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ABSTRACT

This working paper presents options for federal and state policymaking to create incentives for states and communities to make preschool education available to all young children. The majority of 3- to-5-year-olds are engaged in preschool programs of one form or another, and one answer to questions regarding the quality of these programs is universal preschool. At present, Georgia is the only state that has committed sufficient funds to reach universal access. The word "universal" has several meanings, and the term "preschool" implies a certain level of educational quality. Four distinct delivery systems for preschool education in communities with local, state, and federal support are noted: kindergarten, Head Start, child care, and prekindergarten. One effective system is more efficient than several separate ones with regulatory, administrative, and other gaps, overlaps, and inconsistencies. Steps that states can take toward universal preschool education are delineated, including establishing one set of regulations that apply to all early childhood programs, raising staff qualifications, establishing program standards, and ensuring that a necessary infrastructure is funded. The paper also delineates roles for the federal government, which include conducting an annual survey on the status of preschool education, funding research to develop evidence-based curricula, and creating financial incentives for states and communities to develop locally responsive systems of preschool education. Appended is a table delineating how much each state and the District of Columbia budgets for its state prekindergarten program or the Head Start supplement, and the schematic diagram for constructing universal preschool. (KB)

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# THE FOUNDATION FOR CHILD DEVELOPMENT

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### EDUCATION FOR ALL YOUNG CHILDREN: THE ROLE OF STATES AND THE FEDERAL GOVERNMENT IN PROMOTING PREKINDERGARTEN AND KINDERGARTEN

Anne W. Mitchell

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# WORKING PAPER SERIES

EDUCATION FOR ALL YOUNG CHILDREN:
**THE ROLE OF STATES AND THE FEDERAL GOVERNMENT IN PROMOTING PREKINDERGARTEN AND KINDERGARTEN**

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April 2001

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The purpose of the Working Paper Series is to share ideas and potential solutions about how all American families can meet the basic requirements for the healthy development of their children.

Views expressed in this paper are those of the author. E-mail: awmitchell@aol.com

The United States has been building a system of public education in our country since Colonial times. Every child is entitled to a free public education through high school. Beyond that, there is a robust mix of public and private institutions of higher education and a financial aid system that helps students afford to go to college. As a nation, we believe everyone should graduate from high school and nearly everyone should go on to complete college. We invest our resources in education because we believe in its merits.

**OUR CENTRAL CHALLENGE LIES ON THE FRONT END OF THE EDUCATION CONTINUUM: IT IS PRESCHOOL EDUCATION.**

OUR FIRST NATIONAL EDUCATION GOAL IS FOR ALL YOUNG CHILDREN TO START SCHOOL READY TO ACHIEVE AND SUCCEED AS LEARNERS.

## INTRODUCTION

Our first national education goal is for all young children to start school ready to achieve and succeed as learners. Successful learners have intellectual, social and emotional competence. To reach that goal, all young children need to start life healthy, nurtured by loving families living in safe and caring communities. And all young children deserve access to a good preschool education.

Brain development research tells us that young children are learning from the earliest moments of life, and learning especially rapidly in their first five years.[1] The accumulated evidence from evaluations of high quality early education programs tells us children advance in intellectual, social and emotional competence in the short term, do better academically (in both reading and math) and socially in school, and generally live more productive lives as adults than children who have no preschool education or who have poor early educational experiences.[2] All young children benefit from good preschool education, with disadvantaged children realizing greater gains. We know that the costs of providing good preschool education are outweighed by the benefits.[3] All kinds of programs for young children have the potential to provide good early education, i.e., to promote social, emotional, intellectual, and physical development and learning. We also know that not all young children have opportunities to experience good early education, since the majority of what is offered does not meet accepted standards of quality.[4]

WE KNOW THAT THE COSTS OF PROVIDING GOOD PRESCHOOL EDUCATION ARE OUTWEIGHED BY ITS BENEFITS.

WE ALSO KNOW THAT NOT ALL YOUNG CHILDREN HAVE OPPORTUNITIES TO EXPERIENCE GOOD EARLY EDUCATION.

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[1] Shore, Rima (1997). *Rethinking the Brain.* New York: Families and Work Institute.

[2] Cost, Quality and Child Outcomes Study Team. (1999). *The Children of the Cost, Quality, and Child Outcomes Study Go to School, Executive Summary.* Denver, CO: University of Colorado at Denver.

Frances A. Campbell, Elizabeth P. Pungello, Shari Miller-Johnson, Margaret Burchinal, and Craig T. Ramey (2000) *Early Learning, Later Success: The Abecedarian Study Early Childhood Educational Intervention for Poor Children, Executive Summary.* Chapel Hill, NC: University of North Carolina, Frank Porter Graham Child Development Center. <http://www.fpg.unc.edu/~abc/>

[3] Barnett, W. Steven. "Long-term Effects of Early Childhood Programs on Cognitive and School Outcomes." *The Future of Children* 5, 3 (1995): 25-50.

[4] Cost, Quality and Child Outcomes Study Team (1995). *Cost, Quality and Child Outcomes in Child Care Centers.* Denver, CO: University of Colorado.

The merits of investing in early education are well established, the national goal for school readiness has been set, and the gap between current reality and the goal is known. What we lack is a plan for putting into practice what we know so that we can close the gap and reach our goal. This paper presents options for federal and state policymaking to create incentives for states and communities to make preschool education available to all young children.

### HOW MANY PRESCHOOL-AGED CHILDREN ARE THERE?

There are about 21 million children under the age of six in the United States. Children under six include infants, toddlers, preschoolers and children old enough to attend kindergarten. Close to 60 percent of these children live in families where both parents (or the single parent) are working or in school. About 75 percent of young children, regardless of the work/education status of their parents, are enrolled in some program outside their home.[5]

ABOUT 75 PERCENT OF YOUNG CHILDREN, REGARDLESS OF THE WORK/EDUCATION STATUS OF THEIR PARENTS, ARE ENROLLED IN SOME PROGRAM OUTSIDE THEIR HOME.

The vast majority (93 percent) of the nation's 3.5 million five-year-olds attend kindergarten at least part-day; 56 percent attend full-school-day kindergarten programs.[6] But consider the more than seven million three- and four-year old children.[7] These preschool-age children are enrolled in a variety of programs: Head Start, child care centers, public schools, state-funded prekindergarten programs, and family child care homes. According to the National Household Education Survey, 46 percent of three-year-olds and 70 percent of four-year-olds were enrolled in a center-based program in 1999.[8]

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[5] Smith, Kristin (2000). *Who's Minding the Kids? Child Care Arrangements Fall 1995.* Current Population Reports, P70-70. U. S. Census Bureau, Washington, DC.

[6] The Condition of Education 2000, *Table 2-1. Percentage of 3-, 4-, and 5-year-olds enrolled in center-based programs or kindergarten, by student characteristics: 1991, 1993, 1995, 1996 and 1999,* and *Table 46. Enrollment of 3-, 4-, and 5-year-old children in preprimary programs, by level and control of program and attendance status: October 1965 to October 1998.*

[7] *Population Estimates for the U.S. and States by Single Year of Age and Sex: July 1, 1999,* Population Division, U.S. Census Bureau, Washington, DC 20233 Internet Release Date: March 9, 2000. <http://www.census.gov/population/estimates/state/stats/st-99-20.txt>

[8] U.S. Department of Education (1999). *National Household Education Survey (NHES), Parent Interview Component.* Washington DC: USDOE.

