

NEW AMERICA FOUNDATION

EARLY EDUCATION INITIATIVE

Issue Brief #5

May 21, 2007

THE KEY TO NCLB SUCCESS: GETTING IT RIGHT FROM THE START

EXECUTIVE SUMMARY

Access to quality pre-kindergarten (PK) programs varies widely among and within states. While PK enrollment is growing, large disparities in access and quality threaten to undermine the capacity of early childhood education to close achievement gaps. Research shows that at-risk children can catch up to their non-disadvantaged peers by participating in high-quality PK programs that are linked to K-3 structures. However, fewer than half of children ages 3 and 4 engage in some type of early childhood education—before quality is taken into account.

Standards and instruction must be aligned from PK through Grade 3 to maximize the advantages of preschool. achievement gains from preschool “fade out” over time if not followed with a high quality, aligned elementary school program. For PK to be most successful, it is best followed with a high-quality elementary school education that draws on the teaching and learning that provided in the PK classroom.

The federal government and states currently are involved in expanding access to preschool, but coordination is limited and standards are uneven. The main federal investment in early education is through the Head Start program, but Head Start services reach less than half of eligible children. School districts can also use No Child Left Behind Act (NCLB) Title I program funds for pre-kindergarten programs, but most districts choose to target limited funds on elementary grades. State-funded PK programs operate in 38 states, but there is little alignment of program characteristics or teacher entry standards across states.

RECOMMENDATIONS

- 1) **Dedicate current NCLB Title V funding to a new “2020 Early Education Grant” program.** The federal government should restructure current Title V block grant funds instead as matching grants to states to expand access to high-quality PK programs and aligned PK teacher and curricular standards with elementary grades.
 - *Tier One:* Fund the development of state PK-16 Coordinating Councils that would create state plans for phasing-in access to universal PK and align standards across the PK-16 continuum.
 - *Tier Two:* Provide matching grants to fund high-quality PK programs equal to up to 25 percent of per child expenditures, exclusively for at-risk children. High quality programs are aligned PK-3 and include a highly qualified early educator guarantee.
 - *Tier Three:* Provide matching grants to fund high-quality PK programs for all children.
- 2) **Require all PK classrooms to have a lead teacher with “highly qualified early educator” status.** Similar to NCLB’s teacher quality requirement, lead PK teachers should hold a bachelor’s degree and evidence competence in early childhood education. A differentiated staffing approach would allow lesser-credentialed teachers to serve as assistant teachers. Over time, Head Start should align their teacher standards with these new requirements. In addition, Title II of the Higher Education Act should be revised to create an incentive for colleges of education to develop integrated PK-3 teacher preparation and certification programs.
- 3) **Increase flexibility for schools districts to use existing NCLB Title I funding for early intervention in grades PK-3, and direct all new NCLB Title I funds to PK-3 initiatives.** All Title I schools, not just those high poverty schools with schoolwide programs, should be allowed to use Title I funds for early intervention strategies, not just for those students who have qualified as at-risk. New Title I funding should specifically be dedicated to expanding and improving early education instead of distributed diffusely among a variety of activities. Not only would this save money in the long term by focusing on prevention rather than more costly remediation, it would target Title I program evaluations on a single, research-proven strategy and thus bolster the case for increased future Title I funding.

This report was prepared with the assistance of Alexander Russo. It was funded through a generous grant from the Foundation for Child Development. The opinions expressed herein are those of the New America Foundation and do not necessarily reflect the views of Mr. Russo or the Foundation for Child Development.

INTRODUCTION

All children deserve a quality early education stretching from pre-kindergarten through grade 3 (PK-3)—no matter their geographic residence or economic background. But the current system of early care and education is non-universal, largely uncoordinated, and of uneven quality.¹ Federal, state, local, and private early care and education programs all have their own characteristics and standards.² Often these characteristics and standards are suboptimal.

This unfortunate state of affairs is highlighted in the most recent annual report from Education Week, *Quality Counts 2007*: “Smart states, like smart companies, try to make the most of their investments by ensuring that young people’s education is connected from one stage to the next,” states the report. “Yet the historical splits between different levels of education in the United States have made such coordination difficult.”³

Substantial disparities in pre-kindergarten access and wide variation in the nature of early education quality standards across states suggest the need for an enhanced federal role. Specifically, there is a federal role for harmonizing decentralized state, local, and private early care and education programs horizontally across jurisdictions and vertically across grade levels, especially when it comes to teacher and program quality standards.

In particular, there is a clear need to address the lack of pre-kindergarten access across the country and the quality of education children receive both in pre-kindergarten and their early elementary school years following pre-kindergarten. And there is clear precedent for using federal education legislation to increase capacity and improve quality in state and local education programs.

This paper centers a PK-3 reform agenda in the No Child Left Behind Act (NCLB) reauthorization scheduled to begin this year. The paper describes the current access and quality challenges facing pre-kindergarten and kindergarten programs across the country, and highlights the additional early education policy components that need to be in place to support NCLB’s goals.

Policy recommendations include matters such as: universal access to preschool, full-day kindergarten programs; innovative strategies to finance both; alignment of state and national early learning standards in grades PK-3; support for the expansion of a highly qualified PK-3 teaching workforce; and extension of learning time options for young children.

What is PK-3?

