will prepare them for higher education and life. Children who attend high quality preschools are more likely to graduate from high school, less likely to commit crime, and often grow up to be more productive members of society.

Congress has a duty to promote proposals that will help to facilitate economic success now and in the future. I ask that you join me in supporting early education initiatives and the PRE-K Act.



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Written Testimony Submitted for the Record to the  
**House Committee on Education and the Workforce**  
For the Hearing: **"The Foundation for Success: Discussing Early Childhood  
Education and Care in America"**

On behalf of  
**Otha Thornton**  
**President**  
**National Parent Teacher Association**

February 5, 2014

National PTA submits this testimony to the United States House of Representatives Committee on Education and the Workforce for the hearing on Early Childhood Education and Care in America.

As the nation's oldest and largest volunteer child advocacy association, National PTA has made a difference in the education, health and well-being of America's children. With more than four million members and 22,000 local units in every U.S. state, the District of Columbia, Puerto Rico, the Virgin Islands, and Europe, PTA continues to be a powerful voice by advocating for federal policies to improve educational equity and opportunity for all children and their families. Today, PTA submits testimony to this committee in support of strengthening and increasing the federal investment in new early learning programs so that every child can reach their fullest potential.

PTA has a long history of supporting effective early childhood education for children from birth to age five. Research shows that providing effective, targeted supports and interventions to children and parents starting at birth prepares children for later academic and career success, including increasing high school graduation rates by 31 percent, college attendance by more than 80 percent, and employment by 23 percent.<sup>1</sup> For this reason, PTA advocates for federal and state incentives for high-quality child care and preschool programs. Further, PTA advocates that programs should be affordable and accessible, developmentally appropriate, coordinated at all levels (federal, state, and local) and characterized by high standards for teaching, health, and safety. Finally, PTA strongly encourages the inclusion of a robust family engagement component in all early education programs.

Given this committee's objective today to examine existing federal early childhood education programs, PTA takes this opportunity to highlight the successes of current programs, placing particular emphasis on the demonstrated accomplishments of those programs which incorporate a strong family engagement component. Research indicates that cradle to career family engagement



in education results in a number of positive outcomes. Effective family engagement improves student achievement and reduces the dropout rate, regardless of parents' education level, ethnicity, or socioeconomic background.<sup>2</sup> Family engagement in education is also cost-effective; it can raise student academic achievement so substantially that schools would need to increase spending by more than \$1,000 per pupil to gain the same results.<sup>3</sup>

Head Start, which provides comprehensive early childhood education and health services to low-income children in order to promote school readiness, includes a strong family engagement component. Head Start's family engagement programs build relationships with families that support:

- Family well-being and positive parent-child relationships
- Families as learners and lifelong educators
- Family engagement in transitions
- Family connections to peers and community
- Families as advocates and leaders<sup>4</sup>

Research demonstrates the benefits of this inclusion. In a recent study of nationally representative Head Start programs, researchers from the University of Pennsylvania found that parents of children enrolled in Head Start programs spend more time reading, attending museums, and engaging in academic activities with their children. The study also found that fathers who do not live with their children spend more time with them when they are enrolled in Head Start and continue to do so after their children have left the program.<sup>5</sup> However, many eligible low-income 3- and 4- year old children in the United States do not have access to this benefit because of a lack of program availability.

PTA therefore recommends new federal support be given to allow access to high-quality public pre-kindergarten programs for every child and that these programs achieve high standards for teaching, require the use of evidence-based health and safety standards, and include expanded family engagement initiatives. We also encourage the use of federal incentives for states and local districts to use existing Title I ESEA-NCLB funds toward high-quality early childhood programs for eligible children ages 0 to 5.

National PTA respectfully asks for increased federal prioritization and investment in early childhood education programs. We applaud this committee's stated and renewed commitment to providing our children an early start on the path to success. We look forward to working with you to improve the life of every child, beginning as early as birth. If we can be of assistance in these efforts, please contact Jessica Seitz, Education Policy Analyst, at [jseitz@pta.org](mailto:jseitz@pta.org) or (703) 518-1249.



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<sup>1</sup> Ready Nation. (2012). Business Case for Early Childhood Investments. Washington, DC: America's Promise Alliance. Available online at: [http://www.readynation.org/uploads/20120409\\_ReadyNationBusinessCaseLowRes.pdf](http://www.readynation.org/uploads/20120409_ReadyNationBusinessCaseLowRes.pdf)

<sup>2</sup> Henderson A. and Mapp, K. (2002). A New Wave of Evidence: The Impact of School, Family, and Community Connections on Student Achievement. Southwest Educational Development Laboratory.

Fan, X., & Chen, M. (2001). Parental Involvement and Students' Academic Achievement: A Meta-Analysis. *Educational Psychology Review*, 13(1), 1-22.

Jeynes, W. H. (2003). A Meta-Analysis: The Effects of Parental Involvement on Minority Children's Academic Achievement. *Education and Urban Society*, 35(2), 202-218.

<sup>3</sup> Houtenville, A. and Conway, K. (2008). Parental Effort, School Resources, and Student Achievement. *Journal of Human Resources*, XLIII, 2, 437-453.

<sup>4</sup> Office of Head Start. (2014). Head Start Services. Washington, DC: U.S. Department of Health and Human Services Administration for Children & Families. Available online at: <http://www.acf.hhs.gov/programs/ohs/about/head-start>

<sup>5</sup> Gelber, A. and Isen, A. (2011). Children's Schooling and Parents' Behavior: Evidence from the Head Start Impact Study. Philadelphia, PA: Wharton School, University of Pennsylvania.

[Additional Submissions by Mr. Miller follow:]



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**FIRST FOCUS CAMPAIGN FOR CHILDREN  
STATEMENT FOR THE RECORD**

**HOUSE EDUCATION AND THE WORKFORCE COMMITTEE: “THE  
FOUNDATION FOR SUCCESS: DISCUSSING EARLY CHILDHOOD EDUCATION  
AND CARE IN AMERICA”**

**February 5, 2014**

Chairman Kline, Ranking Member Miller, and Members of the House Education and the Workforce Committee, thank you for the opportunity to submit this statement on early childhood education and care in the United States.

First Focus Campaign for Children is a bipartisan children’s advocacy organization dedicated to making children and families a priority in federal policy and budget decisions. Our organization is committed to ensuring that all of our nation’s children have equal opportunity to reach their full potential, and we know that high quality early childhood education and care are essential for children’s ability to fulfill their potential later in life.

Yet too many young children in America today can’t access high quality early education and care. Despite the volumes of research that show the long term positive impact of early education, the high cost of private preschool and the limited availability of existing publicly funded early education initiatives means that many children are left out. Many states and localities have increased investment in early childhood education, but with a slow economic recovery relying on state and local funds is not sufficient to ensure high quality and broad access. As you know, state and local governments are largely responsible for funding their own public education systems with limited federal support. In early childhood, the federal government provides significant funding for early childhood education and care in states; we must do more to ensure that states and the federal government work in partnership so that every child has access to high-quality early education.

**Early Childhood Education Critical for Later Success in School and Life**

The importance of early childhood education has been studied extensively, perhaps more than most policy issues. This research is multi-disciplinary, including brain development science, longitudinal educational and health studies, and other social science research. Moreover, the research is unequivocal – the earliest years of life are a critical period in human development and they matter greatly for success in school and life.

Research on brain development reveals that early brain development from prenatal through age 8 is critical period for the development of neural pathways that establish the foundations for critical language, cognitive and social-



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emotional development, including important skill such as controlling impulses, attention and memory. In fact, a child's first three years represent a time rapid and intense brain development whereby access to safe, nurturing, and enriching experiences and interactions with caring adults can literally affect the brain architecture.

Conversely, children who are denied these opportunities begin to lag behind in their development, and gaps in skills and knowledge that impact school readiness and subsequent academic success begin to appear. For instance, gaps in language skills between poor children and their more affluent peers can begin to emerge as early as 18 months.<sup>1</sup> The research shows that children who start behind tend to stay behind.

Adverse experiences before birth and in the early years can also negatively impact health throughout a child's life.<sup>2</sup> These experiences influence children's physiological responses, such as the immune system, overall health, and brain architecture through childhood and into adulthood.<sup>3</sup> Environmental factors normally associated with low-income families, such as lack of adequate heating and nutrition and lack of stable and responsive relationships, are associated with a higher incidence of cardiovascular, respiratory and psychiatric diseases in adulthood. Even living in poverty for a short time has negative implications for brain development and health outcomes later in life. Self-reported health status of adults who fell into poverty as children is the same as or worse than that of adults who lived in chronic poverty as children, and both are considerably worse than for adults who never experienced poverty as a child.<sup>4</sup>

High-quality early learning and development programs have a significant impact on children's development and later life outcomes. Various studies reveal that high-quality early childhood education and care programs help mitigate the negative effects of living the early years in poverty and helps prevent the gap that begins before children enter kindergarten. As a result, these programs have a major positive impact on children's readiness for school and long-term outcomes such as high school graduation, likelihood of attending college, and earnings as an adult. For example, evidence based home visiting gives parents the parenting education and skills necessary to have engaging, warm relationships with their children. Preschool programs that focus on child development and emphasize positive child-teacher interactions also help children develop the trusting relationships that are necessary for healthy brain development. Of equal importance for children living in poverty are the wraparound services that many high-quality preschools offer, such as meal programs and parent education and family support, such as adult education and job training.

Indeed, longitudinal studies reveal that children who attend high-quality preschool initiatives have positive long-term outcomes. For example, a 2009 study of individuals who participated in Head Start between 1984 and 1990 finds that children who attend Head Start are about 8.5 percent more likely to graduate from high school, 6 percent more likely to attempt at least one year of college, about 6 percent less likely to be diagnosed with a learning disability, and 7 percent less likely to repeat a grade, be idle after high school graduation, or be in poor health as adults.<sup>5</sup> These long-term positive effects are in addition to shorter term increases in test scores, and the long-term effects last even after the test scores of children who did not participate in Head Start catch up to the scores of Head Start participants. This should be unsurprising for two reasons, (a) standardized tests often do not adequately

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measure the cognitive and social-emotional gains made by children in Head Start; and (b) many schools are struggling to adapt kindergarten through third grade instruction to effectively build on the strengths of students who received high-quality early childhood education.<sup>6</sup>

There is an abundance of additional research with similar conclusions, but this testimony is not the place to cite reams of academic studies. Fortunately, a 2010 peer reviewed meta-analysis of this body of research provides a summary of and conclusions from research in this field. The authors analyzed 123 comparative studies of early childhood, including quasi-experimental and randomized studies, and found that “significant effects were found in this study for children who attend a preschool program prior to entering kindergarten. Although the largest effect sizes were observed for cognitive outcomes, a preschool education was also found to impact children’s social skills and school progress.”<sup>7</sup> The research on preschool reveals numerous positive outcomes for children, including cognition and social-emotions development.

Despite the significant research on the importance of early childhood experiences in the earliest years of life, in most states no child has the right to public education before the age of six.

#### **Early Education and Care is in High Demand but Unavailable for Many Families**

Given the overwhelming evidence of the positive results of attending high-quality preschool programs it is not surprising that early childhood education and care is in high demand. Families that can afford it routinely pay prices near or above the cost of a public college or university for their young children to be enrolled in a high-quality program.<sup>8</sup>

With high demand and high cost, a majority of 4-year-olds from the top two income quintiles (income of around \$62,000 to \$101,000 and \$101,000 and above, respectively) attend some kind of pre-K program. Ninety percent of 4-year-olds from the top quintile and 85 percent of 4-year-olds from the second highest quintile attend pre-K, and most of those children attend private pre-K programs (60 percent of children from the highest quintile and 42 percent from the second highest).<sup>9</sup>

Meanwhile, comparing the average cost of private pre-K to average expenditures for low-income and middle-class families from the first three income quintiles reveals that private pre-K would be the largest or second largest cost for a family.<sup>10</sup> Due to this high cost, far fewer children from the middle- and lower-income quintiles attend pre-K as 4-year-olds. Generous estimates put enrollment rates for the lowest quintiles around 60 percent, with a majority of children enrolled in publicly funded pre-K or Head Start. In the lowest income quintile, 48 percent of 4-year-olds are enrolled in publicly funded pre-K or Head Start, compared to 7 percent of children enrolled in privately funded pre-K. Similarly, in the middle quintile 48 percent of children are enrolled in publicly funded pre-K while only 21 percent are enrolled in private pre-K.<sup>11</sup>

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Though children from families in the lower and middle income quintiles are enrolled in publicly funded pre-K at a higher rate than their wealthier peers, enrollment rates in pre-K are still significantly lower for children from low- and middle-class families. This is because the high cost of private preschool is unaffordable for many families, as stated above, and the supply of affordable publicly funded preschool is limited. For example, Head Start, the largest federal investment in early education for pre-K age children, enrolls only 42 percent of eligible children. Even worse, only 4 percent of eligible children participate in Early Head Start, an early education program for children from birth through age 3.<sup>12</sup> Additionally, while funding and enrollment rates in state-funded pre-K vary by state, the overall trend has been decreased funding for the past three years, resulting in static enrollment rates between the 2010-2011 and 2011-2012 school years and a failure to increase quality significantly.<sup>13</sup> Though states are beginning to reinvest in their state-funded pre-K programs,<sup>14</sup> depending only on state funds means progress will be piecemeal by state, making children's success contingent on in which state that child is born. Finally, the Maternal, Infant, and Early Childhood Home Visiting (MIECHV) program is due to expire at the end of this year, threatening to take away a successful and popular program that improves health and developmental outcomes for children.

The federal budget reveals why so many families are unable to access publicly funded preschool: we are grossly underinvesting in children and young children in particular. In 2013, only 7.82 percent of the federal budget was spent on programs for children, reflecting a trend of declining investments in children since 2010; total federal spending on children in the last three years decreased 16 percent, with the children's share of the federal budget decreasing nearly 8 percent in the same time period.<sup>15</sup> Additionally, spending on children is projected to fall to 1.8 percent of gross domestic product (GDP) by 2023, compared to projected increases in spending on Medicare, Medicaid and Social Security serving the elderly and disabled from 9 percent of GDP in 2012 to 10.4 percent by 2023. In fact, even growth in spending on interest on the national debt is projected to outpace federal investments in children by 2017 and increase after that.<sup>16</sup> To put federal spending on children in perspective, federal spending per person on seniors is seven times greater than spending on children (\$25,455 per senior compared to \$3,822 per child), and total state and federal spending on seniors is more than twice what is spent on children (\$26,356 per senior compared to \$11,822 per child).<sup>17</sup>

More specific to early childhood education and care, federal spending on all early childhood programs is only \$0.8 billion higher than it was in 2008, not adjusted for inflation. After a significant increase in overall spending due to the American Recovery Reinvestment Act in 2009, federal spending in 2013 was \$21.5 billion, compared to \$20.7 billion in 2008.<sup>18</sup>

The negative outcomes of not investing in children early are twofold. Children across the country are missing the opportunity to participate in high-quality early education programs and missing the multiple positive outcomes of those programs. This is bad for the children who missed the chance to benefit from high-quality early education and for the country that wants an educated, productive workforce after these children grow up. Second, the

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government is paying for the failure to fund early childhood education and care in the long term. The return on investment in preschool is between \$7 and \$11 for every \$1 invested, meaning that for every \$1 invested in high-quality early education and care, the government receives increased tax revenue due to increased earnings of participants in early education programs while saving on the cost of grade repetition, special education placements, and negative health outcomes to save and earn between \$7 and \$11.<sup>19</sup> In fact, if every state implemented and funded high-quality pre-K for all children under 200 percent of the federal poverty level, it would produce enough savings in decreased grade retention alone, only one of many cost savings associated with pre-K, that only Idaho would have a net positive budgetary impact by 2030. The other 49 states would see significant savings. For example, Minnesota would save nearly \$600 million by 2030, and California would save over \$1 billion.<sup>20</sup> And these savings are underestimates based on a conservative estimate of cost savings from decreased grade retention only. When the other positive effects of pre-K, such as decreased special education placements and the various others discussed above are taken into account the cost savings or return on investment would be even greater.

#### **Invest in What Works**

Instead of having millions of children miss the opportunity of high-quality early childhood education and care and having to pay for this missed opportunity in the long term, the federal government should build on what has worked in the past and greatly expand access to high-quality early childhood experiences.

Congress should reauthorize and expand MIECHV. The most important people in a young child's life are her parents. Families have the best opportunity to positively influence their child's development, so it is important to ensure that parents have the knowledge and training they need to be the best parents for their children to reduce exposure to adverse experiences. MIECHV is an evidence-based program that produces positive outcomes for children by helping parents learn good parenting strategies to alleviate many of the conditions that lead to adverse experiences in early childhood. MIECHV is an excellent example of a bipartisan initiative that improves outcomes for young, at-risk children, but funding expires at the end of fiscal year 2014. Congress should act now to extend this funding and expand this successful initiative. States have worked to create the infrastructure necessary to reach the highest priority children and families, but there is still much work to be done. The number and percentage of eligible children and families who are served will grow as states continue to build the infrastructure necessary to reach all eligible children, but this will happen only if funding is extended. Even a temporary lapse in funding could threaten the progress already made, so Congress should extend and expand funding before it expires at the end of this year.

In addition to reauthorizing and expanding MIECHV, Congress should work to improve health outcomes for children in the early years. The last decade has seen tremendous gains in children's health insurance coverage. There needs to be a greater emphasis on leveraging the health care system to support children's healthy

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development. One such strategy would be ensuring that health care providers expand developmental screenings for young children to help catch any irregularities early, when it is more effective and less costly to treat.

The FY2014 omnibus appropriations bill that was recently passed and signed into law includes additional funding creating Early Head Start-Child Care partnerships. This is a great step toward improving the quality of childcare and ensuring that more infants and toddlers are in programs that support their development and learning. Congress should continue funding this initiative and work with the Department of Health and Human Services to ensure successful implementation.

