Celebrating County Leadership in Prenatal-to-Three:

CASE STUDIES FROM THE PN-3 COUNTY LEADERS ACADEMY

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INTRODUCTION

Across the country, prenatal-to-three (PN-3) county champions are advocating for infants and toddlers, ensuring that they are centered in all policy discussions and working to bring together families, service providers and stakeholders from across sectors to create a robust, equity-driven PN-3 vision for their communities. When county leaders commit to prioritizing infants and toddlers, it can lead to the expansion of programs, services and investments that improve well-being and outcomes for young children in the short- and long-term. Counties are arguably the least understood level of government in the United States, due in part to wide variations in county governance across state lines. Yet all counties make daily decisions that shape community conditions and impact the trajectory of success for our youngest residents.

<u>Research</u> shows that the most rapid period of brain development occurs within the first three years of life, laying the foundation for all future learning, behavior and health.¹ Infants and toddlers thrive when their parents and caregivers are healthy and supported with adequate resources, but parents are often stretched in the earliest months and years of children's lives. Counties play a major role in shaping the resources and opportunities available for young children and their families. Every county in the United States funds part of the cost of strengthening communities and supporting families with young children. Counties serve as the frontline safety net, investing over \$63 billion annually in federal, state and local funds in human services. We play a pivotal role in building thriving communities and investing in the core policies and services that shape early childhood systems. By investing in young children early, counties have an opportunity to deliver high-quality services that reduce the need for more expensive interventions later.

Counties can also play a critical role in ensuring that families who historically have been marginalized and subject to unjust policies and practices have equal opportunities to succeed. In response to the disproportionate impact of COVID-19 on lowincome families and families of color, many counties are grounding their recovery efforts in principles of <u>diversity</u>, <u>equity and inclusion</u> and prioritizing investments, policies and partnerships that center the needs and voices of historically disadvantaged communities.²



High-quality, comprehensive
programs administered from
birth-to-five have a 13 percent return
on investment, higher than the
7-10 percent for programs beginning
in preschool

Source: Heckman Equation³

In recognition of the importance of prenatal-to-three and the role of counties in this space, the National Association of Counties Research Foundation created the <u>Counties for Kids</u> initiative. Counties for Kids is a public awareness campaign for county leaders who are committed to making investments in young children from prenatal to age three (PN-3). Through Counties for Kids, all county leaders have access to free resources, tools and invitations to events to network with peers and learn strategies for moving the needle for young children.

Learn more at www.countiesforkids.org



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THE AMERICAN RESCUE PLAN ACT

Counties have been on the frontlines of responding to the COVID-19 pandemic and leading recovery efforts. In a major victory for America's counties, the <u>State and</u> <u>Local Coronavirus Fiscal Recovery Funds</u> legislation, part of the American Rescue Plan Act (ARPA), was signed into law by President Biden on March 11, 2021. The legislation includes **\$65.1 billion** in direct, flexible aid to every county in America, as well as other crucial investments in local communities.⁴

As directed by the ARPA and the U.S. Department of Treasury, counties can invest State and Local Fiscal Recovery Funds (SLFRF) into a broad range of programs, services and projects under five categories to: support the public health response; address negative economic impacts caused by COVID-19; replace lost revenue; provide premium pay to essential workers; and invest in water, sewer and broadband infrastructure.

Since the enactment of the ARPA, counties have prioritized investments in early childhood services. NACo <u>analysis</u> of 200 county plans for State and Local Fiscal Recovery Funds (SLFRF) found that 68 percent of county plans included investments in human services, children and families.⁵

This resource highlights how PN-3 county champions across the country are investing recovery funds in prenatal-to-three services. Investments have been grouped into <u>three broad buckets</u>, reflecting key components of a prenatal-to-three system that promotes healthy child development by age three.