- Voluntary, full-day *pre-kindergarten* available to all 3 and 4 year-old children.
- Full-day *kindergarten* that builds on PK experiences and is available to all children.
- Standards, curriculum, instruction, and assessments aligned within and across grades from PK through grade three.
- Curriculum focused on emotional development, social skills, and self-discipline as well as reading and mathematics.
- All early education lead teachers qualified to teach any grade level from PK through Grade 3 and compensated based on public elementary school teacher salaries.
- Families and teachers work together to ensure the success of all children.

LACK OF ACCESS AND UNEVEN QUALITY OF PK PROGRAMS ACROSS THE COUNTRY

Considerable research demonstrates that to improve student performance, public investment in education and education policy reform should begin in the PK-3 age range, if not earlier.⁴ Children’s participation in high quality PK programs helps them begin kindergarten ready to succeed. Studies have found that “model” pre-kindergarten programs can boost the achievement of at-risk children by nearly half.⁵ Even children who participate in programs not identified as “high-quality” evidence short term gains.⁶

Children who start kindergarten behind but participate in a *full-day* kindergarten (FDK) program can catch up to their peers by the end of a single academic year.⁷ Compared to children in a half-day program, low-performing children in one FDK study, for example, made substantial gains in reading and mathematics achievement and closed the achievement gap with higher-performing students by nearly one-third in reading and one-fourth in math.⁸

Largely due to heightened federal and state investments, enrollment in pre-kindergarten is growing and the United States is moving toward universal pre-kindergarten access. During the 2005–06 school year, approximately 20 percent of the nation’s four million four-year-old children already were enrolled in state-funded pre-kindergarten programs and approximately 11 percent were enrolled in Head Start.⁹ Overall, 45 percent of children ages 3 and 4 participate in some type of early childhood education, according to the Census Bureau.¹⁰

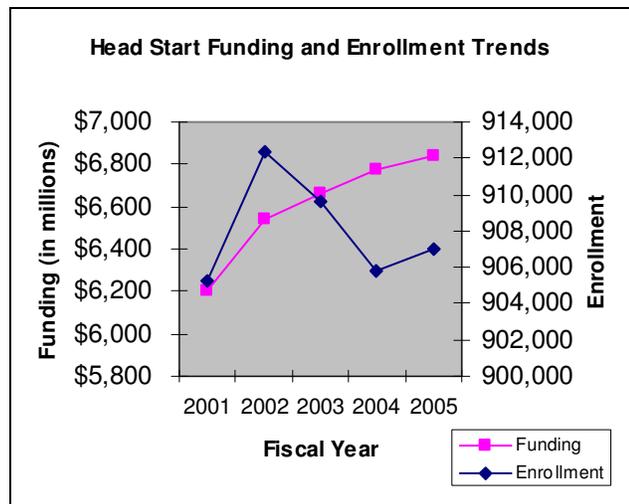
This recent expansion in PK and FDK access has been fueled by increased understanding and recognition of the personal and societal benefits of early childhood education. Research is better identifying and isolating the social, cognitive, and developmental value of quality pre-kindergarten.¹¹ Long-term economic studies consistently

find high returns to taxpayer investment in high-quality PK, resulting from lower costs for remedial and special education, grade retention, criminal behavior, and welfare payments.¹² Cost-benefit analyses have estimated returns ranging from \$3 to \$8 per dollar invested in early childhood education.¹³

The rising popularity of PK bodes well for children at risk of academic failure, but is endangered by uneven, halting, and at times inadequate attention to program quality. In fact, the effects of access to PK and FDK too frequently do not last, suggesting the need for improved coordination with the early elementary system.¹⁴ Some researchers have estimated that 60 to 80 percent of the cognitive gains found in kindergarten associated with attending preschool dissipate by the spring of first grade.¹⁵

Federal Effort

Federal support for access to pre-kindergarten is primarily targeted through the Head Start program, the single largest source of federal investment in pre-kindergarten.¹⁶ However, Head Start is still available to less than half of all eligible children and enrollment has declined since 2002.¹⁷ Recent increases in funding not offset by inflation or rising costs have either been earmarked for priorities of the Bush administration, such as the National Reporting System, or set aside for program quality, rather than expanding access.¹⁸

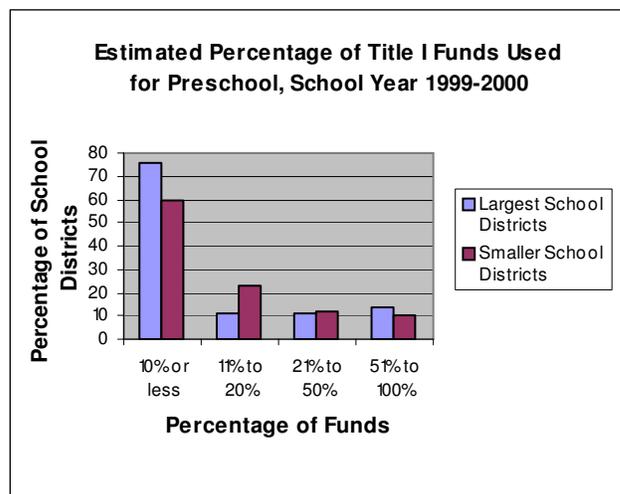


Adapted from Head Start Statistical Fact Sheets¹⁹

Federal support for pre-kindergarten access is also conveyed through the Title I program of the Elementary and Secondary Education Act of 1965, as amended by the No Child Left Behind Act (NCLB). But school districts have a great deal of discretion regarding which grades they support with Title I funding. Historically, the vast majority of Title I funding has been focused on elementary grades 3–8.²⁰ In school year 2002–03, 62 percent of Title I participants were in Grades 1 to 6, compared to 47 percent of all public school students,

while only 8 percent of Title I participants were in grades 10 to 12, compared to 20 percent of all students.²¹

Districts are not required to report the amount of Title I funds, if any, they use for pre-kindergarten activities. But in Fiscal Year 2002, an estimated two to three percent of Title I funds, or \$200 million, served over 300,000 children, compared to an estimated \$407 million spent on preschool in Fiscal Year 2000.²² In other words, Title I funding for preschool activities has declined since NCLB’s passage and the attendant focus on student performance in grades 3 through 8.

