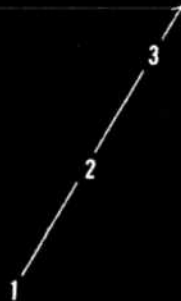


A SUMMARIZED ECONOMIC IMPACT REPORT ON
EARLY EDUCATION AND CHILD CARE SERVICES IN
ALASKA

step^{up} early ed & child care

Based on the McDowell Group Report July 2006

PREPARED FOR:
SYSTEM FOR EARLY EDUCATION DEVELOPMENT (SEED)
UNIVERSITY OF ALASKA SOUTHEAST





step^{up} early ed & child care

STUDY FINDINGS ARE DETAILED
ON THE FOLLOWING PAGES:

| | |
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| <i>Demographics</i> | Pg. 2 |
| <i>The Economic Impact on Alaska</i> | Pg. 3 |
| <i>The Early Learning and Child Care Sector</i> | Pg. 5 |
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| <i>Alaskans Support Funding</i> | Pg. 9 |

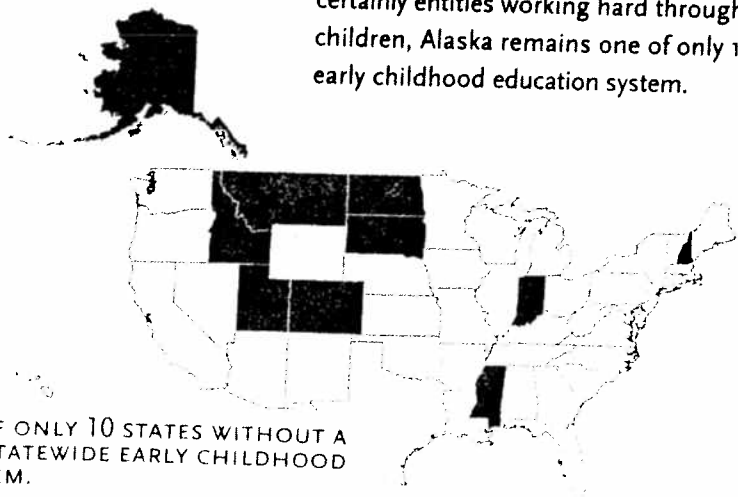
Why should you care about the availability of quality early education and child care in Alaska? Because stepping up early education for our children is critical for all of us.

LET US STEP YOU THROUGH THE FACTS.

- 1 Early childhood education and child care play a critical and measurable role in Alaska's economy
- 2 The availability of quality, affordable child care remains a challenge for many Alaska families

- 3 Alaskans across the state place a high priority on state funding for early education and child care

Until recently, there was no data specific to Alaska to demonstrate how the welfare of our youngest community members impacts the entire state – both in the short term and long term. But thanks to this study commissioned by the System for Early Education Development (SEED) and completed in July 2006 by McDowell Group, there is now local information to combine with the knowledge learned from national studies to provide an accurate baseline. What the statistics demonstrate is that Alaska lags behind much of the country in providing quality early education and child care to our residents. And while there are certainly entities working hard throughout Alaska to provide quality care for our children, Alaska remains one of only 10 states without a state-funded, statewide early childhood education system.



ALASKA IS ONE OF ONLY 10 STATES WITHOUT A STATE-FUNDED, STATEWIDE EARLY CHILDHOOD EDUCATION SYSTEM.

"Investment in early childhood development programs brings a real (that is, inflation-adjusted) public return of 12%, and a real total return, public and private, of 16%. We are unaware of any other economic development effort that has such a public return"

ART ROLNICK
SVP AND DIRECTOR OF RESEARCH
FEDERAL RESERVE BANK OF MINNEAPOLIS

LONG-TERM ECONOMIC IMPACTS OF QUALITY EARLY EDUCATION & CHILD CARE

A host of studies have been done to track the long-term economic impact of high quality early child care development on society. Though none of these studies focuses on Alaska, the implications for Alaska are relevant. The results of these studies have shown conclusively that although investment is required to provide quality early care to infants, toddlers and youths, the rate of return far exceeds that initial investment.

The largest benefit provided by quality early care was increased earnings capacity projected from higher educational attainment, along with higher taxes paid from better paying jobs. Other benefits are lower criminal justice system costs, reduced welfare costs, savings for crime victims, and savings on school remedial services budgets. The results of several studies are highlighted below.



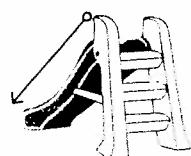
29% higher high school graduation rates



20% higher college attendance



70% lower crime incidence



20% lower welfare dependence



\$143,000 additional earned income per capita, resulting from better employment

LONG-TERM BENEFITS OF EARLY EDUCATION AND CHILD CARE

Studies also note that expenditures on education that are focused on K-12 may be misplaced given that brains develop rapidly in the early years (0-4), then develop at a much slower pace from age 4 through 18. The implication is that the earlier the investment on early education, the higher the return on investment will be.

step 3

EARLY CHILDHOOD EDUCATION AND CHILD CARE PLAY A CRITICAL AND MEASURABLE ROLE IN ALASKA'S ECONOMY.

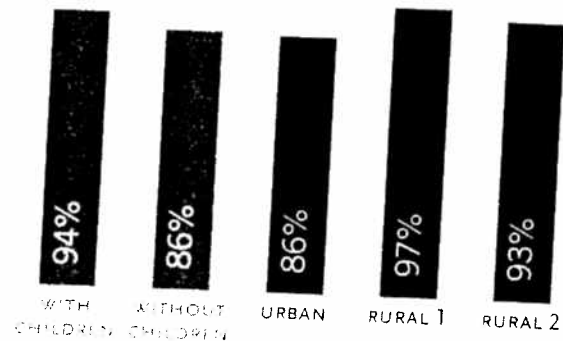


9 of 10 alaskans support funding

The telephone survey described earlier also asked all households a series of questions about state funding support for early learning and child care services in Alaska. Results showed overwhelming support for the funding of early education and child care.

Nearly nine out of 10 Alaska residents (87 percent) think it is important or very important for state government to provide financial support for early education and child care. Among residents with children under six years of age, 94 percent think state support is important or very important. Even among residents without young children, 86 percent think state financial support is important or very important. Further, urban and rural residents alike feel it is important to provide funding for early education and child care.

THOSE STATING IT IS "IMPORTANT" OR "VERY IMPORTANT" FOR STATE GOVERNMENT TO PROVIDE FINANCIAL SUPPORT.



audiences who expressed above average support for early education and child care

Alaskans were also asked if the state should give early learning and child care high, medium or low funding priority. Two-thirds (66%) feel it should have high priority. A variety of population subgroups were more likely to give it a high priority. They include:

- 76% households with children under six
- 72% female residents
- 77% residents aged 35 to 44
- 76% low income residents - \$25,000
- 73% high income residents - \$100,000



NIEER

NATIONAL INSTITUTE FOR
EARLY EDUCATION RESEARCH

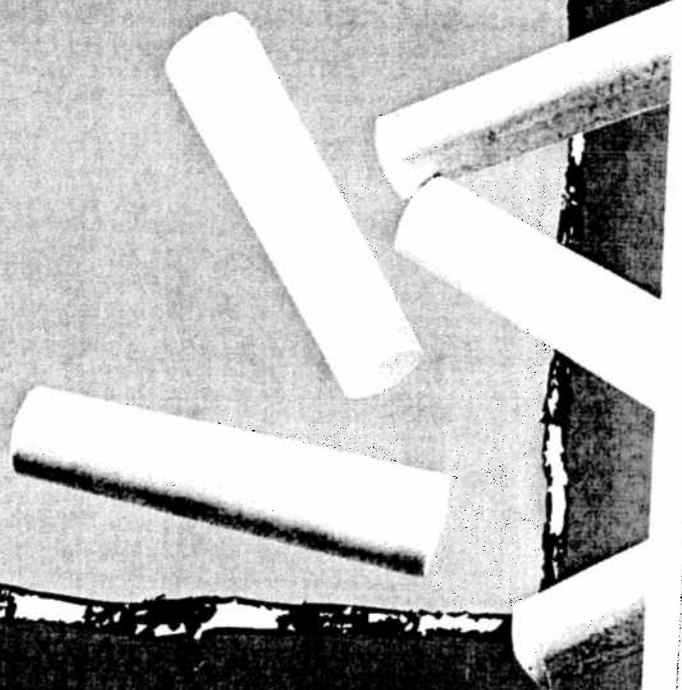
The State of Preschool 2007

STATE PRESCHOOL YEARBOOK

The National Institute for Early Education Research Sup-
ported by The Pew Charitable Trusts

RUTGERS

Graduate School of Education



ACKNOWLEDGEMENTS—This publication was made possible through the support of The Pew Charitable Trusts. The Trusts' *Advancing Quality Pre-Kindergarten for All* initiative seeks to advance high-quality prekindergarten for all the nation's 3- and 4-year-olds through objective, policy-focused research, state public education campaigns and national outreach. The opinions expressed in this report are those of the authors and do not necessarily reflect the views of The Pew Charitable Trusts.



THE STATE OF PRESCHOOL 2007

STATE PRESCHOOL YEARBOOK

© 2007 The National Institute for Early Education Research
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Allison H. Friedman, Ed.M.
Judi Stevenson Boyd, Ed. M.
Pat Ainsworth

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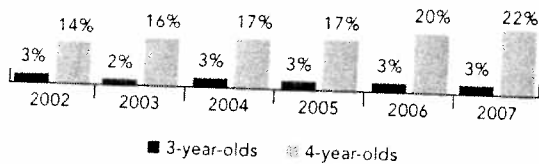
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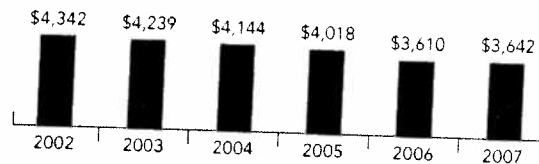
VISIT OUR WEBSITE FOR ACCESS TO ALL DATA WWW.NIEER.ORG

United States

PERCENT OF NATIONAL POPULATION ENROLLED



AVERAGE STATE SPENDING PER CHILD ENROLLED
(2007 DOLLARS)



In 2006-2007, state-funded preschool education halted a troubling trend in per-child funding, achieved important milestones in expanding access, and continued the march toward higher quality standards.

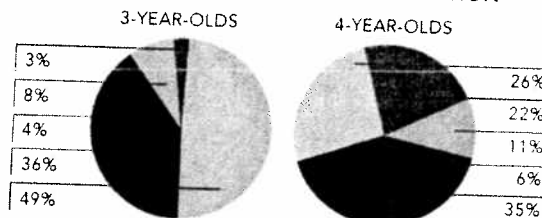
WHAT'S NEW?

- State spending per child rose to \$3,642 on average, halting, if not reversing, a trend of declining per-child commitment that has persisted for years.
- Total spending by state governments reached an all-time high of more than \$3.7 billion.
- More than a million children attended state-funded preschool education, making states the largest source of public pre-K.
- Thirty of the 38 states with programs increased enrollment.
- Twenty-two percent of all 4-year-olds in the nation attended state-funded pre-K, an increase from 20 percent in the previous year.
- Access for 3-year-olds rose, perhaps signaling a new trend toward expanding services at this age, as well.
- Seven states improved on NIEER's Quality Standards Checklist, indicating that quality standards, while variable across states, continue to improve.
- A new ranking is provided for spending reported from *all sources*, which averaged \$4,134 per child, despite incomplete data for some states. Using these more complete spending per child figures, we estimate that at least 19 of 38 states spend enough to meet all 10 benchmarks.

NATIONAL ACCESS

| | |
|--|---|
| Total state program enrollment, all ages | 1,026,037 |
| States that fund preschool | 38 states |
| Income requirement | 27 state programs have an income requirement |
| Hours of operation | 12 full-day, 10 half-day, 27 determined locally |
| Operating schedule | 36 academic year, 13 determined locally |
| Special education enrollment, ages 3 & 4 | 407,967 |
| Federal Head Start enrollment, ages 3 & 4 | 753,205 ¹ |
| Total federal Head Start and | 908,412 ¹ |
| Early Head Start enrollment, ages 0 to 5 | |
| State-funded Head Start enrollment, ages 3 & 4 | 15,994 ² |

STATE PRE-K AND HEAD START ENROLLMENT AS PERCENTAGE OF TOTAL POPULATION



■ State Public Pre-K ■ Head Start ■ Special Ed
■ Other* ■ No Center-Based Care/Education

* This includes local public education as well as private child care and other center-based programs.

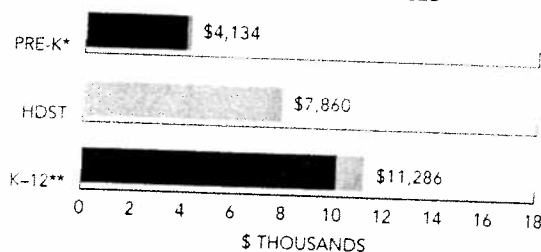
NATIONAL QUALITY STANDARDS CHECKLIST SUMMARY

| POLICY | BENCHMARK | OF THE 49 STATE PRE-K INITIATIVES, NUMBER MEETING BENCHMARKS |
|------------------------------------|------------------------------------|--|
| Early learning standards | Comprehensive | 41 |
| Teacher degree | BA | 27 |
| Teacher specialized training | Specializing in pre-K | 36 |
| Assistant teacher degree | CDA or equivalent | 11 |
| Teacher in-service | At least 15 hours/year | 37 |
| Maximum class size | 20 or lower | 41 |
| 3-year-olds | | |
| 4-year-olds | | |
| Staff-child ratio | 1:10 or better | 42 |
| 3-year-olds | | |
| 4-year-olds | | |
| Screening/referral | Vision, hearing, health, and | 35 |
| and support services | at least 1 support service | |
| Meals | At least 1/day | 24 |
| Monitoring | Site visits | 38 |

NATIONAL RESOURCES

| | |
|---|---|
| Total state preschool spending | \$3,724,382,129 ³ |
| Local match required? | 14 state programs require a local match |
| State spending per child enrolled | \$3,642 ¹ |
| State Head Start spending | \$134,921,487 |
| All reported spending per child enrolled* | \$4,134 |

SPENDING PER CHILD ENROLLED



* Pre-K programs may receive additional funds from federal or local sources that are not included in this figure.

** K-12 expenditures include capital spending as well as current operating expenditures.

Data are for the '06-'07 school year, unless otherwise noted.

■ State Contributions ■ Federal Contributions
■ Local Contributions ■ TANF Spending

¹ The enrollment figure for federal Head Start, ages 3 and 4, is limited to children served in the 50 states and DC. The enrollment figure for total federal Head Start and Early Head Start, ages 0 to 5, includes all children served in any location, including the U.S. territories, and migrant and American Indian programs.

² This figure includes 13,501 children who attended programs that were considered to be state-funded preschool initiatives. These children are also counted in the state-funded preschool enrollment total.

³ This figure includes federal TANF funds directed toward preschool at states' discretion.

TABLE 1: STATE RANKINGS AND QUALITY CHECKLIST SUMS

| State | Access for 4-Year-Olds Rank | Access for 3-Year-Olds Rank | Resources Rank Based on State Spending | Resources Rank Based on All Reported Spending | Quality Standards Checklist Sum (Maximum of 10) |
|----------------|--------------------------------|--------------------------------|--|---|---|
| Alabama | 38 | none served | 9 | 8 | 10 |
| Arizona | 30 | none served | 33 | 37 | 4 |
| Arkansas | 15 | 4 | 12 | 7 | 9 |
| California | 24 | 8 | 18 | 25 | 4 |
| Colorado | 22 | 11 | 36 | 29 | 5 |
| Connecticut | 18 | 9 | 3 | 2 | 6 |
| Delaware | 27 | none served | 5 | 10 | 8 |
| Florida | 2 | none served | 34 | 38 | 4 |
| Georgia | 3 | none served | 15 | 22 | 8 |
| Illinois | 12 | 1 | 22 | 27 | 9 |
| Iowa | 33 | 17 | 26 | 3 | 5 |
| Kansas | 19 | none served | 29 | 33 | 3 |
| Kentucky | 11 | 5 | 19 | 20 | 8 |
| Louisiana | 14 | none served | 8 | 18 | 7.8 |
| Maine | 17 | none served | 37 | 24 | 4 |
| Maryland | 10 | 20 | 27 | 13 | 7 |
| Massachusetts | 25 | 6 | 16 | 23 | 6 |
| Michigan | 16 | none served | 14 | 21 | 6 |
| Minnesota | 37 | 19 | 4 | 6 | 8 |
| Missouri | 32 | 13 | 31 | 35 | 7 |
| Nebraska | 34 | 15 | 35 | 9 | 8 |
| Nevada | 36 | 26 | 23 | 28 | 7 |
| New Jersey | 13 | 3 | 1 | 1 | 8.5 |
| New Mexico | 26 | 22 | 25 | 30 | 8 |
| New York | 9 | 25 | 20 | 26 | 6.5 |
| North Carolina | 21 | none served | 10 | 5 | 10 |
| Ohio | 35 | 18 | 32 | 36 | 4 |
| Oklahoma | 1 | none served | 21 | 11 | 9 |
| Oregon | 31 | 12 | 2 | 4 | 7 |
| Pennsylvania | 28 | 14 | 7 | 16 | 5.9 |
| South Carolina | 7 | 24 | 38 | 32 | 8.7 |
| Tennessee | 20 | 21 | 13 | 17 | 9 |
| Texas | 5 | 10 | 28 | 31 | 4 |
| Vermont | 6 | 2 | 30 | 34 | 6.8 |
| Virginia | 23 | none served | 17 | 15 | 7 |
| Washington | 29 | 16 | 6 | 14 | 9 |
| West Virginia | 4 | 7 | 11 | 12 | 7 |
| Wisconsin | 8 | 23 | 24 | 19 | 5.1 |
| Alaska | no program | no program | no program | no program | no program |
| Hawaii | no program | no program | no program | no program | no program |
| Idaho | no program | no program | no program | no program | no program |
| Indiana | no program | no program | no program | no program | no program |
| Mississippi | no program | no program | no program | no program | no program |
| Montana | no program | no program | no program | no program | no program |
| New Hampshire | no program | no program | no program | no program | no program |
| North Dakota | no program | no program | no program | no program | no program |
| Rhode Island | no program | no program | no program | no program | no program |
| South Dakota | no program | no program | no program | no program | no program |
| Utah | no program | no program | no program | no program | no program |
| Wyoming | no program | no program | no program | no program | no program |

Executive Summary

STATE-FUNDED PRESCHOOL EDUCATION: A TURN IN THE ROAD

In 2006-2007, state-funded preschool education halted a troubling trend in per-child funding, achieved important milestones in expanding access, and continued the march toward higher quality standards.

WHAT'S NEW?

- State spending per child rose to \$3,642 on average, halting, if not reversing, a trend of declining per-child commitment that has persisted for years.
- Total spending by state governments reached an all-time high of more than \$3.7 billion.
- More than a million children attended state-funded preschool education, making states the largest source of public pre-K.
- Thirty of the 38 states with programs increased enrollment.
- Twenty-two percent of all 4-year-olds in the nation attended state-funded pre-K, an increase from 20 percent in the previous year.
- Access for 3-year-olds rose, perhaps signaling a new trend toward expanding services at this age, as well.
- Seven states improved on NIEER's Quality Standards Checklist, indicating that quality standards, while variable across states, continue to improve.
- A new ranking is provided for spending reported from *all sources*, which averaged \$4,134 per child, despite incomplete data for some states. Using these more complete spending per child figures, we estimate that at least 19 of 38 states spend enough to meet all 10 benchmarks.

