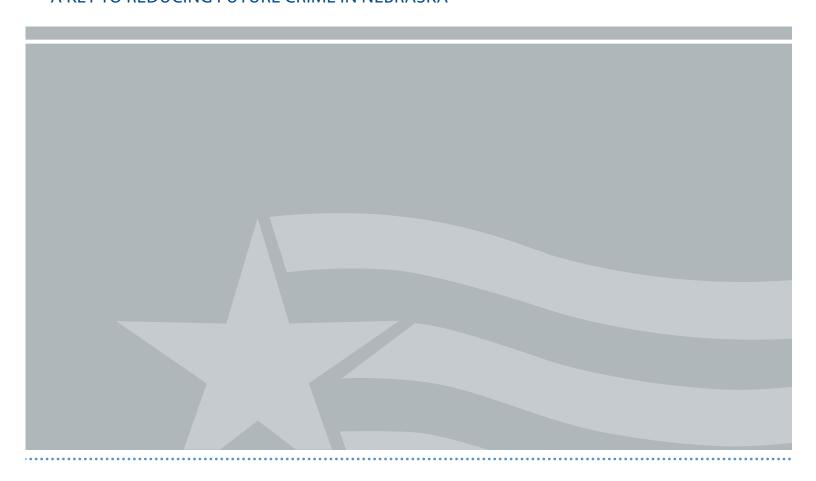
High-Quality Early Care and Education

A KEY TO REDUCING FUTURE CRIME IN NEBRASKA





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Executive Summary

Early childhood care and education helps children get the right start in life, avoid future crime, and save taxpayers' money, but programs must be high quality to make a difference in kids' lives.

Early Education Cuts Crime

In addition to tough policing, prosecution and corrections, Nebraska also needs to invest in programs that prevent kids from becoming criminals in the first place. As law enforcement leaders, we support effective investments that can make all Nebraska communities safer places to live, work and raise a family. The research shows that early care and education is such an investment. For example:

- A long-term study of Michigan's Perry Preschool found that at-risk children left out of the high-quality program were five times more likely to be chronic offenders by age 27 than children who did attend.
- At-risk kids who did not participate in Chicago's Child-Parent Centers were 70 percent more likely to be arrested for a violent crime by age 18, according to a study published in the Journal of the American Medical Association.
- Early education can also improve education outcomes, such as the 50 percent greater overall gain in literacy from Tennessee's pre-kindergarten program.



High-Quality Early Learning Programs Save Money

Research shows that high-quality early care and education programs provide enormous societal benefits – nearly \$11 in benefits for every \$1 dollar invested, according to a long-term study of children who participated in Chicago's Child-Parent Centers. Of the \$11 in benefits, \$5 result from lower costs for crime and corrections.

These early care and education programs delivered impressive results because they were high-quality programs. Unfortunately, too many early care and education programs are not high quality.

Corrections Spending Outpaces Early Education Spending

Both the nation and Nebraska spend more on corrections than on early care and education.

- Total state and federal corrections spending to house, feed, and provide 24-hour supervision of criminals, at \$57 billion in 2010, is more than double total state and federal early care and education spending, at \$26 billion.
- Nebraska spends \$220 million per year to house, feed and provide 24-hour supervision for its state criminals. In contrast, Nebraska spent only a fraction as much
 — \$55 million on early childhood education.
 Additional federal investments in early care and education in Nebraska included \$37.3 million for Head Start and \$58.8 million for the Child Care and Development Block Grant.

Early Care and Education in Nebraska

Currently, 37 percent of Nebraska's 4-year-olds and 17 percent of 3-year-olds attend pre-kindergarten or Head Start. An additional 388 at-risk infants and toddlers are served by the Sixpence program with public and private funding. More children are served in child care programs, but not all programs are high quality. At the state level, Nebraska has

taken steps toward creating an early education Quality Rating Improvement System (QRIS). At the federal level, efforts are underway to improve the quality of the Federal Head Start program, but more quality improvements are still needed to help reach its full potential.