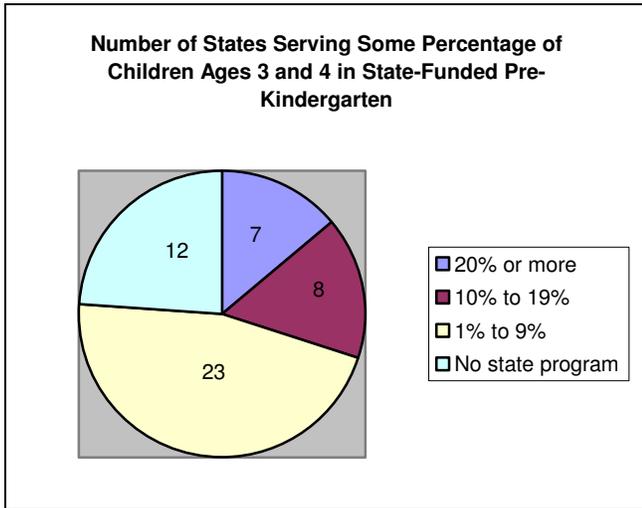


Adapted from U.S. General Accounting Office, *Title I Preschool Education*²³

State Efforts

In the 2005–06 school year, state-funded pre-kindergarten programs operated in 38 states and served almost 950,000 children.²⁴ In the past five years, enrollment of 4 year-old children in state-funded programs has increased by 40 percent, although enrollment of 3 year-old children has remained virtually the same.²⁵

Seven states enroll 20 percent or more of all children ages 3 and 4 in state-funded PK programs.²⁶ Eight more enroll between 10 and 20 percent. But most state programs enroll under 10 percent of children. And 12 states have no state-funded early childhood program. Nationwide, state-financed preschool programs, some targeted on low-income families, now enroll around 11 percent of children ages 3 and 4.²⁷



Adapted from NIEER, *The State of Preschool 2006*²⁸

State efforts to expand access to pre-kindergarten have been irregular, both across and within states. Much of the existing coordination has come from private foundations, such as The Pew Charitable Trusts, Joyce Foundation, and David and Lucille Packard Foundation, and national non-profit organizations, such as the National Association for the Education of Young Children (NAEYC).²⁹ But with no coordinating support from the federal government, in general states have chosen to address the early education issue at different times and unequal rates.

State funding for pre-kindergarten programs has proven unstable, with per child spending in decline in some states. Since 2001–02, inflation-adjusted state spending per child on preschool has decreased 17 percent. In the last year, 25 of 38 states reduced per child spending, although some of the cuts may have been supplanted by local or federal funds. As with K-12 spending, there is also wide variety in per child state spending, ranging from four states that spend more than double the national average to three states that spend around half the national average.³⁰

The result of this state-by-state approach to program development and funding is an uneven and inequitable national structure. Programs operate with vastly different quality and access levels, and within states they can be isolated from system-wide K-12 standards-based school reform. The National Institute for Early Education Research assesses state PK programs with a 10 point quality measurement system. In 2006, only two state programs met all 10 benchmarks, while the median state met seven of 10 benchmarks and 11 states met fewer than five.³¹ Early education has the power help close academic achievement gaps between at-risk children and their non-disadvantaged peers. But early education efforts will fail to fulfill their potential if pre-kindergarten program quality remains variable and segregated from the early elementary system.

PRECEDENT FOR USING ESEA/NCLB TO INCREASE CAPACITY & LEVERAGE STATE CHANGE

There is a long and successful history of federal lawmakers using the Elementary and Secondary Education Act of 1965 (ESEA), recently amended by NCLB, to increase capacity and leverage change at the state level. Often, districts and states initiate activity in a key area, such as compensatory education or standards-based reform, and then federal lawmakers promote further expansion of the idea across the entire country through ESEA.

In 1963, for example, California created the first supplemental compensatory education program. The original ESEA supported similar activities and prompted many states to create their own supplemental compensatory education programs targeting disadvantaged students. As a result, between 1963 and 1977, approximately one-third of the states initiated efforts specifically aimed at providing services to the disadvantaged.³²

Likewise in 1994, the federal “Goals 2000: Educate America Act,” a version of the America 2000 legislation originally proposed by President George H. W. Bush, encouraged states to follow the footsteps of Kentucky, Maryland, and Massachusetts in embracing systemic school reform. These states already had embarked on the process of developing and implementing state-level standards.³³ The Goals 2000 law made federal funds available to states to likewise create statewide education standards and linked assessments.