To make a major impact on early childhood education and care in this country, Congress should pass the Strong Start for America's Children Act (H.R.3461). This bipartisan bill will expand access to high-quality pre-K for 4-year-olds across the country using state-federal partnerships, an approach that is modeled after the Children's Health Insurance Program. The Strong Start Act provides resources for states to adequately fund pre-K programs, leveraging federal resources during the most costly years of ramp up and expansion while retaining states flexibility to design how the programs will work in their states. Though states and localities are expanding access to state- or local-funded pre-K, many states are faced with limited funding and therefore cannot expand to reach all children who would benefit. To ensure that states don't have to go it alone, Congress should pass the Strong Start Act and provide additional federal funding to give states a boost and ensure that every child can access high-quality pre-K.

Congress should ensure that there is continuity throughout the many transitions in early childhood and that programs and services are anchored in developmental science. The Continuum of Learning Act (H.R.791) includes provisions that work to ensure that children's cognitive, social, emotional, linguistic, and physical development are attended to along a continuum of learning throughout the transitions that occur in a child's earliest years - from infant and toddler to preschoolers, through kindergarten age and to 3<sup>rd</sup> grade. In particular, the bill addresses the critical issue of sustaining the effects of high-quality early childhood services in the years before school. Instruction in the early primary grades (kindergarten through third grade) must be developmentally informed, continuing to focus on social and emotional development and approaches to learning, going beyond reading and math. The Continuum of Education Act addresses this issue by encouraging coordination between early childhood programs and local school districts to establish a continuum of curricula and academic and developmental expectations through the transition to elementary school, to offer joint professional development for teachers in the early grades, and encourage teachers to get a specialized early education credential.

Finally, Congress should encourage all states to offer full-day kindergarten. Currently, only 11 states and the District of Columbia require school districts to offer full-day kindergarten at no additional cost to families. There is limited data on the availability of full-day kindergarten; the federal government is not collecting data on access to kindergarten at the district level or on funding parity with other grades. Kindergarten is an essential step on the ladder of early childhood education, bridging the gap between preschool and the early elementary grades.

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Moreover, many states have raised the bar in terms of standards beginning in kindergarten. It's unthinkable to expect that children can meet these expectations in a 2 ½ hour school day. Congress should start by collecting district-level data on the availability of full-day kindergarten at no cost to families and the cost per child for kindergarten. Additionally, Congress should work to ensure that more children have access to full-day kindergarten by encouraging states to require school districts to offer full-day kindergarten at no additional cost.

### Conclusion

Too many young children today are missing out on high quality early learning. The positive gains from these experiences are well documented and the families that can afford to send their children to preschool often do. But the limited supply of publicly funded, affordable preschool means that children from low- and middle-income families often do not attend these programs. These children miss out on the positive effects of high-quality early childhood education and the country misses the opportunity to ensure that children are given every opportunity to reach their full potential.

Fortunately, thanks to existing local, state, and federal initiatives and extensive research, we know how to provide effective early learning. Congress should pass legislation based on this knowledge and expand early learning opportunities for families and children across the country.

<sup>1</sup> Anne Fernald (2012) *SES differences in language processing skill and vocabulary are evident at 18 months*, Journal of Developmental Science, vol. 16 issue 2, pages 234-248. Available: <http://onlinelibrary.wiley.com/doi/10.1111/desc.12019/abstract>

<sup>2</sup> Jack Shonkoff and Deborah Phillips, eds. (2000). *From Neurons to Neighborhoods: The science of early childhood development*, Board on Children, Youth, and Families, National Research Council and Institute of Medicine, National Academies of Science. Washington, DC: National Academy Press. Available: [http://www.nap.edu/openbook.php?record\\_id=9824](http://www.nap.edu/openbook.php?record_id=9824)

<sup>3</sup> Center on the Developing Child (2010) *The Foundations of Lifelong Health Are Built in Early Childhood*. Available: [http://developingchild.harvard.edu/index.php/resources/reports\\_and\\_working\\_papers/foundations-of-lifelong-health/](http://developingchild.harvard.edu/index.php/resources/reports_and_working_papers/foundations-of-lifelong-health/)

<sup>4</sup> First Focus (2009), *Turning Point: The long term effects of recession-induced child poverty*, available: <http://www.firstfocus.net/library/reports/turning-point-long-term-effects-recession-induced-child-poverty>

<sup>5</sup> David Deming (2009), *Early Childhood Intervention and Life-Cycle Skill Development: Evidence from Head Start*. American Economic Journal: Applied Economics 1:3, 111-134. Available: [http://www.people.fas.harvard.edu/~deming/papers/Deming\\_HeadStart.pdf](http://www.people.fas.harvard.edu/~deming/papers/Deming_HeadStart.pdf)

<sup>6</sup> Carolyn Hill, William Gormley, Jr., Shirley Adelstein, and Catherine Willemin (2010), *The Effects of Oklahoma's Pre-Kindergarten Program on 3rd Grade Test Scores*. Center for Research on Children in the U.S., Georgetown University. Available: [http://www.croccus.georgetown.edu/reports/3rdGradeOutcomes\\_brief.pdf](http://www.croccus.georgetown.edu/reports/3rdGradeOutcomes_brief.pdf)

<sup>7</sup> Gregory Camilli, Sadako Vargas, Sharon Ryan, and W. Steven Barnett (2010), *Meta-Analysis of the Effects of Early Education Interventions on Cognitive and Social Development*. Teachers College Record volume 112, number 3, p.579-620. Available: <http://www.tcrecord.org/Content.asp?ContentId=15440>

<sup>8</sup> Gault, Barbara, Anne Mitchell, and Erica Williams (2008). Meaningful Investments in Pre-K: Estimating the per-child costs of quality programs. Institute for Women's Policy, Washington, D.C. The actual cost of high quality pre-K in the private sector varies greatly by state, this is only the national estimate of the average cost of pre-K in the private sector and Wat, A. (2008). *The pre-K pinch: Early education and the middle class*. Pre-K Now, available: [http://www.pewtrusts.org/uploadedFiles/wwwpewtrustsorg/Reports/Pre-K\\_education/pre-Kpinch\\_Nov2008\\_report.pdf](http://www.pewtrusts.org/uploadedFiles/wwwpewtrustsorg/Reports/Pre-K_education/pre-Kpinch_Nov2008_report.pdf)

<sup>9</sup> W. Steven Barnett and M. Nores (2012). *Estimated Participation and Hours in Early Care and Education by Type of Arrangement and Income at Ages 2 to 4 in 2010*. New Brunswick, NJ: National Institute for Early Education Research (NIEER).

<sup>10</sup> Kevin Lindsey (2013), *Pre-K for Every Child: A matter of fairness*. First Focus, available: <http://firstfocus.net/library/reports/pre-k-for-every-child-a-matter-of-fairness>.

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<sup>11</sup> Ibid.

<sup>12</sup> Julie Blair (2013), *Only 42 Percent of Eligible Children Participate in Head Start*. Education Week, November 25, 2013. Available: [http://blogs.edweek.org/edweek/early\\_years/2013/11/only\\_42\\_percent\\_of\\_eligible\\_children\\_participate\\_in\\_head\\_start.html](http://blogs.edweek.org/edweek/early_years/2013/11/only_42_percent_of_eligible_children_participate_in_head_start.html)

<sup>13</sup> W. Steven Barnett, M.E. Carolan, J. Fitzgerald, and J.H. Squires (2012). *The State of Preschool 2012: State preschool yearbook*. National Institute for Early Education Research and Rutgers Graduate School of Education. Available: <http://nieer.org/sites/nieer/files/yearbook2012.pdf>

<sup>14</sup> Emily Workman, Michael Griffith, and Bruce Atchison (2014), *State Pre-K Funding – 2013-2014 Fiscal Year*, Education Commission of the States, available: <http://www.ecs.org/clearinghouse/01/10/34/11034.pdf>

<sup>15</sup> First Focus, *Children's Budget Book 2013*, available: <http://www.firstfocus.net/sites/default/files/ChildrensBudget2013.pdf>

<sup>16</sup> Julia Isaacs, Sara Edelstein, Heather Hahn, Katherine Toran, and C. Eugene Steuerle, *Kids' Share 2013: Federal expenditures on children in 2012 and future projections*, The Urban Institute. Available: [http://www.firstfocus.net/sites/default/files/KS2013\\_0.pdf](http://www.firstfocus.net/sites/default/files/KS2013_0.pdf)

<sup>17</sup> Bruce Lesley presentation, December 11, 2013, available: <http://firstfocus.net/library/presentations/bruce-lesley-presentation-measuring-the-well-being-of-our-children>

<sup>18</sup> Lisa Guernsey, Laura Bornfreund, Clare McCann, and Conor Williams (2014), *Subprime Learning: Early education in America since the Great Recession*, New America Foundation, available: [http://newamerica.net/sites/newamerica.net/files/policydocs/NewAmerica\\_SubprimeLearning\\_Release.pdf](http://newamerica.net/sites/newamerica.net/files/policydocs/NewAmerica_SubprimeLearning_Release.pdf)

<sup>19</sup> W. Steven Barnett (2013), *Getting the Facts Right on Pre-K and the President's Pre-K Proposal*, NIEER, available: <http://www.nieer.org/sites/nieer/files/Getting%20the%20Facts%20Right%20on%20Pre-K.pdf>

<sup>20</sup> W. Steven Barnett (2013), *Expanding Access to Quality Pre-K is Sound Public Policy*, NIEER.



LOCAL INITIATIVES SUPPORT CORPORATION (LISC)  
COMMUNITY INVESTMENT COLLABORATIVE FOR KIDS (CICK)

TESTIMONY TO THE UNITED STATES HOUSE OF REPRESENTATIVES  
COMMITTEE ON EDUCATION AND WORKFORCE

FULL COMMITTEE HEARING:  
THE FOUNDATION FOR SUCCESS: DISCUSSING EARLY CHILDHOOD EDUCATION AND  
CARE IN AMERICA

SUBMITTED BY:  
MATTHEW JOSEPHS, SENIOR VICE PRESIDENT, POLICY  
AMY GILLMAN, SENIOR PROGRAM DIRECTOR, COMMUNITY INVESTMENT  
COLLABORATIVE FOR KIDS

FEBRUARY 5, 2014

Chairman Kline, Ranking Member Miller, and Distinguished Members of the House Committee on Education and the Workforce:

The Local Initiatives Support Corporation (LISC) commends you for coordinating a hearing on early childhood education and care and appreciates the opportunity to submit written testimony. This discussion is a positive step toward understanding the importance of early childhood development and securing critically needed investments to ensure that all children, especially low-income children, are given a strong start and enter kindergarten ready to learn. As you consider ways that Congress can help children get an early start on the pathway to success, we encourage you to recognize the critical role that early childhood facilities play in preparing young children for achievement in school and in life, and urge you to ensure that federal policies adequately finance the acquisition, construction, and improvement of these spaces.

#### **ABOUT LISC**

Established in 1979, the Local Initiatives Support Corporation (LISC) is a national nonprofit and Community Development Financial Institution (CDFI) dedicated to helping community residents transform distressed neighborhoods into healthy places of choice and opportunity – good places to work, do business and raise children. LISC mobilizes corporate, government and philanthropic support to provide local community development organizations with loans, grants and equity investments; local, statewide and national policy support; and technical and management assistance.

LISC has local offices in 30 cities and partners with 60 different organizations serving rural communities throughout the country. We focus our activities across five strategic community revitalization goals:

- Expanding Investment in Housing and Other Real Estate
- Increasing Family Income and Wealth
- Stimulating Economic Development
- Improving Access to Quality Education, and
- Supporting Healthy Environments and Lifestyles.



For more than three decades, LISC has developed programs and raised investment capital to help local groups revive their neighborhoods. Because we recognize the link between human opportunity and social and economic vitality, we have spent the last 17 years working to bring high quality early care and education settings to low-income neighborhoods where children enter the world at high risk for negative outcomes. Through our signature early childhood program, the Community Investment Collaborative for Kids (CICK), LISC has invested \$48 million in planning and developing 184 new facilities serving 20,000 children in more than 65 low-income urban and rural neighborhoods across the country.

## OVERVIEW

Early childhood is a critical development period. Research shows that a complex interplay between genetics and environment profoundly influences how children grow physically, socially, and emotionally. Investments in high quality early childhood programs can help promote healthy development and strong communities. Those active in community revitalization believe without question, that early care and education programs are essential parts of every neighborhood – they prepare young children for success in school and life, support working parents, and improve family well-being.

Regrettably, many families – particularly those who are low-income or in rural areas – lack access to the stable, high-quality early childhood centers that parents need to maintain gainful employment and children need to grow and thrive. Additionally, while there is appropriate focus on the need for high quality curriculum and qualified teachers, the physical environment is an essential feature that is often overlooked.

In this testimony, we highlight the important role that physical environments play in supporting the quality of early learning programs and healthy early childhood development and encourage Congress to address the need for comprehensive early childhood facility policies.

## BACKGROUND

### *Early Childhood is a Critical Development Period*

Decades of research has shown that early life experiences are extremely important to the social, emotional, and academic development of children.<sup>1</sup> Positive experiences promote healthy brain development and behavior, while negative experiences undermine development – and, in severe circumstances, permanently impair a child's nervous and immune system, stunting healthy growth.<sup>2</sup> High quality early care and education is widely regarded as the single most effective intervention to promote healthy development and close the academic achievement gap for low-income children at-risk for poor social and economic outcomes.<sup>3</sup> The data are clear: the quality of one's early childhood experiences profoundly influence that person's future life trajectory.

### *The Quality of Early Childhood Facilities Matters*

While many factors contribute to program quality, the physical environment is an essential feature that is often overlooked. The link between the quality of buildings and the quality of programs tends to be only vaguely understood and largely undocumented among child care providers. Despite this inclination, evidence about the connection between space and effectiveness has been found even when physical space is not the focal point of the research undertaken. A study conducted at the School for

<sup>1</sup> Jack P. Shonkoff and Deborah A. Phillips, Editors, *From Neurons to Neighborhoods: The Science of Early Childhood Development*, National Research Council Institute of Medicine, National Academy Press, Washington, DC 20000

<sup>2</sup> National Scientific Council on the Developing Child. "Excessive Stress Disrupts the Architecture of the Developing Brain. Working Paper No. 3" (2005) [http://www.developingchild.net/pubs/wp/Stress\\_Disrupts\\_Architecture\\_Developing\\_Brain.pdf](http://www.developingchild.net/pubs/wp/Stress_Disrupts_Architecture_Developing_Brain.pdf). (Accessed June 17, 2009).

<sup>3</sup> [http://www.readynation.org/uploads/20130919\\_ReadynationVitalLinksLowResEndnotes.pdf](http://www.readynation.org/uploads/20130919_ReadynationVitalLinksLowResEndnotes.pdf), Schweinhart, L. J., Montie, J., Xiang, Z., Barnett, W. S., Belfield, C. R., & Nores, M. (2005). *Lifetime Effects: The HighScope Perry Preschool Study Through Age 40*. Ypsilanti, MI: HighScope Press. And Reynolds, A. J., Temple, J. A., Robertson, D. L., & Mann, E. A. (2002). *Age 21 Cost-Benefit Analysis of the Title I Chicago Child-Parent Centers*. Madison, WI: Institute for Research on Poverty. And FPG Child Development Center. (1999). *Early Learning, Later Success: The Abecedarian Study*. Chapel Hill, NC: University of North Carolina.

Young Children (SYC), a distinguished preschool program housed at St. Joseph College in West Hartford, Connecticut, provides a compelling example.<sup>4</sup>

Every state has a minimum adult-child ratio for licensed centers, in large part because attention from nurturing adults is a prime indicator of quality in child care programs. SYC is a highly regarded preschool program with a more than ample staffing ratio; the program is largely viewed as meeting if not exceeding minimum quality standards. Yet, when a research team set out to monitor enrolled children's contact with adults during free play time they found shocking results: **Only 3% of the children's time was spent engaged in meaningful interactions with a teacher.**

While the SYC executive director was digesting the researchers' findings in order to develop a workable solution, her organization moved to new accommodations. A routine follow-up test in the new space immediately showed a strikingly higher result. **Teacher-child interactions increased to 22%.** There had been no change in the management, staff, or program, only the physical space. The new space, which the executive director had taken pains to design, was considerably roomier and there were bathrooms, telephones, storage space, and other logistical necessities in each classroom. Adults no longer had to leave the room to escort children to the bathroom, retrieve or store supplies, or take a phone call. Fewer distractions and interruptions for adults naturally meant more time for children.

Both children and staff benefited from the new space configuration. The more generous square footage allowed staff to configure each classroom into well-defined areas for different activities. Children were no longer crowded together into inadequate space and distracted by one another, so they ran into conflicts less often, and had better play experiences – making their interactions with adults and other children more constructive. Teachers were able to use their time in a more effective and rewarding way, resulting in higher morale and lower staff turnover for. Overall, the effect of the new space on the content of the program was considerable and measurable – even when not a single change had been made in the program itself.

Space matters: a facility's layout, size, materials and design features can improve program quality and contribute positively to child development while a poorly adapted and overcrowded environment undermines it.<sup>5</sup> Bathrooms adjacent to classrooms, accessible cubbies, and child-sized sinks, counters, furnishings and fixtures increase children's autonomy and competence while decreasing the demands on teachers. Early learning centers with ample classrooms divided into well-configured activity areas support uninterrupted self-directed play and exploration. The physical configuration of early care and education spaces directly affect adult / child interaction and influence how children grow and learn.

