

Senators Hottinger; Johnson, D.E.; Pappas and Kierlin introduced--  
S.F. No. 907: Referred to the Committee on Finance.

1                                   A bill for an act

2           relating to early childhood education; establishing  
3           the Minnesota Early Learning Foundation, a  
4           public-private partnership; appropriating money for  
5           the Minnesota Early Learning Foundation.

6 BE IT ENACTED BY THE LEGISLATURE OF THE STATE OF MINNESOTA:

7           Section 1. [MINNESOTA EARLY LEARNING FOUNDATION.]

8           Subdivision 1. [GOAL.] The Minnesota Early Learning  
9           Foundation is a public-private partnership which will identify  
10           cost-effective ways to deliver quality early care and education  
11           experiences and parent education for families whose children are  
12           at risk of being unprepared for school. The partnership will  
13           also develop infrastructure supports and accountability measures  
14           to increase quality of early care and education settings and  
15           will build community capacity for school readiness. The  
16           partnership will evaluate the resulting benefits and long-term  
17           savings to the Minnesota economy and the effectiveness of  
18           strategies for increasing children's readiness for school at  
19           kindergarten entrance.

20           Subd. 2. [BOARD.] The Minnesota Early Learning Foundation,  
21           section 501(c)(3) of the Internal Revenue Code, shall be  
22           governed by a board made up of public and private citizens with  
23           at least 51 percent of the members from the private sector. The  
24           governor shall appoint the public sector members; including  
25           government, academia, and civil society.

1       A review and planning advisory committee shall provide  
2 knowledgeable counsel and advice to the executive director and  
3 board for development of policies and procedures for the  
4 Minnesota Early Learning Foundation and review of cost-effective  
5 strategies for strengthening Minnesota's early care and  
6 education capabilities. The committee shall include parents,  
7 representatives of the early care and education field, K-12  
8 education, and business leaders, and shall reflect the ethnic  
9 and geographic diversity of the state of Minnesota.

10       Subd. 3. [MATCHING FUNDS; AWARDS.] The Minnesota Early  
11 Learning Foundation shall match dollars appropriated from the  
12 state with nonpublic dollars raised by the board. The board  
13 shall award grants for:

14       (1) pilot projects that demonstrate successful approaches  
15 to the delivery of early childhood services and parent education  
16 to low-income families;

17       (2) scholarships to low-income families to access early  
18 childhood parent education and high-quality early learning  
19 programs for their children; and

20       (3) strategies to improve the quality of early care and  
21 education through early learning standards and assessment, a  
22 quality rating system, program improvement grants, and  
23 professional development grants.

24       Sec. 2. [APPROPRIATION.]

25       \$..... is appropriated from the general fund in fiscal  
26 year 2006 to the commissioner of education for the Minnesota  
27 Early Learning Foundation.

1 Senator ..... moves to amend S.F. No. 907 as follows:

2 Page 2, line 8, after the first comma, insert "public

3 libraries,"

4 Amend the title as follows:

5 Page 1, line 2, delete "establishing" and insert

6 "recognizing the establishment of"

**Senate Counsel, Research,  
and Fiscal Analysis**

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**Senate**

State of Minnesota

**S.F. No. 907 - The Minnesota Early Learning Foundation**

**Author:** Senator John Hottinger

**Prepared by:** Joan White, Senate Counsel (651/296-3814)

**Date:** March 4, 2005

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This bill establishes the Minnesota Early Learning Foundation.

**Section 1, subdivision 1** provides the goal of the foundation, which is to identify cost-effective ways to deliver quality early care and education experiences and parent education for families whose children are at risk of being unprepared for school. The foundation is a public-private partnership that will develop infrastructure support and accountability measures to increase the quality of early care and education, and will evaluate the resulting benefits and long-term savings to the Minnesota economy and the effectiveness of strategies for increasing children's readiness for school.

**Subdivision 2** establishes the board, which will be made up of public and private citizens, with at least 51 percent of the members from the private sector. The Governor shall appoint the public sector members. A review and planning advisory committee shall provide knowledgeable counsel and advice to the executive director and the board. The committee shall include parents, representatives of the early care and education field, K-12 education, and business leaders, and shall reflect the ethnic and geographic diversity of the state.

**Subdivision 3** requires the foundation to match dollars appropriated from the state with nonpublic dollars raised by the board. The board shall award grants for pilot projects that demonstrate successful approaches to the delivery of early childhood services and parent education to low-income families; scholarships to low-income families to access early childhood parent education

and high quality early learning for children; and strategies to improve the quality of early care and education through early learning standards and assessment, a quality rating system, program improvement grants, and professional development grants.

**Section 2** is a blank appropriation for purposes of section 1.

JW:rd

# Preliminary

**Fiscal Note – 2005-06 Session**

Bill #: S0907-0 Complete Date:

Chief Author: HOTTINGER, JOHN

Title: EARLY LEARNING FOUNDATION

Fiscal Impact	Yes	No
State	X	
Local		X
Fee/Departmental Earnings		X
Tax Revenue		X

Agency Name: Education Department

This table reflects fiscal impact to state government. Local government impact is reflected in the narrative only.

Dollars (in thousands)	FY05	FY06	FY07	FY08	FY09
<b>Expenditures</b>					
General Fund		29	29	29	29
<b>Less Agency Can Absorb</b>					
-- No Impact --					
<b>Net Expenditures</b>					
General Fund		29	29	29	29
<b>Revenues</b>					
-- No Impact --					
<b>Net Cost &lt;Savings&gt;</b>					
General Fund		29	29	29	29
<b>Total Cost &lt;Savings&gt; to the State</b>		29	29	29	29

	FY05	FY06	FY07	FY08	FY09
<b>Full Time Equivalents</b>					
General Fund		0.25	0.25	0.25	0.25
<b>Total FTE</b>		0.25	0.25	0.25	0.25

# Preliminary

## Bill Description

This bill establishes and appropriates funding for the Minnesota Early Learning Foundation (MELF), a public-private partnership.