The standards-based school reform effort was further promoted in the 1994 reauthorization of ESEA, called the Improving America’s Schools Act, and subsequently through NCLB, which conditioned the bulk of federal education funding on embrace of standards-based education reform. As a result, today every state in the nation has developed academic standards, assessments, and an accompanying accountability system.³⁴

USING “THE NEXT” NCLB TO LEVERAGE STATE CHANGE TO EXPAND AND IMPROVE EARLY EDUCATION

The federal government can and should improve the quality and availability of early education by supporting quality early education through additional education reforms in the next NCLB. Here’s how:

RECOMMENDATION #1: BUILD STATE CAPACITY IN SUPPORT OF QUALITY PK-3

A. 2020 Grants: A Federal-State Partnership to Phase-in Development of Capacity for Universal PK-3 Programs

To reward and promote expanded access to quality early education programs stretching from grades PK-3 and help

close multiple achievement gaps, New America proposes a new block grant partnership between federal and state governments. Our proposed “2020 Early Education Grant” follows a tiered structure of federal matching grants that provide states with incentives to phase in high-quality, universal pre-kindergarten programs aligned with quality elementary school programs. By creating a matching grant program and structuring it with progressive implementation levels, the federal government would recognize the wide variation in the extent and nature of current state pre-kindergarten efforts and provide an opportunity for states to design and implement plans that build upon existing federal and state, public, and private structures.

2020 Grants: Federal Funds to Leverage Universal PK-3 Access

► ***Tier One: PK-16 Coordinating Councils***

Task state PK-16 Councils with planning and capacity building.

► ***Tier Two: Matching Grants for At-Risk Children***

Provide matching grants to states to expand access to PK-3 to all at-risk children.

► ***Tier Three: Matching Grants for All Children***

Provide matching grants to states for universal PK-3 access, conditioned on evidence that all at-risk children are being served.

The first tier of our proposed 2020 Early Education Grant, funded primarily through existing federal sources to states at the earlier stages of early education capacity building, would support development of state PK-16 coordinating councils tasked with creating, adopting, and beginning to implement high-quality early childhood education plans. Appointed and directed by Governors, these PK-16 councils, which some states already have, would include a wide variety of stakeholders from education, political, and economic realms.³⁵ Participation by the early childhood community would be a key priority. Governors are the locus of attention because they have the unique ability to bring together different agencies and communities with different agendas to craft statewide frameworks for coordinating and integrating various programs.

The PK-16 councils’ agenda would involve developing a phased-in plan for universal PK access, establishing PK-16 content and educator standards, and aligning those standards across the PK-16 continuum. Each state council would have the flexibility to develop a plan that takes advantage of the state’s current early education delivery system. The councils would also have to establish or consecrate assessment mechanisms that should eventually be based on both the quality of program inputs and child outcomes. Unfortunately, the tools currently available for assessing academic, social, and developmental outcomes for young children are not adequately refined.³⁶ But once

age-appropriate assessments have been developed and rigorously tested—a course of action that is recommended in the pending Head Start reauthorization bills—councils should be prepared to integrate standards-based accountability into PK-3 program assessment.³⁷

Those states that already have done the work of developing an integrated, high quality PK-16 plan would be eligible for second tier funding associated with the proposed 2020 Early Education Grant program. Supported second tier activities would involve federal matching grants for improving the capacity and quality of PK-3 efforts in states already engaged in the early education expansion and coordination process. Proposed are federal matching grants of up to 25 percent of per pupil expenditures for expanded access to quality early education programs for at-risk children.

Those states that already have done the work of providing all at-risk children with quality PK-3 programs would be eligible for support of a third tier of activities associated with our proposed 2020 Early Education Grant program. These third tier activities would involve implementation of universal, voluntary PK and FDK programs aligned with K through 3 structures, with universal funding contingent upon at-risk children receiving priority for services.

Universality is the best way to ensure equality of opportunity and socio-economically integrated learning environments. Moreover, absent universality, the imprecise task of targeting risk factors and at-risk populations will exclude many children who would benefit from early education.

B. Offset: Restructuring Title V, Part A Block Grants

To help pay for at least the first stage of this new proposed 2020 Early Education initiative, lawmakers should look to NCLB’s current Title V block grant program. Originally known as the Chapter II program and created in the 1981 Omnibus Budget Reconciliation Act, the Title V education block grant supports essentially any discretionary administrative decision made by state education agencies.³⁸ In 2005, the program was given a “Results Not Demonstrated” rating by the Office of Management and Budget.³⁹ In fact, there never has been a study indicating the diffuse program’s success in raising student achievement. Its funding has declined precipitously in each of the last four years due to the program’s non-specific purpose and lack of positive performance history.⁴⁰

Currently funded at nearly \$100 million (down from nearly \$400 million), NCLB’s Title V Part A block grant funding would be more effectively re-purposed towards program development and capacity building for quality PK-3 planning and expansion efforts. With these existing baseline funds, lawmakers could create a federal-state initiative that provides the first stage of incentive aid to

states to further expand PK access and improve early education program quality in grades PK-3. Subsequent stages, however, will require alternative revenue sources or offsets.*

RECOMMENDATION #2: EVERY YOUNG CHILD DESERVES A “HIGHLY QUALIFIED EARLY EDUCATOR”

At present, there are a variety of different workforce entry standards for early childhood educators who number roughly 1.5 million nationwide.⁴¹ An estimated 80 percent of PK-3 teachers have a bachelor’s degree, but fewer than four out of ten PK teachers meet that standard—especially those that teach outside of state-funded PK programs.⁴²

Training for PK-3 teachers is similarly diverse, with some colleges of education following the NAEYC standards, but many training programs lacking attention to the PK-3 area. In-service training is not closely monitored or aligned with standards.⁴³ One recent child development study found little correlation between PK teacher preparation and child outcomes.⁴⁴ The lack of correlation is likely the result of the current, highly variable state of pre-service and in-service PK teacher training, in addition to a lack of precise outcome measuring tools for young children.⁴⁵

To address uneven teacher quality, restructured NCLB Title V funding that is dedicated to early education expansion should be conditioned on an assurance that all publicly supported PK-3 lead teachers meet a new “**highly qualified early educator**” standard. Without a guarantee of quality early educators, there is little reason to expect quality early education results for children.