The National Association for the Education of Young Children (NAEYC) acknowledges the importance of a quality environment in the following statement: "The physical environment sets the stage and creates the context for everything that happens in any setting – a classroom, a play yard, a multipurpose room. A high quality environment welcomes children; engages children in a variety of activities; provides space for individual, small-group, and large-group activities; and generally supports the program's philosophy and goals. Ultimately, the physical environment must convey values and messages about who is welcomed, what is important, and what the beliefs are about how children learn."<sup>6</sup>

#### ***What Facilities Experts Know***

Although physical spaces play an important role in promoting program quality and healthy development, it is rare to find high quality facilities designed to meet the unique needs of very young children, especially in low-income communities. Early childhood specialists have long maintained that the physical environments where learning takes place – and where young children spend the majority of their waking hours – significantly influence the quality of early care and education programs.

<sup>4</sup> Tony Proscio, Carl Sussman & Amy Gittman, Authors, *Child Care Facilities: Quality by Design*, (2004).

<sup>5</sup> <http://www.lisc.org/content/publications/detail/815>

<sup>5</sup> [http://www.lisc.org/docs/publications/2007\\_nieer\\_cick\\_facilities\\_brief.pdf](http://www.lisc.org/docs/publications/2007_nieer_cick_facilities_brief.pdf)

<sup>6</sup> <http://www.naeyc.org/store/node/402>

Facilities experts and those proficient in financing the design, acquisition, construction, and improvement of early care and education spaces concur and largely agree that:

- Well-designed facilities enhance child development and program quality;
- An adequate supply of facilities is needed to support rapidly increasing preschool education programs;
- The quality and location of the facilities can encourage enrollment and parent involvement;
- Facilities can help promote a positive workplace in an industry challenged to retain experienced teachers;
- Child care program income, especially in low-income communities, is typically not sufficient to cover the full cost of delivering quality early education services and doesn't allow for the added cost of constructing or improving appropriate facilities; and
- Few centers have the experience or personnel to handle the complexities of real estate development tasks and require specialized technical assistance to address their facilities needs.

#### ***Early Childhood Facilities Financing Challenges***

Despite what is known about the importance of the spaces where learning takes place, there is no dedicated source of capital to help early care and education programs develop well-designed facilities suitable for our youngest learners. Programs serving low-income communities are highly dependent on public operating revenues that don't cover the cost of purchasing or renovating an appropriate facility. Without a consistent and effective financing system or capital subsidies, providers are left to pursue piecemeal approaches, cobbling together small donations and grants from a variety of sources. This prevents the early childhood field from addressing its physical facility needs and creating the kind of environments that support high quality programs.

Historically, private financial institutions have not made significant infrastructure investments in early care and education – particularly in economically distressed areas. Few mainstream banks, credit unions, and lending institutions are willing to finance early childhood facility projects, which tend to be relatively small, complex loans often characterized by uncertain future funding for repayment through government operating subsidies. The projects generally have little to no equity, and limited collateral value. In addition, private banks typically don't employ staff with specialized knowledge of the child care sector, consequently they are unable to understand the needs of child care or preschool centers and assist program directors lacking experience with real estate development and financing.

Certified Community Development Financial Institutions working in market niches that are underserved by traditional financial entities are among the small number of organizations who have made investments in early childhood physical spaces. They have a proven track record in economically challenged regions and are experienced with providing a unique range of financial products and services that spur private investment in their target markets. Unfortunately, given the limited funding available to CDFIs to carry out their comprehensive mission, demand for early childhood facilities capital far outstrips supply.

#### **RECOMMENDATIONS**

As Congress considers ways to help children get an early start on the pathway to success, we urge you to:

1. **Recognize the critical role that early childhood facilities play in preparing young children for achievement in school and in life.**  
Congress has the power to influence and support state and local early childhood priorities. We believe that conversations about early care and education should always acknowledge the significant impact of early childhood physical settings on early learning.
2. **Ensure that federal policies adequately finance the acquisition, construction, and improvement of early care and education spaces.**

Currently, there is no dedicated source of funding for the acquisition, construction, and improvement of early care and education spaces. Additionally, the economic instability of the past five years has resulted in very little investment in early childhood physical infrastructure. Capital must be available in order for early care and education providers to create high quality physical spaces that promote early learning. We are encouraged by the national dialogue on the importance of investments in early childhood development, and request that you create the supportive policy, regulatory, and funding environment that is needed to enable the early care and education field to meet its physical capital needs.

#### **CONCLUSION**

As investments are made to increase access to preschool and child care, attention must be paid to the physical environment where many young children spend the majority of their waking hours. Without support for facilities, programs will locate in the least expensive and most readily available spaces – makeshift, donated, or surplus space such as basements and storefronts or outdated classrooms for older students that haven't been adapted for our youngest children and fall far short of standards to support high quality programs.

We look forward to continuing conversations with you and your staff. Our organization serves on the Executive Committee of the National Children's Facilities Network (NCFN), a coalition of like-minded nonprofit financial and technical assistance intermediaries involved in planning, developing, and financing facilities for low-income child care and early education programs. Both LISC and NCFN would welcome an opportunity to serve as a resource. If you would like additional information about our work, please contact Amy Gillman, Senior Program Director at (212) 455-9840, or [agillman@lisc.org](mailto:agillman@lisc.org), or Nicole Barcliff, Senior Policy Officer at (202) 739-9296 or [nbarcliff@lisc.org](mailto:nbarcliff@lisc.org).

Thank you again for your leadership.

## NATIONAL CHILDREN'S FACILITIES NETWORK

February 18, 2014

The Honorable John Kline  
Chairman  
Committee on Education and the Workforce  
2181 Rayburn House Office Building  
Washington, DC 20515

The Honorable George Miller  
Ranking Member  
Committee on Education and the Workforce  
2101 Rayburn House Office Building  
Washington, DC 20515

Dear Chairman Kline and Ranking Member Miller:


On behalf of the National Children's Facilities Network (NCFN), I commend you for coordinating a hearing on supporting children and families through investments in high quality early care and education. Access to high quality child care and early learning programs is critical to ensuring that all children, especially low-income children, are given a strong start and enter kindergarten ready to learn. As you explore ways that Congress can help children get an early start on the pathway to success, we encourage you to recognize the critical role that early childhood facilities play in preparing young children for achievement in school and in life, and support federal policies that adequately finance the acquisition, construction, and improvement of these spaces.

NCFN is a national coalition of nonprofit organizations that provide financing, technical assistance and training on the design, development and financing of early care and education facilities in low-income communities throughout the country. We see the positive impact of high quality early learning on children's lives and on the future economic health and development of neighborhoods. Our coalition also recognizes the importance of the spaces where these programs take place. A growing body of research shows that a well-designed, well-equipped physical environment supports learning and good outcomes for children, while a poorly adapted and overcrowded space undermines it. For example, bathrooms adjacent to classrooms, accessible cubbies, and child-sized sinks, counters, furnishings and fixtures increase children's autonomy and competence while decreasing the demands on teachers.

Infants, toddlers, and young children should be educated and cared for in high quality physical spaces that meet their needs and complement high quality programs. Any policies focused on improving families' access to high quality early care and education options should include adequate funding for the acquisition, construction, and improvement of facilities.

Thank you for your leadership on these issues. Please consider us as a resource as you advance early childhood policies. If you would like additional information about our work, please contact me at (919) 956-4470 or [Karen.O'Mansky@self-help.org](mailto:Karen.O'Mansky@self-help.org).

Sincerely,



Karen O'Mansky  
Center for Community Self-Help  
Chair, National Children's Facilities Network

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Center For Community Self-Help \* Children's Investment Fund \* Child Care Coordinating Council of San Mateo County  
\* Coastal Enterprises, Inc. \* Colorado Enterprise Fund \* First Children's Finance \* Florida Community Loan Fund \* IFF  
\* Leviticus 25:23 Alternative Fund, Inc. \* Local Initiatives Support Corporation \* Low Income Investment Fund  
\* Local Investment in Child Care \* New Hampshire Community Loan Fund \* New Jersey Community Capital  
\* Nonprofit Finance Fund \* Ohio Finance Fund \* Sussman Associates \* The Reinvestment Fund  
\* Vermont Community Loan Fund \* Washington Area Community Investment Fund  
\* Women's Community Revitalization Project



Cleofas Rodriguez Jr.

Executive Director of the National Migrant and Seasonal Head Start Association

Statement Submitted for the Record

to the

House Education and the Workforce Committee

February 5, 2014

***"The Foundation for Success: Discussing Early Childhood Education and Care in America"***

Chairman Kline, Ranking Member Miller, and members of the House Education and the Workforce Committee, thank you for the opportunity to submit this statement on behalf of the National Migrant and Seasonal Head Start Association and for including our comments as part of the Committee's hearing record.

We applaud the recognition of the importance of preparing our children to lead this country into the future prepared for the increasingly diverse global economy. We further offer our expertise in working with low income Latino children and their families to assist your committee as you deliberate.

The National Migrant and Seasonal Head Start Association is a membership association that includes and represents Migrant and Seasonal Head Start directors, staff, parents, and friends from across the country. Every year some 30,000 children along with their families are served by Migrant and Seasonal Head Start programs operating across the country. All of the families we serve have incomes that are well below the poverty line and over 90 percent of the children we serve are Latino. By advocating for resources, creating partnerships, and affecting public policy, we support our members and their work to educate and empower farmworker families.

Over the last 40 plus years, we have learned some important lessons about how to effectively reach and provide quality education and comprehensive services to farmworker families and their young children and we appreciate the opportunity to share our insights with the Committee.

As background, Migrant and Seasonal Head Start (MSHS) was launched in 1969, four years after Congress authorized Head Start. MSHS was created to ensure that the educational advantages made available to low income children through Head Start were available to the children of farmworkers and the MSHS model was designed specifically to address the unique needs of farmworker families and their young children. I would like to describe several core challenges that face farmworker families and explain how MSHS programs work to overcome those challenges in order to serve these families and their children.

### ***The Demands of Agricultural Labor***

Migrant and Seasonal Head Start is unique in that parents are required to work in order to qualify for services. In order for a child to be eligible for Migrant and Seasonal Head Start a family must demonstrate that over half of the family's annual income was earned in agricultural work. Most of our families have two parents working in the field and according to the United States Department of Labor the average farmworker family earns less than \$10,000/year and has no health benefits. Farm labor keeps adults in the field for up to 10 hours a day and often six days a week during the harvests and exposure to pesticides is common.

Migrant farmworker families face additional challenges as they move within a state or across state lines for work. On average, a migrant farmworker family will move two to three times a year in pursuit of agricultural work often following one of three traditional migrant streams within states and across state lines as their seasonal agricultural work demands. In most communities, local childcare resources are not available, especially for infants and toddlers, when farmworker families arrive and when resources are not available, parents have no choice but to arrange for unlicensed childcare relationships or take their children with them to the fields where they are exposed to pesticides, hazardous equipment, extreme heat, and other health dangers. The attached map shows some of the most common migrant streams, but to be clear, families move up, down and across the country to meet the needs of America's farmers and the agriculture industry, wherever that need may be. Indeed, the past President of the National Migrant Head Start Association's Parent Affiliate travels each year between Fort Meade, Florida where his family harvests oranges and other seasonal crops, to Sunnyside, Washington where his family harvest apples and cherries.

To accommodate the demands of the labor market and effectively serve farmworker families, MSHS programs operate seasonally, some for two months and others for six months, as needed. During the peak agricultural season MSHS programs are open up to seven days a week for eight to fourteen hours a day to accommodate the needs of parents working in the field or packing houses.

MSHS providers also work to coordinate services within and across state lines as families migrate during the year. Our programs maintain an effective network that provides seamless services to children and their families, transfer academic and medical records and avoid disrupting a child's education.

The experience this fall of the Lopez family of Faison, North Carolina and Plant City, Florida is common. In the middle of November the Lopez family traveled from North Carolina, at the conclusion of the sweet potato harvest, to Plant City, Florida, for the beginning of the strawberry harvest. While in North Carolina, the family received high quality and comprehensive Head Start services from East Coast Migrant Head Start Project. Upon their arrival in Florida, the Lopez family enrolled their children in a MSHS program operated by Redland Christian Migrant Association, where their children's education will continue to flourish. Because these two MSHS providers have designed their services to meet the unique needs of migrant farmworkers like the Lopez family, children of migrant farmworkers are not excluded from a quality preschool learning experience.

### ***Parent Involvement***

As I mentioned earlier, MSHS is unique in that parents are required to work in order to qualify for services and most of our families have two parents working in the field. Despite working long hours in very difficult conditions, our parents are very involved in the operation of the Head Start center and their children's education. They understand the importance of building a partnership with their child's educational programs and they are engaged. For example, to address the 30 million word gap, parents are taught in evening sessions how to expand how they talk with their children by taking a book home each day and doing a lap-time session each evening. Parents quickly realize their power in helping their children gain vocabulary and concepts in their home language, which is easily converted as the children learn English. We know parent engagement is an essential element of our success and the success of our Migrant and Seasonal Head Start graduates.

MSHS program directors work with parents to make sure meetings and trainings are scheduled when and where parents can participate. This requires flexible staff, willing to work evenings and weekends to meet with parents when they are not working. Staff must be bilingual and culturally competent to engage parents in a meaningful way and earn their trust. Latino families value education, see it as the way out of poverty and when they learn to expect success from their children, it happens.

I'd like to share the story of Mr. Mendoza, a Head Start parent since 2012, and currently the Secretary of the Migrant Seasonal Head Start policy council for the Community Action Partnership of San Luis Obispo (CAPSLO) in California. Mr. Mendoza attended CAPSLO's Male/Father Engagement groups in 2012, a program that uses the Abriendo Puertas Curriculum, the nation's first evidence-based parent leadership and advocacy curriculum for Latino parents with children under the age of 5. The following year, after he and his family migrated back to Santa Maria from Oxnard, CA, he situated his children at the Cielito MSHS center and attended the second round of Male/Father Engagement groups. Mr. Mendoza made it a goal to become more engaged as a Head Start parent after he attended these classes. He decided he wanted to serve in a leadership position on the MSHS policy council because he knew people listened to him and he could make a difference giving a voice to other parents and a role model. Mr. Mendoza's story illustrates the power of parent engagement and I am happy to report that I frequently hear stories like Mr. Mendoza's from MSHS programs across the country.

#### ***First to Serve Infants and Toddlers***

Since launched in 1969, well before the Early Head Start was created in 1994, MSHS programs have had the opportunity to serve eligible children from six-weeks to 5 years of age. As a result, all MSHS facilities are designed to serve babies, toddlers, and preschoolers in one building. Our programs are recognized experts in the comprehensive care and development of children from birth through school-age attendance.

On average some 75 percent of the children enrolled in MSHS programs are under 4 years of age and infants and toddlers comprise more than half of the children on the MSHS waiting lists. MSHS programs receive one grant to serve eligible children and with the exception of the Early Head Start dollars provided through American Recovery and Reinvestment Act of 2009, MSHS programs have not received Early Head Start funding.

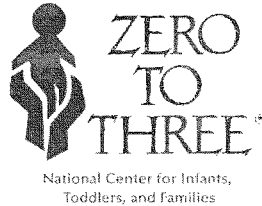
#### ***Providing Comprehensive and Culturally Appropriate Services***

Like all Head Start programs, MSHS programs are interdisciplinary, which means we focus on education, health (physical, dental, and mental), social services, nutrition, and parent engagement. And like all Head Start programs we firmly believe that providing comprehensive services to children and families is essential to our success.

Approximately 84 percent of the farmworker families we serve speak Spanish as a primary language at home and our programs are designed and staffed to ensure that children and families are provided with linguistically and culturally appropriate services and opportunities to learn and grow.

In closing, Migrant and Seasonal Head Start is a tested and successful model with a history that is instructive in understanding how a program can effectively meet the needs of farmworker families. The challenges that faced farmworkers in 1969 and led to the creation of Migrant and Seasonal Head Start – long hours, the seasonal and rural nature of the work, transportation, language, health and safety issues – are still in place today and must be addressed as Congress considers ways to strengthen existing early education programs like Head Start and Early Head Start and as policy makers look to launch new early education initiatives in partnership with the states.





HOUSE COMMITTEE ON EDUCATION AND THE WORKFORCE  
 HEARING ON "THE FOUNDATION FOR SUCCESS: DISCUSSING EARLY CHILDHOOD EDUCATION  
 AND CARE IN AMERICA"  
 FEBRUARY 5, 2014

STATEMENT FOR THE RECORD OF MATTHEW E. MELMED  
 EXECUTIVE DIRECTOR, ZERO TO THREE

Mr. Chairman, Ranking Member Miller, and Members of the Committee, thank you for holding this hearing on an issue that will help determine the future competitiveness of our country: the state of early childhood education and care in America. As the Committee considers federal policies that can help lay the foundation for success, I urge you to remember that this foundation has its beginnings in the first days, weeks, and years of life. Babies are born learning as their brain development proceeds at an unparalleled pace. The foundational brain architecture on which all learning that follows will rest, is shaped and molded by the quality of the experiences and relationships young children have in the first three years of life. Therefore, if I have one message for the Committee Members as you consider the direction of early childhood education, it is *"Don't forget the babies!"* Learning happens from the start, and so should our investments.

ZERO TO THREE's mission is to promote the health and development of all infants and toddlers. The organization was founded thirty-five years ago by an interdisciplinary group of researchers and practitioners who came together to share and enhance their work with the latest research on how young children learn and how brains are built starting at birth. It is this research and how it can be applied in policies related to early learning that we draw on for our comments today.

**Summary of Major Points**

- Early brain development during the infant-toddler years lays the foundation on which will rest all later architecture for higher-level functioning. Children who face adverse experiences in infancy and toddlerhood can fall behind before their second birthday—long before they reach prekindergarten age.
- Research has shown proven strategies to intervene early and promote positive development, but quality services for infants, toddlers, and their families are lacking.
- Early learning policy should be built as brains are—from the bottom up, starting with outreach to pregnant women and continuing with comprehensive services that reach the youngest children and their families where they are, in their homes or in child care settings.
- More resources are needed for early care and learning programs and especially for those focused on the youngest children: the federal government plays the predominant role in funding infant-toddler services, but devotes only about \$4 billion a year to their early care and learning even though almost half of all children under three live in low-income families.

