

# MICROFILM DIVIDER

OMB/RECORDS MANAGEMENT DIVISION  
SFN 2053 (2/85) 5M



ROLL NUMBER
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DESCRIPTION

22240

2007 SENATE EDUCATION

SB 2240

## 2007 SENATE STANDING COMMITTEE MINUTES

Bill/Resolution No. 2240

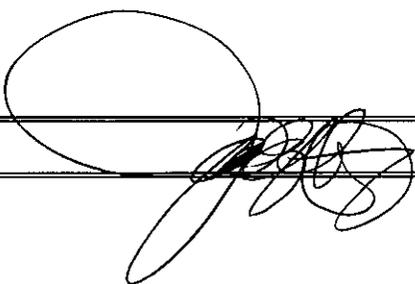
Senate Education Committee

Check here for Conference Committee

Hearing Date: January 24, 2007

Recorder Job Number: 1758

Committee Clerk Signature



Minutes:

Chairman Freborg opened the hearing on SB 2240, a bill relating to per student payments for kindergarten. All members were present.

Senator Bakke introduced the bill. (Written testimony attached)

Senator Gary Lee asked if full day kindergarten is so good, and he agrees it is, why not require it.

Senator Bakke said some schools do not have the capacity for full day kindergarten in terms of funding and space. This would be something to look at in the future.

Senator Taylor asked why there is a difference between the appropriation and the fiscal note.

Senator Bakke said the appropriation in the bill is based on every district in the state having kindergarten.

Chairman Freborg suggested maybe the fiscal note is more accurate for the first few years.

Senator Flakoll asked if the intent, if we move SB 2200, would be to follow the mechanics of that bill.

Senator Bakke said it would fit nicely with that bill. Now, SB 2200 only funds full day kindergarten for at risk students.

Senator Flakoll asked with 6600 students in half day kindergarten, it has been estimated we will need 400 new teachers if full day kindergarten is available to all of them. Is that correct?

Senator Bakke said that is a fair estimate, others that will testify will have better insight.

Representative Wolf testified in favor of the bill. (Written testimony attached)

Senator Flakoll said there may be an amendment this session for mandatory half day kindergarten. With full day kindergarten can a parent request their child only attend half day kindergarten?

Representative Wolf said she doesn't know, it depends on the school district.

Lynn Goodwill, Principal of Minnie H Elementary School, Devils Lake, testified in favor of the bill. (Written testimony attached) Meter 12:05

Woody Barth, North Dakota Farmers Union, testified in favor of the bill. It will be helpful to rural North Dakota.

Maari Hanson, President of the Devils Lake Education Association and teacher at Minnie H Elementary, testified in favor of the bill. (Written testimony attached)

Senator Taylor asked if her school district has many students coming to kindergarten from a Head Start program.

Ms. Hanson said quite a few of her students go to preschool or Head Start.

Senator Taylor asked if their full day kindergarten program started before No Child Left Behind.

Ms. Hanson said it started in 2002.

Debbie Stromme, kindergarten teacher from the Devils Lake Public Schools, testified in favor of the bill. (Written testimony attached)

Mike Nelson, Superintendent of the Hazen Public Schools, testified in favor of the bill. They are ready for full day kindergarten, they need the funding. He is more to oppose SB 2200 because of the way it will affect his school district. Hazen is in Mercer County which is first or

second in per capita income year after year which sounds great. What actually happens is they get hit hard when it comes to the funding formula, especially when it comes to federal funding. They have 15% of students on free and reduced. With the high income, they don't get any federal funding. He distributed a list of North Dakota school districts and their federal funding. Title 1 helps high risk students. Funding has been dropping across the state year after year but it really has been affecting Hazen where they only have 15% free and reduced. They are down to \$35,000 for Title 1; when he came to Hazen 4 years ago, they were at \$52,000. High risk does not just mean low income. They have a transient population, they have shift workers, and those issues cause many problems with their students. They have a high divorce rate, alcohol and drug problems. The federal system is flawed and he hopes we do not follow that formula.

Steve Swiontek, Superintendent, Devils Lake Public Schools, testified in favor of the bill.

(Written testimony attached)

Senator Flakoll asked if parents can send their children to half day kindergarten if they so choose.

Mr. Swiontek said yes.

Senator Flakoll said there is some concern that half day kindergarten is not required and paying for full day kindergarten could widen the gap between the "haves" and the "have nots". Some children have no kindergarten, some have full day kindergarten.

