
MEMORANDUM

TO: ANITA MOELLER, DIRECTOR OF THE PRESCHOOL EXPANSION
GRANT, MA DEPARTMENT OF EARLY EDUCATION AND CARE

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SUBJECT: SUSTAINING THE PRESCHOOL EXPANSION GRANT

DATE: DECEMBER 8, 2015

Acknowledgments

We would like to take this opportunity to thank the following individuals for their time, expertise, guidance, and support throughout the course of our project.

- Anita Moeller**, *Director, Preschool Expansion Grant, MA Department of Early Education and Care*
Jocelyn Bowne, *Senior Research Specialist, MA Department of Early Education and Care*
Tom Weber, *Commissioner, MA Department of Early Education and Care*
Paul Reville, *Francis Keppel Professor of Practice of Educational Policy and Administration at the Harvard Graduate School of Education*
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Executive Summary

Massachusetts received a federal Preschool Expansion Grant (PEG) to expand high-quality Pre-K opportunities for children at or below 200 percent of the poverty line who have had no prior preschool experiences. This grant allocates \$60 million to the state over four years. Currently the first two years of this funding are secure, but the last two years have not yet been approved in the federal budget. The federal PEG Grant will expire in two or four years, yet the EEC would like to at least sustain the Pre-K programs set up in the five communities. The local communities cannot sustain these programs in the absence of continued federal funding or heightened state funding. Additionally, the state has yet to demonstrate a large-scale commitment to funding Pre-K. We propose a series of actions for the EEC to take in their efforts to sustain this program. Our proposal is based on the following logic:

If,

- i. there is a current model (PEG) that demonstrates success
- ii. coalitions exist who can mobilize a constituency in support of Pre-K, and
- iii. there is a model of a blended funding stream that includes federal, state, and local dollars

Then, the state will be more likely to at least sustain, if not expand, the existing Pre-K programs in the five communities. To address this, we propose a series of recommendations for the EEC:

- i. Ensure that PEG is a successful model by demonstrating there is demand for Pre-K at the local level and publicizing the successes of the program through an increased social media presence.
- ii. Build political will through local and state coalitions. There is interest and support for early education across a broad range of sectors and stakeholders, and the EEC should partner with organizations that can unite and mobilize these constituents to put pressure on state-level policy makers.
- iii. Develop a blended funding model that incorporates federal, state, and local sources. The EEC should be clear in communicating that the state should not be required to fully cover the funding gap that will be left when PEG expires.

Through the use of the PEG funding, the EEC has created high-quality Pre-K opportunities for hundreds of four-year-olds in Massachusetts, and this work ought to continue even after the expiration of the PEG grant.

Context

Prior to Massachusetts receiving a Preschool Expansion Grant (PEG), many children were already receiving early education and care in a variety of ways. The Department of Early Education and Care (EEC) provides financial assistance to families seeking care and meeting income and employment requirements (Executive Office of Education, 2015). When funding becomes available, families receive either a subsidized slot in an early education and care program or a voucher (Executive Office of Education, 2015). Parents also have the option of paying to send their children to private providers. In addition, public school districts provide access to inclusive preschool to children with disabilities at no cost (Massachusetts Department of Elementary and Secondary Education [MDESE], 2015). These classrooms can include typically developing children at a rate of two times the number of children with disabilities (MDESE, 2014, February 10).

The EEC receives much of its funding from the Child Care and Development Block Grant, a federal grant administered by the U.S. Department of Health and Human Services. It assists low-income families in obtaining childcare to allow parents to work or participate in education (Lynch, 2014). In addition, the EEC receives funding from the state to administer the Universal Pre-K Grant Program, which provides grants to programs to improve quality (EEC, 2015a).

In 2014, Massachusetts was awarded a Preschool Expansion Grant in order to expand access to high-quality preschool programs to children from low- and moderate-income families (U.S. Department of Education [U.S. ED, 2015). States were eligible to apply for the Expansion Grants if they were currently serving 10 percent or more of four-year-olds or had received a Race to the Top – Early Learning Challenge grant (RTT-ELC); Massachusetts had already received a RTT-ELC grant so it was eligible to compete for funding under the Expansion Grants (U.S. ED, & U.S. Department of Health and Human Services, 2014). Massachusetts was awarded 60 million dollars over the course

of four years; the funding for the first two years is secure, but the federal government has not yet approved the budget that includes the final two years of funding for PEG (Loewenberg, 2015).

Massachusetts will be funding 850 high-quality preschool seats annually across five high-needs communities for children at or below 200 percent of the Federal Poverty Line and who have not had prior preschool experiences (Massachusetts Department of Early Education and Care, 2014). Those communities are: Boston, Holyoke, Lawrence, Lowell and Springfield (Commonwealth of Massachusetts, 2015). The public school districts are partnering with at least two local early learning providers in order to deliver the services (See Appendix A).