### **The Infant-Toddler Years Lay the Foundation for all Later Learning**

Babies are born with billions of neurons. These neurons start to form connections, or synapses, at a rate of 700 every second to organize the brain for important functions.<sup>i</sup> Synaptic formation for critical functions peaks early, in the first year of life for hearing, sight, and language and soon after for cognitive and social-emotional functioning. This doesn't mean we don't continue learning and creating connections in our brain—of course we do. But our earliest "learning" comes from the experiences that reinforce—or fail to reinforce—the first important connections within the brain, thus determining if the foundation for later higher-level functioning will be strong or fragile.

Babies learn within the context of their earliest relationships with trusted adults—usually with parents, but also with other close caregivers. As babies, the way we are held, talked to and cared for teaches us about who we are and how we are valued. This profoundly shapes who we will become. Nurturing relationships foster strong social-emotional development, which must go hand in hand with cognitive and physical development. Emotions *drive* early learning. Social-emotional characteristics such as persistence, the ability to forge relationships, cope with frustration, feel pride in accomplishments, and cooperate with peers are the skills that will carry children to success in school and all through life.

This period of marvelous development is also one of great vulnerability. Babies who do not receive the positive experiences they need for strong development in the first few years, who do not have the protective relationships that can buffer them from adverse experiences, can fall behind quickly. These adverse experiences—such as poverty, maltreatment, maternal depression, substance abuse, or environmental deprivation such as lack of heat or housing instability—can create persistent stress that, if not alleviated with positive early supports for babies and parents, becomes toxic to the developing brain.

Disparities among different socio-economic groups in areas such as language appear as early as the first year of life.<sup>ii</sup> By age two, disparities across a wide range of cognitive and social-emotional indicators are clear.<sup>iii</sup> Infants and toddlers who experience early adversity are more likely to experience developmental delays and disabilities.<sup>iv</sup> *Unquestionably, young children fall behind long before they reach the age of formal prekindergarten programs.*

### **Intervening Early Promotes Positive Development But Quality Infant-Toddler Services Are Lacking**

The good news is that program evaluation research shows effective strategies to improve the lives of at-risk infants and toddlers and their families. Proven approaches to supporting early development, several beginning in the important prenatal period, can help buffer toxic stress, promote stronger social-emotional foundations, and improve cognitive and language development, as well as promote family self-sufficiency. However, such services are in short supply.

- **Early Head Start** has been found through rigorous evaluation to have positive impacts on children's cognitive and language development, approaches to learning, and reducing behavior problems. Parents were more involved with their children's development—and remained engaged after their children left the program—provided more support for learning, and had reduced risk of depression.<sup>v</sup> *Less than 4% of eligible infants and toddlers are able to participate in Early Head Start.*
- **Evidence-Based Home Visiting**, depending on the model used, has positive impacts in one or more domains, including child health, child development and school readiness, maternal health, reductions in child maltreatment, improved family economic self-sufficiency, and positive parenting practices.<sup>vi</sup> *Yet, in 2011/2012, nationwide only 13.6% of pregnant women and parents with infants and toddlers received a home visit, although individual states ranged from 3.7% in Texas to 30.6% in Minnesota.*<sup>vii</sup> The Maternal, Infant, and Early Childhood Home Visiting

(MIECHV) program is helping states reach more at-risk families with young children with evidence-based services, but will expire at the end of this year if not reauthorized and funded.

- **High-Quality Child Care** has been shown to produce positive effects in the areas of early learning, cognitive and language development, and school achievement, as well as positive associations with early social and emotional development.<sup>xiii</sup> Positive effects can endure into the adult years, particularly for children from the poorest home environments.<sup>ix</sup> Children under age 3 represent 28% of children served through the Child Care and Development Block Grant. *Nationally, half of all requests for child care referrals are for infant-toddler care,<sup>x</sup> but CCDBG serves only 1 in 6 eligible children. State reimbursement rates often are too low to ensure parents can access quality services, even if they can find them.*

*The quality of child care for infants and toddlers is a particular concern.* For 6 million infants and toddlers, child care is an important environment influencing their early development. We urge the Committee not to dismiss this setting as irrelevant to early learning and education simply because it also serves an important function for adults by enabling parents to work. Babies' brains are shaped by the experiences and relationships that come their way. They do not know what adults label these experiences. It is up to us to ensure they are of high quality.

National and state studies consistently raise concerns about the quality of care infants and toddlers are receiving. National studies have found that the majority of child care for infants and toddlers is of fair to mediocre quality and only a small fraction is of high quality. In fact, the most recent national study found of infants in care, 75% of these were in low or mediocre quality care.<sup>xi</sup> For infants in child care centers, quality was higher for those living in poverty than for children living in near poverty—between 100 and 200 percent of the federal poverty level.<sup>xii</sup> One study found care of good/developmentally appropriate quality in just over 8 percent of infant/toddler classrooms, as compared to nearly 24 percent of preschool classrooms. Medium/mediocre quality care was found in 51 percent of infant/toddler classrooms and poor quality in over 40 percent. In preschool classrooms, medium/mediocre care was found in 66 percent and poor quality in 10 percent.<sup>xiii</sup> State studies bear out these findings. A study of child care for Georgia's infants and toddlers found that two-thirds of infant-toddler classrooms in child care centers<sup>xiv</sup> and 75% of family child care providers<sup>xv</sup> provided care of poor quality. Georgia has a robust prekindergarten program, but babies and toddlers who do not receive the strong developmental support they need from the settings they are in early in life will truly find themselves playing catch-up at age three or four.

*Paid parental leave is the first step in supporting positive development.* I also want to highlight for the Committee another important factor for getting children off to a good start in life: time with their parents following birth or adoption. It takes several months of focused attention to become a responsive caregiver to a young child, establishing a pattern that will influence the child's long-term cognitive, social, and emotional development.<sup>xvi</sup> Parental time off facilitates the early detection of potential developmental delays at a time when problems can be most effectively addressed and interventions identified to minimize them.<sup>xvii</sup> Yet most employed women *and* men do not have access to paid parental leave that could help them afford to take the time off needed to build that nurturing bond with their children.

#### **Build Early Learning Policy from the Bottom Up**

Early learning policy should be built as brains are, from the bottom up. This means creating a continuum of services starting even before birth and reaching the most vulnerable children and families as early as possible. Approaching policy in this way, rather than starting in the middle and working down as resources and inclination permit, creates an unparalleled opportunity for true prevention policies that promote positive, healthy development that will resonate throughout a child's school career and life, increasing the individual's well-being and future contributions to society.

In systems terms, this translates into a continuum of quality services starting at birth or during the prenatal period and continuing through preschool—but it must start at the earliest possible opportunity. Most people can envision a preschool setting and think about how to expand access for more children. For infants and toddlers we must ask a different question: How can we reach at-risk young children wherever they are and support their parents and other caregivers in giving them the very best developmental start? Thus the early childhood system is not just a linear continuum. It is also a broad web of services that must reach children and families at home, in child care, and for very low income children, in comprehensive settings such as Early Head Start.

An often overlooked component of such a system is ensuring access to early intervention services for infants and toddlers with developmental delays or disabilities (funded at the federal level through Part C of the Individuals with Disabilities Education Act, or IDEA). These services must be viewed as an integral part of any early care and learning system with the goal of giving all children the opportunity to reach their potential. Intervening early can help promote the success of all children by addressing developmental delays and disabilities before they progress too far, reducing or eliminating the need for costly special education services later on. Early identification and intervention can improve cognitive and social skills, lead to higher achievement and greater independence, and promote family competence and well-being.<sup>xviii</sup> Viewing early intervention in this manner is especially important when discussions about prekindergarten programs look to reducing the need for special education services as an outcome. Achieving this goal is unlikely if children are not reached early, when their delays or disabilities are first detectable and more easily addressed. Moreover, these discussions about prekindergarten and other early learning programs usually focus on reaching the most at-risk families, the same families in which children have a higher incidence of developmental delays and disabilities.

The work of Nobel Laureate in Economics James Heckman bears out the wisdom of a policy approach that starts with the youngest children. In looking at the rates of return to human capital investment at different ages, he found the greatest return in programs targeted in the earliest years.<sup>xix</sup> His economic model also shows that children who have received optimal support and services during the birth to three years can expect greater benefits from preschool interventions than children who have not had such advantages.<sup>xx</sup>

Professor Heckman is not alone. In 2012, in its report *Unfinished Business: Continued Investment in Child Care and Early Education is Critical to Business and America's Future*, the Committee for Economic Development updated its recommendations on early childhood education to “recommend meeting the comprehensive early learning and development needs of children as early as possible in their lives, especially for those whose healthy development is most at risk.” They noted that in the past, “CED has called for federal and state funding sufficient to ensure access to high-quality preschool for all. We now amend that recommendation to include the range of high-quality early-childhood programs and services that have demonstrated effectiveness for children from birth to age five.” [emphasis added] Citing the strategies of reaching pregnant women and parents of infants and toddlers through programs such as home visiting, developmental screening, high quality child care, and expansion of Early Head Start, the report urged that “Business leaders should tell policymakers those strategies are just as important to them as preschool.”<sup>xxi</sup>

#### **Invest Greater Federal Resources, Provide Leadership on Infants and Toddlers**

We understand that the Committee is concerned about the GAO findings on the number of federal programs that address child care and early learning in some way. We believe only a handful of these programs provide substantial support for early care and education, and they were developed to meet different purposes or function within different contexts that allow for flexibility at the state or local level.

*The most critical point for infants and toddlers is to understand both the overwhelming importance and the relative scarcity of federal funding for early care and learning programs for this age group.* The Urban Institute estimates that in 2008 the federal government accounted for 78% of all public funding for this category of spending on children under age 3 (\$3 billion federal compared with \$9 billion state funding). For children ages 3 to 5, federal funds accounted for only 22% (\$13.4 billion federal compared with \$47.3 billion state).<sup>xxii</sup> Clearly, states are not investing in the youngest children, and federal support is at a minimal level, especially when we consider that almost half of all infants and toddlers live below 200% of the federal poverty level.<sup>xxiii</sup> In 2011, less than \$4 billion in federal funds were spent on the early care and learning of our babies and toddlers.<sup>xxiv</sup> We believe the federal government must take the lead to ensure access to high quality services and provide incentives for states to invest as well.

Resources can always be used more efficiently. But that does not mean that an underfunded system—one in which the federal government spends roughly \$330 per capita on early learning for infants and toddlers when almost 6 million live in low-income families—can be expected to give the youngest children the strong start they need to avoid or minimize learning gaps. Such a system makes their efforts to fulfill their potential a greater struggle than any child should have to undertake and places our future competitiveness as a nation at risk.

ZERO TO THREE supports the bipartisan Strong Start for America's Children Act with its vision for a high-quality birth-to-five system. However, we believe the funding for such a system must be equitably distributed across the continuum so that infants and toddlers do not spend important years developmentally waiting for access to quality supports for their earliest learning.

Congress should invest in our nation's young children and work with states to build services and systems that ensure every child has the opportunity to reach his or her potential and promote positive development, not playing catch-up:

- Establish a ***national paid family leave program*** so that more parents could afford to spend the first weeks and months of their babies lives establishing the all-important bonds that are the first steps in the social and emotional development that is the bedrock of putting children on the road to school readiness.
- Expand ***Early Head Start*** and using its proven approach as a platform—through EHS- Child Care partnerships as well as state establishment of high quality child care programs—to raise the quality of early care and learning services and give many more infants and toddlers the chance for a strong start instead of falling behind.
- Ensure access to early intervention for infants and toddlers with developmental delays or disabilities by adequately funding ***Part C of IDEA***.
- Invest in ***high quality child care*** and emphasizing the development of a quality infrastructure—high standards and a well-trained infant-toddler workforce—so that the youngest children have access to the best care from the start, long before they enter prekindergarten.
- Ensure access for three and four year olds to ***high-quality prekindergarten*** services, giving families the choice of diverse settings to meet their needs.

Thank you for the opportunity to provide ZERO TO THREE's insights to the Committee. We stand ready to work with you on policies that put our babies and toddlers on the path to school readiness and successful lives.

For more information on ZERO TO THREE's recommendations for policies for children under age 3, see *Putting Infants and Toddlers on the Path to School Readiness: A Policy Agenda for the Administration and the 113<sup>th</sup> Congress*. <http://www.zerotothree.org/public-policy/federal-policy/2013-federal-policy-agenda.pdf>

<sup>i</sup> Center on the Developing Child, "Child Development Fact Sheet." Harvard University.

<http://developingchild.harvard.edu/>.

<sup>ii</sup> Betty Hart and Todd R. Risley, *Meaningful Differences in the Everyday Experience of Young American Children*. Baltimore, MD: Paul H. Brookes, 1995.

<sup>iii</sup> National Center for Education Statistics, Table 120: "Percentage of Children Demonstrating Specific Cognitive Skills, Motor Skills, and Secure Emotional Attachment to Parents at About 2 Years of Age, by Selected Characteristics: 2003–04." In *Digest of Education Statistics*, Institute of Education Sciences, January 25, 2013, [http://nces.ed.gov/ipeds/data/digest/d11/tables/dt11\\_120.asp](http://nces.ed.gov/ipeds/data/digest/d11/tables/dt11_120.asp).

<sup>iv</sup> T. Halle, N. Forry, E. Hair, et al., *Disparities in Early Learning and Development: Lessons From the Early Childhood Longitudinal Study – Birth Cohort (ECLS-B)*. Washington, DC: Child Trends, 2009.

<sup>v</sup> U.S. Department of Health and Human Services, Administration for Children and Families, *Making a Difference in the Lives of Infants and Toddlers and Their Families: The Impacts of Early Head Start*. Washington, DC: U.S. Department of Health and Human Services, 2002.

<sup>vi</sup> Elizabeth DiLauro and Lisa Shreiber, *Reaching Families Where They Live: Supporting Parents and Child Development Through Home Visiting*. Washington, DC: ZERO TO THREE, 2012.

<sup>vii</sup> Department of Health and Human Services, Data Resource Center for Child & Adolescent Health. *The National Survey of Children's Health, 2011/2012*. <http://childhealthdata.org/browse/survey/results?q=2503&r=1>

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<sup>xvii</sup> Ibid.

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<sup>xix</sup> James Heckman. "Investing in Disadvantaged Young Children is Good Economics and Good Public Policy." Statement Presented to the Joint Economic Committee of the United States Congress. 110TH Congress, First Session, June 27, 2007.

<sup>xx</sup> James Heckman. "The Case for Investing in Disadvantaged Children." In *First Focus. Big Ideas for Children: Investing in Our Nation's Future*. Washington, DC: First Focus. 2008.

<sup>xxi</sup> Committee for Economic Development. *Unfinished Business: Continued Investment in Child Care and Early Education is Critical to Business and America's Future*. Washington, DC: Committee for Economic Development. 2012.

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[Questions submitted for the record and their responses follow:]



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SUZANNE BONAMICI, OREGON  
MARK POCAN, WISCONSIN

March 7, 2014

Ms. Kay E. Brown  
Director  
Education, Workforce, and Income Security  
Government Accountability Office  
441 G Street NW, Room 5157  
Washington, D.C. 20548

Dear Ms. Brown:

Thank you for testifying at the February 5, 2014 hearing on "*The Foundation for Success: Discussing Early Childhood Education and Care in America*." I appreciate your participation.

Enclosed are additional questions submitted by members of the committee after the hearing. Please provide written responses no later than March 28, 2014 for inclusion in the final hearing record. Responses should be sent to Cristin Kumar or Dan Shorts of the committee staff who can be contacted at (202) 225-6558.

Thank you again for your important contribution to the work of the committee.

Sincerely,

John Kline  
Chairman  
Committee on Education and the Workforce



**Chairman John Kline (R-MN)**

1. What types of problems can arise for parents and providers when a number of programs that they are eligible for, or participate in, have similar purposes, but different requirements?
2. Can you describe what data gaps exist across the 45 programs that GAO identified in its report and how these gaps might contribute to difficulties in determining program effectiveness?

**Rep. Rush Holt (D-NJ)**

1. Please supplement your remarks about infant and early toddler programs with any additional information you feel you weren't able to address during the hearing.
2. Economist James Heckman's analysis on return on investment is often cited in discussions about public investment in early childhood programs. His analysis shows the highest return on investments in the first three years. He also analyzes return on investment starting at age three according to whether there has been adequate investment in development during the first three years of life. Where such investment has occurred, the return after age three for an investment in preschool is greater—the higher skill base at age three enhances the productivity of the later investment. Where such investment has been sub-par, the return on investment for preschool is less.<sup>1</sup> How would you suggest we incorporate Professor Heckman's analysis into our thinking about investing in the continuum of early learning, including early infant and toddler care programs?

---

<sup>1</sup> Heckman, The Case for Investing in Disadvantaged Young Children, graph on p. 53, text on p. 54, <http://heckmanequation.org/content/resource/case-investing-disadvantaged-young-children>



U.S. GOVERNMENT ACCOUNTABILITY OFFICE

441 G St. N.W.  
Washington, DC 20548

March 27, 2014

The Honorable John Kline  
Chairman  
Committee on Education and the Workforce  
House of Representatives

The Honorable Rush Holt  
Committee on Education and the Workforce  
House of Representatives

Thank you for the opportunity to testify before the Committee on Education and the Workforce on February 5, 2014 during the hearing on early childhood education and care. The attached enclosure is GAO's response to the committee's questions for the record. If you have any questions, please contact me at (202) 512-7215.

Sincerely yours,

A handwritten signature in cursive script that reads "Kay E. Brown".