DISPARITIES

Behind the national averages lie large and growing disparities, making it ever more obvious that the chances for a child to benefit from state pre-K are largely determined by the state where he or she lives. The top 10 states in access now serve more than one-third of all their 4-year-olds. (See Box.) Longtime leader Oklahoma serves more than two-thirds of its 4-year-olds with high-quality state pre-K, and nearly three-quarters when special education is considered. In marked contrast, a dozen states still provide no state-funded preschool education to even their most disadvantaged families other than special education services for young children with disabilities. (See Box.)

| State | | Percent of 4-Year-Olds Served | | No-Program States | |
|-------------|------|-------------------------------|---------------------------------|-------------------|--|
| | | State Pre-K | State Pre-K & Special Education | | |
| Oklahoma | 68.4 | | 73.2 | Alaska | |
| Florida | 56.7 | | 61.8 | Hawaii | |
| Georgia | 53.3 | | 57.9 | Idaho | |
| W. Virginia | 45.8 | | 55.3 | Indiana | |
| Texas | 45.2 | | 48.6 | Mississippi | |
| Vermont | 44.9 | | 53.9 | Montana | |
| S. Carolina | 37.8 | | 43.8 | New Hampshire | |
| Wisconsin | 36.1 | | 44.0 | North Dakota | |
| New York | 34.6 | | 44.6 | Rhode Island | |
| Maryland | 34.0 | | 39.6 | South Dakota | |
| | | | | Utah | |
| | | | | Wyoming | |

Other important disparities across the states include:

- State spending ranges from nothing in 12 states to more than \$10,000 per child in New Jersey.
- Degree requirements for teachers range from a bachelor's degree with teaching certificate in early childhood in some states to little more than a high school diploma in a number of other states.
- Maximum class sizes and staff-child ratios range from no limit in Texas and Kansas to 15 children with a teacher and full-time assistant in New Jersey's Abbott program.

GAINS FOR 3-YEAR-OLDS

Access for 3-year-olds in 2006-2007 rose 10 percent over the previous year and only two states serving 3-year-olds had substantive enrollment decreases. Access for this age group has increased 28 percent since NIEER began tracking the data in 2001-2002. This is a welcome development since the effects of poor educational opportunities for children at risk are clearly evident by age 3. Still, provision for 3-year-olds remains modest and concentrated in fewer states compared to programs for 4-year-olds. The new leader in serving 3-year-olds is Illinois, which became the first state committed to serving all 3-year-olds. Illinois now serves 19 percent of its 3-year-olds, matching the national average for 4-year-olds from just a few years ago.

Top 5 States Serving 3-Year-Olds

Illinois
Vermont
New Jersey
Arkansas
Kentucky

MARCH TOWARD QUALITY

The rapid enrollment growth in state pre-K that NIEER has documented over the last six years only retains its value if quality is maintained. While funding and other commitments have not always kept pace with enrollment, it is noteworthy that states have continued their progress toward higher standards. In 2006-2007, improvements in program standards enabled seven states to meet more benchmarks on NIEER's Quality Standards Checklist.

High quality standards are preconditions for attaining educational effectiveness. Alone, they do not guarantee children a highly effective education. However, in conjunction with continuous improvement efforts focused on teaching in the classroom, high standards have helped states to produce substantial learning gains for children from all social and economic backgrounds as several studies now document.¹

TOWARD A MORE CERTAIN COMMITMENT

Overall, there is more positive news than negative to report from 2007. For the first time since NIEER began collecting data on state pre-K programs, spending per child rose after adjusting for inflation. This important change occurred despite a rise in enrollment to an all time high. It is important for children and the nation that this trend continues. Fiscal Year 2007 was a relatively good year for state revenues. Future revenue projections are less rosy and a recession that could reduce state revenues even more sharply may loom on the horizon.

Even in a good budget year like 2007, all boats did not rise. Three states (Arizona, Oregon and Nebraska) cut nominal spending and nine failed to keep up with inflation. The result in those states was reduced enrollment, reduced funding per child, or both. In tough budget years there will be more pressure to reduce enrollments and inadequately fund state pre-K. What can be done to prevent this from happening?



WHAT CAN BE DONE

As states set their fiscal year 2009 budgets, taxpayers and children's champions should ensure that investments in early education have priority over less-productive spending. Just as wise individuals set aside savings before budgeting for discretionary spending, public investments in the future should come first, not last in state budget making. This includes ensuring that states do not rob Peter's prenatal or infant-toddler care to pay for Paul's pre-K.

Attaching pre-K funding to state funding formulas for K-12 education could help ensure that pre-K funding would increase proportionally with enrollment as it expands, so that funding per child is more dependable. This need not mean that pre-K funding follow exactly the same formula as K-12 spending. For example, states like New Jersey have seen fit to bear a larger share of pre-K funding for disadvantaged children. However, the state share should be no less than for K-12.

GAUGING FUNDING ADEQUACY

The spending increase for 2007 does not erase previous declines. In inflation adjusted dollars, state pre-K funding per child still falls substantially below the level of 2001. We conducted a new analysis for this *Yearbook* that looks at all resources per child enrolled and estimates whether state programs are sufficiently funded to meet the benchmarks on our Quality Standards Checklist. (See Table 8.) We found that 19 states spent enough that they probably could meet all 10 of our benchmarks for minimum standards of quality. For most of the others, we have incomplete data as to local funding sources. Many of the remaining 19 might be allocating enough funds on average to meet all 10 benchmarks, once local funding is taken into account. A key issue is the extent to which local public schools add additional funds. However, even if local sources are making up the difference on average, there may be large variations in financial support depending on local ability to provide additional funding.

A FEDERAL ROLE?

In 2007, enrollment increased for both 3- and 4-year-olds, signifying renewed interest in states serving children for two years beginning at age 3. Even so, enrollment of 3-year-olds remains low relative to that for 4-year-olds. With the states shouldering a growing share of the cost of preparing the nation's children to succeed in school, it's fair to ask what role the federal government might play to ensure that progress continues. The federal government could play a vital role by providing an inducement to states to expand enrollment, particularly at age 3, and improve quality by offering matching funds. It could also have provisions designed to be counter cyclical—by providing states with more funding for pre-K when state revenues decline or fail to keep up with inflation due to an economic downturn.





ACCESS: REACHING MORE CHILDREN

State-funded prekindergarten reached more children during the 2006-2007 school year than ever before, with total enrollments topping one million for the first time. State pre-K programs served 1,026,037 children in 38 states across the country, of which 1,008,597 were 3- and 4-year-olds. This represents an enrollment increase of more than 80,000 children from the previous year. Pre-K enrollment data for each state are reported in Tables 2 and 3, and additional information about Head Start and special education enrollment is provided in Tables 4 and 5. Key trends in the 2006-2007 program year were:

- Most enrollment increases were modest, but some states made large gains. Enrollment increased by 52 percent in Tennessee, 33 percent in Pennsylvania, and 17 percent in Illinois, Florida and New York.
- Three states with pre-K for all served more than half of the state's 4-year-olds: Oklahoma (68 percent), Florida (58 percent), and Georgia (53 percent). When preschool special education enrollments are taken into account state enrollments were even more impressive. When the federal Head Start program is included, enrollment of 4-year-olds hit 90 percent in Oklahoma, 71 percent in Florida, and 65 percent in Georgia. For the first time, 10 states served more than one-third of their 4-year-olds in regular state pre-K.
- Thirty states increased enrollment of 4-year-olds. Of the seven states that decreased enrollment of 4-year-olds, only Ohio decreased enrollment by more than 5 percent. Enrollment of 4-year-olds has grown by 56 percent since 2001-2002, a gain of more than 300,000 children nationwide.
- In the 26 states serving 3-year-olds, enrollment increased in all but five. Still, only five states served more than 10 percent of their 3-year-olds outside of preschool special education. Since 2005-2006, there was a 10 percent increase in the number of 3-year-olds served. Two-thirds of this increase was due to Illinois' expansion initiative, Preschool for All, which took it to first place in providing access for 3-year-olds. Vermont and New Jersey follow closely, with more than 15 percent served.

Overall, enrollment in state prekindergarten programs continued to increase so that 22 percent of 4-year-olds and 3 percent of 3-year-olds were served in state-funded pre-K programs across the country. These increases are encouraging, but uneven growth persists. Children and families in the 12 states with no provision of state pre-K are increasingly disadvantaged relative to those in the rest of the nation.

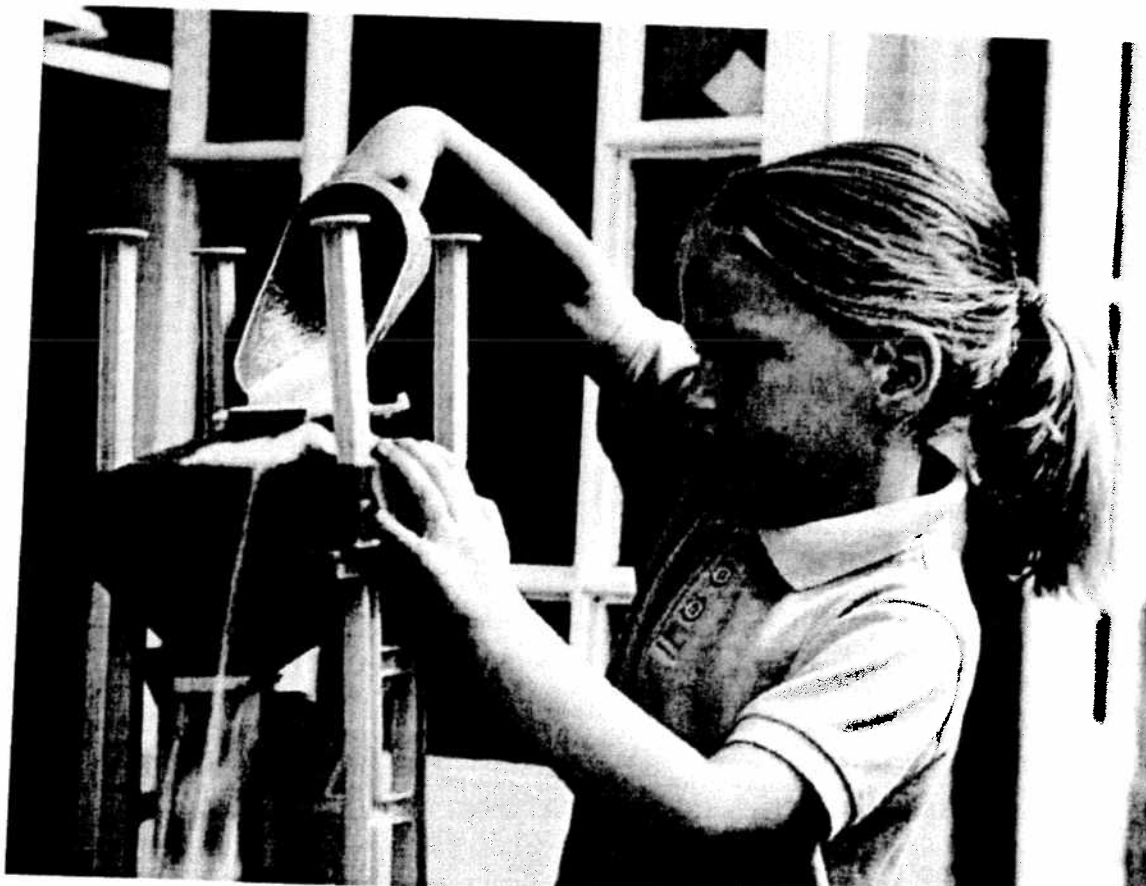
QUALITY STANDARDS: ENSURING VALUE

The quality of a prekindergarten program plays a critical role in determining its value to the children who attend it and the taxpayers who support it. All states require classrooms to meet some specific quality standards to receive state prekindergarten funds. The *Yearbook* uses a research-based checklist of quality benchmarks to compare quality standards across the states.

Each benchmark represents a different program component, covering broad areas such as staff qualifications, class size, comprehensive services, and early learning standards. (A list of the benchmarks and summary of the supporting research is provided on pages 25-29.) Although each benchmark is important, they are not all equally important and do not encompass every aspect of quality. The benchmarks are best viewed as preconditions for quality and evidence of a state's commitment to ensure that every child enrolled receives an effective education. Standards do not cover everything required to ensure a good education. For example, teachers must be adequately paid and properly supported and supervised. Also, the benchmarks focus on policy requirements rather than actual practice, and some classrooms may exceed or fail to meet state-level requirements. The total number of benchmarks is a rough gauge of a state's commitment to quality, and attention should be paid to the specific benchmarks met and not just the total number.

States improved their prekindergarten quality standards modestly, as the median number of benchmarks met increased from 6.5 to 6.8 for 2006-2007. (The NIEER benchmarks for state quality standards remain unchanged from the previous two school years.) Key findings for the 2006-2007 school year are:

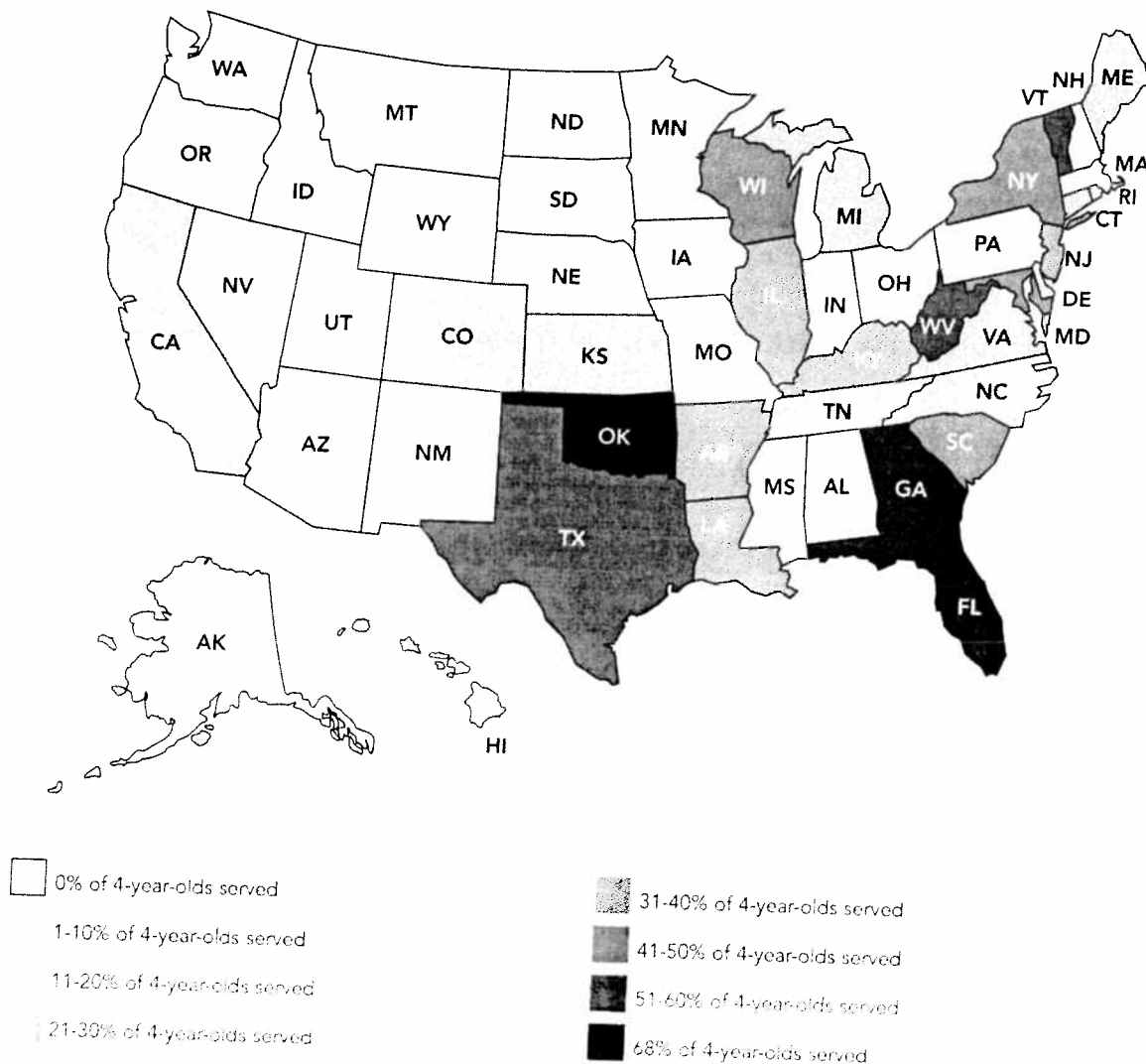
- North Carolina and Alabama met all 10 of the NIEER quality benchmarks. Eight additional states funded pre-K initiatives that met nine of the 10 benchmarks—Arkansas, Illinois, New Jersey, New Mexico, Oklahoma, South Carolina, Tennessee, and Washington.
- Only eight state-funded preschool initiatives met fewer than half of the NIEER benchmarks. Among this shrinking group of states, Arizona, Kansas and Maine have scheduled improvements in their standards to take effect in the next two years.



- Fewer than half the 38 pre-K states required all lead teachers in their programs to hold a bachelor's degree. Most of the others required bachelor's degrees only in certain circumstances, typically in public school settings. Eight states did not require any state prekindergarten teachers to have bachelor's degrees. The lack of progress in this area is particularly disappointing.

Despite continuing room for improvement in teacher education requirements, the overall situation regarding quality standards is positive. More than 80 percent of the states with programs met benchmarks for comprehensive early learning standards and staff-child ratios of 1:10 or better. More than 70 percent of the states met benchmarks for class sizes of 20 or fewer children, prekindergarten specialized training for lead teachers, and site visits. State pre-K initiatives in Colorado, Iowa, Missouri, New Mexico, New York, Pennsylvania, South Carolina, and Washington each met new benchmarks effective with this report. For a complete summary of the benchmarks met by each state prekindergarten initiative during the 2006-2007 school year, see Table 6 on page 19.

FIGURE 1: PERCENT OF 4-YEAR-OLDS SERVED IN STATE PRE-K



RESOURCES: TRACKING THE FUNDING

During the 2006-2007 school year states continued to increase funding for state prekindergarten, partly to increase enrollment and partly to maintain or improve quality. Pre-K programs must be sufficiently funded in order to provide children with a quality education. Some states provide adequate funding for their state pre-K programs entirely through the use of state dollars, while others employ additional local and/or federal dollars to reach adequate funding levels. Another group of states does not appear to fund state pre-K at a level consistent with a high-quality education. However, this often is difficult to determine as some states are unable to report the amount of funding provided by local schools and other sources.

- In 2006-2007, states spent \$3.72 billion on preschool initiatives, an increase of \$467 million (without adjusting for inflation), or 14 percent, from the previous year. State pre-K spending ranged from just more than \$3 million in Nevada, a state with about 72,000 3- and 4-year-olds, to \$533 million in Texas, which has about 758,000 3- and 4-year-olds.
- Average state spending per child enrolled was \$3,642. Compared to the previous year, this is an increase of \$175 per child without adjusting for inflation (and an increase of \$32 adjusted for inflation). However, states continued to vary greatly in their per-child spending. New Jersey was the top ranked state, spending \$10,494 per child. Three states, New Jersey, Oregon, and Connecticut, spent more than twice the national average. Twelve states continued to spend nothing on state pre-K. Despite the increase, on average, states still spent much less per child on a year of pre-K than on a year of K-12.
- The national average of per-child spending was \$4,134, when combining state, local, and locally allocated federal funds, despite incomplete data reported.

The good news is that for the first time in *Yearbook* history, there was an increase rather than a decrease in inflation-adjusted per-child state spending. Spending per child enrolled increased in more than half of the states offering state pre-K programs. This one increase does not entirely offset previous declines, and inflation-adjusted per-child state spending is still down \$700 nationally from 2001-2002. Over this time, all but eight states have increased nominal per-child spending, suggesting that states are struggling to maintain spending levels in light of enrollment increases and inflation. Tables 7 and 9 provide more detailed information on state spending.

This *Yearbook* includes two resource rankings for state preschool programs. As in the previous four *Yearbooks*, this fifth edition provides rankings based on the amount of funds states spend for each child enrolled. However, state spending does not account for all money contributed to state prekindergarten initiatives. Some states rely on local and locally allocated federal dollars to adequately fund their programs. In an attempt to paint a more complete picture of the resources employed in state prekindergarten programs, this *Yearbook* presents a new ranking of programs based on all the spending per child that states could report to us. In interpreting this new ranking, it is important to recognize that some states were unable to report spending from other sources. This new ranking will underestimate total spending for some, if not all, of those states. There are few large differences between the states positions on the two resource rankings. The problem of inaccurate rankings on expenditures from all sources is likely to be most severe toward the middle of the distribution. Those states at the very top and very bottom are unlikely to change rank much even with more complete information. The national average of per-child spending from all reported funding was \$4,134, though this figure surely underestimates the true national average if all spending could be identified. Table 8 shows the per-child spending in each state, using all known sources.

