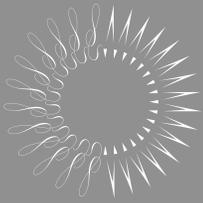


pre[k]now

a campaign of the
Pew Center on the States



THE
PEW
CENTER ON THE STATES

Leadership Matters:
Governors' Pre-K Proposals
Fiscal Year 2010

May 2009



May 2009

Dear Colleagues,

This year, states are confronting dramatic fiscal challenges and budget shortfalls. For many governors, this budget cycle is the most difficult and important of their careers. It's no surprise, then, that leaders have narrowed their focus to core priorities.

In "Leadership Matters: Governors' Pre-K Budget Proposals FY10," Pre-K Now, a campaign of the Pew Center on the States, evaluates gubernatorial proposals to determine which leaders see voluntary, high-quality pre-kindergarten programs as essential. The news is good: The majority of governors are prioritizing pre-k, and though more modest than in recent years, gubernatorial proposals for FY10 still call for increasing state early education investments by almost 4 percent to \$5.4 billion, nationally.¹

There is reason for renewed optimism at the federal level as well. The new president and Congress have included funding proposals for early learning and care in the stimulus package. While important, this is still only a first step toward fulfilling President Obama's campaign promise to support high-quality pre-k for all, and continued federal leadership on this issue is urgently needed. Nationwide, states are relying on guidance and support from the new administration to ensure they can quickly and effectively put federal dollars to work on behalf of children and families.

Americans of both parties recognize that publicly funded pre-k is precisely the kind of fiscally responsible investment our nation needs to achieve economic and educational progress. This year's gubernatorial proposals demonstrate this growing consensus. Yet despite the remarkable show of leadership on early learning for FY10, much work still lies ahead.

The current economic conditions will undoubtedly present ongoing challenges for state and federal lawmakers and executives. The Pew Center on the States is committed to helping leaders navigate these troubled waters by providing sound data to make smart policy choices. By investing in proven programs like high-quality pre-k, our nation can emerge from this difficult time fiscally stronger and more economically competitive.

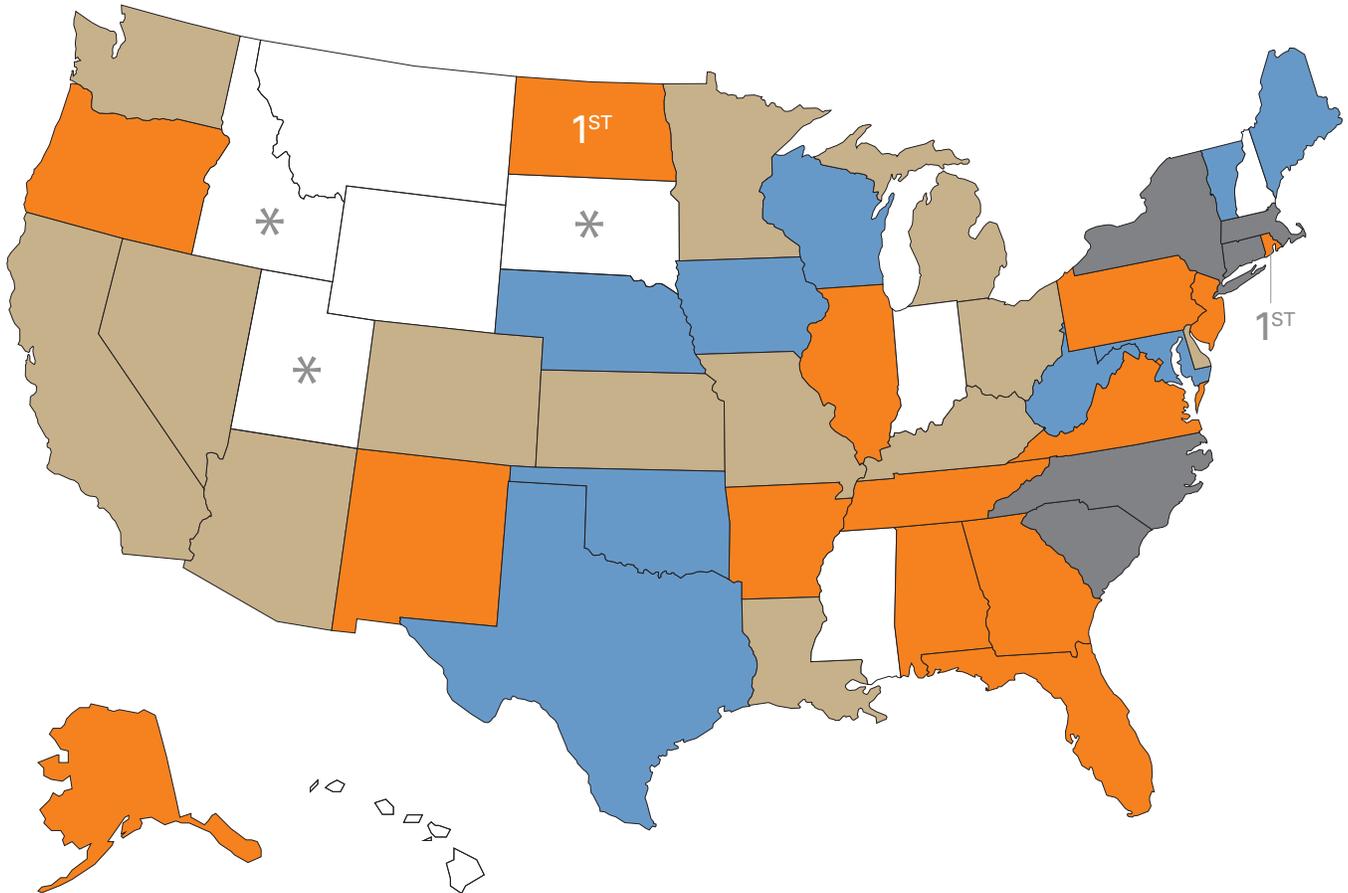


Susan K. Urahn
Managing Director
The Pew Center on the States

Table of Contents

2	Introduction	6	Out of the Pre-K Wilderness	10	Raiding the Piggy Bank
3	Budget Gaps and Pre-K Funding Proposals		<i>Alaska</i>		<i>Arizona</i>
4	Maintaining Momentum		<i>North Dakota</i>	12	Rising Tide
	<i>New Jersey</i>		<i>Rhode Island</i>	14	Conclusion
	<i>Georgia</i>	7	Low-Cost/No-Cost	14	Endnotes
			<i>Ohio</i>	16	FY10 Pre-K Budget Proposals at a Glance
		8	Stark Contrasts		
			<i>New York</i>		
			<i>Pennsylvania</i>		

Governors' Proposed Investments in Pre-K



- Proposed Increased Investment in Pre-K
- Pre-K Funding through School Funding Formula
- Proposed Flat Investment in Pre-K
- Proposed Decreased Investment in Pre-K
- No Proposed Investment in Pre-K
- * Proposed State Investment in the Federal Head Start Program or a Local Pilot Initiative
- 1ST Proposed First-time Investment in Pre-K

This map illustrates the pre-k funding proposals of the 50 governors and the mayor of the District of Columbia. For FY10, total gubernatorial proposals would increase state pre-k investments by 4 percent to \$5.4 billion, nationally. Fourteen governors are proposing to increase investment in early learning, and another 13 are proposing to flat fund their states' programs. Nine states and D.C. anticipate increases through their school funding formulas. In the minority are five governors who are proposing shortsighted decreases to their states' pre-k investments.

Note: Assuming the budget proposals for Alaska, North Dakota and Rhode Island are enacted, nine states will still have no state-funded pre-k program: Hawaii, Idaho, Indiana, Mississippi, Montana, New Hampshire, South Dakota, Utah and Wyoming.

Introduction: Weathering the Fiscal Storm

States' resources are scarcer than they have been in decades, and hard choices must be made about where and how they are best spent. Budget proposals for FY10 indicate that most governors recognize the educational and economic necessity of high-quality, voluntary pre-kindergarten and are fighting to maintain or even grow investments in early learning.

When governors choose to protect or increase state pre-k funding, they make a down payment on children's school readiness and on their states' economic well-being. In the near term, high-quality early education provides young children access to essential learning opportunities and supports working families striving to make ends meet by increasing the affordability of programs and helping them save, pay down debts and afford other necessities. Over the long run, pre-k builds essential human capital and generates robust returns on investment in the form of savings to public education, criminal justice and other systems.

For FY10, 14 governors are proposing increases totaling nearly \$150 million,² including three introducing new programs in states that currently offer no state-funded pre-k. In another nine states and the District of Columbia, increases are anticipated through the school funding formula, which calculates K-12 appropriations, typically based on enrollment. In the face of the current economic downturn, these leaders are committed to ensuring that tighter budgets will not compromise progress toward providing greater opportunities for young children to learn, thrive and contribute to the economic development of their states.

