

STORAGE NAME: h1677.ei
DATE: April 8, 1997

**HOUSE OF REPRESENTATIVES
COMMITTEE ON
EDUCATION INNOVATION
BILL RESEARCH & ECONOMIC IMPACT STATEMENT**

BILL #: HB1677
RELATING TO: Education/Children Ages 2 to 5
SPONSOR(S): Representative Miller
STATUTE(S) AFFECTED: None
COMPANION BILL(S): SB 442 (Similar)

ORIGINATING COMMITTEE(S)/COMMITTEE(S) OF REFERENCE:

- (1) EDUCATION INNOVATION
- (2) EDUCATION APPROPRIATIONS
- (3)
- (4)
- (5)

I. SUMMARY:

HB 1677 authorizes the Commissioner of Education to create a pilot program to promote school readiness for children ages two to five. The program will be offered through an existing program such as prekindergarten early intervention, Head Start, Title I, subsidized child care, or private child care. Two other existing programs are not included in the bill: Florida First Start and Even Start Family Literacy.

The pilot program will require parental education for parents of preschool children. The purpose of the parent education is to foster the parent's support of their children's success in school and life.

The Department of Education is required to conduct an annual evaluation of the program and a longitudinal study. The annual evaluation will assess the children's progress, and the longitudinal study will document the achievement of the students in elementary school.

The Department of Education estimates that funds will be needed to conduct a longitudinal study and implement the program. The estimated amount of the longitudinal study, based on a six year study of prekindergarten early intervention and Florida First Start, is \$125,000 annually.

If the study was conducted in an established program that is currently funded in facilities that are currently provided, the cost will be less than completely initiating a new program which is not in an existing framework. Additionally, if these existing programs were conducting a longitudinal study, the cost of following the children into elementary school will be minimal.

Additionally, in 1995-1996, there were 35,060 eligible 3 and 4 year olds who were not being provided subsidized services. During this same year, \$3,200 was provided per FTE student served in the pre-K program. The total cost for the 35,060 children at the \$3,200 rate is \$112,192,000. The department contends that the pilot program will add eligible students to the program. The budget for 1996-1997 was cut due to a shortfall in appropriated funds for the pre-schools project.

II. SUBSTANTIVE RESEARCH:

A. PRESENT SITUATION:

The first of the state's seven education goals in s. 229.591(3), F.S., is for readiness in school. Communities and schools are charged to collaborate to prepare children and families for children's success in school.

The Legislature adopted an eighth goal in 1996 to foster parental involvement; communities, school boards, and schools provide opportunities for involving parents and guardians as active partners in achieving school improvement and education accountability.

A number of publicly funded programs serve children ages birth to five and provide educational activities for their parents:

- ◆ Prekindergarten Early Intervention Program, established by s. 230.2305, F.S., and administered by the district school boards, is designed to provide services to three and four year old children who meet certain eligibility requirements.
- ◆ State and federally funded subsidized child care program, administered through the Department of Children and Family Services, provides care for children from birth through age 12 at hours that accommodate the family's work schedule.
- ◆ Head Start is a federal program that prepares children for school; while primarily serving three and four year olds, the program also serves younger children and works with family day care providers.
- ◆ Title I is a federal education program for children in economically deprived areas; it can serve preschool children.
- ◆ Florida First Start is a parent education program for children ages birth to three; it is funded by preschool lottery dollars.
- ◆ Even Start is a federal program to promote family literacy; the program serves children ages birth to seven.

Two other programs which serve similar aged children and parents are Florida First Start and Even Start Family Literacy programs.

Number of 3 and 4 Year Olds Being Provided Services

Program	1990-91	1991-92	1992-93	1993-94	1994-95	1995-96
Head Start	17,000	9,000	20,567	25,333	26,798	28,000
Chapter I (Basic & Migrant)	5,485	3,650	3,262	3,262**	3,262**	5,500
Migrant (GR)	1,343	1,575	3,500	3,500**	3,600**	2,600

Subsidized Child Care	9,360	11,700	18,112	18,782	20,435**	21,000*
Early Intervention	14,000	19,000	19,610	19,171	24,048	27,000**
Migrant Head Start	N/A	N/A	600	691	694	797
Pre-K Disabilities	5,153	6,002	7,360	8,598	14,000	17,845
Total Eligible Served*	47,188	54,925	73,011	79,941	92,837	102,745
Total Eligible*	134,422	136,255	137,310	137,584	138,364	137,805***
Percent Served	35.1	40.3	53.0	58.0	67.1	74.6

* Eligible = "economically disadvantaged," defined as children who are eligible for the free lunch program

** Estimated

*** For 1996-97, \$3,200 was provided per FTE student served in the Pre-K program.

B. EFFECT OF PROPOSED CHANGES:

HB 1677 authorizes the Commissioner of Education to create a pilot program to promote school readiness for children ages two to five. The program will be offered through an existing program such as prekindergarten early intervention, Head Start, Title I, subsidized child care, or private child care. Two other existing programs are not included in the bill: Florida First Start and Even Start Family Literacy.

The pilot program will require parental education for parents of preschool children. The purpose of the parent education is to foster the parent's support of their children's success in school and life.

The Department of Education is required to conduct an annual evaluation of the program and a longitudinal study. The annual evaluation will assess the children's progress, and the longitudinal study will document the achievement of the students in elementary school.

C. APPLICATION OF PRINCIPLES:

1. Less Government:

a. Does the bill create, increase or reduce, either directly or indirectly:

(1) any authority to make rules or adjudicate disputes?

No.