Three states serve as examples: Colorado, Maryland, and Florida. In 2006-2007, Colorado spent \$2,047 per child in state dollars and was ranked 36th nationally in per-child spending. However, Colorado also collects information on local spending required by the state school funding formula. Including these mandatory local dollars, Colorado spent \$3,194 per child and is ranked 29th in spending from all known sources. Maryland is another state that benefits from the new resource ranking. Based on state spending alone, Maryland spent \$2,918 per child and was ranked 27th nationally. However, after including local and federal dollars, Maryland spent \$6,132 per child and was ranked 13th in per-child spending from all known sources. The picture is quite different in Florida where the VPK program is funded entirely by state funds. The state spent only \$2,335 per child and was ranked 34th in state per-child spending. Florida's ranking dropped to 38th in per-child spending from all known sources.



The 2007 Yearbook also presents an analysis of which states funded their state prekindergarten initiatives sufficiently to be able to meet the NIEER quality benchmarks. Half of the states had pre-K programs that we determined were sufficiently funded to meet all 10 benchmarks, though based on an examination of state policies, nine of these states actually met seven or fewer of the benchmarks. Those states might be able to raise their standards to meet all the benchmarks without incurring added costs. Of the 19 states that did not sufficiently fund their state pre-K to meet all 10 NIEER benchmarks (as judged by all reported spending), only five states met eight or more NIEER benchmarks. Both Alabama and North Carolina, which met all 10 NIEER benchmarks, sufficiently funded their programs.

Some of the 19 states that did not appear to be adequately funded based on reported spending are states that also did not provide complete spending information beyond state spending. Those states may come closer to adequately funding their programs than reported in Table 8 if funds from all sources were taken into account. Illinois is an example of such a state. Illinois reported only state spending, although the state pre-K program is also supported by local dollars. By our calculations a half-day pre-K program in Illinois meeting the NIEER quality benchmarks should cost about \$4,520 per child, but the state spent \$3,322 per child. Local spending in Illinois from other sources (donated private facilities and other in-kind contributions, public facilities costs outside the pre-K budget, etc.) may have been sufficient for the program to have been adequately funded. This is especially likely because Illinois meets nine of the NIEER benchmarks. Florida, on the other hand, does not appear to adequately fund its pre-K program and may have little funding besides that from the state. The state currently spends \$2,335 per child, but would need to spend about \$4,055 to meet the NIEER benchmarks. It seems unlikely that most providers in Florida, who are primarily private, could find the additional resources needed to make up the difference on their own.

TABLE 2: STATE RANKINGS BY PRE-K ACCESS FOR 4-YEAR-OLDS

| ACCESS FOR 4-YEAR-OLDS RANK | STATE | PERCENT OF CHILDREN ENROLLED IN STATE PREKINDERGARTEN (2006-2007) | | | NUMBER OF CHILDREN ENROLLED IN STATE PREKINDERGARTEN (2006-2007) | | |
|-----------------------------------|----------------|---|-------------|-------------------|--|-------------|------------------------|
| | | 4-year-olds | 3-year-olds | Total (3s and 4s) | 4-year-olds | 3-year-olds | Total (3s and 4s) |
| 1 | Oklahoma | 68.4% | 0.0% | 34.2% | 34,375 | 0 | 34,375 |
| 2 | Florida | 56.7% | 0.0% | 28.3% | 124,390 | 0 | 124,390 |
| 3 | Georgia | 53.3% | 0.0% | 26.6% | 74,155 | 0 | 74,155 |
| 4 | West Virginia | 45.8% | 5.1% | 25.5% | 9,586 | 1,073 | 10,659 |
| 5 | Texas | 45.2% | 4.4% | 24.7% | 170,313 | 16,925 | 187,238 |
| 6 | Vermont | 44.9% | 15.6% | 30.1% | 2,908 | 1,028 | 3,936 |
| 7 | South Carolina | 37.8% | 0.6% | 19.3% | 21,367 | 349 | 21,716 |
| 8 | Wisconsin | 36.1% | 0.8% | 18.4% | 24,878 | 550 | 25,428 |
| 9 | New York | 34.6% | 0.5% | 17.5% | 83,505 | 1,155 | 84,660 |
| 10 | Maryland | 34.0% | 1.2% | 17.6% | 24,825 | 849 | 25,674 |
| 11 | Kentucky | 29.3% | 10.7% | 19.9% | 15,808 | 5,815 | 21,623 |
| 12 | Illinois | 26.7% | 18.5% | 22.6% | 47,108 | 32,711 | 79,819 |
| 13 | New Jersey | 25.3% | 15.1% | 20.1% | 28,240 | 17,259 | 45,499 |
| 14 | Louisiana | 24.4% | 0.0% | 12.3% | 14,543 | 0 | 14,543 |
| 15 | Arkansas | 21.4% | 10.8% | 16.1% | 8,148 | 4,068 | 12,216 |
| 16 | Michigan | 16.9% | 0.0% | 8.5% | 21,801 | 0 | 21,801 |
| 17 | Maine | 16.3% | 0.0% | 8.1% | 2,263 | 0 | 2,263 |
| 18 | Connecticut | 15.6% | 4.5% | 10.0% | 6,625 | 1,907 | 8,532 |
| 19 | Kansas | 15.6% | 0.0% | 7.8% | 5,971 | 0 | 5,971 |
| 20 | Tennessee | 15.6% | 1.0% | 8.3% | 12,293 | 753 | 13,046 |
| 21 | North Carolina | 14.8% | 0.0% | 7.4% | 17,961 | 0 | 17,961 |
| 22 | Colorado | 14.6% | 3.1% | 8.8% | 9,784 | 2,084 | 11,868 |
| 23 | Virginia | 12.5% | 0.0% | 6.3% | 12,501 | 0 | 12,501 |
| 24 | California | 10.8% | 5.0% | 7.9% | 56,254 | 26,318 | 82,572 |
| 25 | Massachusetts | 10.3% | 9.2% | 9.8% | 8,047 | 7,153 | 15,200 |
| 26 | New Mexico | 8.9% | 0.9% | 4.9% | 2,497 | 242 | 2,739 |
| 27 | Delaware | 7.6% | 0.0% | 3.7% | 843 | 0 | 843 |
| 28 | Pennsylvania | 7.2% | 2.2% | 4.7% | 10,329 | 3,255 | 13,584 |
| 29 | Washington | 5.8% | 1.4% | 3.6% | 4,671 | 1,163 | 5,834 |
| 30 | Arizona | 5.5% | 0.0% | 2.7% | 5,076 | 0 | 5,076 |
| 31 | Oregon | 4.8% | 2.6% | 3.7% | 2,235 | 1,203 | 3,438 |
| 32 | Missouri | 4.3% | 2.2% | 3.3% | 3,262 | 1,710 | 4,972 |
| 33 | Iowa | 4.0% | 1.4% | 2.7% | 1,515 | 518 | 2,033 |
| 34 | Nebraska | 4.0% | 2.0% | 3.0% | 977 | 496 | 1,473 |
| 35 | Ohio | 3.4% | 1.3% | 2.3% | 4,979 | 1,870 | 6,849 |
| 36 | Nevada | 2.2% | 0.4% | 1.3% | 799 | 140 | 939 |
| 37 | Minnesota | 1.9% | 1.3% | 1.6% | 1,245 | 864 | 2,109 |
| 38 | Alabama | 1.8% | 0.0% | 0.9% | 1,062 | 0 | 1,062 |
| No Program | Alaska | 0.0% | 0.0% | 0.0% | 0 | 0 | 0 |
| No Program | Hawaii | 0.0% | 0.0% | 0.0% | 0 | 0 | 0 |
| No Program | Idaho | 0.0% | 0.0% | 0.0% | 0 | 0 | 0 |
| No Program | Indiana | 0.0% | 0.0% | 0.0% | 0 | 0 | 0 |
| No Program | Mississippi | 0.0% | 0.0% | 0.0% | 0 | 0 | 0 |
| No Program | Montana | 0.0% | 0.0% | 0.0% | 0 | 0 | 0 |
| No Program | New Hampshire | 0.0% | 0.0% | 0.0% | 0 | 0 | 0 |
| No Program | North Dakota | 0.0% | 0.0% | 0.0% | 0 | 0 | 0 |
| No Program | Rhode Island | 0.0% | 0.0% | 0.0% | 0 | 0 | 0 |
| No Program | South Dakota | 0.0% | 0.0% | 0.0% | 0 | 0 | 0 |
| No Program | Utah | 0.0% | 0.0% | 0.0% | 0 | 0 | 0 |
| No Program | Wyoming | 0.0% | 0.0% | 0.0% | 0 | 0 | 0 |
| 50 States Population | | 21.8% | 3.2% | 12.5% | 877,139 | 131,458 | 1,008,597 ¹ |

For details about how these figures were calculated, see the Methodology section and Roadmap to the State Profile Pages.

¹Nationwide, an additional 17,440 children of other ages were enrolled in state prekindergarten, for a total enrollment number of 1,026,037.

TABLE 3: CHANGE IN PRESCHOOL ENROLLMENT OVER TIME

| STATE | ENROLLMENT CHANGES FROM 2001-2002 TO 2006-2007 | | | | ENROLLMENT CHANGES FROM 2005-2006 TO 2006-2007 | | | |
|----------------|---|---------|-----------------------|---------|---|---------|-----------------------|---------|
| | Change in 3-year-olds | | Change in 4-year-olds | | Change in 3-year-olds | | Change in 4-year-olds | |
| | Number | Percent | Number | Percent | Number | Percent | Number | Percent |
| Alabama | 0 | NA | 306 | 40% | | | | |
| Alaska | 0 | NA | 0 | NA | 0 | NA | 36 | 4% |
| Arizona | 0 | NA | 799 | 19% | 0 | NA | 0 | NA |
| Arkansas | 3,126 | 332% | 5,924 | 266% | 0 | NA | -263 | -5% |
| California | 15,394 | 141% | 11,720 | 26% | 182 | 5% | 1,371 | 20% |
| Colorado | 1,354 | 185% | 1,464 | 18% | 2,162 | 9% | 3,408 | 6% |
| Connecticut* | 372 | 24% | 2,208 | 50% | 570 | 38% | 439 | 5% |
| Delaware | 0 | NA | 0 | NA | 551 | 41% | 749 | 13% |
| Florida | 0 | NA | 124,390 | NA | 0 | NA | 0 | NA |
| Georgia | 0 | NA | 10,542 | 17% | 0 | NA | 18,494 | 17% |
| Hawaii | 0 | NA | 0 | NA | 0 | NA | 2,510 | 4% |
| Idaho | 0 | NA | 0 | NA | 0 | NA | 0 | NA |
| Illinois | 18,613 | 132% | 8,206 | 21% | 0 | NA | 0 | NA |
| Indiana | 0 | NA | 0 | NA | 7,119 | 28% | 5,587 | 13% |
| Iowa | 7 | 1% | 41 | -3% | 0 | NA | 0 | NA |
| Kansas | 0 | NA | 3,741 | 168% | 22 | 4% | -60 | -1% |
| Kentucky | 943 | 19% | 2,991 | 23% | 0 | NA | 596 | 11% |
| Louisiana | 0 | NA | 7,024 | 93% | 18 | 0% | 86 | 1% |
| Maine | 0 | NA | 823 | 57% | 0 | NA | 752 | 5% |
| Maryland | -559 | -40% | 6,451 | 35% | 0 | NA | 175 | 8% |
| Massachusetts* | -2,279 | -24% | -1,385 | -15% | 122 | 17% | 1,333 | 6% |
| Michigan | 0 | NA | -4,676 | -18% | 213 | 3% | 239 | 3% |
| Minnesota | 49 | 6% | -25 | -2% | 0 | NA | 230 | 1% |
| Mississippi | 0 | NA | 0 | NA | 181 | 27% | 89 | 8% |
| Missouri | -836 | -33% | -424 | -12% | 0 | NA | 0 | NA |
| Montana | 0 | NA | 0 | NA | 18 | 1% | 345 | 12% |
| Nebraska | 372 | 301% | 621 | 174% | 0 | NA | 0 | NA |
| Nevada | 29 | 26% | 478 | 149% | -3 | -1% | 116 | 13% |
| New Hampshire | 0 | NA | 0 | NA | -75 | -35% | 41 | 5% |
| New Jersey | 4,474 | 35% | 4,359 | 18% | 0 | NA | 0 | NA |
| New Mexico | 228 | -49% | 2,127 | 575% | -21 | 0% | 741 | 3% |
| New York | -4,680 | -80% | 20,006 | 32% | 85 | 54% | 695 | 39% |
| North Carolina | 0 | NA | 16,721 | 1,348% | -7 | -1% | 12,077 | 17% |
| North Dakota | 0 | NA | 0 | NA | 0 | NA | 2,734 | 18% |
| Ohio | 7,844 | 81% | 8,906 | 64% | 0 | NA | 0 | NA |
| Oklahoma | 0 | NA | 8,496 | 33% | 384 | 26% | -1,461 | -23% |
| Oregon | 94 | 8% | 354 | -14% | 0 | NA | 973 | 3% |
| Pennsylvania* | 3,255 | NA | 7,779 | 305% | 18 | 2% | -66 | -3% |
| Rhode Island | 0 | NA | 0 | NA | 1,046 | 47% | 2,268 | 28% |
| South Carolina | -1 | 0% | 5,717 | 37% | 0 | NA | 0 | NA |
| South Dakota | 0 | NA | 0 | NA | -2,013 | -85% | 3,612 | 20% |
| Tennessee | 89 | 11% | 10,535 | 599% | 0 | NA | 0 | NA |
| Texas | -2,816 | -14% | 42,730 | 33% | 339 | 82% | 4,106 | 50% |
| Utah | 0 | NA | 0 | NA | 461 | 3% | 5,143 | 3% |
| Vermont* | 659 | 179% | 2,288 | 369% | 0 | NA | 0 | NA |
| Virginia | 0 | NA | 6,623 | 113% | 138 | 16% | -58 | -2% |
| Washington | 14 | 1% | -114 | -2% | 0 | NA | 1,158 | 10% |
| West Virginia | 695 | 39% | 4,501 | 89% | 106 | 10% | -81 | 2% |
| Wisconsin* | 138 | -20% | 11,374 | 84% | 177 | 20% | 1,538 | 19% |
| Wyoming | 0 | NA | 0 | NA | 63 | 13% | 3,165 | 15% |
| 50 states | 28,590 | 28% | 315,019 | 56% | 11,856 | 10% | 71,332 | 9% |

* These states did not break down enrollment figures by age for 3-year-olds and 4-year-olds. As a result, the figures in the table are estimates.

TABLE 4: 2006-2007 ENROLLMENT OF 3-YEAR-OLDS IN STATE PRE-K, PRESCHOOL SPECIAL EDUCATION, AND FEDERAL HEAD START

| STATE | Pre-K | | Pre-K Special Education | | Head Start | | Total | |
|------------------|-----------------|-----------------------------|-------------------------|-----------------------------|-----------------|-----------------------------|-----------------|-----------------------------|
| | Number Enrolled | Percent of State Population | Number Enrolled | Percent of State Population | Number Enrolled | Percent of State Population | Number Enrolled | Percent of State Population |
| Alabama | 0 | 0.0% | 1,420 | 2.4% | 6,042 | 10.2% | 7,462 | 12.7% |
| Alaska | 0 | 0.0% | 429 | 4.4% | 1,091 | 11.2% | 1,520 | 15.6% |
| Arizona | 0 | 0.0% | 3,205 | 3.4% | 5,248 | 5.5% | 8,453 | 8.9% |
| Arkansas | 1,068 | 10.6% | 3,177 | 8.4% | 4,601 | 12.2% | 11,846 | 31.3% |
| California | 26,318 | 5.0% | 15,796 | 3.0% | 34,006 | 6.4% | 76,120 | 14.3% |
| Colorado | 2,084 | 3.1% | 2,714 | 4.0% | 3,418 | 5.0% | 8,216 | 12.1% |
| Connecticut | 1,907 | 4.5% | 1,379 | 3.2% | 2,792 | 6.5% | 6,078 | 14.2% |
| Delaware | 0 | 0.0% | 542 | 4.7% | 780 | 6.8% | 1,322 | 11.5% |
| Florida | 0 | 0.0% | 6,620 | 3.0% | 13,026 | 5.9% | 19,646 | 8.9% |
| Georgia | 0 | 0.0% | 3,593 | 2.6% | 11,938 | 8.6% | 15,531 | 11.2% |
| Hawaii | 0 | 0.0% | 689 | 4.0% | 1,016 | 5.9% | 1,705 | 9.9% |
| Idaho | 0 | 0.0% | 891 | 4.0% | 793 | 3.6% | 1,684 | 7.6% |
| Illinois | 32,711 | 18.5% | 8,669 | 4.9% | 14,955 | 8.4% | 56,335 | 31.8% |
| Indiana | 0 | 0.0% | 4,528 | 5.3% | 3,748 | 4.4% | 8,276 | 9.7% |
| Iowa | 518 | 1.4% | 1,367 | 3.6% | 2,530 | 6.6% | 4,415 | 11.6% |
| Kansas | 0 | 0.0% | 2,290 | 5.9% | 3,003 | 7.7% | 5,293 | 13.7% |
| Kentucky | 5,815 | 10.7% | 4,481 | 8.2% | 5,899 | 10.8% | 16,195 | 29.8%* |
| Louisiana | 0 | 0.0% | 1,878 | 3.2% | 10,555 | 17.9% | 12,433 | 21.0% |
| Maine | 0 | 0.0% | 1,094 | 7.7% | 1,225 | 8.7% | 2,319 | 16.4% |
| Maryland | 849 | 1.2% | 2,826 | 3.9% | 4,396 | 6.0% | 8,071 | 11.0% |
| Massachusetts | 7,153 | 9.2% | 3,796 | 4.9% | 4,748 | 6.1% | 15,697 | 20.2% |
| Michigan | 0 | 0.0% | 5,504 | 4.3% | 13,465 | 10.5% | 18,969 | 14.8% |
| Minnesota | 864 | 1.3% | 3,265 | 4.8% | 4,006 | 5.8% | 8,135 | 11.9% |
| Mississippi | 0 | 0.0% | 1,230 | 3.0% | 10,047 | 24.5% | 11,277 | 27.5% |
| Missouri | 1,710 | 2.2% | 3,168 | 4.2% | 6,671 | 8.8% | 11,549 | 15.2% |
| Montana | 0 | 0.0% | 360 | 3.1% | 1,598 | 13.9% | 1,958 | 17.0% |
| Nebraska | 496 | 2.0% | 1,304 | 5.2% | 1,796 | 7.1% | 3,596 | 14.2% |
| Nevada | 140 | 0.4% | 1,124 | 3.1% | 1,057 | 2.9% | 2,321 | 6.5% |
| New Hampshire | 0 | 0.0% | 762 | 5.1% | 549 | 3.7% | 1,311 | 8.8% |
| New Jersey | 17,259 | 15.1% | 4,628 | 4.0% | 6,014 | 5.3% | 27,901 | 24.4% |
| New Mexico | 242 | 0.9% | 1,342 | 4.8% | 2,926 | 10.4% | 4,510 | 16.0% |
| New York | 1,155 | 0.5% | 18,615 | 7.6% | 19,327 | 7.9% | 39,097 | 16.1% |
| North Carolina | 0 | 0.0% | 3,967 | 3.3% | 6,702 | 5.6% | 10,669 | 8.9% |
| North Dakota | 0 | 0.0% | 312 | 4.1% | 1,241 | 16.1% | 1,553 | 20.2% |
| Ohio | 1,870 | 1.3% | 5,381 | 3.7% | 14,587 | 10.0% | 21,838 | 14.9% |
| Oklahoma | 0 | 0.0% | 1,345 | 2.7% | 6,609 | 13.2% | 7,954 | 15.8% |
| Oregon | 1,203 | 2.6% | 2,182 | 4.7% | 3,280 | 7.0% | 6,665 | 14.3% |
| Pennsylvania | 3,255 | 2.2% | 7,503 | 5.2% | 12,373 | 8.5% | 23,131 | 15.9% |
| Rhode Island | 0 | 0.0% | 685 | 5.6% | 567 | 4.6% | 1,252 | 10.2% |
| South Carolina | 349 | 0.6% | 4,973 | 8.9% | 5,775 | 10.3% | 11,097 | 19.9% |
| South Dakota | 0 | 0.0% | 585 | 5.5% | 1,517 | 14.3% | 2,102 | 19.8% |
| Tennessee | 753 | 1.0% | 2,239 | 2.8% | 5,616 | 7.1% | 8,608 | 11.0% |
| Texas | 16,925 | 4.4% | 8,186 | 2.1% | 30,172 | 7.9% | 55,283 | 14.5% |
| Utah | 0 | 0.0% | 1,887 | 3.8% | 1,571 | 3.2% | 3,458 | 7.0% |
| Vermont | 1,028 | 15.6% | 421 | 6.4% | 583 | 8.8% | 2,032 | 30.8% |
| Virginia | 0 | 0.0% | 3,416 | 3.4% | 5,122 | 5.1% | 8,538 | 8.6% |
| Washington | 1,163 | 1.4% | 2,903 | 3.6% | 4,146 | 5.1% | 8,212 | 10.1% |
| West Virginia | 1,073 | 5.1% | 1,108 | 5.3% | 2,610 | 12.8% | 4,651 | 23.3% |
| Wisconsin | 550 | 0.8% | 3,390 | 4.9% | 6,577 | 9.9% | 10,517 | 15.2% |
| Wyoming | 0 | 0.0% | 757 | 11.2% | 609 | 9.9% | 1,366 | 21.2% |
| 50 states | 131,458 | 3.2% | 163,926 | 4.0% | 313,044 | 7.7% | 608,428 | 15.0% |

* Kentucky uses many special education children in its state pre-K program; the unadjusted percentage listed would be considerably less.