### Section 1:

Subd. 1 establishes the goal of identifying cost effective ways to deliver early childhood care and education and parent education for families whose children are at risk of being unprepared for school. The partnership will develop infrastructure, accountability measures and will evaluate the resulting benefits and long-term savings to Minnesota in increasing school readiness.

Subd. 2 establishes the parameters under which the board of directors will be made up of 51% private sector and 49% public sector members appointed by the governor. This section also identifies a review and advisory committee on the development of policies and procedures for the (MELF). The committee representation shall include parents, early care and education practitioners, K-12 education and business leaders.

Subd. 3 requires that the MELF provide matching funds and award grants for the purposes of: pilot projects, scholarships to families and assessment/infrastructure grants including professional development.

Sec. 2 appropriates funding to the commissioner of education for the MELF.

## Assumptions

- ◆ The Minnesota Department of Education (MDE) would have representation on the board of directors. The board would meet quarterly for full day meetings.
- ◆ MDE would have representation on the advisory council. The advisory council would meet bi-monthly.
- ◆ MDE would be required to administer and monitor a grant contract to the MELF.
- ◆ It is assumed that MDE would have staffing costs (0.25FTE) associated with this bill for the following activities:
  - A professional level employee to sit on the board of directors for 12 full day meetings per year (.05 FTE). A professional level employee to sit on the advisory council for 24 full day meetings per year (.10 FTE). A professional level employee to administer and monitor the grant contract at .10 FTE per year.

## Expenditure and/or Revenue Formula

Total cost: .25 FTE

Professional						Fiscal Note
	Est. Salary	Est. Benefits	Total Cost	FTE	Adjusted Cost	Cost
ED Spec II (17)	71,464.64	21,857.67	93,322.31	0.25	23,330.58	23,330.58
Agency Indirect Costs						13,856.00
Total Cost for 0.25 FTE						37,186.58
Cost that agency can absorb						
	Office Space					8,196.00
Net Cost for New Position						28,990.58

## Long-Term Fiscal Considerations

The Department will require ongoing staffing costs of .25 FTE to participate in board and advisory committee membership as well as administer and manage the grant contract.

## Local Government Costs

There are no local government costs associated with this bill.

# Preliminary

Agency Contact Name: DeRemee, Lisa - 651-582-8467  
FN Coord Signature: AUDREY BOMSTAD  
Date: 03/10/05 Phone: 582-8793





**Ready for School?**



**MINNESOTA SCHOOL READINESS BUSINESS ADVISORY  
COUNCIL: POLICY TASK FORCE REPORT  
December 9, 2004**

## Winning Start: A Plan for Investing Wisely In Early Childhood Development

### Executive Summary

#### Overview

The cover of this Report poses a question in pictures: which pumpkin was colored by a child who was socially and intellectually ready to succeed in school? There is a preparation gap in getting kids ready for kindergarten that is important to close. Minnesota needs to move quickly onto a path that cost-effectively prepares all kids to succeed in school, work and life.

The Minnesota School Readiness Business Advisory Council has developed a strategy<sup>1</sup> for investing wisely in school readiness. That strategy derives from an intensive study process that began in April 2004 and culminated in the following Report, which the full MSRBAC endorses. The Report includes a detailed “case statement” on why it is vital to act now to improve school readiness and a three-part strategy for how to move ahead.

Art Rolnick and Rob Grunewald first focused business community attention on child care through an article demonstrating that investing in early childhood education represented sound economic development policy with a high public return. This Report confirms that conclusion and takes the case further:

- It documents that roughly half of Minnesota kids arrive at kindergarten unprepared to succeed;
- It shows that kids from families with low incomes or limited educational backgrounds are 2-3 times more at risk of failure;
- It argues that the proportion of kids experiencing this preparation gap is likely to increase with Minnesota’s changing demographics; and
- It concludes that lagging preparation at a time of intensifying global competition in an increasingly knowledge-based economy threatens the continuing competitiveness of Minnesota businesses and jeopardizes our high quality of life.

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<sup>1</sup> We identify our recommendations as a “strategy” because we foresee changes in the details, but not the direction, of our recommendations as the broader public dialogue about “school readiness” unfolds. MSRBAC members themselves may have differences about specific elements of this plan, but they endorse its case statement and architecture for change.

Given these conclusions, MSRBAC recommends that business and other community leaders rally around a market-based, incentive-oriented strategy for delivering high quality early childhood development experiences, especially to kids at risk of being unready for school. That approach has three elements.

The first element is a set of five core principles that map the direction for desired change:

- Assure access for all children, especially for “at risk” preschoolers;
- Clear measures of quality and of progress by individual kids;
- Informed parents and parental choice;
- Coordination with other social services; and
- Accountability for results

All existing and any new early childhood development programs should be evaluated against these principles.

The second element is a testing/demonstration phase. During this phase, some system-wide steps can be taken right away where benefits can be captured at low cost. Most resources in this phase, however, should be used to test and demonstrate new ideas for improving the quality of all school readiness programs and for increasing access to them for at risk children. This phase will be financed through a public-private partnership that has the goal of raising \$30 million for a Minnesota Early Learning Fund (MELF). The MELF Board will direct the distribution of resources and conduct the evaluation of results.

The third element is a framework for evaluating existing programs, initiatives in other states and ideas tested through the MELF and recommending a firm strategy that can be rolled out statewide. Clear standards, careful assessments and shared lessons are the best foundation for building public support for and designing a comprehensive approach to achieve school readiness for all.

In the Report that follows, the first half documents the case for acting. The second half then develops a strategy for moving ahead, with goals for where the journey should lead, ideas for how to get the journey started and a process for shaping the path that will enable Minnesota to prepare its kids for success in school, work and life.

