How Much Does Quality Preschool Cost?
By W. Steven Barnett & Kenneth B. Robin

Overview

Enrollment in state-funded preschool increased by more than 100,000 children from 2002 to 2005. The rapid growth in programs and growing national awareness of the importance of early education has not only led to increased access, but has generated questions regarding which types of programs are most effective, and how much these programs cost. Abundant and convincing evidence has demonstrated that states should fund quality preschool programs, but less research is available to suggest how much funding is necessary for programs to achieve their desired effects. In this brief, we discuss current state spending on preschool, identify some aspects of programs that are clearly related to cost, and offer estimates of the state commitment necessary to achieve various levels of access and quality.

What We Know:

- The quantity of resources a state devotes to preschool education impacts both the number of children that can be served and the quality of service they receive. States that devote more resources can improve access to preschool by providing additional slots or extending hours of program operation. They can also enhance quality by enabling programs to offer comprehensive services or pay salaries of highly qualified teachers.

- Resources may be used with varying levels of efficiency, but as a general rule, higher quality and more effective programs tend to be more costly. Though overall spending on preschool has increased in recent years, state funding per child for these programs remains low relative to K-12 and Head Start spending. Substantial additional funding will be required to significantly increase access and quality.

- There is no "right answer," in dollar terms, to how much a state should spend on public prekindergarten programs. In part, this is because state spending is not the only source of financial support for many state preschool programs. As with K-12 education, there can be a substantial local share and the state-local division of responsibilities varies among states. Also, some costs may be shared with the federal government and even parents when child care and preschool education are combined. Thus, for most state preschool programs, state expenditures do not equal total financial support or cost of the program. Nevertheless, state expenditures to support preschool programs are a key indicator of each state's commitment to expanding access and ensuring educational adequacy for young children.

- State spending per child in the prekindergarten program is a key influence on program quality and a measure of state support for equal access to a good preschool education.

- Minimal parity with K–12 spending for a half-day program could be achieved for only $125 million. Adequately funded programs could be delivered to all children from low-income families with $1.5 to $3 billion in new state commitments. All children could be well served if states would commit $8 to $12 billion.

State Spending on Preschool: Trends from 2001-2002 to 2004-2005

Total state spending reached $2.84 billion in 2004–2005. This reflects an increase in spending of 7.5 percent over four years after adjustments for inflation. To put this figure in perspective, state governments spent about $240 billion on K–12 education in 2004–2005. That makes state spending on preschool education equal to about 1 percent of the state K–12 budget. In short, state spending on preschool remains quite modest and will continue to be so unless the growth in state commitments to preschool education accelerates. Table 1 reports each state's total spending and spending per child enrolled. It also shows changes in state spending from 2001–2002 in constant (inflation-adjusted) 2005 dollars.

State spending per child was $3,551 in 2004–2005. As Table 1 shows, states vary tremendously in their overall financial commitment and in spending per child. Some states spend twice the national average on each child, and the top ranked state spends more than 10 times what the lowest ranked state spends per child. The states with the highest spending levels fully fund their state preschool programs. Those with the lowest spending levels depend on someone else to pay for most of the program. Some variation in costs is due to the choice of states to fund half-day or full-day services. Still, it is difficult to escape the conclusion that states with low levels of financial support are likely to jeopardize educational quality and effectiveness.

Though total lack of funding has risen, state preschool spending per child enrolled has not been improving in recent years. Inflation-adjusted spending per child declined from 2001–2002, by 7.3 percent. In a few states, declines may be justified as they move from a pilot program to full-scale implementation or expand beyond a disadvantaged population to serve children with less intensive needs. However, more often than not, declines in spending per child are due to the failure of state preschool expenditures to keep up with inflation, or even to cuts in the unadjusted dollars available to state preschool programs. Even without adjusting for inflation, there were 11 states with lower budgets for preschool education in 2004–2005 than in 2001–2002, and six of those states spent less per child.

Why should policy makers and the public be concerned with state funding per child and the real decline in state funds during recent years? The reason is that inadequate funding limits access, as well as program quality and effectiveness. Poorly funded programs reach fewer children and can be of such limited quality that they put at risk the gains in children's learning and development and the high returns to taxpayers that research has shown are possible. Evidence that funding is a serious limitation is provided by the number of states failing to achieve many of the benchmarks for quality discussed above. It can also be seen in teacher salaries. A 2004 study found the average state preschool teacher salary to be $32,000, far below the average K–12 teacher salary of $46,000. Good teachers cannot be hired and retained in prekindergartens at such poor levels of pay.

Chart 1: 2004-2005 State Preschool Spending per Child Enrolled

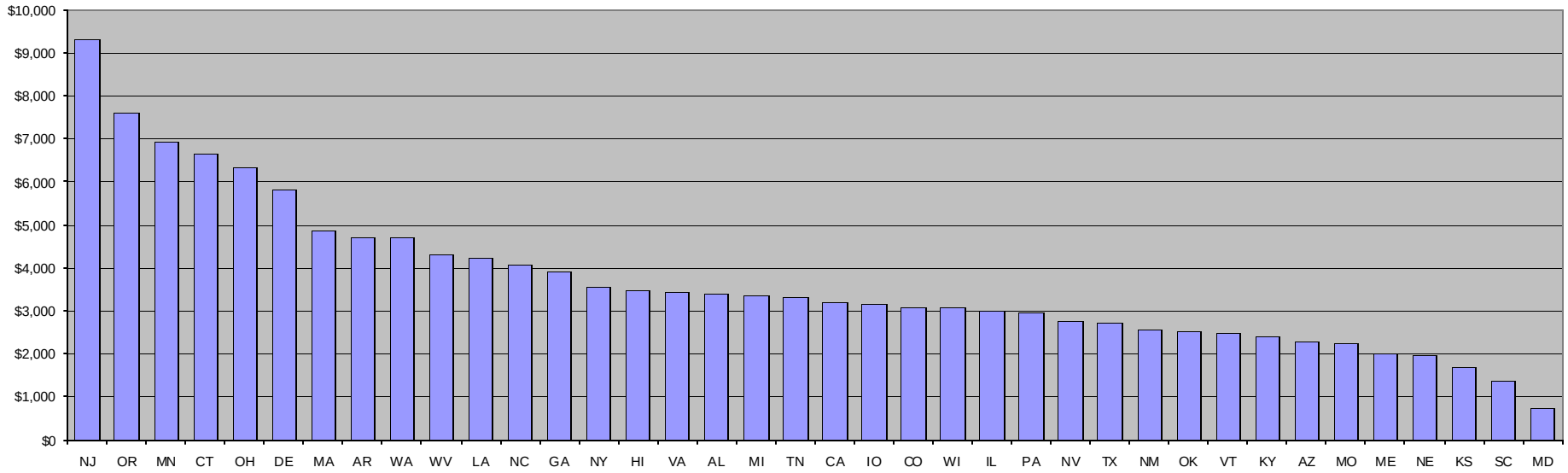
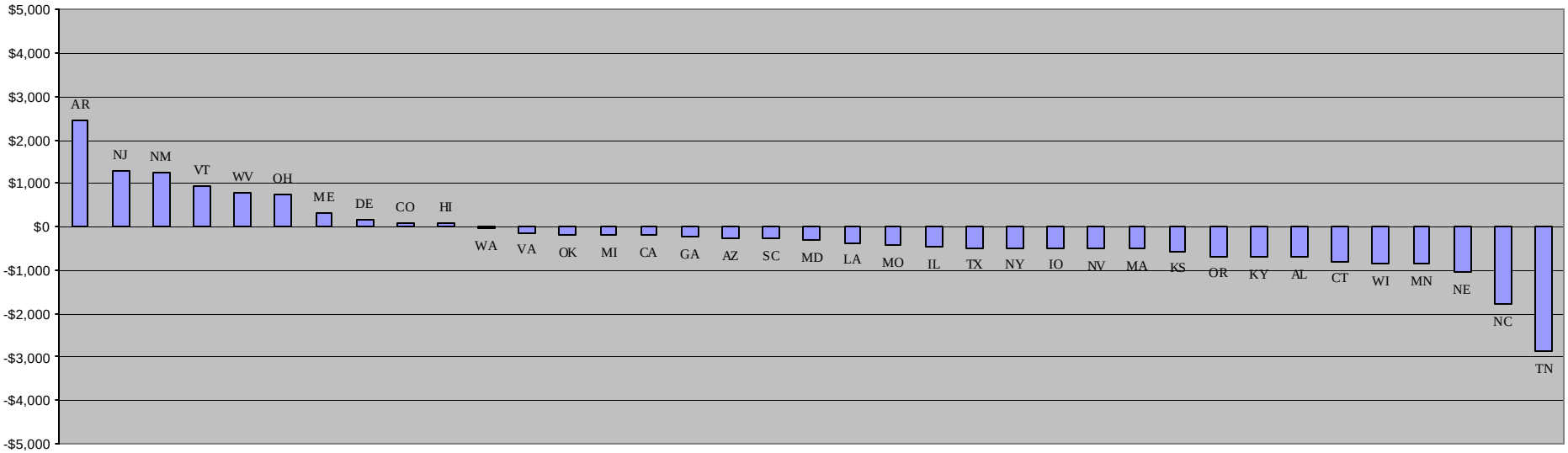


