Our Earliest Experiences Shape Our Lives

- All children deserve to be born healthy and raised in nurturing environments, with limited exposure to adversity

- Nurturing relationships in the earliest years lead to healthier brains and bodies, which influence health and wellbeing over the life course

- Chronic adversity harms children's neurological, biological, and social development, and can have lifelong consequences

- Millions of children lack the opportunities to a healthy start they deserve

- Children of color are most likely to face adversity and least likely to have the opportunities all children deserve

State Policy Choices Shape Opportunities

- State policy choices can empower parents and support children's healthy development

- We must care for the caregivers so that they can care for the children

- Systems of support require a combination of broad based economic and family supports and targeted interventions

- Variation in state policy choices leads to a patchwork of supports for families, depending on where they live

Eight Prenatal-to-3 Policy Goals

Access to Needed Services
Families have access to necessary services through expanded eligibility, reduced administrative burden and fewer barriers to services, and identification of needs and connection to services.
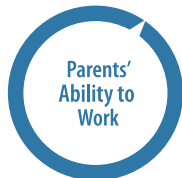
Parents' Ability to Work
Parents have the skills and incentives for employment and the resources they need to balance working and parenting.

Sufficient Household Resources
Parents have the financial and material resources they need to provide for their families.

Healthy and Equitable Births
Children are born healthy to healthy parents, and pregnancy experiences and birth outcomes are equitable.

Parental Health and Emotional Wellbeing
Parents are mentally and physically healthy, with particular attention paid to the perinatal period.

Nurturing and Responsive Child-Parent Relationships
Children experience warm, nurturing, stimulating interactions with their parents that promote healthy development.

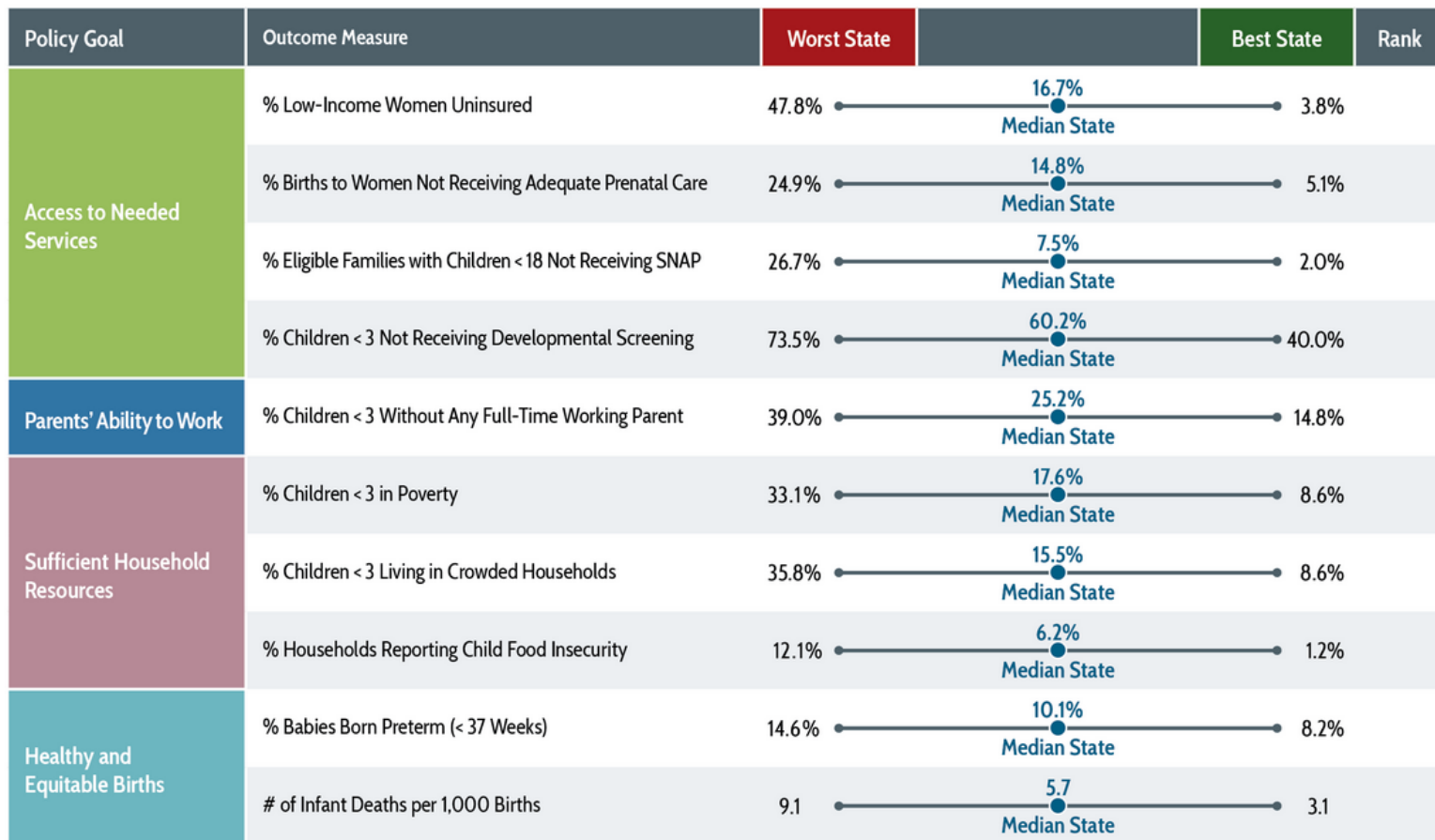**Nurturing and Responsive Child Care in Safe Settings**
When children are not with their parents, they are in high-quality, nurturing, and safe environments.

Optimal Child Health and Development
Children's emotional, physical, and cognitive development is on track, and delays are identified and addressed early.