Educators might demonstrate competency through completion of a four-year early childhood education post-secondary program or by passing a new, national “high, objective, uniform standard of evaluation” that would be a performance-based measure of knowledge, skills, and dispositions. This alternative, supplemental certification standard for early educators would function similarly to the HOUSSSE option available to K-12 teachers under NCLB. But unlike NCLB’s state specific and irregular HOUSSSE standards, early educators would be required to pass a national assessment based on uniform, research-based teacher quality standards.⁴⁶ This would guard against inequitable state manipulation of teacher quality standards while assuring a consistent level of early educator quality nationwide.

In addition to a bachelor’s degree plus requirement for lead early educators, a differentiated staffing approach would allow lesser credentialed teachers to work

* During the Fall of 2007, the New America Foundation will produce an Issue Brief on financing a robust, national PK-3 agenda, including suggested revenue sources or offsets.

alongside lead highly qualified early educators in the same classroom, maintaining overall quality and limiting operational costs. High-quality PK programs have teacher-to-child ratios of 10 to one or smaller, and thus multiple teachers often work in the same classroom. Because of the diversity of the early educator workforce, holding all teachers to a Bachelor of Arts degree standard would exclude many capable educators experienced in early childhood pedagogy, plus heighten costs. But incorporating a differentiated staffing model into a 2020 Early Education Grant system would take advantage of the current workforce without sacrificing quality.

At the same time, minimum standards for Head Start teachers need to be gradually aligned with this new, federally driven “highly qualified early educator” standard, with a portion of any increased funding for Head Start dedicated to this purpose. Otherwise, Head Start will become a second class program in terms of academic quality.

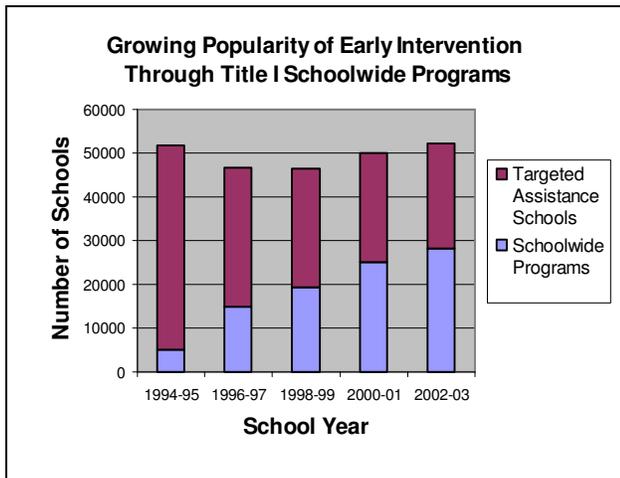
Last but not least, recommended is that Title II of the Higher Education Act (HEA) be targeted to support integrated PK-3 teacher preparation and certification programs. Accountability programs for education schools should require reporting of data related to PK-3 certification participation and effectiveness. Currently, both HEA standards for and institutional reporting on PK preparation programs are divorced from K-8 certification leading to a lack of integrated training. Without integrated programs and credible data to spur their creation and improvement, teachers will continue to lack adequate training in PK-3 alignment.

RECOMMENDATION #3: FOCUS EARLY ON DISADVANTAGED POPULATIONS

Building state capacity and supporting improvements in teacher quality are only part of the solution, however. Existing federal education programs like NCLB’s Title I should include a stronger focus on early childhood education issues.

A. Enhance Title I Flexibility To Serve Needy Children Early in Grades PK-3, Before They Fail

Although regularly described as a program for “low-income,” “poor,” or “disadvantaged” children, NCLB’s Title I program serves children from all income levels and multiple grades, including PK, as long as they are low-achieving or at-risk of failing.⁴⁷ Funds flow to states, districts, and schools on the basis of poverty. But funds are targeted to children within schools on the basis of academic achievement.⁴⁸ In the disability policy context, this has been called a “wait to fail model”—federal support only may be channeled to individual students after they fail.⁴⁹



Adapted from U.S. Department of Education, *National Assessment of Title I*⁵⁰

Currently, districts have complete flexibility in how they use funds only in schools whose student body is comprised of more than 40 percent low-income children.⁵¹ These schools can use Title I funds to implement “schoolwide programs.” In all other circumstances, schools can only use Title I funding on children who already have failed.⁵² The popularity of schoolwide programs has grown over time, increasing from 10 percent of Title I schools in 1993–94 to 53 percent in 2002–03.⁵³ Mainly a result of Congress lowering the poverty eligibility threshold from 75 percent to 50 percent to 40 percent, schoolwide programs continue to grow steadily, showing a desire on the part of schools to have more flexibility over their funds for early intervention efforts.⁵⁴

In the future, a percentage of existing Title I funding should in targeted, non-schoolwide program settings be made available for early intervention strategies in grades PK-3 irrespective of whether students have failed first. This is already the case under the Individuals with Disabilities Education Act (IDEA) where early intervention funding supports local school efforts to provide children the high-quality instruction and interventions they need *to avoid failing* and being labeled as having a learning disability. Up to 15% of IDEA funds can be used for early intervention strategies. A similar provision regarding the use of NCLB Title I funds in non-schoolwide program settings would empower local schools to embrace pedagogical and other promising PK-3 strategies to help at-risk children before they fail.

