

# A Look at Prekindergarten Across the Country

August 16, 2018

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# The Center on Enhancing Early Learning Outcomes (CEELO)

- Our mission is to strengthen the capacity of State Education Agencies and state Early Learning Agencies to lead sustained improvements in early learning opportunities and outcomes.



# Our Talk Will Address

- Designing PreK programs for success
- State policies to reach goals
- Two sides of the coin: costs + financing
- Selected States With Strong Capacity
- What you can do ~ ESSA Preschool Development Grant; Resources



# Why Do Some PreK Programs Succeed and Others Fail?

- **Evidence-based** early childhood programs help children succeed (OK, AL, NC, AR, GA, NJ, MA)
- Public pre-K produces persistent positive effects on achievement **only when quality is relatively high.**
- Some don't produce/sustain gains due to "Design Failure" or "Implementation Failure"





# Design for Success: Preschool 2.0

Focus MUCH More on Implementation

States Need to provide programs with:

- Coherent vision and goals for quality
- Sufficient and stable resources
- Capacity for local system change
- Data to inform policy and practice

**Most importantly -- Begin early -- before Prek, and keep at it, K-3**





# *Indispensables* of High Quality PreK

## **3 Practices**



## **3 Policies**

1. Engage in positive interactions with children and families
2. Use learning trajectories in subject areas and domains
3. Promote social-emotional development and self-regulation

1. Allocate increased, predictable and sustainable funding
2. Provide educators with professional learning
3. Use high quality data to promote continuous quality improvement

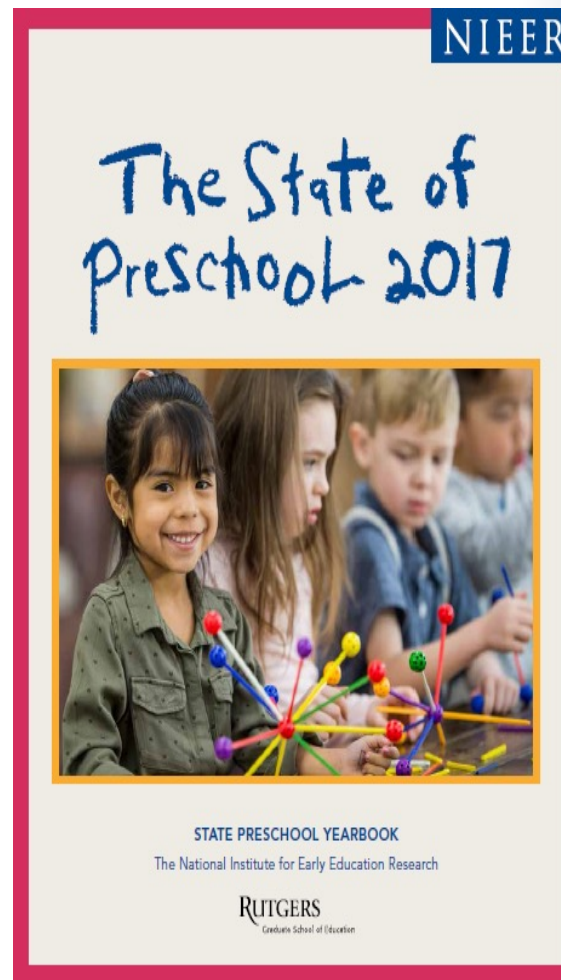
**Your system...**any  
system is perfectly  
designed to  
produce the  
results you are  
obtaining.

(Adapted from Carr, 2008)

# State of Preschool Yearbook

- Began collecting data in 2001-02
- Ten Quality Benchmarks based on research, revised in 2016
- Access for 3 and 4 year olds
- Federal, State and Local Resources

**2017 was 15<sup>th</sup> year of  
collecting this data!**



# State Funded Preschool Policy

## 2002 vs. 2017!

2002	2017
Only 3 states & DC served more than 1/3 of 4-year-olds	This is now the national average
2 states enrolled >50% of 4-year-olds	10 states enroll 50% or more of 4-year-olds
13 “No Program” states	7 “No Program” states
3% of 3-year-olds served	5% of 3-year-olds
\$2.4 billion in state pre-K spending	\$7.6 billion in state pre-K spending
\$3,458/child or \$5,395 inflation-adjusted	\$5,008/child slight decrease in real \$
No programs met all 10 quality standards benchmarks; 3 programs met 9	5 programs met all 10 original quality standards benchmarks; 15 others met 9
10 programs met fewer than half of the benchmarks	9 programs meet fewer than half of the benchmarks

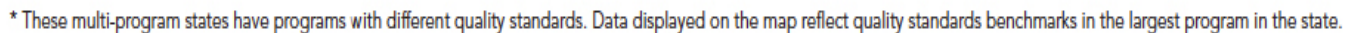
# 2017 Enrollment Overview

- Enrollment topped **1.5 million children**
  - 1.3 million 4-year-olds
- **1/3 of all 4-year-olds** in the country
  - Enrollment increased but only very slightly
    - 40,861 3- and 4-year-olds
  - 10 states served 50% or more of 4-year-olds
  - 5 state served more than 70% of 4-year-olds
- **5% of 3-year-olds**
  - Only DC and VT served more than 50% of 3-year-olds



# 2016 Quality Standard Benchmarks

Standard	Change
<b>Comprehensive Early Learning Standards</b>	<b>Enhanced</b>
<b>Curriculum Implementation Support</b>	<b>New</b>
Lead Teacher Degree (BA)	None
Lead Teacher Specialized Training	None
Assistant Teacher Degree (CDA)	None
<b>Staff Professional Development</b>	<b>Enhanced</b>
Maximum Class Size (20)	None
Staff: Child Ratio (1:10)	None
Screenings and Referrals & 1 support service	Slight change
At least one meal	<b>DELETED</b>
<b>Monitoring → Continuous Improvement</b>	<b>Enhanced</b>