## Appendix A

### I. There is a readiness gap

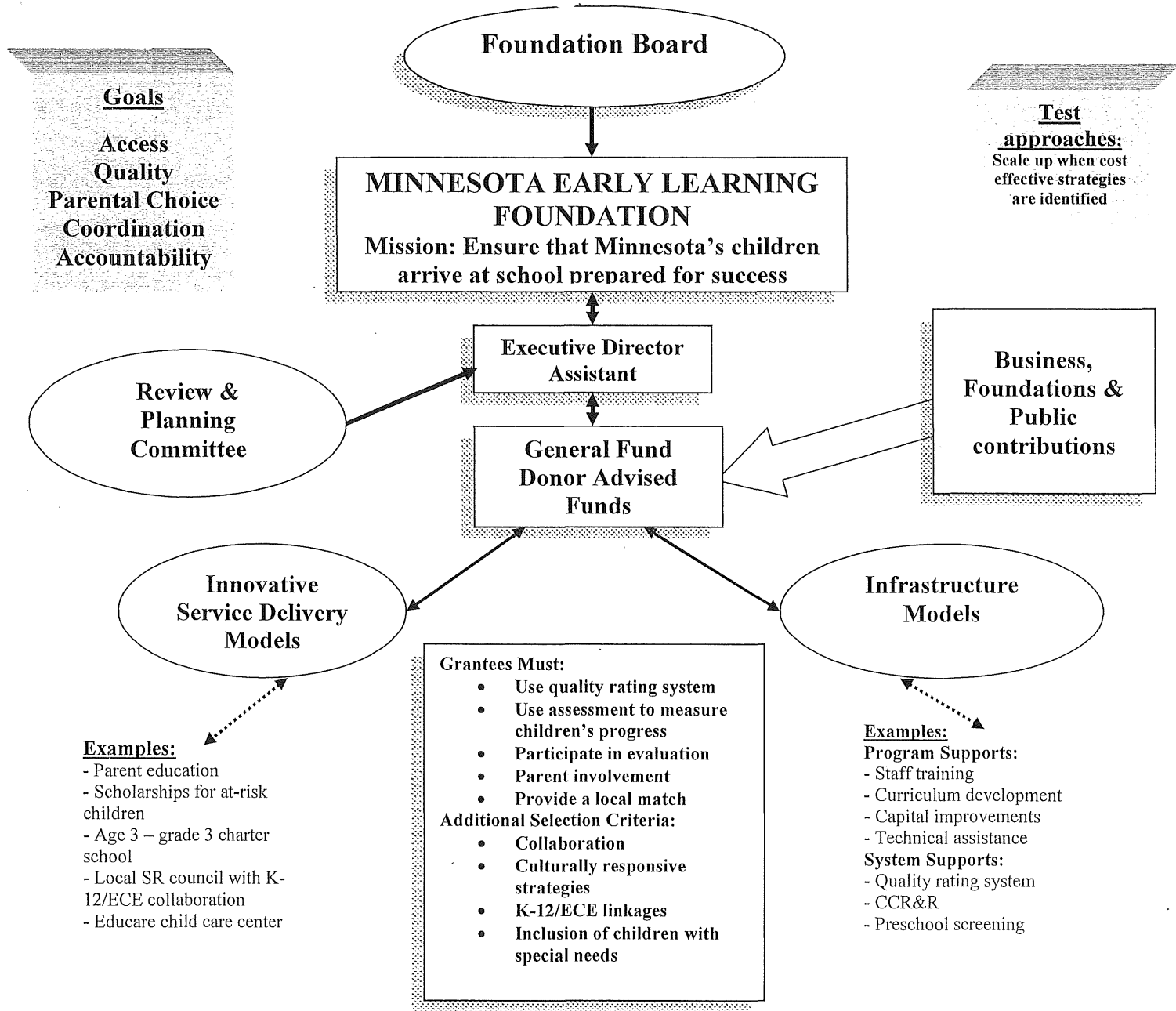
- A. It is not as large as the “half or more” of Minnesota’s children who arrive at kindergarten unprepared to succeed, as many of those who are not proficient will catch up.
- B. But, it is large, concentrated and growing. For children “from lower income families and with parents with less education,” the likelihood of being “not yet” ready in all assessed domains is two to three times higher than for children from more secure backgrounds; these are the core of the “at risk” kids. And, the proportion of children from such “at risk” backgrounds is growing even as Minnesota’s economic future gets tied more closely to educational success.

### II. It is more cost effective to prevent the gap than to try to close it later

- A. “Catch up” strategies are expensive yet still leave stragglers – a quarter or more of Minnesota third graders are not proficient in reading or math; “by eighth grade Minnesota’s black and Hispanic children are three entire grade levels behind white children in reading ability” and worse in math.
- B. Prevention strategies targeted on “at risk” children have been shown by Art Rolnick and Rob Grunewald to earn high public returns from savings for K-12 education, avoided criminal behavior and reduced welfare and poverty costs. Private returns for higher lifetime earnings add to the social gains.
- C. While humans learn throughout life, how their brains actually work in critical areas like language and memory skills, reasoning and executive functions like self control, staying on task and managing social relations develop intensively in the first five years of life, with the quality of early childhood experiences significantly shaping brain development in all domains of school readiness. Yet, 85 percent of Minnesota preschoolers are out of parental care for at least part of the day so parents can work.

### III. The Minnesota Early Learning Foundation’s strategy for preventing a readiness gap

- A. Create a public-private partnership to raise \$30 million over the next two years.
- B. Invest that money in three areas:
  - Assessing current child care programs’ educational strengths and weaknesses.
  - Developing and disseminating materials for parenting education and assessment tools for mapping children’s educational progress.
  - Demonstration projects for cost-effective delivery of early education and care to “at risk” children.
- C. Develop a “Winning Start” strategy to use cost-effective early education and care to ensure “at risk” children arrive at kindergarten ready.