4

State Prenatal-to-3 Outcome Measures

Policy Goal	Outcome Measure	Worst State	Median State	Best State	Rank
Access to Needed Services	% Low-Income Women Uninsured	47.8%	16.7%	3.8%	
	% Births to Women Not Receiving Adequate Prenatal Care	24.9%	14.8%	5.1%	
	% Eligible Families with Children < 18 Not Receiving SNAP	26.7%	7.5%	2.0%	
	% Children < 3 Not Receiving Developmental Screening	73.5%	60.2%	40.0%	
Parents' Ability to Work	% Children < 3 Without Any Full-Time Working Parent	39.0%	25.2%	14.8%	
Sufficient Household Resources	% Children < 3 in Poverty	33.1%	17.6%	8.6%	
	% Children < 3 Living in Crowded Households	35.8%	15.5%	8.6%	
	% Households Reporting Child Food Insecurity	12.1%	6.2%	1.2%	
Healthy and Equitable Births	% Babies Born Preterm (< 37 Weeks)	14.6%	10.1%	8.2%	
	# of Infant Deaths per 1,000 Births	9.1	5.7	3.1	

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Prenatal-to-3 State Policy Roadmap

- **Core Principles**
  - Grounded in the science of the developing child
  - Committed to promoting equity
  - Guided by the most rigorous evidence, to date
- **Purpose**
  - A guide for state policy leaders to develop and implement the most effective investments that states can make to empower parents and ensure all children thrive from the start
- **Approach**
  - Identified 5 effective policies and 6 effective strategies that positively impact PN-3 outcomes
  - Tracking annual state progress toward policy adoption and implementation of the 11 solutions
  - Monitoring the wellbeing of infants and toddlers in each state, and progress toward reducing disparities in opportunities and outcomes

2021 Prenatal-to-3 State Policy Roadmap

pn3policy.org/roadmap

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5 Additional States Fully Implemented a Roadmap Policy This Past Year
(MO implemented 2!)

Note: Due to additional evidence on how states can effectively reduce administrative burden for SNAP, 2021 is a new baseline year, and we do not show changes in the past year.

Expanded Income Eligibility for Health Insurance

AK	AZ	AR	CA	CO	CT	DE	DC	HI	ID	IL	IN	IA	KY	LA	ME	MD	MA	MI	MN	**39 States**
MT	NE	NV	NH	NJ	NM	NY	ND	OH	OR	PA	RI	UT	VT	VA	WA	WV	MO	OK		2020: 37 States +2

Reduced Administrative Burden for SNAP

AL	AZ	AR	CA	CT	DE	DC	IN	KS	LA	ME	MA	MO	**26 States**
MT	NJ	NM	OH	OK	OR	RI	SD	VT	VA	WA	WV	WI	2020: NA

Paid Family Leave

CA	DC	NJ	**6 States**
NY	WA	MA	2020: 5 States +1

State Minimum Wage

AK	AZ	AR	CA	CO	CT	DC	HI	IL	ME	MD	**22 States**
MA	MN	NJ	NY	OR	RI	VT	WA	FL	MO	NM	2020: 19 States +3

State Earned Income Tax Credit
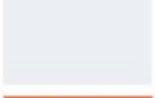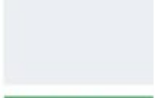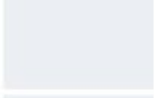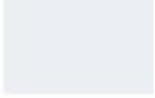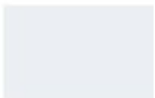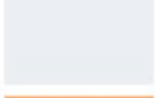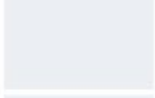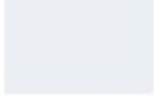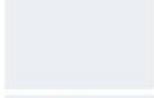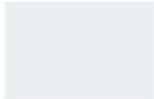
CA	CO	CT	DC	IL	IA	KS	ME	MD	**18 States**
MA	MN	NE	NJ	NM	NY	OR	RI	VT	2020: 18 States

State has newly adopted and fully implemented the policy since October 1, 2020

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POLICY:
Reduced Administrative Burden for SNAP

Reduced administrative burden for SNAP is an effective state policy to impact:

Access to Needed Services

Parents' Ability to Work

Sufficient Household Resources

Healthy and Equitable Births

Parental Health and Emotional Wellbeing

Nurturing and Responsive Child-Parent Relationships

Nurturing and Responsive Child Care in Safe Settings

Optimal Child Health and Development

26 states assign 12-month recertification and simplified reporting to all eligible families with children, and offer online services, including at minimum, an online application.

Yes   No
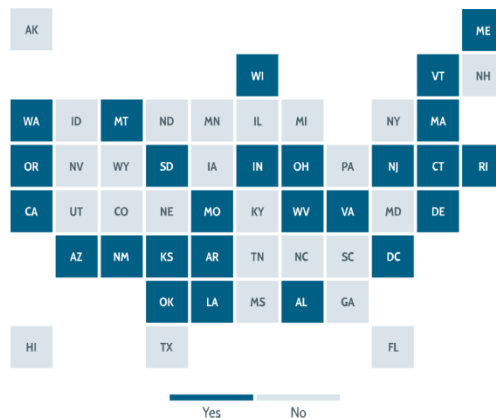
Note. 2020 data are N/A. 2021 is the first year to track the number of states with a "Yes" for SNAP using updated methodology.