Chart 2: Change in State Spending per Child Enrolled From 2001-2002 to 2004-2005



Program Qualities that Impact Cost

Regression analyses conducted by NIEER show that certain aspects of program design, as well as other state-specific variables, are clearly related to cost. It is difficult to estimate how much additional funding is necessary to support specific program improvements, due in part to lack of available data. State preschool initiatives are part of broader systems of early education that usually involve multiple programs and multiple funding sources, and several levels of government. Few states have adequate data systems to provide unduplicated enrollment counts across programs or specific funding information across sources. The total amount of resources directed to many programs is unknown, let alone a breakdown of resources by type of service. A more comprehensive analysis of preschool cost will be possible only if data systems improve, and information of the same depth and breadth is collected as for children in grades K-12. Analyses of available data lead to the following conclusions:

Hours of operation – Increased program duration is a significant contributor to increased program cost. The exact nature of the relationship between time and cost is unclear – a full-day does not necessarily cost twice as much as a half-day – but in general cost per child increases for each additional hour of access provided. In all but 11 states, length of program day is left to local discretion. Many of these states provide funding intended to support half-day services, but allow districts or localities to use other sources to support extended hours. Other states offer different amounts of support depending on the type of slot, with providers applying for either half- or full-day funding on a per-child basis. While other factors clearly affect cost, all seven states that mandated full-day preschool in 2004-2005 ranked in the top 20 for per-child spending.

Teacher Qualifications – Programs that require teachers to hold a 4-year degree are often located in or administered by a public school district. State funding can appear relatively low in these cases because cost is often distributed among state, local and federal sources. As a result, focusing on state spending only can underestimate the cost of recruiting and retaining highly qualified teachers. Using 2004-2005 enrollment and class size restrictions to conservatively estimate a national total of 40,000 state preschool classrooms, we calculate that an additional $560 million would be required to pay preschool teachers on the same scale as teachers in grades K-12. Without such an investment, inadequate teacher compensation will continue to compromise program quality and effectiveness.

Models of Funding – Almost every state preschool program uses some type of collaborative or mixed-model of service delivery. This may mean that preschool funds go from the state to local public school districts, but districts can then contract or coordinate with outside providers. It may also mean that states grant preschool funds directly to multiple types of providers, including public schools. Effective collaboration can facilitate efficient use of available resources, potentially improving both access and quality. Examples of specific approaches to funding include:

- K-12 model – Preschool is funded through the public K-12 school funding formula. This allows programs to access local and federal funds available to public school districts, thus decreasing the amount of state support necessary to maintain quality services. Oklahoma used this approach to establish the nation's only truly universal state preschool program.

At relatively low cost to the state, 68% of Oklahoma's 4-year-olds receive a high quality preschool education through this program.

- Head Start Model – Preschool programs follow the federal Head Start Performance Standards. Some programs offer comprehensive services based on the Head Start model, but follow different academic standards. During fiscal year 2005, 17 states supplemented federal Head Start funds beyond the required match. In five of those states – Delaware, Ohio, Oregon, Pennsylvania and Washington - the supplement funds supported a separate state initiative, providing slots and services to children who would not otherwise have been enrolled.
- Court Mandate – State preschool is required by law in some districts. State spending per child in New Jersey's Abbott program is the highest in the nation. A 1998 state Supreme Court ruling mandated that high quality preschool be offered to all 3- and 4-year-olds in the state's highest poverty districts. To meet the standards set out by the Court, the state spends over $10,000 per child in the Abbott program.

Cost of K-12 Education – Tremendous variation exists among states in the total annual cost per child of public K-12 education. Amounts range from $6,551 in Utah to $14,515 in New York. Analyses showed that total spending (from state, federal and local sources) per child in K-12 was significantly related to state funding per child in preschool. In some states, K-12 spending is considerably above average and state funding for preschool is well below average. Using the K-12 figures as a rough proxy for a cost-of-living adjustment, these states might want to consider if inadequate funding for preschool has compromised services available to older children.

Head Start

Although this report focuses on state-funded preschool programs, we cannot ignore Head Start. The federal government's major contribution to preschool education funding in 2004–2005 was the $6.8 billion it spent on the federal Head Start program. Head Start targets preschool education and other services to young children in families in poverty, and in 2004–2005 served 12 percent of the nation's 4-year-olds and 8 percent of the nation's 3-year-olds. This is less than half of the children who qualify, as 21 percent of children under 5 are in poverty in the United States. Head Start has never been funded at the level required to serve all, or even most, of the eligible population. That is one reason that states fund targeted programs of their own. Nevertheless, Head Start is the safety net for the education of young children in poverty, and it assures some stable availability for children in poverty even where states have no program of their own. Together with state programs, substantial progress has been made, but Head Start is essentially on its own in serving 3-year-olds, except in a handful of states.

The federal Head Start program provided $7,287 per child, and programs obtain additional funding (20 percent) locally from cash or in-kind contributions of resources (e.g., donated facilities). Federal funding for Head Start is not directly comparable to state preschool funding for several reasons. One is that Head Start provides a highly disadvantaged population with a more comprehensive set of services than most states offer. Another is that Head Start is an entirely federal program, not a joint state-local program relying heavily on local revenue as with many state preschool programs. (Even so, the comparison does raise questions about the

adequacy of state funding, especially when local revenue does not supplement state funds.) Even at its current level of funding, Head Start teacher salaries are quite low and teachers are not required to have a four-year degree. We estimate that at least $20,000 per teacher would be required to make Head Start salaries comparable to K–12 teacher salaries. Additional funding of $1,400 per child would cover the salaries and benefits for fully qualified Head Start teachers without reallocating funds from other parts of the Head Start mission. This amounts to about $1.3 billion for the nation as a whole.