# New Early Learning & Development Standards

- Met by **52** programs (all 61 programs met old version)
- Strengthened in 3 ways beyond comprehensive
  - Aligned
    - **Vertically** with state standards for older and younger ages
    - **Horizontally** with child assessments
  - Supported:
    - Professional Development on the ELDS, or
    - Resources available to support implementation
- Culturally sensitive content/support for DLLs

# Curriculum Supports

- Entirely New
- Met by **52** programs
- Requirements of the Curriculum Supports benchmark
  - The State supports curriculum selection, examples:
    - Guidance on how to select an evidenced-based curricula
    - A list of approved or recommended curricula
    - Requires adoption of specific curricula
    - Requires alignment of curricula with ELDS
  - The State supports curriculum implementation, examples:
    - Provides or sponsors PD/training on implementation
    - Offers TA on curriculum implementation
    - Funding for curriculum implementation, PD/training

# Staff Professional Development

- Met by only **9** programs
  - 49 program met the old version
- To meet the new PD benchmark:
  - At least 15 hours/year of PD for **LEAD *and* ASSISTANT** teachers
  - Written individual annual PD plans for **LEAD *and* ASSISTANT** teachers
  - Includes PD that is teacher/classroom specific (such as classroom-embedded support, coaching)

# Continuous Quality Improvement System (CQIS)

- Slight changes this year from last year to focus on the *systematic* collection of data
- 34 programs met the CQIS standard in 2017
  - Up from 22 in 2016 (due to change in criteria)
  - 43 programs met the old monitoring standard
- CQIS requirements include:
  - Systematic approach to classroom observations
    - Could include random samples, focus on low performing classrooms
    - At least every 3 years
  - Data are used at both the state and local levels for program improvement



# Dual Language Learners (DLL)

- Supplemental survey on policies to support DLLs in state-funded preschool
- Only 26 programs collect data on children's home language
- 6 states with high % of DLLs also have a high % of DLLs enrolled in state pre-k (CA, IL, NV, NJ, NM, TX)
- Other states with high % of DLLs cannot report on DLLs in state pre-K (AZ, FL, NY)
- 35 programs have specific policies to support DLLs
- 33 programs have at least one policy to support families of DLLs
- Only 6 programs require teachers to have qualifications related to working with preschool DLLs (CA TK, IL, MN HdSt, MN VPK, OK, TX)

# Additions to the 2018 Survey

- Supplemental survey on the preschool workforce
  - Salary and benefit parity
  - Paid time for planning, meetings, and PD
  - Professional supports (coaching, scholarships, etc.)
- Chronic absenteeism
  - Definition, applied to preschool
  - Existing policies/efforts to reduce chronic absenteeism
- Suspension and expulsion
  - Baseline information about current policies and practices
- Plans to sustain Preschool Expansion Grant funding
- Early Childhood Integrated Data Systems (ECIDS)
  - Current status of efforts, if any