Mr. Swiontek said if you fund full day kindergarten you will lessen problems in the long run.

Most school district will convert to full day kindergarten because they will have the funds.

Senator Gary Lee said if they are losing their Reading First dollars, have they done any comparisons with the proposal in SB 2200 to fund full day kindergarten for at risk students, would it help?

Mr. Swiontek said about 50% of their kindergarten students are free and reduced, so SB 2200 would help.

Senator Flakoll said SB 2200 is a transitional bill that moves us towards more access. Should we some day require full day kindergarten to be offered if we fully fund it?

Mr., Swiontek said while he might support that philosophically but it might not be good for government to force such a choice. He can't answer that question very well.

Bob Toso, Superintendent of the Jamestown Schools, testified in favor of the bill. (Written testimony attached)

David Saxberg, Washington Elementary School Principal in Jamestown, testified in favor of the bill. (Written testimony attached) He added that the compulsory age of attendance is age 7 and kindergarten starts at age 5.

Jane Nieland, kindergarten teacher from Jamestown, testified in favor of the bill. (Written testimony attached)

Senator Taylor asked if Jamestown is new to full day kindergarten, what is her experience with parents' preference for half day kindergarten or home school?

Ms. Nieland said some parents had concerns initially and the half day kindergarten option was open to parents, however, the kids were ready and the parents saw that. They do have rest time.

Melissa Gleason, kindergarten teacher from Jamestown, testified in favor of the bill. (Written testimony attached).

Barb Arnold-Tengesdal, Assistant Professor, University of Mary and the North Dakota

Association for the Education of Young Children, testified in favor of the bill. (Written testimony attached)

Senator Taylor asked what her opinion is of bussing time for a 5 year old vs. a 7 year old, how do they cope with 60 minutes on a bus.

Ms. Arnold-Tangesdal said 60 minutes on a bus is no good for anyone. At least you wouldn't be transporting them for 5 half days.

Bonnie Ukestad, parent of 2 Jamestown children, testified in favor of the bill. (Written testimony attached)

Amy Neal, North Dakota Kindergarten Association, testified in favor of the bill. (Written testimony attached)

Chairman Freborg asked about the statistics she distributed. Is there an overlap in the districts that provide full day/everyday, traditional half day, alternating full day and three full days per week. We have 200 school districts in North Dakota and those total more than 200.

Ms. Neal said there could be some overlap.

Dave Looyen, Superintendent of the Minot Schools, testified in favor of the bill. He was a superintendent in Iowa when they went to full day kindergarten. His district bussed a great deal. The first day of full day kindergarten he took a lot of heat. By the tenth day, he was receiving hugs and thanks from parent. This is the most important bill before this committee this session.

Dr. Bob Grosz, Assistant Superintendent of the Fargo Public Schools, testified in favor of the bill. (Written testimony attached)

Andrew Braaten, farmer and parent from Barney, North Dakota testified in opposition to the bill. (Written testimony attached)

Sandy Clark, North Dakota Farm Bureau, testified in opposition to the bill. They are not opposed to kindergarten. She read the Farm Bureau policy statement that says full day kindergarten should not be funded, this issue is not on their priority list.

Doug Johnson, Executive Director of the North Dakota Council of Educational Leaders, testified in favor of the bill. They have supported the last 3 sessions they have supported this issue. They feel the funding should be in SB 2200.

Senator Flakoll asked when we go from half day kindergarten to full day kindergarten would there be a savings in transportation costs?

Mr. Johnson said he has not heard any feedback about this.

Kelli Tannahil, teacher and parent, testified in favor of the bill. (Written testimony attached)

Ellen Handegard, Principal from Edwin Low Elementary, New Town, testified in favor of the bill. (Written testimony attached)

Gloria Lokken, North Dakota Education Association President, testified in favor of the bill. We have heard the data, research and success stories. North Dakota must invest in the success of all students. This would be an enhancement of the funding in SB 2200.

Holly Koop, kindergarten teacher from Grand Forks, testified in favor of the bill. (Written testimony attached)

Senator Bakke distributed testimony from Jody Thompson, (Written testimony attached)

Senator Flakoll asked if Jerry Coleman, Department of Public Instruction, could be available to discuss the fiscal note this afternoon after the floor session.