B. Dedicate All New Title I Funding To PK-3 Early Education to Close the Achievement Gap Right From the Start

Dedicating new, additional NCLB Title I funding to early education efforts would not only reach a widely underserved student population, but also lay the political groundwork for future funding increases. During the past three years, NCLB Title I funding has essentially leveled.

New federal funds from earlier in the decade have been spread among a variety of activities and grade levels, and in the recent past, indirectly been supplanted by cuts in state education funding. By targeting new, additional NCLB Title I funding to early education efforts, the federal government would invest in prevention instead of more costly remediation. In addition, targeting NCLB funding would facilitate program evaluations that would highlight the measurable value of early education and strengthen the case for later funding increases.

Thus, to more closely link NCLB Title I funds with efforts that have a proven positive impact on closing the achievement gap, the federal government should heighten existing maintenance of fiscal effort requirements and have local school districts direct all new, non-secondary school required Title I funds to early education expansion and PK-3 alignment efforts.

CONCLUSION

Universal access to quality pre-kindergarten should serve as a long-term, rather than immediate, public policy goal. By targeting high quality early education services PK-3 in the short-term on the neediest students, resources would be allocated most effectively and states would not be overwhelmed with implementation requirements. Ultimately, however, the policy goal should be a universal PK-3 program that takes into account the variety of early education delivery systems.

Lawmakers can find some of the key elements of the proposed federal early childhood coordination strategy in S. 3902, the Education Competitiveness Act of 2006, introduced in the 109th Congress by Senator Max Baucus. Similar to what this brief suggests for new NCLB Title V 2020 Early Education Grants, the Baucus legislation includes provisions to fund PK-16 leadership collaboratives, enhance the training of early childhood education teachers, and double the number of students participating in universal voluntary PK programs within five years.

Future issue briefs will discuss in greater depth financing costs and revenue options for a fully implemented, universal PK-3 federal-state partnership, including Senator Baucus’ proposal and other possibilities.

“Schooling is just part of a larger continuum of learning opportunities that starts in infancy and progresses into adulthood,” according to Education Week’s *Quality Counts* report. “[I]f Americans are to make the most of those opportunities—both as individuals and as a nation—their learning should build on itself at every step along the way.”⁵⁵

ENDNOTES

¹ Shelley Waters Boots, *Issue Brief Number 1: The Case for Investing in Early Childhood Education Reform*, NEW AMERICA FOUNDATION, EARLY EDUCATION INITIATIVE, (December 2005), http://www.newamerica.net/files/archive/Doc_File_2753_1.pdf.

² *Id.* at 2.

³ *Looking Through a Wider Lens*, EDUCATION WEEK, *Quality Counts 2007: From Cradle to Career*, 26 No. 17, at 7 (2007), available at <http://www.edweek.org/ew/articles/2007/01/04/17execsum.h26.html>.

⁴ Jack P. Shonkoff & Deborah Phillips, *From Neurons to Neighborhoods: The Science of Early Childhood Development*, NATIONAL RESEARCH COUNCIL, COMMITTEE ON INTEGRATING THE SCIENCE OF EARLY CHILDHOOD DEVELOPMENT, (National Academy Press, November 2000).

⁵ W. Steven Barnett, *Long-term effects of early childhood programs on cognitive and school outcomes*, 5 No. 3 THE FUTURE OF CHILDREN, PRINCETON UNIVERSITY & THE BROOKINGS INSTITUTION, at 25-50 (1995), available at http://www.futureofchildren.org/usr_doc/vol5no3ART2.pdf; Barbara T. Bowman, M. Suzanne Donovan & M. Susan Burns, *Eager to Learn: Educating Our Preschoolers*, COMMITTEE ON EARLY CHILDHOOD PEDAGOGY, COMMISSION ON BEHAVIORAL AND SOCIAL SCIENCES AND EDUCATION, NATIONAL RESEARCH COUNCIL, (National Academies Press, 2000).

⁶ Katherine Magnuson, Marcia K. Meyers, Christopher J. Ruhm & Jane Waldfogel, *Inequality in children's school readiness and public funding*, 24 No. 1 FOCUS, at 12-18 (Fall 2005), available at

<http://www.irp.wisc.edu/publications/focus/pdfs/foc241c.pdf>; W. Steven Barnett, Cynthia Lamy, C. Kwanghee Jung, *The effects of state prekindergarten programs on young children's school readiness in five states*, NATIONAL INSTITUTE FOR EARLY EDUCATION RESEARCH, RUTGERS UNIVERSITY, (December 2005), http://www.michigan.gov/documents/Effects_of_State_Pre-K_Programs_in_5_States_155219_7.pdf.

⁷ Debra J. Ackerman, W. Steven Barnett & Kenneth B. Robin, *Making the most of kindergarten: Present Trends and Future Issues in the Provision of Full-Day Programs*, NATIONAL INSTITUTE FOR EARLY EDUCATION RESEARCH, RUTGERS UNIVERSITY, at 8 (2005), <http://nieer.org/resources/policyreports/report4.pdf>.

⁸ Jill Walston & Jerry West, *Full-day and half-day kindergarten in the United States: Findings from the Early Childhood Longitudinal Study, Kindergarten Class of 1998-99*, U.S. DEPARTMENT OF EDUCATION, INSTITUTE OF EDUCATION SCIENCES, NATIONAL CENTER FOR EDUCATION STATISTICS, at 47 (June 2004), available at <http://nces.ed.gov/pubs2004/2004078.pdf>.

