



# State Approaches to Pre-Kindergarten Expansion

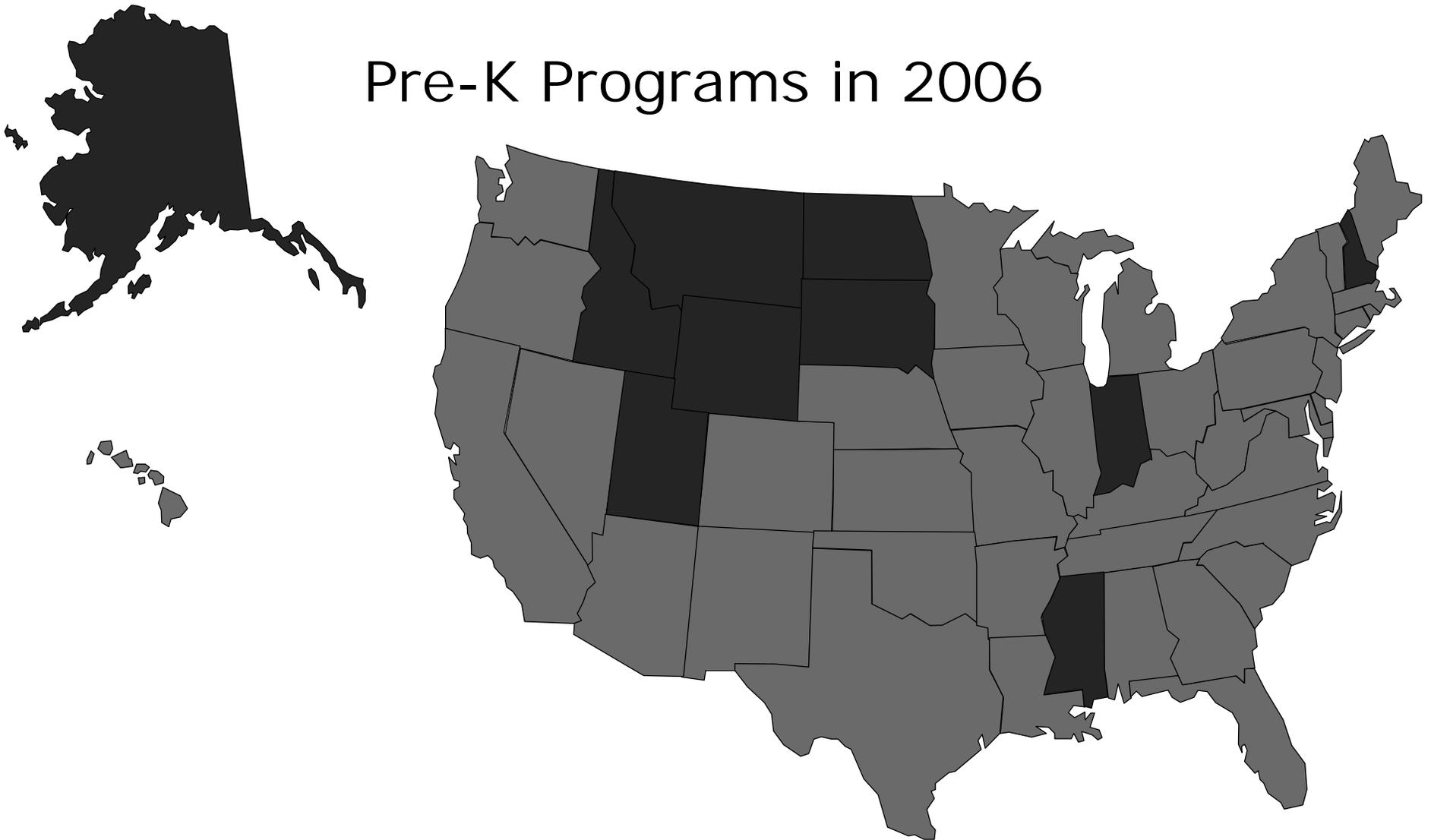
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# Presentation Outline

- State Pre-K Actions in 2006
- State Approaches and Policy Decisions
- Key State Choices
  - Which children?
  - Program duration
  - Service delivery
  - Quality
- State Examples