**Goals**

- Access
- Quality
- Parental Choice
- Coordination
- Accountability

**Test approaches:**

Scale up when cost effective strategies are identified

**MINNESOTA EARLY LEARNING FOUNDATION**

Mission: Ensure that Minnesota's children arrive at school prepared for success

Executive Director Assistant

Review & Planning Committee

General Fund Donor Advised Funds

Business, Foundations & Public contributions

Innovative Service Delivery Models

Infrastructure Models

- Examples:**
- Parent education
  - Scholarships for at-risk children
  - Age 3 – grade 3 charter school
  - Local SR council with K-12/ECE collaboration
  - Educare child care center

- Grantees Must:**
- Use quality rating system
  - Use assessment to measure children's progress
  - Participate in evaluation
  - Parent involvement
  - Provide a local match
- Additional Selection Criteria:**
- Collaboration
  - Culturally responsive strategies
  - K-12/ECE linkages
  - Inclusion of children with special needs

- Examples:**
- Program Supports:**
- Staff training
  - Curriculum development
  - Capital improvements
  - Technical assistance
- System Supports:**
- Quality rating system
  - CCR&R
  - Preschool screening

**Minnesota Early Learning Fund  
A New Public/Private Partnership  
1/6/05**

**Innovative Service Delivery**

**Infrastructure Investments**

Adhere to five principles: (1) Access driven by need; (2) measure quality and progress; (3) informed parents and parental choice; (4) coordination with other social services; and (5) accountability for results.

**Demonstrations:**

**Fund projects for two years**

Test approaches for cost-effectiveness

**Look at what is already out there:**

- Head Start
- Accredited child care programs
- School Readiness programs in public Schools
- Strong Beginnings programs
- Community and culturally-based initiatives
- Home visits for families with children 0-3
- ECFE and other parent education initiatives
- Other examples

**Look at new ideas**

- Scholarships
- Educare child care center
- Age 3 to grade 3 charter school
- Best Practices for FFN caregivers
- Innovative parent education
- Other ideas

**Quality Supports:**

- Disseminate and provide training on Early Learning Standards to parents and providers
- Expand SR assessment at kindergarten entrance to 40% of all entering kindergartners
- Develop, implement and monitor a Quality Rating System
- Professional development – e.g., scholarships, reward performance
- Program improvement grants, (including curriculum, learning materials, staff training, facilities renovation, volunteer recruitment/training, etc.)
- Pre-School screening at age 3; refer to resources when problems identified; outreach to low-income families

**Evaluation** —————> **Recommendations for a statewide strategy**

**Testimony in Support of  
The Minnesota Early Learning Foundation**

**By  
Robbin S. Johnson**

**On behalf of the  
Minnesota School Readiness Business Advisory Council**

**March 10, 2005**

Chairman Hottinger and members of the Committee.

My name is Robbin Johnson. I am a Senior Vice President at Cargill, Incorporated, but I am testifying today in my capacity as Chair of the Minnesota School Readiness Business Advisory Council's Public Policy task force. MSRBAC is a group of business people, led by Al Stroucken, CEO of HB Fuller, who believe that strengthening early education programs is vital to Minnesota's future competitiveness and quality of life.

I am appearing to support and urge passage of a bill recognizing the establishment of the Minnesota Early Learning Foundation. MELF is conceived as a public-private partnership intended to identify cost effective ways of preparing children for kindergarten who otherwise would be at risk of not being ready for school.

I would like to make three simple points in my formal comments:

- There is a readiness gap
- It is more cost-effective to prevent this gap than to try to close it later
- The MELF is a sound and sensible strategy for preventing a readiness gap.

**There is a readiness gap**

Some Minnesota children arrive at kindergarten not yet ready in key reading, math and executive function skills. For children "from lower income families and with parents with less education," the likelihood of being "not yet" ready in all assessed domains is two to three times higher than for children from more secure backgrounds, according to an assessment tool being piloted by the Minnesota Department of Education. The proportion of children from such "at risk" backgrounds is growing even as Minnesota's economic future gets tied more closely to educational success.

## **More cost effective to prevent than close gaps**

Current “catch up” strategies are expensive, yet they still leave many stragglers. A quarter or more of Minnesota third graders are not proficient in reading or math. “By eighth grade Minnesota’s black and Hispanic children are three entire grade levels behind white children in reading ability” and worse in math.

By contrast, prevention strategies targeted on “at risk” children have been shown by Art Rolnick and Rob Grunewald of the Ninth Federal Reserve District to earn high public returns. These returns stem from: savings for K-12 education; avoided criminal behavior; and reduced welfare and poverty costs. Private returns for higher lifetime earnings add to the social gains.

While humans learn throughout life, how their brains actually work in critical areas like language and memory skills, reasoning and executive functions like self control, staying on task and managing social relations develop intensively in the first five years of life. The quality of early childhood experiences significantly shapes brain development in all domains of school readiness. Yet, 85 percent of Minnesota pre-schoolers are out of parental care for at least part of the day so parents can work.

## **The MELF strategy for preventing gaps**

The Minnesota Early Learning Foundation is the key to our strategy for giving “at risk” children a winning start on school, work and life. It is designed as a public-private partnership to raise \$30 million over the next 2-3 years and to invest it wisely in early education.

This is not a strategy to replace parents. It is a strategy for preparing parents and other care providers to give children high quality early education experiences in a cost-effective manner. The money we seek to raise will be invested in three areas:

- Assessing current and proposed child care programs’ educational strengths and weaknesses
- Developing and disseminating materials for parenting education and for assessment tools to map children’s’ educational progress
- Using test and demonstration projects to find cost-effective ways to deliver early education and care to children from “at risk” backgrounds.

There is a growing body of evidence that high quality programs targeted on parents and children from the most “at risk” backgrounds are effective and yield high returns to the public dollars invested in them. MELF is intended to test that premise here in Minnesota, to learn what works best in various settings and to propose to public officials a cost-effective statewide strategy for ensuring that Minnesota children arrive at kindergarten ready and able to learn.

Thank you.





