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ACKNOWLEDGMENTS

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SUMMARY OF FINDINGS

In fiscal years 2012 and 2013, states continued a slow but moderate economic recovery, according to the latest NCSL survey of state legislative fiscal offices. While overall state revenue forecasts are optimistic for FY 2013 and FY 2014, upcoming issues such as Medicaid expansion, pension reform, K-12 education spending and transportation infrastructure have kept lawmakers somewhat cautious as they made state budget decisions.

In December 2012, NCSL surveyed 21 state legislative fiscal offices on their state appropriations for early care and education programs (child care, prekindergarten, home visiting and other related programs). NCSL selected states based on geographic representation, legislative partisan composition, participation in previous surveys, and involvement of state legislatures in setting the state early learning funding landscape (Figure 1).

Although the number of states surveyed limits drawing national conclusions, budget actions in these states do provide insight into the diversity of approaches that states take to fund early care and education and how legislatures most effectively use available federal, state, local and private resources.

- **State appropriations to early care and education slightly up in 21 states** – Overall state appropriations were up by 1.45 percent ($127 million) for the 21 states that were surveyed. Home visiting saw the largest increases as many states continued to expend their federal Maternal, Infant and Early Childhood Home Visiting (MIECHV) grant funds, which are expected to end in FY 2014. Several states continued to struggle to restore cuts from the previous years, while others continued to make small but consistent gains in various early care and education budgets.

- **Child care reductions less pronounced compared to previous years** – For the 21 reporting states, overall state appropriations for child care decreased by $60 million (1.1 percent) in FY 2013. While the overall decrease is consistent with funding levels in recent years, FY 2013 reductions occurred in seven states (of the 21 states surveyed), compared to 17 states in FY 2012.

- **Prekindergarten continues rebound, reductions less severe** – In FY 2013, fewer states cut funding for prekindergarten and, in states where reductions were made, they were less severe. This upward trend should continue into FY 2014, since several states enacted new policy or budgetary actions during the 2013 legislative session.

- **Home visiting budgets: Combining federal and state resources to expand programs** – Federal funds accounted for 45 percent of total resources for state home visiting in FY 2013 in the 21 surveyed states. While MIECHV grants—scheduled to end in FY 2014—contributed to this influx of resources, states continued to support home visiting programs using general funds, public-private partnership funds, and other earmarked state funds.
**FINDINGS BY CATEGORY**

- **Child care appropriations decreased by $60 million (1.1 percent)** in FY 2013. Twelve states reported increases, seven reported reductions and one maintained its funding level. Considering the deep cuts that were made in FY 2012—with just two states reporting increases, 15 states reporting decreases and three states that remained stable—child care funding is on a slow but upward path. Iowa, Nebraska, New Mexico and Texas increased child care funding through state general funds, while Arizona, Illinois, Minnesota, Mississippi, Rhode Island, Tennessee and Washington increased appropriations in TANF transfer funds. The largest reductions in child care were made in Florida, Illinois and Pennsylvania.

- **Prekindergarten appropriations increased by $65.6 million (2.8 percent).** Ten states reported increases, five reported decreases and three reported no change. Across all states in this category, increases were heaviest in general and school finance appropriations (Colorado, Louisiana and New Mexico), while decreases were more evenly spread across various funding sources.

- **Home visiting state appropriations increased by $48.9 million (16.8 percent),** with 14 states reporting increases, four reporting decreases and three reporting level funding. In some cases, overall increases for home visiting can be attributed to the infusion of federal MIECHV grants. However, home visiting programs in states such as Georgia, Nebraska, New Mexico and Tennessee also received increased general fund state appropriations.

- **Appropriations for other early childhood learning and care initiatives increased by $72 million (9.6 percent)** in FY 2013. Thirteen states increased appropriations for these initiatives, four decreased them and two maintained similar levels of funding. Several states increased appropriations to fund activities under the auspices of the State Early Childhood Advisory Councils, for which federal funds are expected to end in FY 2013. Other states increased appropriations for early childhood social and emotional health, early intervention services, and other infant and toddler services. State appropriations for parent and family education and public private partnerships also increased, while state supplemental funding of Early Head Start decreased in several states.