BECAUSE THERE IS NO UNIFIED NATIONAL DATA REPORTING SYSTEM AND STATES DO NOT SYSTEMATICALLY COLLECT DATA, THERE IS NO WAY TO KNOW EXACTLY HOW MANY CHILDREN OF WHAT AGES ARE IN WHICH PROGRAMS FOR HOW LONG.

Many children are enrolled in more than one program, since they have working parents. Because there is no unified national data reporting system and states do not systematically collect data, there is no way to know exactly how many children of what ages are in which programs for how long. Data are reported primarily by the funding source of the program. The following are reasonable estimates for program participation of three- and four-year old children (who are referred to in this paper as 'preschool-aged children'):

- 793,000 preschool-aged children are in Head Start (they are living in families with below-poverty level incomes; 13 percent of them are children with disabilities),[9]
- 725,000 preschool-aged children are in state-funded prekindergarten programs in schools and community-based settings,[10]
- 313,000 preschool-aged children considered to be educationally disadvantaged are in federally funded programs in public schools (Title I),[11]
- 571,000 participate in preschool special education programs (about half receive these services in regular classrooms),[12] and
- 2.8 million preschoolers – three- and four-year-old children – attend child care centers and family child care homes.[13]

Clearly, the majority of children aged three, four and five are engaged in preschool programs of one form or another. Are all

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[9] Administration for Children, Youth and Families, Head Start Bureau, *2000 Head Start Fact Sheet.* (updated December 6, 2000). <http://www2.acf.dhhs.gov/programs/hsb/research/00_hsfs.htm>

[10] Schulman, Karen, Helen Blank and Danielle Ewen (1999). *Seeds of Success: State Prekindergarten Initiatives 1998-99.* Washington, DC: Children's Defense Fund.

[11] US General Accounting Office (September 2000). *Title I Preschool Education More Children Served but Gauging Effect on School Readiness Difficult.* Washington DC: GAO/HHS-00-171.

See also: Hinkle, Donna (July 2000). *School Involvement in Early Childhood.* Washington, DC: US Dept. of Education, OERI. <http://www.ed.gov/pubs/schoolinvolvement/>

[12] Twenty-first Annual Report to Congress on the Implementation of the Individuals with Disabilities Education Act (1999). <http://www.ed.gov/offices/OSERS/OSEP/OSEP99AnlRpt/>

[13] Administration for Children, Youth and Families, Child Care Bureau. *Child Care for Young Children: Demographics* (June 2000) <http://www.acf.dhhs.gov/programs/ccb/faq1/demogra.htm>

ARE ALL OF THESE PROGRAMS OFFERING 'QUALITY PRESCHOOL EDUCATION' THAT WILL LEAD TO SCHOOL SUCCESS?

of these programs offering 'quality preschool education' that will lead to school success for the children who attend? Who is paying for these programs now? What about preschool education for the millions of preschoolers who aren't attending any organized program?

## CONSIDERING UNIVERSAL PRESCHOOL

AT PRESENT, THE ONLY STATE THAT HAS COMMITTED SUFFICIENT FUNDS TO REACH UNIVERSAL ACCESS IS GEORGIA, WHOSE PROGRAM, SINCE 1995, HAS BEEN OPEN TO ALL FOUR-YEAR-OLDS WITHOUT REGARD TO INCOME OR ANY OTHER CRITERIA EXCEPT AGE.

One answer to these questions is "universal preschool." This is a concept that is being discussed across the country, surfaced as an issue in the recent presidential campaign, is being implemented in some form in at least three states (Georgia, Oklahoma and New York), and being considered in several others. At present, the only state that has committed sufficient funds to reach universal access is Georgia, whose program, since 1995, has been open to all four-year-olds without regard to income or any other criteria except age. New York's second prekindergarten program (enacted in 1997) is called "Universal Pre-Kindergarten." The authorizing legislation expresses both commitment and a funding formula to move toward universal access by the 2002-3 school year. In 1998, Oklahoma's preschool program, originally for at-risk four-year-olds, was expanded so all four-year-olds are eligible.

A different sense of universal characterizes prekindergarten programs in Texas, Connecticut and New Jersey. In Texas, any school district in which there are 15 eligible children must provide a prekindergarten program (eligible means either being poor, homeless or unable to speak or comprehend English). In Connecticut and New Jersey, the state-funded program is focused on access for all children in particular geographic areas (certain cities/towns in Connecticut and specific school districts in New Jersey). New Jersey's program is the result of a state supreme court decision on the fiscal inequity of public education which ordered preschool (and full-school-day kindergarten) to be provided to all children in the thirty lowest wealth school districts. A similar educational equity lawsuit in North Carolina will require preschool be provided to all four-year-olds who are identified as at-risk of school failure.

*WHAT DOES UNIVERSAL MEAN?*

The term "universal" has several meanings. To some, universal implies a free service that all children must participate in - similar to the public school primary grades. In every state, children are required to attend school beginning at a certain age and public school districts must provide education programs free of charge.[14] Another interpretation of universal is more like kindergarten, which is generally voluntary for children to attend, but mandatory for most school districts to provide. About a quarter of states require children to attend kindergarten, while close to three-quarters of the states (and the District of Columbia) require schools to provide kindergarten for at least part of the school day. All states now provide state education aid to school districts for kindergarten, but about half the states limit aid to part-day. Generally, kindergarten is free to parents, although 8 states do permit school districts to charge fees.

UNIVERSAL CAN MEAN THAT ENOUGH PROGRAMS ARE AVAILABLE FOR ALL CHILDREN WHOSE PARENTS WANT THEM TO ATTEND.

WHILE PROGRAMS MAY NOT BE COMPLETELY FREE, THEY CAN BE AFFORDABLE TO FAMILIES.

Universal can also imply "access," meaning that enough programs are available for all children whose parents want them to attend. Beyond having an adequate supply of programs, access is affected by family resources. While programs may not be completely free, they can be affordable to families because some part of the program is free and/or the fees charged are related to family income. Another factor related to access is the work status of children's parents: most working families need programs for their children that offer more than part-time hours. Part-day programs may be offered for as few as 2_ hours per day, while full-working-day programs are usually available for more than 10 hours per day.

*WHAT DOES PRESCHOOL MEAN?*

THE TERM "PRESCHOOL" CLEARLY IMPLIES A CERTAIN LEVEL OF EDUCATIONAL QUALITY.

While universal has several meanings, the term "preschool" clearly implies a certain level of educational quality, an

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[14] Since 1918, compulsory school attendance has been the law in every state. The minimum age for compulsory attendance ranges from five to eight years. In seven states and DC, it is five years old; in 19 states it is six; in 22 states it is seven; and in 2 states, compulsory attendance does not begin until age eight (Pennsylvania and Washington). Six states require kindergarten attendance even though compulsory attendance begins at a later age.