## Ready4K Action Plan for 2005 Legislative Session March 10, 2005

**Vision:** All Minnesota children will enter kindergarten eager to learn and prepared for school success by 2010

**Goals:**

Work with parents, business and community leaders, early care and education leaders, and policymakers to build a long-term investment strategy for early care and education

**Strategies:**

- Build on the foundation and success of our existing early care and education system (ECFE, Head Start, School Readiness, Quality Child Care, and Early Childhood Pre-school Screening)
- Inform and Involve Parents and Families
- Increase Access to Quality Early Care and Education Programs
- Improve Quality, Coordination, and Accountability
- Build a Public/Private Partnership

### Ready4K's 2005 Early Childhood Legislation

**Quality Bill – Early Learning Guidelines and Quality Rating System- *Provides information to parents and providers***

**S.F. 592: KIERLIN, Kubly, Robling, Scheid, & Pappas**

**H.F. 1192: DAVNIE, Slawik**

- Directs DOE & DHS to develop early learning guidelines and distribute information/guidelines to parents and providers.
- Directs DHS to develop a plan for implementing a voluntary quality rating system for child care

**Assessment/Screening Bill- *Find out earlier what needs to be done***

**S.F. 906: KELLEY, Wergin, Sparks, Nienow, & Pappas**

**H.F. \_\_\_\_: MESLOW**

- Expands childhood developmental screening to age 3
- Directs DOE to expand the system for assessing the school readiness of children

**Coordination Bill – *Let's all work together!***

**S.F. 905: KUBLY, Hottinger, Kierlin, Pappas, Scheid**

**H.F. \_\_\_\_:**

- Directs the Commissioners of Education, Human Services, and Health to coordinate early childhood programs and activities, and work collaboratively with each other and with community partners

**Minnesota Early Learning Foundation – *Seeing what works and bringing it to scale***

**S.F. 907: HOTTINGER, Johnson, D.E., Pappas, Kierlin**

**H.F. 1419: SYKORA, Greiling, Meslow, Gunther**

- Establishes a public/private partnership to support, develop, and showcase best practices for improving school readiness of children most at-risk of school failure, and improve the capacity of the infrastructure to deliver quality early care and education to all families.

### Additional R4K Legislative Priorities

- Restore cuts to Early Care and Education Providers which includes Child Care, Head Start, ECFE, and School Readiness



**Ready4K Testimony on S.F. 907: Minnesota Early Learning Foundation  
March 10, 2005**

Ready4K is a non-profit organization whose goal is to build public awareness and statewide momentum to help ensure that all Minnesota children reach kindergarten ready to be successful. Ready4K has been working with a group of early care and education stakeholders, and representatives of state agencies: Education, DHS, Health to talk about what are the components of an early learning system that can help assist parents and communities in providing for the needs of children birth to five that can help prepare children for success in school.

We describe an early learning system as two-part: the programs and services that children and families interface with on a regular basis, and the infrastructure that supports the quality, availability and affordability of those services and supports.

This MELF bill is one of four that we are supporting this session that we believe begins to lay a better foundation for an effective early learning system in our state. The Action Plan lists four bills, two of which this committee has heard – Senator Kierlin’s S.F. 592: The Early Learning Guidelines and Quality Rating System Bill, and Senator Kelley’s S.F. 906: the Early Childhood Screening and School Readiness Assessment Bill.

The two bills you are hearing today are two more important steps the Legislature can take to begin to lay the framework for helping Minnesota’s children be ready to enter kindergarten eager to learn and prepared for school success. An important part of Ready4K’s work has been to engage the business community. Two years ago Ready4K convened a business engagement committee and hired a business consultant, Chuck Slocum to help staff and move forward this work. A year ago the Minnesota School Readiness Business Advisory Council was formed and Ready4K passed on the torch to this new council. It has now grown to over 200 members.

This is a remarkable response and speaks to the core belief of Ready4K that it is through a broad partnership of parents, communities, schools, business leaders, faith leaders, librarians, pediatricians, – and of course policymakers that Minnesota can proudly say, yes we together support parents and families in ensuring the school readiness of our children as they enter kindergarten. For sure the job does not end there – that same partnership needs to stay involved as children move through the public schools, into higher education, and into our workforce and communities as caring, bright, involved citizens and workers.

This MELF bill is a new public/private partnership. It will bring new resources and leadership to this arena of early care and education. It brings the expertise of the business community to the table, and it focuses attention on strengthening the infrastructure at the same time that it tests best approaches for working with low-income children and families. It will expect accountability and ways to measure success, and it can help provide important guidance and leadership in making recommendations for next steps for the state and for local communities.

In March of 2003 The Business Roundtable, and Corporate Voices for Working Families released a report called: Early Childhood Education: A Call To Action from the Business Community. The Business Roundtable is an association of chief executive officers of leading U.S. corporations with a combined workforce of more than 10 million employees in the United States.

The two leading business groups released a statement entitled, *“Early Childhood Education: A Call to Action from the Business Community.”* It points to research that describes “the wide learning gap between lower- and higher-income children before they enter kindergarten” and warns that many poor and middle-class children who start out behind “will fall further and further behind.” The statement says high-quality programs can close the gap, citing research that shows that children in such programs score significantly higher on measures of learning skills and school readiness.

We are excited that Minnesota business leaders are taking up this call to action. Thank you for the opportunity to testify today.

Senators Kubly, Hottinger, Kierlin, Pappas and Scheid introduced--  
S.F. No. 905: Referred to the Committee on Finance.

1 A bill for an act  
2 relating to early education; providing for  
3 coordination of early care and education programs;  
4 amending Minnesota Statutes 2004, section 119A.03, by  
5 adding a subdivision.

6 BE IT ENACTED BY THE LEGISLATURE OF THE STATE OF MINNESOTA:

7 Section 1. Minnesota Statutes 2004, section 119A.03, is  
8 amended by adding a subdivision to read:

9 Subd. 3. [COORDINATION.] The commissioner, in  
10 collaboration with community partners, shall coordinate early  
11 care and education programs and related activities of the  
12 Departments of Education, Human Services, and Health, in order  
13 to improve the school readiness of children entering  
14 kindergarten.