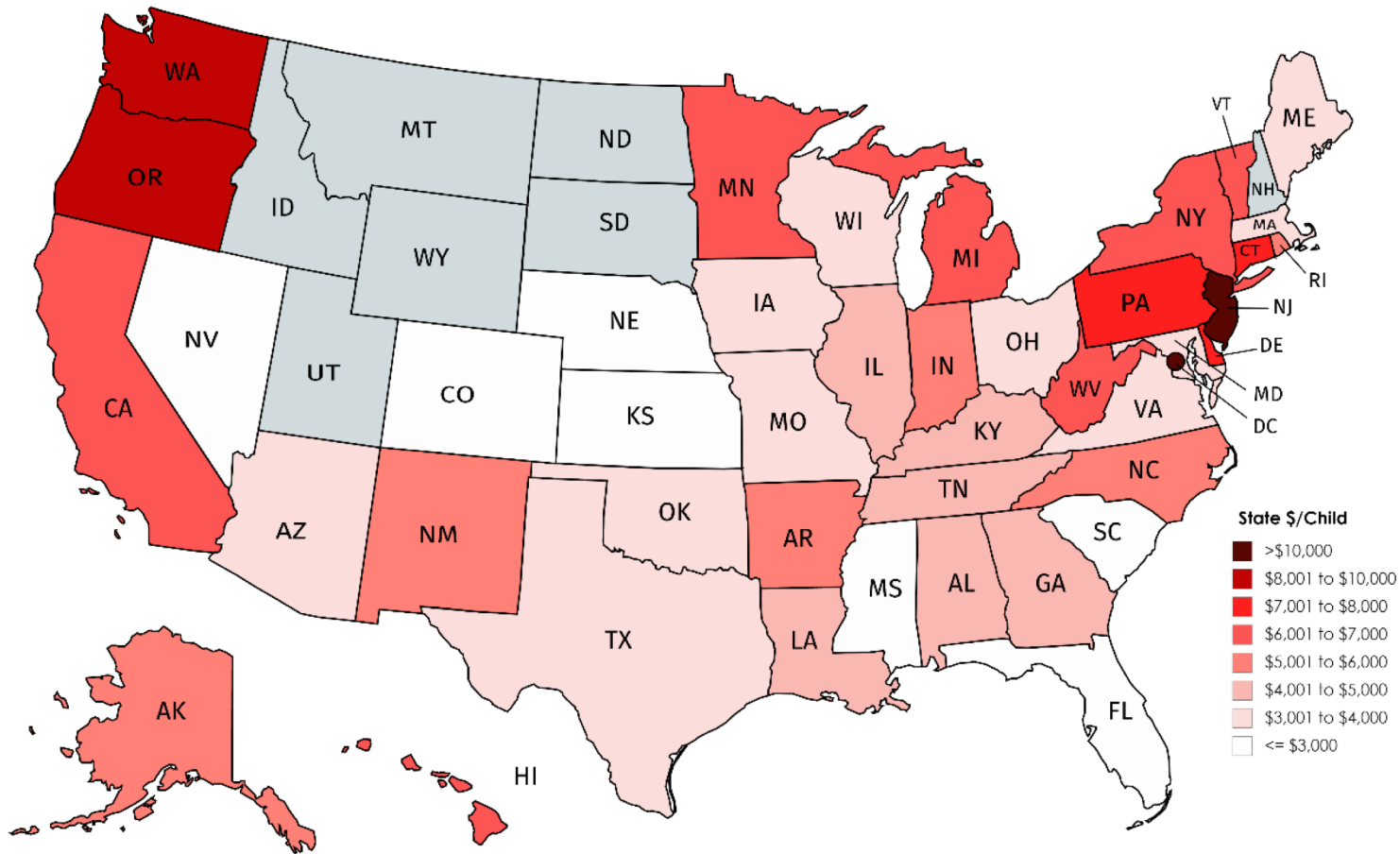


# How much did States Spend?

- Total state pre-K spending exceeded \$7.6 billion
  - Inflation-adjusted **increase of \$155 million (2%)**
  - 7 states reported an increase in total state spending of more than \$10 million
- State \$/child = \$5,008
  - Inflation-adjusted **decrease** of \$16
  - First decrease in several years
  - 18 states increased spending per child
- “All reported” spending topped \$8.65 billion
  - Includes state, federal, and local dollars



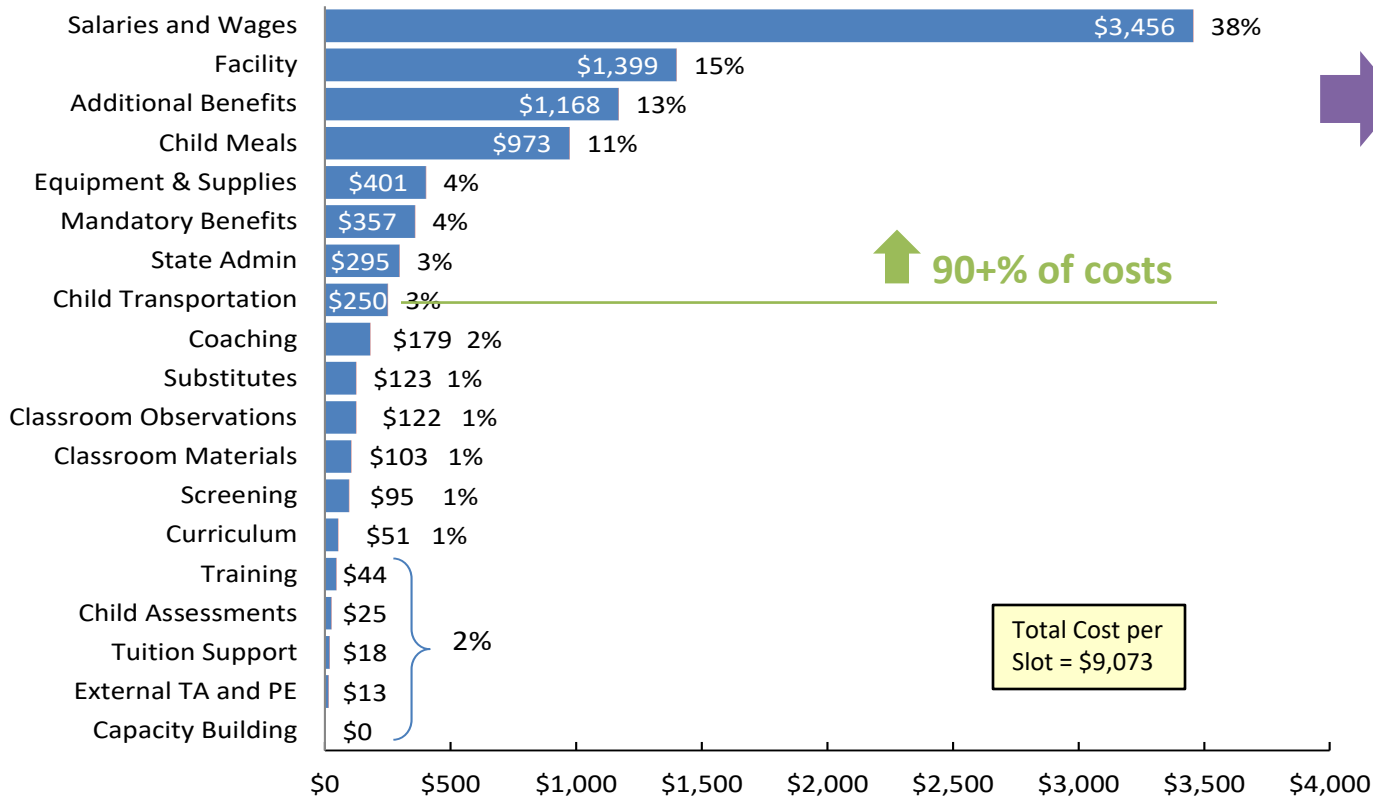
# Spending per child by state





# Illustrative Example: What functions drive costs?

**Example: Child Care Center Unit Cost Contributions to Total Cost per Slot\***



***The top eight categories contribute more than 90% of the total cost estimate***

Source: CPQ&R

\*Not all preschool programs will match the illustrative example, which is based on 1,000 hypothetical slots in Alabama located within private Child Care Centers. The slot count is held constant for Years 0-3 and no inflation is assumed. 100% participation is assumed for Professional Learning and Support (training, coaching, and PD plans), CQIS (classroom observations), Curriculum (Curriculum selection and materials support is assumed to ramp from 0% to 100% in Year 3), and Screening/Referrals (vision, hearing, and health). All other default assumptions are left unchanged.

Note: in the example above, coaching and training costs related to ELDS, CQIS, and Curriculum are assumed to be zero, as are capacity building costs. Assuming non-zero costs in these areas would raise their profile in a rank order of cost categories.