INTENSITY MATTERS, TOO.

expectation that young children are learning in a setting they attend in the years before they enter school. Quality preschool education means operationally a program that promotes growth in the complementary areas of cognitive, social-emotional and physical development necessary for children to be ready to succeed in the primary grades. Such a program has a well-designed and delivered curriculum, teachers who are qualified and well-prepared for teaching young children, and small class sizes that foster the close teacher-child relationships through which children learn. Intensity matters, too. Children make greater gains when they participate in programs that are longer both in hours per day and length of year and in number of years of attendance.[15]

Two recent reports from the National Research Council of the National Academy of Sciences offer forceful and clear recommendations that pertain to preschool education. *From Neurons to Neighborhoods* proclaims the urgent need for "a new national dialogue focused on rethinking the meaning of both shared responsibility for children and strategic investment in their future. The time has come to stop blaming parents, communities, business and government, and to shape a shared agenda to ensure both a rewarding childhood and a promising future for all children."[16]

*Eager to Learn* states that "something approaching voluntary universal early childhood education, a feature of other wealthy industrialized nations, is also on the horizon" in the United States. The report distills the knowledge base on early education curriculum, pedagogy and assessment, defines the features of quality programs, and offers strong recommendations for policy and practice. For example, every group of children in a preschool education program should have a teacher with at least a bachelor's degree with

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[15] Campbell, et al. (2000).

[16] National Research Council and Institute of Medicine (2000). *From Neurons to Neighborhoods: The Science of Early Childhood Development.* Committee on Integrating the Science of Early Childhood Development. Jack P. Shonkoff and Deborah A. Phillips, eds. Washington, DC: National Academy Press. (Executive Summary, page 15).

specialized education related to early childhood.[17] Both reports assert that all environments for children can be educational opportunities and that learning is both thinking and feeling - care and education are not separable.

### WHO SHOULD BE OFFERED "PRESCHOOL EDUCATION"?

GIVEN THAT YOUNG CHILDREN BENEFIT FROM PARTICIPATING IN PRESCHOOL EDUCATION, AN ARGUMENT CAN BE MADE THAT PUBLIC FUNDS SHOULD BE INVESTED TOWARD PRESCHOOL EDUCATION FOR ALL CHILDREN.

Given that young children benefit from participating in preschool education, an argument can be made that public funds should be invested toward preschool education for all children. In this case, all could mean all children not yet in primary grades, that is, all children under age six. Or a more specific age group could be targeted, for example, all three- and four-year-olds.

AND THE FIVE-YEAR-OLDS SHOULD NOT BE LEFT OUT.

And the five-year-olds should not be left out. Part-day kindergarten is an anachronism in a world where most children have full-time working parents and many children have attended full-working-day preschool programs before coming to kindergarten. Research shows that children who attend full-school-day versus half-day kindergarten do better academically and socially during the primary school years. Parents prefer longer kindergarten programs because children have to make fewer transitions within a day and they believe their children will be better prepared for first grade.[18] Extending the benefits of all-day kindergarten to the 45 percent of kindergartners now in half-day programs makes sense. New Mexico has increased state budget appropriations for kindergarten so that by 2003 all five-year-olds will have access to full-school-day kindergarten.

RESEARCH SHOWS THAT CHILDREN WHO ATTEND FULL-SCHOOL-DAY VERSUS HALF-DAY KINDERGARTEN DO BETTER ACADEMICALLY AND SOCIALLY DURING THE PRIMARY SCHOOL YEARS.

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[17] National Research Council and Commission on Behavioral and Social Sciences and Education (2000). *Eager to Learn: Educating Our Preschoolers.* Committee on Early Childhood Pedagogy. Barbara M. Bowman, M. Suzanne Donovan and M. Susan Burns, eds. Washington, DC: National Academy Press. (Executive Summary, page 2).

[18] ERIC Clearinghouse on Elementary and Early Childhood Education (March 2000). *Ready Search: Kindergarten Scheduling and Kindergarten Research (105 citations).* Champaign, IL: ERIC.

## WHAT IS THE STATUS OF PRESCHOOL EDUCATION IN THE STATES NOW?

Education is primarily a state responsibility, although no state yet has a fully functioning system of preschool education. Most states invest to some degree in preschool education and multiple state agencies and budgets are involved. As with states, federal interest in preschool education crosses department and agency lines, involving Health and Human Services, Education, Labor, Agriculture and Treasury.[19]

FOR YOUNG CHILDREN AND FAMILIES, PRESCHOOL EDUCATION IS A COMMUNITY AND A STATE ISSUE.

For young children and families, preschool education is a community and a state issue. In sharp contrast to European countries, the United States provides little public support for young children.[20] To a large degree what state you live in, and which community within that state, determines what programs are available.

Basically, there are four distinct programs or delivery systems for preschool education that operate in communities with local, state and federal support - kindergarten, Head Start, child care and prekindergarten. Children with disabilities may be served in any of the four programs or may be served in their homes, or in programs specifically for children with disabilities. While these distinctions seem highly categorical, in practice the boundaries between these programs or systems are blurring as interactions among them become common. For example, prekindergarten programs in many states use child care and Head Start programs as delivery systems. Some public schools are Head Start grantees. Collaboration in

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[19] US General Accounting Office (April 2000). *Early Education and Care: Overlap Indicates Need to Assess Crosscutting Programs*. Washington, DC: GAO/HEHS-00-78.

[20] Gornick, Janet C. and Marcia K. Meyers. "Support for Working Families, What the United States Can Learn from Europe." *The American Prospect: A Special Report on Children and Families.* January 1-15, 2001: 3-7.

serving children between Head Start and child care organizations is promoted by federal Head Start policy.[21]

*KINDERGARTEN*

Children attend kindergarten mainly in public school settings (85 percent). Class sizes vary by state and may also vary among school districts within a state. All states require public school kindergarten teachers to be licensed, which requires at minimum a bachelors degree. The majority of states have teacher licensure configurations that begin with children younger than five. Many, but not all states, have a teacher licensure title called "early childhood."[22] The total investment in kindergarten across all states is difficult to calculate because state expenditure data are not collected by grade level and accurate data on local contributions are not available. Moreover, not all states require kindergarten to be provided, and many states only provide state funding for part-day programs regardless of the actual length of a school district's kindergarten day.

NOT ALL STATES REQUIRE KINDERGARTEN BE PROVIDED, AND MANY STATES ONLY PROVIDE STATE FUNDING FOR PART-DAY PROGRAMS REGARDLESS OF THE ACTUAL LENGTH OF A SCHOOL DISTRICT'S KINDERGARTEN DAY.

*HEAD START*

Head Start is a federal-local grant program to provide comprehensive preschool programs for children living below the poverty level. Head Start is delivered by community organizations (including schools and local government) in every state. Geographically, all counties in the U.S. are served. However, because of insufficient funding, less than half of all eligible children are reached. The one exception is the state of Ohio: the state government has expanded the program with

GEOGRAPHICALLY, ALL COUNTIES IN THE U.S. ARE SERVED BY HEAD START. HOWEVER, BECAUSE OF INSUFFICIENT FUNDING, LESS THAN HALF OF ALL ELIGIBLE CHILDREN ARE REACHED.

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[21] Schumacher, Rachel, Mark Greenberg, & Joan Lombardi (April 2001). *State Initiatives to Promote Early Learning: Next Steps in Coordinating Subsidized Child Care, Head Start, and State Pre-kindergarten.* Washington, DC: The Center for Law and Social Policy. <http://www.clasp.org/>
See also three papers by Schumacher, Greenberg, & Lombardi (April 2001)
1. Universal Access to Pre-kindergarten: Georgia's Experience,
2. The Community Partnership Model: Massachusetts' Experience, and
3. Targeted Head Start Expansion Initiatives: Ohio's Experience

[22] Ratcliff, Nancy, Josue Cruz and Jan McCarthy (1999). *Early Childhood Teacher Education Licensure Patterns and Curriculum Guidelines: A State-by-State Analysis.* Washington, DC: Council for Professional Recognition.

state funds and estimates that over 80 percent of four-year-olds whose family income is below poverty are served.