United States

As of August 2021, 26 states assign 12-month recertification intervals and simplified reporting to all eligible families with children, and offer at least an initial online application. In the past year, state legislators in only two states, Minnesota and Texas, proposed legislation to adjust/solidify their state's SNAP recertification intervals.
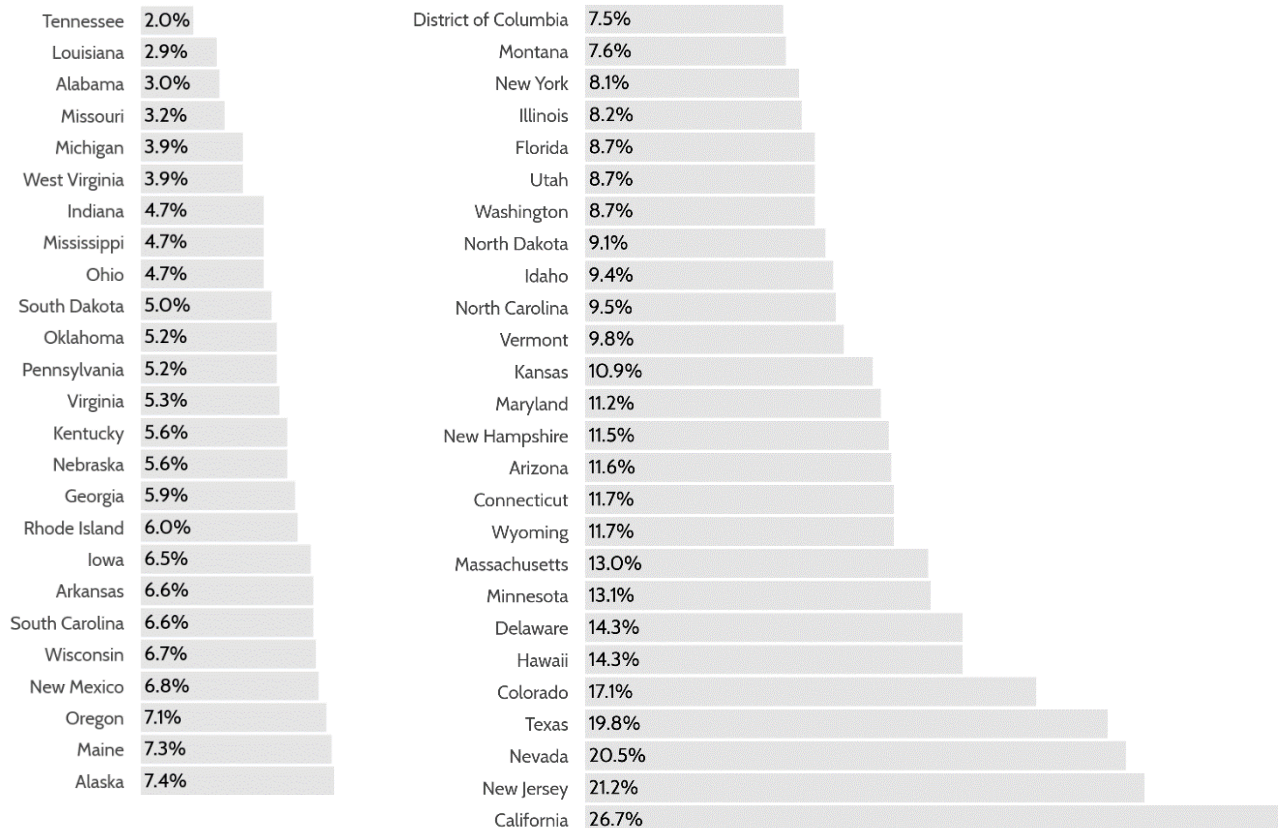
As of July 1, 2021. Individual states' SNAP manuals, states' SNAP websites, and personal communications.

Have States Assigned 12-month Recertification and Simplified Reporting to All Eligible Families With Children, and Offered Online Services, Including at Minimum, an Online Application?

POLICY:
Reduced Administrative Burden for SNAP

Progress		Detail	# of States
Yes	10		
	9	Yes, the state assigns 12-month recertification intervals and simplified reporting to all eligible families with children, and offers all online services (initial application, change reporting, and renewal).	18
	8		
	7	Yes, the state assigns 12-month recertification intervals and simplified reporting to all eligible families with children, and offers some online services (initial application, change reporting, and/or renewal).	8
Some Progress	6	No, the state assigns 12-month recertification intervals to all eligible families with children, but only assigns simplified reporting to some eligible families with children. The state offers all online services (initial application, change reporting, and renewal).	2
	5	No, the state assigns 12-month recertification intervals to all eligible families with children, but only assigns simplified reporting to some eligible families with children, and only offers some online services (initial application, change reporting, and/or renewal).	2
	4	No, the state only assigns 12-month recertification intervals to some eligible families with children, assigns simplified reporting to at least some eligible families with children, and offers any or no combination of online services (initial application, change reporting, and/or renewal).	5
No	3	No, the state does not assign 12-month recertification intervals to any eligible families with children, but does assign simplified reporting to all eligible families with children, and offers any or no combination of online services (initial application, change reporting, and/or renewal).	15
	2	No, the state does not assign 12-month recertification intervals to any eligible families with children, but the state does assign simplified reporting to some eligible families with children, and offers any or no combination of online services (initial application, change reporting, and/or renewal).	0
	1	No, the state does not assign 12-month recertification intervals or simplified reporting to any eligible families with children, and offers any or no combination of online services (initial application, change reporting, and/or renewal).	1
Regressive	0		

As of July 1, 2021. Individual states' SNAP manuals, states' SNAP websites, and personal communications.

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% Eligible Families With Children Under Age 18 Not Receiving SNAP

State	%		State	%
Tennessee	2.0%		District of Columbia	7.5%
Louisiana	2.9%		Montana	7.6%
Alabama	3.0%		New York	8.1%
Missouri	3.2%		Illinois	8.2%
Michigan	3.9%		Florida	8.7%
West Virginia	3.9%		Utah	8.7%
Indiana	4.7%		Washington	8.7%
Mississippi	4.7%		North Dakota	9.1%
Ohio	4.7%		Idaho	9.4%
South Dakota	5.0%		North Carolina	9.5%
Oklahoma	5.2%		Vermont	9.8%
Pennsylvania	5.2%		Kansas	10.9%
Virginia	5.3%		Maryland	11.2%
Kentucky	5.6%		New Hampshire	11.5%
Nebraska	5.6%		Arizona	11.6%
Georgia	5.9%		Connecticut	11.7%
Rhode Island	6.0%		Wyoming	11.7%
Iowa	6.5%		Massachusetts	13.0%
Arkansas	6.6%		Minnesota	13.1%
South Carolina	6.6%		Delaware	14.3%
Wisconsin	6.7%		Hawaii	14.3%
New Mexico	6.8%		Colorado	17.1%
Oregon	7.1%		Texas	19.8%
Maine	7.3%		Nevada	20.5%
Alaska	7.4%		New Jersey	21.2%
			California	26.7%

As of 2015-2017 (CPS-ASEC 2016-2018). Urban Institute's TRIM3 project.

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POLICY:
Reduced Administrative Burden for SNAP

12

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Inaugural McCourt Chair, McCourt School of Public Policy

Authors of

ADMINISTRATIVE BURDEN

POLICYMAKING BY OTHER MEANS

PAMELA HERD AND DONALD P. MOYNIHAN
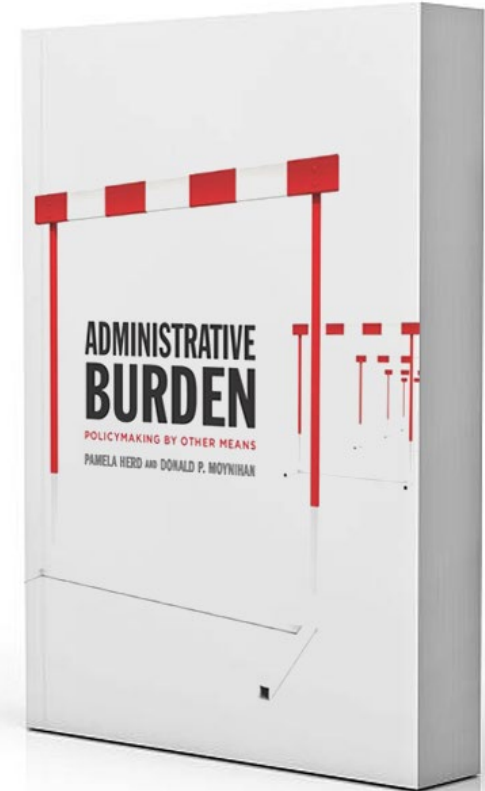
ADMINISTRATIVE BURDEN

POLICYMAKING BY OTHER MEANS

PAMELA HERD AND DONALD P. MOYNIHAN

Image from 9/11 Living Memorial

Outline

- What are administrative burdens?