- (2) any new responsibilities, obligations or work for other governmental or private organizations or individuals?

The Department of Education will have the responsibility of creating the pilot program.

- (3) any entitlement to a government service or benefit?

Parents of children ages 2 to 5 will receive parenting education.

- b. If an agency or program is eliminated or reduced:

Not applicable.

- (1) what responsibilities, costs and powers are passed on to another program, agency, level of government, or private entity?

- (2) what is the cost of such responsibility at the new level/agency?

- (3) how is the new agency accountable to the people governed?

2. Lower Taxes:

Not applicable.

- a. Does the bill increase anyone's taxes?
- b. Does the bill require or authorize an increase in any fees?
- c. Does the bill reduce total taxes, both rates and revenues?
- d. Does the bill reduce total fees, both rates and revenues?

- e. Does the bill authorize any fee or tax increase by any local government?

3. Personal Responsibility:

Not applicable.

- a. Does the bill reduce or eliminate an entitlement to government services or subsidy?
- b. Do the beneficiaries of the legislation directly pay any portion of the cost of implementation and operation?

4. Individual Freedom:

Not applicable.

- a. Does the bill increase the allowable options of individuals or private organizations/associations to conduct their own affairs?
- b. Does the bill prohibit, or create new government interference with, any presently lawful activity?

5. Family Empowerment:

- a. If the bill purports to provide services to families or children:

- (1) Who evaluates the family's needs?

The Commissioner of Education will create the pilot program. Since criteria for the program are not established in HB 1677, the department will set those criteria for evaluation and eligibility.

- (2) Who makes the decisions?

HB 1677 provides for the Commissioner of Education to create the program. The Department of Education will evaluate and assess the children's progress.

(3) Are private alternatives permitted?

No private parenting classes are included.

(4) Are families required to participate in a program?

HB 1677 does not state that parents are required to attend.

(5) Are families penalized for not participating in a program?

No penalties exist for those not participating in a program.

b. Does the bill directly affect the legal rights and obligations between family members?

No.

c. If the bill creates or changes a program providing services to families or children, in which of the following does the bill vest control of the program, either through direct participation or appointment authority:

(1) parents and guardians?

Parents are given the opportunity to participate in a parenting education program.

(2) service providers?

The Commissioner and Department of Education create the program, evaluate and assess the children's progress and document the achievement of the students.

(3) government employees/agencies?

Same as service providers.

D. SECTION-BY-SECTION RESEARCH:

Section 1 Provides for the creation of a pilot program to promote school readiness for children ages two to five.

Section 2 Requires the Department of Education to conduct an annual evaluation of the program to assess the children's progress and a longitudinal study to document the achievement of the students in elementary school

Section 3 Provides that the act will become effective upon becoming law.

III. FISCAL RESEARCH & ECONOMIC IMPACT STATEMENT:

A. FISCAL IMPACT ON STATE AGENCIES/STATE FUNDS:

1. Non-recurring Effects:

If implementation is in an established program that is currently funded in facilities that are currently provided, the only implementation costs will be those in the Department of Education to create the program. This will require staff time and resources to initiate.

2. Recurring Effects:

The Department of Education estimates that funds will be needed to conduct a longitudinal study and implement the program. The estimated amount of the longitudinal study, based on a six year study of prekindergarten early intervention and Florida First Start, is \$125,000 annually.

If the study was conducted in an established program that is currently funded in facilities that are currently provided, the cost will be less than completely initiating a new program which is not in an existing framework. Additionally, if these existing programs were conducting a longitudinal study, the cost of following the children into elementary school will be minimal.

Additionally, in 1995-1996, there were 35,060 eligible 3 and 4 year olds who were not being provided subsidized services. During this same year, \$3,200 was provided per FTE student served in the pre-K program. The total cost for the 35,060 children at the \$3,200 rate is \$112,192,000. The department contends that the pilot program will add eligible students to the program. The budget for 1996-1997 was cut due to a shortfall in appropriated funds for the pre-schools project.

3. Long Run Effects Other Than Normal Growth:

Indeterminate at this time.

4. Total Revenues and Expenditures:

Indeterminate at this time.

B. FISCAL IMPACT ON LOCAL GOVERNMENTS AS A WHOLE:

1. Non-recurring Effects:

Not applicable.

2. Recurring Effects:

Not applicable.

3. Long Run Effects Other Than Normal Growth:

Not applicable.

C. **DIRECT ECONOMIC IMPACT ON PRIVATE SECTOR:**

1. Direct Private Sector Costs:

Not applicable.

2. Direct Private Sector Benefits:

Indeterminate at this time; however, if the Department of Education created a program that used private contractors to teach the parenting classes, the private contractors facilitating these classes could benefit.

3. Effects on Competition, Private Enterprise and Employment Markets:

Not applicable.

D. **FISCAL COMMENTS:**

IV. CONSEQUENCES OF ARTICLE VII, SECTION 18 OF THE FLORIDA CONSTITUTION:

A. **APPLICABILITY OF THE MANDATES PROVISION:**

This bill does not require counties or municipalities to expend funds.

B. **REDUCTION OF REVENUE RAISING AUTHORITY:**

This bill does not reduce the authority of counties or municipalities to raise revenue.

C. **REDUCTION OF STATE TAX SHARED WITH COUNTIES AND MUNICIPALITIES:**

This bill does not reduce the percentage of a state tax shared with counties and municipalities.

V. COMMENTS:

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VI. AMENDMENTS OR COMMITTEE SUBSTITUTE CHANGES:

VII. SIGNATURES:

COMMITTEE ON EDUCATION INNOVATION:

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