Thirteen governors are proposing to "flat fund" pre-k, preserving current investment levels. In the past, Pre-K Now criticized governors for flat funding, as such proposals failed to keep pace with increases in the cost of living, effectively cutting programs' operating

With family incomes already stretched, cuts to state-funded pre-k limit parents' choices and deny young children opportunities to enter kindergarten ready to succeed.

budgets. This year, however, with inflation rates low and state revenues in negative territory, flat funding can be viewed as a proactive effort to protect critical programs while addressing serious shortfalls.

On the other hand, five governors are proposing cuts to early learning programs – shortsighted decisions that risk mortgaging tomorrow's prosperity to pay today's bills. Another nine states still offer no state-funded pre-k. Failing to provide or cutting funding for these programs run counter to evidence-based education and economic development policy and compound the burden on families already facing enormous financial challenges. Even before the economic downturn, the costs of high-quality programs took up as much as one-third of many household budgets.³ With family incomes already stretched to the breaking point, cuts to state-funded pre-k limit parents' choices and deny young children opportunities to enter kindergarten ready to succeed.

Strong leadership will make the difference between states, families and communities that weather this recession and reap the benefits of early education, and those that do not. Governors choosing to protect or grow these programs are providing relief to families struggling with the untenable costs of quality pre-k and investing in their states' greatest asset, children. In doing so, they are cultivating essential human capital – the engine that ultimately will steer America's foundering economy back onto solid ground.

**The Rubber Meets the Road:
Budget Gaps and Pre-K Funding Proposals**

Forty-four states and the District of Columbia are facing shortfalls for FY10. All 10 states confronting the most serious gaps (of between 18 percent and 30 percent^a) currently provide state-funded pre-k.^b As the governors of these states work to fill budget gaps, Pre-K Now has been watching to see where their priorities truly lie. The evidence is overwhelming: By a margin of four to one, governors of the nation's most fiscally challenged states are increasing or protecting funding for early education, reflecting a trend among policy makers to invest precious resources in economically stimulative, research-based programs.

Table 1 shows that most governors in these cash-strapped states are choosing to preserve or even expand pre-k investments for FY10. Among them, Charlie Crist (R) of **Florida**, Jon Corzine (D) of **New Jersey**, and Ted Kulongoski (D) of **Oregon** are proposing funding increases. Another five are protecting pre-k by proposing to flat fund their states' programs. Given the stark fiscal realities of FY10, growing and even sustaining current investments in early education is an act of leadership.

Two other governors – M. Jodi Rell (R) of **Connecticut** and David Paterson (D) of **New York** – facing similarly severe fiscal constraints, chose not to increase or even protect pre-k investments,^c but they are clearly in the minority.

**Table 1:
Top Ten State Budget Shortfalls and their Pre-K Proposals^d**

State	Percent Budget Gap	Proposed Percent Change From FY-09 Pre-K Appropriations
Nevada	30.0%	0.0
Arizona	29.8%	0.0
California	25.6%	0.0
New York	24.3%	- 11.0
Connecticut	23.1%	- 6.8
Florida	22.6%	3.9
Louisiana	21.7%	0.0
New Jersey	21.6%	14.2
Oregon	20.0%	5.2
Minnesota	18.3%	0.0

^a All budget gap data – except those for Oregon – from: Elizabeth C. McNichol and Iris J. Lav, "State Budget Troubles Worsen," (Washington, DC: Center for Budget and Policy Priorities, 2009); estimate of Oregon's budget shortfall is calculated from figures in Chris Lehman, "Oregon Budget Writers Planning for Even Bigger Deficit," OPB News (2009), <http://news.opb.org/article/4591-oregon-budget-writers-planning-even-bigger-deficit/>; "Revenue Summary," Oregon State Budget and Management Division (Salem, 2009).

^b This list excludes two states, Vermont and Wisconsin, which have large budget shortfalls. They are omitted because pre-k in these states is supported through the school funding formulas and therefore is not subject to annual gubernatorial proposals.

^c These governors' FY10 proposals are equal to 2008-09 spending and will not result in service cuts.

^d McNichol and Lav, "State Budget Troubles Worsen;" "Revenue Summary;" Lehman, "Oregon Budget Writers Planning for Even Bigger Deficit."

Maintaining Momentum: Governors Keep up Pre-K Progress Despite Deficits

Enacting legislative commitments and actually providing high-quality pre-k are two separate things. Only concerted leadership can turn policies into real opportunities. For FY10, two governors, Jon Corzine (D) of **New Jersey** and Sonny Perdue (R) of **Georgia**, are acting to ensure that their states fulfill those promises to young children and their families.

When times are hard, leaders with foresight look for strategies to advance economic competitiveness and generate a return on investment of public dollars. They take decisive, responsible action to confront challenges and build a better future. For FY10, Governor Corzine is showing this kind of courageous, committed leadership, significantly increasing and intentionally targeting his state's early education investments in spite of severe shortfalls.

New Jersey has been a model for high-quality pre-k since its supreme court ruled in 1998 that the state must provide early learning programs in its lowest-income school districts.⁴ The resulting *Abbott Preschool Program* was created, using research-based curricula, small class sizes, highly qualified teachers and low child-adult ratios.⁵ Additional districts were added over time and by fall 2006, the program was already serving nearly 40,000 three and four year olds.⁶

In 2008, Governor Corzine, impressed by research showing strong educational gains among *Abbott* participants and persuaded by evidence of the potential returns on state investments, proposed to dramatically expand state-funded early learning opportunities. His proposal was the first step toward a unified pre-k system that adheres to *Abbott* quality standards. It included a five-year plan to phase in access for all three and four year olds from low-income districts and all those eligible for free and reduced-price lunches in other districts, statewide. This proposal was part of a new statute to redesign and to transition pre-k into the state's school funding formula.

For FY10, with his state confronting a budget gap estimated at 22 percent,⁷ Governor Corzine is keeping publicly funded early education growing in New Jersey. His budget includes a pre-k funding increase of more than \$52 million, bringing total funding for existing programs to nearly \$600 million and expanding statewide enrollment to 50,000 children.⁸ This increase, however, is only the first element of Governor Corzine's strategy.



Another key to the governor's FY10 proposal is an additional \$25 million allocation for a new Preschool Incentive Aid initiative, which will support non-*Abbott*, low-income school districts in their efforts to implement and expand early learning opportunities. To receive incentive aid, eligible districts must commit new Title I⁹ funds from the federal recovery package¹⁰ to pre-k. For New Jersey, this allocation is expected to be more than \$183 million.¹¹

Rather than merely patching budget holes with federal dollars, Governor Corzine's approach has all the makings of a national model for doing more with less in lean times. By investing state money to better leverage federal resources, his plan can encourage greater district participation while easing the financial burden on localities. The governor's proposal would provide critical early learning opportunities to thousands more children, paving their road – and New Jersey's – to a more prosperous future.

Georgia became the first state in the nation to implement voluntary pre-k for all four year olds in 1995, designating a portion of the state's lottery revenue to fund the program. In the years that followed, however, enrollment in the high-quality *Georgia Prekindergarten Program* hovered around 55 percent,¹² and waiting lists grew.

Though Governor Perdue has proposed modest annual increases for pre-k – bringing access to roughly 6,000 additional four year olds since FY06¹³ – they were not sufficient to keep up with Georgia's rapid population growth.¹⁴ Per-child expenditures remained relatively constant for 10 years.¹⁵ Observing the languishing enrollment, a recent report from the Southern Education Foundation¹⁶ even declared Georgia's status as a leading pre-k state to be in decline. Such criticism seems to have resonated.

The governor, recognizing that effectively building human capital must begin with the state's youngest citizens, is now acting decisively to jumpstart pre-k for all in Georgia. For FY10, Governor Perdue is proposing an increase of \$12.7 million, or almost 4 percent.¹⁷ These new dollars will make the state program available to another 3,000 four year olds¹⁸ – the largest single-year growth in pre-k enrollment in nearly five years¹⁹ – easing the financial burden on families and improving children's chances for success in school and life.

Yet if the governor hopes to continue this momentum, he will need to show even more leadership. Current state law does not require school districts to participate, leaving families in some of Georgia's most populous areas with limited access to publicly funded pre-k opportunities. A provision that supports local capacity and quality and requires all districts to offer the program by an established deadline could be a viable solution for Georgia, especially if championed by the governor.

Driven by Governor Perdue's leadership, Georgia is once again on track to make high-quality, voluntary pre-k for all children – and the benefits it promises to communities and the state – a reality.

Out of the Pre-K Wilderness: Governors Recommend Pilot Programs

Among the biggest surprises of 2009 is the unprecedented level of new activity in three of the dozen states that still provide no state-funded pre-k programs. Recognizing the importance of investments in quality early education, the governors of Alaska, North Dakota and Rhode Island have all proposed new initiatives.