# Can Cost Studies Help Ensure Equity?

- Design for success first, then estimate cost per child
  - Find out how cost varies by child characteristics and location
  - Determine how many children can be served at quality within a given budget
  - Examine impacts on costs of alternative policy decisions (for example, pay parity)
- Create a stable, adequate, and equitable funding formula
  - Reduce burden at local level of blending and braiding
    - Different eligibility rules for Head Start & child care subsidies
    - Fixed Head Start and Child Care dollars, only so much classroom space and shared administration available





# Cost of Preschool Quality & Revenue (CPQR)

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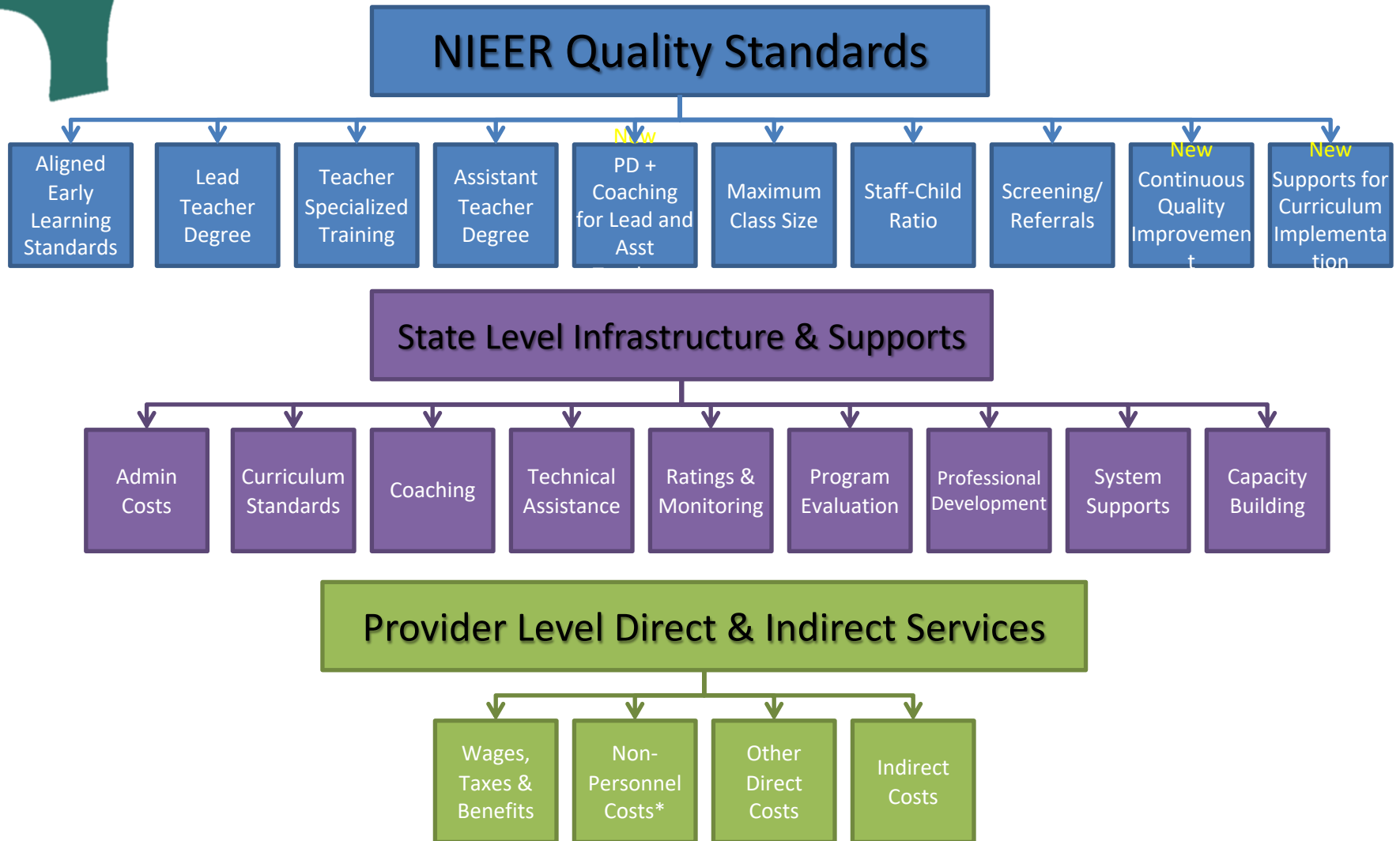
Free, excel-based tool to project costs and revenue to expand access/enhance quality of preschool programs

- **Fully accounts for state and local administrative costs**
- **Projects costs based on quality standards**
- **Includes a comprehensive revenue section**
- **Allows users to compare alternate policy options**