TABLE 5: 2006-2007 ENROLLMENT OF 4-YEAR-OLDS IN STATE PRE-K, PRESCHOOL SPECIAL EDUCATION, AND FEDERAL HEAD START

| STATE | Pre-K | | Pre-K Special Education | | Head Start | | Total | |
|------------------|-----------------|-----------------------------|-------------------------|-----------------------------|-----------------|-----------------------------|------------------|-----------------------------|
| | Number Enrolled | Percent of State Population | Number Enrolled | Percent of State Population | Number Enrolled | Percent of State Population | Number Enrolled | Percent of State Population |
| Alabama | 1,062 | 1.8% | 2,490 | 4.2% | 9,380 | 15.7% | 12,932 | 21.6% |
| Alaska | 0 | 0.0% | 709 | 7.3% | 1,464 | 15.1% | 2,173 | 22.4% |
| Arizona | 5,076 | 5.5% | 4,932 | 5.3% | 11,601 | 12.5% | 21,609 | 23.2% |
| Arkansas | 8,148 | 21.4% | 4,846 | 12.8% | 5,512 | 14.5% | 18,506 | 48.7% |
| California | 56,254 | 10.8% | 23,308 | 4.5% | 57,624 | 11.1% | 137,186 | 26.3% |
| Colorado | 9,784 | 14.6% | 3,932 | 5.9% | 5,530 | 8.2% | 19,246 | 28.7% |
| Connecticut | 6,625 | 15.6% | 2,514 | 5.9% | 3,454 | 8.2% | 12,593 | 29.7% |
| Delaware | 843 | 7.6% | 763 | 6.9% | 1,064 | 9.6% | 2,670 | 24.1% |
| Florida | 124,390 | 56.7% | 11,369 | 5.2% | 20,349 | 9.3% | 156,108 | 71.1% |
| Georgia | 74,155 | 53.3% | 6,533 | 4.7% | 9,701 | 7.0% | 90,389 | 64.9% |
| Hawaii | 0 | 0.0% | 834 | 4.9% | 1,637 | 9.7% | 2,471 | 14.6% |
| Idaho | 0 | 0.0% | 1,398 | 6.4% | 2,305 | 10.6% | 3,703 | 17.1% |
| Illinois | 47,108 | 26.7% | 12,762 | 7.2% | 18,794 | 10.7% | 78,664 | 44.6% |
| Indiana | 0 | 0.0% | 6,383 | 7.5% | 7,586 | 8.9% | 13,969 | 16.5% |
| Iowa | 1,515 | 4.0% | 2,069 | 5.5% | 3,955 | 10.5% | 7,539 | 20.1% |
| Kansas | 5,971 | 15.6% | 3,312 | 8.7% | 3,621 | 9.5% | 12,904 | 33.8% |
| Kentucky | 15,808 | 29.3% | 7,684 | 14.2% | 8,956 | 16.6% | 32,448 | 60.1%* |
| Louisiana | 14,543 | 24.4% | 3,470 | 5.8% | 9,789 | 16.4% | 27,802 | 46.7% |
| Maine | 2,263 | 16.3% | 1,573 | 11.3% | 1,818 | 13.1% | 5,654 | 40.8% |
| Maryland | 24,825 | 34.0% | 4,039 | 5.5% | 4,987 | 6.8% | 33,851 | 46.4% |
| Massachusetts | 8,047 | 10.3% | 5,609 | 7.2% | 6,068 | 7.8% | 19,724 | 25.3% |
| Michigan | 21,801 | 16.9% | 7,845 | 6.1% | 19,767 | 15.3% | 49,413 | 38.2% |
| Minnesota | 1,245 | 1.9% | 4,947 | 7.5% | 5,810 | 8.8% | 12,002 | 18.1% |
| Mississippi | 0 | 0.0% | 2,549 | 6.2% | 14,540 | 35.6% | 17,089 | 41.8% |
| Missouri | 3,262 | 4.3% | 5,436 | 7.2% | 8,664 | 11.4% | 17,362 | 22.9% |
| Montana | 0 | 0.0% | 669 | 5.9% | 2,281 | 20.1% | 2,950 | 26.0% |
| Nebraska | 977 | 4.0% | 1,633 | 6.7% | 2,565 | 10.5% | 5,175 | 21.1% |
| Nevada | 799 | 2.2% | 2,007 | 5.6% | 1,776 | 5.0% | 4,582 | 12.8% |
| New Hampshire | 0 | 0.0% | 990 | 6.5% | 835 | 5.5% | 1,825 | 12.0% |
| New Jersey | 28,240 | 25.3% | 6,276 | 5.6% | 6,739 | 6.0% | 41,255 | 36.9% |
| New Mexico | 2,497 | 8.9% | 2,385 | 8.5% | 4,826 | 17.3% | 9,708 | 34.8% |
| New York | 83,505 | 34.6% | 24,165 | 10.0% | 24,454 | 10.1% | 132,124 | 54.7% |
| North Carolina | 17,961 | 14.8% | 6,815 | 5.6% | 11,036 | 9.1% | 35,812 | 29.6% |
| North Dakota | 0 | 0.0% | 546 | 7.2% | 1,620 | 21.5% | 2,166 | 28.7% |
| Ohio | 4,979 | 3.4% | 7,879 | 5.4% | 18,320 | 12.5% | 31,178 | 21.3% |
| Oklahoma | 34,375 | 68.4% | 2,433 | 4.8% | 8,421 | 16.8% | 45,229 | 90.0% |
| Oregon | 2,235 | 4.8% | 3,044 | 6.6% | 5,827 | 12.6% | 11,106 | 24.1% |
| Pennsylvania | 10,329 | 7.2% | 10,171 | 7.1% | 18,693 | 13.0% | 39,193 | 27.2% |
| Rhode Island | 0 | 0.0% | 1,016 | 8.4% | 1,403 | 11.6% | 2,419 | 19.9% |
| South Carolina | 21,367 | 37.8% | 3,359 | 5.9% | 5,930 | 10.5% | 30,656 | 54.2% |
| South Dakota | 0 | 0.0% | 899 | 8.7% | 2,127 | 20.6% | 3,026 | 29.3% |
| Tennessee | 12,293 | 15.6% | 3,739 | 4.7% | 9,880 | 12.5% | 25,912 | 32.9% |
| Texas | 170,313 | 45.2% | 12,764 | 3.4% | 35,714 | 9.5% | 218,791 | 58.1% |
| Utah | 0 | 0.0% | 2,738 | 5.7% | 3,772 | 7.9% | 6,510 | 13.6% |
| Vermont | 2,908 | 44.9% | 568 | 8.8% | 646 | 10.0% | 4,122 | 63.7% |
| Virginia | 12,501 | 12.5% | 5,737 | 5.8% | 7,168 | 7.2% | 25,406 | 25.5% |
| Washington | 4,671 | 4.8% | 4,454 | 5.5% | 7,410 | 9.2% | 16,535 | 20.5% |
| West Virginia | 9,586 | 45.8% | 1,983 | 9.5% | 4,429 | 21.2% | 15,998 | 76.5% |
| Wisconsin | 24,878 | 36.1% | 5,447 | 7.9% | 6,459 | 9.4% | 36,784 | 53.3% |
| Wyoming | 0 | 0.0% | 1,018 | 15.8% | 948 | 14.7% | 1,966 | 30.5% |
| 50 states | 877,139 | 21.8% | 244,041 | 6.1% | 437,256 | 10.9% | 1,558,436 | 38.8% |

* Kentucky serves many special education children in its state pre-K program; the unduplicated percentage served could be considerably higher.

[illegible]

TABLE 7: RANKINGS OF STATE PRE-K RESOURCES PER CHILD ENROLLED

| Resources rank based on state spending | State | State \$ per child enrolled enrolled in pre-K |
|--|----------------|---|
| 1 | New Jersey | \$10,494 |
| 2 | Oregon | \$7,853 |
| 3 | Connecticut | \$7,707 |
| 4 | Minnesota | \$7,251 |
| 5 | Delaware | \$6,745 |
| 6 | Washington | \$6,010 |
| 7 | Pennsylvania* | \$5,519 |
| 8 | Louisiana | \$5,138 |
| 9 | Alabama | \$5,056 |
| 10 | North Carolina | \$4,712 |
| 11 | West Virginia | \$4,441 |
| 12 | Arkansas | \$4,316 |
| 13 | Tennessee | \$4,168 |
| 14 | Michigan | \$4,167 |
| 15 | Georgia | \$4,111 |
| 16 | Massachusetts | \$3,681 |
| 17 | Virginia | \$3,577 |
| 18 | California | \$3,486 |
| 19 | Kentucky | \$3,474 |
| 20 | New York | \$3,454 |
| 21 | Oklahoma | \$3,433 |
| 22 | Illinois | \$3,322 |
| 23 | Nevada | \$3,322 |
| 24 | Wisconsin | \$3,178 |
| 25 | New Mexico | \$2,975 |
| 26 | Iowa | \$2,966 |
| 27 | Maryland | \$2,918 |
| 28 | Texas | \$2,836 |
| 29 | Kansas | \$2,596 |
| 30 | Vermont | \$2,577 |
| 31 | Missouri | \$2,540 |
| 32 | Ohio | \$2,515 |
| 33 | Arizona | \$2,379 |
| 34 | Florida | \$2,335 |
| 35 | Nebraska | \$2,273 |
| 36 | Colorado | \$2,047 |
| 37 | Maine | \$1,877 |
| 38 | South Carolina | \$1,600 |
| No Program | Alaska | \$0 |
| No Program | Hawaii | \$0 |
| No Program | Idaho | \$0 |
| No Program | Indiana | \$0 |
| No Program | Mississippi | \$0 |
| No Program | Montana | \$0 |
| No Program | New Hampshire | \$0 |
| No Program | North Dakota | \$0 |
| No Program | Rhode Island | \$0 |
| No Program | South Dakota | \$0 |
| No Program | Utah | \$0 |
| No Program | Wyoming | \$0 |

* Calculations of per-child state spending in Pennsylvania include the EABC and HSAP programs only. Because the School Basics Pre-K program does not provide information on spending, no data about how these figures were calculated, see the Methodology section and Roadmap to the State System Pages.

| Year | Resources per Child Enrolled |
|------|------------------------------|
| 1970 | 85 |
| 1971 | 83 |
| 1972 | 81 |
| 1973 | 79 |
| 1974 | 77 |
| 1975 | 75 |
| 1976 | 73 |
| 1977 | 71 |
| 1978 | 69 |
| 1979 | 67 |
| 1980 | 65 |
| 1981 | 63 |
| 1982 | 61 |
| 1983 | 59 |
| 1984 | 57 |
| 1985 | 55 |
| 1986 | 53 |
| 1987 | 51 |
| 1988 | 49 |
| 1989 | 47 |
| 1990 | 45 |

| 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 | 9 | 10 | 11 | 12 | 13 | 14 | 15 | 16 | 17 | 18 | 19 | 20 | 21 | 22 | 23 | 24 | 25 | 26 | 27 | 28 | 29 | 30 | 31 | 32 | 33 | 34 | 35 | 36 | 37 | 38 | 39 | 40 | 41 | 42 | 43 | 44 | 45 | 46 | 47 | 48 | 49 | 50 | 51 | 52 | 53 | 54 | 55 | 56 | 57 | 58 | 59 | 60 | 61 | 62 | 63 | 64 | 65 | 66 | 67 | 68 | 69 | 70 | 71 | 72 | 73 | 74 | 75 | 76 | 77 | 78 | 79 | 80 | 81 | 82 | 83 | 84 | 85 | 86 | 87 | 88 | 89 | 90 | 91 | 92 | 93 | 94 | 95 | 96 | 97 | 98 | 99 | 100 |
|---|---|---|---|---|---|---|---|---|----|----|----|----|----|----|----|----|----|----|----|----|----|----|----|----|----|----|----|----|----|----|----|----|----|----|----|----|----|----|----|----|----|----|----|----|----|----|----|----|----|----|----|----|----|----|----|----|----|----|----|----|----|----|----|----|----|----|----|----|----|----|----|----|----|----|----|----|----|----|----|----|----|----|----|----|----|----|----|----|----|----|----|----|----|----|----|----|----|----|-----|
| 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 | 9 | 10 | 11 | 12 | 13 | 14 | 15 | 16 | 17 | 18 | 19 | 20 | 21 | 22 | 23 | 24 | 25 | 26 | 27 | 28 | 29 | 30 | 31 | 32 | 33 | 34 | 35 | 36 | 37 | 38 | 39 | 40 | 41 | 42 | 43 | 44 | 45 | 46 | 47 | 48 | 49 | 50 | 51 | 52 | 53 | 54 | 55 | 56 | 57 | 58 | 59 | 60 | 61 | 62 | 63 | 64 | 65 | 66 | 67 | 68 | 69 | 70 | 71 | 72 | 73 | 74 | 75 | 76 | 77 | 78 | 79 | 80 | 81 | 82 | 83 | 84 | 85 | 86 | 87 | 88 | 89 | 90 | 91 | 92 | 93 | 94 | 95 | 96 | 97 | 98 | 99 | 100 |

TABLE 9: STATE PRESCHOOL SPENDING DURING 2006-2007 AND CHANGES FROM 2005-2006

| STATE | TOTAL STATE PRESCHOOL SPENDING | | | STATE SPENDING PER CHILD | | |
|----------------|---|---|--|---------------------------------------|---|--|
| | Total state preschool spending in 2006-2007 | Change in total spending from 2005-2006 to 2006-2007, Nominal dollars | Change in total spending from 2005-2006 to 2006-2007, Adjusted dollars | State spending per child in 2006-2007 | Change in spending per child from 2005-2006 to 2006-2007, Nominal dollars | Change in spending per child from 2005-2006 to 2006-2007, Adjusted dollars |
| Alabama | \$5,369,898 | \$1,043,848 | \$866,480 | \$5,056 | \$840 | \$667 |
| Alaska | \$0 | \$0 | \$0 | \$0 | \$0 | \$0 |
| Arizona | \$12,077,496 | -\$180,992 | -\$683,590 | \$2,379 | \$83 | -\$11 |
| Arkansas | \$58,775,935 | \$1,618,656 | -\$724,792 | \$4,316 | -\$519 | -\$718 |
| California | \$295,104,549 | \$29,086,515 | \$18,179,776 | \$3,486 | \$144 | \$7 |
| Colorado | \$28,965,099 | \$5,371,555 | \$4,404,220 | \$2,047 | \$138 | \$60 |
| Connecticut | \$65,755,670 | \$13,265,480 | \$11,113,382 | \$7,707 | \$606 | \$315 |
| Delaware | \$5,685,800 | \$407,500 | \$191,090 | \$6,745 | \$483 | \$227 |
| Florida | \$290,406,902 | \$61,306,902 | \$51,913,802 | \$2,335 | \$171 | \$83 |
| Georgia | \$309,579,383 | \$19,684,410 | \$7,798,716 | \$4,111 | \$135 | -\$28 |
| Hawaii | \$0 | \$0 | \$0 | \$0 | \$0 | \$0 |
| Idaho | \$0 | \$0 | \$0 | \$0 | \$0 | \$0 |
| Illinois | \$283,020,000 | \$45,069,419 | \$35,313,445 | \$3,322 | \$24 | \$111 |
| Indiana | \$0 | \$0 | \$0 | \$0 | \$0 | \$0 |
| Iowa | \$6,800,000 | \$0 | -\$278,800 | \$2,966 | \$37 | -\$83 |
| Kansas | \$15,500,000 | \$1,771,175 | \$1,208,293 | \$2,596 | \$42 | \$63 |
| Kentucky | \$75,127,000 | \$23,527,000 | \$21,411,400 | \$3,474 | \$1,077 | \$978 |
| Louisiana | \$74,719,738 | \$5,604,302 | \$2,770,569 | \$5,138 | \$126 | -\$79 |
| Maine | \$4,247,915 | \$503,332 | \$349,804 | \$1,877 | \$84 | \$10 |
| Maryland | \$74,910,729 | \$31,641,363 | \$29,867,319 | \$2,918 | \$1,131 | \$1,058 |
| Massachusetts | \$65,816,357 | \$3,026,395 | \$452,007 | \$3,681 | \$62 | -\$87 |
| Michigan | \$90,850,000 | \$6,000,000 | \$2,521,150 | \$4,167 | \$234 | \$72 |
| Minnesota | \$19,100,000 | \$77,025 | -\$702,917 | \$7,251 | \$48 | -\$247 |
| Mississippi | \$0 | \$0 | \$0 | \$0 | \$0 | \$0 |
| Missouri | \$12,631,001 | \$501,731 | \$4,430 | \$2,540 | \$91 | -\$199 |
| Montana | \$0 | \$0 | \$0 | \$0 | \$0 | \$0 |
| Nebraska | \$3,677,596 | \$2,875 | \$153,774 | \$2,273 | -\$209 | \$311 |
| Nevada | \$3,152,479 | \$120,307 | -\$4,012 | \$3,322 | \$206 | \$78 |
| New Hampshire | \$0 | \$0 | \$0 | \$0 | \$0 | \$0 |
| New Jersey | \$477,466,737 | \$21,623,489 | \$2,933,916 | \$10,494 | \$640 | \$236 |
| New Mexico | \$8,149,234 | \$3,704,727 | \$3,522,502 | \$2,975 | \$706 | \$613 |
| New York | \$292,413,929 | \$37,463,839 | \$27,010,885 | \$3,454 | -\$58 | -\$202 |
| North Carolina | \$84,635,709 | \$25,378,472 | \$22,948,925 | \$4,712 | \$821 | \$661 |
| North Dakota | \$0 | \$0 | \$0 | \$0 | \$0 | \$0 |
| Ohio | \$19,002,195 | \$0 | \$779,090 | \$2,515 | \$169 | \$73 |
| Oklahoma | \$118,003,070 | \$5,650,099 | \$1,043,627 | \$3,433 | \$69 | \$69 |
| Oregon | \$27,000,000 | \$650,000 | -\$1,783,650 | \$7,853 | -\$76 | -\$164 |
| Pennsylvania | \$55,648,261 | \$16,217,272 | \$14,600,601 | \$5,519 | \$439 | \$231 |
| Rhode Island | \$0 | \$0 | \$0 | \$0 | \$0 | \$0 |
| South Carolina | \$34,747,844 | \$12,915,166 | \$12,020,026 | \$1,600 | \$515 | \$470 |
| South Dakota | \$0 | \$0 | \$0 | \$0 | \$0 | \$0 |
| Tennessee | \$55,000,000 | \$20,000,000 | \$18,565,000 | \$4,168 | \$106 | \$66 |
| Texas | \$532,687,148 | \$48,977,816 | \$29,145,733 | \$2,836 | \$183 | \$74 |
| Utah | \$0 | \$0 | \$0 | \$0 | \$0 | \$0 |
| Vermont | \$10,206,693 | \$611,484 | \$218,080 | \$2,577 | \$138 | \$38 |
| Virginia | \$44,713,471 | \$6,194,597 | \$4,615,323 | \$3,577 | \$181 | \$42 |
| Washington | \$35,083,000 | \$888,048 | \$513,945 | \$6,010 | \$125 | \$116 |
| West Virginia | \$47,338,791 | \$6,527,781 | \$5,166,830 | \$4,441 | -\$88 | -\$271 |
| Wisconsin | \$81,012,500 | \$11,400,000 | \$8,545,888 | \$3,178 | \$70 | \$57 |
| Wyoming | \$0 | \$0 | \$0 | \$0 | \$0 | \$0 |
| 50 states | \$3,724,382,129 | \$466,645,837 | \$333,078,649 | \$3,642 | \$175 | \$32 |

WHAT QUALIFIES AS A STATE PRESCHOOL PROGRAM?