- Why burdens matter?

- What do do about them?
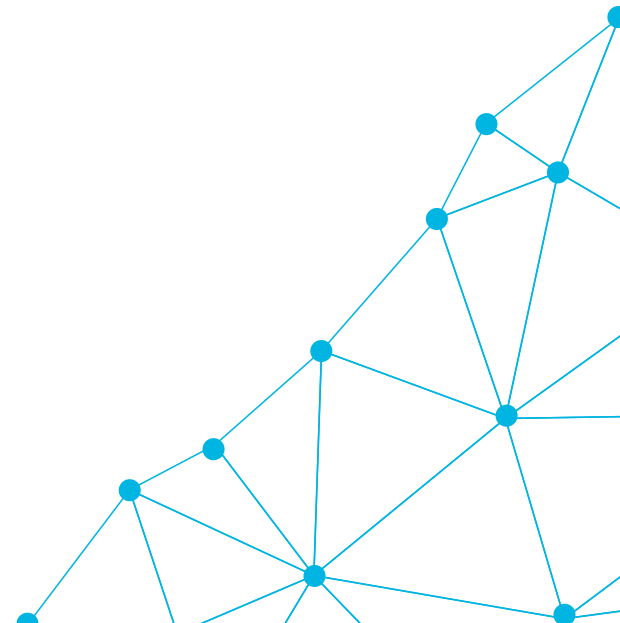
Why administrative burdens

- We need a language—and a clear conceptual frame—to talk about the experiences people have when they engage with government

- Such frames greenlight research and reform efforts, connect policy to administration
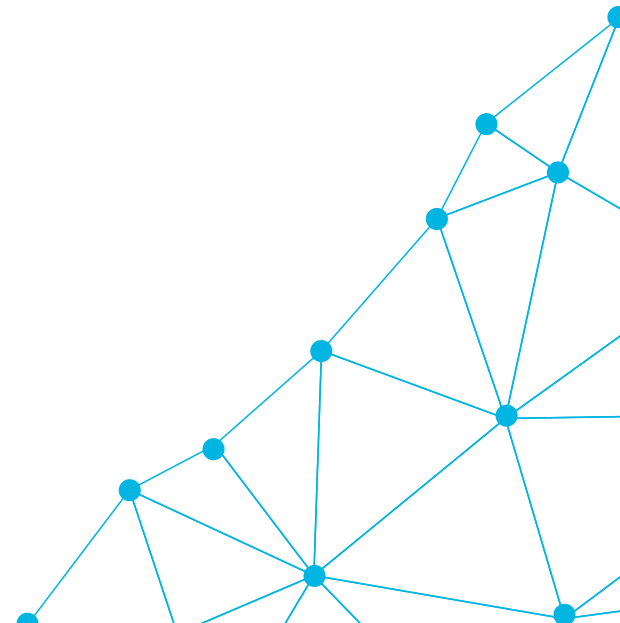
Are burdens always bad?
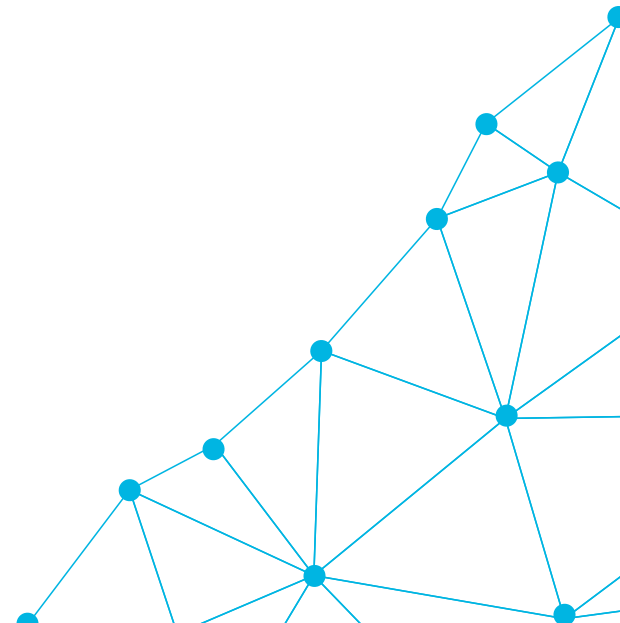
NO!
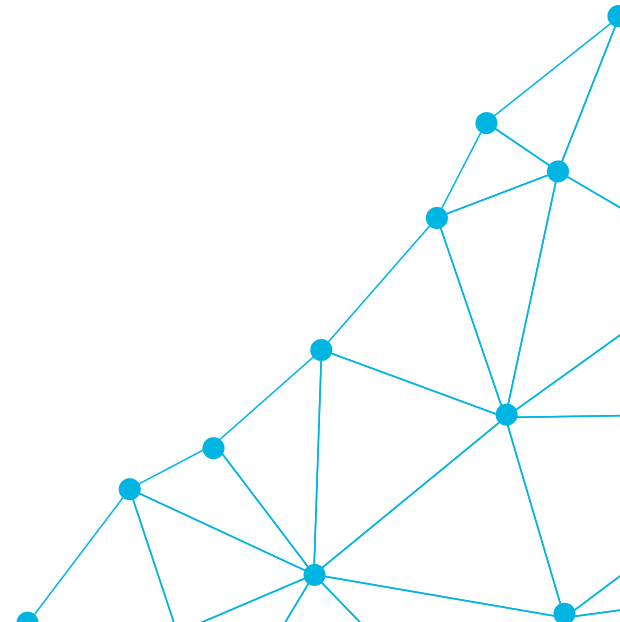
How do we want people to view and experience government?

- Simple

- Accessible

- Respectful

What are Administrative Burdens?