⁹ W. Steven Barnett, Jason T. Hustedt, Laura E. Hawkinson & Kenneth B. Robin, *The State of Preschool 2006*, NATIONAL INSTITUTE FOR EARLY EDUCATION RESEARCH, RUTGERS UNIVERSITY, at 4, 28 (2006), available at <http://nieer.org/yearbook/pdf/yearbook.pdf>.

¹⁰ Lynn Olson, *Paying Attention Early On*, EDUCATION WEEK, *Quality Counts 2007: From Cradle to Career*, 26 No. 17, at 30 (2007), available at <http://www.edweek.org/ew/articles/2007/01/04/17early.h26.html>.

¹¹ Kristie Kauerz, *Issue Brief Number 2: Closing the Achievement Gap Through Expanded Access to Quality Early Education in Grades PK-3*, NEW AMERICA FOUNDATION, EARLY EDUCATION INITIATIVE, at 2 (January 2006), http://www.newamerica.net/files/archive/Doc_File_2826_1.pdf.

¹² Leslie J. Calman & Linda Tarr-Whelan, *Early Childhood Education for All: A Wise Investment*, LEGAL MOMENTUM FAMILY INITIATIVE & THE MIT WORKPLACE CENTER, (April 2005), <http://web.mit.edu/workplacecenter/docs/Full%20Report.pdf>.

¹³ W. Steven Barnett, *Lives in the balance: Age 27 benefit-cost analysis of the High/Scope Perry Preschool Program*, HIGH/SCOPE EDUCATIONAL RESEARCH FOUNDATION, (High/Scope Press, 1996); Arthur J. Reynolds, Judy A. Temple, Dylan L. Robertson & Emily A. Mann, *Age 21 Cost-Benefit Analysis of the Title I Chicago Child-Parent Centers*, INSTITUTE FOR RESEARCH ON POVERTY, DISCUSSION PAPER NO. 1245-02, (February 2002), available at <http://www.irp.wisc.edu/publications/dps/pdfs/dp124502.pdf>; Leonard N. Masse & W. Steven Barnett, *A Benefit Cost analysis of the Abecedarian Early Childhood Intervention*, NATIONAL INSTITUTE FOR EARLY EDUCATION RESEARCH, RUTGERS UNIVERSITY, (2002), available at <http://nieer.org/resources/research/AbecedarianStudy.pdf>.

¹⁴ Kauerz, *supra* note 11, at 7.

¹⁵ Magnuson, Meyers, Ruhm, & Waldfogel, *supra* note 6.

¹⁶ Justin King, *Issue Brief Number 3: Closing the Achievement Gap Through Expanded Access to Quality Early Education in Grades PK-3*, NEW AMERICA FOUNDATION, EARLY EDUCATION INITIATIVE, at 2 (July 25, 2006), <http://www.newamerica.net/files/Closing%20the%20Achievement%20Gap.pdf>.

¹⁷ *Id.* at 2; Barnett, Hustedt, Hawkinson & Robin, *The State of Preschool 2006*, *supra* note 9, at 28.

¹⁸ Melinda Gish, *Head Start Reauthorization: A Side-by-Side Comparison of H.R. 1429, S. 556, and Current Law*, CONGRESSIONAL RESEARCH SERVICE, at 16, 36 (April 18, 2007), available at http://opencrs.cdt.org/rpts/RL33968_20070418.pdf.

¹⁹ *Adapted from* U.S. DEPARTMENT OF HEALTH & HUMAN SERVICES, HEAD START BUREAU, *Head Start Statistical Fact Sheets* (2001-2006), <http://www.acf.hhs.gov/programs/hsb/research/factsheets.htm>.