Case Study: Springfield Context

Springfield will be presented as a case study in order to contextualize our findings and recommendations. Prior to PEG, Springfield Public Schools (SPS) ran a half-day integrated preschool program for 1100-1300 three- and four-year-olds, mostly with special needs, prior to PEG. These programs are still running through Chapter 70 funding, and the PEG grant is going completely to the partners (L. Mendes, personal communication, October 23, 2015).

Springfield was awarded \$3,562,500 to provide Pre-K for an additional 195 high-need students who meet the grant criteria. The EEC selected three early learning providers with whom the SPS has strong historical relationships—Square One, Holyoke-Chicopee-Springfield Head Start, and the YMCA of Greater Springfield—to be the recipients of this share of PEG funding. SPS is the sub-grantee of PEG, as such they support the delivery of services by the early learning providers and provide professional development, outreach support, and other in-kind services (L. Mendes, personal communication, October 23, 2015).

SPS's goal is to increase the quality of Pre-K for the students being served through the grant funding. SPS intends to prepare each cohort for kindergarten by aligning the curriculum so students are socio-emotionally and academically ready (L. Mendes, personal communication, October 23,

2015). As of December 1, enrollment was at 70%, and outreach continues to find students who meet the criteria and could be served by the PEG programs. Ninety-five percent of the seats must be filled by the end of December (A. Moeller, personal communication, December 3, 2015).

Problem and Theory of Action

The federal PEG Grant will expire in two or four years, yet the EEC would like to at least sustain the Pre-K programs set up in the five communities. The Commonwealth of Massachusetts has yet to make a large-scale commitment to funding Pre-K, and the local communities cannot sustain these programs in the absence of continued federal funding or heightened state funding. In Springfield, for example, the Davis Foundation spent three years fundraising for Pre-K and raised \$1.5 million. That does not near the \$3.5 million that Springfield currently receives annually through PEG funding (S. Fuller, personal communication, November 16, 2015). The localities do not have the capacity to pay for these programs entirely by themselves.

We propose a series of actions for the EEC to take in their efforts to sustain this program. Our proposal is based on the following logic:

- If,
- i. there is a current model (PEG) that demonstrates success
 - ii. coalitions exist who can mobilize a constituency in support of Pre-K, and
 - iii. there is a model of a blended funding stream that includes federal, state, and local dollars

Then, the state will be more likely to at least sustain, if not expand, the existing Pre-K programs in the five communities. The paper will detail these three sets of recommendations for the EEC.

Recommendation 1: Ensure PEG is a Successful Model

Demonstrating Demand for Pre-K

In order to use PEG as a model for further preschool expansion, it is necessary to demonstrate that PEG is meeting community needs. As of December 1, three of the five PEG communities still had empty seats (A. Moeller, personal communication, December 3, 2015). The program vacancies are likely due to the challenges of reaching the families whose children are

eligible, rather than to a lack of eligible students (A. O’Leary, personal communication, November 4, 2015). One strategy to find additional students is for EEC Regional Directors to partner with local social service providers. Through sites such as pediatrician offices, SNAP and WIC centers, and employment agencies, the EEC Regional Directors may be able to find additional families with children who qualify for a PEG seat (E. Craft, personal communication, October 23, 2015). Waiving the requirement that children have had no prior preschool experience, as was done in Boston, is another solution (A. Moeller, personal communication, November 12, 2015).

In addition, the EEC should create a separate waiting list for PEG-eligible students across the state. Currently, the EEC has a waiting list of children for its programs, but this list includes children from birth through age 13 (Lynch, 2014). The childcare vouchers subsidize not only preschool, but also daycare, afterschool programs, and other services for working parents (Lynch, 2014). Many of those children are not eligible for PEG, but without a clear list of PEG-eligible children in the state, it is difficult to demonstrate demand. The process of cleaning this list may also reveal additional children who could fill seats in existing PEG classrooms. This could be funded with the FY16 Massachusetts budget line item 3000-4040, which allocates \$12,000,000 to the reduction of the waitlist for EEC programs (Commonwealth of Massachusetts, 2015).

Marketing and Publicizing Success

To ensure that PEG is a successful model, the EEC should also develop a cohesive marketing strategy to publicize the program’s successes. The EEC has hired a research firm that will be conducting a longitudinal study of the implementation, impacts, and costs associated with the PEG program, and as the EEC receives these results, they plan to share them formally with the five communities and relevant stakeholders, including the Board of the EEC (A. Moeller, personal communication, November 12, 2015). We recommend that the EEC extend these plans and share the successes of PEG more publicly by developing a website specifically for PEG and a heightened

social media presence. Both would provide the EEC with a platform for sharing information and updates in PEG communities and for highlighting the importance of this work.

Developing a website and social media presence for PEG would have a number of benefits. In searching for information on Pre-K in the five communities, information about PEG should be one of the first results that appears on Google. If PEG were to have a website and a social media presence, it would increase the likelihood that parents, community members, and other stakeholders would find information about PEG. Given that enrollment has been challenging in some of the communities, it would be beneficial to make information around PEG and Pre-K even more easily accessible to parents. In addition, developing a website would provide the EEC with a place to direct individuals who want to learn more about PEG and would ensure that messaging around PEG was consistent. A website from an early learning initiative in Silicon Valley provides an example of how this work could be communicated and shared (See Appendix B).