Federal funding supports direct services, quality improvements including compensation increases and professional development, training and technical assistance, research and evaluation. Head Start programs must meet federal performance standards that address all areas of operation, including teacher qualifications and child outcomes. Class sizes are limited to no more than 16 children with at least a teacher and one other adult. The majority of teachers must have at least an associate degree in early childhood education or child development by 2003. The most recent reauthorization increased the program's emphasis on early literacy and accountability for results. Federal funding for the program is $6.2 billion for FY 2001. Head Start is free to eligible families.

HEAD START IS FREE TO ELIGIBLE FAMILIES.

*CHILD CARE*

Child care is a mix of full-working-day, full-year programs offered by private not-for-profit community-based agencies, proprietary organizations and non-public schools; part-day, part-year private nursery schools; and small home-based businesses. Except for a few examples in California and Connecticut, child care programs operated by public agencies are rare.

NO STATES REQUIRE THAT A CURRICULUM BE USED FOR CHILD CARE PROGRAMS.

Each state regulates child care programs using different standards and with significant exemptions permitted in many states (e.g., for religiously affiliated programs, part-day programs, home-based programs).[23] Actual regulatory coverage varies widely among states.[24] The key regulatory standards that matter for preschool education are class size, teacher qualifications, ongoing professional development, and evidence-based curriculum. No states require that a

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[23] Gazan, Harold S. (September 10, 1998). *Regulation: An Imperative for Ensuring Quality Child Care.* Working Paper Series. New York: Foundation for Child Development.

[24] At least one state, California, requires specific quality standards on class size and teacher qualifications in the funding standards for one of its state-funded child care programs.

IN MORE THAN HALF THE STATES, CHILD CARE TEACHERS ARE NOT REQUIRED TO HAVE ANY TRAINING IN EARLY CHILDHOOD TOPICS BEFORE WORKING WITH CHILDREN.

curriculum be used. Teacher qualifications vary widely. In several states the minimum qualifications for a teacher are being 18 years old and healthy. In more than half the states, teachers are not required to have any training in early childhood topics before working with children. Only two locations - the state of Rhode Island and the City of New York - require teachers to have bachelors degrees as the minimum requirement. In Rhode Island, a teacher in a child care program must have a bachelors degree in any field with 24 credit hours in early childhood topics. In New York City, a teacher in a child care center or nursery school must have the same teaching license as public school kindergarten teachers.

TWENTY STATES DO NOT REGULATE CLASS SIZE FOR FOUR-YEAR-OLDS IN THEIR CHILD CARE REGULATIONS.

Class size is a key factor in young children's learning. A class size of 16 is considered optimal for kindergarten and primary grades. Twenty states do not regulate class size for four-year-olds in their child care regulations. Only two states limit class size to 16 for four-year-olds (New York and Louisiana). Seventeen states limit class size to 20 children; five states allow class sizes above 30 children.[25]

CHILD CARE IS FINANCED PRIMARILY BY FAMILIES, WHO ARE ESTIMATED TO BE PAYING BETWEEN $40 AND $50 BILLION ANNUALLY.

Child care is financed primarily by families, who are estimated to be paying between $40 and $50 billion annually. Some federal and state public funds help low-income families purchase child care in all states. These funds are sufficient to reach only about 15 percent of all eligible families. Federal funds for child care come primarily from two sources: the Child Care and Development Block Grant (CCDBG) and Temporary Assistance to Needy Families (TANF). States are required to match some of these funds and also may appropriate additional state dollars. Federal and state funding through CCDBG is $5.5 billion for FY 2001. In FY 1999, states spent $2 billion of TANF funds directly on child care and transferred $2.4 billion from TANF to the Child Care Development Fund.[26]

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[25] National Child Care Information Center Information Management System (2000). *Child Care Licensing: Child Care Center Group Size Requirements by Age*. <http://www.nccic.org/>

[26] _____ (2000). *Table F - Combined Total of Federal and State Funds Expended in Last Fiscal Year (FY1999)*. Washington, DC: U.S. Department of Health and Human Services, Administration for Children and Families, Office of Administration, Office of Financial Services. <http://www.nccic.org/>

BECAUSE OF INADEQUATE REPORTING REQUIREMENTS, THE AMOUNT OF FEDERAL FUNDS SPENT ON PRESCHOOLERS FOR CHILD CARE IS NOT KNOWN.

Other federal support through dependent care tax provisions ($2.5 billion) and the Child and Adult Care Food program ($1.8 billion) bring the total federal investment to $14 billion. Note that the total of $14 billion in federal funds covers children from birth to age 13. Because of inadequate reporting requirements, the amount of federal funds spent on preschoolers is not known.

***PREKINDERGARTEN***

STATES HAVE BEEN CREATING AND FUNDING THEIR OWN PREKINDERGARTEN PROGRAMS SINCE 1903.

States have been creating and funding their own preschool programs since 1903. These programs are referred to here as "prekindergarten programs" (pre-K) to distinguish them within the broader category "preschool education." There have been several waves of policy action, corresponding to the rise and fall of education and social reform on the national agenda. In the 1960's and 70's, the primary motivation was giving poor children a head start (eight states started pre-K programs). In the 1980's, education reform was the driving force, fueled by reports like *A Nation At Risk* (23 states started or expanded pre-K programs). Lately, it is neuroscience research and the growing understanding of how much children learn in those years before they get to school that motivate policymakers. Many reports in the past decade have been influential, for example, *Rethinking the Brain*, *Ready to Learn*, and *Right from the Start* (21 states started or expanded pre-K programs in the 1990s).

PREKINDERGARTEN PROGRAMS ARE USUALLY FUNDED FROM EDUCATION AND OTHER GENERAL REVENUE SOURCES AND ARE ALMOST ALWAYS FREE TO FAMILIES.

Prekindergarten programs are usually funded from education and other general revenue sources and are almost always free to families. The amount of state funding appropriated for all types of pre-K programs has grown dramatically over time. Before 1970, total annual investment across the seven states with programs was less than $25 million.[27] By 1988, there were 28 states involved, spending an annual total of $190 million.[28] By 2000, there were 42 states spending close to $2 billion annually. Note that the majority of investment is in a

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[27] Marx, Fern and Michelle Seligson. (1988) *Final reports of the Public School Early Childhood Study: The State Survey.* New York: Bank Street College.

[28] Mitchell, Anne, Michelle Seligson and Fern Marx. (1989). *Early Childhood Programs and the Public Schools: Between Promise and Practice.* Westport, CT: Auburn House/Greenwood Press.

relatively small number of states that have made major commitments: Connecticut, California, Georgia, Illinois, Massachusetts, New Jersey, New York, North Carolina, Oklahoma, Ohio, and Texas.

FORTY-TWO STATES INVEST IN PREKINDERGARTEN EITHER BY FUNDING THEIR OWN PROGRAM, SUPPLEMENTING THE FEDERAL HEAD START PROGRAM, OR BOTH.

To date, 42 states (including the District of Columbia) invest in prekindergarten either by funding their own program, supplementing the federal Head Start program or both. Only 9 states invest no state funds in either prekindergarten programs or Head Start. These are Idaho, Indiana, Mississippi, Montana, North Dakota, Pennsylvania, South Dakota, Utah and Wyoming.