Defining the concept

- Learning Costs

- Compliance Costs

- Psychological costs
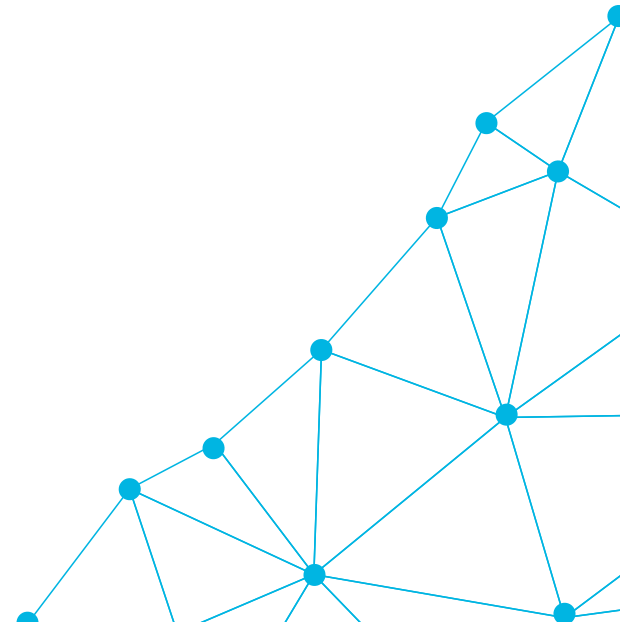
Learning Costs

- Engaging in search processes to collect information about public services, and how they are relevant to the individual
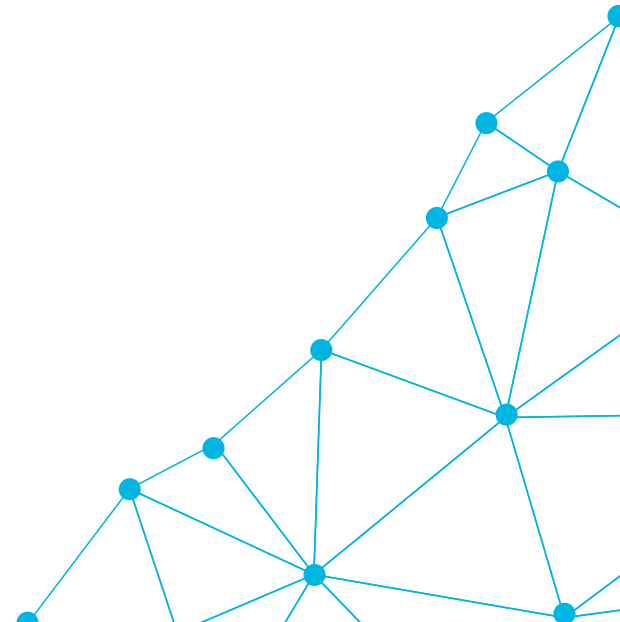
Learning Costs

FIGURE 1: 25% of eligible California safety-net enrollees are in the Stimulus Gap

8.8 million safety-net enrollees eligible for stimulus payments — **100%**

1.5 million on OASDI/SSI/SSDI and received auto-payments — 17%

5.2 million filed 2019 taxes and received auto-payments for which they were eligible — 58%

STIMULUS GAP

2.2 million eligible but will not get all auto-payments — **25%**

1.4 million missing all auto-payments   **424k missing last two auto-payments**   **360k missing last auto-payment**

Source: Franchise Tax Board Tax Year 2018 and 2019 data (indicator of tax filing only), Medi-Cal Eligibility Data System files from February 2018 through July 2020.

Note: Due to rounding, percentages and numbers may not total.

Learning costs

Compliance Costs

- The costs of following administrative rules and requirements
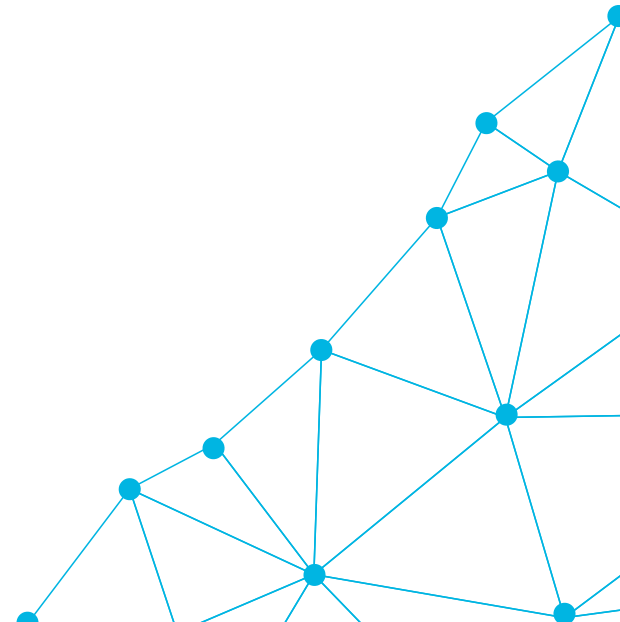
Psychological Costs

- Stigma

- Loss of autonomy

- Stress

Psychological Costs

"If you have ever had to deal with the bureaucracy of poverty, of having to prove over and over again to those in charge how fundamentally unworthy you are, you understand that forms are not sacred…There are government agencies that use their forms to try to help you. And there are those that seem to have designed their forms to remind you of the audacity of expecting your government to help you with anything."