# CPQR Costs Components

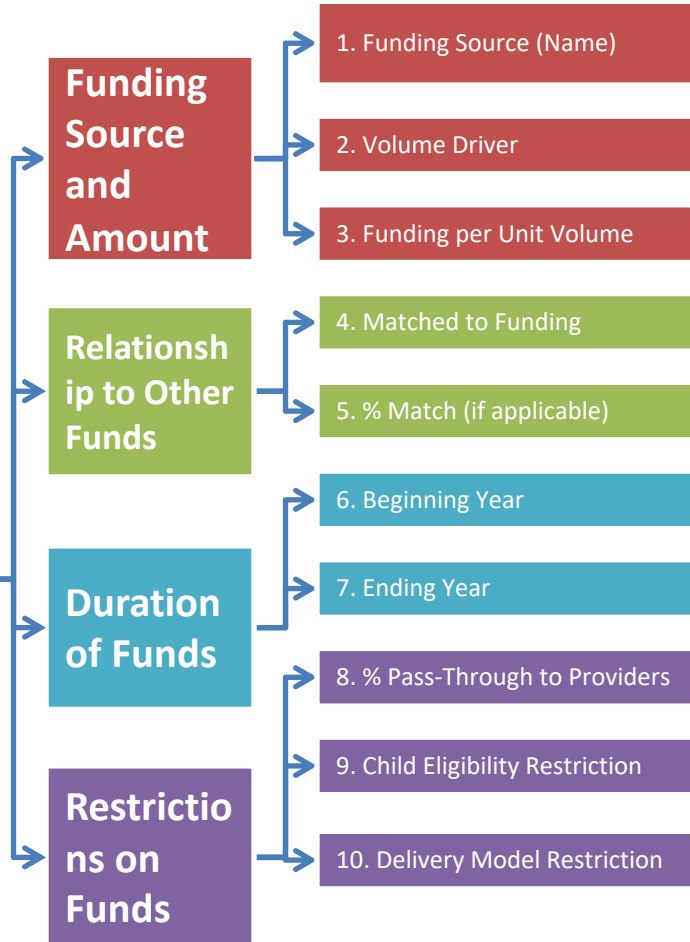


\*Non-Personnel Costs include per-child costs (e.g., food and food prep), per-classroom costs (e.g., rent and utilities allocations), per-staff costs (e.g., consultants and training incremental to NIEER Quality Standards assumptions), and per-site costs (e.g., audit and legal expense).



# CPQ&R Revenue Components

**Table  
B.2.a.2:  
Available  
Funding  
Streams**



- Head Start (HS) Federal Funding
- Early Head Start (EHS) Federal Funding
- CCDF - Child Care Development Fund Funding
- TANF - Temporary Funding for Needy Families Funding
- Child Care Tax Credits
- Title I Funding
- Title IX - Preschool Development Grant Funding
- IDEA Part B Funding
- IDEA Part C Funding
- CACFP - Children and Adult Food Care Program Funding
- MIECHV (Home Visiting) Funding
- State Pre-K Funding
- State Preschool Special Education Funding
- Other Federal Funding
- Other State Funding
- Other Local Funding
- Private Funding - Philanthropic Grants and Donations
- Private Funding - Tuition/Parent Co-Pay
- Other Private Funding



# Kentucky Preschool Cost Study

Figure 1: Key Assumptions for Standards at Three Levels of Quality Preschool

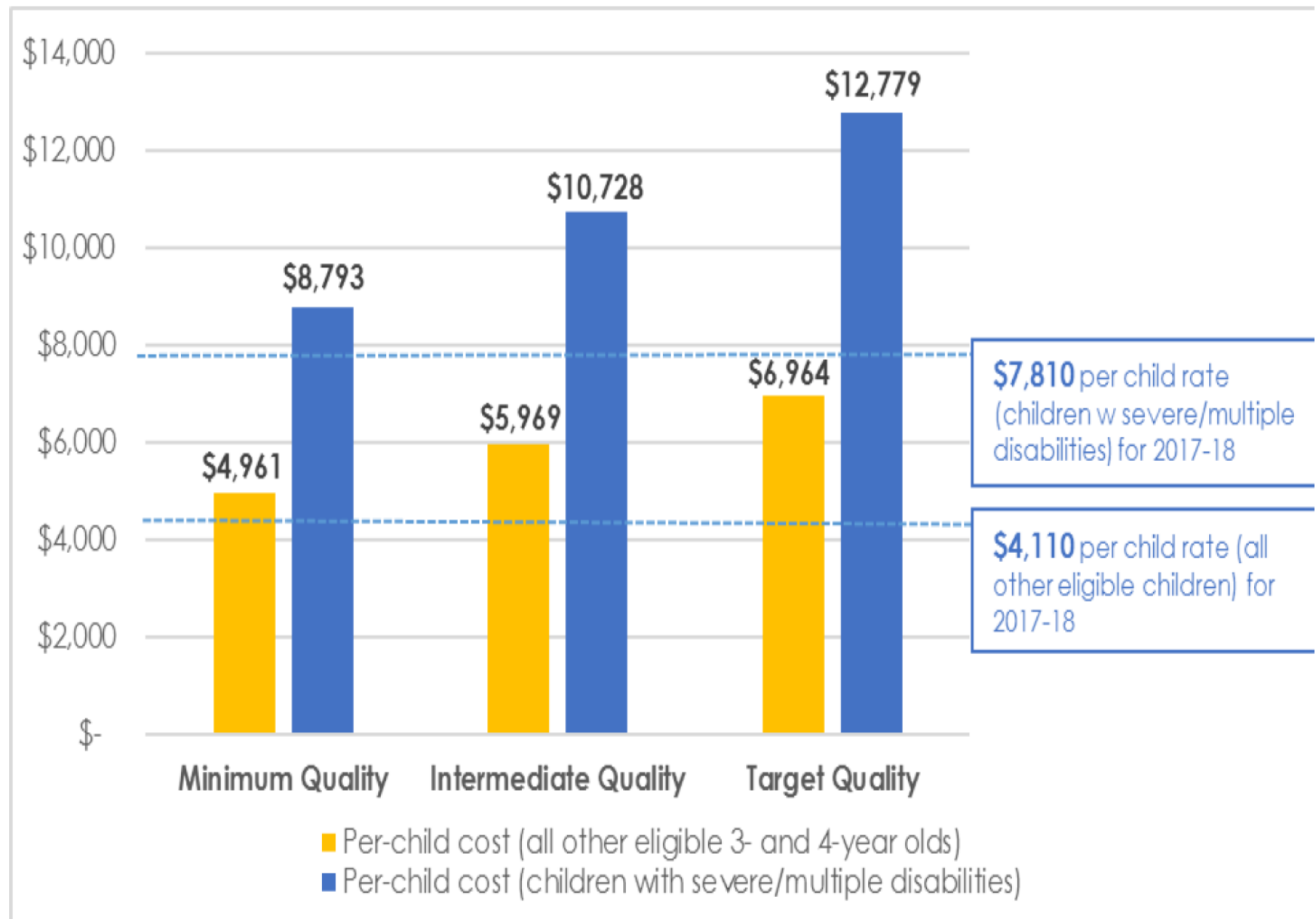
## Key Assumptions

	Minimum	Intermediate	Target
Maximum class size	20	18	16
Assistants per classroom	1.5	2	2
Lead teacher salary	\$52,618	\$52,618	\$52,618
Instructional assistant salary	\$15,000	\$16,500	\$18,000
Family coordinator	None	Part time	Full time
Specialists (nurses, PT, OT, speech, interpreters)	0.2 FTE	0.3 FTE	0.4 FTE

Source: Determining Costs of Preschool Quality in Kentucky.