K-12 Parity

To put state preschool program expenditures into perspective, we compare them to state expenditures in K–12 education, which averaged $4,900 per child in 2004–2005. Several factors make this comparison somewhat awkward:

- State K–12 expenditures include the costs of special education.
- Preschool programs require smaller classes, more classroom staff, and specialized facilities.
- Most state preschool programs target disadvantaged children who disproportionately live in school districts with low property values and incomes. Such districts typically receive the vast majority of their education funds from the state—much more than the average state share.
- Finally, in some states, preschool programs operate outside the public schools and do not have access to local or federal financial support.

States differ dramatically in sharing the costs of education between state and local governments (the federal government provides a very small share of K–12 funding). On average, public K–12 education receives 49 percent of its revenues from state government, 43 percent from local government, and 8 percent from the federal government. However, the state share varies from 30 percent to 86 percent, excluding Hawaii, which does not have local districts.

Even so, state K–12 spending per child may serve as a reasonable benchmark for state share of cost in preschool education. We refer to this as the *parity* spending level because it would equalize state spending for younger children with their K–12 peers. There is little reason to expect state support for preschool to be adequate if it falls below the state K–12 expenditure per child for a full day, or half that amount for a half day of preschool education. As Table 2 shows, 13 states with programs fall below this level of spending for preschool education. The national sum required to attain this level of spending at current enrollment is only $125 million. Thus, it is a problem that is not costly to fix nationally, though the parity-funding gap is not evenly distributed across states.

Only seven states require that full-day preschool programs be offered. Four of these states—Arkansas, Louisiana, New Jersey (one program is half-day, the other, full-day), and Tennessee—spend more per preschool child than they spend per K–12 child. Three states (Alabama, Georgia, and North Carolina) spend less on preschool education than K–12 parity.

Chart 3: Added State Cost of Preschool for Low-Income 4-Year-Olds at Current Spending Level

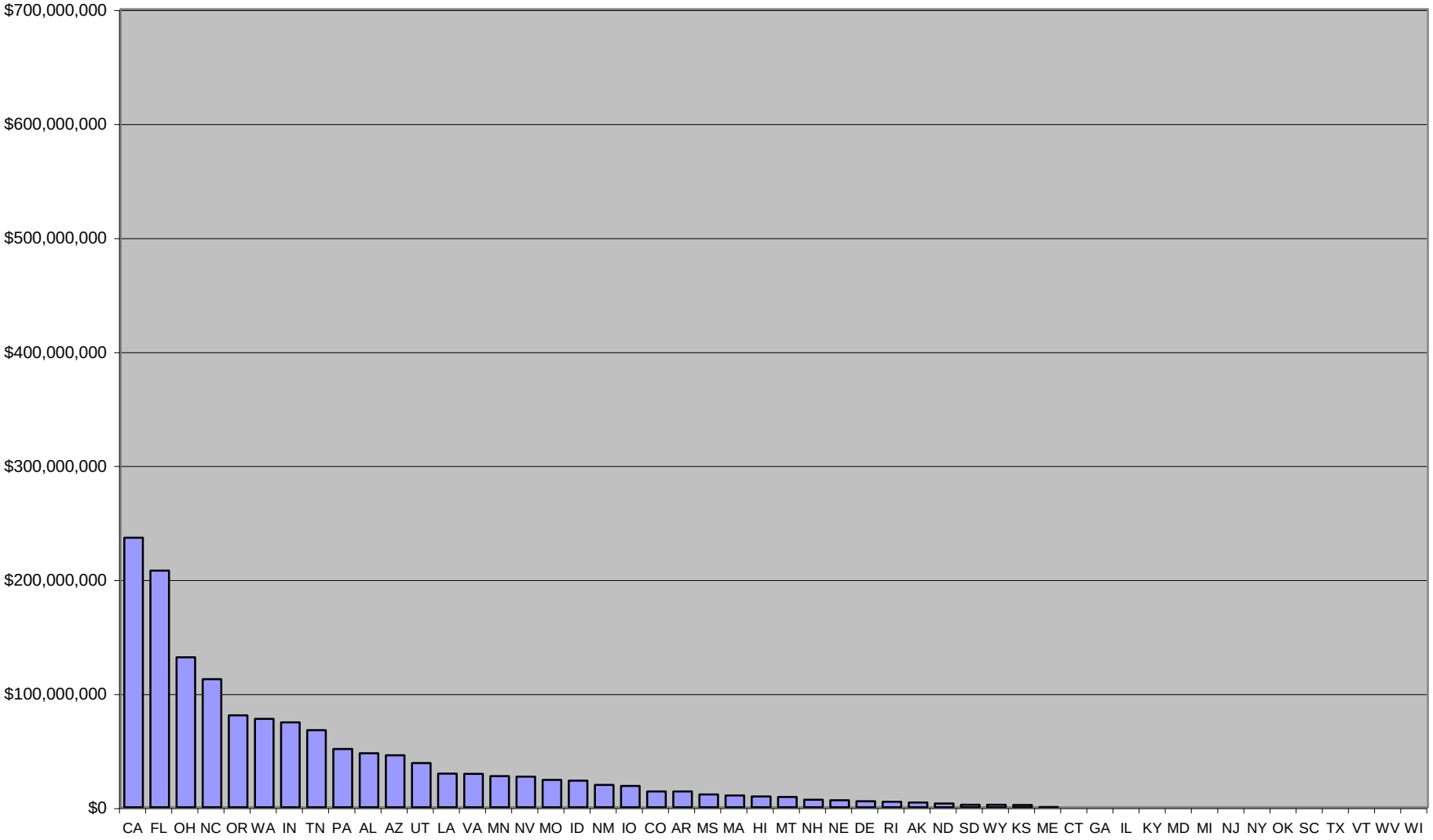
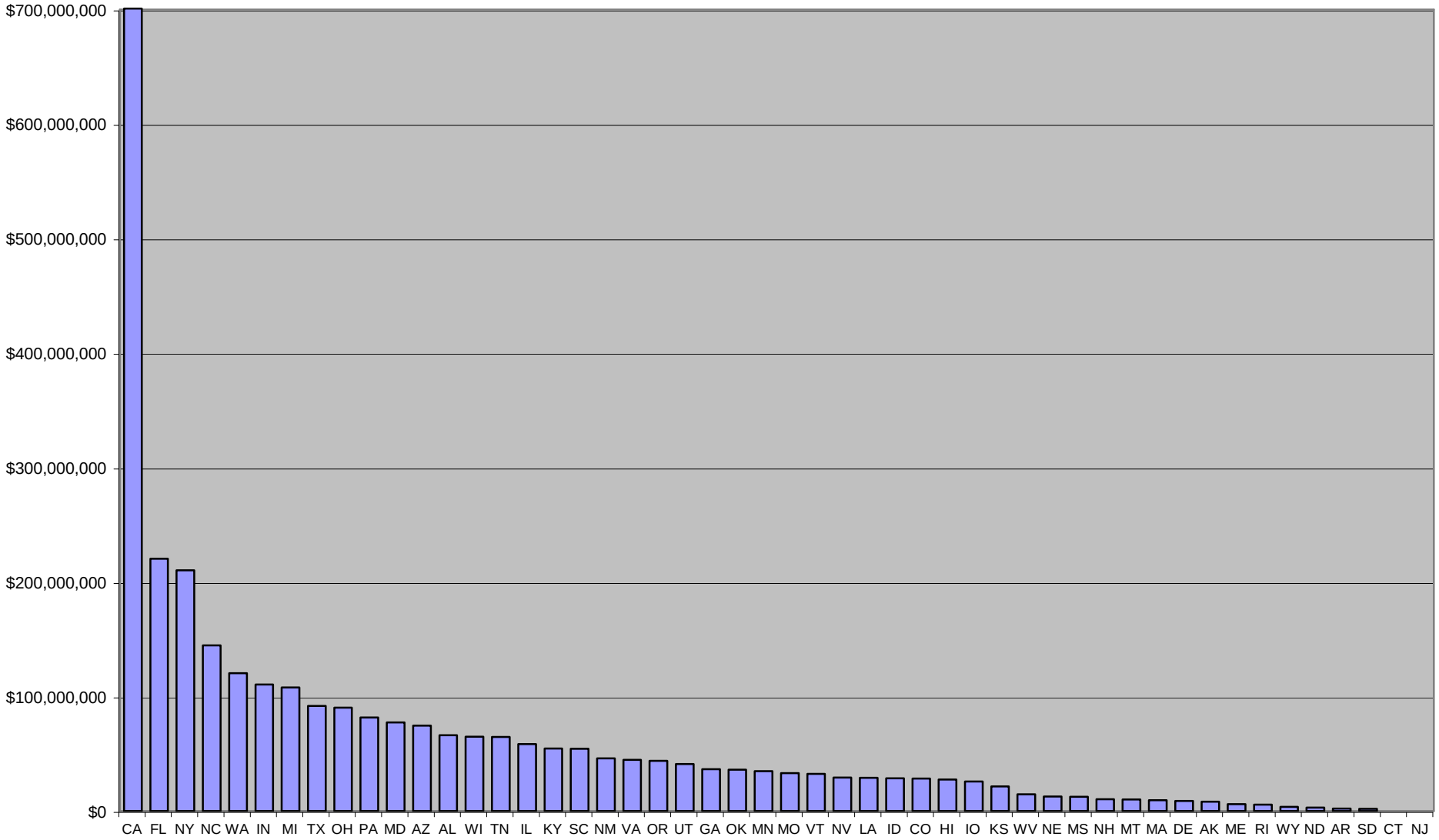