In **North Dakota**, Governor John Hoeven (R), at the recommendation of the state's Education Improvement Commission, is proposing to add a "Pre-K Factor" to the state's school funding formula, beginning with an allocation of \$3,600 per child enrolled, to support a new program for four year olds. Though limited in its scope – only two half-days of class per week – the proposal is promising. Inclusion of pre-k in the school funding formula provides a strong foundation for the future, allowing funding and access to grow with demand over time.

North Dakota is currently home to roughly 7,000 four year olds²⁰ and the governor's proposal estimates spending nearly \$3.5 million in FY11, following a one-year, program-development process.²¹ This figure suggests that the administration expects nearly 70 percent of eligible children to enroll, an estimate that underscores the urgent demand for early learning opportunities in North Dakota. Governor Hoeven's proposal also is reminiscent of the first steps the state took to phase in full-day kindergarten and could open the door to later expansion.

In 2008, the **Rhode Island** General Assembly enacted legislation requiring the state Department of Education (RIDE) to develop a plan for state-funded pre-k before the end of the year.²² Armed with the RIDE proposal, Governor Don Carcieri (R) is now taking the lead on the effort. His budget for FY10 includes \$700,000 to support the new *Rhode Island Pre-K Demonstration Project*.²³

The project, administered by RIDE, is designed to be of high quality, utilizing research-based best practices and requiring teachers to hold bachelor's degrees.²⁴ In its first year, the pre-k demonstration project will be offered in both school- and community-based settings in select, low-performing²⁵ urban districts and will be open to all children in those areas. Enrollment in the program will be voluntary, and funds will be distributed through a competitive grant process. The governor's plan also includes a rigorous evaluation during the first year of operation to provide critical data as the state seeks to expand access.²⁶ Governor Carcieri's decision to invest in this demonstration project is good fiscal policy. Should it continue, his support for early learning will make a positive and lasting impact on the children and the prosperity of Rhode Island.

After several whirlwind months in the national spotlight, **Alaska** Governor Sarah Palin (R) returned to work as chief executive, bringing with her a renewed commitment to early education and care. Promising to "focus on early learning ... encourage opportunities for students with special needs [and] ... fund more early screening,"²⁷ Governor Palin is proposing an FY10 budget that allocates \$2 million to support a new *Age 4 Pre-k* pilot.

The new program, which will adhere to the state's Early Learning Guidelines, promises to provide half-day, comprehensive early childhood education and support services on a voluntary basis to four year olds in diverse settings. Governor Palin's pilot proposal is an encouraging development but lacks detail on how she will ensure that pilot funds are directed only to high-quality programs utilizing evidence-based best practices.

**Low-Cost/No-Cost:
Pre-K Strategies for Tight Budget Times**

Despite budget shortfalls, governors in many states are choosing to “flat fund” pre-k, maintaining current funding levels. In addition to protecting program funds during tough times, smart leaders should look beyond funding to implementation and take steps to improve efficiency and effectiveness in ways that incur little or no up-front cost.

Facing a budget shortfall of more than 7 percent,^a Ohio Governor Ted Strickland (D) is proposing to flat fund the state’s *Early Childhood Education (ECE)* program at the FY09 level and to direct state funds to the *Early Learning Initiative*.^b Yet what makes the Ohio governor stand out are two valuable but low-cost proposals to restructure and streamline the state’s prenatal-to-five systems. These initiatives will require few resources in the near term, but will better position programs to meet the needs of families and communities when new dollars are once again available.

Chief among the governor’s proposed strategies is the creation of the Center for Early Childhood Development within the state’s Department of Education. This new center will consolidate and coordinate governance of all publicly funded prenatal-to-five programs, making it easier for the state to ensure high quality and for families to access services. The center’s responsibilities will include professional development,

quality improvements, research and evaluation, accountability, and implementation. Importantly, this move positions Ohio’s early learning programs within the state’s larger education system, indicating a recognition on the part of the governor that pre-k is as valuable as kindergarten or first grade.

Governor Strickland is also proposing to create an Early Childhood Financing Workgroup tasked with identifying a single funding stream for pre-k and other early childhood programs and with reviewing eligibility requirements to ensure consistency across the system.

While these initiatives will not make more pre-k opportunities available to Ohio’s four year olds in the coming school year, they will mean the state can provide higher-quality programs in a more efficient system in the future. Governor Strickland’s proposals demonstrate that effective leadership isn’t only about dollars. It is also about creativity, strategy and sometimes, just working smarter with what you have.

^a Elizabeth C. McNichol and Iris J. Lav, “State Budget Troubles Worsen,” (Washington, DC: Center for Budget and Policy Priorities, 2009).

^b Ivy Chen et al., “LSC Redbook: Analysis of the Executive Budget Proposal – Department of Job and Family Services,” (Legislative Service Commission, 2009).



Stark Contrasts: Two Governors Make Very Different Pre-K Choices

In two of the country's biggest states, New York and Pennsylvania, differing approaches to pre-k expansion have produced dramatically different results. Their stories reveal that effective leadership, not only in budgeting but also in management, makes the difference between a system that provides essential programs and one that falls short on old promises.

In 2007, **New York's** then-governor and legislative leadership jointly declared a renewed commitment to the state's decade-old goal of pre-k for all. Substantial new dollars were appropriated for the *Universal Prekindergarten (UPK)* program and a four-year phase-in plan was established.

Per-child funding allocations, however, vary by district and in most cases are only sufficient to support half-day services. In 2007-08, this funding system limited some jurisdictions' capacity to provide the program as initially envisioned by lawmakers. For instance, significant additional resources were needed in order to offer a full day or provide transportation.²⁸ Without these elements, local programs were unable to meet the needs of working families and enrollment fell well short of projections. As a result, many districts did not request their full allocations, implementation sputtered, children went unserved, and about 20 percent of the state's FY08 pre-k budget, more than \$90 million, was left unspent.²⁹

The new governor, David Paterson (D), unexpectedly assumed office in early 2008 and inherited these challenges. With little time for a transition, he chose to adopt his predecessor's FY09 *UPK* funding recommendation, which was based on the state's 2007-08 pre-k spending rather than the total FY08 appropriation,³⁰ slowing pre-k-for-all momentum just one year into the new effort. While the governor's decisions may be understandable given the circumstances, the consequences for children and for the economic health of the state are regrettable.

During his first full year in office, Governor Paterson had ample opportunity to highlight the urgency of the pre-k implementation challenges and to champion needed reforms that would allow working parents' tax dollars to be more effectively put to work for their children's futures. He opted instead to wait for recommendations from the Governor's Children's Cabinet and Advisory Board, and for the second year in a row, problems persisted. In FY09, spending fell short of the state's appropriation, this time by almost \$50 million.³¹

Now, the past two years of missed opportunities are coming home to roost. With New York at the epicenter of the national financial collapse and the state's budget gap projected to reach almost \$17 billion,³² the urgent needs of struggling families call for a bold gubernatorial proposal to improve the pre-k funding system and expand access. Instead, Governor Paterson is proposing to fund *UPK* at the prior year's spending level, essentially cutting the program's budget by \$49.6 million – 11 percent – from FY09 appropriation levels.³³ While this cut will not result in any decrease in available services, it will further delay expansion of pre-k to all children.³⁴

Of particular concern are the governor's comments on pre-k in his state of the state address: "In the past year, despite the historic financial crisis, we were able to achieve tremendous success in ... an ongoing commitment to achieve our goal of universal pre-k ... not by spending more, but by spending more effectively."³⁵ His remarks overstate New York's pre-k-for-all progress as well as his FY10 proposal, which includes no mention of or solutions for the spending problems.

New York's pre-k-for-all legislation has received sporadic and inadequate support since its passage in 1997. Though about 55 percent of the state's four year olds are served through publicly funded early learning programs,³⁶ many communities continue to wait for expanded opportunities. This latest gubernatorial proposal offers little hope for relief anytime soon, and stronger leadership from Governor Paterson is needed if the state's pre-k-for-all promise is finally to be realized.

Pennsylvania and New York may be neighbors, but they are worlds apart with respect to pre-k policy in recent years. The Keystone State has applied both smart governance and strong funding to its *Pre-K Counts* program, garnering positive results for children and widespread political support.

Governor Ed Rendell (D) proposed the new program in 2007 and immediately put significant state dollars and political capital behind it.³⁷ He worked with leading advocates, parents and early education and care providers to identify and retain outstanding personnel to implement and administer the program.