15 Sec. 2. [DEPARTMENT OF HEALTH.]

16 The commissioner of health shall improve linkages between  
17 public health nurses and local early childhood initiatives. The  
18 commissioner of health must provide the public with information  
19 that is targeted to low-income parents with children from birth  
20 to age three on effective home visiting programs, with a focus  
21 on child development and early literacy, and important  
22 components of school readiness.

1 Senator ..... moves to amend S.F. No. 905 as follows:

2 Delete everything after the enacting clause and insert:

3 "Section 1. [COORDINATION OF EARLY CARE AND EDUCATION  
4 PROGRAMS.]

5 (a) The commissioners of education, human services, and  
6 health shall identify how they will coordinate activities and  
7 resources, with input from local communities and tribes,  
8 including setting priorities, aligning policies, and leveraging  
9 existing resources to achieve the goal for increased school  
10 readiness of all Minnesota children. The commissioners shall  
11 report on the progress made, which must include information on:

12 (1) coordinating and disseminating resources and  
13 information on school readiness and early care and education,  
14 health and nutrition, including child mental health, and family  
15 support to:

16 (i) parents and families with children birth to age five  
17 through key entry points, such as women, infants, and children  
18 (WIC), family home visiting, child welfare, public and private  
19 health care providers, and other public programs; and

20 (ii) early care and education providers, public and private  
21 health care providers, foster care providers, temporary care  
22 providers, shelters, crisis nurseries, and other facilities  
23 providing long-term or temporary care for young children, birth  
24 to age five;

25 (2) supporting families, schools, and communities in  
26 facilitating the transition of young children into the  
27 kindergarten environment;

28 (3) identifying, coordinating, and sharing resources and  
29 strategies between departments that address the cultural and  
30 linguistic needs of families served;

31 (4) amending the state Medicaid plan to expand the use of  
32 the child and teen checkup funding for allowable child  
33 development services such as outreach for early childhood  
34 screening, and streamlining the process for voluntary  
35 certification of school districts as child and teen checkup  
36 providers; and

1       (5) referring children age three to five in the child  
2 welfare system to the interagency early intervention system for  
3 a developmental screen and referral to services if problems are  
4 identified.

5       (b) The commissioners shall report to the legislative  
6 committees having jurisdiction over early care and education  
7 issues by March 1, 2006."

8       Delete the title and insert:

9       "A bill for an act relating to early education; providing  
10 for coordination of early care and education programs."

**Senate Counsel, Research,  
and Fiscal Analysis**

G-17 STATE CAPITOL  
75 REV. DR. MARTIN LUTHER KING, JR. BLVD.  
ST. PAUL, MN 55155-1606  
(651) 296-4791  
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JO ANNE ZOFF SELLNER  
DIRECTOR

**Senate**

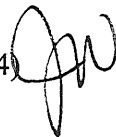
**State of Minnesota**

**S.F. No. 905 - Early Childhood Care and Education  
The Delete-Everything Amendment**

**Author:** Senator Gary W. Kubly

**Prepared by:** Joan White, Senate Counsel (651/296-3814)

**Date:** March 9, 2005



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The delete-everything amendment requires the Commissioners of Education, Human Services, and Health to identify how they will coordinate activities and resources to achieve the goal for increased school readiness of all Minnesota children. The commissioners are required to report to the legislature by March 1, 2006, on the progress made, including the progress made on the activities listed in the bill.

JW:rdr

# Preliminary

**Consolidated Fiscal Note – 2005-06 Session**

Bill #: S0905-0 Complete Date:

Chief Author: KUBLY, GARY

Title: EARLY CHILDHOOD CARE & ED PRGM COOR

Fiscal Impact	Yes	No
State		X
Local	X	
Fee/Departmental Earnings		X
Tax Revenue		X

Agencies: Education Department

Health Dept

This table reflects fiscal impact to state government. Local government impact is reflected in the narrative only.

Dollars (in thousands)	FY05	FY06	FY07	FY08	FY09
<b>Net Expenditures</b>					
-- No Impact --					
<b>Revenues</b>					
-- No Impact --					
<b>Net Cost &lt;Savings&gt;</b>					
-- No Impact --					
<b>Total Cost &lt;Savings&gt; to the State</b>					

	FY05	FY06	FY07	FY08	FY09
<b>Full Time Equivalent</b>					
-- No Impact --					
<b>Total FTE</b>					



# Preliminary

**Fiscal Note – 2005-06 Session**

**Bill #: S0905-0 Complete Date:**

**Chief Author: KUBLY, GARY**

**Title: EARLY CHILDHOOD CARE & ED PRGM COOR**

Fiscal Impact	Yes	No
State		X
Local	X	
Fee/Departmental Earnings		X
Tax Revenue		X

**Agency Name:** Education Department

This table reflects fiscal impact to state government. Local government impact is reflected in the narrative only.

Dollars (in thousands)	FY05	FY06	FY07	FY08	FY09
<b>Expenditures</b>					
-- No Impact --					
<b>Less Agency Can Absorb</b>					
-- No Impact --					
<b>Net Expenditures</b>					
-- No Impact --					
<b>Revenues</b>					
-- No Impact --					
<b>Net Cost &lt;Savings&gt;</b>					
-- No Impact --					
<b>Total Cost &lt;Savings&gt; to the State</b>					

	FY05	FY06	FY07	FY08	FY09
<b>Full Time Equivalent</b>					
-- No Impact --					
<b>Total FTE</b>					

# Preliminary

## **Bill Description**

This bill amends Minnesota Statutes, section 119A.03.

Section 1. requires the MDE Commissioner, in collaboration with community partners, to coordinate early care and education programs and related activities of the Departments of Education, Human Services, and Health, in order to improve the school readiness of children entering kindergarten.

Sec. 2 requires the Commissioner of Health to improve linkages between public health nurses and local early childhood initiatives. The proposal also targets information to low-income parents with children from birth to age three through effective home visiting programs, with a focus on child development and early literacy, and other components of school readiness.