**Figure 1. States Included in NCSL Survey and Report (FY 2012-13)**

*Overall State Appropriation Changes for All Categories: Increase (1.45%, $127 million)*

<table>
<thead>
<tr>
<th>Overall Increase: 14 States</th>
<th>AZ, FL, IA, LA, MI, MN, MS, NE, NM, OH, RI, TN, TX, WA</th>
</tr>
</thead>
<tbody>
<tr>
<td>Overall Decrease: 7 States</td>
<td>CO, GA, IL, KS, MA, PA, WI</td>
</tr>
</tbody>
</table>

Source: NCSL Early Care and Education State Budget Survey, December 2012.
ABOUT THIS REPORT

This report provides a point-in-time overview of 21 states’ budget and appropriation in early care and education based on information provided by legislative fiscal offices in a December 2012 NCSL survey.

Twenty states responded to one or more sections of the survey. Nineteen states provided child care information, 17 provided prekindergarten information, 20 provided home visiting information, and 19 provided information for other early childhood appropriations. In cases where data were not provided by states, certain survey questions not completed, or states do not have a program, notes are indicated. Notes in the tables are verbatim wording provided by state fiscal staff, except in cases where they have been revised to provide clarity and/or consistency across states.

This data offers a snapshot in time and does not reflect adjustments made after state budgets were enacted. To the extent possible, state fiscal staff reviewed and updated final data prior to publication. For state budget tables, analysis, trends and profiles from previous years (FY 2008 to FY 2013), contact Phuonglan Nguyen. Data tables for 50 states for FY 2008 through FY 2011 also are available online. Multi-year state-specific data for FY 2008 through FY 2013 are available by request.

TERMS AND DEFINITIONS USED IN THIS REPORT

“State appropriations” in this report refer to funds allocated by formal action to government agencies for specific use. The survey asked for allowable expenditures to state agencies but not a record of expenditures.

“Designated funds” are defined as any non-general fund that receives earmark revenues, such as tobacco, lottery, fees and specific taxes.

Child care funding sources include state general fund, Temporary Assistance for Needy Families’ (TANF) transfer or direct funds, federal Child Care and Development Funds (CCDF), state Maintenance of Effort (MOE) match, master tobacco settlement funds, local match, taxes, and licensing fees.

Prekindergarten funding sources include state general fund, state education finance formula, tobacco and lottery-specific taxes, Title I, TANF and Race to the Top-Early Learning Challenge grants.

Home visiting funding sources include state general fund, master tobacco settlement, Maternal, Infant and Early Childhood Home Visiting (MIECHV); Medicaid, TANF, Maternal and Child Health (MCH) Title V Block Grants; Child Abuse Prevention and Treatment (CAPTA) grants, Substance Abuse and Mental Health Services Administration (SAMHSA) grants, Individuals with Disabilities Education Act (IDEA) Part C, and mandatory state matching funds.
**FINDINGS BY CATEGORY**

**Child Care Reductions Less Severe, More States Stabilizing**

From FY 2010 to FY 2012, 17 of the 21 surveyed states reported deep cuts in child care appropriations. In FY 2013, 12 states reported increases ranging from 1.8 percent (Washington) to 15 percent (Mississippi and Tennessee), and seven states reported decreases ranging from 0.2 percent (Michigan) to 8.5 percent (Wisconsin) (Figure 2).

Minnesota and Tennessee were states with the largest increases in child care appropriations ($16.7 million and $28.1 million, respectively). In Mississippi, which made deep cuts in previous recent years, the 15 percent increase is notable. Illinois reported the largest overall reduction ($62 million), followed by Pennsylvania ($43 million) and Florida ($20 million).

Georgia’s appropriation for child care remained flat across all funding sources in FY 2013, a consistent trend for the state in the past few fiscal years. Iowa and Nebraska continued to fund child care at stable and slightly increasing levels that began in FY 2010. States that are beginning to stabilize their child care appropriations in FY 2013 are Colorado, Rhode Island and Texas.

**Child Care Funds Breakdown**

General fund appropriations for child care decreased in 19 states by $151 million (11 percent) and CCDF state appropriations decreased by $46 million (2 percent). States made up the difference for these and other reductions by raising the overall appropriation of TANF funds by more than $185 million (16 percent). Compared to previous years, TANF funds made up 27 percent of total child care appropriations in FY 2013, whereas they made up 23 percent of these states’ total budget on child care.