Using physiological indicators to captures psychological costs
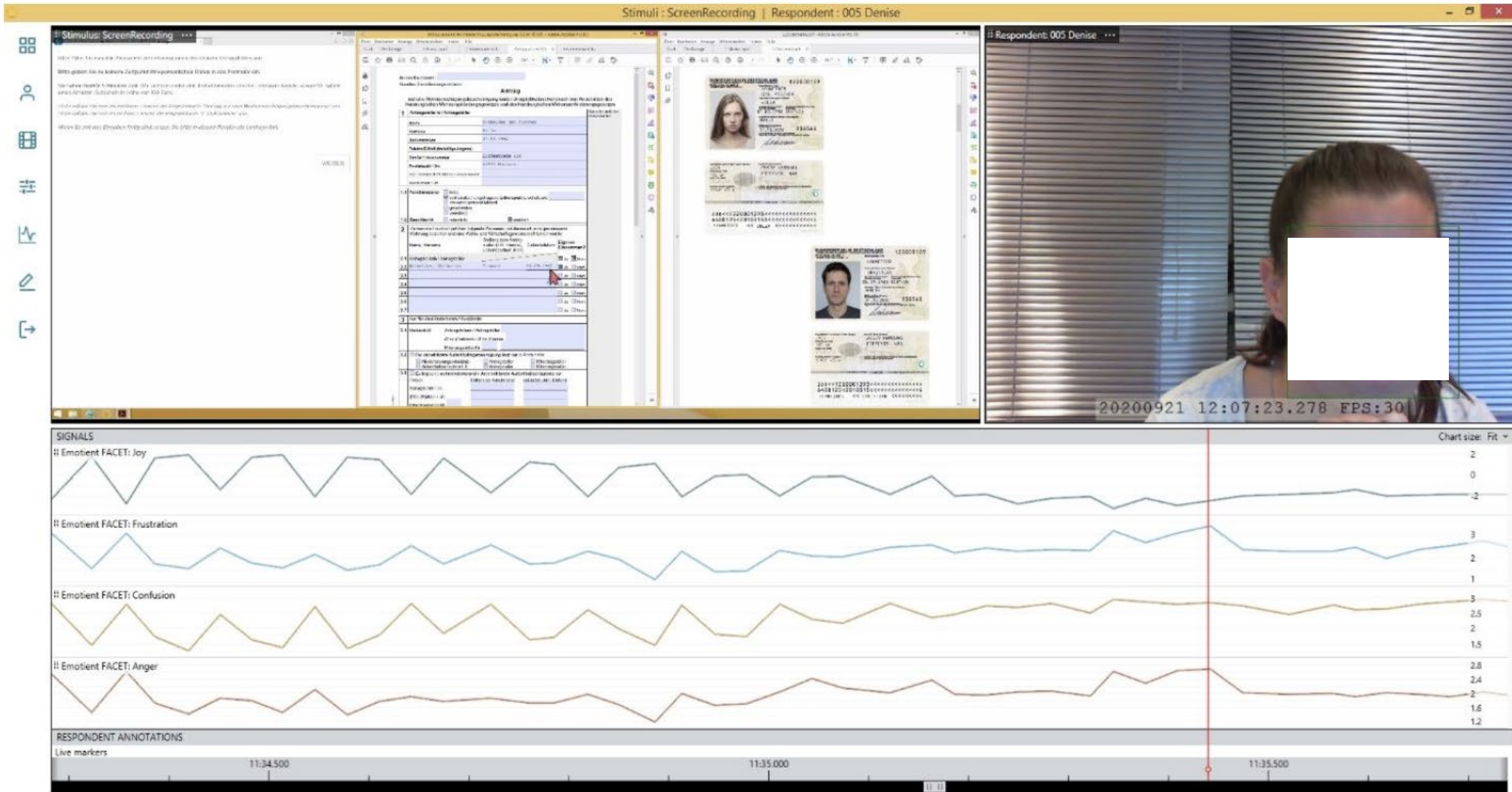
Why Burdens Matter

Why burdens matter?

- Seemingly small burdens have big effects

- Burdens have distributive effects – reinforce inequality

- Such experiences shape our views of government
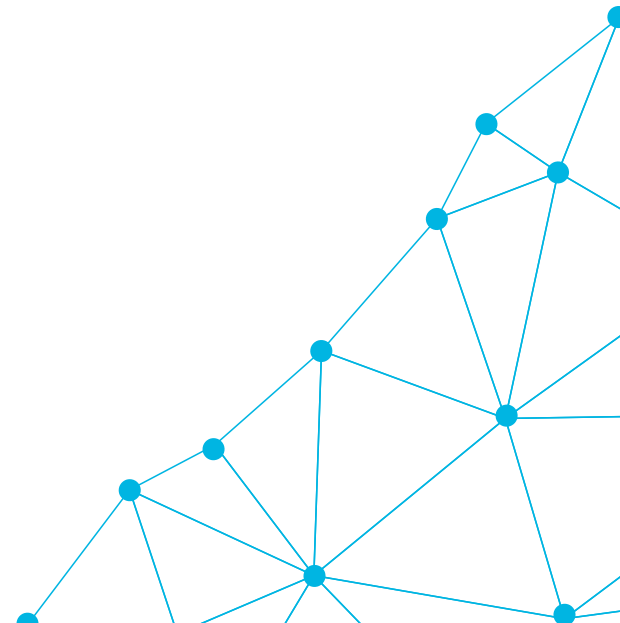
Make necessary interactions more onerous

7.4 billion hours each year on tax reporting

$196B worth of time on federal paperwork
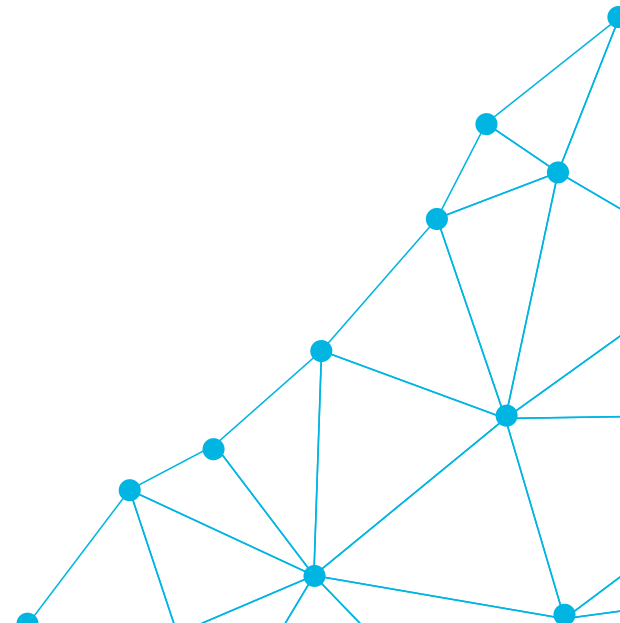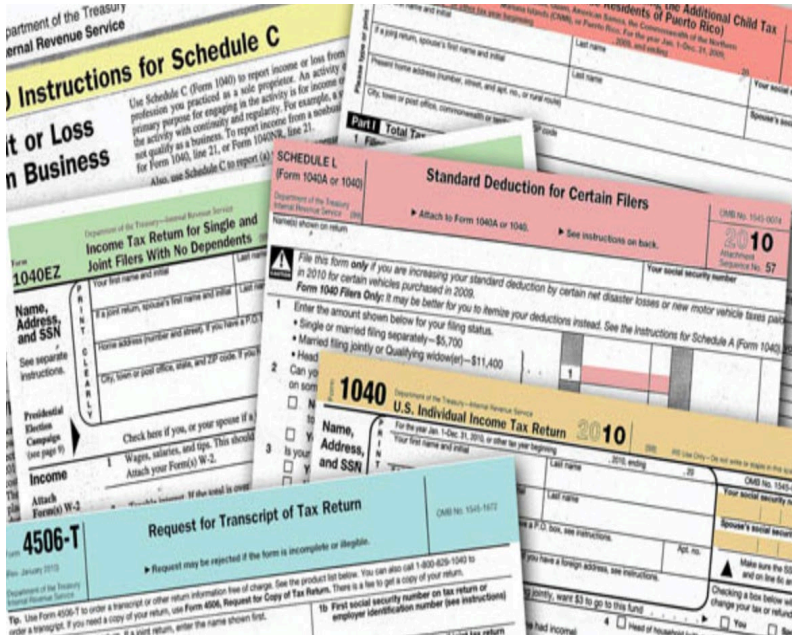
How burdens reinforce inequality