Our Yearbook focuses on state-funded preschool initiatives meeting these criteria:

- The initiative is funded, controlled, and directed by the state.
- The initiative serves children of prekindergarten age, usually 3 and/or 4. Although initiatives in some states serve broader age ranges, programs that serve only infants and toddlers are excluded.
- Early childhood education is the primary focus of the initiative. This does not exclude programs that offer parent education but does exclude programs that mainly focus on parent education.
- The initiative offers a group learning experience to children at least two days per week.
- State-funded preschool education initiatives must be distinct from the state's system for subsidized child care. However, preschool initiatives may be coordinated and integrated with the subsidy system for child care.
- The initiative is not primarily designed to serve children with disabilities but may include children with disabilities.
- State supplements to the federal Head Start program are considered to constitute *de facto* state preschool programs if they substantially expand the number of children served and the state assumes some administrative responsibility for the program. State supplements to fund quality improvements, extended days, or other program enhancements and that expand enrollment minimally are not considered equivalent to a state preschool program.

While ideally this report would identify all prekindergarten funding streams at the state, local, and federal levels, there are a number of limitations on the data that make this extremely difficult to do. For example, prekindergarten is only one of several types of educational programs toward which local districts can target their Title I funds. Many states do not track how Title I funds are used at the local level and the extent to which they are spent on prekindergarten. Another challenge involves tracking total state spending for child care, using a variety of available sources, such as CCDF dollars, TANF funds, and any state funding above and beyond the required matches for federal funds. Also, although some of these child care funds may be used for high-quality, educational, center-based programs for 3- and 4-year-olds that closely resemble programs supported by state prekindergarten initiatives, it is nearly impossible to determine what proportion of the funds are spent this way.

AGE GROUPINGS USED IN THIS REPORT

Children considered to be 3 years old during the 2006–2007 school year are those who were eligible to enter kindergarten two years later, during the 2008–2009 school year. Children considered to be 4 years old during the 2006–2007 school year were eligible to enter kindergarten one year later, during the 2007–2008 school year. Children considered to be 5 years old during the 2006–2007 school year were already eligible for kindergarten at the beginning of the 2006–2007 program year.

Roadmap to the State Profile Pages

How to interpret data on the individual state profiles:

For each state that has a prekindergarten initiative, we present one page with a description of the state's program followed by a page with data on the program's key features.

On the top of the first page for each state are two sets of bar graphs:

- The first set shows percentages of the state's 3-year-olds and 4-year-olds enrolled in the state program.
- The second set shows the state's spending per child enrolled in the state prekindergarten initiative.



Both sets of bar graphs depict changes in state prekindergarten over time, from fiscal year 2002 (which corresponds to the 2001–2002 school year) through fiscal year 2007 (the 2006–2007 school year). Most of the 2002–2006 data used for comparison purposes come from NIEER's previous *Yearbooks*, although spending figures are adjusted for inflation and represent 2007 dollars. There are also some exceptions in cases where states revised data or reported data differently. In such cases we adjusted data to ensure comparability across program years.

The bar graphs are followed by a narrative describing the main features of the state's initiative, with details such as the initiative's origins, the types of settings in which prekindergarten can be offered, and eligibility criteria for children. The narrative also notes unique or particularly interesting aspects of the state initiative that may not be highlighted elsewhere in the report, along with relevant new developments. Some descriptive information in the narratives was originally included in *Seeds of Success* from the Children's Defense Fund and the *Quality Counts 2002* issue of *Education Week*.

At the bottom of the first page of each state profile are 4 numbers showing how the 38 states with prekindergarten rank on the following measures:

- The percentage of the state's 4-year-old population enrolled in the state's prekindergarten program (Access Ranking–4s)
- The percentage of the state's 3-year-old population enrolled in the state's prekindergarten program (Access Ranking–3s)
- State expenditures per child enrolled in the program (Resources Ranking–State Spending)
- All reported expenditures per child enrolled in the program, including local and federal spending as well as state spending (Resources Ranking–All Reported Spending)

For the first time, two rankings on resources are included. The Resources Ranking–State Spending corresponds to resources rankings in previous *Yearbooks*. The Resources Ranking–All Reported Spending is new, and provides a more complete picture of spending in states employing local and federal funding sources. However, because states vary in their ability to report spending from these other sources, the new ranking is imperfect and sometimes underestimates total spending.

Information for states that have more than one prekindergarten initiative is presented slightly differently and is explained in the individual state profiles. Louisiana, New Jersey, New Mexico, New York, Pennsylvania, South Carolina, Vermont, and Wisconsin each have more than one distinct initiative.

The 12 states that did not fund state prekindergarten initiatives in 2006–2007 are also given state profile pages. For most of these states, the space usually filled by a description of a state's initiative is left blank, and the table on the quality standards is omitted. However, these profiles provide information on special education enrollment, federally funded Head Start enrollment, and state-funded Head Start enrollment. Information on K–12 spending and federal Head Start spending is also provided. Where applicable, state Head Start spending is reported.

The sections below provide an overview of information contained in data tables on the state profile pages and explain why these elements are important. Data in the tables are for the 2006–2007 program year, except when noted.

ACCESS

The first item in the Access data table is total state program enrollment. This is the number of children enrolled at a specific point in time. Following that is the percentage of school districts (or in some cases, counties or communities) offering state prekindergarten. This information shows the extent of the initiative's geographic coverage. Next, the table shows what, if any, income requirement is used in determining eligibility for the program.

Data on the hours of operation (hours per day and days per week) and operating schedule (academic or calendar year) are shown as additional measures of access. Parents working full time may find it difficult to get their children to and from a program that operates only a few hours a day. The number of hours children participate in preschool also matters for other reasons—for example, it can influence how much impact a program has on children's development and learning.

The Access data table also shows enrollment of 3- and 4-year-old children in two federally funded prekindergarten programs outside the state prekindergarten initiative: preschool special education and Head Start. The final item in the table reports how many children are participating in Head Start slots funded by the state.

Two Access pie charts illustrate the percentages of 3-year-olds and 4-year-olds in the state enrolled in the state prekindergarten initiative, special education, and Head Start. The remaining children are categorized as enrolled in "Other/None." These children may be enrolled in another type of private or publicly funded program (e.g., state-subsidized child care) or may not be attending a center-based program at all. For the purposes of these charts, it was assumed that there was no overlap across the three types of programs. In fact, children may be enrolled in more than one program, although there is no way to determine the extent to which this occurs. Therefore, the proportion of children enrolled in one of these three major programs may be overestimated.



QUALITY STANDARDS CHECKLIST

State policies in 10 critical areas related to quality are shown. For each area, states receive a checkmark when their policy meets or exceeds the related benchmark standard. On the right-hand side of the page, a box displays the total number of benchmarks met by the state. The Quality Standards Checklist represents a set of minimum criteria needed to ensure effective prekindergarten programs, especially when serving disadvantaged children, but is not intended as an exhaustive catalog of all features of a high-quality program. Meeting all 10 standards is not necessarily sufficient for ensuring high quality. However, each of these standards is essential, and no state's prekindergarten policies should be considered fully satisfactory unless all 10 benchmarks are met.

The limitations of research are such that judgment inevitably plays a role in setting specific benchmarks based on evidence. As studies find that the potential benefits from strong preschool education programs exceed costs by 7 to 17 times, we gave more weight to the risk of losing substantial benefits by setting benchmarks too low than to the risk of raising costs by setting benchmarks too high.¹ Currently, costs of many programs are quite low. Thus, benchmarks steer closer to the characteristics of programs demonstrated to produce reasonably large educational benefits for children in randomized trials and the strongest quasi-experimental studies (e.g., High/Scope Perry Preschool and Chicago Child Parent Centers) and farther from the characteristics of programs found to have weak effects in rigorous studies.²

Four of the items we use to gauge the quality of state prekindergarten programs involve teacher credentials and training. State pre-K policies are evaluated based on whether programs require teachers to have a bachelor's degree³; whether they require teachers to have specialization in pre-K education³; whether they require assistant teachers to have at least a Child Development Associate (CDA) or equivalent credential⁴; and whether they require teachers to have at least 15 hours of annual in-service training.⁵ Teacher qualifications receive this emphasis in our checklist because research shows this area to be critical in determining program quality. Better education and training for teachers can improve the interaction between children and teachers. This, in turn, affects children's learning.

Class size and staff-child ratios are also emphasized in the Quality Standards Checklist. States are expected to limit class sizes to 20 at most⁶, and to have no more than 10 children per teacher.⁷ With smaller classes and fewer children per teacher, children have greater opportunities for interaction with adults and can receive more individualized attention. The importance of class size and staff-child ratios in determining the quality of programs has been confirmed by several studies.

¹ Reynolds, A., Temple, J., Robertson, D., & Mann, E. (2002). Age 21 cost-benefit analysis of the Title I Chicago Child Parent Centers. *Education Evaluation and Policy Analysis*, 24, pp. 267-303. Belfield, C., Nores, M., Barnett, S., & Schweinhart, L. (2006). The High/Scope Perry Preschool Program: Cost-benefit analysis using data from the age-40 follow-up. *Journal of Human Resources* 41(1), 162-190.

² Temple, J., & Reynolds, A. (2007). Benefits and costs of investments in preschool education: Evidence from the Child-Parent Centers and related programs. *Economics of Education Review*, 26, 126-144. Barnett, W.S., & Belfield, C. (2006). Early childhood development and social mobility. *Future of Children*, 16 (2), 73-98.

³ Based on a review of the evidence, a committee of the National Research Council recommended that preschool teachers have a BA with specialization in early childhood education. Bowman, B. T., Donovan, M. S., & Burns, M. S. (Eds.). (2001). *Eager to learn: Educating our preschoolers*. Washington, DC: National Academy Press. Burchinal, M. R., Cryer, D., Clifford, R. M., & Howes, C. (2002). Caregiver training and classroom quality in child care centers. *Applied Developmental Science*, 23, 2-11. Barnett, W. S. (2003). Better teachers, better preschools: Student achievement linked to teacher qualifications. *Preschool Policy Matters*, 2. New Brunswick, NJ: National Institute for Early Education Research, Rutgers University. Whitebook, M., Howes, C., & Phillips, D. (1989). Who cares? Child care teachers and the quality of care in America (final report of the National Child Care Staffing Study). Oakland, CA: Child Care Employee Project.

⁴ Preschool classrooms typically are taught by teams of a teacher and an assistant. Research focusing specifically on the qualifications of assistant teachers is rare, but the available evidence points to a relationship between assistant teacher qualifications and teaching quality. There is much evidence on the educational importance of the qualifications of teaching staff generally. Bowman et al. (2001), Burchinal et al. (2002), Barnett (2003), Whitebook et al. (1989). The CDA has been recommended to prepare assistant teachers who are beginning a career path to become teachers rather than permanent assistants. Kagan, S. L., & Cohen, N. E. (1997). Not by chance: Creating an early care and education system for America's children (Abridged report). New Haven, CT: Bush Center in Child Development and Social Policy, Yale University.

⁵ Good teachers are actively engaged in their continuing professional development. Bowman et al. (2001), Fride, E. C. (1998). Preschool program quality in programs for children in poverty. In W. S. Barnett & S. S. Boocock (Eds.), *Early care and education for children in poverty: Promises, programs, and long-term results* (pp. 77-98). Albany, NY: SUNY Press. Whitebook et al. (1989) found that teachers received an average of 1.5 hours of in-service training annually, and that 10% of teachers received no in-service training.

⁶ The importance of class size has been demonstrated for both preschool and kindergarten. A class size of 20 is larger than the class size shown in any program to produce large gains for disadvantaged children. Barnett, W. S. (1996). Long-term effects on cognitive development and school success. In W. S. Barnett & S. S. Boocock (Eds.), *Early care and education for children in poverty: Promises, programs, and long-term results* (pp. 11-44). Albany, NY: SUNY Press. Howes, C., & Burchinal, M. R. (2002). Class-size reduction in grades K-2. In A. Molnar, Ed., *School reform proposals: The research evidence* (pp. 21-48). Greenwich, CT: Information Age Publishing. Fride (1998). NAEYC Early Child Care Research Network. (1999). *Classroom quality: Best practices for early care and education*. National standards for quality. *American Journal of Public Health*, 89, 1072-1077. National Association for the Education of Young Children. (2003). *NAEYC early learning guidelines: A accreditation criteria*. Washington, DC: Author.

⁷ A large literature establishes a linkages between staff-child ratio, program quality, and child outcomes. A ratio of 1:10 is smaller than in programs that have demonstrated large gains for disadvantaged children and is the lowest (fewest number of teachers per child) generally accepted by professional opinion. Barnett (1998), Bowman et al. (2001), Fride (1998). NAEYC Early Child Care Research Network (1999). National Association for the Education of Young Children (2003).



Early learning standards are critical to quality,⁸ because they offer programs guidance and ensure that they cover the full range of areas essential to children's learning and development. States should have comprehensive early learning standards covering all areas identified as fundamental by the National Education Goals Panel⁹—children's physical well-being and motor development, social/emotional development, approaches toward learning, language development, and cognition and general knowledge. These standards should be specifically tailored to the learning of preschool-age children so that it is appropriate for their level of development, and should be required by the state or actively promoted for use in state prekindergarten classrooms.

The Quality Standards Checklist also addresses the comprehensive services that prekindergarten programs should be expected to offer. Programs should provide at least one meal¹⁰; vision, hearing, and health screenings and referrals¹¹; and additional parent involvement opportunities such as parent conferences, or support services such as parent education.¹² These items are included because preparing children for success in school involves not only their cognitive development but also their physical health and social/emotional wellbeing.

The Quality Standards Checklist focuses on state prekindergarten policy requirements rather than practice. A state with good policies may have some programs that fail to comply with these policies; conversely, a state with weak policies may have many programs that exceed state standards. While evaluating implementation of standards is outside the scope of this report, the checklist does include an indicator of whether states are taking steps to monitor programs' implementation of the quality standards. Policies requiring strong state quality standards are essential, but it is also necessary to have a means of ensuring that programs meet those standards.¹³

⁸ Current practice too frequently underestimates children's capabilities to learn during the preschool years. Clear and appropriate expectations for learning and development across all domains are essential to an educationally effective preschool program. Bowman et al. (2001); Frede (1998); Kendall, J. S. (2003). Setting standards in early childhood education. *Educational Leadership* 60(7), 64-68.

⁹ National Education Goals Panel. (1991). *The Goal 1 Technical Planning Subgroup report on school readiness*. Washington, DC: Author.

¹⁰ Good nutrition is essential for healthy brain development and for children's learning. Shonkoff, J. P., & Phillips, D. A. (Eds.). (2000). *From neurons to neighborhoods: The science of early childhood development*. Washington, DC: National Academy Press.

¹¹ For some children, preschool provides the first opportunity to detect vision, hearing, and health problems that may impair a child's learning and development. This opportunity should not be missed. Meisels, S. J., & Atkins-Burnett, S. (2002). The elements of early childhood assessment. In J. P. Shonkoff & S. J. Meisels (Eds.), *Handbook of early childhood intervention* (pp. 231-267). New York: Cambridge University Press.

¹² Families are the primary source of support for child development and the most effective programs have partnered with parents. Shonkoff, J. P., & Phillips, D. A. (Eds.). (2000). *From neurons to neighborhoods: The science of early childhood development*. Washington, DC: National Academy Press.

¹³ Monitoring of program quality and external accountability for pre-K are essential components of program standards. Bowman et al. (2001).



RESOURCES

A table in the Resources section shows total state spending for the prekindergarten initiative, whether a local match is required, amount of state Head Start spending (if applicable), state spending per child enrolled in the program, and all reported (state, local, and federal) spending per child enrolled in the program. These measures offer different views of a state's resources for prekindergarten that together provide a more complete picture. For example, total spending by a small state may appear relatively low, but may prove to be fairly high relative to the number of children enrolled. A state with a high total funding level for its prekindergarten initiative may have a low per-pupil spending level if it enrolls a large number of children. As a result, children may not be receiving the extent or intensity of services they need for the prekindergarten program to have a substantial impact. In some states, local communities contribute substantial additional funds to state pre-K. In such cases, the figure that includes all reported spending is the best gauge of the level of available resources, to the extent that information about local spending is available.

A bar chart in the resources section compares prekindergarten spending to federal Head Start spending and K-12 spending. Different colors indicate different funding sources—state, local, and federal. A separate color is used to indicate any TANF funds that a state directs toward its prekindergarten initiative. While TANF funds are federal dollars, it is the state's decision to devote these funds to prekindergarten as opposed to other purposes. Finally, data on the amounts of local and federal pre-K funds used are included in the bar chart when available.