Law enforcement leaders across Nebraska want to make sure more Nebraska children receive high-quality care and education in their early years — the help they need to succeed in life and avoid later crime and violence. Federal early care and education programs are coming up for reauthorization, and law enforcement leaders urge Nebraska's congressional delegation to look for ways to improve the quality of such programs. Law enforcement leaders look forward to working with state and federal policymakers to protect and increase funding for early care and education services, to both expand access to as well as increase the quality of the programs. We also call on state policymakers to invest in a state Quality Rating and Improvement System that would increase the accountability of participating early education programs by requiring them to meet standards for quality services. These effective investments will allow Nebraska to continue efforts to build a strong state early childhood development and learning system for all Nebraska's children, especially for the 60,000 young Nebraskans at risk of failing in school.

High-Quality Early Care and Education

A Key to Reducing Future Crime in Nebraska

Introduction

The law enforcement leaders of Fight Crim E: Investin Kids in Nebraska are determined to see criminal offenders held accountable and dangerous criminals put behind bars. But those on the front lines in the fight against crime know that America's anti-crime arsenal contains no weapons more powerful than proven programs that keep kids from committing crimes in the first place. High-quality early care and education helps kids get the right start in life.

The first years of life are a critically important time in children's development. During this period, children's environments and relationships with the adults around them — first and foremost their parents — are vital to healthy development.¹ For a majority of young children today, early care and education programs are a part of their daily experience. Sixty-one percent of U.S. children under 5 attend early care and education programs on a regular basis.2 And in Nebraska, 75 percent of children under 6 have all available parents in the workforce.³ The learning and development children experience in child care or pre-kindergarten, and the caliber of the professionals who work with children in those programs, have an important influence on helping children start school with appropriate learning and social development skills. Early care and education programs must be high quality to ensure that their influence on young children is a positive one.

High-Quality Early Care and Education Cuts Crime

Research shows the crime reduction effects of high-quality early care and education.

Consider the evidence:

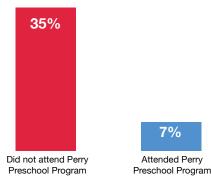
High/Scope Perry Preschool: The Perry Preschool Program is a high-quality, 1- to 2-year-long educational program considered

a model for early childhood education programs. The High/ Scope Educational Research Foundation initiated a study of the Perry Preschool Program in Ypsilanti, Michigan in 1962. The Foundation randomly assigned one half of a group of at-risk, low-income 3- and 4-year-olds to attend the Perry Preschool Program and assigned the other half to a control group not receiving preschool. In 2004, the Foundation released the most recent findings of lifetime effects of the Perry Preschool Program.

By age 27, children who did not attend the program were five times more likely to become chronic offenders with five or more arrests.⁴ By age 40, those who did not attend the program were two times more likely to become chronic offenders with more than 10 arrests and 50 percent more likely to be arrested for violent crimes. Children left out of the program were four times more likely to be arrested for drug felonies by age 40, and seven times more likely to be arrested for possession of dangerous drugs.⁵

High-Quality Early Education Cuts Future Crime

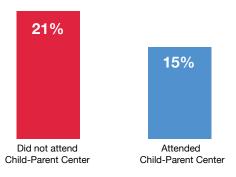
Chronic law breakers by age 27



Source: Schweinhart et al., 1993

Early Education Cuts Imprisonment

Individuals who did not participate in early education were 39 percent more likely to spend time in jail or prison between ages 18 and 26



Source: Reynolds, 2011

Chicago Child-Parent Centers: Chicago's federally funded Child-Parent Centers have served more than 100,000 3- and 4-year-olds since 1967. The program is a center-based early intervention program that provides educational and family services to economically disadvantaged children. A study comparing 989 children in the Child-Parent Centers to 550 similar children who were not in the program showed that children who did not participate in the program were 70 percent more likely to be arrested for a violent crime by age 18.6 Furthermore, by age 26, individuals who did not participate in the program were 27 percent more likely to have been arrested for a felony and 39 percent more likely to have spent time in jail or prison. This program will have prevented an estimated 33,000 crimes by the time the children who have attended the program thus far reach the age of 18.8

The research is clear: high-quality preschool programs can reduce crime.