Kay E. Brown, Director  
Education, Workforce,  
and Income Security Issues

Enclosure

Enclosure

1. **What types of problems can arise for parents and providers when a number of programs that they are eligible for, or participate in, have similar purposes, but different requirements?**

Multiple agencies administering multiple programs with similar goals can result in confusion, inefficiencies, missed opportunities, and service gaps for both parents and providers. Parents may not be able to easily identify which programs are best suited to their child's needs and for which programs they are eligible. For example, eligibility criteria for Head Start, subsidized child care, and preschool programs differ, and parents would likely need to visit multiple locations and provide similar information to each program to make an informed decision about care. And this assumes they know about the various options, which may not always be the case.

For providers, it may be difficult to identify and track which grants or program supports they could receive. Further, if they receive support from varied sources, the differing rules, administrative requirements, and reporting procedures could create administrative inefficiencies and increase opportunities for error.

2. **Can you describe what data gaps exist across the 45 programs that GAO identified in its report and how these gaps might contribute to difficulties in determining program effectiveness?**

For some programs, relevant programmatic information is not readily available. For example, Education and HHS officials were unable to provide GAO with information on the number of children served for several programs. As GAO previously reported in 2005 and September 2011, HHS did not collect data on working families who receive child care assistance directly funded by TANF, and GAO suggested that Congress may wish to require this data collection. Inadequate or missing data, as well as difficulties quantifying the benefits of some tax expenditures, can make it difficult to study the outcome of these expenditures because it is not possible to determine how many children benefitted or the net cost per beneficiary. Further, given the fragmented nature of how these programs are administered, no single agency collects information on the numbers of children served overall, the numbers receiving benefits from multiple programs, the results of these services, and the numbers of children who need but are not receiving services.

3. **Please supplement your remarks about infant and early toddler programs with any additional information you feel you weren't able to address during the hearing.**

As we noted in our testimony, of the 12 programs we identified as having an explicit purpose of providing early learning and child care services, half primarily serve children under five. These include: the Race to the Top's Early Learning Challenge; Special Education Grants for Infants and Families; Special Education- Preschool Grants; Head Start; Indian Child and Family Education; and the General Services Administration's Child Care Program. While we did not examine the programs for service to infants and toddlers specifically, some of the programs we identified, such as Head Start and the Child Care and Development Block Grant, serve infants and toddlers along with children in other age groups, while others, such as Special Education- Grants for Infants and Families, primarily serve infants and toddlers or their families.

In previous work we have found that little is known about the effectiveness of some programs that target young children. For example, in 2010 we found that too little research is available to identify the outcomes of the Child and Adult Care Food Program, whose target population includes infants and toddlers in certain nonresidential child care centers, family, or group day care homes.<sup>1</sup>

4. **Economist James Heckman's analysis on return on investment is often cited in discussions about public investment in early childhood programs. His analysis shows the highest return on investment in the first three years. He also analyzes return on investment starting at age three according to whether there has been adequate investment in development during the first three years of life. Where such investment has occurred, the return after age three for an investment in preschool is greater—the higher skill base at age three enhances the productivity of later investment. Where such investment has been sub-par, the return on investment for preschool is less. How would you suggest we incorporate Professor Heckman's analysis into our thinking about investing in the continuum of early learning, including early infant and toddler programs?**<sup>2</sup>

We cannot answer this question at this time. We have not reviewed Dr. Heckman's research in detail, nor have we studied the overall body of research in this area. However, designing and administering programs in a way that is consistent with research can help ensure that resources are used to the best advantage.

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<sup>1</sup>See GAO, *Domestic Food Assistance: Complex System Benefits Millions but Additional Efforts Could Address Potential Inefficiency and Overlap among Smaller Programs*. GAO-10-346. (Washington, D.C. April 15, 2010).

<sup>2</sup>Heckman, *The Case for Investing in Disadvantaged Young Children*, graph on p. 53, text on p. 54, <http://www.heckmanequation.org/content/resource/case-investing-disadvantaged-young-children>



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AND THE WORKFORCE  
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WASHINGTON, DC 20515-6100

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FREDERICA S. WILSON, FLORIDA  
SUZANNE BONAMICI, OREGON  
MARK POCAN, WISCONSIN

March 7, 2014

Ms. Harriet Dichter  
Executive Director  
Delaware Office of Early Learning  
The Carvel Building  
820 North French Street, 5th Floor  
Wilmington, DE 19801

Dear Ms. Dichter:

Thank you for testifying at the February 5, 2014 hearing on "*The Foundation for Success: Discussing Early Childhood Education and Care in America.*" I appreciate your participation.

Enclosed are additional questions submitted by members of the committee after the hearing. Please provide written responses no later than March 28, 2014 for inclusion in the final hearing record. Responses should be sent to Cristin Kumar or Dan Shorts of the committee staff who can be contacted at (202) 225-6558.

Thank you again for your important contribution to the work of the committee.

Sincerely,

John Kline  
Chairman  
Committee on Education and the Workforce

**Rep. Rush Holt (D-NJ)**

1. Please supplement your remarks about infant and early toddler programs with any additional information you feel you weren't able to address during the hearing.
2. Economist James Heckman's analysis on return on investment is often cited in discussions about public investment in early childhood programs. His analysis shows the highest return on investments in the first three years. He also analyzes return on investment starting at age three according to whether there has been adequate investment in development during the first three years of life. Where such investment has occurred, the return after age three for an investment in preschool is greater—the higher skill base at age three enhances the productivity of the later investment. Where such investment has been sub-par, the return on investment for preschool is less.<sup>1</sup> How would you suggest we incorporate Professor Heckman's analysis into our thinking about investing in the continuum of early learning, including early infant and toddler care programs?

**Rep. Jared Polis (D-CO)**

1. You mentioned in your testimony that Race to the Top Early Learning Challenge funds have been critical to Delaware's efforts to create a strong, integrated state-community effort to improve early education for children and their families. In Colorado, we were also fortunate to receive a \$44.8 million grant in phase two of the Early Learning Challenge, in order to improve school readiness for Colorado's youngest learners. How were you able to leverage that federal funding to improve your entire early childhood system?
2. Studies have shown that children who attend high-quality preschool have the environment necessary for healthy brain development, which benefits them throughout life. That's why I introduced the Continuum of Learning Act, which would improve the quality of early childhood education by improving early learning standards, certification, training, and coordinating early learning programs and elementary schools so that children have a supportive transition from preschool to elementary school. I was very pleased that these provisions are included in Ranking Member Miller's Strong Start for America's Children Act, of which I am a proud cosponsor. How can we improve the alignment between developmentally appropriate preschool instruction and our K-3 system?

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<sup>1</sup> Heckman, The Case for Investing in Disadvantaged Young Children, graph on p. 53, text on p. 54, <http://heckmanequation.org/content/resource/case-investing-disadvantaged-young-children>



Responses of Harriet Dichter, Executive Director, Delaware Office of Early Learning

To Additional Questions from the Committee on Education and the Workforce

May 21, 2014

Representative Rush Holt:

**1. More Resources on Infants and Toddlers**

**Babies Use Verbs to Learn New Nouns.** Babies learning speech figure out what an object is by listening to others talk about what that object does. When babies learn to talk, they pay close attention to grammar. Specifically verbs. A new study shows that hearing what an object does is how they learn what an object is. <http://www.scientificamerican.com/podcast/episode/infants-use-verbs-they-know-to-learn-new-nouns/>

**The Youngest Americans: A Statistical Portrait of Infants and Toddlers in the US.** Child Trends has produced a statistical portrait of infants and toddlers nationwide that pulls together the latest facts on demographics, child health and development, parental well-being, neighborhood and family context, and public/private supports. The report has great information for trainers and technical assistance providers, leaders, policy makers, and other folks who care about our youngest children. <http://www.childtrends.org/wp-content/uploads/2013/11/MCCORMICK-FINAL.pdf>

**Continuity of Care for Infants and Toddlers**

- Christine Snyder's article for High Scope underscores the importance of continuity of care as a key strategy caregivers can use to develop strong, supportive, and respectful relationships with the infants and toddlers in their care. <http://www.highscope.org/file/NewsandInformation/ReSourceReprints/Spring2011/It'sGoodToSeeYou72.pdf>
- *What Do We Mean by Continuity of Care in Out-Of-Home Settings?* describes effective approaches for building the connections between very young children and caregivers. <http://eclkc.ohs.acf.hhs.gov/hslc/tta-system/teaching/eecd/curriculum/planning/what%20do%20we%20mean%20by%20continuity%20of%20care%20in%20out-of-home%20settings.htm>

CLASP's PowerPoint presentation (*Why Continuity of Care is So Important to Babies and Toddlers and How to Support It*) provides clear illustrations of why security and attachment are so important for infants and toddlers. <http://www.clasp.org/resources-and-publications/publication-1/CoC-for-PDI-June-2010.pdf>

## **2. Implications of Professor James Heckman's Work**

Professor Heckman's work underscores the idea that we will maximize the productivity and contribution of our children by recognizing that they are learning from birth. Our continuum of early childhood options for families should start with our young children, including our infants. Currently we have fewer early childhood opportunities available for our youngest infants and toddlers, and within those opportunities, an insufficient focus on quality. As we consider our public investment in early childhood and early learning, we should be mindful of the more limited access to quality for families with infants and toddlers, and also take into account higher costs for these program services due to the importance of individualized services and of the safety issues involved in infant services. IN addition to more deliberate balancing our public policy and investments, we should be careful not to segregate the relatively new investment in home visiting through the ACA and the work done in early childhood education through both US Ed and HHS. These programs, together, help create a continuum, but the federal policy does not necessarily make this easier to happen, and there is no federal policy that provides incentives to the states to do so.

**Rep. Jared Polis**

### **1. Integrated Efforts to Support Quality Early Childhood Education**

Delaware has used the resources from the Early Learning Challenge to drive forward a reform strategy focusing on a comprehensive approach, broadened partnerships, improved quality, and improved accountability. Our progress report is attached to this document to show how the federal funds were leveraged to help accelerate the pace of change for the children and families in Delaware.

### **2. Alignment Between Preschool Instruction and K-3<sup>rd</sup> System**

This issue of how we have learning or instructional alignment between the early education programs for our youngest learners prior to K entry with those attending K-3 is of critical importance. Some of the ways in which this can be addressed include investing in and improving the expectations for our early learning and K-3 teachers. For the early learning teachers this would mean improving the underlying degrees so that we see AA and BA teachers in classrooms who are paid comparably to their K-12 counterparts. For all teachers, early learning and K-3, insist on incorporating the state's early learning standards into their course of study, whether as part of a teacher certification program or not, and make sure that higher education faculty are knowledgeable about and teaching the tools that the states are using to screen and assess children's learning and development. This would also include using the results to improve practice. As teachers enter the workforce, provide for joint continuing education for them so that they are brought together on core substantive areas and can work in teams to develop their skills and expertise. Insist that leadership requirements for both early learning and K-3 leaders include knowledge and expertise that encompasses all of early learning, including child development, program design, assessment, etc. Ensure that the early learning standards and Common Core standards

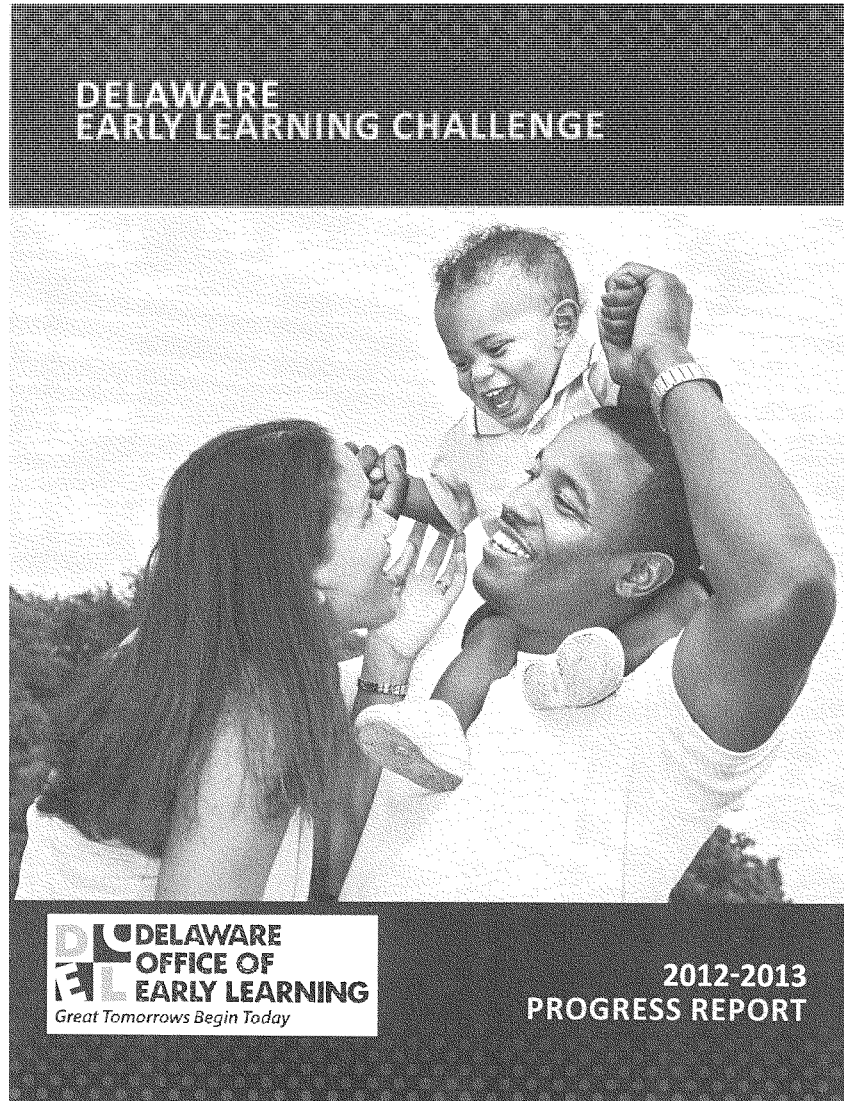


are well-aligned and then used to drive professional development and support for teachers and leaders. Likewise, add the missing elements to the K-3 standards that are in early childhood, such as approaches to learning and social-emotional domains, and provide support across the early learning and K-3 sectors for incorporating and using this knowledge in the classroom. Use the same formative assessment tools in the early learning and K-3 programs, and make sure that the teachers are jointly trained on the use of the tool, and can see the child's results from previous years so that they can do a better job with continuity and alignment. Moving beyond the supports for the teachers and leaders, there are opportunities to better partner with families in each system and to create a more continuous approach for sharing information with families, and engaging with them in a mutually respectful manner that supports the child's learning and development in this context. In the previous example around formative assessment, parents could have information shared with them on a continuous basis about their child's progress if this approach were to be used. Finally, in Delaware we have created readiness teams that voluntarily bring together early childhood and school leaders, along with families, civic leaders, and health and social service representatives, to focus on what they can do at the local level to improve school readiness. Many of these voluntary group are focusing on issues of alignment and transition, and the work is energizing for those involved. The hope is that these groups can start meaningful local initiatives that can then inform more systematic efforts across the state.

This is a critical topic, and has proven very difficult for people to work on at a practical level. I applaud you for your focus on this and for the core understanding that alignment embraces the many programs and leaders who are dedicated to young children and their families and communities.

Enc.

Delaware Early Learning Challenge Progress Report 2012-13





Dear Reader:

We are pleased to report that Delaware is making progress in its efforts to ensure that all of Delaware's youngest learners have access to quality early childhood learning since being awarded an Early Learning Challenge federal grant in 2012.

"It takes a village to raise a child." Our "village" includes the strong leadership of Governor Jack Markell and support of the Delaware legislature and hundreds of partners who remain focused on building a system for early learning and child development services that will serve children with high needs, including those who are low-income, children with disabilities and dual language learners, in order to improve children's outcomes and readiness for school and for life.

Delaware's approach to accomplishing our goal of building a sustainable system is broken into four goals:

- Goal 1: Expand comprehensive screening and follow-up for young children
- Goal 2: Expand number of Stars programs and high needs children in Stars
- Goal 3: Build connections between early learning and K-12 schools
- Goal 4: Sustain a thriving statewide early learning system

This report highlights key accomplishments at the midpoint of the four-year grant and insight into our plans for the remaining two years of the grant.

Everyone involved knows that a great deal of work remains to reach our goals, but we also share in the celebration of our accomplishments to date.

Together with the staff of the Office of Early Learning and our dedicated partners, I look forward with great anticipation to the rest of the pieces being put into place so that all families can be confident that their child will get a great start!

Harriet Dichter,  
Executive Director  
Office of Early Learning

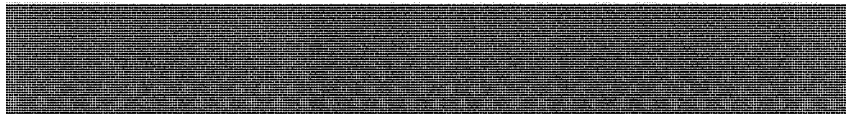
OFFICE OF EARLY LEARNING: Nancy Widdoes, Deputy Director - Evelyn Keating, Program Manager - Brandi Miller, Program Manager - Susan Mitchell, Senior Advisor - Jason Gardner, Manager, Finance and Administration - Ranie Good, Director, Early Learning Business Partnerships - April Montgomery and Iyannah Walton-Bacon, Administrative Assistants

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GOAL 4:	Sustain a Thriving Statewide Early Learning System .....	14



*Governor Jack Markell visits with children in a Star 5 program.*



**GOAL  
1****Expand Comprehensive Screening  
& Follow-up for Young Children****WHY IT MATTERS:**

Early identification of developmental delays or disabilities in children birth to age five is critical. Issues with vision, hearing, coordination, speech, cognitive development and social/emotional challenges, if left unidentified and unaddressed, can interfere in a child's path of learning, growth and development. Once issues are identified through early screening, families are linked with appropriate services to address the issues and help young children develop to their fullest potential. Such interventions are most effective and cost-efficient when delivered early.