ACCESS

| | |
|---|--|
| Total state program enrollment | Number of children in state pre-K program |
| School districts that offer state program | Percentage of school districts in state where program is offered (may include programs not provided by district itself) |
| Income requirement | Maximum family income for participants |
| Hours of operation | Hours per day and days per week programs operate |
| Operating schedule | Annual schedule of operation (academic year or entire calendar year) |
| Special education enrollment | Number of 3- and 4-year-olds served by the Preschool Grants Program of the Individuals with Disabilities Education Act |
| Federally funded Head Start enrollment | Number of slots for 3- and 4-year-olds in Head Start funded with federal money |
| State-funded Head Start enrollment | Number of slots for 3- and 4-year-olds in Head Start funded with state money |

QUALITY STANDARDS CHECKLIST

POLICY

STATE PRE-K REQUIREMENT

| | |
|---|--|
| Early learning standards | National Education Goals Panel content areas covered by state learning standards for preschool-age children must be comprehensive |
| Teacher degree | Lead teacher must have a BA, at minimum |
| Teacher specialized training | Lead teacher must have specialized training in a pre-K area |
| Assistant teacher degree | Assistant teacher must have a CDA or equivalent, at minimum |
| Teacher in-service | Teacher must receive at least 15 hours/year of in-service professional development and training |
| Maximum class size | Maximum number of children per classroom must be 20 or lower |
| 3-year-olds | |
| 4-year-olds | |
| Staff-child ratio | Lowest acceptable ratio of staff to children in classroom (e.g., maximum number of students per teacher) must be 1:10 or better |
| 3-year-olds | |
| 4-year-olds | |
| Screening/referral and support services | Screenings and referrals for vision, hearing, and health must be required; at least one additional support service must be provided to families |
| Meals | At least one meal must be required daily |
| Monitoring | Site visits must be used to demonstrate ongoing adherence to state program standards |

RESOURCES

| | |
|---|---|
| Total state pre-K spending | Total state funds spent on state pre-K program |
| Local match required? | Whether state requires local providers to match state monetary contributions to program and amount of any required match |
| State Head Start spending (when applicable) | Total state funds spent to supplement federal Head Start program |
| State spending per child enrolled | Amount of state funds spent per child participating in pre-K program |
| All reported spending per child enrolled | Amount of state, local, and federal funds spent per child participating in pre-K program |

GLOSSARY OF ABBREVIATIONS

| | |
|-------------------|--|
| AA | Associate of Arts |
| BA | Bachelor of Arts |
| BS | Bachelor of Science |
| CC | Child Care |
| CCDBG | Child Care and Development Block Grant |
| CCDF | Child Care and Development Fund |
| CD | Child Development |
| CDA | Child Development Associate credential |
| COR | Child Observation Record |
| DHHS | Department of Health and Human Services |
| DIBELS | Dynamic Indicators of Basic Early Literacy Skills |
| DOE | Department of Education |
| EC | Early Childhood |
| ECE | Early Childhood Education |
| ECERS(-R) | Early Childhood Environment Rating Scale (-Revised) |
| ECSE | Early Childhood Special Education |
| EE | Elementary Education |
| ELL | English Language Learner |
| ESL | English as a Second Language |
| Exp. | Experience |
| FPL | Federal Poverty Level |
| FTE | Full-time Equivalent |
| FY | Fiscal Year |
| GED | General Equivalency Diploma |
| HdSt | Head Start |
| HSD | High School Diploma |
| IDEA | Individuals with Disabilities Education Act |
| IEP | Individualized Education Plan |
| IFSP | Individualized Family Service Plan |
| K | Kindergarten |
| LEA | Local Education Agency |
| LEP | Limited English Proficiency |
| MA | Master of Arts |
| MOE | Maintenance of Effort |
| Mos. | Months |
| N- | Denotes that the age range covered by a teaching license begins at nursery (e.g., N-4 = nursery–grade 4) |
| NA | Not Applicable |
| NAEYC | National Association for the Education of Young Children |
| NCLB | No Child Left Behind |
| NEGP | National Education Goals Panel |
| P- | Denotes that the age range covered by a teaching license begins at preschool (e.g., P-4 = preschool–grade 4) |
| PIR | Program Information Report (Head Start) |
| Pre-K | Prekindergarten |
| RFP | Request for Proposal |
| SES | Socio-economic Status |
| SMI | State Median Income |
| SpEd | Special Education |
| TA | Technical Assistance |
| TANF | Temporary Assistance to Needy Families |
| T.E.A.C.H. | Teacher Education and Compensation Helps (T.E.A.C.H. Early Childhood Project) |
| USDA | United States Department of Agriculture |



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2007-2008 Legislative Platform

The Alaska PTA will support legislation and regulations, which promote the Purpose of the PTA cited as follows:

- a. To promote the welfare of children and youth in home, school, community and place of worship.
- b. To raise the standards of home life
- c. To secure adequate laws for the care and protection of children and youth
- d. To bring into closer relation the home and the school, that parents and teachers may cooperate intelligently in the education of children and youth
- e. To develop between educators and the general public such united efforts as will secure for all children and youth the highest advantages in physical, mental, social, and spiritual education.

This legislative platform is the authority for selecting those areas of legislation to be addressed by the Alaska PTA. Positions taken on state and federal legislation will conform to policies adopted in this basic platform, priorities approved at the Legislative Issues Conference, resolutions adopted at Convention and positions adopted by Alaska PTA Board.

A. SCHOOL GOVERNANCE

The Alaska PTA supports legislation and regulations that will:

1. Maintain local school district self-governance; require financial accountability, timely and effective communications between all parties regarding school performance records and local control of all public schools.
2. Require bargaining unit within School Districts to give a three-day strike notice.

B. FUNDING FOR PUBLIC EDUCATION

The Alaska PTA supports legislation and regulations for state and local funding for public education, that is adequate, equitable, stable and accountable. To achieve this, Alaska PTA supports the following concepts:

1. Public education is primarily a responsibility of both state and local governments and must be a top funding priority.
2. The Alaska Legislature must consider new, stable sources of revenue to fund education and initiate forward funding for education. This would enable school districts to initiate, improve upon and maintain educational programs that show results in achieving high academic and or life skills performance by students according to their abilities. These programs will allow students to pass all appropriate and required tests while maintaining a safe and sound environment that promotes and facilitates learning.
3. The Department of Education and Early Development should annually compile data on the finances of all School Districts and make this information readily available to the public in a comprehensible and relevant format. Uniform accounting procedures should be required by the State in order that district expenditures for programs and administrative costs can be computed equitably, while showing number of participants within the program for the fiscal period reported.

7. Ensure any environment, in which a child is placed, is safe and adequately staffed, and encourage efforts to remove children from adult jails and lockups, in order to place children in more appropriate facilities
8. Encourage cooperation at all levels of government with comprehensive emergency management services, and support sponsorship of emergency preparedness programs in cooperation with the appropriate local school governing bodies.
9. Require 60 minutes of daily physical education by accredited professional instructors for every primary and secondary school.
10. Support Denali kid care to ensure that children, teens (through age 18) and pregnant women of both working and non-working families who meet the current) income guidelines have access to affordable health insurance.
11. Require confidential reporting to the state where every child is receiving their 1-12th grade education be it public, private or home schooling.

E. EARLY CHILDHOOD EDUCATION AND CHILD CARE

The Alaska PTA supports legislation and regulations, which will:

1. Support a comprehensive program to provide training for parents of all children from birth to age 5.
2. Provide high-quality, developmentally appropriate preschool programs, for all children age 3-5
3. Improve licensing for day care, preschool programs, and foster home parents to ensure high standards.
4. Provide day care assistance to families in need to allow them to pay for quality programs.
5. Support a statewide system of resource and referral centers to help parents find accessible, affordable, quality childcare.

F. PUBLIC INVOLVEMENT

The Alaska PTA supports legislation and regulations, which will:

1. Provide opportunities for parent and community participation in all aspects of education, including input to the classified/certified employee's evaluation process.
2. Allow volunteers to deduct from their federal tax return volunteer miles driven at the same rate as business usage.
3. Include parents, community members, and educational professionals in all aspects of student performance standards.
4. Alaska PTA strongly supports and advocates for the development and implementation of the parental involvement policies of NCLB that will:
 - Train Teachers and staff to apply the six standards of parent involvement:
 1. Communicating
 2. Parenting
 3. Student Learning
 4. Volunteering
 5. School decision making and advocacy
 6. Collaborating with the community
 - Engage parents
 - Provide parents with clear and timely information about NCLB
 - Develop effective advocates

Our view: Alaska needs a plan to make public schools better

Quality gap

(11/16/08 21:39:10)

Alaska has handicapped its young children by being one of only 12 states with no state-funded education system for pre-kindergarten students.

Here's another gloomy statistic at the other end of the public education system: Only about two-thirds of Alaska high school students graduate in four years, compared with the U.S. average of three-fourths graduating.

And of Alaska students who do graduate, only a third start college. Nationwide, nearly half of high school graduates are college-bound. So what's the plan to improve the odds for Alaska kids?

There isn't one -- but state commissioner of education Larry LeDoux wants to change that. Last week, the state sponsored the first education summit in many years, engaging about 400 parents, students, educators, university officials and others in a discussion about what's needed.

Friday they came up with about 50 goals, including offering state-funded preschool to the families of every 3-, 4- and 5-year-old in Alaska.

A sampling of other goals:

- Evaluating pre-school programs to make sure they're adequately preparing children for school.
- Establishing a statewide telecommunications network, with equal access for all students.
- Defining what a student needs to know to be a skilled worker or a college student -- not just the minimum standards the state now sets for handing out high school diplomas.

Meeting these goals would take school funding to another level. A much higher one, though no one made any estimates.

The true test of Alaska's commitment to our young people will not be whether a group of smart, dedicated people can produce an admirable list of goals, but whether the state administration and the Legislature will support them financially.

We can't say right now which reforms the state should adopt and pay for and which not.

They need to be thought through. The list will go up on the state Web site, be adopted and perhaps refined by the state Board of Education, and be publicized so that anyone in Alaska can comment.

But it's worth noting that other states, not as wealthy as ours, do offer state-funded pre-school, for example.

And it's clear that Alaska isn't doing enough to ensure the success of its students. If it were, we wouldn't have such abysmal graduation rates.

OTTOM LINE: Alaska needs to take a hard look at steps that will improve public education, like state-funded pre-kindergarten.

Off the trail

Campaign is over, Gov. Palin; come back home and govern

Gov. Sarah Palin electrified the Republican Party base during the presidential election -- but her base now is right here in Alaska.

At least it is supposed to be.

The governor was absent when the state sponsored a big, statewide conference to chart the future of Alaska's educational system last week. Instead of lending her weight to the effort to improve education, the governor was in Miami giving a speech on the future of the Republican Party.

She had been back in Alaska briefly after the Palin-McCain ticket lost the presidential election. Long enough to say, hi, I'm back. Then she was gone on another partisan political errand.

There are pressing issues to be addressed in the state, such as low graduation rates, plummeting North Slope oil prices, proposals to build alternative energy projects, the gas pipeline.

Welcome back, again, Gov. Palin. The state needs you.

BOTTOM LINE: It's time for the governor to re-focus on Alaska's needs.

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A Valuable Investment

By Abbe Hensley, executive director, Best Beginnings - as published in our November 2008 E-newsletter.

Even in these stressful, nail-biting times, there's one investment that holds its value. Economists are touting it as one of the best bets available for economic development. This sure-fire investment? It's early learning. Myriad studies and research continue to reinforce what is already a powerful case: preparing babies and young children to succeed in school and life has profound impacts on the economy.



The components of quality early learning – positive and purposeful parenting, high quality and accessible child care and early education programs – build strong brains during the critical years from birth to 5. When we build strong brains, we stoke educational achievement and workplace skills, both vital to a productive workforce and a strong and vibrant economy. Early learning contributes to the economy in two ways. It saves money by reducing crime, teen pregnancy, and welfare dependency. And it generates revenue by paving the way for higher educational attainment and a resulting increase in earning potential.

Preparing children for success is far more than just a family matter. That's why economists and business leaders around the country are jumping on the early learning bandwagon. Nobel laureate economist James Heckman is one of the nation's leading experts on the impact of high quality early education on workforce productivity and economic development.

In "Schools, Skills and Synapses" (c 2008 Western Economic Association International), Heckman summarizes a domino effect: rising high school dropout rates result in lower college enrollment. Lower college enrollment results in sluggish growth of workforce skills. Declining workforce skills result in less productivity and a weaker economy.

We already know the path to success in school starts at birth. Those first five years of life are critical for establishing how a child will fare in school and ultimately in life. According to Heckman, the evidence suggests that a child's early environment plays a powerful role in shaping adult outcomes.

It's in our self-interest to create the early learning system we need. We all benefit when more kids graduate from high school and when more people have jobs, pay taxes, and contribute to their communities and the economy.

Early learning – it's everybody's business.

Best,

Abbe

Abbe Hensley, executive director of Best Beginnings, was director of outreach services for the U.S. Department of Education-funded PBS Ready To Learn Service. Prior to that, she worked with educational children's television and community outreach at KAKM in Anchorage and at WETA in Washington, D.C. She has served on the Alaska State Board of Education, as president of the Alaska PTA, and as vice president for leadership for National PTA.

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Early Childhood Development: Economic Development with a High Public Return

Art Rolnick

Senior Vice President and Director of Research

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Regional Economic Analyst

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Note: The following paper was developed in March 2003 with Minnesota audiences in mind. However, the authors subsequently discovered a high degree of interest throughout the country in their research on the economics of early childhood development and the universality of the issues discussed. This paper also motivated the October conference at the Minneapolis Fed.

Early childhood development programs are rarely portrayed as economic development initiatives, and we think that is a mistake. Such programs, if they appear at all, are at the bottom of the economic development lists for state and local governments. They should be at the top. Most of the numerous projects and initiatives that state and local governments fund in the name of creating new private businesses and new jobs result in few public benefits. In contrast, studies find that well-focused investments in early childhood development yield high public as well as private returns.

Why the case for publicly subsidizing private businesses is flawed and misguided

Over the last few years, the future of Minnesota's economy has been called into question. The resulting debate illustrates how little is understood about the fundamentals that underlie economic development. While many recognize the success of the Minnesota economy in the past, they see a weakening in the foundations of that success. Some point to the decline in corporate headquarters located in Minnesota. Some point to the lack of funding for new startup companies, particularly in the areas of high-tech and biotech. Some point to the possible loss of professional sports teams. Some think the

University of Minnesota is not visible enough in the business community. And still others raise the broader concern that Minnesota's citizens and policymakers have become too complacent and unwilling to make the public commitment to be competitive in a global economy.

Those who raise these concerns conclude that Minnesota and local governments need to take a more active role in promoting our economy. Often that implies that the state or local governments subsidize private activities that the market is not funding. Proponents of this view argue that without such subsidies, either well-deserving businesses will not get funded or other states will lure our businesses to greener pastures.

State and local subsidies to private businesses are not new. In the name of economic development and creating new jobs, Minnesota, and virtually every other state in the union, has a long history of subsidizing private businesses. We have argued in previous studies that the case for these subsidies is short-sighted and fundamentally flawed.¹ From a national perspective, jobs are not created—they are only relocated. From a state and local perspective, the economic gains are suspect because many would have been realized without the subsidies. In summary, what often passes for economic development and sound public investment is neither.

If subsidizing private businesses is the wrong way to promote Minnesota's economy, then what is the right way?

To answer this question, we need to understand that unfettered markets generally allocate scarce resources to their most productive use. Consequently, governments should only intervene in markets when they fail.

Market failures can occur for a variety of reasons; two well-documented failures are goods that have external effects and those with public attributes. Unfettered markets will generally produce the wrong amount of such goods. Education has long

been recognized as a good that has external effects and public attributes. Without public support, the market will yield too few educated workers and too little basic research. This problem has long been understood in the United States and it is why our government, at all levels, has supported public funding for education. (According to the Organization for Economic Cooperation and Development, for example, the United States in 1999 ranked high on public funding of higher education.²) Nevertheless, recent studies suggest that one critical form of education, early childhood development, or ECD, is grossly underfunded. However, if properly funded and managed, investment in ECD yields an extraordinary return, far exceeding the return on most investments, private or public.

A convincing economic case for publicly subsidizing education has been around for years and is well supported. The economic case for investing in ECD is more recent and deserves more attention.

Public funding of education has deep roots in U.S. history. John Adams, the author of the oldest functioning written constitution in the world, the constitution of the Commonwealth of Massachusetts, 1779, declared in that document that a fundamental duty of government is to provide for education.³ Publicly funded schools have been educating children in the United States ever since. Today over 85 percent of U.S. children are educated in publicly funded schools. John Adams argued for public funding of education because he realized the importance of educated voters to the well-being of a democracy. We suspect that he also understood the economic benefits that flow to the general public.

Investment in human capital breeds economic success not only for those being educated, but also for the overall economy. Clearly today, the market return to education is sending a strong signal. Prior to 1983, the wages of a worker with an undergraduate degree exceeded a worker with a high school degree by roughly 40 percent. Currently, that difference is close to 60 percent. The wage premium for an advanced degree has grown even more. Prior to 1985, the wages of a worker with a graduate degree exceeded those of a worker with a high school degree by roughly 60 percent. Today, that difference is over 100 percent.

Minnesota represents a good example of the economic benefits that flow from education. Evidence is clear that our state has one of the most successful economies in the country because it has one of the most educated workforces. In 2000, almost a third of persons 25 and older in Minnesota held at least a bachelor's degree, the sixth highest state in the nation. To ensure the future success of Minnesota's economy, we must continue to provide a highly educated workforce.

The economic case for public funding of early childhood development

Knowing that we need a highly educated workforce, however, does not tell us where to invest limited public resources. Policymakers must identify the educational investments that yield the highest public returns. Here the literature is clear: Dollars invested in ECD yield extraordinary public returns.

The quality of life for a child and the contributions the child makes to society as an adult can be traced back to the first few years of life. From birth until about 5 years old a child undergoes tremendous growth and change. If this period of life includes support for growth in cognition, language, motor skills, adaptive skills and social-emotional functioning, the child is more likely to succeed in school and later contribute to society.⁴ However, without support during these early years, a child is more likely to drop out of school, receive welfare benefits and commit crime.

A well-managed and well-funded early childhood development program, or ECDP, provides such support. Current ECDPs include home visits as well as center-based programs to supplement and enhance the ability of parents to provide a solid foundation for their children. Some have been initiated on a large scale, such as federally funded Head Start, while other small-scale model programs have been implemented locally, sometimes with relatively high levels of funding per participant.

The question we address is whether the current funding of ECDPs is high enough. We make the case that it is not, and that the benefits achieved from ECDPs far exceed their costs. Indeed, we find that the return to ECDPs far exceeds the return on most projects that are currently funded as economic development.

Many of the initial studies of ECDPs found little improvement; in particular, they found only short-term improvements in cognitive test scores. Often children in early childhood programs would post improvements in IQ relative to nonparticipants, only to see the IQs of nonparticipants catch up within a few years.⁵

However, later studies found more long-term effects of ECDPs. One often-cited research project is the High/Scope study of the Perry Preschool in Ypsilanti, Mich., which demonstrates that the returns available to an investment in a high-quality ECDP are significant. During the 1960s the Perry School program provided a daily 2 1/2-hour classroom session for 3- to 4-year-old children on weekday mornings and a 1 1/2-hour home visit to each mother and child on weekday afternoons. Teachers were certified to teach in elementary, early childhood and special education, and were paid 10 percent above the local public school district's standard pay scale. During the annual 30-week program, about one teacher was on staff for every six children.⁶

Beginning in 1962, researchers tracked the performance of children from low-income black families who completed the Perry School program and compared the results to a control group of children who did not participate. The research project provided reliable longitudinal data on participants and members of the control group. At age 27, 117 of the original 123 subjects were located and interviewed.⁷

The results of the research were significant despite the fact that, as in several other studies, program participants lost their advantage in IQ scores over nonparticipants within a few years after completing the program. Therefore a significant contribution to the program's success likely derived from growth in noncognitive areas involving social-emotional functioning. During elementary and secondary school, Perry School participants were less likely to be placed in a special education program and had a significantly higher average achievement score at age 14 than nonparticipants. Over 65 percent of program participants graduated from regular high school compared with 45 percent of nonparticipants. At age 27, four times as many program participants as nonparticipants earned \$2,000 or more per month. And only one-fifth as many program participants as nonparticipants were arrested five or more times by age 27.⁸

Perry School Preschool's Estimated Impact per Program Participant

Table 1A Benefit/Cost Analysis

Present Value in 1992 Dollars Discounted at 3%

| Benefits* | For Participant | For Public | Total |
|--|-----------------|------------|---------|
| Child care provided | 738 | 0 | 738 |
| More efficient K-12 education, such as less grade retention and higher achievement | 0 | 6,872 | 6,872 |
| Decrease in public adult education costs | 0 | 283 | 283 |
| Increase in participants' earnings and employee benefits | 21,485 | 8,846 | 30,331 |
| Decrease in crime | 0 | 70,381 | 70,381 |
| Increase in publicly funded higher education costs | 0 | -868 | -868 |
| Decrease in welfare payments | -2,653 | 2,918 | 265 |
| Total Benefits | 19,570 | 88,433 | 108,002 |
| Cost of Program | 0 | -12,356 | -12,356 |

Estimated return on \$1 invested in program:

For Participant and Public: \$8.74 (\$108,002 in Benefits/\$12,356 for Cost of Program)

For Public: \$7.16 (\$88,433 in Benefits/\$12,356 for Cost of Program)

* Benefits and costs were measured from ages 3 through 27 and projected for ages 28 through 65.