There are essentially three ways that states have chosen to offer prekindergarten programs. Many states have more than one program, using different options, which accounts for the state numbers in the discussion below adding up to more than 50. A summary chart is appended showing current state pre-K initiatives with annual funding levels.

*PERMISSIVE PUBLIC SCHOOL ENROLLMENT:* Three states (Maine, Wisconsin, and West Virginia) permit school districts to offer "kindergarten" for four-year-olds in public schools and appropriate state funds for this purpose. Pennsylvania also permits districts to enroll four-year-olds but does not appropriate state funds.

*HEAD START SUPPLEMENT:* Seventeen states appropriate state funds to either extend or expand the federal Head Start program. Fifteen states do this along with having another prekindergarten program, while Alaska and New Hampshire only supplement Head Start. In addition, three states (Delaware, Ohio and Oregon) included in the following category have a distinct pre-K program that follows all Head Start Performance Standards.

*STATE PREKINDERGARTEN PROGRAM:* Thirty-seven states have created and fund a distinct program for children younger than kindergarten entry age. Only four of these states limit program operation to public schools (District of Columbia, Kansas, Louisiana, and New York's Experimental Pre-k program begun in 1966). Counting the three 'permissive' states, this

makes a total of seven states limiting operation to public schools only.

The typical state-funded pre-K program in the 1990's serves four-year-old children and often also three-year-olds, and has a broader target audience than its predecessors. Eligible children are often those with educational disadvantage factors, with poverty or family income only one factor. At present, twelve states use family income and of these only five limit eligibility to families below the federal poverty level. There is growing interest in "universal" preschool.

THERE IS A STRONG TREND OVER TIME IN THE DESIGN OF PRE-K PROGRAMS TOWARD USING ALL THE EARLY CARE AND EDUCATION RESOURCES, INCLUDING FROM HEAD START, CHILD CARE, AND SCHOOLS, TO DELIVER PRE-K PROGRAMS.

There is a strong trend over time in the design of pre-K programs toward using all the early care and education resources, that is, Head Start, child care and schools, to deliver pre-K programs. Contemporary pre-K programs are operated in public schools and community-based early childhood programs like child care centers, nursery schools and Head Start centers. Better use of available resources is efficient. While it was arguably sensible in 1965 to use only public schools, since other settings were not widely available, in the 1990's there are many options. If access to quality preschool education is the goal, designing pre-K programs to use and improve community early care and education resources, supporting them to meet the higher standards associated with the concept of prekindergarten, makes sense.

THE VAST MAJORITY OF STATES ALLOW ORGANIZATIONS OTHER THAN PUBLIC SCHOOLS TO PROVIDE THEIR PRE-K PROGRAMS.

The vast majority of states allow organizations other than public schools to provide their pre-K programs. New York's legislation is unique in that it requires that at least 10 percent of the pre-K funds be in non-public school programs - in fact, more than 50 percent are. Other states with more than 50 percent of their pre-K programs operating in settings other than public schools are Arkansas, Connecticut, Georgia, Iowa, Nebraska, New Mexico and Vermont.[29]

Increasing attention is paid to family needs in the design of pre-K programs. Clearly, half a day for the school year doesn't

[29] Karen Schulman, Helen Blank and Danielle Ewen. (1999) *Seeds of Success: State Prekindergarten Initiatives 1998-99.* Washington, DC: Children's Defense Fund.

CLEARLY, HALF A DAY FOR THE SCHOOL YEAR DOESN'T WORK FOR THE MAJORITY OF FAMILIES.

work for the majority of families. States are addressing this by extending part-day to school-day, and blending funding through partnerships with programs that already have longer hours. Fourteen state programs specify school day or more hours, or the hours are variable by setting; 20 require a minimum half-day session. Massachusetts' pre-K program, Community Partnerships for Children, is aimed at working families with incomes up to state median income and is required to provide full-working-day, full-year programs. Connecticut's School Readiness program is required to be full-working-day/full-year. Tennessee's program is a minimum of 5_ hours per day and required to offer extended day programming to meet child care needs using child care funds. New York's Universal pre-K legislation requires that the needs of working families be taken into consideration in planning local programs.

COMMITMENT TO QUALITY IS EXPRESSED IN PROGRAM STANDARDS, PROGRAM ACCREDITATION REQUIREMENTS, AND STAFF QUALIFICATIONS REQUIRING EARLY CHILDHOOD CREDENTIALS.

Quality control and accountability for results have become higher priority concerns. Commitment to quality is expressed in program standards, program accreditation requirements, and staff qualifications requiring early childhood credentials. Now, most of the states with pre-K programs have specific pre-K standards (although only 16 have the force of regulation, the others are guidelines that are encouraged or recommended). Monitoring of compliance with regulations is minimal with the exception of a few states; e.g., Georgia. Several states with quite large pre-K programs have limited state staff. Texas serves more than 200,000 children yet the Texas Education Agency has only one staff person assigned to pre-K. Six states require programs to become nationally accredited;[30] three states with distinct pre-K programs (Delaware, Ohio and Oregon) require that these programs meet Head Start Performance Standards. The vast majority of states require their pre-K program teachers to have credentials, which range from a Child Development Associate credential in 9 states to teacher certification in 29 states. Georgia requires pre-K programs to use one of several designated curricula.

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[30] Gormley, William T. Jr., and Jessica Lucas (August 2000). *Money, Accreditation, and Child Care Center Quality.* Working Paper Series. New York: Foundation for Child Development.

Effective preschool education is responsive to the children, families and community it serves. Efficient use of community resources requires local planning. Responding to the needs of families who work and those who do not is a local concern. Forging mutually respectful partnerships among community-based early childhood programs and schools must be intentional. Local planning and advisory councils appear to be an effective way to accomplish these essential tasks – pre-K programs in Connecticut, New York and Massachusetts offer some good examples.

### WHAT CAN STATES DO TO PROMOTE PRESCHOOL EDUCATION FOR ALL CHILDREN – UNIVERSAL PRESCHOOL?

ONE EFFECTIVE SYSTEM IS MORE EFFICIENT THAN SEVERAL SEPARATE ONES WITH REGULATORY, ADMINISTRATIVE, AND OTHER GAPS, OVERLAPS AND INCONSISTENCIES.

If all children are to enter school ready to succeed, every community must have ample supply of well-functioning programs so all children have access to preschool education. One effective system is more efficient than several separate ones with regulatory, administrative and other gaps, overlaps. and inconsistencies. The nation's governors believe in working toward the goal of a seamless early care and education system; the chief state school officers have called for action to ensure that every preschool-aged child has the opportunity for quality early care and education.[31]

At present the burden of securing early education for young children rests heavily on families. States are making notable and growing investments and the federal government plays a significant role in funding as well. To reach our goals, investments must be made by all - families, communities, states and the nation.

STATES ARE PRIMARILY RESPONSIBLE FOR ENACTING POLICIES THAT WILL PROMOTE PRESCHOOL EDUCATION AND BUILD A UNIFIED PRESCHOOL EDUCATION SYSTEM.