Recommendation 2: Build Political Will Through Local and State Coalitions

Local Coalitions

Building a constituency of support for Pre-K through local and statewide coalitions is critical to advocating for a state commitment to early education. Through the informational interviews and research we conducted, we have determined that there is widespread support for Pre-K across a range of sectors, including local government, philanthropic organizations, and the business community. To build the political will within state governing bodies, these various stakeholders should be brought together to form unified constituencies that will mobilize to put pressure on the state to support Pre-K (P. Reville, personal communication, October 27, 2015).

We propose two possible strategies that work together hand-in-hand, beginning with a bottom-up approach of partnering with existing foundations and organizations that have the

capacity to build grassroots, local coalitions. Then, the EEC should advocate for the development of a statewide early learning coalition that can foster the creation of a unified agenda for Pre-K.

In building a constituency, the EEC should identify and partner with organizations that can take ownership of the local coalitions. It is critical that they involve the following stakeholders:

- Superintendent of the local school district
- Philanthropic organizations (e.g., Davis Foundation)
- Parent advocacy group
- Lobby/advocacy organization (e.g., Strategies for Children)
- State Representatives and Senators
- Gateway City Legislative Caucus
- Mayor and Local City Council
- Early childhood education providers, museums, and libraries
- Faith-based community
- Local universities/colleges (e.g., UMass)
- Research organizations (e.g. think tanks, MassInc)
- Business community
- Social service entities

These stakeholders come from many sectors, and their collective voices would serve as a valuable tool in demonstrating the broad range of support for early education. In Springfield, the Davis Foundation has been critical in bringing together strategic partners and advocating for a number of educational initiatives. Recently, they have taken the lead in forming a 12 to 13 person leadership advisory council that includes the President of Springfield College, head of the Economic Development Council of MA, Superintendent of SPS and three district leaders, City Councilor, a faith-based community member, and lawyers involved in the immigrant community. This coalition works to keep local legislative officials, parents, and the community constantly informed of initiatives (S. Fuller, personal communication, November 16, 2015). We recommend that this coalition make early education a top priority and use the PEG partners as a proof point for the importance of Pre-K. In doing so, they should develop a unified agenda of their vision for Pre-K and put pressure, in partnership with Strategies for Children, on state-level legislators. These actions

would be reinforced by the PEG-specific website and social media presence in ensuring frequent updates, transparency, information uniformity, and clear communication.

We recognize that Springfield is unique with respect to the great work being done by the Davis Foundation but do believe that local coalitions are replicable in other communities. Recently, the EEC announced a new planning grant opportunity, Preschool Expansion Planning Grants, for communities to develop local partnership models for expanding preschool to children ages 2.9 through Kindergarten entry from low-income families. A requirement of the grant is a partnership between a public school district and at least two EEC-licensed providers. The grant funds must be used to implement a strategic planning process to identify leadership, program design, and resources needed to develop a preschool expansion partnership model based on the design of PEG (EEC, 2015b). We believe that this program may spur the creation of local coalitions in the communities, and will continue to build on the great work being done in the existing PEG communities, thus building demonstrated demand and support for Pre-K in local communities across the state.

State Coalitions

The EEC could then develop a statewide early learning coalition that incorporates these regional coalitions and fosters the advancement of a unified agenda for early education in Massachusetts. Alabama and Washington provide examples of how this work could be done at the state-level. The Alabama School Readiness Alliance (ASRA), driven by the business community, formed a statewide Pre-K Task Force in 2011 to both, “grow connections among Pre-K champions and identify short- and long-term strategies to increase public investments in high-quality, voluntary Pre-K” (ASRA, 2012; Jacobson, 2008). The task force was comprised of leaders from numerous fields including business, education, legal, philanthropic, and child advocacy who shared the goal of expanding Pre-K to all children in Alabama (ASRA, 2015). The task force recommended that Alabama increase its commitment to Pre-K by \$125 million over ten years, and they supported the

continued use of a mixed delivery system, which would include classrooms in both public schools and private programs (ASRA, 2015). Alabama’s state Pre-K program has consistently met all of NIERR’s quality standards (Barnett, Carolan, Squires, Clarke Brown, & Horowitz, 2015).

Washington also serves as a relevant example. In 2007, the legislature created an Early Learning Advisory Council (ELAC), and the ELAC worked with the Department of Early Learning (DEL) to create a statewide early learning plan (DEL, 2015). One of the ELAC’s accomplishments was the development of ten regional coalitions (Hunter, Wiesman, Quigley, Dorn, & Whiting, 2015). The coalitions include early learning and K-12 professionals, parents, and business and civic leaders, and together they work to, “assess the need for early learning services in their community, plan actions and build public support” (DEL, 2015). The development of regional coalitions made sense considering the fact that Washington’s school districts are similarly served by one of nine regional districts, known as Educational Service Districts (NorthEast Washington ESD 101, 2015).