A cornerstone of the governor’s approach was the formation of the state’s Office of Child Development and Early Learning (OCDEL). From grantmaking to identifying underserved communities to facilities and professional development, OCDEL ensured that pre-k dollars were spent where and when they were most needed. This strong administrative structure facilitated

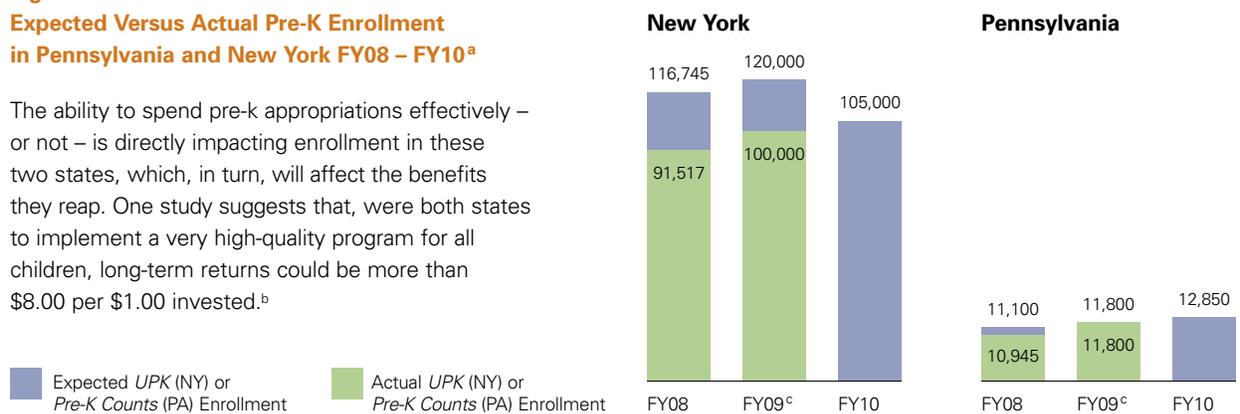
full use of the initial appropriation and managed the program’s successful launch with a first-year enrollment of 11,000 children.³⁸

For FY10, as a result of the overwhelmingly positive public response to the first years of operation and with OCDEL’s proven efficacy, Governor Rendell is once again proposing to grow *Pre-K Counts*, even in light of an estimated \$4 billion shortfall.³⁹ His budget proposal includes an \$8.6 million, or 10 percent, funding increase for the program.⁴⁰ In 2009-10, Pennsylvania expects to serve 12,850 four-year-old children, an increase of 17 percent since the creation of *Pre-K Counts*.⁴¹

Governor Rendell’s leadership is especially significant for young families. It means more Pennsylvania parents can be confident that their children are in high-quality settings that support cognitive, social, emotional and physical development. It also means families can put more of their hard-earned dollars toward debt payment and savings and that they may have a bit more to spend, which is good for their state’s struggling economy.

Figure 1:
Expected Versus Actual Pre-K Enrollment
in Pennsylvania and New York FY08 – FY10^a

The ability to spend pre-k appropriations effectively – or not – is directly impacting enrollment in these two states, which, in turn, will affect the benefits they reap. One study suggests that, were both states to implement a very high-quality program for all children, long-term returns could be more than \$8.00 per \$1.00 invested.^b



^a "2007-08 UPK Allocations," NY State Education Department, <http://www.emsc.nysed.gov/nyc/UPK/2007-08/2007-08upkallocations.htm>; W. Steven Barnett et al., "The State of Preschool: 2008 State Preschool Yearbook," (New Brunswick: NIEER, Rutgers, The State University of New Jersey, 2009); "2008-2009 UPK Allocations," NY State Education Department, <http://www.emsc.nysed.gov/nyc/2008-2009UPKAllocations.html>; Jennifer O'Connor, Email, Jul. 2, 2008; "Agency Presentations: State Education Department," (Albany, NY: Division of Budget, 2009); "2007-08 Proposed Governor's Executive Budget," (Harrisburg, PA: Office of the Budget, 2007); "Pennsylvania Pre-K Counts at a Glance," (Harrisburg: Department of Education, 2008); Kelly Swanson, Email, Feb. 6, 2009; "Invest in a Brighter Future for Pennsylvania through Quality Early Education," (2009), http://www.pakeys.org/docs/OCDEL_budget_flyer_09-10_final_2-3-09.pdf.
^b Robert Lynch, "New York Summary" and "Pennsylvania Summary," in *Enriching Children, Enriching the Nation* (Washington, DC: Economic Policy Institute, 2007).
^c Official enrollment figures for FY09 are not yet available. "Actual" figures are from personal communications noted in footnote 'a'.

Raiding the Piggy Bank: Diverting Funds for Children to Balance Budgets

Nationwide, governors are under tremendous fiscal and political pressure to spend wisely and to close severe budget gaps. The decisions they make today will set the course for their states in the uncertain times ahead. While smart management is ultimately about thinking ahead, the governors of two states, Arizona and California, are instead seeking short-term solutions. These governors are attempting to raid voter-mandated funds for early childhood programs. These shortsighted efforts could have serious consequences for their states and for millions of young children.

In spring 2008, members of the **Arizona** legislature introduced a bill aimed at revising Proposition 105, the state's Voter Protection Act, to allow lawmakers to more easily overturn voter mandates such as the 2006 First Things First (FTF) early childhood initiative. Fortunately, the bill failed. At the time, Pre-K Now predicted a need for continued vigilance to protect FTF, caution that is proving more urgent than expected.

New Governor Jan Brewer (R), confronting a nearly 30 percent shortfall,⁴² is planning to try again to repeal Prop 105 in the hopes of using FTF and other designated monies to fill budget gaps. According to the governor, "Prop 105 is well-intended, but times have changed and it makes no sense to have large sums available for program enhancements when we can't afford the core services... Prop 105 was not designed, nor do I believe it was the intent of Arizona voters, to starve our fundamental, core services and to hold us back from our future."⁴³

Governor Brewer apparently views early learning and care as "enhancements," the funding of which would compromise the state's long-term fiscal well-being. On the contrary, as many of her fellow governors recognize, these programs are in fact "core services" that promote children's educational readiness, support working families and generate substantial short- and long-term returns on state investments.

Currently, Arizona's state-funded program, which has not received a significant funding increase since 2001,⁴⁴ serves just 6 percent of the state's four year olds and has low quality standards.⁴⁵ FTF funds are essential to efforts to expand and improve Arizona pre-k and other early childhood programs, especially in light of falling earnings and rising unemployment. Even as Governor Brewer seeks to raid the fund, the First Things First board approved in February the release of \$48 million in emergency funding, including \$23 million for early care and education, to support programs for Arizona's struggling families.⁴⁶

Moreover, the governor's predecessor, Janet Napolitano, in her state of the state address – given just before she accepted a presidential cabinet post – identified early education funding as "critical," declaring that, "Today's short term budget decisions must not harm the long term future of Arizona's children... the people of Arizona will recognize such a cut for what it is – not a budget necessity but a willful and unwise choice."⁴⁷

In **California**, Governor Arnold Schwarzenegger (R) is offering a similar proposal to divert money from a voter-mandated fund for young children. The governor's recommendation includes the elimination of the California Children and Families Commission, also known as First 5, which was established by voters through Proposition 10 in 1998.⁴⁸ According to the proposal, after abolishing the commission, the governor would reallocate at least 50 percent of First 5 funding – all state contributions and half of local contributions – to support children's health programs.⁴⁹

Voters approved Prop 10 to support county-level investment and innovation in programs for infants and young children in part because they believed the state's efforts to maximize critical early development were insufficient. First 5 currently supports initiatives in every county in California, including high-quality pre-k initiatives in many of the state's most populous counties.

By contrast, since 2004, enrollment in California's *State Preschool Program* has stagnated at 5 percent of three year olds and 12 percent of four year olds.⁵⁰ Rather than enhancing state investments in pre-k to improve quality and access, Governor Schwarzenegger's proposal directly contradicts the intent of Prop 10 by taking dollars from a successful state-local collaboration and redirecting them, pitting programs for young children against each other and threatening effective local initiatives.

Should the governor's strategy be enacted, the legislature will share that responsibility as they have put a modified version of his proposal – Proposition 1D – on the May ballot.

With California in serious fiscal trouble, this plan would create a vacuum for children and family services, replacing programs that provide much-needed, immediate support and promise positive returns for the future, with, at best, uncertainty. California's youngest learners and their families need creative leadership not quick fixes. It will be up to voters to provide that leadership and reject this ill-conceived attempt to re-appropriate First 5 funds.



Rising Tide: Will a New President Mean a New Era of Federal Pre-K Support?

During his campaign, President Barack Obama consistently expressed support for early learning and care initiatives and a clear understanding of the role they play in promoting a prosperous society. He often acknowledged the importance of early brain development and of high-quality opportunities that prepare children to succeed in school and throughout their lives.

President Obama's vocal support for high-quality pre-k is critical, particularly at a time when the nation must assess its true priorities. His leadership on funding, accountability and federal-state collaboration will have significant influence on the success of federal early childhood initiatives.

When then-candidate Obama unveiled his "Zero to Five Plan," it expressed a strong commitment to both expanding pre-k programs and making improvements to quality. As he explained, "We can start by investing \$10 billion to guarantee access to quality, affordable, early childhood education for every child in America. Every dollar that we spend on these programs puts our children on a path to success..."⁵¹ He went on to promise new federal investments to support:

- establishment of new "Early Learning Challenge Grants" for state-level early learning and care programs, including high-quality, voluntary pre-k for all;
- a dramatic four-fold increase in funding and enrollment for Early Head Start;
- creation of a "Presidential Early Learning Council" to coordinate federal early childhood programs and funding streams and
- full funding for the Child Care and Development Block Grant (CCDBG).⁵²

Barack Obama, June 15, 2008

Every dollar we spend on [quality, affordable, early childhood education] programs puts our children on a path to success.