Data source: *The High/Scope Perry Preschool Study Through Age 27*

Other studies of ECDPs, while not solely focused on 3- to 4-year-old children, also show improvements in scholastic achievement and less crime. For example, the Syracuse Preschool Program provided support for disadvantaged children from prenatal care through age 5. Ten years later, problems with probation and criminal offenses were 70 percent less among participants compared with a control group.⁹

As the result of the Abecedarian Project in North Carolina, which provided children from low-income families a full-time, high-quality educational experience from infancy through age 5, academic achievement in both reading and math was higher for program participants relative to nonpar-

Perry School Preschool's Estimated Impact per Program Participant

Table 1B Real Internal Rate of Return*

| Benefits** | | Average Annual Effect in 1992 Dollars | | |
|--|--------------|---------------------------------------|------------|--------|
| | | For Participant | For Public | Total |
| Child care provided | (Ages 3-4) | 385 | 0 | 385 |
| More efficient K-12 education | (Ages 5-17) | 0 | 747 | 747 |
| Decrease in public adult education services | (Ages 20-25) | 0 | 89 | 89 |
| Increase in participants' earnings and employee benefits | (Ages 18-27) | 2,142 | 714 | 2,856 |
| | (Ages 28-65) | 1,070 | 357 | 1,427 |
| Decrease in crime | (Ages 18-27) | 0 | 8,923 | 8,923 |
| | (Ages 28-65) | 0 | 1,565 | 1,565 |
| Increase in publicly funded higher education costs | (Ages 20-25) | 0 | -225 | -225 |
| Decrease in welfare payments | (Ages 18-27) | -392 | 431 | 39 |
| | (Ages 28-65) | -31 | 34 | 3 |
| Cost of program | (Ages 3-4) | 0 | -6,444 | -6,444 |
| Estimated Real Internal Rate of Return | | 4% | 12% | 16% |

* The internal rate of return is the interest rate received for an investment that consists of payments and revenue occurring at regular periods. The above amounts were allocated annually across the age groups listed.

** Benefits and costs were measured from ages 3 through 27 and projected for ages 28 through 65.

Data source: *The HighScope Perry Preschool Study Through Age 27*

participants into young adulthood. Furthermore, participants had fewer incidences of grade retention and special education placements by age 15.

The High Scope study conducted a benefit-cost analysis by converting the benefits and costs found in the study into monetary values in constant 1992 dollars discounted annually at 3 percent. The researchers found that for every dollar invested in the program during the early 1960s, over \$8 in benefits was returned to the program participants and society as a whole (see Table 1A).

While 8-to-1 is an impressive benefit-to-cost ratio, policymakers should place this result in context with returns from other economic develop-

ment projects. Perhaps another project can boast a higher benefit-to-cost ratio. Unfortunately, well-grounded benefit-to-cost ratios are seldom computed for public projects. However, an alternative measure—the internal rate of return—can be used to more easily compare the public, as well as private, return to investments. (The internal rate of return is the interest rate received for an investment consisting of payments and revenue that occur at regular periods.)

To calculate the internal rate of return for the Perry School program, we estimated the time periods in which costs and benefits in constant dollars were paid or received by program participants and society (see Table 1B). We estimate the real internal rate of return for the Perry School program at 16 percent. "Real" indicates that the rate of return is adjusted for inflation.

While program participants directly benefited from their increase in after-tax earnings and fringe benefits, these benefits were smaller than those gained by the general public. Based on present value estimates, about 80 percent of the benefits went to the general public (students were less disruptive in class and went on to commit fewer crimes), yielding over a 12 percent internal rate of return for society in general. Compared with other public investments, and even those in the private sector, an ECDP seems like a good buy. This analysis suggests that early childhood development is underfunded; otherwise, the internal rate of return on an ECDP would be comparable to other public investments.

As with virtually all studies, there are caveats to the High/Scope findings. On the one hand, the High/Scope study may overstate the results we could achieve today. Problems facing children 30 years ago were different from the problems facing children today. Single parenthood, parental drug use, neighborhood crime are higher in many areas of the country than they were 30 years ago. Therefore, the rate of return of an ECDP today may be lower than the Perry School program.

Furthermore, in reviewing our method of calculating the internal rate of return, one could argue that some of the payments and revenue streams assigned should have started or ended in different years, or that assigning an even distribution distorts the actual payments and revenue made. Nevertheless, we find that the final result holds,

even when payments and revenue are adjusted to a more conservative distribution.

On the other hand, the High/Scope study may understate the results we could achieve today. First, the High/Scope study doesn't measure positive effects on children born to participant families after the study period. The knowledge gained by parents participating in the program likely transferred to their younger children. Second, the study may further understate the effects because it doesn't take into account effects on future generations. With increased education and earnings, participants' children would be less likely to commit crime and more likely to achieve higher levels of education and income than if their parents hadn't attended the Perry School program. A chain of poverty may have been broken.

The returns to ECDPs are especially high when placed next to other spending by governments made in the name of economic development. Yet ECD is rarely considered as an economic development measure.

For example, tax increment financing and other subsidies have recently been used to locate a discount retail store and an entertainment center in downtown Minneapolis, and to relocate a major corporate headquarters to suburban Richfield and a computer software firm to downtown St. Paul. Can any of these projects, which combined represent an estimated quarter of a billion dollars in public subsidies, stand up to a 12 percent public return on investment? From the state's point of view, if the subsidy is simply moving businesses within the state, the public return is zero. If the subsidy is required for the business to survive, the risk-adjusted public return is not merely small but could be negative.

As our lawmakers review proposals to build or improve the state's major professional sports stadiums, let's not make the same mistake. The various proposals to build new baseball and football stadiums and improve the current basketball stadium total over \$1 billion. Can new stadiums offer a comparable public return on investment as an ECDP? How does a new stadium reduce crime, increase earnings and potentially break a chain of poverty? We propose that this \$1 billion plus be invested in a project with a much higher public return.

Proposal: Minnesota Foundation for Early Childhood Development

Our proposal—to create a foundation for early childhood development in Minnesota—isn't born in a vacuum. For several years the state of Minnesota has sponsored initiatives to help prepare children for kindergarten, specifically, Early Childhood Family Education, or ECFE, School Readiness and state-funded Head Start programs. These programs often work together in supporting early childhood development.

ECFE provides support to parents and their children from birth until kindergarten enrollment to promote the healthy growth and development of children. The program offers classes for parents and

Table 2 Cost Estimate to Educate all 3- and 4-Year-Old Children from Low-Income Families in Minnesota at a Two-Year, High-Quality ECDP

Annual cost of program

| | |
|---|----------------|
| Number of 3- and 4-year-old children living in poverty* | 20,000 |
| Cost per child** | \$ 9,500 |
| Total | \$ 190,000,000 |

Current funds available

| | |
|--|----------------|
| Federal and state annual funds for Head Start (Serves about 13,300 children at an annual cost of \$5,750 per child) | \$ 80,000,000 |
| School Readiness (Estimate that 30 percent of children participating in the program live in poverty) | \$ 3,000,000 |
| Early Childhood Family Education (Estimate of amount currently spent on 3- and 4-year-old children who live in poverty) | \$ 2,000,000 |
| Total | \$ 85,000,000 |
| Total annual need | |
| Cost—Current funds available) | \$ 105,000,000 |
| \$1.5 billion endowment invested in AAA corporate bonds yielding an average 7 percent annual return | \$ 105,000,000 |

* Based on statistics from the Minnesota Department of Children, Families, and Human Resources.

** Estimate based on current program costs.

children, and provides optional home visits. About \$20 million in state aid was allocated to ECFE in 2001, which supported programs for more than 300,000 parents and children.¹¹

Between the ages of 3 1/2 to 5 years, children can participate in School Readiness programs that provide a wide array of prekindergarten activities in collaboration with other early childhood and community programs. Funding for School Readiness was about \$10 million in 2001 and reached 43,030 children.¹²

The state of Minnesota also allocated almost \$19 million to supplement federal funding (\$59 million) for Head Start programs in 2000, with about 13,300 children and their families participating in comprehensive education, health and social services. However, according to a state report, only 45 percent of eligible children and their families received Head Start services. Some of these eligible children between the ages of 3 1/2 to 5 years who didn't receive help from Head Start participated in School Readiness programs.¹³ However, it is unlikely that participation of high-needs children in a lower-cost, less comprehensive program demonstrated the returns available in a part- to full-day, long-term program.

We propose that the Minnesota state government create the Minnesota Foundation for Early Childhood Development to fill the gap between the funds currently available for ECFE, School Readiness and Head Start and the amount necessary to fully fund a high-quality program for all 3- and 4-year-old children living in poverty in Minnesota. A one-time \$1.5 billion outlay would create an endowment that could support ECDPs on an annual basis. The foundation would receive donations from government, private foundations, individuals and businesses. With the foundation's funds invested in corporate AAA bonds, earning about 7 percent per year, we estimate that the \$105 million in annual earnings would cover the yearly costs required to fully fund comprehensive, high-quality ECDPs for all children from low-income families in Minnesota (see Table 2).

The Minnesota Foundation for Early Childhood Development would provide funding for well-supported and highly effective ECDPs, whether supplementing funds for an existing Head Start center or helping start a new program. The Foundation

would provide additional resources to enhance existing programs, such as boost teacher qualification and compensation, reduce teacher-student ratios and expand curriculum resources. Furthermore, the Foundation would provide start-up funds for new ECDPs to help reach all eligible children.

We contend that funding for ECDPs should reach the level of model program status, such as the Perry School program, since this is the level at which high returns have been demonstrated. Well-funded ECDPs would ensure that all teachers have a degree in early childhood education and are paid at a level that keeps turnover to a minimum. Furthermore, ECDPs would maintain low student-to-teacher ratios and use high-quality curriculum materials. Funds should also be allocated for research to track the improvement of participating children and identify where additional support may be needed. Participation in these programs should be voluntary, but incentives may be provided for families to participate. ECDPs should work effectively with parents and include them in the education process with their children.

Conclusion

The conventional view of economic development typically includes company headquarters, office towers, entertainment centers, and professional sports stadiums and arenas. In this paper, we have argued that in the future any proposed economic development list should have early childhood development at the top. The return on investment from early childhood development is extraordinary, resulting in better working public schools, more educated workers and less crime. A \$1.5 billion investment to create the Minnesota Foundation for Early Childhood Development would go a long way toward ensuring that children from low-income families are ready to learn by the time they reach kindergarten.

Granted that in today's tight fiscal environment, \$1.5 billion is a particularly large sum, which may mean we can't fully fund the program immediately. But we should be able to fully fund the endowment over the next five years. After measuring the public impact on the quality of life that such a foundation can provide, the costs of not making such an investment are just too great to ignore. ■

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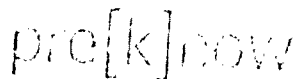
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Fact Sheets

The Benefits of High-Quality Pre-K

Pre-k benefits children, their families, and their communities. From improved academic outcomes to the economic savings to schools and states, the benefits of high-quality pre-k are irrefutable.

Successful Students

Pre-k increases high school graduation rates.

Chicago children who attended a pre-k program were 29 percent more likely to graduate from high school than their peers who did not have pre-k. (Source: Chicago Longitudinal Study)

Pre-k helps children do better on standardized tests.

Michigan fourth graders who had attended pre-k passed the state's literacy and math assessment tests at higher rates than their peers who had no pre-k. (Source: "State Efforts to Evaluate the Effects of Pre-Kindergarten", Yale University Child Study Center)

Pre-k reduces grade repetition.

Maryland fifth graders who attended pre-k were 44 percent less likely to have repeated a grade than their peers who did not attend pre-k. (Source: "State Efforts to Evaluate the Effects of Pre-Kindergarten", Yale University Child Study Center)

Pre-k reduces the number of children placed in special education.

Among Chicago children, those who attended pre-k were 41 percent less likely to require special education services than their peers who did not attend. (Source: Chicago Longitudinal Study)

Responsible Adults

Pre-k reduces crime and delinquency.

Chicago children who did not attend pre-k were 70 percent more likely to be arrested for a violent crime by age 18 than their peers who had been pre-k participants. (Source: Chicago Longitudinal Study)

Pre-k lowers rates of teen pregnancy.

North Carolina children who attended pre-k were less likely to become teen parents than their peers who did not attend pre-k (26 percent vs. 45 percent). (Source: The Carolina Abecedarian Project)

Pre-k leads to greater employment and higher wages as adults.

Forty-year old adults in Michigan who attended pre-k as children were more likely to be employed and had a 27 percent higher average income than their peers who did not have pre-k. (Source: The High Scope Perry Pre-school Project)

Pre-k contributes to more stable families.

Forty-year old adults in Michigan who attended pre-k as children were more likely to report that they are getting along well with their parents than their peers who did not attend pre-k (75 percent vs. 64 percent). (Source: The High Scope Perry Pre-school Project)

Stronger Communities

Every \$1 invested in high quality pre-k saves taxpayers up to \$7

Pre-k results in savings by reducing the need for remedial and special education, welfare, and criminal justice services, according to a number of studies. (Sources: "The Economics of Investing in Universal Preschool Education in California", Rand Corporation; The High Scope Perry Preschool Project)

Pre-k improves efficiency and productivity in the classroom

Children who attended pre-k at Head Start centers had more advanced skills in areas such as following directions, problem-solving, and joining in activities, all of which allow teachers to spend more time working directly with children and less on classroom management. (Source: "The Head Start Family and Child Experiences Survey", U.S. Department of Health and Human Services)

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Children Benefit from High-Quality Pre-K

- Increased Educational Success
 - Less grade repetition
 - Less special education
 - Improved social behavior and cognitive
 - Higher high school graduation rates
- Increased Life Success
 - Lower teenage pregnancy rates
 - Less involvement in crime
 - Higher employment and earnings

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Society Benefits from High-Quality Pre-K

- More productive workforce
- Increased competitiveness
- Reduced crime
- Increased school achievement
- Significant return on investment
 - Savings in K-12 costs
 - Savings in social services costs
 - Savings in crime costs
 - Increased tax revenue

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Economic Returns of Pre-K

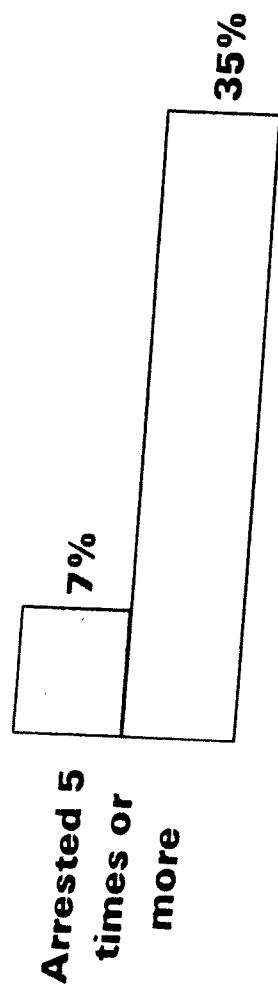
Cost Savings per \$1 Invested

| | |
|-------------------------------------|-------------|
| Perry Preschool | \$17 |
| Abecedarian | \$4 |
| Chicago Child Parent Centers | \$7 |

Includes savings from less welfare usage, decreased crime and incarceration costs, and higher participant productivity/earnings

Perry Preschool: Crime Effects at Age 27

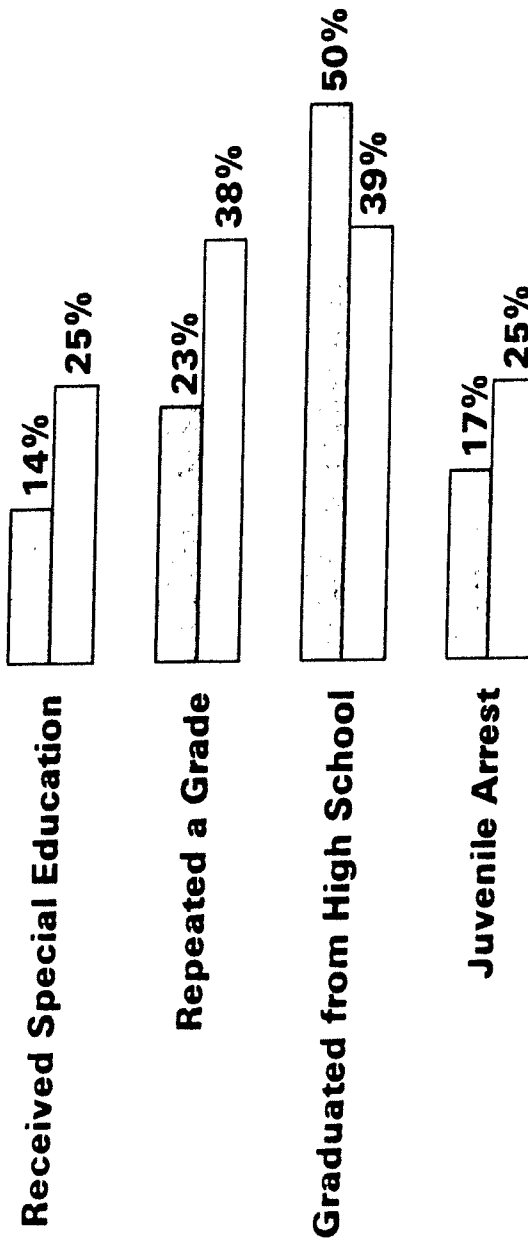
- ☐ Program Group
- ☐ No Program Group



Source: Fight Crime: Invest in Kids

CPC Academic Benefits at School Exit

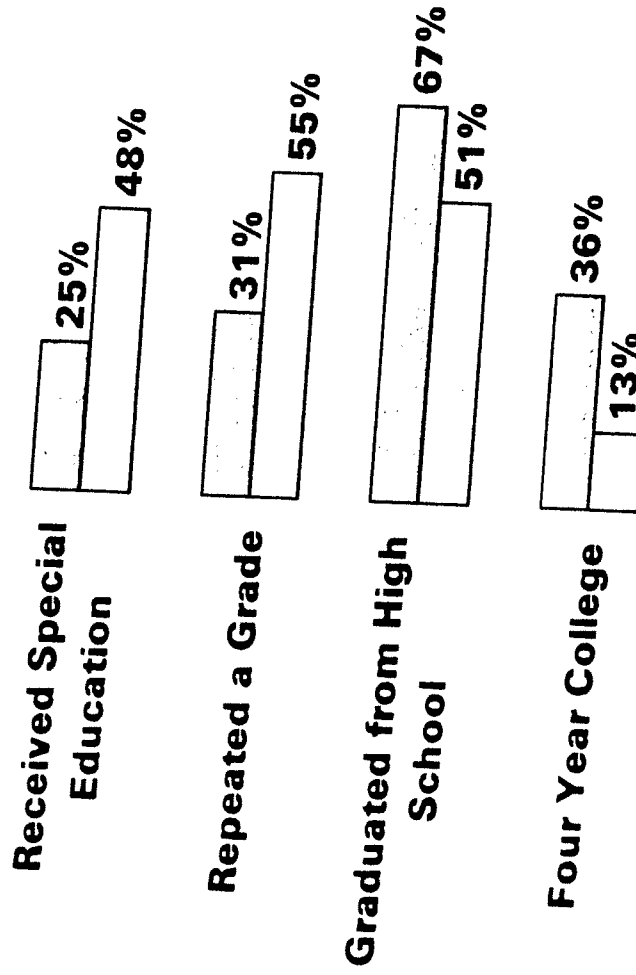
- ☒ Program Group
- ☐ No Program Group



Source: National Institute for Early Education Research

Access to Academic Benefits

- ☐ Program Group
- ☐ No Program Group



Source: National Institute for Early Education Research

Inside the Pre-Kindergarten Door: A deeper look at what makes a high-quality pre-K classroom

Deborah A. Phillips, William T. Gormley, Jr., and Amy Lowenstein, Georgetown University

We explored the "black box" of pre-K classrooms to identify promising targets for public investments in classrooms that promote learning.

Our study looked inside the classroom door of pre-K programs in the relatively stringent policy context of Tulsa, Oklahoma. We investigated three primary research questions: 1) What are children's experiences with regard to classroom emotional and instructional climate and exposure to academic instruction in Tulsa's pre-K classrooms? 2) Are the Tulsa pre-K classrooms characterized by higher-quality classroom environments and greater instructional time for four-year-old children as compared to comparable classrooms in other states? 3) Do program auspice (Head Start or TPS pre-K) and teacher characteristics and practices predict variation in classroom processes in Tulsa's publicly-funded four-year-old classrooms?