High-Quality Early Education Saves Money

High-quality early care and education investments can provide an excellent return on investment for all Nebraskans.

High/Scope Perry Preschool: The Perry Preschool Program cut crime, welfare and other costs so much that it returned to society more than \$16 for every \$1 invested (including more than \$11 in crime savings).⁹

Chicago Child-Parent Centers: The Chicago Child-Parent Centers program produced nearly \$11 in benefits to society for every dollar expended, with \$5 of these benefits due to reduced crime costs.¹⁰

The monetary benefits generated by the program from just the 100,000 children served in Chicago add up to \$3.7 billion.¹¹ In addition to these monetary returns, there are the immeasurable benefits from reducing victims' pain and suffering from crime.

Many leading economists, such as Arthur Rolnick, former Senior Vice President and Director of Research at the Federal Reserve Bank of Minneapolis, and James Heckman, Nobel Prize-winning economist, point out that funding high-quality early education is one of the best investments government can make.¹²

Corrections Spending Outpaces Early Education Spending

Despite strong evidence that high-quality early education can reduce future corrections costs in Nebraska and nationally, spending on corrections far surpasses spending on early education. Some examples:

- Total state and federal corrections spending to house, feed and provide 24-hour supervision of criminals, at \$57 billion in 2010, is more than double total state and federal early care and education spending, at \$26 billion.¹³
- Nebraska spends \$220 million per year to house, feed and provide 24-hour supervision for its state criminals.
 ¹⁴ In contrast, Nebraska spent only a fraction as much \$55 million on early childhood education.
 ¹⁵ Additional federal investments in early care and education in Nebraska included \$37.3 million for Head Start, and \$58.8 million for the Child Care and Development Block Grant.



Investing more in high-quality early education now can save Nebraska and the nation in future corrections costs.

Nebraska spends \$220 million per year to house, feed and provide 24-hour supervision for its state criminals.

> National Association of State Budget Officers

High-Quality Early Care and Education Programs Help Children Succeed

In addition to crime prevention, high-quality early care and education programs also lead to better educational performance. In a national poll of kindergarten teachers, nine out of ten teachers agreed that substantially more children would succeed in school if all families had access to quality prekindergarten programs.¹⁷

Research shows that high-quality pre-k programs have positive effects on children's school readiness, helping at-risk or disadvantaged children start school ready to learn and succeed academically in later school years.¹⁸

- A rigorous study of pre-kindergarten in Tennessee found that children who attended had 50 percent greater overall gains in literacy than those who did not attend. In oral comprehension and picture vocabulary, prekindergarten participants made twice the gains of those students who were randomly assigned to a waitlist.¹⁹
- Compared to children who did not attend the Perry Preschool Program, by age 40, those who did attend the program were 44 percent more likely to graduate from high school.²⁰ Children who were not enrolled in the Perry Preschool Program were also twice as likely to be placed in special education classes.²¹
- Finally, children who attended the Chicago Child-Parent Center program were 29 percent more likely to graduate from high school. In contrast, children who were not in the Chicago Child-Parent Center program were 67 percent more likely to be held back in school and 71 percent more likely to be placed in special education classes.²²

Only High-Quality Programs Deliver Solid Results

Only high-quality early care and education programs have been shown to significantly reduce crime and enhance school success. Researchers have found that high-quality early care and education programs have several key characteristics, including:

- Highly skilled teachers with appropriate compensation;²³
- Comprehensive and age-appropriate curricula;²⁴
- Strong family involvement and effective parent coaching;²⁵
- Low child-to-staff ratios to ensure each child gets sufficient attention;²⁶
- Small, age-appropriate class sizes;²⁷ and
- Screening and referral services for developmental, health or behavior problems.²⁸

A recent analysis of early education programs in 11 states (Kentucky, Georgia, Texas, Ohio, Illinois, California, New Jersey, New York, Massachusetts, Washington and Wisconsin) offers further evidence that programs must be high-quality in order to produce positive effects on children's school readiness skills. When pre-k teachers provided a high-quality classroom experience by demonstrating more responsive and sensitive interactions with children in their classrooms, children showed better social adjustment and fewer behavior problems than did children in moderate-or low-quality classrooms.²⁹ And when pre-k teachers provided moderate- to high-quality instruction in their classrooms, children showed more advanced academic and language skills than children in low-quality classrooms.³⁰

Low-Quality Child Care Programs Pose a Risk to Children

While high-quality early care and education can markedly reduce the risk of school failure and other negative outcomes, low-quality care can actually increase the risk of negative outcomes.³¹ A recent study of early education programs in 11 states found that children in low-quality classrooms did not show any gains in academic skills or reductions in behavior problems.³² In another study, children showed potentially harmful stress levels while attending low-quality child care. Researchers found that these elevated stress levels were

associated with care characterized by harsh and inconsistent treatment by their caregivers.³³ Other studies have found that children in lower-quality care were more likely to display behavior problems.³⁴ Children displaying serious problem behaviors early in life have a greater likelihood of delinquency, with an increased risk of crime as adults.³⁵

From a law enforcement perspective, the early care and education quality issue is especially important because it strikes hardest at those most vulnerable — at-risk children. When we shortchange the quality of their care, we increase the risk they will grow up to pose a threat to the rest of us.

The Importance of Quality Teachers

A crucial area where many early care and education programs could improve is in hiring better qualified teachers. Effective teachers are essential to providing high-quality early care and education, yet a recent report shows that a majority of early childhood educators themselves have low levels of education and training, which makes it more difficult to provide quality early care and education. In general, teachers with more education and training in early childhood education are more effective than those with minimal education and training. According to a recent Government Accountability Office report, 72 percent of early care and education staff nationally had less than an associate's degree (generally a two-year degree).

To attract and retain well-qualified teachers, early care and education programs need to provide adequate compensation, but too many early care and education teachers are paid low wages. The average annual income for child care workers in Nebraska was \$18,560, and preschool teachers averaged \$27,420 annually.³⁸ Further, child care workers and preschool teachers are paid low wages compared to other occupations: letter carriers and administrative assistants earn more than preschool teachers in Nebraska. Construction laborers, bus drivers, janitors, hairdressers and parking lot attendants also have better wage prospects than Nebraska child care workers.³⁹ (See table, above, for wage comparisons.)

That it why law enforcement leaders support efforts to hire and retain skilled early childhood teachers and improve the quality of early care and education programs for children in Nebraska and nationwide, so that young children succeed in school and avoid lives of crime.

Child Care and Preschool Teachers are Paid Low Wages Compared to Other Occupations

	Nebraska		National	
Occupation	Median Hourly Wage	Annual Mean Wage	Median Hourly Wage	Annual Mean Wage
Postal Service Mail Carriers	\$25.32	\$49,480	\$26.52	\$51,390
Secretaries and Admin. Assistants	\$13.72	\$29,500	\$15.32	\$33,020
Preschool Teachers	\$11.56	\$27,420	\$12.80	\$30,150
Construction Laborers	\$11.42	\$24,830	\$14.30	\$34,170
City Bus Drivers	\$11.20	\$26,360	\$17.17	\$37,440
Janitors	\$10.18	\$22,660	\$10.75	\$24,840
Hairdressers	\$9.83	\$24,890	\$10.85	\$26,460
Parking Lot Attendants	\$8.79	\$19,220	\$9.53	\$21,600
Child Care Workers	\$8.66	\$18,560	\$9.34	\$21,320

Source: US Bureau of Labor Statistics, 2011

Federal Early Care and Education Programs

There are several federal early care and education initiatives which serve children in Nebraska. Federally funded Head Start, Early Head Start and child care programs have an important role to play in helping to promote the quality of early care and education in Nebraska.