-
- ²⁰ Stephanie Stullich, Elizabeth Eisner, Joseph McCrary & Collette Roney, *National Assessment of Title I: Interim Report*, U.S. DEPARTMENT OF EDUCATION, INSTITUTE OF EDUCATION SCIENCES, NATIONAL CENTER FOR EDUCATION EVALUATION AND REGIONAL ASSISTANCE, at 8 (2006), available at <http://www.ed.gov/rschstat/eval/disadv/title1interimreport/vol1.pdf>.
- ²¹ *Id.* at 8.
- ²² *Good Start, Grow Smart: The Bush Administration's Early Childhood Initiative*, at 5, <http://www.whitehouse.gov/infocus/earlychildhood/earlychildhood.pdf>; U.S. GENERAL ACCOUNTING OFFICE, *Title I Preschool Education: More Children Served, but Gauging Effect on School Readiness Difficult*, Report to Congressional Requesters, at 7 (September 2000), <http://www.gao.gov/archive/2000/he00171.pdf>.
- ²³ Adapted from U.S. GENERAL ACCOUNTING OFFICE, *supra* note 22, at 9.
- ²⁴ Barnett, Hustedt, Hawkinson & Robin, *The State of Preschool 2006*, *supra* note 11, at 4.
- ²⁵ A large portion of the increase in 4 year-old enrollment is the result of a new voluntary, universal pre-kindergarten program in Florida, passed by a ballot initiative in 2002. Approximately 106,000 additional 4 year-old children enrolled in Florida's pre-kindergarten program in 2005-06. *Id.* at 8.
- ²⁶ *Id.* at 12.
- ²⁷ *Id.* at 12.
- ²⁸ Adapted from Barnett, Hustedt, Hawkinson & Robin, *The State of Preschool 2006*, *supra* note 11, at 12.
- ²⁹ King, *supra* note 16, at 2.
- ³⁰ Barnett, Hustedt, Hawkinson & Robin, *The State of Preschool 2006*, *supra* note 11, at 23-26.
- ³¹ *Id.* at 6.
- ³² NATIONAL INSTITUTE OF EDUCATION, *State Compensatory Education Programs: Administration of Compensatory Education*, at 57 (September 1977).
- ³³ COMMITTEE ON EDUCATION AND LABOR, *Committee Report 103-168: Goals 2000: Educate America Act*, HOUSE OF REPRESENTATIVES, 103RD CONGRESS, (July 1, 1993).
- ³⁴ U.S. DEPARTMENT OF EDUCATION, *Fiscal Year 2008 Budget Summary*, at 12 (2007), available at <http://www.ed.gov/about/overview/budget/budget08/summary/08summary.pdf>.
- ³⁵ See e.g. Wisconsin PK-16 Leadership Council, <http://www.wisconsin.edu/pk16/>; Rhode Island Statewide PK-16 Council, http://www.governor.ri.gov/documents/executiveorders/2005/08_PK16.pdf; Georgia P-16 Council, <http://education.gsu.edu/p16/p16overview.html>.
- ³⁶ Samuel J. Miesels & Sally Atkins-Burnett, *The Head Start National Reporting System: A Critique*, BEYOND THE JOURNAL, NATIONAL ASSOCIATION FOR THE EDUCATION OF YOUNG CHILDREN, (January 2004), <http://www.journal.naeyc.org/btj/200401/meisels.pdf>.
- ³⁷ Gish, *supra* note 18, at 36.
- ³⁸ No Child Left Behind Act of 2001, P.L. 107-110, Title V, *Promoting Informed Parental Choice and Innovative Programs*, Part A, Section 5101, *Purposes, State and Local Responsibility*.
- ³⁹ EXPECTMORE.GOV, U.S. OFFICE OF MANAGEMENT AND BUDGET, *Results Not Demonstrated Programs*, available at <http://www.whitehouse.gov/omb/expectmore/rnd.html>.
- ⁴⁰ *Id.*; Detailed Information on the Education State Grants for Innovative Programs Assessment available at <http://www.whitehouse.gov/omb/expectmore/detail/10003315.2005.html>.
- ⁴¹ Justin King & Lindsey Luebchow, *Issue Brief Number 4: Closing Teacher Quality in Grades PK-3: Challenges and Options*, NEW AMERICA FOUNDATION, EARLY EDUCATION INITIATIVE, at 4 (October 9, 2006), <http://www.newamerica.net/files/PKIssueBriefNo4PDF.pdf>.
- ⁴² *Id.* at 4.
- ⁴³ *Id.* at 8.
- ⁴⁴ Diane M. Early, Donna M. Bryant, Robert C. Pianta, Richard M. Clifford, Margaret R. Burchinal, Sharon Ritchie, Carollee Howes & Oscar Barbarin, *Are teachers' education, major, and credentials related to classroom quality and children's academic gains in pre-kindergarten?*, EARLY CHILDHOOD RESEARCH QUARTERLY, 21 No. 2, at 174-195 (2006).
- ⁴⁵ Kimber Bogard, *Teacher Preparation and Child Outcomes: Are We Asking the Right Questions?*, Manuscript submitted for publication.
- ⁴⁶ King & Luebchow, *supra* note 41, at 11.
- ⁴⁷ No Child Left Behind Act of 2001, P.L. 107-110, Title I, *Improving the Academic Achievement of the Disadvantaged*, Part A, Subpart 1, Section 1115, *Targeted Assistance Schools*.
- ⁴⁸ *Id.*
- ⁴⁹ Mary Ruth Colman, Virginia Buysse & Jennifer Neitzel, *Recognition and Response, An Early Intervening System for Young Children At-Risk for Learning Disabilities*, FPG CHILD DEVELOPMENT INSTITUTE, THE UNIVERSITY OF NORTH CAROLINA AT CHAPEL HILL, at 10 (2006), available at http://www.nclد.org/images/stories/downloads/recog_response/2006fpgsynthesis_recognitionandresponse.pdf.
- ⁵⁰ Adapted from Stullich, Eisner, McCrary & Roney, *supra* note 20, at 7.
- ⁵¹ No Child Left Behind Act of 2001, P.L. 107-110, Title I, *Improving the Academic Achievement of the Disadvantaged*, Part A, Subpart 1, Section 1114, *Schoolwide Programs*.

⁵² No Child Left Behind Act of 2001, *supra* note 47.

⁵³ Stullich, Eisner, McCrary & Roney, *supra* note 20, at 7.

⁵⁴ Margaret C. Wang, Kenneth K. Wong & Jeong-Ran Kim, *The Need for Developing Procedural Accountability in Title I Schoolwide Programs*, LABORATORY FOR STUDENT SUCCESS, TEMPLE UNIVERSITY CENTER FOR RESEARCH IN HUMAN DEVELOPMENT AND EDUCATION & THE UNIVERSITY OF CHICAGO, at 9 (1999), <http://www.temple.edu/lss/pdf/publications/pubs1999-2.pdf>.

⁵⁵ Lynn Olson, *Improving Children's Chances*, EDUCATION WEEK, *Quality Counts 2007: From Cradle to Career*, 26 No. 17, at 11 (2007), available at <http://www.edweek.org/ew/articles/2007/01/04/17overview.h26.html>.