States are primarily responsible for enacting policies that will promote preschool education and build a unified preschool education system, working across the sectors of child care, Head Start, prekindergarten and schools. States should

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[31] National Governors' Association (2000). *NGA Policy HR-21. Child Care and Early Education.* Washington, DC: NGA. <www.nga.org/pubs/policies/hr/hr21.asp>
Council of Chief State School Officers (2000). *Position Statement on Early Childhood and Family Education.* Washington, DC: CCSSO.

commit to universal preschool education and develop a plan for achieving it. Universal preschool can be constructed from improving existing child care, Head Start, and pre-K and expanding capacity (see graphic illustration at end of paper).

Steps toward universal preschool education states can take include:

ESTABLISH ONE SET OF STATE REGULATORY STANDARDS FOR ALL EARLY CHILDHOOD PROGRAMS.

- Establishing one set of state regulatory standards that applies to all early childhood programs, regardless of setting or length of day, and that addresses the key elements of class size, evidence-based curricula, and staff qualifications;

RAISE STAFF QUALIFICATIONS.

- Raising staff qualifications in state child care regulations, prekindergarten program regulations, and nursery school regulations to be equivalent to, or improve upon, kindergarten teacher licensing;

ESTABLISH PROGRAM STANDARDS.

- Establishing program standards for receipt of public funding such as national accreditation or Head Start performance standards;

DEMONSTRATE WAYS TO INCREASE AND COMBINE LOCAL, STATE, PUBLIC AND PRIVATE FUNDING SOURCES.

- Demonstrating better ways to increase and combine local, state, public and private sources to finance all types of programs so that they can meet higher standards and that all families can afford preschool education;

SET PER-CHILD FUNDING AT SUFFICIENT LEVELS.

- Setting per-child funding at levels sufficient to pay for the quality of programs that will produce the desired school readiness results; and

ENSURE THAT NECESSARY INFRASTRUCTURE IS FUNDED.

- Ensuring that the necessary infrastructure also is funded, such as a unified personnel preparation and continuing professional development system so teachers can obtain early childhood degrees and teaching licenses and receive compensation commensurate with these qualifications.

### WHAT ARE OPTIONS FOR FEDERAL ACTION THAT CAN EFFECTIVELY PROMOTE PRESCHOOL EDUCATION AND RESPECT, SUPPORT AND ENHANCE LOCAL AND STATE COMMITMENTS?

Historically, the federal role in matters of social good is to promote equity among states, to be a funding partner with states, to set standards, to create models of best practice, to conduct research, to gather and report data. The current status of preschool education in the states, the key elements of effectiveness, and the acknowledged roles for federal

involvement suggest several possible options for federal action.

**DATA AND RESEARCH**

THE FEDERAL GOVERNMENT SHOULD CONDUCT AN ANNUAL SURVEY ON THE STATUS OF PRESCHOOL EDUCATION IN THE UNITED STATES.

While there are ample national data about elementary (with the exception of Kindergarten), secondary and post-secondary education, there are very little about preschool education. Collecting data on such a disparate set of programs, most of which have weak infrastructure, is not easy, yet it is necessary. The federal government should conduct on an annual survey on the status of preschool education in the United States. This effort must be inter-agency and cross-sector to be useful. The focus should be on results: what do we need to know to be sure that children are entering school ready to succeed?

THE FEDERAL GOVERNMENT SHOULD FUND RESEARCH TO DEVELOP EVIDENCE-BASED CURRICULA THAT PROMOTE THE COGNITIVE, SOCIO-EMOTIONAL, AND PHYSICAL COMPETENCE OF YOUNG CHILDREN.

Literacy is high on the national agenda, and for good reason: it makes sense that all children should be able to read well by the primary school years if they are to succeed in school and in life. The experiences children have in their earliest years are a strong influence on their ability to read later. Cognitive, social-emotional and physical development are complementary and interactive and all require attention if children are to become good readers. The federal government should fund research to develop evidence-based curricula that promote the cognitive, social-emotional and physical competence of young children.

THE FEDERAL GOVERNMENT SHOULD CREATE SIGNIFICANT FINANCIAL INCENTIVES FOR STATES AND COMMUNITIES TO DEVELOP LOCALLY RESPONSIVE SYSTEMS OF PRESCHOOL EDUCATION.

***FUNDING***

While many call for a unified system that knits together the disparate programs and delivery systems and many states are working in that direction, no state has yet accomplished it. The federal government should create significant financial incentives[32] for states and communities to develop locally responsive systems of preschool education. The Early Learning Opportunities Act, first enacted in Fiscal Year 2001, could provide the framework and should be continued. The

[32] Any federal funding should require state maintenance of effort and non-supplantation and be structured to reward state effort.

THE FEDERAL GOVERNMENT SHOULD INCREASE FUNDING FOR THE EARLY LEANING OPPORTUNITIES ACT TO LEVELS THAT ARE HIGH ENOUGH TO CAUSE STATES TO ACT AND ESTABLISH IT AS A PERMANENT FUNDING SOURCE.

THE FEDERAL GOVERNMENT SHOULD FULLY FUND THE HEAD START PROGRAM SO THAT IT CAN REACH ALL OF THE YOUNG CHILDREN LIVING IN POVERTY AND SHOULD EXPAND THE INCOME ELIGIBILITY LIMITS BEYOND POVERTY SO AS TO REACH MORE CHILDREN.

original purpose of the Act was to make grants to states to work with local community councils to develop, operate or enhance voluntary early learning programs to produce educational gains for young children below compulsory school age. The request was $750 million annually over five years for grants to states and through the state to communities. The federal government should increase funding for the Early Learning Opportunities Act to levels that are high enough to cause states to act and establish it as a permanent funding source. The goal of creating a unified system can be made even more explicit in this legislation and more emphasis placed on educational outcomes.

The federal government already invests several billion dollars in programs with preschool education potential. The Head Start program is the closest to realizing that potential because it has performance standards that specify qualifications for staff and learning outcomes for children. The federal government should fully fund the Head Start program so that it can reach all of the young children living in poverty and should expand the income eligibility limits beyond poverty so as to reach more children.

Through Title I funding, the federal government is paying for preschool education in schools in every state. (This is so far a modest effort; only about 5 percent of Title I funds are spent on preschoolers.) Yet, there is little help available to schools on designing quality preschool education and no incentive for schools to invest funds in preschool-aged children. The United States Department of Education should develop a strong program of responsive technical assistance, drawing on the expertise in states and communities, to help schools develop community- and family-responsive preschool programs. And Title I, which now serves about two-thirds of eligible children K-12, should be funded sufficiently to reach all the children who are eligible.

The federal investment in child care has largely unrealized potential to provide preschool education for young children. Federal child care funding is designed primarily to facilitate adults' working, not children's learning. The current funding l

levels are sufficient to reach less than 15 percent of eligible families. The Child Care and Development Block Grant should be fully funded and structured to produce quality preschool education as well as to facilitate parental employment. The quality set-aside should be significantly increased and directed to long-term, sustainable system building in the states.

The federal government should create financial incentives within and across its education, Head Start and child care funding sources that will spur states to enact policies that will promote preschool education and build a unified preschool education system.[33] These would include federal financial incentives for:

THE FEDERAL GOVERNMENT SHOULD CREATE FINANCIAL INCENTIVES THAT SPUR STATES TO:

ESTABLISH ONE SET OF STATE REGULATORY STANDARDS THAT APPLIES TO ALL EARLY CHILDHOOD PROGRAMS.

RAISE STAFF QUALIFICATIONS TO BE EQUIVALENT TO OR IMPROVE UPON KINDERGARTEN TEACHER LICENSING.