Chairman Freborg closed the hearing on SB 2240.

## 2007 SENATE STANDING COMMITTEE MINUTES

Bill/Resolution No. 2240

Senate Education Committee

Check here for Conference Committee

Hearing Date: January 29, 2007

Recorder Job Number: 2213

Committee Clerk Signature

Minutes:

Chairman Freborg opened the discussion on SB 2240. All members were present.

Senator Bakke said that when she presented the bill, she offered an amendment for the appropriation and she has since found out that is not necessary because she had been given a wrong amount. The actual additional appropriation would be \$1.5 million for the biennium to put full day kindergarten in.

Chairman Freborg asked if she has it in writing.

Senator Bakke said no, that is what Tom Decker said.

Chairman Freborg said that is not official.

Senator Bakke said that is unofficial. She said if you look at the fiscal note, they put \$4.5 million, they are saying \$3 million is already in 2200 so an additional \$1.5 million would be needed.

Senator Flakoll said there is \$3 million in 2200 but it is not a slam dunk deal. If it takes \$3 million to serve 27% of the students, why does it take \$1.5 million to cover the remaining students? 25 – 27% of the students qualify as at risk for all day kindergarten, that translates to \$3 million in 2200, that is for the second year. This one starts in the first year, for the remaining 75% and only cost \$1.5 million?

Senator Taylor said if full day kindergarten is provided for at risk students, you have the classroom and the teacher, for a lot of schools there would not be more than one classroom, the cost could be accurate.

Senator Flakoll said that is for the second half day for providing full day kindergarten. That is based on the average per student cost so it does not account for any extraneous items like building costs. Teacher salary would be covered.

Chairman Freborg confirmed that is for the 2<sup>nd</sup> year of the biennium.

Senator Flakoll said that is correct.

Senator Taylor said the average class size has been running about 6000 students.

Senator Flakoll said he was told by Jerry Coleman the current crop is at 6600 students, 14% attend all day. Generally the fiscal note would be  $.75 \times 6600 \times 7400$  as the total cost and we would pay part of it.

Senator Bakke said we should go off the fiscal note they gave us, it is closer to the truth. Her intent is to supplement the dollars in 2200 to cover full day kindergarten.

Chairman Freborg asked why it would cost \$9 million the second year?

Senator Flakoll said there would be increasing numbers of participating students.

Chairman Freborg said they doubled the amount of students.

Senator Gary Lee asked when it starts.

Senator Bakke said they have the option of starting this fall, most school district would not be ready, more would be expected to start the following year.

Chairman Freborg said the fiscal note could be short, they are only figuring 3000 students?

He sees no reason not to use the fiscal note, that is what Jerry Coleman sent down and it is what he believes.

Senator Bakke moved a Do Pass and Rerefer to Appropriations on SB 2240, seconded by Senator Taylor.

Senator Gary Lee said he will vote against this but he is a kindergarten proponent. The Governor's Commission has done some reasonable work in pursuing and advancing some opportunities for kindergarten and to add \$4.5 million to the pot...the steps that the Governor's Commission took were reasonable ones considering what the schools may have to do to prepare themselves for this. Although he has a hard time voting against it, we have stepped in the right direction.

Chairman Freborg said Senator Bakke knows he is a proponent of mandatory half day kindergarten.

Senator Flakoll asked what happens if or when the dollars are short, is this designed to pro rate it out.

Chairman Freborg said he assumes it would, the money is coming from 2013, there is no appropriation in the bill.

Senator Flakoll said through the process we have defined a finite amount of dollars. What happens when its 1200 students, not 1000?

Chairman Freborg said it's a total estimate for the biennium, they will never be short of money, its coming out of foundation aid.

Senator Flakoll asked if we are adding \$4.5 million to 2013?

Chairman Freborg said we are, we have to believe the fiscal note.

Senator Flakoll said they have the line item, the hardest numbers to generate are kindergarten numbers.

Chairman Freborg said we don't have to, it states the money will come from foundation aid and it will pay whatever is required to fund kindergarten if we pass this bill. He knows what Senator

Flakoll is saying but he does not have that concern because if more student participate in full day kindergarten it will reduce the foundation aid payment to elementary and secondary.

The motion passed 3 – 2. Senator Bakke will carry the bill.