Healthy beginnings: mothers have access to comprehensive pre- and peri-natal care, ensuring that infants are born healthy and continue to thrive; families can access preventative and comprehensive health care for infants and toddlers



Supported families: families have access to programs and systems, such as home visiting and centralized intake and referral, that increase access to social services and economic supports

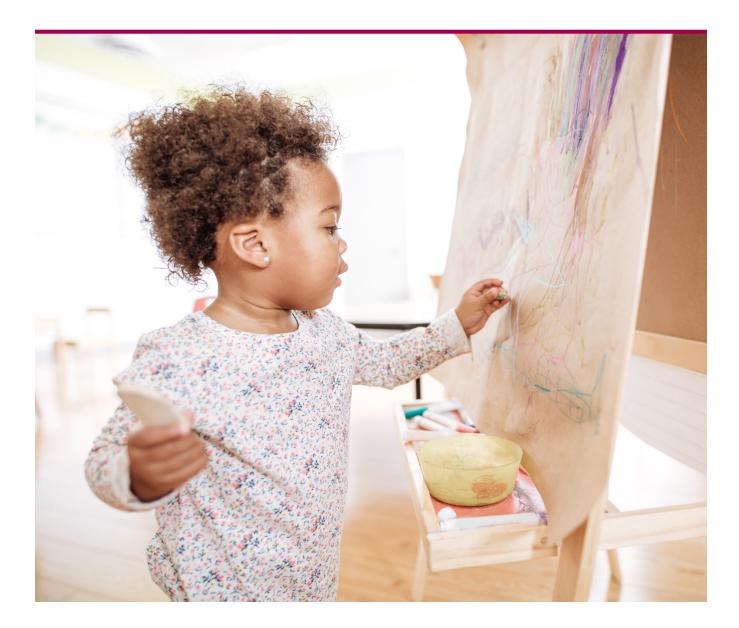


High-quality care and learning: infants and toddlers have access to safe, nurturing care that meets their families' needs and fosters development and learning

PRENATAL-TO-THREE COUNTY LEADERS ACADEMY

The counties featured in this resource have shown a commitment to improving outcomes for infants, toddlers and their families and have made noteworthy expansions in PN-3 as part of their participation in NACoRF's <u>Prenatal-to-Three County Leaders Academy</u>. The PN-3 County Leaders Academy brings together a cohort of elected and appointed county leaders to explore potential policy levers for expanding and improving services for young children and their families. PN-3 Academy champions have the opportunity to learn from their peers and national experts, share successes and challenges and leave with a better understanding of how to champion PN-3 efforts.

To learn more about how your county can participate in future academies, email <u>info@countiesforkids.org</u>.



CASE STUDIES



Population: 3,298,634 Unemployment rate: 9.2% Child poverty rate: 11.0%

PN-3 Champion: Nick Macchione, Deputy Chief Administrative Officer, Health & Human Services Agency

> Focus areas: High-quality care & learning

San Diego County, Calif.

Since 2019, the San Diego area has lost <u>nearly 2,000</u> licensed child care slots. Families who can find care often struggle to afford it – on average, a family with two young children in the county spends 40 percent of their income on child care. In response, the county has used its SLFR funds to make robust investments in both vouchers for families and long-term workforce investments.⁶

The county has allocated \$2 million to provide **child care vouchers** to <u>eligible</u> <u>families</u> who are involved with the child welfare system. The funds will provide additional supports to parents seeking reunification and minimize trauma for children by allowing them to stay with the same provider.⁷

San Diego County will invest an additional <u>\$10 million</u> in the **child care workforce** to create a pilot program in partnership with public universities, community colleges, San Diego Workforce Partnership, family child care homes and school districts. It will focus on new educators and connect them to mentors, scholarships and retention stipends. The county is also creating a **shared services alliance** grant program to create centralized infrastructure of supports for family child care providers.⁸

Additionally, in October 2022 the county voted to develop a child care <u>blueprint</u> that will continue this work and help the county move towards quality, affordable, universal child care.



In 2022, more than **75 percent** of parents in the United States looking for child care reported difficulty finding it.

Source: RAPID-EC 9



Montgomery County, Md.