## GOAL 1-STRATEGY 1:

### Engage health care providers to screen more children

#### *What's been accomplished in the first two years of the Challenge grant?*

- Utilized a standardized screening instrument to identify children with developmental challenges and link them to appropriate supports and services. By employing this best practice, more than 22,755 young children have been screened since the Challenge grant began in 2012, closing in on the goal of 25,000. Of those, 8,360 children were screened at least once by Nemours. The screening instrument promoted for use by the Challenge is the PEDS (Parent Evaluation of Developmental Status).

#### *What's still to be done in the Challenge by 2015?*

- Engage more health providers and practices in using the PEDS tool to screen more young children.

## GOAL 1-STRATEGY 2:

### Link more children and their families to follow-up services

#### *What's been accomplished in the first two years of the Challenge grant?*

- Beginning in 2013, the Office of Early Learning broadened the base of providers conducting developmental screening by funding training to Delaware Stars programs on the Ages and Stages Questionnaire, a tool designed for use by early childhood programs.
- More than 22,000 people have been reached through nearly 500 community events by Health Ambassadors with Challenge funding support, exceeding targets on both indicators. Through this outreach, community residents identify their needs for services for young children and their families and are referred to community services.
- Nearly 2,150 callers seeking young child services were assisted by the Help Me Grow 211 information and referral service, funded in part through the Challenge. This service is growing as a community resource, with 329 calls in 2012 compared to 1,820 calls in 2013 which exceeded the target.
- Through the expanded outreach funded by the Challenge grant, 2,150 infants and toddlers, birth to age three years were assessed for developmental disabilities, exceeding the target goal. In addition, the families of these young children were linked to services as indicated by the assessment.

#### *What's still to be done in the Challenge by 2015?*

- Increase the number of children receiving developmental screening through early childhood programs in Delaware Stars, with linkage to services where indicated by the screen results.
- Enhance referral practices by ensuring that health providers have the information they need to make informed referrals, linking families and children with services needs to community services in place.

### GOAL 1-STRATEGY 3:

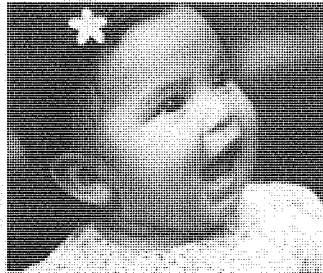
#### Strengthen young child mental health services

##### *What's been accomplished in the first two years of the Challenge grant?*

- Delaware's capacity to provide Early Childhood Mental Health Consultation (ECMHC) to early childhood program staff has more than doubled, increasing licensed behavioral health consultants from 4.5 to 10, ensuring that this high-demand service of the Children's Department is available to all Delaware Stars programs.
- More than 140 early childhood programs have received this consultation service, with 114 (80%) of those programs in Delaware Stars. Nearly 900 child-specific consultations were provided and a 97% success rate in preventing expulsions was maintained.
- More than 765 early childhood staff have been trained by ECMHC in Child-Adult Relationship Enhancement (CARE), exceeding the goal of 480 by 2013. CARE is a six hour professional development course providing concrete effective strategies to create and maintain positive relationships with young children and has high participant satisfaction ratings.
- Consultant-provided training has expanded and enhanced the professional development offerings to early childhood program staff. Thirty (30) early educators have completed Teacher Child Interaction Training (TCIT), exceeding the goal of 25. TCIT is an up-to-10 week on site intensive training by ECMHC for early educators focusing on the development of highly effective classroom management skills.
- Access to young child mental health treatment has been expanded significantly with nearly 90 community therapists receiving clinical training on the use of Parent-Child Interaction Therapy (PCIT), exceeding the target of 62 clinicians to be trained.

##### *What's still to be done in the Challenge by 2015?*

- Early childhood programs will continue to receive technical assistance, coaching and training through the early childhood mental health consultation service to enhance skills in developing positive relationships and interactions with young children and promotion of young child mental health.
- More community therapists will be trained in young child-specific mental health treatment to further expand access for Delaware's children and families.



**GOAL  
2**
**Expand the Number of Stars Programs  
and High Needs Children in Stars**

**WHY IT MATTERS:**

Quality early learning experiences prepare young children for success in school and in life. Brain science shows that children's brains are 90% developed by age five. Early childhood programs interested in continuous quality improvement can voluntarily join Delaware Stars, the state's quality rating and improvement program. More Delaware Stars programs means more positive foundational early learning experiences for our youngest learners (birth to age five years) through more accessible quality early learning programs for families with young children. And with the public subsidy, "Purchase of Care," young children are not denied positive early learning experiences due to family income concerns.



## GOAL 2-STRATEGY 1:

Provide financial incentives for Stars programs serving high needs children

### *What's been accomplished in the first two years of the Challenge grant?*

- The Infrastructure Fund, created as a financial incentive for Delaware Stars programs serving children with high needs, has supported 33 Stars programs with more than \$300,000 to increase program quality via facility or technology improvements and achieve higher Star quality ratings.
- Tiered financial reimbursement, designed to provide a financial incentive to top tier quality Stars programs to enroll and serve children with high needs, has contributed to the overall incentives for Stars programs to aspire to and reach higher quality ratings. The number of Stars programs receiving these financial incentives nearly doubled, from 65 in the first quarter of 2013 to nearly 130 in the fourth quarter of 2013, a positive trend, increasing the number of children with high needs in top tier Stars programs.
- Commissioned national expert to analyze the cost model for Delaware Stars

### *What's still to be done in the Challenge by 2015?*

- Implement Stars Enhancements, which include increased tiered reimbursement for Star 4 and 5 programs serving infants, toddlers and preschoolers; more equitable grant awards in line with enrollment; and new financial incentives for infant enrollment in Star 4 and 5 programs.
- Continue to promote the Infrastructure Fund as a way to help Stars programs increase program quality and achieve higher Star levels, increasing programs in the top rated tiers of Delaware Stars.



of St. Andrews of Education Area Director visited St. Andrews's School and Nursery, a Star 5 program. Pictured with St. Andrews's Director Helen Riley and some of her students are (l to r) Lt. Governor Matt Denn, Senator Chris Coons, Congressman John Carney, Secretary Duncan, Senator Tom Carper and Governor Jack Markell.

## GOAL 2-STRATEGY 2:

### Support programs moving through Delaware Stars

#### *What's been accomplished in the first two years of the Challenge grant?*

- Increased the number of early learning programs participating in Delaware Stars at the close of 2013 to 435, exceeding the target of 405 programs, and a near four-fold increase from the 134 programs participating in 2011.
- Exceeded the target of 40% with 42% of all Stars programs in the top tiers of quality (Star 3, 4 or 5 ratings).
- Served more than 6,300 high needs children (42% ) in Stars top tier programs by the end of 2013, exceeding the Challenge target of 35%. The percent of children with high needs who participated in any Stars program was 67% (10,011), exceeding the 2013 target of 50%.
- Enhanced by a Delaware-led community of practice support, the Early Learning Leadership Initiative (ELLI) reached 86 early educators who are gaining the Director's credential via the nationally recognized McCormick Center's online leadership curriculum exceeding the target of 75. Another 113 participants are ready to start the next leadership learning series in 2014.
- Expanded and enhanced well-received specialty technical assistance for programs in Delaware Stars in new areas such as developmental screening, formative child assessment, infant/toddlers and nutrition and health.
- Expanded and enhanced professional development, with newly developed opportunities, resulting in more early educators obtaining additional education and training, e.g. 560+ early childhood staff trained to use a standardized tool for developmental screening of young children and 580 early childhood staff obtained one or more of the newly developed specialized expertise credentials, indicators of enhanced workforce professional development.

#### *What's still to be done in the Challenge by 2015?*

- Based on study finding and the feedback and input from participating stakeholders, enhancements to the Delaware Stars program will be offered beginning in 2014. Stars Enhancements 2014 apply both to centers and family child care programs serving infants, toddlers and preschool age children.
- These enhancements improve financial incentives; improve supports; increase accountability; and increase transparency. The goal is to provide our early childhood educators with the best possible tools for teaching children, and to elevate the status of the profession to the critical value they provide in the lives of children, families and our communities.
- By the end of the Challenge four-year grant, Delaware's target is to have 442 early childhood programs participating in Delaware Stars, with 65% of those programs in the top tiers of quality, further expanding access to quality early learning programs for young children and, particularly, children with high needs.
- By 2015, meet the Challenge target of 78% of children with high needs enrolled in Delaware Stars programs and of those, 58% attend Delaware Stars top tier programs.

**GOAL 2-STRATEGY 3:**

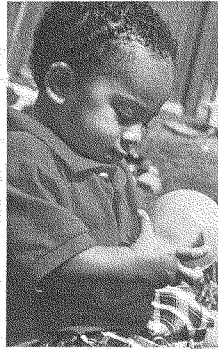
**Provide financial incentives for education and retention of Stars early educators**

***What's been accomplished in the first two years of the Challenge grant?***

- Newly created in 2013, the Compensation, Retention and Education (CORE) Awards now provide financial incentives for education and retention of Delaware Stars early educators. A total of 1,337 individual financial awards, totaling more than \$3.8 million, have been made to early educators based on increased education and professional development.

***What's still to be done in the Challenge by 2015?***

- Continue to provide early childhood staff and programs with financial awards in recognition of increased education and professional development.



**GOAL  
3****Build connections between early learning  
and K-12****WHY IT MATTERS:**

As U. S. Secretary of Education Arne Duncan stated at the 2009 National Association for the Education of Young Children Conference, "Now if we are to prevent the achievement gap and develop a cradle to career educational pipeline, early learning programs are going to have to be better integrated with the K-12 system."

## GOAL 3-STRATEGY 1:

### Implement Delaware Early Learner Survey

#### *What's been accomplished in the first two years of the Challenge grant?*

- The Delaware Early Learner Survey, a new kindergarten entry child assessment, has been created through the Challenge with the active involvement and support of kindergarten teachers across the state and the Delaware State Education Association. Challenge grant targets have been exceeded: 63% (315) of Delaware's 500 kindergarten teachers conducted the survey with more than 6,630 children participating in 2013. This early success has laid the groundwork for full implementation in 2014 and 2015, when all public kindergarten teachers and children statewide will participate.
- In 2013, the newly created Family Engagement Survey Pilot was successfully implemented as part of the Delaware Early Learner Survey. At least 70% of families participated in providing information about their child and family at the outset of the school year, helping each teacher learn more about each child's personal interests and previous educational experience and aiding in the development of relationships between teachers and their student's families.

#### *What's still to be done in the Challenge by 2015?*

- Starting in 2014, all public school kindergarten teachers will assess all kindergarten students using the Delaware Early Learner Survey. The resulting information about kindergarten students and their families will aid in developing individualized teaching approaches to students and in engaging families early, a practice shown to benefit children's learning.

## GOAL 3-STRATEGY 2:

### Create Readiness Teams in high needs communities to build early childhood and K-12 links

#### *What's been accomplished in the first two years of the Challenge grant?*

- Nineteen (19) Delaware Readiness Teams successfully competed for Early Learning Challenge grant funds. Each team includes parents, educators and community leaders and each is located in an high-needs area. The teams developed innovative strategies and action plans in 2013 designed to help create and sustain enhanced linkages between early learning and the K-12 system in their communities.

#### *What's still to be done in the Challenge by 2015?*

- Delaware Readiness Teams will implement their action plans to create and forge new linkages between early learning and K-12 systems in 2014 and 2015.

### GOAL 3-STRATEGY 3:

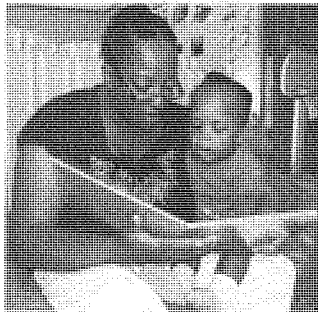
Link high school and college professional development for early educators

#### *What's been accomplished in the first two years of the Challenge grant?*

- An analysis of course content from institutions that offer both associate and bachelor level early childhood degrees was completed, assessing alignment to Delaware's Early Learning Foundations and Workforce Competencies.
- Delaware's Training for Early Care and Education (TECE 1 and 2), a well-used credential in early learning is being revised and enhanced with updated information reflecting current practice, additional rigor and remediation strategies. This two-part course is used as a qualifier to enter the early childhood workforce. The enhanced courses will demonstrate alignment to the Child Development Association (CDA) and Delaware's colleges' introductory early childhood courses for articulation.
- Polytech Vocational Technical School has offered early childhood classes in cooperation with the Delaware Technical Community College for its high school students that are specializing in early childhood. They are taking Delaware Tech's introductory courses during their high school experience and upon successful completion, are obtaining as many as 9 credits that will directly articulate to Delaware Tech's early childhood program upon graduation. The tuition costs are currently being paid for by the Challenge Grant.
- High school students interested in majoring in early childhood now receive support for college entry exams to increase successful entry into institutions of higher education.

#### *What's still to be done in the Challenge by 2015?*

- To enhance alignment, identified strengths and gaps will be shared with the higher education institutions. In addition, a resource tool kit will be provided to assist the schools' development of additional content in the gap areas.
- Complete the revision of TECE 1 and 2 to reflect emerging trends, best practices and remediation strategies.



**GOAL  
4**

**Create a sustainable system with strong parent and community engagement and advocacy**


**WHY IT MATTERS:**

Delaware is committed to excellence in early learning, both to support individual children and their families and to support development of a well-educated and qualified work force over time. Gains made through the Challenge grant which are critical to the sustainability of a statewide quality early learning system are essential if Delaware is to succeed in preparing young children for school and life and competing successfully for economic development.

## GOAL 4-STRATEGY 1:

### Use data to inform quality improvement and sustainability

#### *What's been accomplished in the first two years of the Challenge grant?*

- Measures of key indicators are tracked monthly to ensure progress is being made toward the Challenge grant goals and challenges to implementation are identified and addressed by the Early Learning Leadership Team comprised of leaders from the three participating state agencies and the Office of Early Learning.
- The RAND Corporation was selected as Delaware's evaluation partner for the Delaware Stars program.
- Federal funding agencies conducted an early childhood data survey and readiness assessment to guide the state's next steps in development of an early childhood integrated data system (ECIDS).
- The Office of Early Learning, in collaboration with the Delaware Department of Education, applied for private foundation funding to accelerate the state's movement toward an early childhood integrated data system ECIDS.

#### *What's still to be done in the Challenge by 2015?*

- Complete the RAND Corporation evaluation of the Delaware Stars Program;
- Develop a concrete plan for next steps for Delaware, informed by the federal early childhood data experts' report;
- Implement the next steps for integrated early childhood data.





## GOAL 4-STRATEGY 2:

Engage community leaders, including parents, as informed advocates for early learning

### *What's been accomplished in the first two years of the Challenge grant?*

- Family outreach conducted at hundreds of community events across the state, reached thousands of families with young children, increasing awareness of the importance of quality early learning for young children and helping families learn that they can use the Delaware Stars as a guide to finding quality early childhood programs.
- A new website, developed by the Office of Early Learning to support families with young children, has had more than 7,600 unique visitors during its first six months in 2013. The website is focused on providing families with resources to help provide quality early learning and includes a tab that connect them with an easy-to-use database to locate a Delaware Stars program convenient to them; a tab that explains why quality matters; a tab that provides insight into brain development; and a tab that offers tips and resources for early learning at home.
- Nearly 5,000 individuals subscribe to receive the newly created monthly Delaware Early Childhood E-News, indicating a high level of interest in quality early childhood programs in our state.
- A new Commission on Early Education and the Economy was created by the Delaware Business Roundtable's Committee on Education to increase awareness among businesses in Delaware of the value of public investment in quality early learning to benefit young children and their families as well as our state's economy.
- Communication training workshops were developed and offered in 2013, supporting community leaders and advocates of quality early learning by equipping them with the strategies, skills and materials needed to effectively communicate unified messaging when speaking about the importance of quality early learning for young children and the good value for investment of public funds.
- In 2012, the inaugural statewide Delaware Stars program recognition celebration was held, attracting over 400 participants. In 2013, Delaware Stars program recognition celebrations were held locally with one in each of Delaware's three counties. More than 400 individuals from across the state, including state legislators and other state leaders gathered to celebrate the success of Delaware Stars and particularly those programs moving up in quality rating.



### *What's still to be done in the Challenge by 2015?*

- Continue family outreach and promotion of the E-news, website, Facebook, Twitter and Pinterest supports developed by the Office of Early Learning for families with young children and for our community.
- Continue to conduct training for parents and community leaders to help them develop the skills they are seeking to become strong advocates for quality early learning in Delaware.

## GOAL 4-STRATEGY 3:

### Provide leadership for system development and sustainability

#### *What's been accomplished in the first two years of the Challenge grant?*

- Governor Markell launched a new Delaware Early Childhood Strategic Plan, developed by the Delaware Early Childhood Council with broad community support to provide guidance to future system development.
- The Delaware Early Childhood Council created four new standing committees that align with the four goals of the Challenge grant, with chairs recognized across the state as strong community leaders, contributing strong advocacy and oversight to strengthen system development and sustainability.
- More than 150 Challenge partners participated in the first Early Childhood All Partners Meeting, co-sponsored by the Delaware Early Childhood Council and the Office of Early Learning in 2013, a clear demonstration the strength and breadth of our state's full community commitment to develop and sustain a comprehensive early childhood system here. Successes were celebrated, new connections made across those working to advance the four goal areas and critical review led to identification of opportunities for improvement and enhanced interdependency to strengthen the emerging early learning system.