Recommendation 3: Developed a Blended Funding Strategy

State Comparisons

There are multiple funding sources that the EEC should examine in order to propose a blended funding model to the state. Before looking at those sources available to Massachusetts specifically, this paper will first examine how other states fund Pre-K. There is no one universal way for states to fund Pre-K, and it is common for state to rely on a variety of funding sources to cover the high cost of Pre-K (See Appendix C). Some states, such as Oklahoma, fund Pre-K through their school funding formula. Other states use lottery, gaming, or tobacco revenues (Stone, 2008).

States also vary in the amount of funding that they provide relative to the districts. As a result of a series of equity funding lawsuits, the state of New Jersey pays for a Pre-K program in the 31 highest-poverty Abbott districts (Barnett, 2013). However, the districts partially contract out to private providers, instead of running Pre-K entirely through the public schools, the model in

Oklahoma. 65% of Pre-K students are served through community providers (Education Law Center, 2007). These private providers are still subject to the same quality requirements as the district schools. Critics have called this mixed method delivery system “an unregulated voucher system” (Education Law Center, 2007). So, if the EEC plans to continue with the PEG model and contract out to private providers it should be sure to include political safeguards to prevent a public backlash. In New Jersey, one way they have solved this issue is to prevent districts from contracting out to religious based providers (Education Law Center, 2007).

While New Jersey fully funds this targeted Pre-K program, two other states do not fully fund their programs. In Arkansas, the state only funds 60% of their A Better Chance program. The state requires a 40% funding match from the districts, which can be cash or in-kind services. However, the Department of Education (ADE) does have the authority to waive the funding match for districts that are in “academic distress” after the ADE has attempted to help the district locate additional funding sources (ADE, 2013). Studies have shown that the 40% funding match is typically comprised of in-kind services. In-kind services encompass 71% of the funding match for district schools and 52% for community-based programs (See Appendix D) (ADE, 2014). If Massachusetts were to require a funding match, it could use the Preschool Expansion Planning Grants as examples of sources districts can use towards their funding match. Additionally, in Connecticut, districts require parents to contribute on a sliding scale based on family income (Mead, 2015).

Case Study: Springfield Funding

The PEG program is a great example of private-public partnerships as the providers were fronting much of the costs prior to PEG. Through the Chapter 70 formula, Springfield receives \$3,639 per pupil for Pre-K (compared to \$7,322 for elementary school students). This is due to the fact that the Chapter 70 formula funds half-day Pre-K. The Chapter 70 funds must be used by the Springfield Public Schools, as these students are part of the district. However, these funds could be

used to contract with a private provider to deliver the services in the future in the absence of PEG. (P. Roach, personal communication, November 18, 2015)

Currently, Springfield is funding their in-house Pre-K programs using the Chapter 70 funds. PEG is being used in its entirety to fund the private providers, and SPS is contributing in-kind services to the three private providers in their public-private Early Childhood Center. Springfield is not currently contributing any additional local funds to the PEG programs, and Title I funds are also not being used to fund Pre-K (P. Roach, personal communication, November 18, 2015). The information gathered from Springfield led us to recommendations regarding sources for a blended funding model.

Proposed Blended Funding Model

In order to fund Pre-K after the expiration of the PEG grant, additional state funding will be needed. However, it is important for the EEC to be able to demonstrate that the entire funding burden need not be born by new state dollars. Therefore, we propose exploring the following sources in order to construct a blended funding model.

Local Funding

In order to fund Pre-K, districts could potentially redirect other local funding sources, especially if Massachusetts required a local funding match as Arkansas does. Such funding could take the form of in-kind services such as professional development and facilities, or of reallocation of actual funds. This will vary significantly by community. However, because the EEC is currently soliciting proposals from communities for its Preschool Expansion Planning Grants program, the state will likely have many proposals for how to use local funding that can function as examples.

State Funding: Chapter 70

Regardless of district of residence, students are entitled to adequate education funding, and in Massachusetts, Chapter 70 is the state funding source to ensure this (MDESE 2013, October

16). The minimum adequate funding level in Massachusetts is set by the foundation budget, which uses a formula based on student needs to calculate how much on average should be spent per student in the district (MDESE 2015, July 2). Numbers of students are counted in October, and the total budget is allocated for the following fiscal year (MDESE 2015, July 2). If districts cannot provide at least the level set by the foundation budget, then the state makes up the difference using Chapter 70 funding (MDESE 2013, October 16). Thus districts with low property-values and income receive a larger percentage of their budget from Chapter 70 than do high property-value and high-income districts (See Appendix E) (MDESE 2013, July 12).

Under the foundation budget, Pre-K students count as half-day students if they are enrolled in free Pre-K programs (MDESE 2015, July 2). Thus, for every student enrolled in district Pre-K programs, the district receives Chapter 70 aid as if this student were a half-day student. Prior to FY2015, these Pre-K classrooms were public school classrooms meant to provide inclusion classes for special education students. The district could count every special education Pre-K student with an IEP plus two times that number of general education Pre-K students (MDESE 2013, July 12). Springfield uses this funding to run half-day Pre-K programs in the Springfield Public Schools for small numbers of students (P. Roach, personal communication, November 18, 2015).