Population:S1,062,061VUnemployment rate:T6.3%rChild poverty rate:f7.6%VPN-3 Champion:N

Hon. Craig Rice, Councilmember

Focus areas: Supported families Montgomery County is a large, diverse community located outside of Washington, DC. Because of its location, the county has a high cost of living. Using a mix of SLFR, philanthropic and county funds, Montgomery County is providing families with **flexible financial support.**

Through the <u>Working Family Income Supplement (WFIS</u>), Montgomery County matches the state of Maryland's Earned Income Tax Credit (EITC). <u>Research</u> on the federal EITC shows that it incentivizes single parents to join the labor force, reduces child poverty and has long-term impacts on children's development and well-being.¹⁰ All <u>eligible Montgomery County</u> residents can receive the supplement if they file a Maryland tax return, regardless of citizenship status. An additional benefit of the WFIS is that families receive it several months after federal and state tax refunds, providing more economic stability throughout the year. The county has <u>allocated</u> \$25 million of its SLFRF for FY22 and FY23 to support this program.¹¹ Additionally, in partnership with the <u>Meyer Foundation</u>, the county created <u>MoCo BOOST</u>, the first county-level **guaranteed basic income program** in Maryland.





Population: 552,352 **Unemployment rate:** 6.9%

Child poverty rate: 16.4%

PN-3 Champion: Hon. Mary Jo McGuire, Commissioner and NACo First Vice President

> Focus areas: High-quality care & learning

Ramsey County, Minn.

Ramsey County is using SLFR funds to address urgent community needs and catalyze innovative, long-term investments. Since 2016, the county has lost <u>30</u> <u>percent</u> of its total child care capacity. During the COVID-19 pandemic, more than two-thirds of child care programs had to lay off staff. As a result, many parents are struggling to find the care they need to return to work.¹²

In partnership with <u>Think Small</u>, a local early learning organization, Ramsey County is launching a new Early Childhood Academy. This initiative is supported by SLFR dollars and will aim to increase the number of **quality child care programs** by offering incentives and supports around recruitment, retention and new business start-up:

- Recruitment and retention: The Academy will provide existing participants with an annual \$1,000 bonus and 16 hours of free professional development. It will also focus on recruiting child care providers in the neighborhoods most impacted by the child care crisis. These providers will be eligible for more than 120 hours of free training, which puts them on the path to receive a Child Development Associate credential.
- Build Your Own program: The Academy will support new providers by offering
 a "build your own" program that provides assistance and advice on the child
 care start-up process, connects providers to experienced mentors and provides
 training on best practices for quality care.



As other sectors return to pre-pandemic levels, child care employment is still **7.5 percent** below what it was in February 2020.

Source: Center for the Study of Child Care Employment¹³



Population: 324,833 **Unemployment rate:** 6.5%

Child poverty rate: 16.2%

PN-3 Champion: Hon. Brenda Howerton, Commissioner

Focus areas:

Healthy beginnings, supported families, high-quality care & learning

Durham County, N.C.

In 2019, the North Carolina Department of Health and Human Services released a <u>statewide</u> Early Childhood Action Plan. Durham County was the first county to build off this work and create its own community-level <u>Early Childhood Action</u> <u>Plan</u> (ECAP). The plan was developed in partnership with parents, caregivers, early childhood providers and community leaders. It is focused on addressing systemic racism and oppression as root causes of the disparities that prevent some children and families from having the opportunity to thrive.

The plan focuses on the strengths and challenges across the county's family support system, maternal and child health system and early learning system. Informed by the ECAP planning process, the plan also makes recommendations and shares strategies for improving each of these systems. To measure progress, the ECAP committee created a set of targets, such as a decrease in the percentage of families living in poverty, increased permanency for children in foster care and a decrease in infants born with low birth weight.