Head Start and Early Head Start

Head Start and Early Head Start together provide comprehensive health, support, and educational services for young children in low-income families. Children in Head Start programs, which serve children ages 3 to 5, receive comprehensive services, such as high-quality early education, health, nutrition and social and emotional development components. Head Start also stresses parent involvement. Head Start services help children enter kindergarten better prepared and help prevent them from falling behind other students, helping to close the achievement gap for at-risk students as they enter school. According to the non-partisan Congressional Research Service, less than 30 percent of U.S. 3- and 4-year-olds in poverty were served by Head Start in 2009, and only 2 percent of eligible children under age 3 were served in Early Head Start.⁴²

Early Head Start (EHS) was created in response to research suggesting the developmental importance of the first three years in a child's life. Established in 1994 as part of the federally funded Head Start program, EHS serves both pregnant women and children birth to age 3, providing guidance, information, parenting support and direct services. EHS provides services through center-based, home-based and combination program options.

A report released in 2010 raised some questions about the effectiveness of Head Start, finding that few benefits were sustained to the end of first grade. However, that evaluation was conducted for children who attended Head Start in 2003, before several meaningful improvements in Head Start program quality were made. Signed into law by President George W. Bush and passed with overwhelming bipartisan support, the 2007 reauthorization of Head Start and Early Head Start contained important quality improvements. The Improving Head Start for School Readiness Act increased teacher qualification standards, specifically associate's degrees for all teachers and bachelor's degrees for 50 percent of all lead teachers in Head Start classrooms, setting aside 40 percent of new Head Start

Evidence-Based Teacher Training

One important arena for improving the quality of early care and education programs is through teachers. Ensuring that early education teachers are skilled and provide sensitive care is a key component of providing high-quality programs to young children.

In the last decade, more research has emerged on evidence-based approaches for teacher training. For example, Robert Pianta and colleagues have developed well-researched and validated observational training systems for teachers. ⁴⁰ This approach uses the CLASS (Classroom Assessment Scoring System), an observational measure of teacher-student interactions, along with MyTeachingPartner, a web-based resource which is used to provide feedback and consultation to teachers. ⁴¹ This training approach uses standardized methods to observe and assess teachers' interactions with students, and provides feedback to teachers to help them modify and improve their teaching practices.

funds for quality enhancements such as scholarships and salary increases for teachers, and requiring at least 15 hours of annual in-service training for teachers. In 2011, another key quality improvement from the 2007 reauthorization was implemented, requiring lower-performing Head Start local programs to "re-compete" for federal funding — that is, to re-apply on a competitive basis with other early care and education providers, instead of receiving an automatic grant renewal.

These important improvements to Head Start are likely to improve the quality of programs. Requiring lower-performing programs to compete with other potential program operators to receive Head Start funding is expected to remove ineffective programs and identify new local grantees through a competitive process to operate Head Start programs effectively. Future evaluations should study the program's impact on children enrolled in the program after these important reforms have been put in place. These ongoing efforts to improve the quality of Head Start will help it fully realize its promise of high-quality early learning for at-risk children.