[http://ceelo.org/wp-content/uploads/2018/05/KY\\_CPQR\\_spotlight\\_052118\\_final.rev\\_.pdf](http://ceelo.org/wp-content/uploads/2018/05/KY_CPQR_spotlight_052118_final.rev_.pdf)

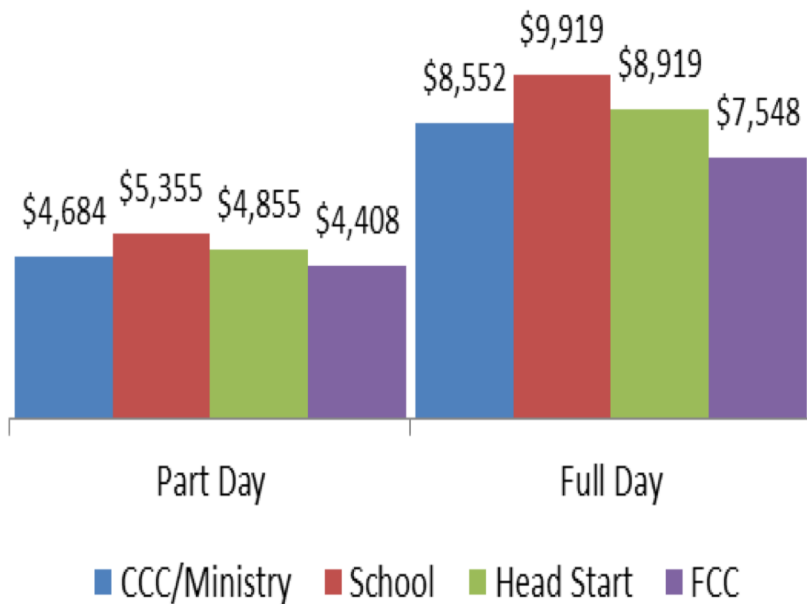
## Cost Estimates – Kentucky Preschool Program



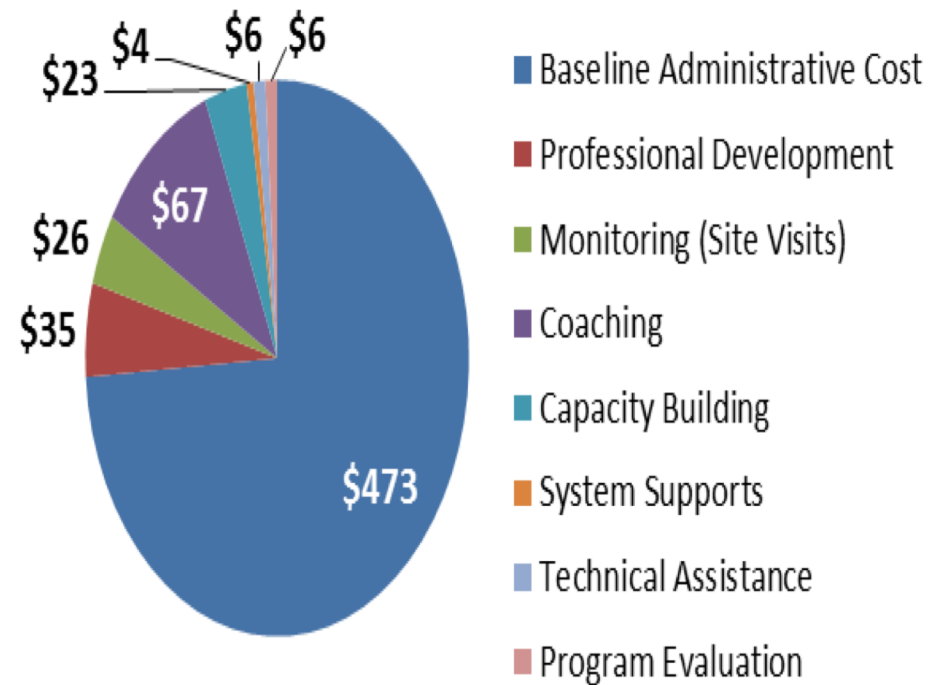


# Indiana Wanted to Determine Costs of Increasing Access

Estimated Slot Costs by Dosage and Delivery Model (State and Provider Level Costs)



State Level Costs: Cost per Slot Breakdown



Source: Indiana Early Learning Advisory Committee 2017 Annual Report, page 21.