Chart 4: Added State Cost of Preschool for Low-Income 4-Year-Olds at K-12 Parity



Only three states limit provision of state-funded prekindergarten to half-day programs (Colorado, Maryland, and Michigan). Colorado's spending exceeds half its K–12 share. In Michigan (where some programs operate two full-days instead of four half-days per week), spending is somewhat less than the state's K–12 share. Maryland's preschool spending per child is less than one-fifth of its K–12 parity amount. Preschool spending in Delaware, where programs operate for four hours per day, is just under 75 percent of its K–12 parity amount.

The other 27 states funding preschool programs leave length of program day to local discretion. Thus, the least they might reasonably contribute is half of parity. Ten states do not spend this much per child. However, for full-day programs to be adequately financed, twice that amount is likely to be necessary.

Estimates of State Cost to Improve Access and Quality

Producing estimates of resources required for states to improve both access and quality is always risky, as each state has unique circumstances. Moreover, we address only a small part of the larger issue of quality education and care for children from birth to 5. Nevertheless, policy makers contemplating next steps may find it useful to have reasonable models for improving state preschool programs, and reasonable estimates of the costs. Thus, we provide a range of estimates of the costs to increase access and quality in state preschool programs in Tables 2, 3, and 4.

For each state, Table 2 reports current enrollment in state-funded preschool programs and the state funding required at each of three different levels of quality support. The three levels are: maintaining current expenditures per child; achieving half of K–12 parity for 31 states and achieving full K–12 parity for the nine programs in seven states that are required to offer full-day services; and, full K–12 parity for all 38 states with programs in 2004–2005. Full K–12 parity would facilitate longer days in the 27 states that leave length of program day to local discretion. This is important because a half-day schedule can be a barrier to participation for children in families requiring full-day child care, and also because a full-day program can be more educationally effective. Full K–12 parity could also be used to enhance quality where a mix of half- and full-day programs are provided.

The added cost for states to reach half of K–12 parity is minimal, $125 million. Twenty-five states with preschool programs already exceed this level of funding, and 13 states fall below it. The added cost of full K–12 parity is more substantial. The 38 states supporting programs in 2004–2005 would require an additional $1.2 billion to reach full K-12 parity. The parity gap is far from evenly distributed, of course. Eight states already met or exceeded this level of spending—Arkansas, Connecticut, Louisiana, Massachusetts, New Jersey, Ohio, Oregon, and Tennessee. These states could be fairly characterized as making the honor roll for adequate state funding per child for preschool education. Two states account for nearly 40 percent of the national funding shortfall at current enrollment levels—California and New York.

Another key issue is whether states are willing to fund adequate enrollment levels. Table 3 reports for each state the estimated minimum enrollment required for the state preschool program

to serve all 4-year-old children in low-income families, taking into account Head Start and preschool special education enrollments. Table 3 also reports the necessary increases in state preschool program enrollment and expenditures at two per child spending levels: current expenditure levels and full K–12 parity. These figures are minimums because we count all children currently enrolled in state preschool programs, Head Start or preschool special education—up to the low-income total—as low-income. This is at best a rough approximation. However, precise state-by-state data are not available on the family incomes of children enrolled in these preschool programs.

The low-income population is defined as children from families with incomes below 200 percent of the federal poverty level. The need for preschool education does not end abruptly at the poverty line, nor is poverty a permanent condition. Many families' economic circumstances fluctuate with the local economy and the job market, leaving them below the poverty line one month and above it the next. Expanding eligibility to 200 percent of the federal poverty level extends the benefits of preschool education to many children who do not qualify for federal assistance through Head Start. Studies have shown substantial economic returns to investing in preschool education for economically disadvantaged children.

Nationally, expanding preschool access to include all 4-year-olds in low-income families would increase the percentage of children served in state preschool programs at age 4 to nearly 30 percent. Across state preschool, preschool special education, and Head Start over 45 percent of all 4-year-olds (not all of them low-income) would be served. The additional cost to states would be $1.5 billion at current levels of funding per child and $3.0 billion at full K–12 parity.

Table 4 reports for each state the likely increase in enrollment if preschool is offered to all 4-year-olds. Research has identified several advantages of preschool for all children, including: learning gains for children regardless of socio-economic status, the cost and difficulties of targeting children from low-income families, benefits to children in poverty from attending preschool programs with higher income peers, avoiding the stigma associated with programs for children in poverty, and improvements in the overall learning environment in later grades when all children have had the benefit of a preschool education. We estimate 95 percent enrollment in public programs, consistent with the experience in Oklahoma and in other countries with truly universal public preschool programs. The enrollment figures for state programs assume that Head Start and preschool special education enrollments at age 4 remain at current levels.

If every state offered all 4-year-olds access to a free preschool education, enrollment nationwide would increase to nearly four times current enrollment. This is estimated to cost states an additional $8.2 billion at current per-child spending levels and an additional $12.4 billion at full K–12 parity. While not a trivial sum, even the larger estimate amounts to less than one percent of state government expenditures of all types, and 5 percent of K–12 expenditures, in 2004.