## **Assumptions**

- ◆ The Minnesota Department of Education (MDE) would need to dedicate a portion of one professional staff and one support staff to coordinate and collaborate with community partners and other state agencies.
- ◆ It is assumed that meetings would be held quarterly with community partners and other state agencies.
- ◆ At this level of activity, MDE will absorb staffing costs associated with this bill.
- ◆ If there is a greater level of staff time involved, additional staffing may be required.

## **Expenditure and/or Revenue Formula**

None

## **Long-Term Fiscal Considerations**

This is a continuing responsibility.

## **Local Government Costs**

Section 2 will result in costs to Early Childhood Family Education and school readiness programs.

Agency Contact Name: DeRemee, Lisa - 651-582-8467  
FN Coord Signature: AUDREY BOMSTAD  
Date: 03/10/05 Phone: 582-8793

# Preliminary

**Fiscal Note – 2005-06 Session**

**Bill #: S0905-0 Complete Date:**

**Chief Author: KUBLY, GARY**

**Title: EARLY CHILDHOOD CARE & ED PRGM COOR**

Fiscal Impact	Yes	No
State		X
Local		X
Fee/Departmental Earnings		X
Tax Revenue		X

**Agency Name: Health Dept**

This table reflects fiscal impact to state government. Local government impact is reflected in the narrative only.

Dollars (in thousands)	FY05	FY06	FY07	FY08	FY09
<b>Expenditures</b>					
-- No Impact --					
<b>Less Agency Can Absorb</b>					
-- No Impact --					
<b>Net Expenditures</b>					
-- No Impact --					
<b>Revenues</b>					
-- No Impact --					
<b>Net Cost &lt;Savings&gt;</b>					
-- No Impact --					
<b>Total Cost &lt;Savings&gt; to the State</b>					

	FY05	FY06	FY07	FY08	FY09
<b>Full Time Equivalents</b>					
-- No Impact --					
<b>Total FTE</b>					

# Preliminary

This bill version has no fiscal effect on our agency.

FN Coord Signature: MARGARET KELLY  
Date: 03/09/05 Phone: 281-9998

Dr. Karen Effrem

Dear Dr. Effrem:

Thank you for your recent e-mail message in which you asked me to provide some comments to you regarding the Minnesota Early Education Standards. I am happy to provide such comments as a form of community service from a member of the academic community at the University of Minnesota. Due to time constraints, my comments will be brief without references being cited and will be based on a cursory scrutiny of the standards.

1. **Are there too many standards?** The standards are clearly the result of much work on the part of many fine educational professionals. The standards are very extensive covering many topics such as creativity and social relationships. I especially liked the attention to standards in the mathematical thinking area. The period of early child learning tends to be between the age of three years and the age of five years. That period thus tends to be a 2-3 year period of a person's life. It seems that too much is expected in the standards to occur in such a brief period of life. I would recommend that a simplified, more manageable, and more comprehensible list of standards be prepared. The simplified list would include only the most important standards for young children. An example of a standard that should be maintained in a simplified list would be that children should be expected to play alone and with others in productive ways.

2. **Are all of the standards based on rigorous scientific research?** The standards include many reasonable expectations for young children. However, some seem rather far-fetched -- especially, demonstrations of social systems understanding among young children, 3-4 years of age. There should be careful examination of the scientific research basis underlying the selection of the expectations and standards for young children. What are the empirical bases for the assertions that young children can actually attain the various standards?

3. **Does the extensive array of standards for young children defy effective implementation?** Let us assume that the array of standards is optimal and that all of the standards are rooted in rigorous scientific research, then one could ask whether the effective implementation of the standards is feasible. Staff in early education settings may feel overwhelmed if they are expected to help young children attain all of the standards cited for young children.

4. **Do all young children need to be enrolled in early education programs?** Some children are gifted and talented and may attain the standards for young children without having to enroll in early education programs. Other students in highly nurturing families may also attain the standards for young children without early education programs. It should be made clear as to which groups of young children would likely benefit from early education programs.

5. **How effective are early education programs?** Some early education programs may be effective in promoting cognitive and social achievement; whereas, other such programs may be ineffective. Let me suggest caution on implementation of the standards and early education programs. California education officials once required the usage of whole language instruction in the reading programs of the State of California. California education officials now support alternative forms of reading instruction, as whole language instruction has been repudiated by the National Reading Panel, partly due to its ineffectiveness.

6. **In what areas in early education, should the State of Minnesota spend education-related tax dollars?** The State of Minnesota has a limited supply of funds available to education purposes. As to early education, my recommendations are the following:

(1) that more support be provided for rigorous scientific research on early education and early learning, including research on the development of visual-spatial and mathematical thinking as well as research on the development of verbal thinking among young children;

(2) that support be provided for a pilot carefully-planned study of the implementation of the standards in limited settings to determine the effectiveness of the implementation and to determine the feasibility of the range of standards ;

(3) that more research occur on which groups of young children benefit substantially from early education programs and which groups tend not to benefit from such early education programs.

I hope that this message is helpful to you, governmental officials, education officials, and other interested parties in Minnesota. Please contact me in the future if I can be of service to you and your colleagues interested in education. Thank you in advance for your consideration of this message.

Sincerely,

William Bart  
Professor  
Educational Psychology  
University of Minnesota

# The Parent Trainers: A Nationwide Study of Home Visitation Programs

## Part I: Introduction

### Executive Summary

The U.S. Department of Health and Human Services documented 3 million reports of child abuse or neglect made to authorities in 1997. Of these, 963,870 were classified as either substantiated or indicated. This represents the fourth straight decline in substantiated/indicated reports since these reports hit a record high of 1,018,692 in 1993.<sup>1</sup> While this reported decline in abuse is encouraging, the fact that nearly a million known cases of child abuse and neglect occur in the United States every year is a human tragedy that demands our attention.

The strong desire to “do something” has led many activists concerned about children’s issues to promote the implementation of universal home visitation programs that would teach parenting skills to new parents and monitor these families for potential abuse.