Two recent updates to the foundation budget hold promise for increasing Chapter 70 funding for Pre-K: the uncapping of Pre-K students and the Foundation Budget Review Commission report. In 2014, the state announced that the cap on counting Pre-K students was lifted; meaning any Pre-K student in a free district Pre-K program can count toward the foundation budget headcount for FY2015 (MDESE 2014, February 10). In the state's official language: "The cap on regular education pre-kindergarten enrollment, previously at twice the number of special education pre-kindergarten enrollment, is lifted. Districts can now count all enrolled pre-kindergarten students provided they do not pay tuition" (MDESE 2014, February 10). This means

that, if the district is fully financially responsible for a Pre-K student, then that student may be added to the foundation budget count for the following year. In addition, it seems likely that Pre-K students must simply be the responsibility of the district, not that they must be based out of a public school building. According to the MA Department of Education, the district is “financially responsible” not only for students in the district’s public schools, but also for “students for whom the district is paying tuition, such as those at Commonwealth charter schools, other school districts, special education schools and other settings” (MDESE 2015, July 2). This sets the precedent that districts may contract out education services for students to other providers and still count students toward the foundation budget headcount. For PEG programs, this means that students in the public-private partnership programs should count as foundation budget students, even if they are receiving their education from a private provider, as long as the government is paying the tuition.

In 2015, the Foundation Budget Review Commission suggested changes to the foundation budget that would increase overall Chapter 70 funding. The original foundation budget was created in 1993 by the Education Reform Act but had not kept pace with the funding needs of many schools (Foundation Budget Review Commission 2015, October 30, p. 4). Especially in the areas of special education services and employee healthcare costs, the 1993 budget underestimated what districts would need to spend. Thus, more local and Chapter 70 funding is being spent on special education and health care than predicted, and less money is left over to spend on other services, such as Pre-K (Foundation Budget Review Commission 2015, October 30, p. 7). The Commission’s recommendations are not binding, but any increase to the foundation budget calculation system will result in additional funding that districts can allocate to services such as Pre-K.

State Funding: Start-Up Grants

A primary challenge of using Chapter 70 funding to pay for Pre-K programs is that the districts only receive the funding in the second year of their Pre-K programs, as foundation budget

head counts are made the previous fiscal year. To address this, we propose that state dollars come in the form of start-up grants to spur first year activity of those providers looking to expand their Pre-K programs to be modeled off of PEG. This start-up funding could come in the form of Transition to Full-Day Pre-K grants, based off of the “Transition to Full-Day Kindergarten Grants” issued by MDESE in FY 2016 (T. Weber, personal communication, December 3, 2015). The purpose of the state-funded Transition to Full-Day Kindergarten grant is to encourage the voluntary expansion of high-quality, full-day kindergarten classrooms across Massachusetts. The grant is intended to assist districts with the preparation needed during fiscal year 2015-2016 (FY16), so that they will be able to implement full-day kindergarten at the start of the 2016–2017 school year (FY17). (MDESE, 2015, August 18) This increased commitment from the state, coupled with the EEC Preschool Planning Grants, would serve as start-up funding to programs opening up additional Pre-K seats to high-need populations across the state, thus increasing the number of students being served by high-quality Pre-K programs.

State Funding: Social Impact Bonds

Social impact bonds are a new way for private companies to invest in preventative social programs. They work as follows:

- i. A private investor loans money to a local or state government
- ii. The investor and the government agree on a measure of success
- iii. The government pays back the investor if, and only if, the program is successful

These bonds provide a government with two advantages. First, they reduce the risk for the government because the government is only paying for a program if it is proven to be successful. Second, because these programs are preventative, the government should be able to use long-term savings to pay back investors.

Currently, Massachusetts is using social impact bonds to finance a juvenile justice program, demonstrating that they are open to this as a potential funding source (Save the Children, 2015).

Elsewhere in the country, these bonds are being used to fund Pre-K. In Utah, Goldman Sachs loaned the state \$4.6 million to fund high-quality Pre-K for low-income children (DeRuy, 2015, October 28). The agreed upon measure of success was special education identification when the Pre-K students entered the K-12 system. Out of the 595 children in the first cohort, 110 were identified through initial testing as potentially needing special education services when they would enter the K-12 system (DeRuy, 2015, October 28). Of those, only one child eventually required special education services (DeRuy, 2015, October 28), thus it was a good investment for Goldman. Utah also benefits from reduced special education costs. Critics of this partnership question whether special education identification was an appropriate measure of success. They also claim that success may have been overstated and that initial screening identified too many of the 595 children as potentially requiring special education services (DeRuy, 2015, October 28).