Children's advocates and state policy makers around the country voiced optimism about the campaign promises. Yet, following the election, the economic crisis increasingly dominated policy debates, prompting concern over how much attention the new administration could afford to give early childhood programs, and when. Pre-k advocates didn't have to wait long for the answer.

The American Recovery and Reinvestment Act (ARRA), commonly known as the federal stimulus bill, includes the following specific provisions that can potentially support state pre-k programs:

- \$53.6 billion for state stabilization, primarily in elementary and secondary education "and, as applicable, early childhood education programs and services;"
- \$2.1 billion for Head Start and Early Head Start;
- \$2 billion for CCDBG;
- \$13 billion for Title I of the Elementary and Secondary Education Act (ESEA) and
- \$12.2 billion for Individuals with Disabilities Education Act (IDEA) programs.⁵³

The \$4.1 billion new investment in Head Start, Early Head Start and CCDBG clearly reflects an understanding within the new administration that these programs provide proven returns and generate strong short- and long-term economic development gains. Although the \$10 billion plan President Obama presented during the campaign is not explicitly included in ARRA, the administration made clear that these investments are a “down payment”⁵⁴ on his campaign pledge.

In February 2009, the president delivered his FY10 budget address to Congress, but the accompanying outline sent mixed signals regarding federal support for state-funded pre-k. While emphasizing the importance of early education investments as part of a strategy to build human capital and economic prosperity, the outline stops short of directing specific dollars to program quality and expansion. At the same time, the Department of Education Budget Fact Sheet states, “The Administration will broaden the reach of [state early education] programs and boost their quality, encouraging new investment, a seamless delivery of services, and better information for parents about program options and quality.”⁵⁵

Details of the budget are expected in May.



While providing high-quality pre-k opportunities for all our nation’s children certainly will require significant new federal investments, funding is only a first step. For President Obama’s early childhood agenda to succeed, he must provide a model for effective and efficient government as well. The administration must insist on rigorous accountability measures to ensure programs meet high standards for quality; reach at-risk populations, including English Language Learners; effectively integrate children with disabilities and meet the needs of working families.

Further, existing policies must be revised and new ones implemented to better facilitate collaboration among federal offices and between federal and state agencies. Funding streams must be made flexible and readily accessible so that high-quality programs can blend various sources to ensure quality, avoid waste and maximize taxpayer dollars.

The campaign promises, which excited advocates and families across the country, are yet to be delivered. A continuation of the Head Start and child care funding included in ARRA is expected in the final proposal, but what, if any, federal funding is provided for state early learning programs will not be known until the budget is unveiled. Pre-k leaders, state policy makers, communities and parents nationwide will keep watching to see if the president brings new federal resources as well as his political will to the work of preparing our children for success in school and life.

Conclusion

In spite of promising new federal investments in early education, governors across the country are confronting more difficult budgetary challenges than at anytime in more than two decades. The tough choices these leaders must make for FY10 require balancing long-term economic growth with short-term fiscal relief. Remarkably, in a year when many might have seen an easy excuse for funding cuts, most governors are recognizing that high-quality, voluntary pre-k advances both goals by easing families' burdens now and providing robust returns on state investments in the future. By protecting programs, implementing low- and no-cost quality and administrative improvements, and, despite budget shortfalls, even expanding funding for and access to state pre-k, these governors are demonstrating true leadership. For the countless children and families who rely on early learning opportunities and for a nation that needs greater investment in programs that work, this is indeed good news.

For countless children and families who rely on early learning opportunities and for a nation that needs greater investment in programs that work, this report is good news.

Endnotes

- 1 Calculated from budget documents and communications with state contacts.
- 2 Ibid.
- 3 Albert Wat, "The Pre-K Pinch: Early Education and the Middle Class," (Washington, DC: Pre-K Now, 2008).
- 4 *Abbott v. Burke*, 153 N.J. 480, 492, 710 A.2d 450, 456 (1998) (Abbott V).
- 5 These are key elements of quality as defined by the National Institute for Early Education Research (NIEER). See for example: W. Steven Barnett et al., "The State of Preschool: 2008 State Preschool Yearbook," (New Brunswick: NIEER, Rutgers, The State University of New Jersey, 2009), 11.
- 6 ———, "The State of Preschool: 2007 State Preschool Yearbook," (New Brunswick: NIEER, Rutgers, The State University of New Jersey, 2008).
- 7 Elizabeth C. McNichol and Iris J. Lav, "State Budget Troubles Worsen," (Washington, DC: Center for Budget and Policy Priorities, 2009).
- 8 Office of the Governor, "Budget in Brief," (Trenton, NJ: Office of Management and Budget, 2009).
- 9 "Title I" refers to Title I of the federal Elementary and Secondary Education Act.
- 10 "American Recovery and Reinvestment Act of 2009," (Washington, DC: Government Printing Office, 2009).
- 11 "Fiscal Year 2008-Recovery Act-FY 2009 State Tables for the U.S. Department of Education – State Tables by Program," (Washington, DC: Department of Education, 2009).
- 12 Steve Suits and Lauren Veasey, "Time to Lead Again: The Promise of Georgia Pre-K," (Atlanta: Southern Education Foundation, 2008), 9.
- 13 W. Steven Barnett et al., "The State of Preschool: 2005 State Preschool Yearbook," (New Brunswick: NIEER, Rutgers, The State University of New Jersey, 2006); ———, "The State of Preschool: 2006 State Preschool Yearbook," (New Brunswick: NIEER, Rutgers, The State University of New Jersey, 2007); ———, "The State of Preschool: 2007 State Preschool Yearbook," ———, "The State of Preschool: 2008 State Preschool Yearbook."
- 14 "State and County Quickfacts: Georgia," (Washington, DC: U.S. Census Bureau) <http://quickfacts.census.gov/qfd/states/13000.html>.
- 15 Suits and Veasey, "Time to Lead Again: The Promise of Georgia Pre-K," 14.
- 16 Ibid.
- 17 "The Governor's Budget Report – Fiscal Year 2010," (Atlanta, GA: Governor's Office of Planning and Budget, 2009).
- 18 Ibid.
- 19 W. Steven Barnett et al., "The State of Preschool: 2004 State Preschool Yearbook," (New Brunswick: NIEER, Rutgers, The State University of New Jersey, 2004); ———, "The State of Preschool: 2005 State Preschool Yearbook;" ———, "The State of Preschool: 2006 State Preschool Yearbook;" ———, "The State of Preschool: 2007 State Preschool Yearbook;" ———, "The State of Preschool: 2008 State Preschool Yearbook."
- 20 "2008 Kids Count Data Book," (Baltimore: Annie E. Casey Foundation, 2008).
- 21 Fiscal Management Division, "Governor's Executive Budget," (Bismarck: North Dakota Office of Management and Budget, 2009); Brenda Oas, Email, Jan. 30, 2009; Kelly Smith, "Push for Pre-K Funding in North Dakota Is On," *The Forum* (Jan. 4, 2009), https://secure.forumcomm.com/?publisher_ID=1&article_id=226789.