**General Funds**

Among states that increased general fund appropriations for child care, Texas and New Mexico reported the highest percent increases. In Texas, this increase translates to more than $10 million; in New Mexico, the increase amounts to $3
million. General fund increases in five other states— Colorado, Florida, Iowa, Nebraska and Rhode Island) — range from $37,000 (0.4 percent, Rhode Island) to $5.3 million (9.4 percent, Iowa). Among states that decreased general funds for child care, Tennessee and Illinois reported the highest percent decreases— 49.5 percent (nearly $12 million) and 32.1 percent (more than $115 million), respectively. Seven other states decreased general fund appropriations for child care in FY 2013 (Table 1).

**Federal Temporary Assistance for Needy Families (TANF) Funds**

TANF transfer or direct fund appropriations, a major source of funding for child care in states, were increased in seven states. Tennessee’s $94 million increase is the highest in both dollar amount and percent. Two other states— Illinois and Minnesota— also made large increases (11 percent or $44 million and 32 percent or $32 million, respectively). Michigan reported an increase of $11.8 million in TANF state appropriations for child care in FY 2013, but the overall amount still fell far below previous years’ spending levels ($54 million in FY 2010 and $37 million in FY 2011, respectively). Five states decreased TANF appropriations for child care, ranging from a 2.3 percent in New Mexico ($560,000) to 18 percent in Kansas ($3.1 million). In Florida, Nebraska, Pennsylvania and Texas, TANF state appropriations for child care remained stable between FY 2012 and FY 2013.

**Prekindergarten Funding Continues a Slow but Steady Rebound**

In the 18 states that provided information, overall state appropriations for prekindergarten increased by 2.8 percent between FY 2012 and FY 2013 for a combined gain of $65.6 million² (Figure 3). Ten states reported increases ranging from 0.4 percent (Ohio) to 33.5 percent (New Mexico). Florida and Texas made the largest dollar amount increases— $25.3 million and $18 million, respectively— to bring funding to FY 2010-2011 levels. Five states decreased prekindergarten appropriations, ranging from less than 1 percent (Georgia) to nearly 12 percent (Minnesota). The largest decrease occurred in Minnesota ($3.8 million), followed by Colorado and Georgia ($2.1 million each). New Mexico’s increase reverses a three-year trend, while Colorado’s decline in the FY 2013 prekindergarten budget continued a three-year trend.

Kansas, Nebraska and Washington reported stable funding in FY 2013. Kansas, Michigan and Wisconsin have consistently increased prekindergarten funding since FY 2010. During the 2013 legislative session, lawmakers in Michigan approved a $65 million increase to prekindergarten for FY 2014.

**Prekindergarten Funds Breakdown**

General fund appropriations for prekindergarten remained stable between FY 2012 and FY 2013. Only two states reported decreases, while 14 states reported increases or flat funding for a combined gain of 3.9 percent.
or $58 million. General funds—accounting for approximately 65 percent of prekindergarten funding in FY 2013—continued as largest share of total state appropriations, followed by school finance formula and dedicated funds. Federal and other sources of funding represent the smallest portion of prekindergarten funding in the states that participated in this survey.

**General Funds**

Louisiana and New Mexico reported the highest percent and amount increase in general fund state appropriations for prekindergarten. Louisiana’s 138 percent increase ($7.8 million) will benefit the Picard LA4 Early Childhood Program, one of three state programs. New Mexico’s 33.5 percent, $4.4 million increase will create additional slots for its state Pre-K program. Florida and Texas saw modest percent increases (6.4 percent and 2.4 percent, respectively), but given the population size and prekindergarten programs, the increases actually were the largest. Florida’s Voluntary Pre-K program saw a $25.3 million increase, bringing the total FY 2013 appropriations to $417.8 million. Texas’s $18 million increase to its Public School Prekindergarten program translates to a total of $754 million (Table 2).

Massachusetts is the only state that reported a decrease in general fund appropriation for prekindergarten in FY 2013 (less than 1 percent, $67,000). Six states maintained the funding level for some or all prekindergarten programs between FY 2012 and FY 2013. These states and programs are Iowa’s Shared Visions, Louisiana’s Non-Public Schools Early Childhood Development (NSECD), Michigan, Minnesota, Pennsylvania’s Education Accountability Block Grant and Wisconsin.