#### *What's still to be done in the Challenge by 2015?*

- Convene another Early Childhood All Partners Meeting to inform next steps in grant implementation and system development.
- Continue to develop careful, strategic planning for sustaining the parts of the Challenge that work best to secure the gains and advance Delaware in its quest for comprehensive statewide early learning system that will prepare young children for success in school and in life.



Delaware Business Roundtable's Commission on Early Learning and the Economy

Top Row: Casey Melsah, Corporation Service Company; Kim Fremont Fortunato, Campbell Soup; Ed Dulin, Independent Newspapers; Jeff Castellano, Shaw-Keller, LLP; Michael Rasmussen, Painted Stone Distillery; William Allan, DE Community Foundation; Charles McDowell, Potter Anderson Corroon, LLP; Daryl Graham, JP Morgan Chase; Halsey Spruance, DE Museum of Natural History.  
Middle Row: Lynne Howard, Lynne Howard Consulting, LLC; Polly Mervine Adams, Fauxbulous FX; Meredith Stewart Tweedie, DE Department of Justice; Lynn Kakjohn, Fauxbulous FX; Jacelyn Stewart, Barclays; Ellie Corbett Mannum, Veritext Legal Solutions; Tara Elliott, Fish & Richardson; Lisa Hastings-Sheppard, DE Technical and Community College.  
Seated: Nicholas M. Marsini, Jr., Co-Chair, PNC Bank Delaware; Governor Jack Markell; Paul H. Harrell, Jr., Co-Chair, DE Department of Education; Harriet Dichter, DE Office of Early Learning.

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Brookas Publishing Co.- Ages & Stages Questionnaire/ASQ  
 Child Development Watch  
 Child Find  
 Christiana Health Care Services  
 Delaware Academy of Medicine  
 Delaware Chapter, American Academy of Pediatrics  
 Delaware Children's Department, Divisions of Family Services and Prevention and Behavioral Health Services  
 Delaware Department of Health and Social Services, Divisions of Public Health and Management Services  
 Delaware Early Childhood Council, Committee on A Healthy Start for All Children  
 Help Me Grow 211  
 La Red Health Center  
 Nemours Health and Prevention Services  
 Participating Delaware Stars Programs using ASQ screen  
 Participating Health Providers using PEDS screen  
 Participating parents/families of young children screened  
 Rodel Foundation of Delaware  
 Social Ventures Partners  
 United Way of Delaware, Inc.  
 University of Delaware Institute for Excellence in Early Childhood

**PARTNERS - GOAL 2**

Barclays Bank  
 Child Assessment Task Force  
 Children & Families First, Inc.  
 CORE Compensation, Education and Retention Awards Advisory Committee  
 Delaware Department of Education  
 Delaware Association for Education of Young Children (DAEYC)  
 Delaware Department of Health and Social Services, Divisions of Social Services and Management Services  
 Delaware Department of Services for Children, Youth and Their Families, Division of Family Services and the Office of Child Care Licensing  
 Delaware Early Childhood Council, Committee on High Quality Early Childhood Programs and Professionals  
 Delaware Stars  
 Delaware Stars Evaluation Advisory Committee  
 Delaware Stars Task Force  
 Early Childhood Policy Research  
 Easter Seals of Delaware and Maryland's Eastern Shore  
 Infrastructure Grant Advisory Committee  
 Deana Lukowski, TSI Gold Assessment Technical Assistant  
 Kim Means, Child Care Systems Specialist, Office of Child Care,  
 U.S Department of Health and Human Services  
 National Louis University, McCormick Center for Early Childhood Leadership  
 Nemours Health and Prevention Service  
 Oldham Innovative Research  
 Participating Families and Programs in Delaware Stars  
 RAND Corporation  
 Rodel Foundation of Delaware  
 Teach for America, Delaware  
 Kathy Thornburg, Ph.D Early Learning Challenge Technical Assistance Specialist  
 United Way of Delaware, Inc.  
 University of Delaware Institute for Excellence in Early Childhood, Delaware Stars Program and Delaware Stars Task Force  
 Jamie Walco, ASQ Technical Assistant

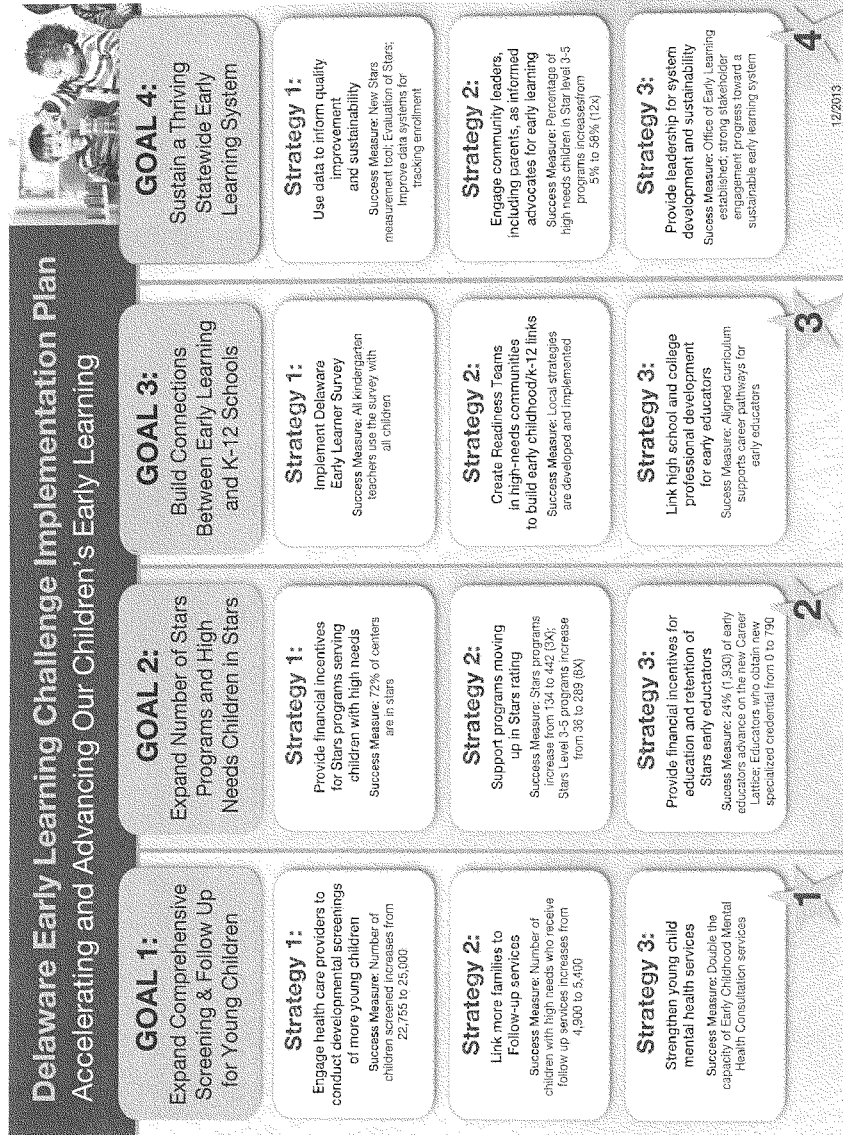
**PARTNERS - GOAL 3**

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 Child Trends, Inc.  
 Delaware Department of Education, Consumer Sciences Services and Skilled and Technical Services  
 Delaware Early Childhood Center  
 Delaware Early Childhood Council, Committee on An Aligned and Effective Early Learning System, Birth Through Third Grade  
 Delaware Early Learner Survey Advisory Committee  
 Delaware Readiness Teams (DEL TEAMS)  
 Delaware State University  
 Delaware State Education Association  
 Delaware Technical Community College  
 Del TEAMS Advisory Committee  
 Higher Education Partnership Workgroup  
 Kindergarten teachers, administrators and support staff  
 K-2 Standards Committee  
 Lakeshore Learning  
 Nemours Health and Prevention Services  
 New Castle County Vocational Technical School  
 New Castle County Vo-Tech District  
 Participating Public and Charter Schools  
 PNC Bank  
 Polytech High School  
 Rodel Foundation of Delaware  
 Springfield College, Wilmington Campus  
 Sussex Vocational and Technical High School  
 Teaching Strategies, Inc.  
 Tech Prep Delaware  
 United Way of Delaware, Inc.  
 University of Delaware, Center for Applied Demography and Survey Research and Institute for Excellence in Early Childhood  
 University of North Carolina Chapel Hill, Frank Porter Graham Center  
 Widener University  
 Wilmington University

**PARTNERS - GOAL 4**

Delaware Association for the Education of Young Children (DAEYC)  
 Delaware Business Roundtable's Committee on Education and Commission on Early Education and the Economy  
 Delaware Departments of Education, Health and Social Services and Services for Children, Youth and Their Families  
 Delaware Early Childhood Council, Committee on Sustainable System Improvement  
 Delaware Head Start Association  
 Carlos Dipres, Family Outreach Consultant  
 Goeins-Williams Associates, Inc.  
 Andrew Geroski, Communications Consultant  
 Donna-Marie King, Communications and Marketing  
 Just in Time! Communications  
 Kelly Swanson, Communications consultant  
 Office of Early Learning Communications Review Panel  
 Participating parents/families of young children  
 Penn Cinema on the Riverfront  
 IMAX  
 Pepperillie, Inc.  
 Rebecca Perry, Family Outreach Consultant  
 Rodel Foundation of Delaware  
 United Way of Delaware, Inc.







A quality rating & improvement system to help guide families seeking quality early childhood learning.

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March 7, 2014

Dr. Grover J. "Russ" Whitehurst  
 Senior Fellow & Director  
 Brown Center on Education Policy  
 Brookings Institution  
 1775 Massachusetts Avenue, NW  
 Washington, DC 20036

Dear Dr. Whitehurst:

Thank you for testifying at the February 5, 2014 hearing on "*The Foundation for Success: Discussing Early Childhood Education and Care in America.*" I appreciate your participation.

Enclosed are additional questions submitted by members of the committee after the hearing. Please provide written responses no later than March 28, 2014 for inclusion in the final hearing record. Responses should be sent to Cristin Kumar or Dan Shorts of the committee staff who can be contacted at (202) 225-6558.

Thank you again for your important contribution to the work of the committee.

Sincerely,

John Kline  
 Chairman  
 Committee on Education and the Workforce

**Chairman John Kline (R-MN)**

1. In your testimony, you mention several federal programs that have been proven ineffective and/or defunded by Congress? What can be done to improve the effectiveness of our existing federal early childhood programs?
2. Your testimony states that Georgia's program and Head Start had small impacts on their participants' academic and/or developmental outcomes. How do you define a "small impact" as it pertains to program evaluations?
3. Can you go into greater detail as to why the randomized trial evaluation design, as used to evaluate Head Start and the Tennessee Voluntary Pre-K program, is a better indicator of effectiveness than a delayed treatment research design study like those used for the Boston, New Jersey, and Tulsa programs?
4. If input data like a preschool teacher's credentials have little impact on a child's learning, what factors are important to determining the effectiveness of a preschool teacher?

**Rep. Rush Holt (D-NJ)**

1. Please supplement your remarks about infant and early toddler programs with any additional information you feel you weren't able to address during the hearing.
2. Economist James Heckman's analysis on return on investment is often cited in discussions about public investment in early childhood programs. His analysis shows the highest return on investments in the first three years. He also analyzes return on investment starting at age three according to whether there has been adequate investment in development during the first three years of life. Where such investment has occurred, the return after age three for an investment in preschool is greater—the higher skill base at age three enhances the productivity of the later investment. Where such investment has been sub-par, the return on investment for preschool is less.<sup>1</sup> How would you suggest we incorporate Professor Heckman's analysis into our thinking about investing in the continuum of early learning, including early infant and toddler care programs?

---

<sup>1</sup> Heckman, The Case for Investing in Disadvantaged Young Children, graph on p. 53, text on p. 54, <http://heckmanequation.org/content/resource/case-investing-disadvantaged-young-children>

**Answers to Follow-up Questions for the Record****Russ Whitehurst****Questions from Chairman John Kline (R-MN):**

1. In your testimony, you mention several federal programs that have been proven ineffective and/or defunded by Congress? What can be done to improve the effectiveness of our existing federal early childhood programs?

The federal government is not, in my view, well positioned to run early childhood programs. The William F. Goodling Even Start Family Literacy Program is a case in point. It came into existence as a pet project of Representative William F. Goodling, who shielded it from the cutbacks and elimination that were recommended by both the Bush and Obama administrations based on the results of three national evaluations demonstrating it to be ineffective in raising student achievement or parental education and employment. There are many defensible reasons for the American taxpayer to invest in early childhood programs, but sponsorship by a powerful legislator after whom a program is named, is not one.

Head Start is another case in point. We have strong evidence that it is ineffective. And it is a serious roadblock to states trying to design a coherent system of early child care and learning because Head Start grantees are accountable to Washington, not to the state in which they operate. Yet federal funding for Head Start is at an all time high, driven by the political clout of the National Head Start Association, which represents the adults who are employed by or run federally funded Head Start programs.

An important mechanism for improving the effectiveness of existing federal programs would be to put parents in the driver's seat. If, for example, parents of children eligible for Head Start received a tuition voucher they could spend at a Head Start center, or at any other licensed pre-K facility, existing Head Start centers would have to satisfy parents and fit into early childcare system of the state in which they operate to thrive. Doing so would lead to improvements.

2. Your testimony states that Georgia's program and Head Start had small impacts on their participants' academic and/or developmental outcomes. How do you define a "small impact" as it pertains to program evaluations?

A convention for "small impact" in education and social programs is an effect size  $\leq .20$ . (An effect size is the difference between the means of the treatment and control group on the outcome of interest divided by the standard deviation of the scores that produce the means of interest.) This convention may sometimes send the wrong signal, e.g., a small effect may still be important if the costs of the program that produces it are also small or the outcome is a matter of life and death, but it is a place to start. In the Head Start Impact Study there was only one impact during elementary school for children who had attended Head Start as 4-year-olds that made it past the cutoff of .20 for a small effect, and this was negative impact of Head Start on emotional symptoms of 3<sup>rd</sup> graders as rated by their teachers. In the study of Georgia universal pre-k by Fitzpatrick, the effect of the Georgia pre-K program on 4<sup>th</sup> grade test scores is no more than about .02 of a standard deviation. In other words the effect would



have had to be more than 10 times as large as estimated to be characterized as other than small under the convention I'm employing. By almost any definition an effect size = .02 is very small.

3. Can you go into greater detail as to why the randomized trial evaluation design, as used to evaluate Head Start and the Tennessee Voluntary Pre-K program, is a better indicator of effectiveness than a delayed treatment research design study like those used for the Boston, New Jersey, and Tulsa programs?

The strongest research design for making decisions on whether a program is effective compares program participants with a control group of non-participants who are identical in every way to the program participants save for program participation. The only sure way to create such a control group is to randomly assign people to the program or control group. With a large enough sample the laws of chance ensure to a known and small margin of error that the people in the two groups thus formed are equivalent on everything except program participation, e.g., intelligence, racial/ethnic background, educational history, motivation to participate in the program, health, height, hair color, and on and on. If we then get statistically significant differences in outcomes favoring one or the other group and nothing has happened to compromise the original random assignment we can be sure that this is an impact of the program.

When a study uses a research design other than random assignment the burden falls on the researchers to demonstrate that the program and control groups are the same on variables other than program participation that might be important to measured outcomes. This can never be accomplished to the degree of certainty afforded by the randomized evaluation because the best that can typically be accomplished is to demonstrate that the program and control group are the same on variables that have been measured. So the researchers might show that the two groups don't differ on racial makeup or socioeconomic status, but equivalence on the variables that have been measured doesn't eliminate the possibility of non-equivalence on variables that haven't been measured. For example, families sending their four-year-olds to a particular pre-k program and a group of socioeconomically and demographically similar families selected to be the control group because they aren't sending their children to that pre-k program might differ in many ways that haven't been observed, e.g., the control group families may have been more likely to feel that their children weren't ready for pre-k, and the parents may have been right. As a result, a showing that the pre-k program participants score higher on entry to kindergarten than the control group children may simply reflect pre-existing differences in the children in the two groups rather than the impact of pre-k participation.

The best of this broad category of approximations to randomized trials, called quasi-experiments, demonstrate that the program and control groups are equivalent on a pretest of the skills and attributes that will be used as outcomes and that there are good reasons to assume that the children are equivalent on other factors that could be important to outcomes. Thus, for example, a research team that wants to test the hypothesis that pre-k program participation increases children's vocabularies and that can't conduct a randomized trial would want to demonstrate that the control and program children tested at the same level on vocabulary prior to the program children's entrance into pre-k. Further, they

would need to present a case that makes it reasonable to assume that the home conditions for the two groups of children are equivalent.

The evaluations of the Boston, New Jersey, and Tulsa programs (and a recent evaluation of Georgia's program) compare children who have just finished pre-k with children just starting the same pre-k program. The program children are post-tested but not pretested. The control children are pretested but not post-tested. Their scores are compared using a statistical approach that estimates the difference in scores between the two groups at just the point on the age continuum that represents the age-cut off for entry into public school. Conceptually, the researchers are comparing the oldest children in the control group with the youngest children in the treatment group, with these two sets of children differing by only a few days in age. The idea is that the only difference between these children other than a few days of age is that the treatment children qualified for entry into pre-k and kindergarten a year before the control children because they were just old enough to make the age cutoff. Thus differences in their performance on a test of, say, vocabulary, at a given point in time should be attributable to the slightly older treatment children having already had access to the pre-k program that the slightly younger children are just starting.