## Pre-K Programs in 2006



40 States with State-Funded Pre-K

Total of 52 state Pre-K programs. States with more than 1 program are: KS, LA, NJ, NY, OH, PA, SC, VT, WI

No state Pre-K in AK, ID, IN, MS, MT, NH, ND, SD, UT, WY



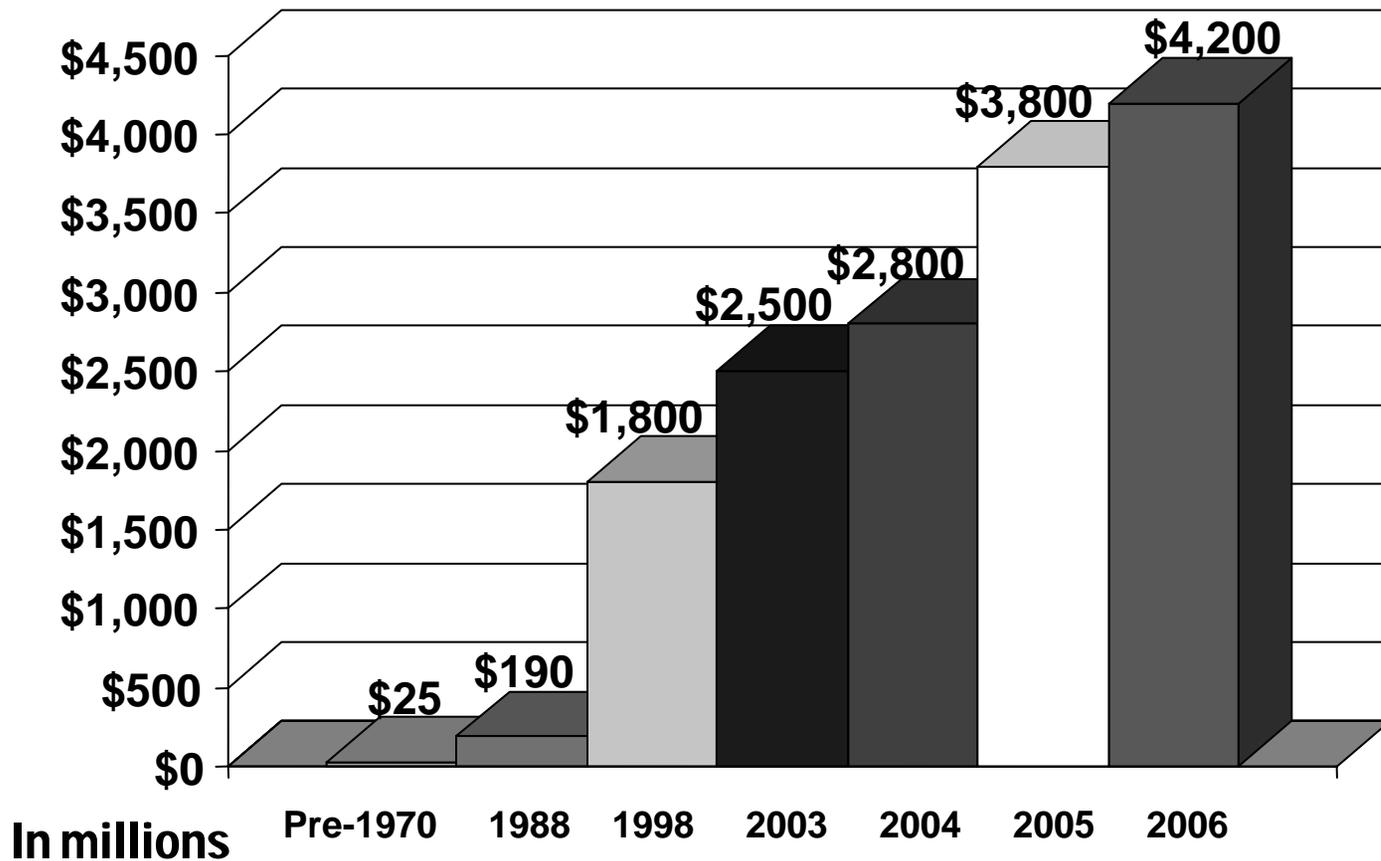
# New Funding for Pre-K: 2006

31 states added \$1 billion in new funding over 2 years

A few highlights:

- New York - \$50 million to Universal Prekindergarten
- Pennsylvania - \$50 million to block grant
- California - \$50 million + \$50 million (one time) for facilities
- Illinois - \$45 million to Early Childhood Block Grant
- South Carolina - \$26 million
- Kentucky - \$23 million
- Tennessee - \$20 million
- New Mexico - \$8 million
- Texas – \$7.3 million for military families
- Virginia - \$6.5 million
- Kansas - \$2 million for pilot in 7 counties

# Funding for Pre-Kindergarten



Source: Anne Mitchell, Early Childhood Policy Research;  
National Institute for Early Education Research (NIEER); Pre-K Now

# Recent State Approaches

Different strategies for Pre-K expansions:

- Targeted to low performing schools: Arkansas, Colorado, South Carolina
- At-risk children: California, Kentucky, Tennessee, Virginia
- Preschool for All: Illinois (block grant), West Virginia (school finance), Florida, Georgia, and Oklahoma
- Pre-K and other early learning: Illinois (0-3), South Carolina (0-5), Pennsylvania (K-3)
- School adequacy litigation: South Carolina's pilot in 8 lawsuit counties
- Military families: Texas

# Ballot Measures

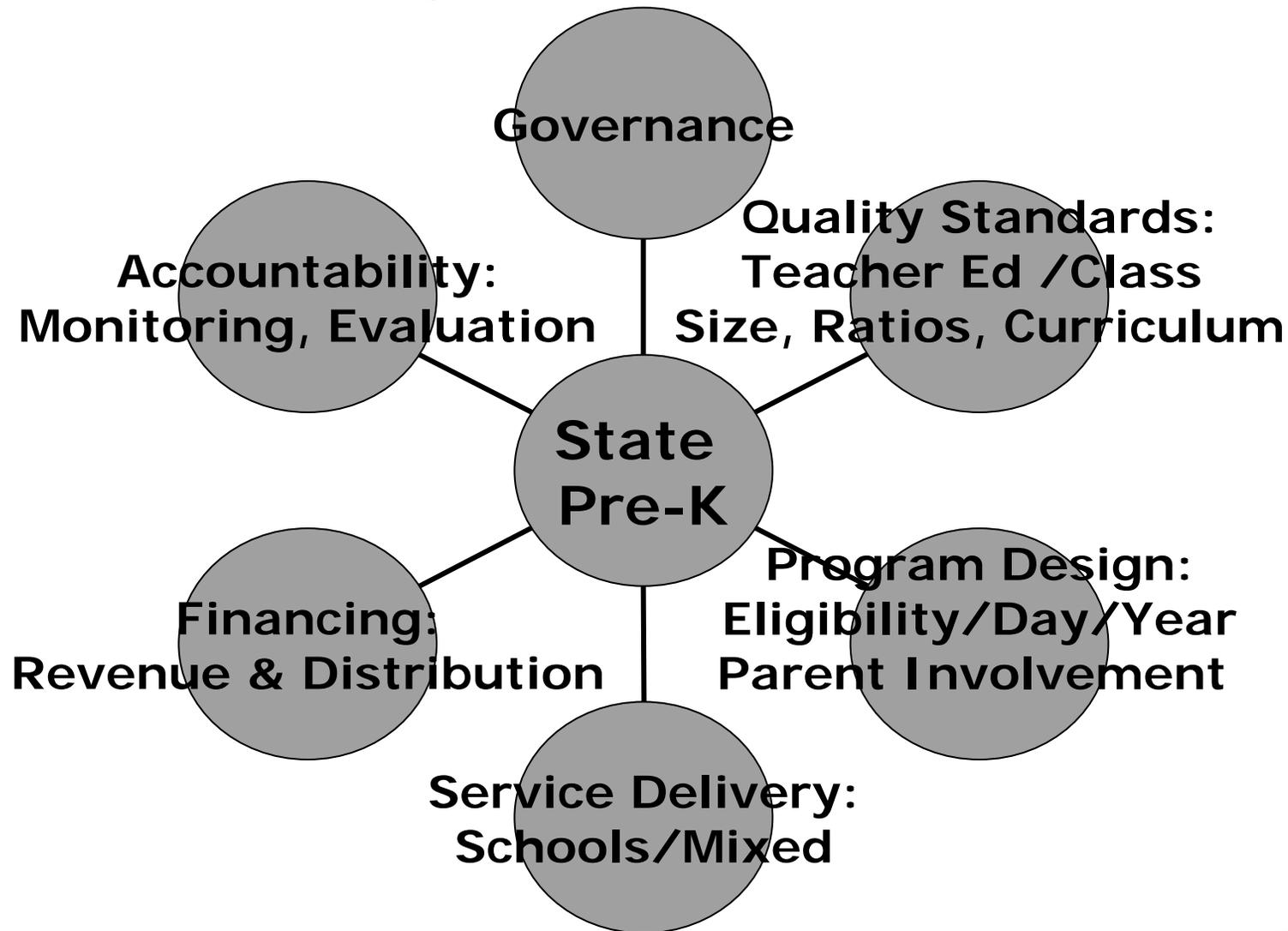