Although this report indicates a decrease in Rhode Island’s general fund allotment between FY 2012 and FY 2013, a new state budget that incorporates the state Early Childhood Program (formerly the Pre-K Demonstration Program) into the state’s categorical funding formula will fully fund the program once the new formula is fully in place.

**School Finance Formula**

For states that fund prekindergarten as part of the school finance formula (Colorado, Iowa, Michigan, Minnesota and Wisconsin) the combined increase is $21 million (5.8 percent). Five states—Colorado, Iowa, Michigan, Minnesota and Wisconsin—increased school finance formula allotments for prekindergarten in FY 2013. The largest percent increase occurred in Colorado ($4.2 million or 11.2 percent) for its Colorado Preschool Program, and the largest amount increase occurred in Wisconsin, which appropriated an additional $8.9 million to its prekindergarten program.

**Dedicated and Other Funds**

Six states reported using dedicated funds for prekindergarten for FY 2013. Louisiana’s oil and gas dedicated funds for its 8(g) Student Enhancement Block Grant Program reported the largest increase of 15.6 percent ($1.4 million). Kansas and Nebraska—states that earmarked tobacco settlement and lottery funds for prekindergarten—maintained funding levels between FY 2012 and FY 2013 at $4.8 and $3.4 million, respectively. Washington and Georgia decreased dedicated fund appropriations for prekindergarten by $2 million each in FY 2013.

In Minnesota, federal funds allocated to prekindergarten increased in FY 2013 due to the state’s Race to the Top-Early Learning Challenge grant award. In Rhode Island, federal CCDF funds increased in FY 2013. In Louisiana, the Picard LA4 program, funded by a combination of federal Title I, TANF transfer and Community Development Block Grant funds, reported a decreased appropriation of $5.5 million (8 percent). Georgia and Washington maintained level funding in this category.

![Table 2. Top States to Increase General Funds for Prekindergarten](source: NCSL Early Care and Education State Budget Survey, December 2012.)
Home Visiting State Appropriations Continue Upward Trend

Of all survey categories, home visiting appropriations saw the largest percentage and amount increases between FY 2012 and FY 2013 (Figure 4). The 21 surveyed states reported appropriations totaling $340 million for 47 different home visiting programs, an increase of nearly $50 million (17 percent).

Fourteen states reported increases ranging from less than 1 percent (Illinois) to 86.7 percent (New Mexico). Minnesota, Louisiana and Kansas reported the largest dollar amount increases at more than $7 million each.

Only four states reported overall decreases in home visiting appropriations in FY 2013—Georgia, Mississippi, Tennessee and Wisconsin—for a total of $2.7 million. Arizona, Massachusetts and Pennsylvania maintained state funding levels for home visiting in FY 2013 at $6.5 million, $10.5 million and $31.7 million; respectively.

Home Visiting Funds Breakdown

In 21 states, general fund state appropriations for home visiting increased by $1.6 million (a combined 1.5 percent) between FY 2012 and FY 2013 (Table 3). The proportion of general funds as part of total state home visiting funding fell from 36.2 percent in FY 2012 to 31.5 percent in FY 2013. Dedicated fund appropriations increased by 18.3 percent ($8.6 million), federal funds increased by 27.7 percent ($36.7 million), and other funding sources culminated in an increase of nearly 36 percent ($2 million).

General Funds

Eight programs in seven states—Georgia, Illinois, Michigan, Nebraska, New Mexico, Tennessee and Washington—made increases in general fund appropriations for home visiting in FY 2013 (although, in some cases, overall appropriations actually decreased). Georgia’s Children 1st program received a $2.2 million general fund increase in FY 2013, and two of Tennessee’s state home visiting programs (Nurse-Family Partnership and Child Health and Development Project) received a combined general fund increase of $321,000 in FY 2013. Seven programs in five states reported decreased general fund appropriations in FY 2013, including Illinois’ Targeted Intensive Prenatal Services, Georgia’s System of Care/Child Abuse Prevention program, and Rhode Island’s First Connections program.
Dedicated Funds
In eight states that reported using dedicated funds for home visiting, the combined increase in FY 2013 was $8.6 million (18.3 percent). The largest percent increase came in Kansas’ Early Childhood Block Grant program (71.6 percent) and Louisiana’s Children’s Trust Fund program (51.8 percent). Only Michigan reported a decrease in dedicated fund appropriation (Nurse-Family Partnership program). Arizona and Massachusetts maintained appropriation levels at $6.5 million and $10.4 million, respectively.