- 22 "Votes Count: Legislative Action on Pre-K Fiscal Year 2009," (Washington, DC: Pre-K Now, 2008).
- 23 State of Rhode Island Budget Office, "FY 2010 Executive Summary – Education," (Providence: Department of Administration, 2009).
- 24 Kristin Lehoullier, "Response and Recommendations to RIDE from the Pre-K Planning Group: Pre-K Education Demonstration and Expansion Initiative," (2009).
- 25 The term "low-performing" is taken directly from the demonstration project legislation and applies to schools identified as in need of improvement.
- 26 NIEER is planning to conduct an evaluation using a randomized methodology.
- 27 Sarah Palin, "2009 State of the State," <http://www.gov.state.ak.us/archive.php?id=1610&type=1>.
- 28 Representatives of Winning Beginnings New York, Conference Call, Mar. 20, 2009.
- 29 "Votes Count: Legislative Action on Pre-K Fiscal Year 2009," (Washington, DC: Pre-K Now, 2008).
- 30 The governor's UPK funding proposal for FY09 was \$452.3 million, an increase of just 1 percent over the FY08 appropriation.
- 31 Based upon data from: "Agency Presentations: State Education Department," (Albany: New York Division of Budget, 2009).
- 32 Editorial Board, "Recession? Not in Albany," *The New York Times*, Apr. 1 2009.
- 33 Based upon data from: "Agency Presentations: State Education Department."
- 34 Because FY10 funding is based upon FY09 spending, available slots will remain the same. The 2009-10 expansion targets set out in the 2007 legislation, however, will not be met.
- 35 David A. Patterson, "State of the State Address 2009: Our Time to Lead," http://www.state.ny.us/governor/keydocs/speech_0107091.html
- 36 Barnett et al., "The State of Preschool: 2008 State Preschool Yearbook."
- 37 Pre-K Now, "Leadership Matters: Governors' Pre-K Proposals Fiscal Year 2008," (Washington, DC: Pre-K Now, 2007).
- 38 Office of Child Development and Early Learning, "Pennsylvania Pre-K Counts for a Brighter Future: End of Year Report 2007-2008," (Harrisburg: Pennsylvania Department of Education, 2008).
- 39 "Proposed 2009/10 Budget," (Harrisburg, PA: House Appropriations Committee, 2009).
- 40 "2009-10 Budget in Brief," (Harrisburg, PA: Office of the Budget, 2009).
- 41 "Invest in a Brighter Future for Pennsylvania through Quality Early Education," (2009), http://www.pakeys.org/docs/OCDEL_budget_flyer_09-10_final_2-3-09.pdf; Barnett et al., "The State of Preschool: 2008 State Preschool Yearbook."
- 42 McNichol and Lav, "State Budget Troubles Worsen."
- 43 Jan Brewer, "Building a Better Arizona," <http://azgovernor.gov/dms/upload/BuildingABetterArizonaSpeech.pdf>.
- 44 W. Steven Barnett et al., "The State of Preschool: 2003 State Preschool Yearbook," (New Brunswick: NIEER, Rutgers, The State University of New Jersey, 2003); ———, "The State of Preschool: 2004 State Preschool Yearbook;" ———, "The State of Preschool: 2005 State Preschool Yearbook;" ———, "The State of Preschool: 2006 State Preschool Yearbook;" ———, "The State of Preschool: 2007 State Preschool Yearbook;" ———, "The State of Preschool: 2008 State Preschool Yearbook."
- 45 Barnett et al., "The State of Preschool: 2008 State Preschool Yearbook."
- 46 First Things First Approves \$48 Million Emergency Early Childhood Support Package," (Phoenix: First Things First, 2009) http://www.azfff.gov/MediaCenter/Articles/Pages/PR_FTF_Approves02-24-08.aspx.
- 47 "Gov. Napolitano's State of the State," *TucsonCitizen.com* (2009), <http://www.tucsoncitizen.com/ss/related/107415>.
- 48 First 5 California, "About Us," http://www.cfc.ca.gov/commission/about_us.asp.
- 49 "News and Bulletins: Governor Releases FY 2009-10 Budget Proposal Early," Child Development Policy Institute, https://www.cdpi.net/cs/cdpi/view/cs_bmsg/55; Sherry Novick, Email, Mar. 13, 2009.
- 50 Barnett et al., "The State of Preschool: 2008 State Preschool Yearbook;" ———, "The State of Preschool: 2007 State Preschool Yearbook;" ———, "The State of Preschool: 2006 State Preschool Yearbook;" ———, "The State of Preschool: 2005 State Preschool Yearbook;" ———, "The State of Preschool: 2004 State Preschool Yearbook."
- 51 Barack Obama, "Change We Can Believe In," Campaign Speech. (Flint, MI, June 15, 2008).
- 52 "Barack Obama and Joe Biden's Plan for Lifetime Success through Education," *barackobama.com* (2008), <http://www.barackobama.com/pdf/issues/PreK-12EducationFactSheet.pdf>; "A World Class Education," Organizing for America, <http://www.barackobama.com/issues/education/#early-childhood>.
- 53 Compiled from data in: "Chairman Miller Announces Release of Emergency Funding for Head Start," House Committee on Education and Labor, <http://edlabor.house.gov/newsroom/2009/04/chairman-miller-announces-rele.shtml>; "Department of Education: American Recovery and Reinvestment Act (ARRA)," (Washington, DC: Department of Education, Feb. 23, 2009) <http://www.ed.gov/about/overview/budget/budget09/09recovery.pdf>; "Department of Education: American Recovery and Reinvestment Act (ARRA) – Initial Release of Funds," (Washington, DC: Department of Education, Apr. 2, 2009) <http://www.ed.gov/about/overview/budget/budget09/09recoveryinitialrelease.pdf>; "FY 2009 Child Care and Development Fund American Recovery and Reinvestment Act (ARRA) State and Territory Allocations," Department of Health and Human Services, <http://transparency.cit.nih.gov/RecoveryGrants/grant.cfm?grant=child-care>; "News Release: Head Start, Early Head Start Programs to Receive over \$2 Billion in Recovery Act Funding," Department of Health and Human Services, <http://www.hhs.gov/news/press/2009pres/04/20090402a.html>.
- 54 "A New Era of Responsibility: Renewing America's Promise," (Washington, DC: Office of Management and Budget, 2009), 70.
- 55 *Ibid.*, 23.

Governors' State of the State Addresses and FY10 Budget Proposals for Pre-K

This chart details the FY10 pre-k budget proposals of all 50 governors and the mayor of the District of Columbia and compares them with the final appropriations from FY09. Fourteen governors are recommending nearly \$150 million in new investments, and 13 more are proposing to protect current investments by flat funding their state programs. The chart also notes which governors used the unique opportunity afforded by their state of the state addresses to champion pre-k.

- † FY10 is the first year of the biennium.
- ‡ FY10 is the second year of the biennium.
- * Some pre-k programs experienced mid-year cuts during FY09. Percentage change and proposed increases or decreases are based on final FY09 appropriations after cuts – if any – were made.
- ** Based on a budget address

Note: All percentages are rounded to the nearest tenth percent; all dollar figures above one million are rounded to the nearest hundred thousand, and all figures below one million are rounded to the nearest thousand.

State, Governor & Proposed Percent Change*	State of the State Mentions Pre-K or Early Education	Proposal*	Comments
Alabama Gov. Bob Riley (R)  19.8%	No	Increases the <i>First Class</i> pre-k program by \$4.2 million to \$20 million. Eliminates state Head Start supplement of \$865,000.	The governor also proposes elimination of state funding for HIPPY, a home visiting program.
Alaska Gov. Sarah Palin (R)  40%	Yes	Increases state investment in Head Start by \$800,000 to \$7.5 million. Proposes first-time investment of \$2 million for <i>Age 4 Pre-K</i> pilot program, and flat funds <i>Early Learning Programs</i> at \$307,000 to support Ready to Read, Ready to Learn recommendations.	
Arizona Gov. Jan Brewer (R)  0%	No**	Flat funds the <i>Early Childhood Block Grant</i> at \$19.4 million of which \$12.7 million is projected to support pre-k.	

State, Governor & Proposed Percent Change*	State of the State Mentions Pre-K or Early Education	Proposal*	Comments
Arkansas [†] Gov. Mike Beebe (D)  2.5%	Yes	Increases the <i>Arkansas Better Chance (ABC)</i> program by \$2.8 million to \$113.8 million for FY10, the first year of the biennium.	The governor also proposes an <i>ABC</i> increase of \$2.8 million to \$116.6 million for FY11, the second year of the biennium.
California Gov. Arnold Schwarzenegger (R)  0%	No	Flat funds the <i>State Preschool Program</i> at \$429.4 million.	The governor also proposes a \$53 million cut to child care for FY10.
Colorado Gov. Bill Ritter (D)  0%	Yes	Flat funds the <i>Colorado Preschool Program</i> at \$67.3 million.	
Connecticut [†] Gov. M. Jodi Rell (R)  -6.8%	No	Decreases the <i>School Readiness Program (SRP)</i> by \$5.6 million to \$73.8 million. Decreases state investment in Head Start by \$220,000 to \$6.5 million.	The decrease to <i>SRP</i> reflects FY09 spending; the level of service is expected to remain the same. The governor also proposes an FY10 decrease for the Early Childhood Education Cabinet and elimination of state funding for the quality rating system.
Delaware Gov. Jack Markell (D)  0%	No	Flat funds the <i>Early Childhood Assistance Program</i> at \$5.7 million.	
Florida Gov. Charlie Crist (R)  3.9%	Yes	Increases the <i>Voluntary Prekindergarten Education (VPK)</i> program by \$13.8 million for a total of \$368.9 million.	Enrollment is expected to increase by 7 percent to about 154,000 children.