## Pre-Kindergarten

- **California Proposition 82:** to create a part-day preschool program for all children the year before they enter kindergarten. Increase the income tax by 1.7% tax on taxable income over \$800,000 for couples filing jointly and over \$400,000 for individuals. The measure did not pass with 39 percent voting yes and 61 percent voting no.
- **Denver measure (1A):** to raise Denver sales tax by .12% to fund preschool for Denver 4-year-olds and to improve preschool quality. Parents receive a tuition credit based on need and could choose their preschool provider.

## Early Learning

- **Arizona's Proposition 203:** to establish an Early Childhood Development and Health Fund, increases tax on tobacco products (\$.80 tax on cigarettes). Funds services including early childhood development and health services for children age 5 and under.
- **Nebraska's Amendment 5 (referred by the legislature-LB 1006):** is a constitutional amendment to permit the use of \$40 million in Common Schools funding for early childhood education for children from birth to kindergarten-age and creates an endowment. Requires private funding of \$20 million to be committed by 2011. (Also related: LB 1256)

# Pre-K Policy Decisions for States



# Program Eligibility

**Policy choice:** which children to serve

## **State approaches:**

States serve 4-year-olds primarily

- 27 states also fund 3-year-olds
- Five states reduced enrollment of 3-year-olds while increasing 4-year-olds.