- Human capital differences, both innate and contextual

- Less advantaged groups face more burdens because they
  - rely on means-tested programs
  - Are more subject to discretionary bias

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Lene Aarøe
Martin Baekgaard
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Pamela Herd
Donald P. Moynihan
Georgetown University

Human Capital and Administrative Burden: The Role of Cognitive Resources in Citizen-State Interactions

Abstract: *One means by which the state reinforces inequality is by imposing administrative burdens that loom larger for citizens with lower levels of human capital. Integrating insights from various disciplines, this article focuses on one aspect of human capital: cognitive resources. The authors outline a model that explains how burdens and cognitive resources, especially executive functioning, interrelate. The article then presents illustrative examples, highlighting three common life factors—scarcity, health problems, and age-related cognitive decline. These factors create a human capital catch-22, increasing people's likelihood of needing state assistance while simultaneously undermining the cognitive resources required to negotiate the burdens they encounter while seeking such assistance. The result is to reduce access to state benefits and increase inequality. The article concludes by calling for scholars of behavioral public administration and public administration more generally to incorporate more attention to human capital into their research.*
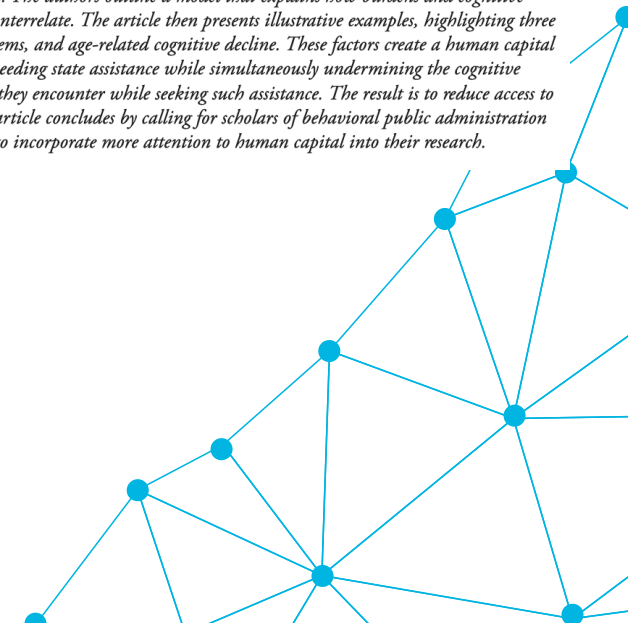
Distributive effects via discretionary bias

- Do street level bureaucrats use administrative burdens to discriminate?

  - Marginalized groups sometimes face higher burdens when seeking access to public services
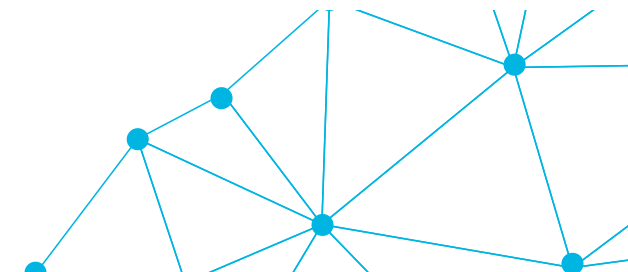

AJPS AMERICAN JOURNAL of POLITICAL SCIENCE

The Unequal Distribution of Opportunity: A National Audit Study of Bureaucratic Discrimination in Primary School Access

Asmus Leth Olsen University of Copenhagen
Jonas Høgh Kyhse-Andersen Independent Researcher
Donald Moynihan Georgetown University

Abstract: Administrators can use their discretion to discriminate in the provision of public services via two mechanisms. They make decisions to allocate public services, allowing them to discriminate via allocative exclusion. They can also discriminate by targeting administrative burdens toward outgroups to make bureaucratic processes more onerous. While prior audit studies only examine the use of administrative burdens, we offer evidence of both mechanisms. We sent a request to all Danish primary schools (N = 1,698) from an ingroup (a typical Danish name) and outgroup (a Muslim name) father asking if it was possible to move his child to the school. While both groups received similar response rates, we find large differences in discrimination via allocative exclusion: Danes received a clear acceptance 25% of the time, compared to 15% for Muslims. Muslims also faced greater administrative burdens in the form of additional questions.
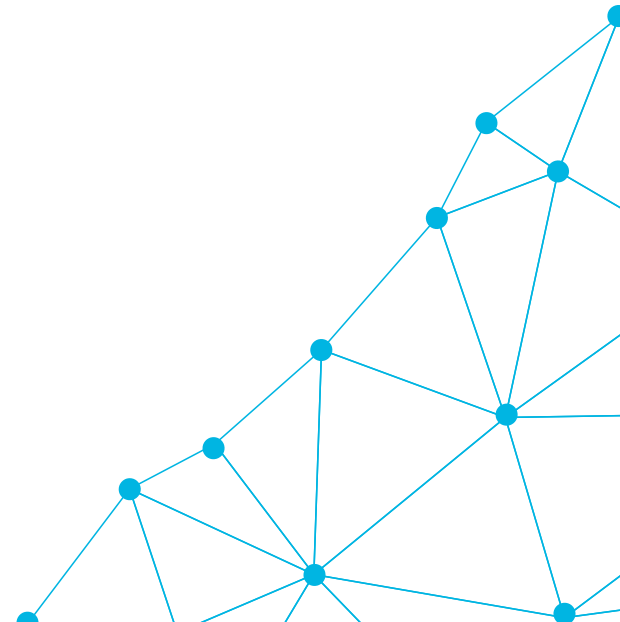
Practical Solutions to Reduce Burdens

Recognize that burdens are constructed

- Product of administrative and political choices

- Preferences of political actors about policy or constituency will affect the design of burdens

- Opaque nature of burdens make them attractive policy tools

What should governments do?