The city of Chicago has also entered into a partnership with Goldman Sachs. Goldman has invested \$17 million to provide Pre-K to 2,620 students over four years in half-day Child-Parent Center models (The City of Chicago, 2014). The measures of success include increasing readiness for kindergarten, improving third grade literacy, and reducing the need for special education services (The City of Chicago, 2014). Notably, Chicago received technical assistance from the Harvard Kennedy School's Social Impact Bond (SIB) Lab (The City of Chicago, 2014).

A large criticism of social impact bonds is that they allow governments to cut budgets for programs that serve the public good by relying instead on private investors (DeRuy, 2015, July 28). So, if the EEC decides to use social impact bonds in a proposal to fund Pre-K when PEG expires, we recommend the following:

- Consider seeking technical assistance from the Harvard Kennedy School's SIB Lab
- Ensure that the measures of success are both measurable and verifiable. One suggestion for a measure of success would be third grade reading scores, as it is an important benchmark in

a child's education and is a focus in local communities, as noted by the Davis Foundation (S. Fuller, personal communication, November 16, 2015).

- Due to some political resistance about how social impact bonds reduce government spending on public goods, the EEC may not want attempt to fully fund the programs through social impact bonds, but rather incorporate them into a blended funding model.

Federal Funding: Title I

Districts are permitted to use Title I to fund Pre-K programs in the following ways:

- A Title I school can fund a school-wide Pre-K program if 40% or more students are from low-income families, or a school can fund a targeted assistance program if the school uses those Title I funds to provide “supplemental educational services to students with the greatest need for assistance” (U.S. ED 2012, October, p. 5).
- A district can use Title I to fund a targeted Pre-K program for “at-risk” students but may not use Title I to fund a universal program unless all schools are “Title I schools operating school-wide programs” (U.S. ED 2012, October, p. 4).
- These funds may be applied to existing preschool programs, including “Head Start programs, Child Care, State-funded preschool programs, or other community-based early learning programs for at-risk children” (U.S. ED 2012, October, p. 18).

Conclusions

Through the use of the PEG funding, the EEC has initiated high-quality Pre-K opportunities for hundreds of four-year-olds in Massachusetts, and this work ought to continue even after the expiration of the PEG grant. In order to sustain the Pre-K programs in Springfield and the other four communities, there is much the EEC can do. First, in order to advocate for the expansion of the PEG program, the EEC must build upon and publicize its current successes in the five communities. In addition, the development of coalitions will help to generate the political support necessary to ensure the continuation of resources and funding. Finally, as there will be a funding gap in the absence of the PEG grant, the EEC will need to develop a blended funding model of local, state, and federal funds.