ESTABLISH PROGRAM STANDARDS FOR RECEIPT OF PUBLIC FUNDING.

DEMONSTRATE BETTER WAYS TO FINANCE ALL TYPES OF PROGRAMS.

SET PER-CHILD FUNDING AT LEVELS SUFFICIENT TO PAY FOR PROGRAM QUALITY.

ENSURE THAT THE NECESSARY INFRASTRUCTURE IS FUNDED.

- Establishing one set of state regulatory standards that applies to all early childhood programs, regardless of setting or length of day, and that addresses the key elements of class size, evidence-based curricula, and staff qualifications;
- Raising staff qualifications in state child care regulations, prekindergarten program regulations, and nursery school regulations to be equivalent to, or improve upon, kindergarten teacher licensing;
- Establishing program standards for receipt of public funding such as national accreditation or Head Start performance standards;
- Demonstrating better ways to finance all types of programs so that they can meet higher standards and that all families can afford high-quality programs;
- Setting per-child funding at levels sufficient to pay for the quality of programs that will produce the desired school readiness results; and
- Ensuring that the necessary infrastructure also is funded, such as a unified personnel preparation and continuing professional development system so teachers can obtain early childhood degrees and teaching licenses and receive compensation commensurate with these qualifications.

[33] Greenberg, et al.

THE FEDERAL GOVERNMENT SHOULD CREATE FINANCIAL INCENTIVES FOR STATES TO FUND FULL-DAY KINDERGARTEN.

CLASS SIZE REDUCTION FUNDS COULD BE EXTENDED TO INCLUDE PRESCHOOL PROGRAMS.

The federal government has made some effort to provide funds for reduced class sizes in the primary grades in public schools. Yet, younger children in child care programs are in almost all states consigned to large classes with unqualified teachers. Nearly half of the nation's kindergarten students only get a half-day of learning. The federal government should create financial incentives for states to fund full-day kindergarten with standards for quality such as early childhood qualified teachers and effective curricula. This could be done in combination with current federal support for class size reduction in primary grades. Class size reduction funds could be extended to include preschool programs.

Adequate facilities are a concern for nearly all preschool programs. A facility improvement and expansion fund should be established to help preschool programs to construct and renovate space and to help schools with the expansion necessary to accommodate full-day kindergarten.

THE FEDERAL GOVERNMENT SHOULD PROVIDE FINANCIAL INCENTIVES TO STATES THAT UNDERTAKE CROSS-SECTOR STAFF RECRUITMENT AND RETENTION INITIATIVES.

THE EARLY CHILDHOOD PROFESSIONALIZATION ACT OFFERS A USEFUL FRAMEWORK TO BUILD ON.

The teacher shortage is severe and affects all programs - not just public schools but child care programs, Head Start and prekindergarten programs. The federal government should provide financial incentives to states that undertake staff recruitment and retention initiatives that are cross-sector, that is, ones that involve all sectors of preschool education, not only public schools. Effective initiatives will address the key factors of appropriate preparation, day-to-day working conditions and compensation that currently undermine the recruitment and retention of qualified staff. These initiatives might be loan forgiveness programs for all early childhood professionals, scholarship programs modeled on the successful TEACH Early Childhood program begun in North Carolina and now in 17 states. The Early Childhood Educator Professional Development grant program could be expanded and re-structured to support states to develop early childhood professional development systems. The Early Childhood Professionalization Act, passed in the Higher Education Act of 1992 but never funded, offers a useful framework to build on.

Head Start, Child Care, and Education should work together to develop the federal supports and incentives for states to create unified preschool education systems that link with

THE FEDERAL GOVERNMENT SHOULD PROMOTE SYSTEM INTEGRATION AND BE ITSELF A MODEL OF COLLABORATION ACROSS SECTORS.

their existing public education systems. These federal agencies should model interagency collaboration. To the maximum extent possible, the federal government should promote system integration and be itself a model of the collaboration across sectors that is needed to create a unified system of preschool education in every state.

America's children and families would benefit from an integrated preschool education system. Families would benefit from having a simpler system in which it is easy to access good programs for their children, while getting the support they need to be productive workers. Children would benefit from engaging in good preschool education experiences with peers of diverse characteristics and capacities in a variety of settings in their own community. Communities, states and the nation would benefit from having a systematic means of preparing children to succeed in school and become educated citizens. Families would benefit from having greater confidence in the care and education provided to their children. And the nation's economy would benefit immediately from the increased productivity of working families, who would be assured that their children were thriving while they worked, and in the long-term from the well-educated adults their children will become.

Appendix 1. State Investments in Prekindergarten Programs 1999-2000

| 1. | | Type of program | | Annual Budget FY1999[34] |
|---|---|---|---|---|
| | | *State Pre-K Program* | *Head Start Supple-ment* | |
| 2. | **Alabama**[35]<br>*School Readiness (preschool pilot sites)* | X | | $690,000 |
| 3. | **Alaska**<br>*Alaska Head Start* | | X | $5.5 million |
| 4. | **Arizona**<br>*Early Childhood Block Grant (Prekindergarten component)* | X | | $10 million |
| 5. | **Arkansas**<br>*Arkansas Better Chance* | X | | $10 million |
| 6. | **California**<br>*State Preschool Program* | X | | $271 million (FY 2001) |
| 7. | **Colorado**<br>*Colorado Preschool Program* | X | | $8.9 million |
| 8. | **Connecticut**<br>*Head Start*<br>*School Readiness & Child Care Initiative* | X | X | $5.1 million<br>$39 million |
| 9. | **Delaware**<br>*Early Childhood Assistance Program* | X | | $3.6 million |
| 10. | **District of Columbia**<br>*Head Start*<br>*Public School Prekindergarten Program* | X | X | $2.6 million<br>$14.6 million |
| 11. | **Florida**<br>*Prekindergarten Early Intervention*<br>*Title I Migrant Prekindergarten* | X | | $97 million<br>$3.3 million |
| 12. | **Georgia**<br>*Prekindergarten for Four-Year-Olds* | X | | $217 million |

[34] FY 1999 unless noted. Derived from *Seeds of Success*, Children's Defense Fund, 1999; *Prekindergarten Programs Funded by the States*, Families and Work Institute, 1998; *Map and Track*, National Center for Children in Poverty, 2000 edition; *Financing Child Care in the United States*, Ewing Marion Kauffman Foundation, 2001 edition.