The first problem with this research design is that the equivalence of the two groups on everything except pre-k participation is merely an assumption, and a problematic one at that. Specifically, the researchers did not pretest the treatment group so they cannot demonstrate that the children in that group had the same skills at entry into pre-k as children in the control group. Further, it is not reasonable to assume equivalence of the two groups on everything other than pre-k participation because about 20% children in these studies who start the pre-k program don't finish out the year. These children, who are disproportionately likely to be from families that are undergoing disruptions, aren't in the treatment group that is post-tested at the end of pre-k. But they are in the control group that is pretested at the start of pre-k. As a result, the differences favoring the treatment group that are attributed to pre-k program participation in Boston, New Jersey, and Tulsa may be due to nothing more than children from the most challenging family circumstances having dropped out of the treatment group before it is tested while such families are still in the control group when it is tested.

A second problem with this research design is that it cannot be used to evaluate whether the effects of pre-k persist beyond the end of the pre-k year. That is because the original control group gets the pre-k treatment too. Thus by the time children are in kindergarten there is no control group.

The bottom line is that the research design used to study the programs in Tulsa, New Jersey, and Boston is doesn't provide a confident answer to the question of the impact of these pre-k programs at the end of the pre-k year, and no answer at all to whether there is any lasting advantage of these programs.

4. If input data like a preschool teacher's credentials have little impact on a child's learning, what factors are important to determining the effectiveness of a preschool teacher?

The two most important factors are the quality of interactions with children that the teacher engages in within her classroom, which can be assessed through classroom observations, and the gains that children make on important skills and attributes while under the teacher's care, which can be determined through pre and post measures of the children.

**Rep. Rush Holt (D-NJ):**

1. Please supplement your remarks about infant and early toddler programs with any additional information you feel you weren't able to address during the hearing.

We have one strong study of an infant and toddler program, The Infant Health and Development Program, that produces evidence of lasting effects for children from disadvantaged families, and evidence of no effects for children from advantaged families. This was a three-year intensive program, which sends signals as to the type of investment we need to make for whom under what circumstances to have long lasting effects.

2. Economist James Heckman's analysis on return on investment is often cited in discussions about public investment in early childhood programs. His analysis shows the highest return on investments in the first three years. He also analyzes return on investment starting at age three according to whether there has been adequate investment in development during the first three years of life. Where such investment has occurred, the return after age three for an investment in preschool is greater—the higher skill base at age three enhances the productivity of the later investment. Where such investment has been sub-par, the return on investment for preschool is less.<sup>1</sup> How would you suggest we incorporate Professor Heckman's analysis into our thinking about investing in the continuum of early learning, including early infant and toddler care programs?

In my view, Professor Heckman's analysis is far from definitive, but there are nevertheless good reasons to believe that many of the skills and dispositions we want to enhance in children from disadvantaged backgrounds benefit more from early and intensive intervention than from universal programs for four-year-olds. For example, there are very large differences by family socioeconomic status in vocabulary size and knowledge of the world by the time children are four-years-old. These differences reflect in large part massive differences in the frequency and quality of prior language interactions in the home. To date, there is no evidence that a program for four-year-olds can eliminate these vocabulary differences, which have long-term effects on reading. We will need to intervene earlier and more intensively, to include parent support, to deal with this challenge.



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GLENN THOMPSON, PENNSYLVANIA  
TIM WALBERG, MICHIGAN  
MATT SALONEN, ARIZONA  
BRETT OUTLINE, KENTUCKY  
SCOTT DEJARRAIS, TENNESSEE  
TODD ROUNTZ, INDIANA  
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TREV GOMMY, SOUTH CAROLINA  
LOU BARLETTA, PENNSYLVANIA  
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MARK POCAN, WISCONSIN

March 7, 2014

Dr. Elanna S. Yalow  
Chief Executive Officer  
Knowledge Universe Early Learning Programs  
650 N.E. Holladay Street, Suite 1400  
Portland, OR 97232

Dear Dr. Yalow:

Thank you for testifying at the February 5, 2014 hearing on "*The Foundation for Success: Discussing Early Childhood Education and Care in America*." I appreciate your participation.

Enclosed are additional questions submitted by members of the committee after the hearing. Please provide written responses no later than March 28, 2014 for inclusion in the final hearing record. Responses should be sent to Cristin Kumar or Dan Shorts of the committee staff who can be contacted at (202) 225-6558.

Thank you again for your important contribution to the work of the committee.

Sincerely,

*John Kline*  
John Kline  
Chairman

Committee on Education and the Workforce

**Chairman John Kline (R-MN)**

1. In your testimony, you mention that Knowledge Universe runs Children's Creative Learning Centers, which are employer-sponsored child development centers. Do you believe that there is a greater role for the business community in supporting quality care for their employees' children in order to increase attendance and productivity rates? Is your partnership model an example of a tactic that other businesses can implement, especially for their low-income or single-parent employees?
2. Do you believe that being a private provider enables Knowledge Universe to continuously improve and refresh its curricula and programs according to the latest research and best practices?
3. What are private child care and preschool providers like you and your counterparts doing to improve the quality of their own programs?

**Rep. Rush Holt (D-NJ)**

1. Please supplement your remarks about infant and early toddler programs with any additional information you feel you weren't able to address during the hearing.
2. Economist James Heckman's analysis on return on investment is often cited in discussions about public investment in early childhood programs. His analysis shows the highest return on investments in the first three years. He also analyzes return on investment starting at age three according to whether there has been adequate investment in development during the first three years of life. Where such investment has occurred, the return after age three for an investment in preschool is greater—the higher skill base at age three enhances the productivity of the later investment. Where such investment has been sub-par, the return on investment for preschool is less.<sup>1</sup> How would you suggest we incorporate Professor Heckman's analysis into our thinking about investing in the continuum of early learning, including early infant and toddler care programs?

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<sup>1</sup> Heckman, The Case for Investing in Disadvantaged Young Children, graph on p. 53, text on p. 54, <http://heckmanequation.org/content/resource/case-investing-disadvantaged-young-children>

## The Foundation of Success: Discussing Early Childhood Education and Care in America

U.S. House of Representatives  
 Committee on Education and the Workforce  
 Responses to Follow Up Committee Questions  
 Dr. Elanna S. Yalow  
 Knowledge Universe  
 March 27, 2014

**Questions from Chairman Kline**

**Question 1:** *In your testimony, you mention that Knowledge Universe runs Children's Creative Learning Centers, which are employer-sponsored child development centers. Do you believe that there is a greater role for the business community in supporting quality care for their employees' children in order to increase attendance and productivity rates? Is your partnership model an example of a tactic that other businesses can implement, especially for their low-income or single-parent employees?*

Since the 1970s, the number of women in the workforce with young children has risen dramatically. In 2009, 63.6 percent of women with children under the age of six were in the workforce, up from 39 percent in 1975. Additionally, women are now returning to the workforce after the birth of their first child at much quicker rates than in times past. While in the 1960s, only 10 percent of working mothers returned within three months of the birth of their first child, by the 2000s, 43 percent of working mothers were back at work within three months after giving birth. These changing workforce demographics have created an ever growing need for high-quality early childhood education (ECE), with 11 million children under age five now being served for an average of 35 hours per week.

Businesses have an important interest in supporting high-quality ECE for multiple reasons, including supporting their current workforce (attendance, productivity, and retention) as well as recruitment of prospective employees. Knowledge Universe offers employers two models for employer-sponsored early education and care. Children's Creative Learning Centers (CCLC) provides on-site or near-site early childhood education and care for employees' children, which is one approach that businesses can use to improve access and quality for their employees. This approach is particularly beneficial for those companies whose employees might otherwise not be able to afford the relatively high cost of high-quality, licensed programs and for employers that wish to have greater control over center operations.

Offering on- or near-site workplace centers is just one possible solution because many companies have a widely distributed workforce, without a sufficient population at any one location to support a dedicated center. This may be a particular challenge for relatively low-wage workers who may work in dispersed retail locations as opposed to higher paid employees who work at centralized corporate offices. For these businesses, tapping into a national network of centers, such as KinderCare Learning Centers, can be a highly cost efficient and scalable solution. For example, we work with several hundred companies, both national and local employers, to offer priority access into our existing community KinderCare centers. The nature of the relationship varies dramatically among employers, including discounted access, priority access, dedicated back up/emergency care slots, and guaranteed spaces for full-time children. This allows businesses to utilize the excess capacity in community centers without the high cost of building a new center or the ongoing subsidy that may be required for supporting a dedicated center. In a similar vein, we are the largest partner of the Department of Defense in supporting military families when the base centers are full, serving approximately 2,700 active duty families.

**Question 2:** *Do you believe that being a private provider enables Knowledge Universe to continuously improve and refresh its curricula and programs according to the latest research and best practices?*

Being a private provider not only enables us to continuously improve our programs and services, it requires that we do so. There is excess capacity in most markets among community providers of ECE, and the viability of any location depends on maintaining and growing enrollments to cover the considerable fixed costs of providing high-quality programming. While parents consider many factors in their decision to choose one ECE provider over another, a comprehensive and well implemented curriculum is an essential part of that selection process. It is also critical to retaining families who have multiple alternative options if they are not satisfied. Competition drives program improvement, which in turn benefits children and families.

To illustrate, KinderCare has recently invested millions of dollars into the development of our proprietary curriculum as well as the training and ongoing professional development of our teachers to ensure effective implementation of our program across key domains of learning and development, including language and literacy, social/emotional development, physical development, executive function, creative expression, and cognitive development. In addition to the lesson plans and content of the classroom activities, our curriculum delivery includes the materials, equipment, and books, etc., that are needed to ensure an enriched learning experience for all of our children, including our infants and toddlers. Our curriculum not only aligns with State K-12 Standards in English Language Arts and Mathematics, our scope and sequence has been developed to be consistent with State Early Learning Standards, best practices based on current research, and nationally recognized quality standards. It has also been subject to review by national experts in key learning domains.

In addition to the direct incentive to continuously upgrade our programs, both our quality and our competitive position are advantaged by pursuing national accreditation and higher ratings in state Quality Rating and Improvement (QRIS) programs. Our ability to support these quality efforts is dependent on excellent classroom practice which depends, in turn, on the strength of our curriculum. This approach has been validated by our considerable success over the past 2 years in rapidly growing the number of nationally accredited centers we operate. We now have more accredited centers than any other provider in the country, including the Department of Defense, and more than our two largest competitors combined. The quality and breadth of our curriculum offering is essential to this success.

**Question 3:** *What are private child care and preschool providers like you and your counterparts doing to improve the quality of their own programs?*

The private provider community recognizes the need to continuously upgrade programs and services to remain competitive and to have a beneficial impact on the children and families that are served. At Knowledge Universe we invest in our people, programs, and our center environments to ensure that we are meeting the needs of our communities.

Listed below are some of the key areas in which we invest:

- **Curriculum:** We are in the process of completing a comprehensive curriculum refresh for infants through pre-kindergarten to ensure that our curriculum is aligned with State K-12 Standards, State Early Learning Standards, current research, and best practices endorsed by professional organizations.

- *National accreditation and state QRIS:* To ensure continued quality improvement in our educational programming, we embrace the opportunity to subject our centers and our programs to outside review. Knowledge Universe's goal is that 100 percent of our eligible centers be nationally accredited, and we have achieved this recognition at close to 800 of our centers, more than any other provider in the United States. The balance of our centers is already in the process or will be initiating accreditation within the next 12 months. We also actively participate in and support state QRIS.
- *Focus on child outcomes:* We are committed to measuring the performance of our children as they enter kindergarten. For example, we recently partnered with the state of Maryland to evaluate the school readiness of children who attended our KinderCare centers. Data from the Maryland statewide kindergarten assessment showed that a higher percentage of Maryland children who had attended KinderCare were "fully ready" on key school readiness indicators in language/literacy, mathematical thinking, and scientific thinking than their peers who did not attend KinderCare. Additionally, Maryland children who had participated in KinderCare on a full-time basis for more than one year showed even higher percentages of school readiness, indicating positive outcomes with a higher and more concentrated dose of KinderCare. In addition, we are conducting a pre-post assessment on a random sample of our pre-k students to determine whether our children show greater than expected gains using a normative assessment widely used with pre-k children. Finally, our teachers formally assess each of our children three times annually across all domains and program standards to help us evaluate the impact of our programs, to inform parents about their child's progress, and to support improved classroom practice.
- *Ongoing professional development:* We offer tuition reimbursement that allows all staff to receive their Child Development Associate (CDA) credential at no cost to the employee or to subsidize their continuing education in pursuit of any career-relevant degree. We also have expanded our onboarding process for teachers, with a specific focus on the first 100 days, the period where the centers experience the highest turnover. We further support the development of our teachers and field leaders with two national Professional Development Days at all centers; center director and field leader conferences; national partnerships with the Child Care Services Association, T.E.A.C.H., Early Childhood Project; and through partnership with the Council for Professional Development.
- *Family engagement:* Recognizing that strong relationships with our families is critical to the beneficial impact of our programs, we partner with The Gallup Organization to measure the engagement of our families at each of our programs so that we can have center specific feedback as a basis for ongoing program improvement.
- *Validated selection instrument for all teaching staff and center directors:* Over the past year we have partnered with Gallup to develop a selection instrument that has been shown to differentiate between our best teachers and a contrast group. We will shortly begin to include use of this instrument as part of the selection process, and we will continue to validate its ability to differentiate among applicants to identify those who receive stronger performance ratings by their center directors and who are more likely to provide better classroom environments for children, improved child outcomes, and are less prone to turnover, etc.
- *Employee engagement:* We also partner with The Gallup Organization to measure the engagement of all of our teachers, center staff, center directors, and field leadership. Given that our teachers are



the primary point of contact with our children and families, we want to ensure that they feel emotionally connected to Knowledge Universe so that they will go above and beyond in meeting the needs of our children and their families.

- *Focus on healthy children:* In conjunction with the Partnership for A Healthier America (PHA), Knowledge Universe has joined the fight against childhood obesity in an effort to positively influence the health and wellness of the 150,000 children in our 2,000 KinderCare, CCLC, and Champions programs and their families. PHA works with the private sector to garner meaningful commitments that help end childhood obesity. Knowledge Universe has committed to specific healthy standards approved by PHA in all of our programs, including ensuring physical activity in the classroom and outside, serving vegetables at every meal, offering family-style dining, limiting screen time, and more.
- *Continuous investment in facilities, supplies, and equipment:* Knowledge Universe is committed to ensuring that all of our center environments are safe and clean, and that they have appropriate educational books, supplies, and materials so that enrolled children have an enriched educational experience.

While not all providers focus on each of these areas, in order to remain competitive, much of our center based competition addresses each of them to varying degrees.

#### Questions from Representative Holt

**Question 1:** *Please supplement your remarks about infant and early toddler programs with any additional information you feel you weren't able to address during the hearing.*

The importance of infant and toddler programs is often minimized, with much of the attention focused on 4 and 5 year olds and the immediate years before entry into kindergarten. However, given the research on brain development and early literacy, we know that a child's first three years are the most critical ones in establishing a strong foundation for school and later life as 70 percent of brain development occurs during these years. Thus, providing a quality educational foundation in the early years is critical for future success in school and beyond. This is even more important for low-income children. As documented by the seminal study by Hart and Risley, we know that, on average, low-income children are exposed to significantly fewer words per week than their peers from high-income families. By three years of age, this word gap between low and high income children has grown to 30 million words, resulting in significantly lower vocabulary levels for lower income children.

There is much that can be done to ensure that early learning centers offer enriched environments for the youngest children to help provide more exposure to the experiences that support healthy brain development that many lower income children lack. Among those factors most important and evident in our programs are well trained and caring adults who are responsive to infant and toddler verbal and non-verbal cues, language rich environments (both oral and written language), and environments designed to ensure not only child safety, but physical/motor development. Our infant curriculum is structured to support each child's individual growth and development, but with key common elements. It is designed using a scope and sequence that builds on a body of knowledge and experiences that addresses the developmental continuum from 6 weeks through 12 years.

It is also important to note that most community based centers provide a continuum of care and education for children from birth to 5 years of age, so any policy changes that impact preschool/pre-k programs inevitably impact the delivery system for the younger children. Therefore, decisions regarding programs for preschool/pre-k children should be made with a consideration of the full delivery model for high-quality ECE, with due consideration given to any unintended consequences for infants and toddlers. Allowing four-year olds to be served in community settings through a mixed delivery model is essential to maintaining affordable care for infants, toddlers, and two year-olds, which is more expensive due to the necessary lower teacher:child ratios for younger children.

**Question 2:** *Economist James Heckman's analysis on return on investment is often cited in discussions about public investment in early childhood programs. His analysis shows the highest return on investments in the first three years. He also analyzes return on investment starting at age three according to whether there has been adequate investment in development during the first three years of life. Where such investment has occurred, the return after age three for an investment in preschool is greater--the higher skill base at age three enhances the productivity of the later investment. Where such investment has been sub-par, the return on investment for preschool is less. How would you suggest we incorporate Professor Heckman's analysis into our thinking about investing in the continuum of early learning, including early infant and toddler care programs?*

We agree that Professor Heckman's analysis demonstrates that the return on investment in human capital is greatest during a child's earliest years. His work is also consistent with the growing neuroscience data that demonstrate that brain architecture is significantly impacted not only by genetics, but also by environment and experiences. It is now well recognized that the cost of remedial efforts to overcome a weak foundation of brain circuitry is far more costly than providing infants and toddlers with the early experiences they need to support healthy brain development.

There are many ways that Professor Heckman's analysis and the neuroscience research should impact practice. Early childhood programs serving infants and toddlers must reflect an understanding of the experiences that children need to support a child's developing brain. These include exposing children to language rich environments; warm, responsive interactions between adult caregivers and children; safe and enriched environments; and program and teacher continuity. It is also critical that programs work in close partnership with families to support parent education and to ensure that there is optimal alignment between a child's experiences at home and in infant and toddler programs. In addition, as indicated earlier, decisions about investments in ECE should consider the impact on the full continuum of service for children from 0-5 years of age, because well intentioned efforts for the 4-5 year olds can prove disruptive to the ability to serve the youngest children, where the impact is the greatest.

[Whereupon, at 11:58 a.m., the committee was adjourned.]