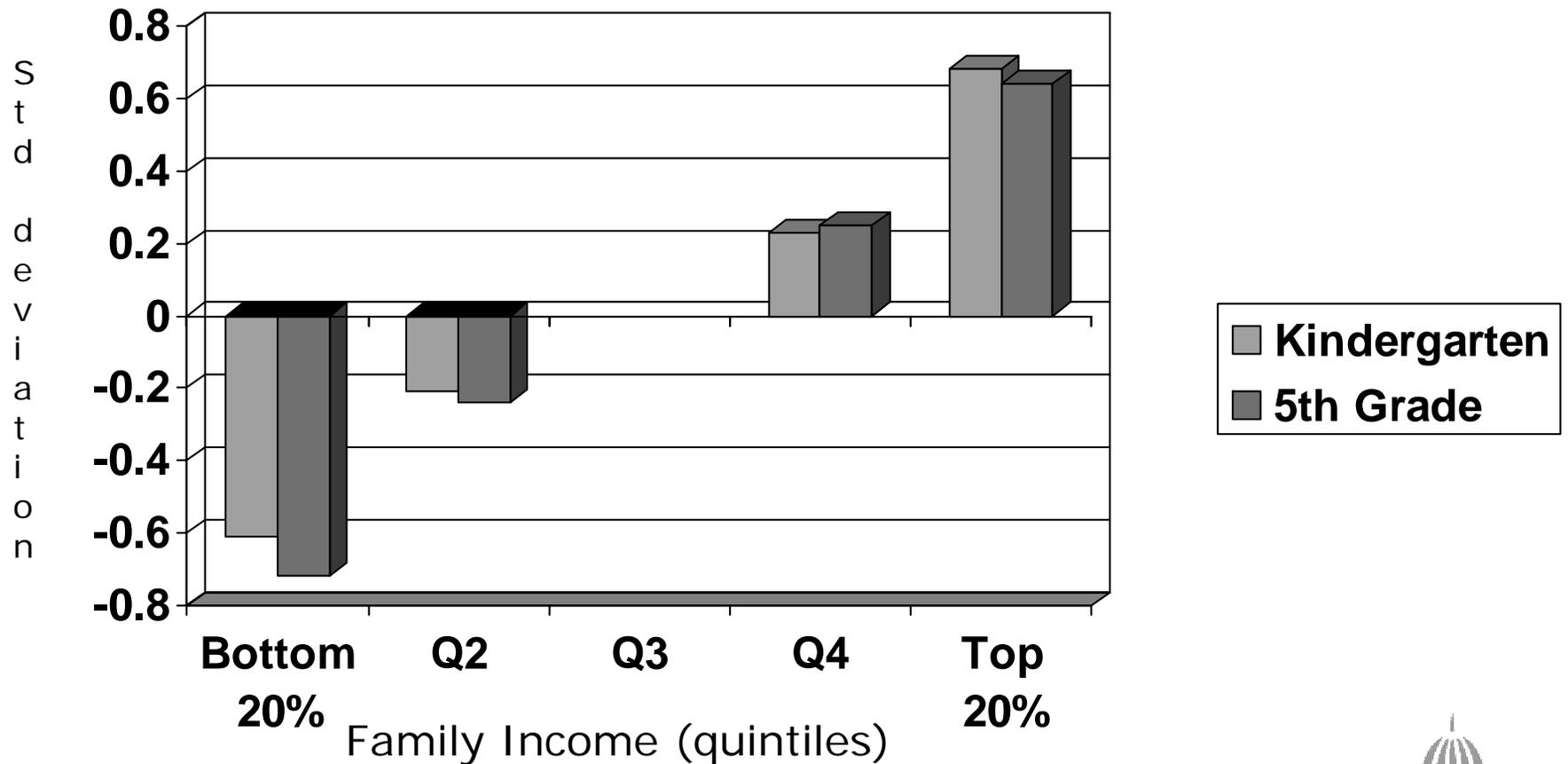
## Targeted

- Low-income children (free and reduced lunch, % of poverty)
- Children at-risk (risk factors such as - homelessness, exposure to domestic violence, low parent education, low birth weight, teen parents, developmental delay or limited English proficiency)  
Some states allow local communities to determine risk factors.
- Low-performing schools attendance areas (Arkansas, California)
- All children in geographic areas (New Jersey)

## "Universal"

- Available for all children who want to enroll (Florida, Georgia, Oklahoma, plus Illinois and West Virginia phasing in.

# Large Skills Gaps that Persist at Different Income Levels (between Kindergarten & 5<sup>th</sup> Grade)



Source: Katherine Magnuson, Univ. of Wisconsin, Early Childhood Longitudinal Study - Kindergarten (ECLS-K), Reading

# Research on Targeted and Universal Programs

- Studies of programs for all children
  - Oklahoma study- shows all children gain from the preschool program, but minority and low-income gain the most
  - West Virginia - compared children eligible for school lunch and those not eligible and found some evidence that disadvantaged children made larger gains, though both groups of children gained from Pre-K
- Studies of targeted programs - Michigan and South Carolina - similar size gains as Oklahoma and New Jersey.
- New Jersey (Abbott) - two evaluations: one saw increase in language and literacy but not math skills; other saw language, literacy and math gains
- Longitudinal studies - Model programs: Perry Preschool (40-year), Abecedarian (21-year), Chicago Child Parent Center (12<sup>th</sup> grade), and many others – show child outcomes and societal outcomes

# Economic Analysis

- Find cost - benefit ranging from \$3.78 (Abecedarian) to \$7.14 (Chicago) to \$17.07 (Perry Preschool)
- Return on Investment for Perry calculated by MN Federal Reserve as 16%
- Ongoing economic work being done by James Heckman, University of Chicago and others

# Program Design (How long?)

**Policy Choice:** Length of day/year

## **State Approaches:**

- Half day (2.5 hours, 3 hours)
- School day (approx. 6 hours)
- Full day
- Local option

States focusing on kids at-risk are opting for a longer day

- Arkansas - 7 hrs, school year
- Connecticut – 60% must be full day, rest can be part-day or school day by local decision
- Louisiana (LA4 program) - 10 hrs, 6+4 before and after
- New Jersey (Abbott) – 10 hrs, 6+4 all year