[35] The Governor of Alabama has proposed increasing the appropriation to $2.6 million for the next fiscal year.

| 1. | | Type of program | | Annual Budget FY1999[34] |
|---|---|---|---|---|
| | | *State Pre-K Program* | *Head Start Supple-ment* | |
| 13. | **Hawaii**<br>*Open Doors Preschool*<br>*Head Start* | X | X | <br>$2.7 million<br>$387,387 |
| 14. | **Illinois**<br>*Early Childhood Block Grant (Prekindergarten component)* | X | | <br>$136 million |
| 15. | **Iowa**<br>*Comprehensive Child Development* | X | | <br>$7.6 million |
| 16. | **Kansas**<br>*Four-Year-Old At-Risk Preschool*<br>*Head Start* | X | X | <br>$3 million<br>$2.5 million |
| 17. | **Kentucky**<br>*Kentucky Preschool Program* | X | | <br>$39.7 million |
| 18. | **Louisiana**<br>*Preschool Block Grant* | X | | <br>$6.6 million |
| 19. | **Maine**<br>*Two-Year Kindergarten (Four-Year-Olds)*<br>*Head Start* | X | X | <br>$1.3 million<br>$2.3 million |
| 20. | **Maryland**<br>*Head Start*<br>*Extended Elementary Education* | X | X | <br>$3 million (FY2000)<br>$19.3 million |
| 21. | **Massachusetts**<br>*Community Partnerships for Children*<br>*Head Start* | X | X | <br>$94.5 million (FY2000)<br>$6.9 million |
| 22. | **Michigan**<br>*Michigan School Readiness Program* | X | | <br>$67.1 million |
| 23. | **Minnesota**<br>*Head Start*<br>*Learning Readiness* | X | X | <br>$18.7 million<br>$10.3 million |

| 1. | | Type of program | | Annual Budget FY1999[34] |
|---|---|---|---|---|
| | | *State Pre-K Program* | *Head Start Supple-ment* | |
| 24. | **Missouri**<br>*Early Childhood Development, Education & Care* | X | | $21 million (FY2000) |
| 25. | **Nebraska**[36]<br>*Early Childhood Projects* | X | | $500,000 |
| 26. | **Nevada**<br>*Pre-K Classroom on Wheels (COW buses)* | X | | $180,000 |
| 27. | **New Hampshire**<br>*Head Start* | | X | $230,000 |
| 28. | **New Jersey**<br>*Early Childhood Program Aid (preschool only)*<br>*Head Start* | X | X | $99 million (FY2000)<br>$1.4 million |
| 29. | **New Mexico**<br>*Child Development Program*<br>*Head Start* | X | X | $1.3 million<br>$5 million |
| 30. | **New York**<br>*Experimental Prekindergarten*<br>*Universal Prekindergarten* | X | | $52.2 million<br>$225 million (FY2001) |
| 31. | **North Carolina**<br>*Smart Start*<br>*Head Start* | X | X | $220 million (FY2000)<br>$148,000 (FY2000) |
| 32. | **Ohio**<br>*Public School Preschool*<br>*Ohio Head Start* | X | X | $17.7 million<br>$90.6 million |
| 33. | **Oklahoma**<br>*Early Childhood Four-Year-Old Program*<br>*Head Start* | X | X | $36.5 million<br>$3.3 million |
| 34. | **Oregon**<br>*Oregon Head Start Prekindergarten* | X | | $16.3 million |

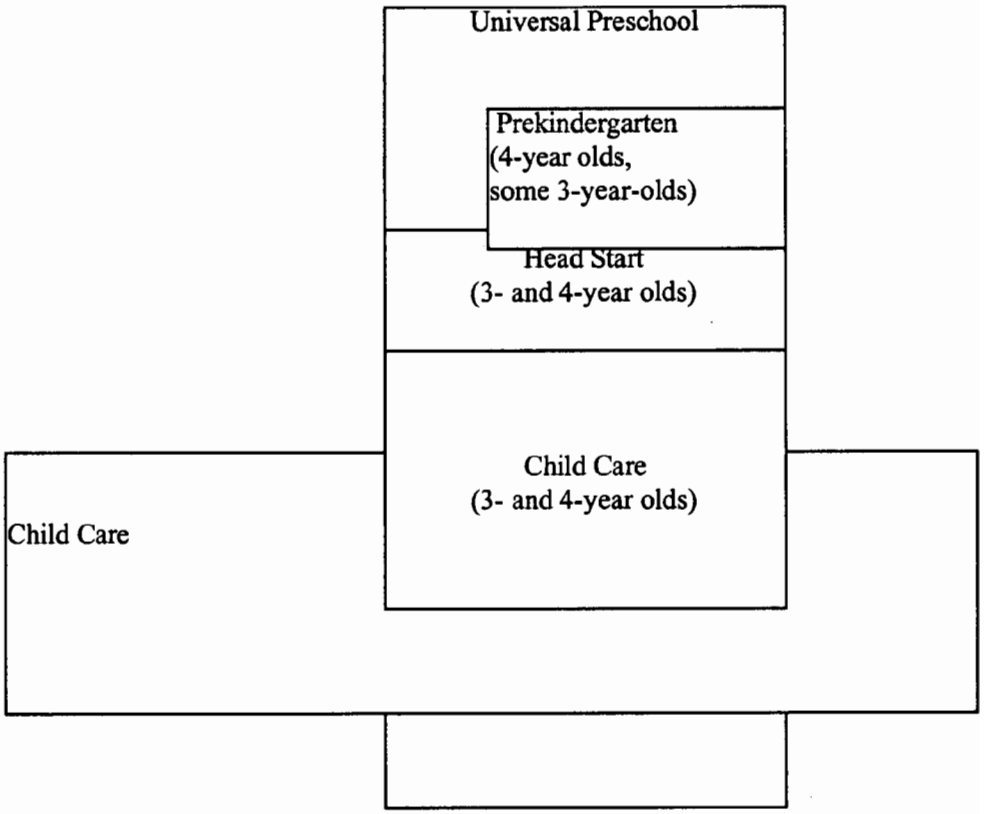
[36] In January 2001, Nebraska's governor proposed to increase funding to $1 million for FY2001 and $2 million for FY2002.

| 1. | | Type of program | | Annual Budget FY1999[34] |
|---|---|---|---|---|
| | | *State Pre-K Program* | *Head Start Supple-ment* | |
| 35. | **Rhode Island** | X | X | |
| | *Head Start* | | | $1.97 million |
| | *Early Childhood Investment Fund (preschool only)* | | | unknown |
| 36. | **South Carolina** | X | | |
| | *Early Childhood Program* | | | $22.3 million |
| 37. | **Tennessee** | X | | |
| | *Early Childhood Education Pilot Program* | | | $3.1 million |
| 38. | **Texas** | X | X | |
| | *Public School Prekindergarten Program* | | | $235 million |
| | *Head Start* | | | $7.5 million (FY2000) |
| 39. | **Vermont** | X | | |
| | *Early Education Initiative* | | | $1.32 million |
| 40. | **Virginia** | X | | |
| | *Virginia Preschool Initiative* | | | $23.5 million |
| 41. | **Washington** | X | X | |
| | *Early Childhood Education & Assistance Program* | | | $28.9 million |
| | *Head Start* | | | $470,000 |
| 42. | **West Virginia** | X | | |
| | *Kindergarten for Four-Year-Olds* | | | $6.2 million |
| 43. | **Wisconsin** | X | X | |
| | *Four-Year-Old Kindergarten* | | | $19.8 million |
| | *Head Start* | | | $4.95 million |
| | **Total all states:** | **40** | **19** | **$1.98 billion** |

To date, 42 states (including DC) invest in prekindergarten either by funding their own program, supplementing the federal Head Start program or both. Forty states fund their own prekindergarten programs, including Oregon, Ohio and Delaware that have a distinct state-funded pre-K program that follows Head Start Performance Standards. In addition, 19 states add state funds to supplement the federal Head Start program. Only 9 states invest no state funds in either prekindergarten programs or Head Start. These are Idaho, Indiana, Mississippi, Montana, North Dakota, Pennsylvania, South Dakota, Utah and Wyoming. The Governor of Indiana has proposed to

spend $50 million in the FY2001 state budget for full-day kindergarten, preschool programs and supplementing federal Head Start.

**A Schematic Diagram for Constructing Universal Preschool**




Birth.....Two years ..... Three years..... Four years..... Five year

**Ages of Children**

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