The figures in Table 4 are only "ball park" estimates, and they may not fit specific state circumstances well in all cases. Yet, for most states, a reasonable estimate of the state government costs of quality preschool for all might be found somewhere between the current cost and K–12 parity estimates. These estimates do not represent the full costs of preschool for all to the extent that costs are shared with local governments and others. However, other existing

Chart 5: Added State Cost of Preschool for All 4-Year-Olds at Current Spending Level

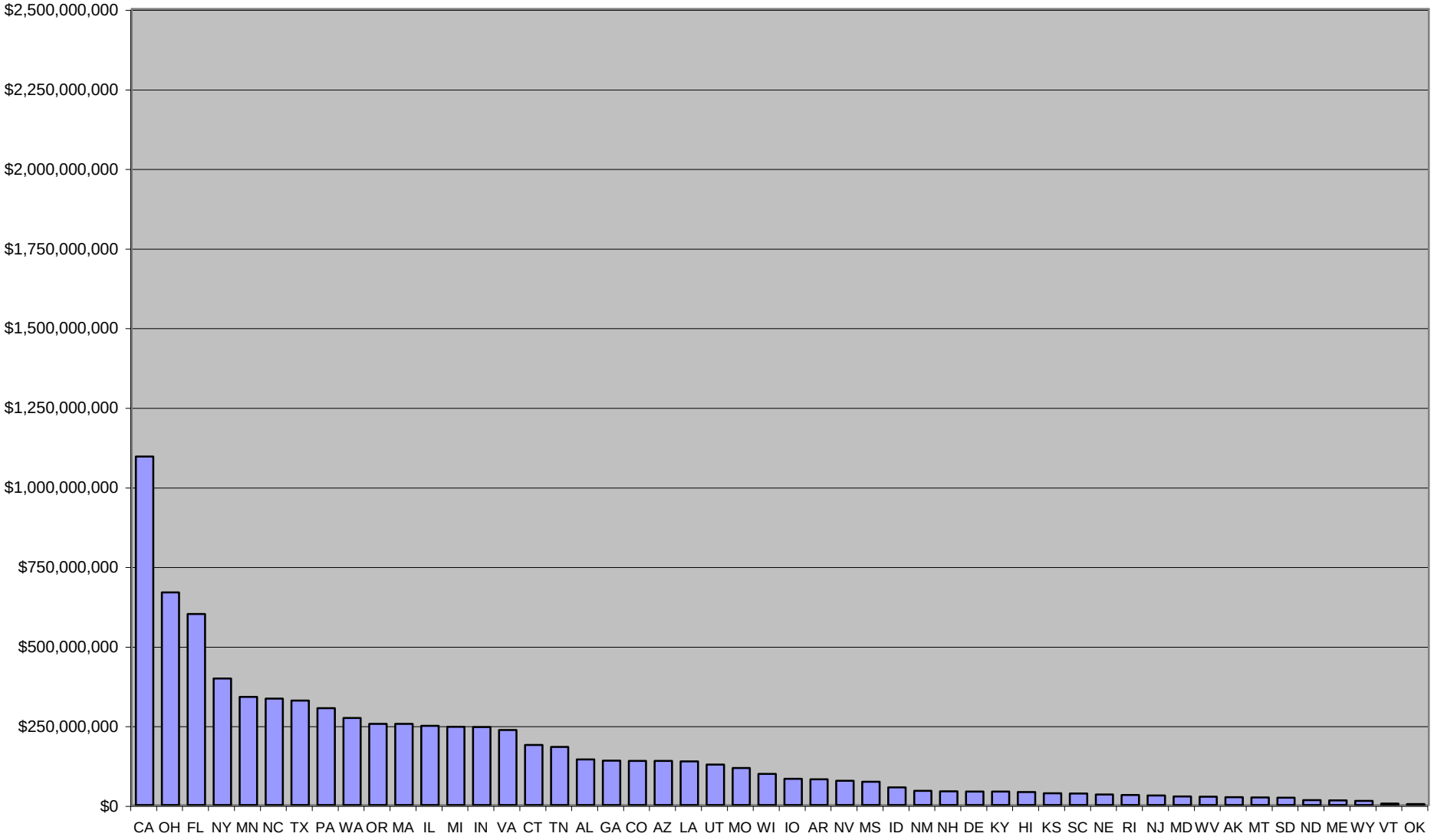
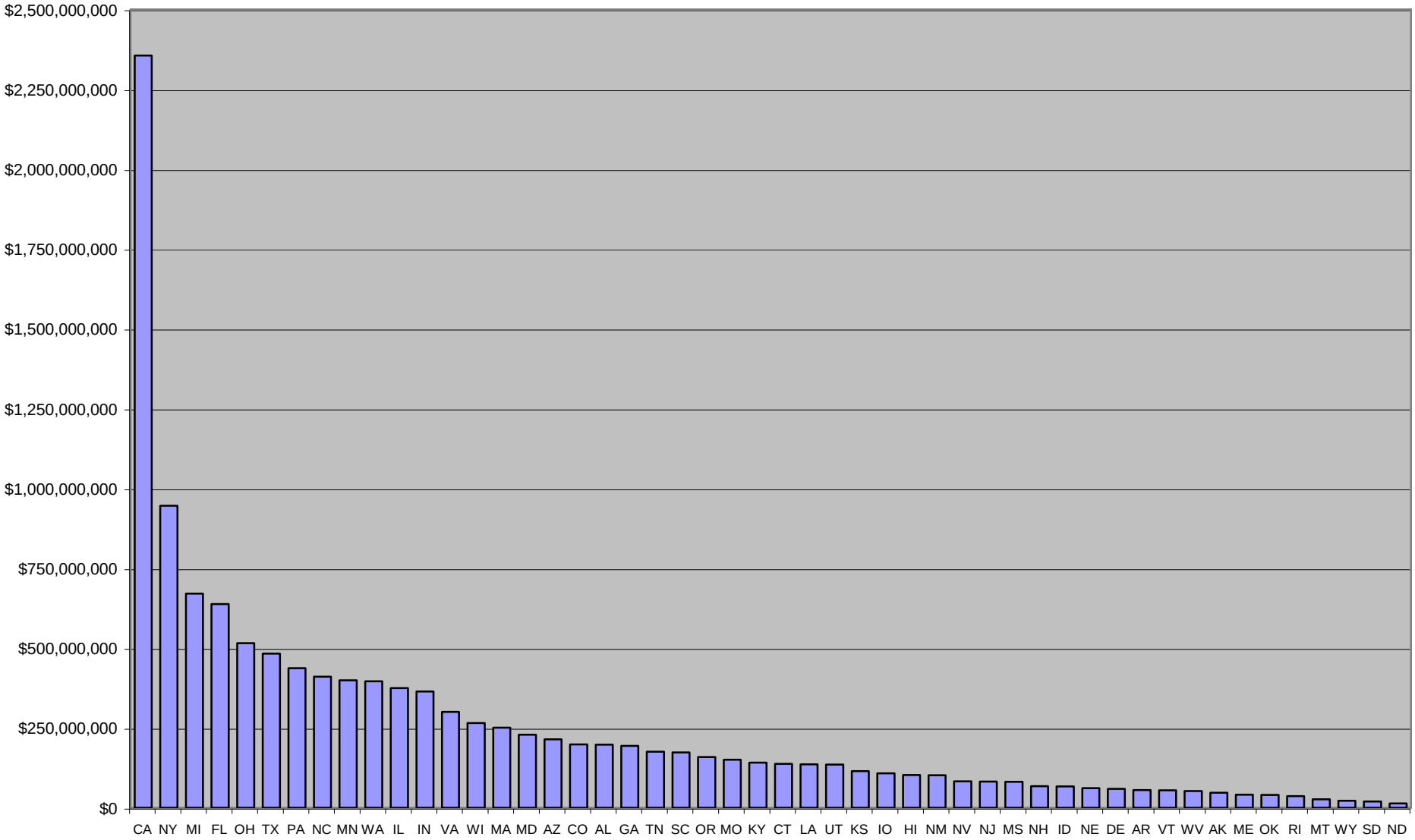


Chart 6: Added State Cost of Preschool for All 4-Year-Olds at K-12 Parity



revenues are partially offsetting, including payments for child care that would only have to be "topped up" to ensure that programs can provide a quality education.