Child Care and Development Block Grant

The Child Care and Development Block Grant (CCDBG) is the principal source of federal funding for child care assistance. Though the system was designed to help all eligible children by providing subsidies to pay for part or all of the cost of child care, inadequate funding allows only a small percent of eligible children to be served. Nationally, only one in six eligible children are receiving CCDBG subsidies.⁴⁶

Since child care assistance is designed to help parents afford child care programs available in the local child care market, the quality of programs is determined by what is offered by local child care centers and family child care homes. Program quality is difficult to determine if local data are not available, and access to high-quality programs can vary widely from community to community. While a majority of child care programs in Nebraska and nationwide are subject to state licensing and regulation, these licensing standards generally help ensure basic health and safety, but do not require that programs be high in quality.⁴⁷ CCDBG funding includes only a small portion of funds to promote quality in local programs.⁴⁸

Recognizing the current challenges to providing high-quality early care and education, state and federal policymakers have launched several new initiatives to promote improvements in program quality.

Federal Initiatives to Improve Early Learning Quality

Several new federal initiatives designed to enhance the quality of early learning have been developed in recent years.

The Race to the Top—Early Learning Challenge competition, launched in 2011 and now in its second round, can help states significantly improve the quality of their early learning systems. In 2012, the U.S Department of Education awarded competitive grants to nine states to (1) increase the number of low-income and disadvantaged kids enrolled in high-quality early learning programs; (2) design and implement a system of high-quality programs and services; and (3) improve the use of assessments to conform with early childhood standards. ⁴⁹ Thirty-seven states and territories submitted applications for the program. While Nebraska did not receive a grant in the first or second round of awards, continued funding for this program may subsequently allow the state to apply for and be awarded

funding to help the state strengthen the quality of early learning and move toward a more comprehensive system of early learning for Nebraska's children.

Pathways and Partnerships for Child Care Excellence is an initiative developed by the Office of Child Care within the U.S. Department of Health and Human Services to help ensure access to high-quality child care for children in low-income families. Features of this initiative include redesigned technical assistance to

states, improved data collection on child care quality activities and quality outcomes, support for professional development for child care professionals, strengthened accountability in the use of child care assistance funds and working with the states to help strengthen state child care licensing systems.⁵⁰

State Initiatives: Quality Rating Improvement Systems

Quality Rating and Improvement Systems (QRIS) have been created in many states as a system-level approach to promoting quality in early care and education programs statewide. Nebraska has taken the initial steps to develop a QRIS system, but does not currently have one in place.⁵¹

Nebraska's QRIS was tested as part of a 2008 pilot study project, but has not yet been implemented.⁵²

- QRIS's provide a rating of the quality of an early care and education program and are characterized by five key features:
- Provides quality standards as a basis for rating and comparing early care and education programs;
- Provides a system for monitoring improvements in the quality of programs;
- Provides a way to disseminate information about the quality of programs to parents and the public;
- Offers a process to improve programs, including providing technical assistance and making training available to providers; and
- Offers financial incentives to providers to improve their program quality.⁵³

At least 25 states have implemented a statewide QRIS, and most others are developing their systems. ⁵⁴ Separate evaluations of four different state or local rating systems have shown that a QRIS can improve the quality of rated early childhood education programs. These studies found that early care programs participating in the QRIS improved their quality over time. ⁵⁵ Another evaluation of QRIS in Missouri found significant gains in children's social and behavioral skills as a result of child care

providers' participation in the rating system.⁵⁶ Missouri's QRIS evaluation found that children in high-quality programs (rated as 4- or 5-star programs) showed significantly greater gains than children in low-quality programs (rated as 1- or 2-star programs). Children in high-quality programs showed a six percent increase in social and behavioral skills beyond typical gains over one academic year, while children in low-quality programs actually experienced decreases in their social and behavioral skills compared to typical gains over one year, a decline of four percent.⁵⁷

The children in poverty participating in Missouri's QRIS who were in higher-quality programs had significantly greater gains in social and behavioral skills, motivation and vocabulary



than the poor children in lower-quality programs. With respect to vocabulary, poor children in high-quality programs increased their vocabulary scores by six percent over the academic year, whereas poor children in low-quality programs experienced decreased vocabulary scores compared to typical gains over one year, by three percent.⁵⁸

Early Care and Education in Nebraska

Nebraska provides early care and education through several different federal and state initiatives:

- The Nebraska Early Childhood Education
 Program provides pre-kindergarten services
 for 3- and 4-year-olds, serving 10,182
 children during the 2010 2011 school
 year. This program meets 6 of the 10 quality
 benchmarks established by the National
 Institute for Early Education Research.⁵⁹
- The Sixpence program serves 388 at-risk infants and toddlers using public and private funding.⁶⁰
- The federally funded Head Start program serves over 5,000 Nebraska children.⁶¹
- The Child Care and Development Block Grant serves 12,800 Nebraska children.⁶²

Currently, 37 percent of Nebraska's 4-year-olds and 17 percent of 3-year-olds attend pre-kindergarten or Head Start.⁶³ Others are served by child care programs.

Conclusion

The 77 police chiefs, sheriffs, district attorneys and violence survivors of Fight Crim e: Investin Kids in Nebraska recognize that high-quality early care and education programs are among the most powerful weapons to prevent crime and violence and help kids get the right start in life.

Research confirms what law enforcement professionals know from experience: getting the right start in life is crucial. Studies

Fast Facts on Early Care and Education in Nebraska

- There are over 131,000 children under age 5 in Nebraska.⁶⁴
- Approximately 60,000 young Nebraskans are at risk of failing in school.⁶⁵
- Seventy-five percent children under age 6 in Nebraska have all parents (one parent in single-parent families, and both in two-parent families) in the workforce. Most of these children spend time in some form of non-parental child care each week, in child care centers, family child care homes, with nannies or in preschool programs.⁶⁶
- Nebraska has child care licensing standards in place to help ensure the basic health and safety of children in licensed child care programs. Implementation of a QRIS system could help raise quality, improve outcomes and increase accountability by setting program standards for the state's early care and education programs.⁶⁷

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show that being enrolled in a high-quality early care and education program greatly reduces the likelihood that at-risk kids will engage in criminal behavior as adults. But too few children have access to high-quality programs.

The law enforcement leaders and crime survivors of FIGHT CRM E: INVESTIN KIDS look forward to working with Nebraska's state and federal policymakers to strengthen the quality of early care and education services, and to protect and increase funding for such programs in order to ensure more children have access to high-quality early care and education. Investing in a Quality Rating and Improvement System for Nebraska would increase the accountability of participating early education programs and help them provide high-quality educational experiences. Building a strong early childhood development and learning system for all Nebraska's children, especially for those at risk of failing in school, is an investment that will make all Nebraskans safer.

rom a law enforcement perspective, the early care and education quality issue is especially important because it strikes hardest at those most vulnerable – at-risk children. When we shortchange the quality of their care, we increase the risk they will grow up to pose a threat to the rest of us.

Endnotes

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Head Start's trajectory of effects on children has been more modest than the effects found in model longitudinal studies such as Perry Preschool, the Chicago Child-Parent Centers and the Abecedarian Project. Other nonexperimental long-term studies of the impacts of Head Start offer some confirmation of modest but mixed long-term results, with some showing modest positive effects on graduation and crime, and others finding no significant long-term effects. It may be that the children studied in the Head Start Impact Study, if followed into adulthood, would go on to demonstrate meaningful gains in graduation rates, increased earnings and reductions in crime. It is likely true, however, that reforms underway since the children participated in this study, and even more reforms, will be necessary to achieve the strong results shown to be possible in the long-term studies of Perry Preschool, Abecedarian and the Chicago Child-Parent Centers.

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Acknowledgements

FIGHT CRM E: INVESTIN KIDS is a national, bipartisan, nonprofit, anti-crime organization. The organization has a membership of more than 5,000 police chiefs, sheriffs, district attorneys, other law enforcement leaders and violence survivors. The members take a hard-nosed look at what approaches work—and what don't—to prevent crime and violence. They then recommend effective strategies to state and national policymakers. It operates under the umbrella of the Council for a Strong America.

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