State, Governor & Proposed Percent Change*	State of the State Mentions Pre-K or Early Education	Proposal*	Comments
<p>Georgia</p> <p>Gov. Sonny Perdue (R)</p>  <p>3.8%</p>	No	Increases funding for the <i>Georgia Prekindergarten Program</i> by \$12.7 million for a total of \$350.3 million.	Enrollment will increase by 3,000 for a total of 82,000.
<p>Hawaii[†]</p> <p>Gov. Linda Lingle (R)</p>  <p>N/A</p>	No	No state funded pre-k program	
<p>Idaho</p> <p>Gov. C.L. Butch Otter (R)</p>  <p>N/A</p>	No	No state-funded pre-k program	The governor's proposal flat funds TANF investment of \$1.5 million in Head Start.
<p>Illinois</p> <p>Gov. Pat Quinn (D)</p>  <p>3.3%</p>	Yes	Increases funding for <i>Preschool for All</i> by \$11.1 million, for a total of \$349.6 million.	Of the governor's \$392.8 million FY10 budget for the Early Childhood Block Grant, \$43.2 million will be dedicated to infant-toddler programs. The governor is also proposing a decrease of almost \$50 million for child care and a cut of 10 percent for home visiting programs.
<p>Indiana[†]</p> <p>Gov. Mitch Daniels (R)</p>  <p>N/A</p>	No	No state-funded pre-k program or state investment in Head Start	
<p>Iowa</p> <p>Gov. Chet Culver (D)</p> <p>Funding based on enrollment</p>	No	The <i>Statewide Voluntary Preschool Program for Four Year Old Children</i> is funded through the school funding formula. FY10 funding is expected to increase by \$19.8 million to \$51.9 million. Decreases <i>Shared Visions</i> by \$547,000 to \$7.9 million.	Funding for the <i>Statewide Voluntary Preschool Program for Four Year Old Children</i> includes \$14.8 million for new programs.

State, Governor & Proposed Percent Change*	State of the State Mentions Pre-K or Early Education	Proposal*	Comments
Kansas Gov. Kathleen Sebelius (D)  0%	No	Flat funds the <i>Pre-K Pilot Program</i> at \$5 million, the <i>Four-Year-Old At-Risk Program</i> at \$20 million and the <i>Early Childhood Block Grant (ECBG)</i> at \$11.1 million, of which up to \$7.8 million can be used for pre-k.	The governor also proposes flat funding Early Head Start at \$3.5 million. Seventy percent of the <i>ECBG</i> can be used to fund pre-k programs, but as of November 2008, less than half is used for that purpose
Kentucky[†] Gov. Steve Beshear (D)  0%	Yes	Flat funds the <i>Kentucky Preschool Program</i> at \$75.1 million.	
Louisiana Gov. Bobby Jindal (R)  0%	No speech given at press time	Flat funds <i>LA4</i> at \$83.4 million. Flat funds the <i>Nonpublic School Early Childhood Development Program</i> at \$7.5 million. About \$15.4 million of the <i>8(g)</i> block grant is estimated to be available for pre-k.	
Maine[†] Gov. John Baldacci (D) Funding based on enrollment	Yes	The <i>Four Year Old Program</i> is funded through the school funding formula. FY09 funding was \$4.1 million. FY10 figures are not yet available. Decreases state investment in Head Start by \$89,000 to \$3.9 million.	
Maryland Gov. Martin O'Malley (D) Funding based on enrollment	No	The <i>Maryland Prekindergarten Program</i> is funded through the school funding formula. FY09 funding was estimated at \$100.1 million. FY10 figures are not yet available. Flat funds state investment in Head Start at \$3 million.	Enrollment in the <i>Maryland Prekindergarten Program</i> is expected to increase by approximately 3,700 to 30,500.
Massachusetts Gov. Deval Patrick (D)  -3.1%	Yes	Increases <i>Universal Pre-Kindergarten</i> and state investment in Head Start by \$664,000 million for a total of \$20.6 million. Decreases funding for teacher scholarships, early childhood mental health and other quality supports by \$2 million, for a total of \$21.7 million.	

State, Governor & Proposed Percent Change*	State of the State Mentions Pre-K or Early Education	Proposal*	Comments
<p>Michigan</p> <p>Gov. Jennifer Granholm (D)</p> <p></p> <p>0%</p>	No	Flat funds the <i>Michigan Great Start Readiness Program</i> at \$103.6 million.	The governor also proposes eliminating all state funds from a parent-education program and an abuse-and-neglect-prevention program for infants and toddlers.
<p>Minnesota[†]</p> <p>Gov. Tim Pawlenty (R)</p> <p></p> <p>0%</p>	No	Flat funds the <i>School Readiness Program</i> at \$10.1 million. Flat funds state investment in Head Start at \$20.1 million.	The <i>Pre-Kindergarten Allowance Program</i> , a two-year initiative, was ended as planned. FY09 funding was \$3.7 million.
<p>Mississippi</p> <p>Gov. Haley Barbour (R)</p> <p></p> <p>N/A</p>	Yes	No state-funded pre-k program or state investment in Head Start	
<p>Missouri</p> <p>Gov. Jay Nixon (D)</p> <p></p> <p>0%</p>	Yes	Flat funds the <i>Missouri Preschool Project</i> at \$14.8 million.	The governor also proposes increases for child care and special education services for infants and toddlers.
<p>Montana[†]</p> <p>Gov. Brian Schweitzer (D)</p> <p></p> <p>N/A</p>	No	No state-funded pre-k program or state investment in Head Start	
<p>Nebraska[†]</p> <p>Gov. Dave Heineman (R)</p> <p>Funding based on enrollment</p>	No	Pre-k is partly funded by the school funding formula. FY09 funding is estimated at \$3.9 million. FY10 figures are not yet available. Flat funds the <i>Early Childhood Grant Program</i> at \$3.6 million.	

State, Governor & Proposed Percent Change*	State of the State Mentions Pre-K or Early Education	Proposal*	Comments
Nevada [†] Gov. Jim Gibbons (R)  0%	No	Flat funds the <i>Early Childhood Education Program</i> at \$3.3 million.	
New Hampshire [†] Gov. John Lynch (D)  N/A	No	No state-funded pre-k program	
New Jersey Gov. Jon Corzine (D)  14.2%	Yes	Increases pre-k funding by \$52.3 million to \$596.1 million. Proposes \$25 million for a new initiative , Preschool Incentive Aid.	Preschool Incentive Aid is for eligible school districts that choose to designate Title I funds from the federal stimulus package for pre-k expansion.
New Mexico Gov. Bill Richardson (D)  15.5%	Yes	Increases funding for <i>New Mexico Pre-K</i> by \$3 million for a total of \$22 million. Also proposes \$400,000 in non-recurring funds for start-up costs.	Enrollment is expected to increase by about 500 children, for a total of 5,100.
New York Gov. David Paterson (D)  -11%	Yes	Decreases the <i>Universal Prekindergarten (UPK)</i> program by \$49.6 million to \$401.2 million.	The original plan to phase in pre-k for all children by 2011 is pushed back to 2014. The governor also proposes cuts to child care and home visiting.
North Carolina [†] Gov. Bev Perdue (D)  -0.6%	Yes	Decreases funding for <i>More at Four</i> by \$1 million, for a total of \$169.6 million.	The decrease is based on FY09 spending and will not affect the level of services in FY10. The governor also proposes reallocating state education lottery funds to other purposes. This move is expected to have no impact on pre-k but is reported to affect school construction.

State, Governor & Proposed Percent Change*	State of the State Mentions Pre-K or Early Education	Proposal*	Comments
<p>North Dakota[†]</p> <p>Gov. John Hoeven (R)</p> <p>First-time state investment</p>	Yes	Proposes new investment for pre-k of an estimated \$3.5 million through the state's school funding formula in FY11, the second year of the biennium.	FY10 is designated for program planning. State funds will serve all four year olds on a voluntary basis in a two-day-per-week program.
<p>Ohio[†]</p> <p>Gov. Ted Strickland (D)</p> <p></p> <p>0%</p>	Yes	<p>Flat funds <i>Early Childhood Education</i> at \$34.8 million.</p> <p>Proposes \$79.9 million for the <i>Early Learning Initiative (ELI)</i> entirely from the state general fund.</p>	This is the first year Pre-K Now is tracking funding for <i>ELI</i> . Prior to 2007, family income was reassessed every six months to determine children's eligibility. Enrolled children are now guaranteed a full year of service, so <i>ELI</i> is now considered part of Ohio's pre-k investments.
<p>Oklahoma</p> <p>Gov. Brad Henry (D)</p> <p>Funding based on enrollment</p>	Yes	Pre-k is funded through the school funding formula. FY08 state spending was estimated at \$139.7 million, an increase of about \$12.4 million from FY07. Later figures are not yet available.	Total FY08 funding for pre-k, including federal and local dollars, was \$263.7 million.
<p>Oregon[†]</p> <p>Gov. Ted Kulongoski (D)</p> <p></p> <p>5.2%</p>	No	Increases the <i>Oregon Head Start Pre-kindergarten (OPK)</i> program for FY10, the first year of the biennium, by \$2.8 million for a total of \$56.3 million.	The governor also proposes an <i>OPK</i> increase of \$3 million to \$59.3 million for FY11, the second year of the biennium. This would support increased enrollment of more than 500 children over FY09 for a total of 7,100.
<p>Pennsylvania</p> <p>Gov. Ed Rendell (D)</p> <p></p> <p>6.1%</p>	No	<p>Increases <i>Pre-K Counts</i> by \$8.6 million for a total of \$95.1 million.</p> <p>Flat funds state investment in Head Start at \$39.5 million. Pre-k spending from the Accountability Block Grant is estimated to remain at \$15.7 million.</p>	<p>Enrollment in <i>Pre-K Counts</i> is expected to increase by 1,050 children for a total of 12,850.</p> <p>The governor also proposes a \$20 million increase for special education services for infants and toddlers.</p>
<p>Rhode Island</p> <p>Gov. Don Carcieri (R)</p> <p>First-time state investment</p>	No	<p>Proposes first-time investment of \$700,000 for the <i>Rhode Island Pre-K Demonstration Project</i>.</p> <p>Flat funds state investment in Head Start at \$1.2 million.</p>	<p>The demonstration project is expected to serve about 75 children in urban school districts.</p> <p>\$200,000 of Head Start funds is from the federal Child Care and Development Block Grant.</p>