The estimates in Tables 2 to 4 reveal that states can make important improvements in preschool program access and quality without breaking their budgets. The state commitments required by sound preschool policy are relatively small, but need to be made. In addition the federal government could do its part by adequately supporting its programs: providing Head Start the funds needed to raise teacher salaries and quality, and increasing support for federally mandated preschool special education. Universal public education at age 4 is now the norm in other economically advanced nations, many of which are not nearly as wealthy as the United States. It is understood by most of the world that spending on young children is a sound investment in economic growth.

Summary

In many other economically advanced countries, national policy provides a free high-quality preschool education for all children beginning at ages 3 or 4. Not so in the United States. Here preschool education is—like education generally—a combined federal, state, and local responsibility. Unlike children in the K–12 system, preschoolers are not guaranteed any education at all, much less a high-quality education. Indeed, comparing 2001-2002 and 2004-2005, 11 states actually reduced the numbers of preschool children they served, as many states cut budgets or flat-funded programs despite inflation. Clearly these states do not yet treat prekindergarten as real education that must be delivered in good and bad financial times.

Numerous studies demonstrate that high-quality preschool programs produce large gains in school readiness for economically disadvantaged children. That translates to improved achievement and behavior in school. Long-term follow-up studies show that children from disadvantaged families who attend high-quality preschool programs acquire more education, earn more money, and become more responsible citizens than children from similar families who do not attend high-quality preschool.

A growing body of evidence shows that preschool education has similar benefits for children who are not poor, though those benefits may not be as pronounced. Not to be underestimated are societal gains that go beyond those realized by children in their individual lives. Such gains accrue to society in the form of a better-educated, more productive workforce, enhancing the ability of states and communities to sustain economic growth and compete with the world's best. Other benefits include stronger families and communities.

Too many children in the United States lack access to any preschool program at all and too many others do not have access to a high-quality educational program. Most existing public programs are targeted to reach the most disadvantaged children. While those programs have shown positive results among populations served, there is a large population of under-served children who are eligible but not yet served or whose family income is above eligibility requirements.

This situation could be remedied at costs that are quite small relative to overall government expenditures. Whether one's policy preference is to ensure access and quality for children from low-income families or extend the benefits of prekindergarten to all children, these goals can be achieved without undue strain on state budgets. Minimal parity with K–12 spending for a half-day program could be achieved for only $125 million. Adequately funded programs could be delivered to all children from low-income families with $1.5 to $3 billion in new state spending, if accompanied by a federal commitment of an additional $1.3 billion to improve the educational quality of Head Start. All children could be well served if states would commit $8 to $12 billion.

Our estimates do not cover all program costs, but rather address state expenditures only in a system that relies on joint funding from state, federal and local governments. A rough estimate of total cost would be double the recommended state commitments. Given the importance of children's early years and the contributions of quality preschool education to children's future success, it is difficult to justify failure to make such improvements. The cost of quality preschool may be difficult to specify, but the cost of failing to provide these services seems clear.

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Tables

Table 1: State Preschool Spending During 2004-05 and Changes from 2001-02

State	2004-2005 preschool spending		Change in spending from 2001-02 to 2004-05 (inflation-adjusted dollars)	
	Total state preschool spending	State spending per child	Change in total state spending	Change in spending per child
Alabama	$3,291,050	$3,386	$204,695	-$697
Alaska	$0	$0	$0	$0
Arizona	$11,530,314	$2,283	$675,500	-$255
Arkansas	$43,891,700	$4,711	$36,751,527	$2,456
California	$264,429,940	$3,218	-$2,115,551	-$208
Colorado	$27,107,586	$3,078	-$2,871,022	$95
Connecticut	$48,619,536	$6,663	$4,242,044	-$793
Delaware	$4,903,200	$5,816	$142,205	$169
Florida	$0	$0	$0	$0
Georgia	$276,000,000	$3,899	$12,742,260	-$240
Hawaii	$3,329,204	$3,486	-$919,867	$84
Idaho	$0	$0	$0	$0
Illinois	$216,496,505	$2,980	$34,095,705	-$462
Indiana	$0	$0	$0	$0
Iowa	$6,887,531	$3,178	-$1,607,142	-$482
Kansas	$9,945,680	$1,686	$4,940,780	-$559
Kentucky	$51,600,000	$2,404	$105,140	-$683
Louisiana	$56,133,597	$4,235	$21,509,848	-$370
Maine	$3,836,002	$1,997	$1,389,162	$298
Maryland	$16,854,787	$721	-$4,568,966	-$321
Massachusetts	$68,600,000	$4,848	-$38,616,080	-$520
Michigan	$83,686,700	$3,366	-$10,683,470	-$198
Minnesota	$17,100,000	$6,929	-$3,336,675	-$857
Mississippi	$0	$0	$0	$0
Missouri	$10,609,869	$2,254	-$6,073,131	-$423
Montana	$0	$0	$0	$0
Nebraska	$2,097,000	$1,963	$651,140	-$1,049
Nevada	$2,896,583	$2,767	$1,479,261	-$514
New Hampshire	$0	$0	$0	$0
New Jersey	$432,347,956	$9,305	$138,858,279	$1,301
New Mexico	$1,019,900	$2,576	-$92,656	$1,251
New York	$246,422,978	$3,548	-$32,850,442	-$480
North Carolina	$49,377,371	$4,058	$42,148,071	-$1,772
North Dakota	$0	$0	$0	$0
Ohio	$67,868,922	$6,325	-$63,759,982	$747
Oklahoma	$79,818,197	$2,517	$9,939,968	-$183
Oregon	$26,700,000	$7,624	-$3,996,720	-$677
Pennsylvania	$24,546,965	$2,954	NA	NA
Rhode Island	$0	$0	$0	$0
South Carolina	$23,832,678	$1,374	-$2,386,561	-$265
South Dakota	$0	$0	$0	$0
Tennessee	$10,000,000	$3,333	-$6,683,000	-$2,855
Texas	$478,000,000	$2,707	$8,651,600	-$478
Utah	$0	$0	$0	$0
Vermont	$9,040,024	$2,488	$7,505,188	$954
Virginia	$35,253,935	$3,420	$14,375,895	-$132
Washington	$26,949,437	$4,710	-$1,185,235	-$26
West Virginia	$34,500,000	$4,323	$10,180,524	$775
Wisconsin	$61,212,500	$3,065	$5,685,915	-$847
Wyoming	$0	$0	$0	$0
50 States	**$2,836,737,647**	**$3,551**	**$199,075,172**	**-$278**