The county allocated \$100,000 of SLFR funds to support the ECAP planning team in the **implementation** of this plan. Additionally, the county's <u>Nonprofit Grant</u> <u>Program</u> will use county SLFR funds to address the disproportionate impact of the pandemic on low-income and minority populations. The Durham County Board of Commissioners drew from the ECAP and other strategic documents and board priorities to determine categories for Phase I of the program. In this phase, the county anticipates granting:

- \$3.6 million to expand child care access and provide capacity building and technical assistance, with a focus on infant/toddler care, family child care homes, providers of color and care provided during nontraditional hours;
- \$1.5 million to improve child and family social-emotional and mental health, with a focus on culturally-affirming and trauma-informed supports for populations who were disproportionately impacted by the pandemic, including Black, Indigenous and people of color and families with low incomes; and
- \$1.5 million for culturally-affirming maternal health supports for the pregnancy and post-partum periods, including universal supports for maternal health and proposals that address Black maternal health specifically.¹⁴



Mecklenburg County, N.C.

Population: 1,115,482 Unemployment rate: 7,8% Child poverty rate: 16.3% PN-3 Champion: Dena Diorio, County

Manager **Focus areas:**

Supported families

Families with young children experienced economic, social and educational disruptions during the COVID-19 pandemic. To support and strengthen families—especially those from marginalized communities—Mecklenburg County has allocated more than \$800,000 of its SLFR funding to two ParentChild+ (PC+) local implementation sites. PC+ is an <u>evidence-based</u> **home visiting program** focused on early childhood literacy, school readiness and socio-emotional development.¹⁵

The <u>Charlotte Bilingual Preschool</u> site is focused on serving Spanish-speaking families with children ages 2-4. PC+ is one of the preschool's Family Programs, which empower families to support their children's education and development, build community and gain leadership or employment opportunities. The preschool currently services 75 Latino or Hispanic families. Of these families, 98 percent speak Spanish as their primary language and 89 percent speak little to no English. The program is focused on hiring from the community to ensure that home visitors are better able to connect with the families they serve.

The second site, <u>INLIVIAN</u>, works to connect low- to moderate-income families with housing and provide case management and self-sufficiency programs. The program currently serves 25 African American families with children 2-3 years old and hopes to reach an additional 25 families with this funding. PC+ is free and available to all families living in INLIVIAN properties.

In addition to supporting these two sites, the county has awarded Smart Start of Mecklenburg County \$342,500 to strengthen and evaluate the county's **home visiting plan.** Smart Start will <u>use these funds</u> to hire a program lead who will assess the current home visiting analysis, conduct a gap analysis and convene community stakeholders to determine needs for new and existing programs. Based on these learnings, Smart Start will recruit new home visiting models to fill gaps, expand new and existing services and develop a cohort of home visiting constituents.¹⁶

Smart Start is a network of **75 non-profit local partnerships** led by The North Carolina Partnership for Children, Inc. (NCPC). Local partnerships based in each of North Carolina's **100 counties** help working parents pay for child care, improve the quality of child care and provide health and family support services. <u>Learn more</u>.





Population: 1,323,807

Unemployment rate: 7.4%

Child poverty rate: 20.3%

PN-3 Champions:

Hon. Erica Crawley, Commissioner; Hon. Jon O'Grady, Commissioner; Kenneth Wilson, County Administrator

Focus areas:

High-quality care & learning, healthy beginnings

Franklin County, Ohio

Franklin County, Ohio is home to the city of Columbus and is the most populous county in Ohio. Prior to the COVID-19 pandemic, only <u>40 percent</u> of Franklin County's children were ready for kindergarten. The rate was even lower for children of color and children living in poverty. To reduce this achievement gap and ensure all children are accessing high-quality care, the Franklin County RISE initiative is taking a <u>multi-pronged approach</u> to investments:

- Families facing the benefits cliff, meaning those who earn too much to qualify for other child care subsidies, will be eligible for child care scholarships. Families earning between 142-300 percent of the federal poverty line will be eligible for scholarships of up to \$10,000 annually.
- Incentives for providers will focus on increasing the supply of high-quality care, publicly funded child care and non-traditional hour care. Providers can receive financial awards for entering or maintaining agreements to accept child care subsidies, for earning or maintaining star-ratings in the state's Step Up To Quality program and providing care during weekends and from 6:00pm-6:00am.
- Recognizing the low average wages for early childhood educators, the county is also investing \$500,000 to support emergency rental assistance for these educators.¹⁷

In total, the RISE will invest \$22 million of SLFRF in early care and education. Notably, this number includes investments from both Franklin County and the <u>city</u> <u>of Columbus</u>, which also used SLFRF funds to provide signing bonuses and child care scholarships.¹⁸

As we reimagine what our child care system is going to look like coming out of the pandemic, some have tried to frame it as a choice between increasing affordability or improving quality. As a single mom of twins, I can tell you parents don't see it as an either/or proposition and neither does Franklin County. Early care and education is an education, workforce and economic issue and must be top priority requiring our investment now. The county's investment will yield invaluable dividends now and for our community years later."

The county also granted <u>\$425,000</u> to <u>Restoring Our</u> <u>Own Through Transformation</u> (ROOTT), a Black family-led reproductive justice organization. ROOTT uses a doula model to improve perinatal conditions and birth outcomes for Black families by offering culturally specific prenatal support, labor and birth advocacy and lactation education and support. In collaboration with the county, ROOTT will use these funds to address the social determinants of health.¹⁹

— Commissioner Erica Crawley



Population:

Unemployment rate:

Child poverty rate:

PN-3 Champion:

Commissioner

Focus areas:

learning

Hon, Julie Ehemann,

High-quality care &

48,230

7.7%

12.0%

Shelby County, Ohio:

Shelby County, Ohio is a rural, agriculture-focused county located in western Ohio. Even before the COVID-19 pandemic, <u>nearly half</u> of children under the age of five in the county were not in child care. Families in the county's smaller villages and those with infants and toddlers struggle to access care that meets their needs. As a result, businesses in the county are struggling to find and retain employees.²⁰

To strengthen both the current and future workforce, Shelby County is investing \$231,000 of its SLFR funds over the next two years towards **long-term solutions to the shortage of child care.** The county entered a contract with <u>4C for Children</u>, the local <u>child care resource and referral agency</u>, to stabilize and expand existing child care programs and develop new programs. 4C will help new providers access training and education around licensing requirements and the state's <u>Step Up To Quality</u> program. The county will also provide eight new programs—likely five family child

care sites and three child care centers—with funding tocoverstart-upcosts,such as inspections, equipment and training.

"As we move forward, we will be working to spread the message to the community of the dire need we have for quality child care. Only after there is a recognition of the problem can we engage others in working on the solution."

— Commissioner Julie Ehemann





Population: 815,428 Unemployment rate: 8,6%

Child poverty rate: 11.8%

PN-3 Champions: Kim Melton, Chief of Staff to Chair Deborah Kafoury; Hon. Jessica Vega Pederson, Commissioner

> Focus area: Supported families

Multnomah County, Ore.

"In giving people

unrestricted income, we are giving back power, sovereignty and autonomy for people to be able to make decisions about themselves, to be treated as adults in a way that government and society at large has taken that away."

- Commissioner Jessica Vega Pederson

To better address the disproportionate economic impact of COVID-19 on Black households, the Multnomah County board of commissioners approved more than \$600,000 of SLFR funds to pilot a guaranteed income program for Black female-headed households.²¹ Based in the Multnomah Idea Lab (MIL), the Multnomah Mothers' Trust Project (Mothers' Trust) draws on research about the success of unconditional cash transfers and basic income in improving cognitive, emotional and brain development for infants and toddlers.²²

The Mothers' Trust partnered with two culturally specific local organizations, Black Parent Initiative (BPI) and WomenFirst, to build trust and recruit participants. Participants receive \$500 monthly payments and can receive an additional \$50 per month if they share additional information about their

socioeconomic status and related household factors and basic needs. Mothers report using the funds to cover essential costs like housing, rent and utility, child care and medical costs. One participant used her funds to purchase her first washer and dryer, which meant she no longer had to make trips to the laundromat and allowed her to spend more time with her children.