[http://www.elacindiana.org/elacindiana/wp-content/uploads/2016/12/FINAL-2017-Annual-Report-1.pdf?utm\\_content=&utm\\_medium=email&utm\\_name=&utm\\_source=govdelivery&utm\\_term=](http://www.elacindiana.org/elacindiana/wp-content/uploads/2016/12/FINAL-2017-Annual-Report-1.pdf?utm_content=&utm_medium=email&utm_name=&utm_source=govdelivery&utm_term=)



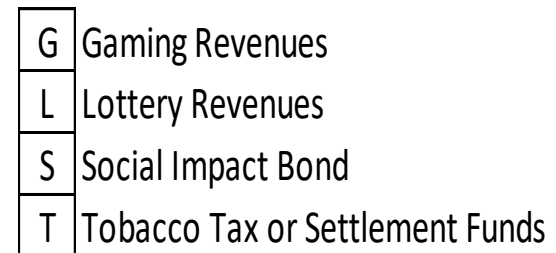
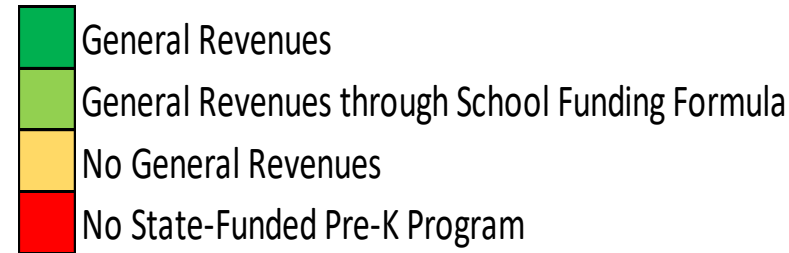
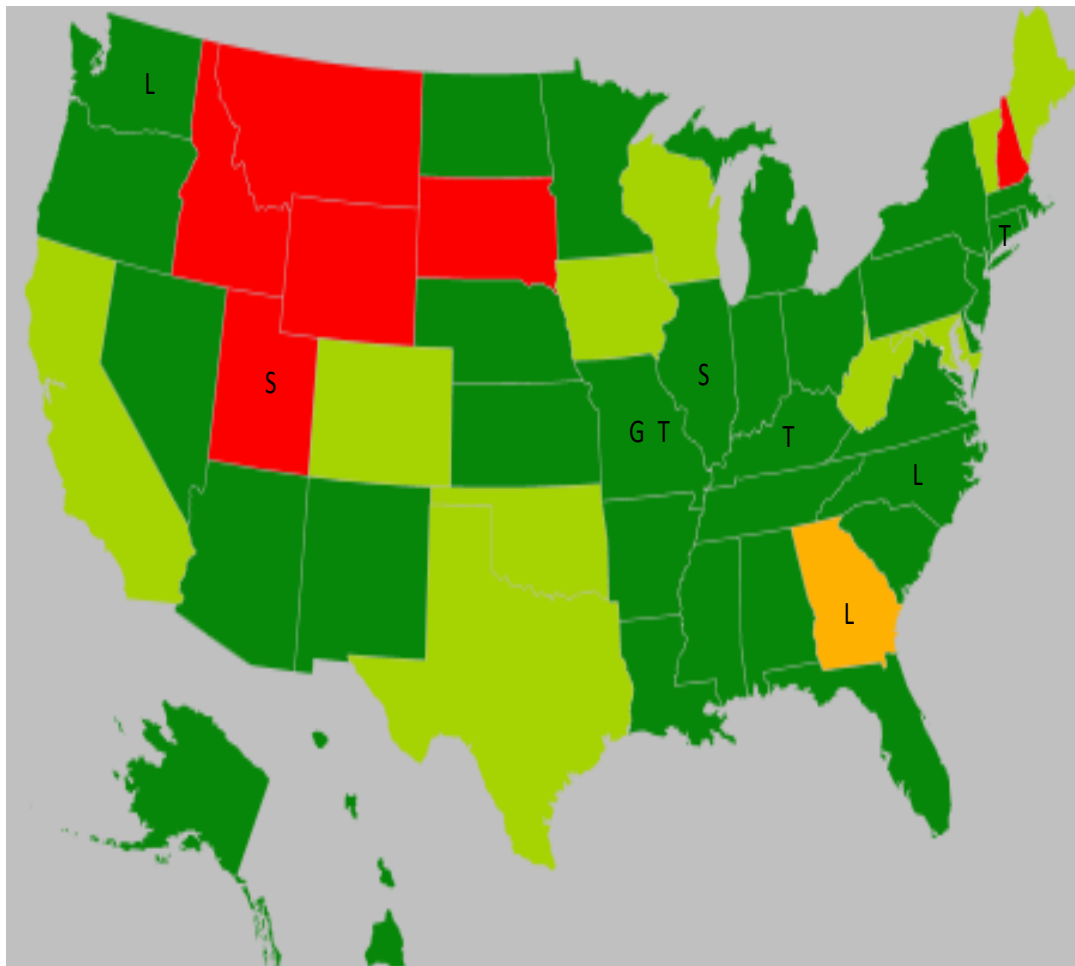
# The Other Side of the Coin: Financing

- Limited Resources = Difficult Choices
  - Recent National Academies report showed that the system receives about 1/3 of the public funding it needs to fund equitable access to high quality early education and care
- States generally under-estimate costs to administer and improve quality
- WE under-estimate the burden of blending and braiding many funds at local level to meet comprehensive family needs