Federal Funds
Federal funds for state home visiting increased by $28.8 million (23.6 percent), largely due to infusion of the federal MIECHV grants. States that saw the largest federal grant increases include Colorado, Michigan, Minnesota, New Mexico, Ohio and Texas.

States also tapped into other federal funding sources for home visiting programs. Iowa, Florida and Louisiana increased TANF appropriations for home visiting, while Louisiana and Michigan increased Medicaid appropriations for home visiting. Louisiana and Tennessee also increased appropriations in Maternal and Child Health (MCH) Title V Block Grant funds. Kansas reported using the federal Individual with Disabilities Education Act (IDEA) Part C to support one of its programs, albeit in FY 2013 the appropriated amount was reduced slightly. Child Abuse Prevention and Treatment Act (CAPTA) funds were also reported as a funding stream for home visiting in Tennessee.

Fourteen home visiting programs in 13 states reported increases in overall federal funds totaling more than $36 million in FY 2013. States and programs where the largest increases occurred are Louisiana ($7 million), Iowa ($6.4 million) and Washington ($6 million). Federal funding allocation for 13 programs in the remaining eight states remained level between FY 2012 and FY 2013.

Only seven programs in six states reported decreased federal fund appropriations in FY 2013 (as the result of decreased amounts from MIECHV, IDEA Part C and Medicaid allotments). Washington’s Early Support for Infant and Toddlers program saw the largest decrease, nearly $4 million. Programs in Georgia, Mississippi and Tennessee also saw decreases.

Other State Expenditures and Appropriations in Early Care and Education

Nineteen of the 21 states surveyed provided additional budget information for other early care and education programs and services that are funded in part or whole by state resources (Table 4). Included in these figures are state supplements to Head Start and Early Head Start, children’s social or emotional health and development, parent and family education (outside of home visiting), local and state-level early childhood councils or task forces, and public-private partnerships. To fund these initiatives, states reported using state general and cash funds (local match, tobacco settlement funds, trust funds, private funds) and federal funds (IDEA Part C, CCDF, ARRA, Head Start Reauthorization, Even Start Family Literacy, and Title XIX Medicaid). In all, appropriations increased by $72 million between FY 2012 and FY 2013 for these initiatives. Thirteen states reported increases, four reported decreases and two maintained funding.

Of the 13 states that increased appropriations for these initiatives, Arizona and Texas reported the largest percent and dollar increases. In Arizona, cigarette taxes and related tobacco revenues added $36 million to the Early Childhood Development and Health Board, and in Texas, early childhood social and emotional health
efforts received a $26 million boost in appropriations that are a culmination of state general revenue and interagency contracts, and federal Title XIX, TANF and special education grants.

Louisiana, Massachusetts and Pennsylvania increased their state supplemental appropriations to federal Head Start funding by more than $24 million combined.\textsuperscript{15} Kansas is the only state that reported increasing its state supplement to Early Head Start. These state supplements also decreased in Louisiana and Rhode Island.

As the Early Childhood Advisory Councils (ECAC) federal grants are nearing an end in FY 2013, state appropriations increased in Arizona, Florida, Illinois, Rhode Island and Washington, where a combined additional $40 million was appropriated to allow councils to carry out activities and expend remaining federal funds.\textsuperscript{16}

Florida, Michigan and Nebraska reported public-private partnerships as an important source of funding for early education initiatives. Florida’s Child Care Executive Partnership (CCEP), a statewide effort that combines federal, state and local CCDF matching funds with foundation and other private funding sources, received nearly $1 million in additional funds. Michigan’s Early Childhood Investment Corporation (ECIC) and Nebraska’s Early Childhood Education Endowment Grant also saw increased appropriations.