Table 2: State Cost to Improve Quality at Current Enrollment

	2004-2005 state Pre-K enrollment	2004-2005 state Pre-K spending at current cost	Cost of quality half-day Pre-K	Cost of quality full-day Pre-K	Added cost at half-day parity	Added cost at full-day parity
Alabama[1]	972	$3,291,050	$4,520,810	$4,520,810	$1,229,760	$1,229,760
Alaska	0	NA	NA	NA	NA	NA
Arizona	5,050	$11,530,314	$8,678,614	$17,357,228	-----	$5,826,914
Arkansas[1]	9,316	$43,891,700	$35,000,337	$35,000,337	-----	-----
California	82,172	$264,429,940	$254,887,138	$509,774,277	-----	$245,344,337
Colorado	8,808	$27,107,586	$18,381,689	$36,763,378	-----	$9,655,792
Connecticut	7,297	$48,619,536	$19,046,371	$38,092,741	-----	-----
Delaware	843	$4,903,200	$3,346,561	$6,693,122	-----	$1,789,922
Florida	0	NA	NA	NA	NA	NA
Georgia[1]	70,793	$276,000,000	$312,511,441	$312,511,441	$36,511,441	$36,511,441
Hawaii	955	$3,329,204	$4,016,200	$8,032,400	$686,996	$4,703,196
Idaho	0	NA	NA	NA	NA	NA
Illinois	72,652	$216,496,505	$137,533,051	$275,066,102	-----	$58,569,597
Indiana	0	NA	NA	NA	NA	NA
Iowa	2,167	$6,887,531	$4,408,898	$8,817,797	-----	$1,930,266
Kansas	5,900	$9,945,680	$13,179,409	$26,358,817	$3,233,729	$16,413,137
Kentucky	21,460	$51,600,000	$53,136,275	$106,272,549	$1,536,275	$54,672,549
Louisiana[1]	12,379	$56,133,597	$52,840,028	$52,840,028	-----	-----
Maine	1,921	$3,836,002	$4,693,807	$9,387,614	$857,805	$5,551,612
Maryland	23,380	$16,854,787	$47,096,887	$94,193,774	$30,242,100	$77,338,987
Massachusetts	14,150	$68,600,000	$33,879,018	$67,758,037	-----	-----
Michigan	24,862	$83,686,700	$95,759,809	$191,519,618	$12,073,109	$107,832,918
Minnesota	2,468	$17,100,000	$9,983,037	$19,966,075	-----	$2,866,075
Mississippi	0	NA	NA	NA	NA	NA
Missouri	4,707	$10,609,869	$6,714,267	$13,428,535	-----	$2,818,666
Montana	0	NA	NA	NA	NA	NA
Nebraska	1,068	$2,097,000	$1,875,960	$3,751,920	-----	$1,654,920
Nevada	1,047	$2,896,583	$1,563,821	$3,127,642	-----	$231,059
New Hampshire	0	NA	NA	NA	NA	NA
New Jersey[1]	46,464	$432,347,956	$196,136,115	$214,054,799	-----	-----
New Mexico	396	$1,019,900	$1,156,125	$2,312,250	$136,225	$1,292,350
New York	69,454	$246,422,978	$228,345,052	$456,690,105	-----	$210,267,127
North Carolina[1]	12,167	$49,377,371	$59,245,911	$59,245,911	$9,868,540	$9,868,540
North Dakota	0	NA	NA	NA	NA	NA
Ohio	10,730	$67,868,922	$26,908,886	$53,817,771	-----	-----
Oklahoma	31,712	$79,818,197	$57,921,968	$115,843,936	-----	$36,025,739
Oregon	3,502	$26,700,000	$8,787,710	$17,575,420	-----	-----
Pennsylvania	8,598	$24,546,965	$17,843,043	$35,686,085	-----	$11,139,120
Rhode Island	0	NA	NA	NA	NA	NA
South Carolina	17,351	$23,832,678	$39,156,240	$78,312,481	$15,323,562	$54,479,803
South Dakota	0	NA	NA	NA	NA	NA
Tennessee[1]	3,000	$10,000,000	$9,615,654	$9,615,654	-----	-----
Texas	176,547	$478,000,000	$284,938,842	$569,877,683	-----	$91,877,683
Utah	0	NA	NA	NA	NA	NA
Vermont	3,634	$9,040,024	$20,771,534	$41,543,067	$11,731,510	$32,503,043
Virginia	10,307	$35,253,935	$21,834,071	$43,668,142	-----	$8,414,207
Washington	5,722	$26,949,437	$18,979,442	$37,958,885	-----	$11,009,448
West Virginia	7,980	$34,500,000	$24,603,726	$49,207,452	-----	$14,707,452
Wisconsin	19,971	$61,212,500	$63,023,923	$126,047,845	$1,811,423	$64,835,345
Wyoming	0	NA	NA	NA	NA	NA
50 states	**801,902**	**$2,836,737,647**	**$2,202,321,670**	**$3,752,691,727**	**$125,242,474**	**$1,181,361,004**

[1] At least one program in these states mandated full-day services during 2004-2005. The full state share of K-12 spending per child was used to calculate spending for these programs in both the half-parity and full-parity estimates.

Table 3: State Cost of Preschool for Low-Income 4-year-olds

	Low-income enrollment	Change in enrollment	Cost at current spending	Cost at K-12 parity	Added cost at current spending	Added cost at K-12 parity
Alabama	14,949	13,977	$50,616,089	$69,529,697	$47,325,039	$66,238,647
Alaska[1]	1,203	1,203	$4,270,812	$8,267,394	$4,270,812	$8,267,394
Arizona	25,048	19,998	$57,189,217	$86,090,136	$45,658,903	$74,559,822
Arkansas	12,248	2,932	$57,706,048	$46,016,243	$13,814,348	$2,124,543
California	155,613	73,441	$500,765,058	$965,386,693	$236,335,118	$700,956,753
Colorado	13,306	4,498	$40,950,421	$55,537,066	$13,842,835	$28,429,480
Connecticut[2]	7,297	0	$48,619,536	$38,092,741	$0	-----
Delaware	1,737	894	$10,103,949	$13,792,413	$5,200,749	$8,889,213
Florida[1]	58,426	58,426	$207,490,683	$220,437,281	$207,490,683	$220,437,281
Georgia[2]	70,793	0	$276,000,000	$312,511,441	$0	$36,511,441
Hawaii	3,674	2,719	$12,807,779	$30,901,441	$9,478,575	$27,572,237
Idaho[1]	6,601	6,601	$23,443,405	$28,514,523	$23,443,405	$28,514,523
Illinois[2]	72,652	0	$216,496,505	$275,066,102	$0	$58,569,597
Indiana[1]	20,954	20,954	$74,413,390	$110,485,662	$74,413,390	$110,485,662
Iowa	8,041	5,874	$25,557,511	$32,720,133	$18,669,980	$25,832,602
Kansas	7,024	1,124	$11,839,623	$31,378,294	$1,893,943	$21,432,614
Kentucky[2]	21,460	0	$51,600,000	$106,272,549	$0	$54,672,549
Louisiana	19,957	7,578	$85,600,066	$85,186,114	$29,466,469	$29,052,517
Maine	2,020	99	$4,033,074	$9,869,896	$197,072	$6,033,894
Maryland[2]	23,380	0	$16,854,787	$94,193,774	$0	$77,338,987
Massachusetts	16,288	2,138	$78,963,971	$77,994,806	$10,363,971	$9,394,806
Michigan[2]	24,862	0	$83,686,700	$191,519,618	$0	$107,832,918
Minnesota	6,427	3,959	$44,528,523	$51,991,802	$27,428,523	$34,891,802
Mississippi[1]	3,140	3,140	$11,152,034	$12,447,192	$11,152,034	$12,447,192
Missouri	15,321	10,614	$34,535,074	$43,709,817	$23,925,205	$33,099,948
Montana[1]	2,526	2,526	$8,971,467	$10,030,931	$8,971,467	$10,030,931
Nebraska	4,235	3,167	$8,315,327	$14,877,654	$6,218,327	$12,780,654
Nevada	10,745	9,698	$29,727,266	$32,098,598	$26,830,683	$29,202,015
New Hampshire[1]	1,832	1,832	$6,507,621	$10,276,348	$6,507,621	$10,276,348
New Jersey[2]	46,464	0	$432,347,956	$214,054,799	$0	-----
New Mexico	8,040	7,644	$20,707,401	$46,946,451	$19,687,501	$45,926,551
New York[2]	69,454	0	$246,422,978	$456,690,105	$0	$210,267,127
North Carolina	39,842	27,675	$161,691,954	$194,007,637	$112,314,583	$144,630,266
North Dakota[1]	959	959	$3,406,330	$3,012,323	$3,406,330	$3,012,323
Ohio	31,517	20,787	$199,345,025	$158,077,791	$131,476,103	$90,208,869
Oklahoma[2]	31,712	0	$79,818,197	$115,843,936	$0	$36,025,739
Oregon	14,070	10,568	$107,271,098	$70,611,783	$80,571,098	$43,911,783
Pennsylvania	25,599	17,001	$75,616,631	$106,248,307	$51,069,666	$81,701,342
Rhode Island[1]	1,384	1,384	$4,916,512	$5,654,278	$4,916,512	$5,654,278
South Carolina[2]	17,351	0	$23,832,678	$78,312,481	$0	$54,479,803
South Dakota[1]	649	649	$2,305,317	$1,963,945	$2,305,317	$1,963,945
Tennessee	23,316	20,316	$77,721,161	$74,733,983	$67,721,161	$64,733,983
Texas[2]	176,547	0	$478,000,000	$569,877,683	$0	$91,877,683
Utah[1]	10,909	10,909	$38,740,205	$41,131,321	$38,740,205	$41,131,321
Vermont[2]	3,634	0	$9,040,024	$41,543,067	$0	$32,503,043
Virginia	18,869	8,562	$64,539,798	$79,943,787	$29,285,863	$44,689,852
Washington	22,199	16,477	$104,552,700	$147,264,816	$77,603,263	$120,315,379
West Virginia[2]	7,980	0	$34,500,000	$49,207,452	$0	$14,707,452
Wisconsin[2]	19,971	0	$61,212,500	$126,047,845	$0	$64,835,345
Wyoming[1]	597	597	$2,119,158	$3,615,304	$2,119,158	$3,615,304
50 states	**1,202,823**	**400,921**	**$4,310,853,564**	**$5,649,985,454**	**$1,474,115,917**	**$3,042,067,759**