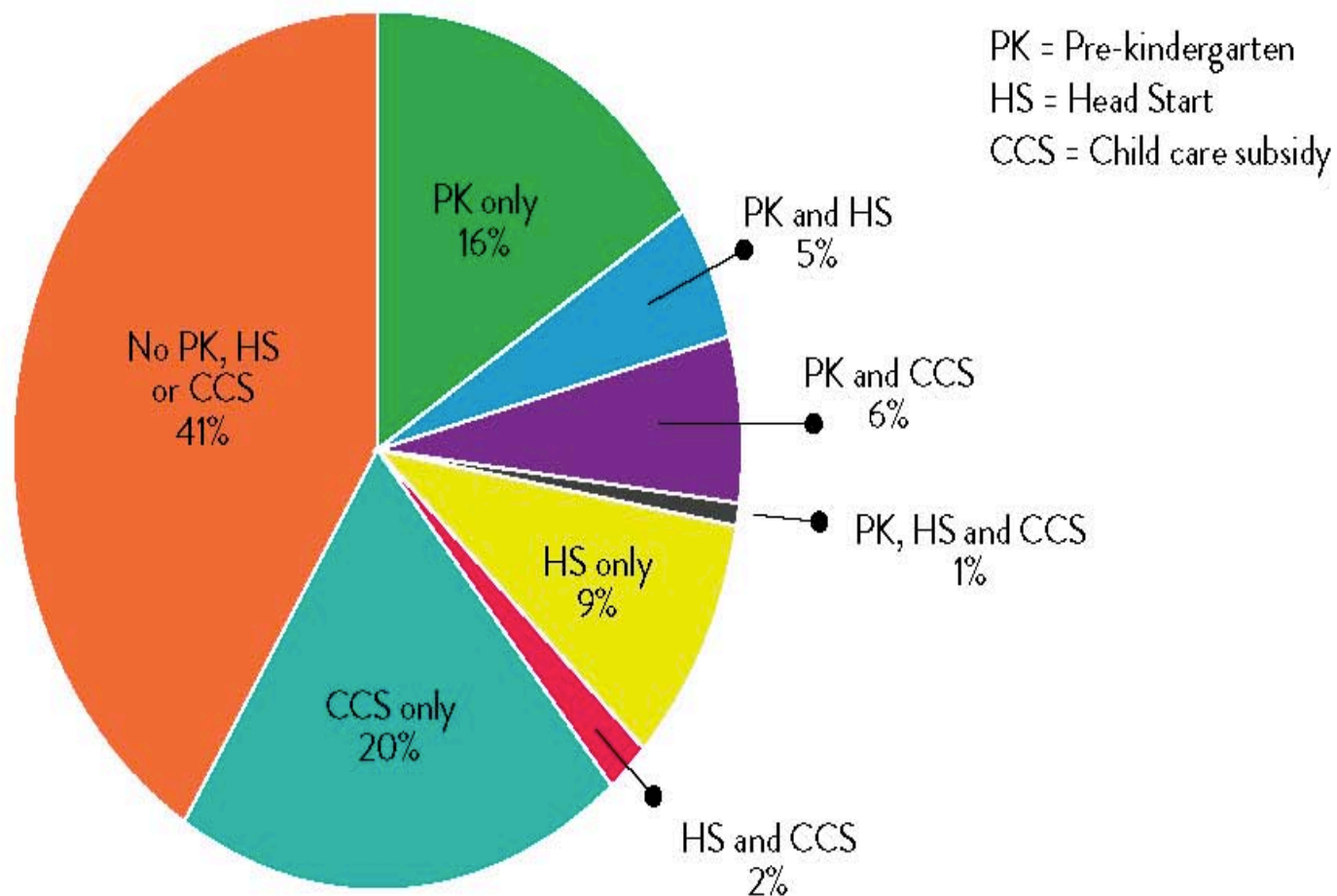


# Primary State Pre-K Revenue Sources

Sources of Funding of State Pre-K Programs



**Figure 10. Mixing of Major Public Program Funding Within Preschools**



Source: NSECE center-based provider questionnaire [N=129,000 centers].



## Use of School Funding Formula in State Pre-K Programs

State program	Universal Coverage	Cap on Funding
California	*	
Colorado		*
District of Columbia	*	
Iowa	*	
Maine		
Maryland		
Oklahoma	*	
Texas		
Vermont	*	
West Virginia	*	
Wisconsin	*	



Source: Funding Landscape for Preschool with a Highly Qualified Workforce.  
[https://sites.nationalacademies.org/DBASSE/BCYF/Finance\\_ECE/index.htm](https://sites.nationalacademies.org/DBASSE/BCYF/Finance_ECE/index.htm)

**NIEER**

# States Likely to Succeed

Strong program design + strong implementation supports:

- Very Strong Currently: AL, GA, NJ
- Most likely to be very strong: AR, MD, MI, NY, WV
- To Watch: WA, PA, MA





# What Can You Do?



*New Funding Opportunity to Assess Your System and Identify Improvements --* Preschool Development Grant in ESSA

- Assist States to develop, update, or implement a strategic plan that facilitates collaboration and coordination among existing programs of early childhood care and education in a mixed delivery system



# Ensure Early Learning in ESSA State Plan Is Implemented Well

- 1) Setting goals and policy priorities for early learning as a strategy to address equity (accountability system)
- 2) Integrating early learning into school improvement and data transparency
- 3) Supporting early childhood educator development





# ESSA Requires Local Education Agency + Head Start Coordination Agreements

**Information and resources for SEAs, LEAs, Head Start and other  
Early Childhood Programs on:**

- ESSA's Early Childhood Coordination Requirements
- Other Related Federal Policies
- Alignment and Differences between ESSA and Head Start Coordination Requirements
- Specific SEA Actions to Support Local Coordination;
- Specific LEA Steps to Develop Coordination Approaches that Comply with ESSA and Support Children, Families, and Educators

Source: New Early Childhood Coordination in ESSA, toolkit from CCSSO and National Head Start Association. <https://www.nhsa.org/files/resources/toolkit-new-early-childhood-coordination-requirements-in-the-essa.pdf>





# Talk About “Value” and Benefits

## CPQR Communications Toolkit

includes:

- Sample social media templates
- Press Release Templates
- Quotes from experts
- How to create graphics with your cost data
- Printable 1 page handouts on 8 key cost/quality topics



1 What difference does quality make?



2 What do we get for our money?



3 What outcomes can we expect?



4 Why are teachers important?



5 Why does class size matter?



6 Why do we need standards?



7 How do we measure improvement?



8 How can administrators help?

# Get More Information

- Resources:
  - CEELO ESSA resources and blog:  
<http://ceelo.org/essa/>
  - CEELO Cost of Quality Preschool and Revenue Calculator Webpage
    - <http://ceelo.org/cost-of-preschool-quality-tool/>
  - Cost of Quality Early Learning Think Tank
    - <http://ceelo.org/may-2018-cpqr-thinktank/>
  - NIEER State of Preschool Yearbook
    - <http://nieer.org/state-preschool-yearbooks>





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