- Require consideration of costs, as well as benefits, of burdens in policy design

- Identify effects on different subgroups

- Sludge audits: Routine processes to measure, identify, reduce burdens

- Make it a standard in contracting

Through its Equity Learning Community, OMB has developed resources to guide agencies on how to begin to consider reducing administrative burden as a key tool to improve equity and experience for all Americans. Preliminary considerations are outlined in the table below. In some cases, there may be a strong body of evidence and research to support a particular means of easing burden. In other cases, agencies may need to undertake research and evaluation in order to identify whether particular strategies are effective means of easing burdens while also maintaining program integrity.

Study to Identify Methods to Assess Equity: Report to the President

July 2021

Potential Solutions

nts.

red

t

- Ensure that all instructions and notices are written in plain language[1] and translated into multiple languages.

- Adopt principles of human-centered design (e.g., early and routine user interviews and A/B testing to continually refine design and language).

- Provide step-by-step examples of process involved in claiming benefits,

Toolbox of solutions

- Informational nudges
- When nudges are not enough: process simplification, help, auto-enrollment
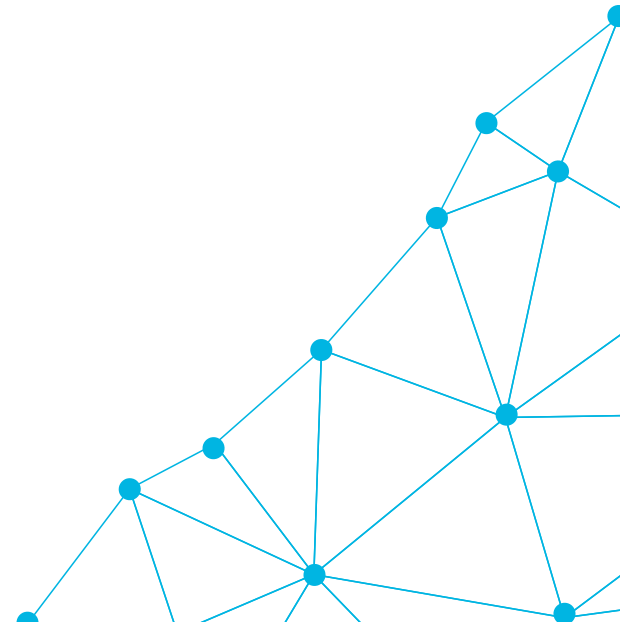
Policy design

- Social Security: "The biggest bookkeeping organization in the world"

- Accessible: public relations, post office, field offices

- Respectful: organizational culture of service, rights not welfare

- Complex program feels simple, strong political support

Specific Solutions to Specific Administrative Burdens

Help people understand eligibility categories
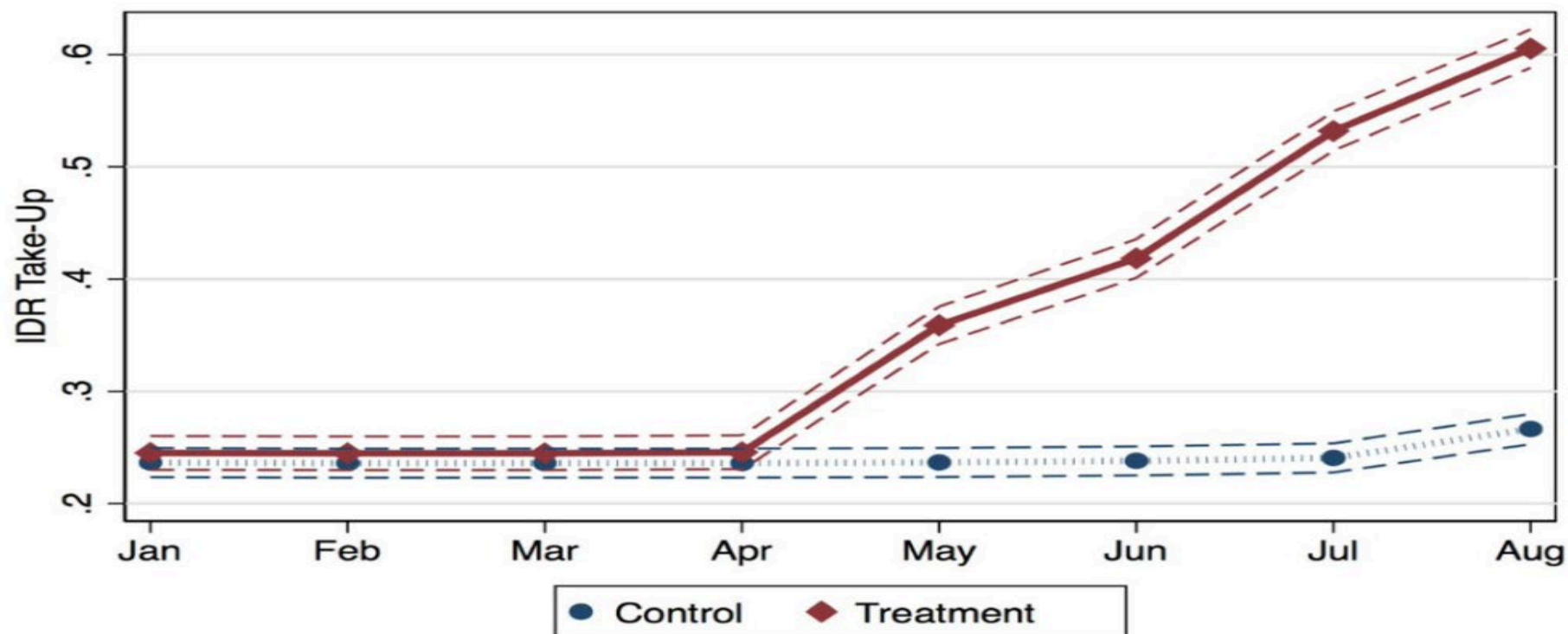
Sending all-but-signed forms

Figure 1
IDR Take-Up

This figure shows monthly enrollment rates in income-driven repayment (IDR) plans for control and treatment borrowers. Control and treatment borrowers are described in Section 3.2. The field experiment took place from April 12 to July 31, 2017. Dashed lines represent 95% confidence intervals.

That's it!