The Mothers' Trust has recently begun its second phase, where program leaders will add programming focused on homeownership and debt reduction. Moving forward, the program hopes to enroll more Black families and begin to serve Indigenous and Pacific Islander households,²³

Mothers used the funds to:



Add to or start emergency funds



Cover rent, housing and utility costs



A Pay for child care and extracurricular programming for children



Cover unexpected costs like medical bills and car repairs



Improve their quality of life – for example, throwing their child a birthday party



Population: 2,110,640 Unemployment rate: 7.3% Child poverty rate: 15.4%

PN-3 Champion: Hon. Roy Charles Brooks, Commissioner and NACo Past President

Focus areas: Healthy beginnings, highquality care & learning

Tarrant County, Texas

Tarrant County, Texas is home to the city of Fort Worth and is the third largest county in Texas. Based on a 2021 needs assessment, the county is investing millions of its SLFR funds to build infrastructure in local non-profits. The county prioritized projects that could offer matching funds and anticipates a \$26 million match to its \$35.5 million investment.²⁴

As part of their <u>BRAVER 76104</u> initiative, the United Way of Tarrant County will use its SLFR funds to establish a **doula training program.** In Tarrant County, the 76104 zip code has the lowest life expectancy in Texas, despite being home to Fort Worth's Medical District. The doula training program will train 120 women and 30 hospital staffers to be doulas with the goal of <u>reducing maternal mortality rates</u> and improving maternal health outcomes, especially for communities of color.²⁵

The county is also committed to **increasing access to child care**, especially for infants and toddlers. Tarrant County has granted an additional <u>\$45 million</u> to local non-profit <u>Child Care Associates</u>, who will lead the child care investments in partnership with a <u>new child care committee</u>, created jointly by Tarrant County and the city of Fort Worth.²⁶ The key goals of the partnership are to strengthen child care businesses with business coaching, stabilize infant-toddler care through salary increases and expand access by adding 50 infant-toddler classrooms in high need neighborhoods.²⁷



Tarrant County commissioner and past NACo president Roy Charles Brooks played a major role in the launch of NACoRF's <u>Counties for Kids</u> initiative. His 2017 presidential initiative <u>Serving</u> <u>the Underserved</u> put a spotlight on the importance of prenatal-to-three and role counties can play in making early investments to improve outcomes for infants and toddlers.



Population: 1,290,188 Unemployment rate: 6,3% Child poverty rate: 10.9% PN-3 Champion:

Hon. Jeffrey Travillion, Commissioner

Focus areas:

Supported families, highquality care & learning

Travis County, Texas

Travis County, Texas is home to the city of Austin and is the fifth-largest county in the state. The county has worked closely with the city and community partners to address the child care crisis and expand home visiting services. The city of Austin and Travis County jointly invested a total <u>\$13.5 million</u> in the United Way for Greater Austin. The funds will be used to grow and scale existing programs and pilot new programs, including a partnership with the <u>2-Gen Coalition</u> to launch a **workforce development program for young parents** that provides them with a basic stipend and free child care while participating in the program.

The funds will also support the <u>Austin/Travis County Success by 6 Coalition</u>, which works to ensure that all children enter kindergarten happy, healthy and prepared to succeed. SLFRF funding will support this goal by providing additional funding to strengthen the child care system, workforce and supply. The coalition will also provide free **nurse home visits** to 2,000 new families with a newborn, focused on screening, education and parent wellbeing.²⁸



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28 Jene Shepherd, "\$13.5 Million (Yes, Million) invested in Greater Austin Children and Families: Big Wins from the American Rescue Plan," (July 28, 2021) available at https://www.unitedwayaustin.org/13-5-million-yes-million-invested-in-greater-austin-children-and-families-biq-wins-from-the-american-rescue-plan/



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