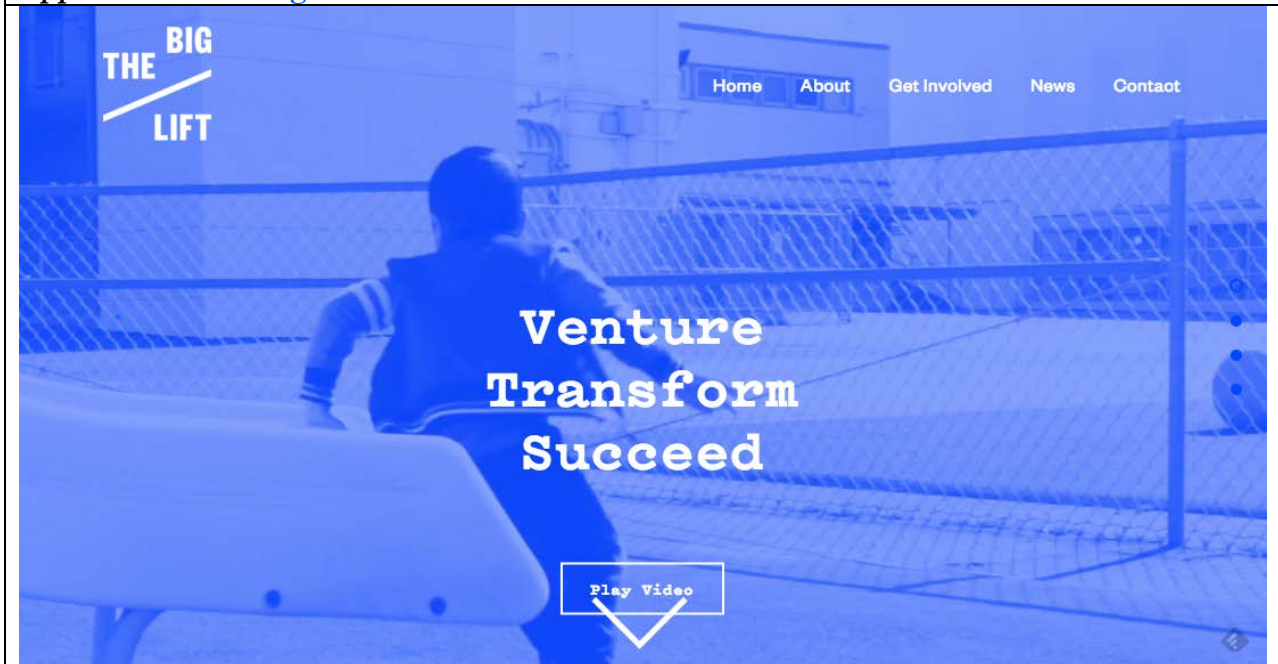
Appendices

Appendix A. Sub-grantees and Local Early Learning Partners

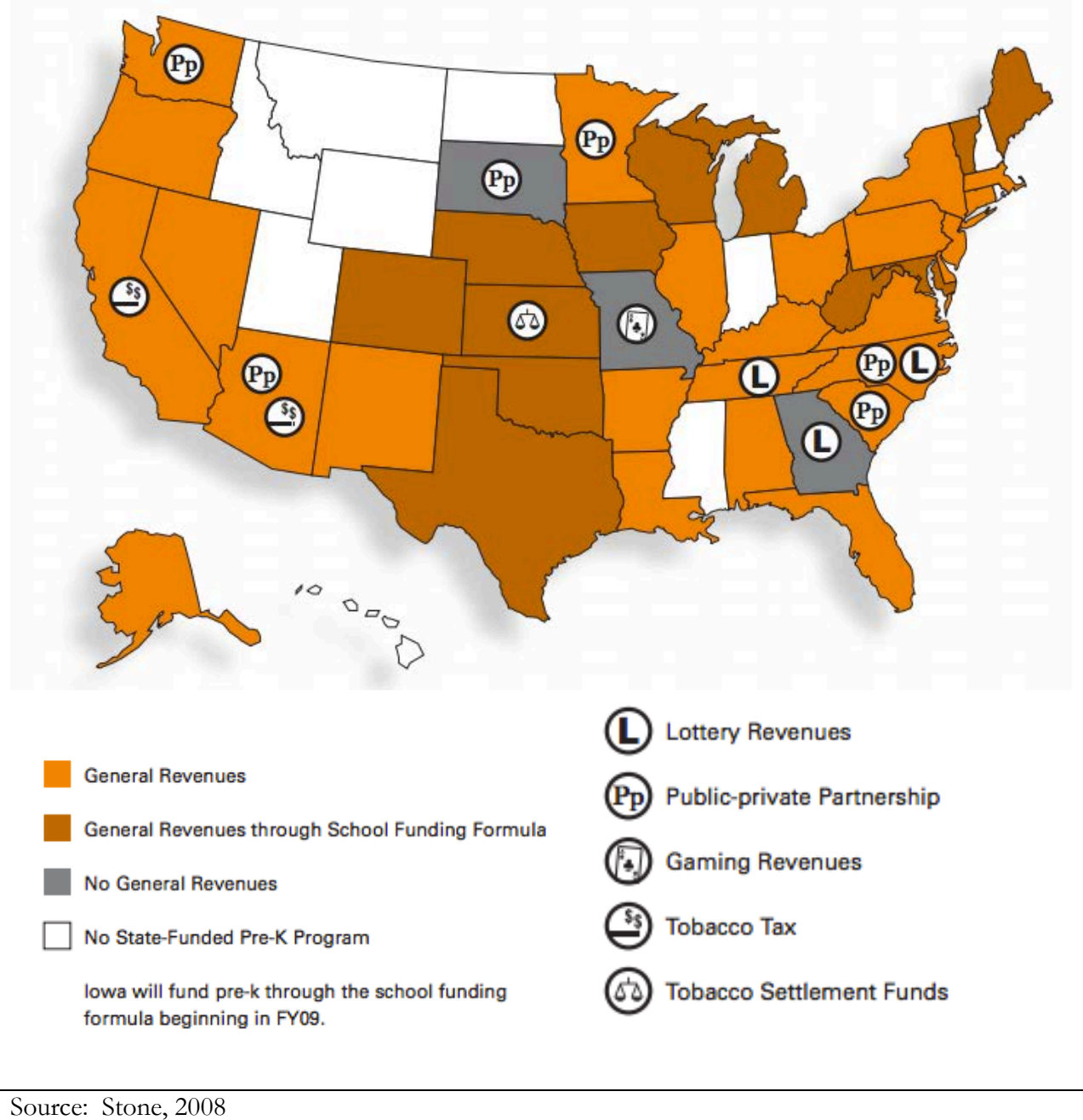
Preschool Expansion Grant

LEA/Award	Children Served	Local Early Learning Partners (ELPs)
Boston Public Schools \$4,061,250	300/year	YMCAs of Greater Boston, Nurtury, Action for Boston Community Development (ABCD) Head Start
Holyoke Public Schools \$1,425,000	78/year	Valley Opportunity Council, Holyoke-Chicopee-Springfield
Lawrence Public Schools \$2,351,250	129/year	Community Day, Greater Lawrence Community Action Program
Lowell Public Schools \$2,850,000	156/year	Community Teamwork, Inc., Little Sprouts
Springfield Public Schools \$3,562,500	195/year	Square One, Holyoke-Chicopee-Springfield Head Start, YMCA of Greater Springfield
Total Children Served	858/year	

Appendix B. [The Big Lift Website](#)