School day- Georgia, North Carolina, South Carolina (new pilot), Tennessee

# Research on Duration

- NIEER study found children who are far behind at entry to preschool "can develop vocabulary, math and literacy skills that approach national norms" with good quality full day Pre-K.
  - Study compared 8 hrs/45 weeks to 3 hrs/41 weeks
- Greater improvement in math and reading skills than half-day program
- Additional research needed

# Delivering Pre-K

**Policy choice:** Coordinating with child care/Delivery of Pre-K through child care

## **State Approaches:**

- Coordination – Pre-K in schools, then children can go to child care or family child care (different locations). Transportation and schedule issues for working families.
- Mixed delivery through community providers (all at the same location)
  - Funding distribution
    - Direct to mix of providers - AR, IL, MI
    - To school districts with subcontracting – 14 states
    - Local councils – CT, MA, NC
    - School districts only – Louisiana (LA4 program), NY Targeted, DC
  - Contracting
    - Required - % required in NY, WV, CT
    - Encouraged – NJ, PA, TN

# Research on Mixed Delivery

- Benefits of mixed delivery
  - Increased enrollment in Pre-K (and younger siblings)
  - Improved quality because of focus on learning and access to credentialed teachers
  - Greater access to school district resources i.e., professional development and computers
  - More teachers seeking certification
  - Increases in salaries
  - Sharing best practices
- Concerns
  - Impact on centers – see opening and closing, but not more closing
  - Would serve fewer at-risk children – saw more at-risk served
  - Loss of teachers from child care to Pre-K – mixed
  - Some loss of 4-year-olds cited, needed to increase 3-year-olds

# Considerations for Mixed Delivery

- Assessing market impact
- Importance of high quality in all settings
- Conscious work with community providers to meet standards/reconcile requirements
- Accounting for start-up and ongoing funding needs of community providers
- Design that meets the needs of families

# Teacher Challenges

**Policy Choice:** Teacher education and training requirements

## **State Approaches:**

- 17 states require BA level teachers in public and private classrooms; 18 require BA + education in early childhood
  - compare to child care – 36 states have no teacher education/training requirements)
- IA, MA, MI, MO, NM, NY, OR, VA, WV require only teachers in public schools to have BAs and apply a different standard to community providers
- 10 states do not require a BA for any setting

Source: National Institute for Early Education Research (NIEER), *Increasing the Effectiveness of Preschool Programs, 2006*)

# Research about the Impact of Teacher Education

- Teacher education and training make a difference  
Bachelor's degree + specialized training recommended
  - Teachers are more responsive, more actively engaged, more encouraging to children, provide richer language and cognitive experiences
  - Children score higher, have higher self confidence, are more sociable with other children
  - Classrooms are higher in quality
- Challenge for states

# Considerations

- Current education level of workforce
- Who are you training?
  - Kindergarten teachers
  - New teachers
  - Child care providers
- Preparedness of higher education to meet the teacher training gap
  - Institutional grants to develop and offer courses
  - Certification
- Consideration of both education level and demonstrated competent interactions with children in the classroom
- Tuition stipends for students

# Putting It All Together: State Examples



# Arkansas

## Arkansas Better Chance for School Success

- Funded with excise tax on beer, state funds, local match
- Target children in low performing school districts PLUS eligibility tied to income plus another risk factor
- Open to all providers that can meet the standards
- 3 and 4-year-olds
- Teachers licensed (P-4)
- Full day, full week
- Joint governance between education and human services

# New Jersey

- Abbott Preschool Program (result of litigation)
  - Targets 30 poorest school districts
    - Percent threshold qualifying for school lunch
    - Geographic focus - all children in those districts are eligible
  - Serves 3 and 4-year-olds
  - Full school day plus child care for extended hours
  - BA plus Early Childhood certification. Those in private provider settings are paid salaries comparable to schools.

# North Carolina

- More at Four
  - Serve at-risk 4-year-olds below 75% of state median income or if above must meet other risk factors
  - priority for children who have not participated in early education (unserved or underserved)
  - School day, school year
- Open to providers who are 4 or 5 stars or schools
- Teachers with BAs with birth-K license
- Local decision-making regarding needs

## NCSL Technical Assistance

- Research
  - Identify experts
  - Provide testimony
- Assist with policy development

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