The rapid growth in state pre-K programs represents a national experiment focused on finding the best means of launching all young children on a trajectory of school success. In just the past five years, there has been a 40% increase in the number of four-year-olds enrolled in state pre-K programs. This trend has generated interest in the impacts of early childhood education on children's academic and social development, as well as questions related to how policy makers can focus public resources to produce high-quality classroom experiences for children. Our study addresses the latter question in the context of Tulsa, Oklahoma's pre-K program, which has generated extremely strong cognitive impacts across racial and income groups. Our sample is pre-kindergarten (pre-K) classrooms run by the Tulsa Public Schools (TPS) and four-year-old Head Start classrooms run by the Community Action Project (CAP) of Tulsa County.

All Pre-K Programs Are Not Created Equal

Teacher and classroom standards vary widely across states with pre-K programs.

State-funded pre-K programs vary extensively in teacher standards. For example, while 26 states require a

BA degree and early childhood certification for all pre-K lead teachers, 8 states do not require any teachers to have a BA degree, and 10 states do not require teachers to have specialized training in early childhood education (ECE). The majority of states require a teacher-child ratio of 1:10, but 12 states allow less stringent ratios in some or all of their pre-K classrooms. Oklahoma has among the most stringent state pre-K standards, with its requirements that every classroom's lead teacher have a BA degree and an early childhood certification, a maximum class size of 20, and teacher-to-student ratio of 1:10. Salaries and benefits are the same as those of elementary school teachers, and strong support exists for focused instructional in-service training. These standards and practices apply not only to pre-K programs based in the TPS system, but also to collaborating Head Start and child care programs.

KEY FINDINGS

TPS Pre-K and Head Start Classrooms

Tulsa's pre-K classrooms offer higher levels of instructional support than their counterparts in other states. Compared to national samples, Tulsa pre-K teachers in both TPS and Head Start devoted more time to pre-literacy; TPS pre-K teachers also devoted more time to math and science.

We used the Classroom Assessment Scoring System (CLASS) to capture instructional and emotional climate in the classroom. The quality of the climates that children were exposed to in the TPS pre-K and Head Start classrooms varied across our outcome measures and within each measure. The quality of Instructional Support was notably lower (3.21, on average) than the quality of Emotional Support (5.23, on average), and the ranges within each of these quality indices were substantial (1.40 to 5.94 for Instructional Support, 3.25 to 6.80 for Emotional Support). Based on other studies, however, it appears that higher levels of Instructional Support are more difficult to achieve than higher levels of Emotional Support. Although both are 7-point scales, they may be calibrated differently, making direct comparisons of Instructional and Emotional Support problematic.

In order to assess the quantity of academic instruction, we used the Child Engagement section of the Emerging Academics Snapshot (CE-EAS). The most notable descriptive finding using this instrument is the relatively large amount of time spent on literacy activities (consuming 24–30% of instructional time) as compared to time spent on math, science, or social studies. This likely reflects the strong emphasis placed on literacy in early educational contexts in the United States today.

Comparison of Tulsa Programs to National Samples

When compared to other school-based pre-K programs from multi-state samples, teachers in the Tulsa TPS pre-K classrooms, and to a lesser extent the Tulsa Head Start classrooms, received significantly higher ratings on aspects of classroom management and instructional support, specifically, how well teachers use classroom time, maximize students' engagement in learning, and provide feedback that expands understanding (Figures 1 and 2 show significant differences). On dimensions related to the emotional climate (e.g., warm/fun emotional tone, teachers who are responsive to students' needs and consider students' interests and points of view), however, the Tulsa pre-K classrooms did not differ from those in the multi-state samples. The Tulsa pre-K teachers in both TPS and Head Start classrooms also devoted substantially more time to pre-literacy activities as compared to their counterparts in the multi-state study, and the TPS pre-K teachers devoted significantly more time to math and science than other school-based pre-K programs.

Predicting Classroom Climate and Instructional Time Allocation

Teacher and program characteristics have success at predicting instructional time allocation, but not the climate in the classroom.

A critical question for policy purposes concerns how to produce the kinds of pre-K classrooms that generate learning and social gains. We examined which

teacher characteristics and practices predicted higher-quality classroom processes in the Tulsa pre-K classrooms. To this end, we investigated associations between the outcomes of classroom climate and instructional time allocation and the inputs of school auspice (TPS pre-K or Head Start); teachers' educational backgrounds, experience, undergraduate GPAs, and curricular choices; and whether the classroom was on a full- or half-day schedule. None of these program or teacher characteristics predicted variation in the quality of the instructional or emotional climate that children experienced in Tulsa's pre-K programs, as measured by CLASS.

In contrast, the teachers' allocation of instructional time was affected by several of the inputs we examined (see Table 1, next page). The location of the classroom

in a Head Start or TPS pre-K program was the most consistent predictor of children's exposure to instructional activities. Teachers in Head Start classrooms spent significantly less time practicing letters and sounds and on math activities, but they spent more time on social studies than did their counterparts in TPS pre-K classrooms.

Of the teacher characteristics, years of classroom experience showed the most consistent associations with classroom time allocation. More experienced teachers showed a pattern of results suggesting that they devote

Figure 1. Quality comparisons between TPS pre-K and multi-state school-based pre-K classrooms
(**Significant difference at $p < .01$)

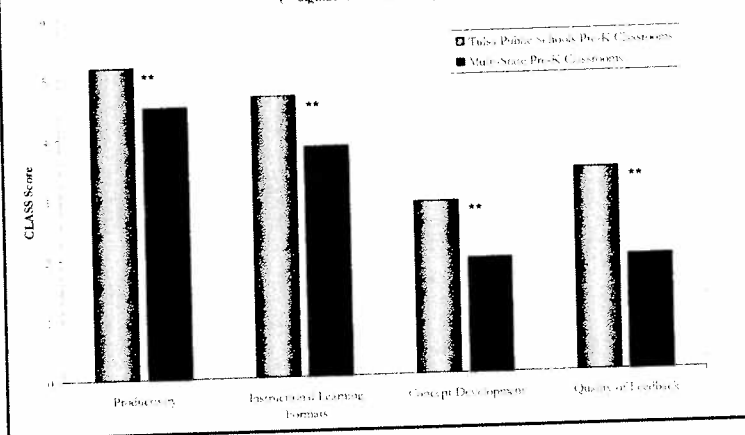


Figure 2. Quality comparisons between Tulsa Head Start and multi-state Head Start classrooms
(**Significant difference at $p < .01$)

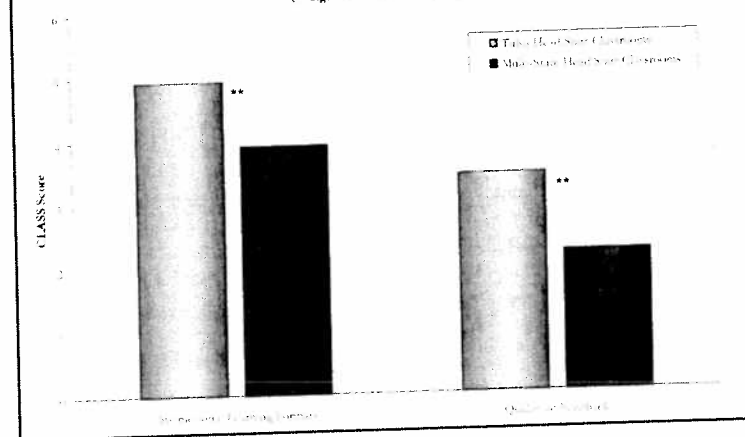


Table 1. Predicting Classroom Time Allocation Practices from Teacher and Classroom Characteristics (TPS and CAP Head Start classrooms combined)

| Variable | Proportion of Time Spent on Academic Activities | | | | | | | | |
|----------------------------------|---|---------------------------|------------------------------|---------|---------------------------------|------|----------------|------------------------|-----------------------|
| | Reading | Practicing Letters/Sounds | Building Expressive Language | Writing | Literacy Activities (Composite) | Math | Social Studies | Gross Motor Activities | Fine Motor Activities |
| <i>School-level variable</i> | | | | | | | | | |
| Head Start Classroom | n.s. | — | n.s. | — | n.s. | — | + | + | — |
| <i>Classroom-level variables</i> | | | | | | | | | |
| BA ECE | + | n.s. | + | n.s. | n.s. | n.s. | n.s. | n.s. | n.s. |
| MA | n.s. | n.s. | n.s. | n.s. | n.s. | n.s. | n.s. | n.s. | n.s. |
| Teacher Experience | + | + | + | n.s. | + | n.s. | — | n.s. | n.s. |
| Undergraduate GPA | n.s. | n.s. | + | n.s. | n.s. | n.s. | n.s. | n.s. | n.s. |
| Half-day Classroom | n.s. | n.s. | n.s. | n.s. | n.s. | n.s. | n.s. | n.s. | n.s. |
| Direct Instruction | n.s. | + | n.s. | n.s. | + | n.s. | n.s. | n.s. | n.s. |
| Thematic Instruction | — | — | + | — | n.s. | n.s. | n.s. | n.s. | n.s. |
| Creative Curriculum | n.s. | n.s. | n.s. | n.s. | n.s. | n.s. | n.s. | n.s. | n.s. |

Note. "n.s." = not a significant association at $p = .10$ level.

more time to pre-literacy activities. The teachers' educational backgrounds, specifically whether they had majored in ECE and their GPA, played significant, but less influential roles.

The teachers' choice of curricula also affected their use of instructional time in ways that correspond to the differing emphases of the different curricula. These findings need to be interpreted cautiously in light of the extremely common practice, among the Tulsa teachers, of integrating multiple curricula and the fact that this research was not designed as a curriculum evaluation study.

POLICY IMPLICATIONS

The policy priority should be to identify effective teachers and reward them appropriately.

In some respects, our research supports generally cautious findings from the education literature—it is possible to identify differences in classroom quality and classroom practices, but it is difficult to explain them. Although Tulsa's pre-K classrooms are superior to those of other school-based and Head Start pre-K classrooms with college-educated, early-childhood-certified teachers, it is hard to pinpoint teacher characteristics that account for the higher levels of instructional support in Tulsa. It is possible to identify some teacher characteristics that help to explain differences in how pre-K classroom time is spent, but these variables may have limited predictive power. It is important to keep in mind that these conclusions are drawn in the context of Oklahoma's relatively stringent pre-K policy environment, the general effect of which we have not assessed.

The two most powerful variables we have identified are auspices (school-based programs differ from Head Start) and teacher experience. If our goal is to have

pre-K teachers devote more time to literacy and math in the classroom, then **we should direct more experienced teachers to pre-K classrooms and equip Head Start teachers to spend similar amounts of high-quality time on math and literacy instruction as their school-based counterparts.**

However, we always need to **recruit new teachers into the system.** Recent teacher recruitment initiatives, including the Teach for America program and the North Carolina TEACH program, have helped to lure bright, talented college graduates and mid-career professionals into public school classrooms, including many inner-city classrooms that need them desperately. Public officials might wish to expand the pre-K components of these programs and evaluate the outcomes. Similarly, the federal No Child Left Behind law is an important focus for efforts to bring greater attention and resources to the nation's pre-K classrooms.

Other strategies for recruiting new teachers, including **salary bonuses, also are worth considering, especially if they provide financial incentives** to qualified and motivated teachers who are willing to serve at-risk children. New York City's Teaching Fellows Program, for example, has narrowed the teacher quality gap between more advantaged and less advantaged public schools.

At a minimum, we need to ensure that we do not lose effective pre-K teachers for reasons, such as wage disincentives, that can be prevented. Although teacher salaries in Tulsa are not notably high, pre-K teacher salaries in Tulsa are close enough to the prevailing wage rate that they have attracted many bright, dedicated, and energetic teachers into pre-K classrooms. **Compensating pre-K teachers at the same wage rate as other teachers**

may be an excellent strategy for promoting effective teaching in four-year-old classrooms.

Ultimately, we need to do a better job of identifying effective teachers and rewarding them. Getting children started on successful school trajectories is a daunting and extremely important job. Efforts to predict who will and will not be an effective teacher remain elusive, which signals **the need to observe teachers as they practice their craft and to evaluate the progress made by their students.** Under the Denver Pro Comp plan, for example, teachers whose students perform better receive higher compensation than teachers whose students perform worse; teachers also are rewarded for ongoing professional development. An alternative would be for principals or peers to reward teachers based on their own assessment of teachers' performance. We are sympathetic to the intent of these initiatives and would urge funders to evaluate their impacts on both the teaching workforce and student performance.

APPENDIX: METHODS

We examined classroom climate and exposure to academic instruction to gain insight into classroom processes that may help explain the highly successful outcomes of the Tulsa pre-K program.

Our classroom sample included virtually the entire universe of state-funded morning classrooms for four-year-olds in Tulsa and 106 of the 129 total pre-K classrooms (78 of the 100 TPS pre-K classrooms and 28 of the 29 Head Start classrooms).

Of the 106 lead teachers in the participating classrooms, 104 completed questionnaires about their educational background and training, employment history, and use of pre-K curricula. Seventy-seven of the teachers who completed questionnaires provided consent for us to obtain a copy of their college transcript.

Between February and May of 2006, classroom observations were conducted by pairs of trained observers in the 106 participating classrooms. We chose two instruments to assess the classrooms: the Classroom Assessment Scoring System (CLASS), used to capture the instructional and emotional climate in the classrooms, and the Child Engagement section of the Emerging Academics Snapshot (CE-EAS), used to capture exposure to academic instruction. CLASS is generally portrayed as a measure of classroom quality, whereas CE-EAS is most accurately viewed as a measure of the quantity of academic instruction.

We consolidated the 11 CLASS dimensions into three composites: emotional support, classroom

management, and instructional support. Furthermore, we focused on 10 out of 14 CE-EAS activities, selected to capture individual children's exposure to instruction and activities in a range of skill domains.

Comparison to Other National Samples

In order to place the descriptive data from the Tulsa classrooms in a broader context, the National Center for Early Development and Learning (NCEDL) Multi-State Study of Pre-Kindergarten and the State-Wide Early Education Programs (SWEEP) Study provided comparison classroom data from 11 states.

We restricted our cross-site comparisons to classrooms with a lead teacher who had both a BA-degree and was certified to teach children ages four through third grade (to match the early childhood certification requirement in Tulsa). A total of 241 classrooms from the NCEDL/SWEEP sample met these criteria. The six Tulsa classrooms in which the lead teacher was not early-childhood-certified also were excluded.

Hierarchical Linear Modeling

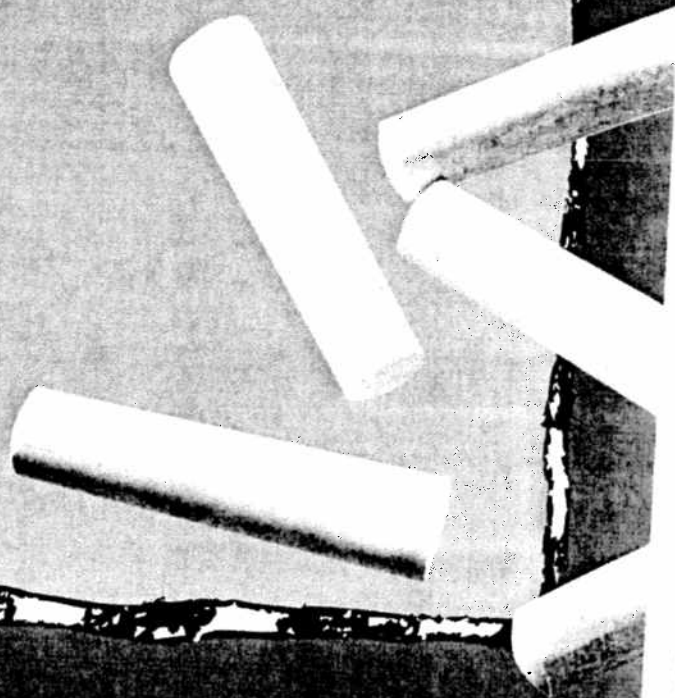
In order to examine predictors of variation in classroom processes in the Tulsa pre-K programs, we used hierarchical linear modeling (HLM) to take into account the nesting of classrooms within TPS pre-K and Head Start programs. The Head Start/TPS pre-K variable was modeled as a school-level variable, and the other independent variables (teacher has a BA in ECE, teacher has MA, teacher experience, teacher's undergraduate GPA, full day/half day classroom, teacher's use of curricula) were modeled as classroom-level variables.

AUTHORS' NOTE AND ACKNOWLEDGEMENTS

The authors of this report are Deborah A. Phillips, Professor, Georgetown University Department of Psychology; William Gormley, Jr., University Professor, Georgetown Public Policy Institute; and Amy Lowenstein, Ph.D. Candidate, Georgetown University Department of Psychology. We would like to thank the Foundation for Child Development, the David and Lucile Packard Foundation, the Spencer Foundation, and the A.L. Mailman Family Foundation for their generous financial support. We also thank the Tulsa school leadership, principals, and teachers without whom this research would not have been possible. The authors alone are responsible for the contents of this report.

The full text of this report is available through the Center for Research on Children in the U.S. (CROCUS) at Georgetown University. The web site is: <http://www.crocus.georgetown.edu>.

State Profiles



Alaska

NO PROGRAM

Alaska does not have a state-funded prekindergarten initiative, although the state has provided a supplement to federal Head Start programs since the 1980s. State funding through Alaska's Head Start supplement is available to any federally recognized Head Start program in the state, and totaled more than \$6 million during the 2006-2007 school year. These funds are targeted toward quality improvement through professional development and school readiness activities, and wherever possible, funds are used to serve additional children and families. In 2006-2007, approximately 500 additional children were served in both Early Head Start and Head Start settings.

| ACCESS RANKINGS | |
|-----------------|-------------|
| 4-YEAR-OLDS | 3-YEAR-OLDS |
| No Program | |

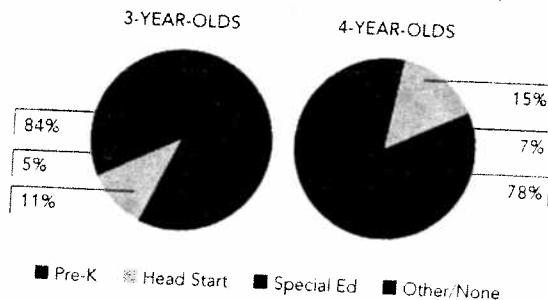
| RESOURCES RANKINGS | |
|--------------------|-----------------------|
| STATE SPENDING | ALL REPORTED SPENDING |
| No Program* | |

* In previous Yearbooks, only state spending was ranked.

ACCESS

| | |
|---|------------------|
| Total state program enrollment | 0 |
| School districts that offer state program | NA |
| Income requirement | NA |
| Hours of operation | NA |
| Operating schedule | NA |
| Special education enrollment | 1,138 |
| Federally funded Head Start enrollment | 2,555 |
| State-funded Head Start enrollment | 470 ¹ |

STATE PRE-K AND HEAD START ENROLLMENT AS PERCENTAGE OF TOTAL POPULATION



QUALITY STANDARDS CHECKLIST

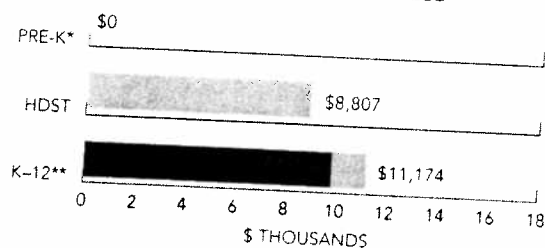
**TOTAL
BENCHMARKS
MET**

**No
Program**

RESOURCES

| | |
|---|-------------|
| Total state pre-K spending | \$0 |
| Local match required? | NA |
| State Head Start spending | \$6,084,100 |
| State spending per child enrolled | \$0 |
| All reported spending per child enrolled* | \$0 |

SPENDING PER CHILD ENROLLED



* Pre-K programs may receive additional funds from federal or local sources that are not included in this figure.

** K-12 expenditures include capital spending as well as current operating expenditures.

Data are for the '06-'07 school year, unless otherwise noted.

■ State Contributions
■ Local Contributions
■ Federal Contributions
■ TANF Spending

¹ This figure is based on an estimated total number of non-ACF-funded children served and the percentage of 3- and 4-year-olds as reported in the 2006-2007 Head Start PIR.