State, Governor & Proposed Percent Change*	State of the State Mentions Pre-K or Early Education	Proposal*	Comments
<p>South Carolina</p> <p>Gov. Mark Sanford (R)</p> <p> -1.6%</p>	No	<p>Decreases <i>Half-Day Child Development Program (4K)</i> by \$83,000 for a total of \$20.1 million.</p> <p>Decreases <i>Child Development Education Pilot Program (CDEPP)</i> by \$575,000 million to \$20.5 million.</p>	The governor also proposes to transfer administration of both public and private <i>CDEPP</i> to South Carolina First Steps.
<p>South Dakota</p> <p>Gov. Mike Rounds (R)</p> <p> N/A</p>	No	No state-funded pre-k program or state investment in Head Start	The 2009-10 school year will be the third and last year of the <i>Starting Strong Sioux Falls</i> pilot, which is flat funded for FY10.
<p>Tennessee</p> <p>Gov. Phil Bredesen (D)</p> <p> 0.6%</p>	Yes	Increases the <i>Voluntary Pre-kindergarten</i> program by \$490,000 for a total of \$83.5 million.	The governor proposes to reduce the lottery-revenue contribution to the pre-k budget from \$25 million to \$11 million, replacing the balance with state general funds.
<p>Texas[‡]</p> <p>Gov. Rick Perry (R)</p> <p>Funding based on enrollment</p>	No	Pre-k program investments are included in the school funding formula. FY09 funding is estimated at \$737.1 million. FY10 figures are not yet available. Flat funds the <i>Texas Pre-kindergarten Early Start Program</i> at \$91.8 million and the <i>Texas Early Education Model</i> at \$7.5 million.	
<p>Utah</p> <p>Gov. Jon Huntsman, Jr. (R)</p> <p> N/A</p>	Yes	No state-funded pre-k program	The governor's proposal flat funds state investment in Head Start at \$100,000.
<p>Vermont</p> <p>Gov. Jim Douglas (R)</p> <p>Funding based on enrollment</p>	Yes	<p>The <i>Public Preschool Partnerships</i> program is funded through the school funding formula. Spending in FY07 was estimated at \$16.7 million. Later figures are not yet available.</p> <p>Flat funds the <i>Early Education Initiative</i> at \$1.2 million.</p>	The governor also proposes a \$7 million increase to support the quality rating system, expand access to child care subsidies, and increase reimbursement rates to providers.

State, Governor & Proposed Percent Change*	State of the State Mentions Pre-K or Early Education	Proposal*	Comments
Virginia [†] Gov. Tim Kaine (D)  17.2%	No	Increases the <i>Virginia Preschool Initiative (VPI)</i> in FY10, the second year of the biennium, by \$10.1 million for a total of \$68.8 million.	The increase to <i>VPI</i> was proposed in the governor's biennial budget recommendations in 2008.
Washington [†] Gov. Christine Gregoire (D)  0%	No	Flat funds the <i>Early Childhood Education and Assistance Program (ECEAP)</i> at \$56.4 million.	The governor proposes cuts to early childhood professional development, resource and referral activities and support to family child care providers.
West Virginia Gov. Joe Manchin (D) Funding based on enrollment	Yes	The <i>West Virginia Pre-K System</i> is funded through the school funding formula. FY09 funding is estimated at \$57 million. FY10 figures are not yet available.	Enrollment is expected to increase by 1,700 for a total of 15,400 children.
Wisconsin [†] Gov. Jim Doyle (D) Funding based on enrollment	No	<i>4-Year-Old Kindergarten (4K)</i> is funded through the school funding formula. FY09 spending is estimated at \$105 million. FY10 figures are not available. Increases <i>4K</i> start-up grants by \$1 million for a total of \$4 million. Decreases the state Head Start supplement by \$72,000 to \$7.1 million.	The governor also proposes state investment of \$2.7 million to develop a quality rating system. The decrease to the state Head Start supplement is part of a 1 percent across-the-board cut.
Wyoming [†] Gov. Dave Freudenthal (D)  N/A	No	No state-funded pre-k program or state investment in Head Start	A new public-private initiative called Wyoming Kids First will develop regional partnerships to expand local early childhood services and increase coordination and collaboration among programs and agencies.
Washington, DC Mayor Adrian Fenty (D) Funding based on enrollment	Yes**	Pre-k funding in public and charter schools is included in the school funding formula. FY10 funding is expected to increase by \$10.8 million for a total of \$91.7 million. Flat funds <i>Pre-K and School Readiness</i> at \$5.1 million.	Funding for <i>Pre-K and School Readiness</i> supports what was previously known as the <i>Pre-K Incentive Program</i> and implementation of the Pre-K Enhancement and Expansion Act.

Acknowledgements

This report was researched by Albert Wat and written by Jennifer V. Doctors for Pre-K Now.

Pre-K Now thanks state advocates, budget officers, and department of education personnel for their assistance in compiling the data.

Methodology

State budget data are collected from budget documents, accessed through the National Association of State Budget Officers directory and confirmed through multiple sources. An initial request for confirmation is sent to key informants in all states and the District of Columbia. Informants include state pre-k administrators, budget officers, early childhood advocates, legislative or gubernatorial staff and other individuals who hold a professional role related to state budgeting and/or state-funded early education. In instances where the pre-k program is not listed as a separate line item in budget documents, funding figures are based on estimates provided by the informants. For this report, estimates were used for AZ, CO, IA, KS, LA, ME, MD, NE, OK, TX, VT, WV and WI. Once data from all states are compiled and confirmed, they are summarized in a state-by-state chart, which is sent to the informants for final vetting. This chart is also sent to members of the National Association of Early Childhood Specialists in State Departments of Education, who serve as the main points of contact for state early childhood programs. These two groups provide final confirmation of all data and language in the state-by-state chart before the report goes to print. Based on this research, minor changes to the previous year's appropriations may not be reflected in this report if the proposed FY10 figure was an estimate or if the intent of the proposal is to flat fund the program.

Programs are designated as state-funded pre-k according to the annual report by the National Institute for Early Education Research (NIEER). If a state has a NIEER-designated pre-k program, then any state funds in Head Start are considered part of the state's investment in pre-k education.

Pre-K Now at a Glance

Mission

Pre-K Now collaborates with advocates and policy makers to lead a movement for high-quality, voluntary pre-kindergarten for all three and four year olds.

Vision

Pre-K Now's vision is a nation in which every child enters kindergarten prepared to succeed.

Location

Washington, DC

Leadership

Danielle M. Gonzales, M.Ed.
Project Manager

Funders

The David and Lucile Packard Foundation
The McCormick Foundation
The Foundation for Child Development
The Nellie Mae Education Foundation
RGK Foundation
CityBridge Foundation
PNC Financial Services Group
The Schumann Fund for New Jersey

Media Contact

Elizabeth Snyder
Senior Associate for Media Relations
esnyder@pewtrusts.org
202.552.2057 voice
202.631.1107 mobile

Pre-K Now Key Differentiators

- Focuses exclusively on pre-k
- Provides the most up-to-date gauge of the pre-k pulse in any state
- Offers nationwide access to pre-k advocates
- Monitors and distributes daily pre-k newsclips
- Provides a national perspective on local pre-k issues
- Provides outreach, policy, and Spanish-language information targeted to the Latino community
- Leads a national movement which has gained significant momentum in the last five years

The Case for Pre-K

- Pre-k benefits all children academically, socially, and emotionally.
- High-quality pre-k for all nets a high return on investment in children and the community.
- The most important brain development occurs by age six. Pre-k is the first step to improving K-12 education



The Pew Charitable Trusts applies the power of knowledge to solve today's most challenging problems. The Pew Center on the States identifies and advances effective policy approaches to critical issues facing states.

Since 2001, Pew has committed more than \$83 million to advance a state-led movement for high-quality pre-k for all three and four year olds. Much of this work has been conducted through the Pre-K Now campaign, launched in 2002 by The Pew Charitable Trusts with the additional support of eight other national foundations.

Pre-K Now
c/o Pew Center on the States
901 E Street, NW
10th Floor
Washington, DC 20004

202.862.9871 voice
202.552.2299 fax

www.preknow.org
www.pewcenteronthestates.org

Leadership Matters:
Governors' Pre-K Proposals
Fiscal Year 2010