<table>
<thead>
<tr>
<th>State</th>
<th>Increase</th>
<th>Program Name</th>
<th>State</th>
<th>Decrease</th>
<th>Program Name</th>
</tr>
</thead>
<tbody>
<tr>
<td>Arizona</td>
<td>$36.2 million</td>
<td>Early Childhood Development and Health Board</td>
<td>Louisiana</td>
<td>$14 million</td>
<td>Early Head Start State Appropriation</td>
</tr>
<tr>
<td>Louisiana</td>
<td>$21.7 million</td>
<td>Head Start State Supplement</td>
<td>Kansas</td>
<td>$7.2 million</td>
<td>Smart Start Kansas</td>
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<tr>
<td>Texas</td>
<td>$26.1 million</td>
<td>Early Childhood Social-Emotional Health</td>
<td>Colorado</td>
<td>$6.7 million</td>
<td>Early Intervention Services</td>
</tr>
<tr>
<td>Tennessee</td>
<td>$7.8 million</td>
<td>Tennessee Early Intervention Services</td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

Source: NCSL Early Care and Education State Budget Survey, December 2012.
NOTES


2 Massachusetts budget information was obtained by secondary research. Line item amounts were not available. Ohio did not provide information for child care and other early education and care programs. Illinois did not provide information for prekindergarten. At the time of the survey, Arizona and Mississippi did not have state-funded prekindergarten programs.

3 FY 2012 data for these 21 states are available and are included in this report only for purposes of asserting multi-year state trends. Massachusetts budget information was obtained by secondary research. Line item amounts were not available. Ohio did not provide information for child care and other early education and care programs. Illinois did not provide information for prekindergarten. At the time of the survey, Arizona and Mississippi did not have state-funded prekindergarten programs.

4 At the time of this report, Arizona and Mississippi did not have statewide prekindergarten programs. Illinois did not provide budget information for prekindergarten. Louisiana reported budget information for three programs. Iowa and Pennsylvania each reported budget information for two programs. State-funded Head Start programs and appropriations are included in the Other Early Care and Education State Initiatives section of this report.

5 The following states do not typically appropriate general funds for prekindergarten: Colorado, Georgia and Louisiana (for the 8g Student Enhancement Block Grant Program only). Iowa, Kansas and Nebraska reported no general fund appropriations in FY 2012 or FY 2013, but this was not the case in previous years.

6 The $7.8 million increase is for the Cecil Picard LA4 program only.

7 The $2.6 million increase is for the Pennsylvania Pre-K Counts program only.

8 The Rhode Island Education Adequacy Act of 2010 went into effect in FY 2012, which expanded the Pre-K Demonstration Project into a new state categorical program (Rhode Island Early Childhood Program). The new state budget will fully fund the program by the end of the multi-year formula transition. For purposes of this report, FY 2012 overall prekindergarten expenditures are assumed to be at the same level as FY 2011.

9 While RTT-ELC grants do not directly fund state prekindergarten programs, they enable states to free resources previously allocated to systems building and quality improvement initiatives for direct services, including prekindergarten. For this survey and report, RTT-ELC grant amounts are included in the totals where fiscal staff can include them.

10 For the purposes of this survey, only state-level home visiting programs and appropriations are reported. Changes between FY 2012 and FY 2013 reflect total state, not program, amounts. The following states reported more than one statewide program: Georgia, Illinois, Iowa, Kansas, Louisiana, Michigan, Ohio, Pennsylvania, Tennessee, Texas, Washington and Wisconsin. Within each funding stream, changes may be applicable only to programs, not to overall state figures. For example, while Georgia’s overall state appropriations decreased, the Children’s 1st program actually saw an increase in general funds.

11 At the time of the survey, Mississippi reported $1.8 million in the federal Maternal, Infant and Early Childhood Home Visiting grant for FY 2012 and no appropriations for FY 2013. Follow-up with state fiscal staff revealed that FY 2012 expenditures were at $240,000, and FY 2013 appropriations are at $4.6 million.

12 These programs are the Louisiana Nurse-Family Partnership, Iowa Healthy Opportunities for Parents to Experience Success (HOPES)/Healthy Families Iowa (HFI), and Washington Evidence-Based Home Visiting Program.

13 Georgia and Ohio did not provide information for additional early care and learning programs or initiatives.

14 Rhode Island Head Start state supplement information was not provided.