[1] These states did not fund Pre-K during 2004-2005. Current funding is estimated using the national average for state spending per child in Pre-K.

[2] State Pre-K enrollment during 2004-2005 exceeded estimated low-income enrollment. For these states, figures are based on actual enrollment.

Table 4: State Cost of Preschool for all 4-year-olds

	Universal enrollment	Change in enrollment	Cost at current funding	Cost at K-12 parity	Added cost at current spending	Added cost at K-12 parity
Alabama	43,192	42,220	$146,241,813	$200,887,684	$142,950,763	$197,596,634
Alaska[1]	6,858	6,858	$24,354,035	$47,144,286	$24,354,035	$47,144,286
Arizona	65,718	60,668	$150,048,293	$225,876,110	$138,517,979	$214,345,796
Arkansas	26,473	17,157	$124,723,671	$99,457,767	$80,831,971	$55,566,067
California	422,379	340,207	$1,359,219,359	$2,620,335,146	$1,094,789,419	$2,355,905,206
Colorado	53,977	45,169	$166,119,145	$225,291,211	$139,011,559	$198,183,625
Connecticut	35,631	28,334	$237,408,093	$186,005,994	$188,788,557	$137,386,458
Delaware	8,069	7,226	$46,933,553	$64,066,729	$42,030,353	$59,163,529
Florida[1]	168,982	168,982	$600,108,655	$637,553,061	$600,108,655	$637,553,061
Georgia	106,501	35,708	$415,214,517	$470,142,345	$139,214,517	$194,142,345
Hawaii	12,579	11,624	$43,851,682	$105,801,341	$40,522,478	$102,472,137
Idaho[1]	15,528	15,528	$55,145,005	$67,073,597	$55,145,005	$67,073,597
Illinois	156,242	83,590	$465,588,162	$591,545,442	$249,091,657	$375,048,937
Indiana[1]	69,031	69,031	$245,150,524	$363,988,494	$245,150,524	$363,988,494
Iowa	28,216	26,049	$89,681,632	$114,815,366	$82,794,101	$107,927,835
Kansas	28,009	22,109	$47,215,379	$125,133,882	$37,269,699	$115,188,202
Kentucky	38,932	17,472	$93,610,464	$192,795,012	$42,010,464	$141,195,012
Louisiana	44,980	32,601	$192,931,175	$191,998,181	$136,797,578	$135,864,584
Maine	9,176	7,255	$18,323,909	$44,842,985	$14,487,907	$41,006,983
Maryland	60,971	37,591	$43,954,444	$245,641,489	$27,099,657	$228,786,702
Massachusetts	66,668	52,518	$323,211,193	$319,244,255	$254,611,193	$250,644,255
Michigan	97,891	73,029	$329,505,833	$754,084,357	$245,819,133	$670,397,657
Minnesota	51,486	49,018	$356,728,239	$416,518,288	$339,628,239	$399,418,288
Mississippi[1]	20,572	20,572	$73,057,752	$81,542,419	$73,057,752	$81,542,419
Missouri	56,408	51,701	$127,147,126	$160,925,604	$116,537,257	$150,315,735
Montana[1]	6,737	6,737	$23,923,536	$26,748,728	$23,923,536	$26,748,728
Nebraska	18,040	16,972	$35,420,819	$63,374,377	$33,323,819	$61,277,377
Nevada	28,610	27,563	$79,152,434	$85,466,391	$76,255,851	$82,569,808
New Hampshire[1]	12,090	12,090	$42,936,306	$67,801,802	$42,936,306	$67,801,802
New Jersey	111,692	65,228	$462,404,880	$514,553,533	$30,056,924	$82,205,577
New Mexico	17,666	17,270	$45,499,007	$103,152,341	$44,479,107	$102,132,441
New York	181,370	111,916	$643,501,744	$1,192,587,158	$397,078,766	$946,164,180
North Carolina	94,515	82,348	$383,569,030	$460,228,970	$334,191,659	$410,851,599
North Dakota[1]	4,342	4,342	$15,418,548	$13,635,102	$15,418,548	$13,635,102
Ohio	116,358	105,628	$735,982,481	$583,609,340	$668,113,559	$515,740,418
Oklahoma	32,909	1,197	$82,830,634	$120,216,029	$3,012,437	$40,397,832
Oregon	36,946	33,444	$281,682,634	$185,419,124	$254,982,634	$158,719,124
Pennsylvania	111,309	102,711	$328,795,978	$461,988,523	$304,249,013	$437,441,558
Rhode Island[1]	8,865	8,865	$31,481,880	$36,206,013	$31,481,880	$36,206,013
South Carolina	43,685	26,334	$60,004,496	$197,170,496	$36,171,818	$173,337,818
South Dakota[1]	6,530	6,530	$23,191,031	$19,756,889	$23,191,031	$19,756,889
Tennessee	57,842	54,842	$192,805,495	$185,395,102	$182,805,495	$175,395,102
Texas	297,723	121,176	$806,082,776	$961,022,145	$328,082,776	$483,022,145
Utah[1]	35,829	35,829	$127,238,991	$135,092,412	$127,238,991	$135,092,412
Vermont	5,550	1,916	$13,806,433	$63,446,907	$4,766,409	$54,406,883
Virginia	79,146	68,839	$270,710,570	$335,322,214	$235,456,635	$300,068,279
Washington	63,788	58,066	$300,428,292	$423,159,967	$273,478,855	$396,210,530
West Virginia	14,070	6,090	$60,829,060	$86,760,668	$26,329,060	$52,260,668
Wisconsin	51,774	31,803	$158,691,315	$326,774,732	$97,478,815	$265,562,232
Wyoming[1]	3,581	3,581	$12,718,131	$21,697,252	$12,718,131	$21,697,252
50 states	**3,135,435**	**2,333,534**	**$10,994,580,153**	**$15,223,297,262**	**$8,157,842,507**	**$12,386,559,616**

[1]These states did not fund Pre-K during 2004-2005. Current funding is estimated using the national average for state spending per child in Pre-K.