The leading advocate of home visitation as a means of preventing child abuse is an organization called Prevent Child Abuse America (PCAA). The centerpiece of PCAA’s current efforts is a home visitation program known as Healthy Families America (HFA). The HFA model currently targets families determined to be “at risk” for committing child abuse. However, the ultimate goal, according to Deborah Daro (former research director for PCAA) “is to bring home visitation services to *all* new parents.”<sup>2</sup>

### **The Healthy Families Model**

Healthy Families identifies new mothers in the hospital by:

- screening the medical records of new mothers for 15 risk factors said to be associated with abuse
- interviewing new mothers in the hospital if two or more of the risk factors are present
- administering a questionnaire during the interview called the Family Stress Checklist designed to explore the mother’s family history and her emotional and psychological state
- classifying the family as either “high risk” or “low risk” for abuse based on the responses to the questionnaire
- offering the services of a home visitor to families classified as “high risk”

PCAA emphasizes participation in the program is always voluntary. However, a “high risk” mother who initially refuses the program can expect to be pursued for up to three months as HFA workers try to gain her confidence and enroll her in the program. These “creative outreach” efforts may include numerous phone calls and visits, along with offers of free gifts, all for the purpose of gaining consent to regular home visits. PCAA recommends a case be closed only if the mother “continues to refuse service for two to four months.”<sup>3</sup>

## The Parent Trainers: A Nationwide Study of Home Visitation Programs

If the family agrees to participate in the Healthy Families program, they will be assigned a Family Support Worker (FSW) who will make regular visits to the home. Ideally, visits will continue until the child reaches age five. The purpose of these visits is to:

- teach “positive” parenting skills
- connect families with social services agencies
- monitor the home for actual or potential abuse or neglect

PCAA is also developing a computer database to track all participating parents and children.

### **Causes for Concern**

In our fragmented society, there are likely many young mothers who would desire and could benefit from the assistance of a wise and helpful visiting mentor. However, home visitation programs like Healthy Families present several areas of concern.

1. **Privacy issues.**

It is unclear whether proper safeguards are in place to ensure the privacy of families and the confidentiality of medical records are properly protected in these programs.

2. **Voluntary and informed consent.**

Mothers targeted by the program may not be given complete information concerning the program, or an appropriate opportunity to consider the offer of enrollment before accepting.

3. **The nature of the teaching.**

PCAA’s philosophy of parenting is not shared by all Americans. There are legitimate concerns about the government officially endorsing PCAA’s philosophy of parenting (or any one philosophy of parenting) as one that should be taught to all new parents.

4. **The duplicitous role of the home visitor.**

The home visitor is presented as a “helper” but is also responsible for “determining the safety of the home”<sup>4</sup> and making reports to authorities if “abuse or neglect or imminent harm are suspected.”<sup>5</sup> Constitutional concerns arise when government-sponsored workers are, in effect, engaging in a “search” of a private home under false pretenses and without probable cause.

5. **Collection and use of client data.**

Mothers targeted by the program may not be fully informed about how the personal data collected may be used by HFA programs. Questions also arise about whether full consent is obtained before this data is transferred to other persons or entities.

### **Does it work?**

Considering the serious problem of child abuse and neglect in America, some might be willing to overlook these concerns, arguing that “minor” violations of privacy and legal rights are acceptable if the program truly prevents child abuse. However, HFA programs have been studied extensively and have not shown any clear success in preventing child abuse.



## The Parent Trainers: A Nationwide Study of Home Visitation Programs

- In 1997 \$90 million was spent on over 320 HFA programs in 42 states and the District of Columbia. Seventy-two percent of these funds came from taxpayers.<sup>6</sup> In spite of PCAA's claims that research consistently confirms the effectiveness of these programs, no comprehensive, national evaluation of its programs has ever been conducted.
- Six control-group studies have been conducted on individual HFA programs currently in operation. Five of the six studies failed to show conclusively that the program had a significant impact on child abuse rates or measures of child abuse potential among first-time mothers enrolled in the program. The sixth study used a method of calculating child abuse rates that makes its findings ultimately inconclusive.
- No well-constructed control-group study of an HFA program has shown clear success in reducing child abuse rates or measures of child abuse potential in a given target population.

### **Conclusion**

Child abuse is a serious issue that should receive ongoing attention and our best efforts at finding solutions. However, using a one-size-fits-all formula, such as home visitation, to address the complex problem of child abuse is neither cost effective nor logical. The enormous cost of universal home visitation programs may actually put more children "at risk" as funds are diverted from already overburdened Child Protective Services agencies.

Effective strategies to deal with the problem of child abuse and neglect must begin by reforming the current child protection system to insure that child safety is the top priority. Limiting time in foster care and providing permanency through adoption and private group homes / "orphanages" are viable alternatives to the present system. Prevention efforts such as voluntary family education classes and community-based respite care centers should be promoted in order to intervene before abuse occurs.

These are promising alternatives to the intrusive and costly home visitation programs that have been shown to be failures in scientific studies.

<sup>1</sup> U.S. Department of Health and Human Services, *Press Release: HHS reports new child abuse and neglect statistics*, (Washington: U.S. Department of Health and Human Services, April 1, 1999).

<sup>1</sup> Deborah Daro, testimony before Congress, April 21, 1993, Subcommittee on Human Resources of the Committee on Ways and Means.

<sup>1</sup> National Committee to Prevent Child Abuse, *Community planning and site development guide for the Healthy Families America effort*, (Chicago: National Committee to Prevent Child Abuse, 1997) in section entitled, "Caseload System Policies," no page numbers.

<sup>1</sup> Prevent Child Abuse America, *Healthy Families America: A snapshot view*, (Chicago: Prevent Child Abuse America, 1999), p. II-3.

<sup>1</sup> National Committee to Prevent Child Abuse, *Essentials in program planning*, (Chicago: National Committee to Prevent Child Abuse, 1996), p. 10.

<sup>1</sup> Prevent Child Abuse America, *Healthy Families America: A snapshot view*, (Chicago: Prevent Child Abuse America, 1999), p. I-8.