Appendix C. Sources of Funding of State Pre-K Programs



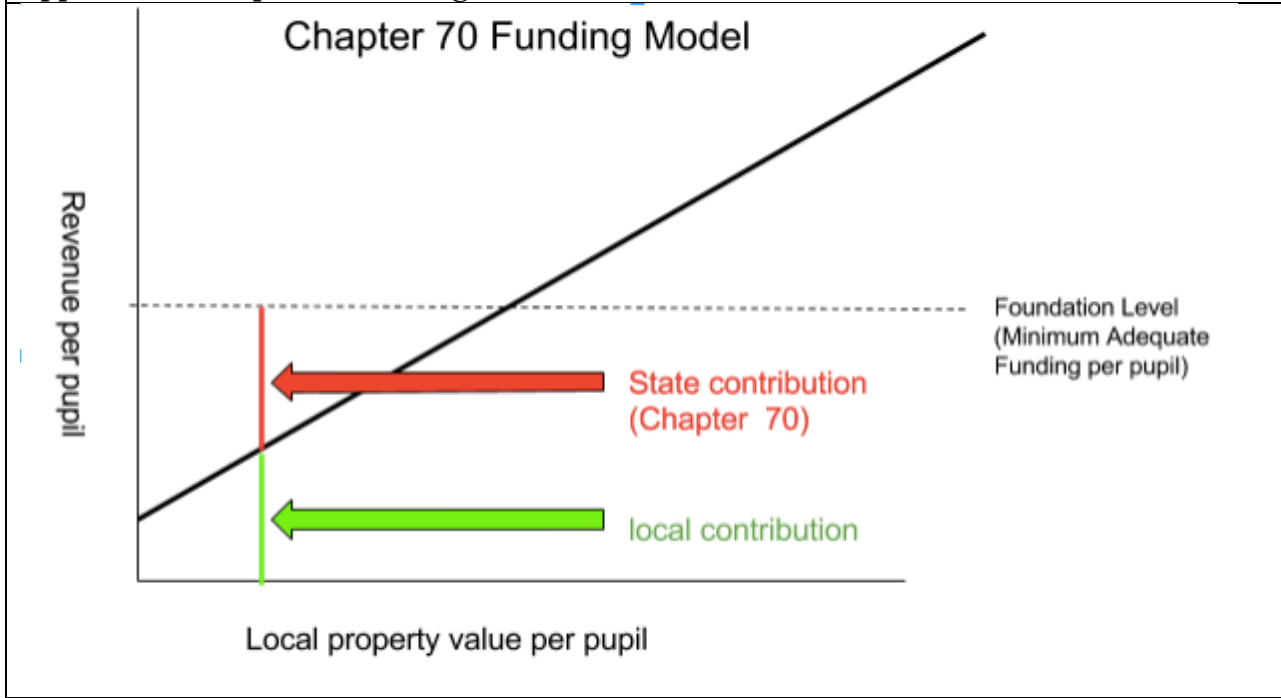
Source: Stone, 2008

Appendix D. A Better Chance Local Funding Match Comparison of Public Schools and Private Providers

Match Items	School-Based Programs	Community-Based Programs
Non-Personnel Expenses		
Annual Costs per Classroom		
Rent/Mortgage	\$0*	\$3462
Building Utilities	\$1,170	\$1817
Building Insurance	\$400	\$1089
Building Maintenance/Cleaning	\$425	\$815
Annual Costs per Child		
Food & Food Prep	\$359	\$480
Kitchen Supplies	\$0*	\$283
Educational Supplies & Equipment	\$210	\$113
Office Supplies & Equipment	\$8	\$19
Insurance (liability, accident, etc.)	\$0*	\$31.50
Payroll/Contract services	\$0*	\$8
Credit/debit card processing fees	\$0*	\$0.67
Advertising	\$0*	\$9
Misc. (incl. parent involvement & screening)	\$32	\$40
Consultants/Training (incl. certifications)	\$35	\$63.50
Transportation	\$6	\$243
Annual Operating Costs		
Telephone/Internet	\$2133	\$1224
Audit	\$0*	\$3566
Fees/Permit	\$50	\$315
Personnel Expenses		
Director Salary	\$21145	\$25030
In-Kind Match Amounts		
Nutrition reimbursement	100%=\$15871	100%=\$14896
Cost of therapy/specialized instruction	\$550/child=\$3630	\$550/child=\$660
Professional development	\$1650/teacher=\$3300	\$1650/teacher=\$3300
Developmental screening	\$50/child=\$1000	\$50/child=\$1000
Transportation	\$979/child=\$19580	\$979/child=\$19580
ACTUAL COST PER CLASSROOM**		
	\$38,323	\$63,131
AVERAGE MATCH PER CLASSROOM		
	\$133,873	\$130,903
PERCENT IN-KIND MATCH		
	71%	52%
*All programs report no cost; **Calculated with 20 children per class		

Source: Arkansas Department of Education, 2014

Appendix E. Chapter 70 Funding Model



Source: Fullerton, 2015

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