# FISCAL NOTE

Requested by Legislative Council

01/16/2007

Bill/Resolution No.: SB 2240

**1A. State fiscal effect:** *Identify the state fiscal effect and the fiscal effect on agency appropriations compared to funding levels and appropriations anticipated under current law.*

	2005-2007 Biennium		2007-2009 Biennium		2009-2011 Biennium	
	General Fund	Other Funds	General Fund	Other Funds	General Fund	Other Funds
<b>Revenues</b>	\$0	\$0	\$0	\$0	\$0	\$0
<b>Expenditures</b>	\$0	\$0	\$4,500,000	\$0	\$9,000,000	\$0
<b>Appropriations</b>	\$0	\$0	\$0	\$0	\$0	\$0

**1B. County, city, and school district fiscal effect:** *Identify the fiscal effect on the appropriate political subdivision.*

2005-2007 Biennium			2007-2009 Biennium			2009-2011 Biennium		
Counties	Cities	School Districts	Counties	Cities	School Districts	Counties	Cities	School Districts
\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0	\$0

**2A. Bill and fiscal impact summary:** *Provide a brief summary of the measure, including description of the provisions having fiscal impact (limited to 300 characters).*

SB 2240 amends NDCC 15.1-27-07 to allow state funding for full time kindergarten. The current statute limits state funding for kindergarten programs to half days.

**B. Fiscal impact sections:** *Identify and provide a brief description of the sections of the measure which have fiscal impact. Include any assumptions and comments relevant to the analysis.*

In 2006-07, 41 schools reported 952 students in full day kindergarten. This would increase students for state aid purposes by 500 the first year, expected to double the second year to 1,000. If 50% take advantage of full day kindergarten, an additional 3,000 students would be eligible for payment.

**3. State fiscal effect detail:** *For information shown under state fiscal effect in 1A, please:*

**A. Revenues:** *Explain the revenue amounts. Provide detail, when appropriate, for each revenue type and fund affected and any amounts included in the executive budget.*

**B. Expenditures:** *Explain the expenditure amounts. Provide detail, when appropriate, for each agency, line item, and fund affected and the number of FTE positions affected.*

The bill does not provide an appropriation so expenditures will reduce the amount otherwise available for state aid to schools in SB 2013.

At a per student payment rate of \$3,000, \$4.5 million for 2007-09 and \$9.0 million for 2009-11 would be attributed to full day kindergarten.

**C. Appropriations:** *Explain the appropriation amounts. Provide detail, when appropriate, for each agency and fund affected. Explain the relationship between the amounts shown for expenditures and appropriations. Indicate whether the appropriation is also included in the executive budget or relates to a continuing appropriation.*

<b>Name:</b> Jerry Coleman	<b>Agency:</b> Public Instruction
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Phone Number: 328-4051

Date Prepared: 01/18/2007



**REPORT OF STANDING COMMITTEE**

**SB 2240: Education Committee (Sen. Freborg, Chairman) recommends DO PASS and BE REREFERRED to the Appropriations Committee (3 YEAS, 2 NAYS, 0 ABSENT AND NOT VOTING). SB 2240 was rereferred to the Appropriations Committee.**

2007 SENATE APPROPRIATIONS

SB 2240

## 2007 SENATE STANDING COMMITTEE MINUTES

Bill/Resolution No. 2240

Senate Appropriations Committee

Check here for Conference Committee

Hearing Date: 02/07/07

Recorder Job Number: 3066

Committee Clerk Signature



Minutes:

Chairman Holmberg opened the hearing on SB 2240.

Senator Jonell Bakke, District 43, Grand Forks, provided written testimony and as a sponsor, introduced SB 2240 indicating the intent of the bill is to provide full funding foundation aid reimbursement for those districts wishing to provide full day kindergarten with their communities. She indicated that within her written testimony is a summary of her research. Senator Bowman questioned how this fund fits into the education fund and how does this effect the districts that implement this on their own. The response was that bill covers for at risk students.

Jerry Coleman, Department of Public Instruction, indicated he prepared the fiscal note on this bill. What he looked at identifying the schools that are currently operating full time kindergarten. He based this on an additional 500 students this year and doubled that for the second year of the biennium.

Chairman Holmberg indicated that if this bill is passed, how much additional money would be needed to fully fund this program for this years biennium. Is there money in 2200 or 2013.

The response was there is money in the 2013 for at risk program.

There were additional questions and concerns regarding the school districts that may be double dipping, how the students in the at risk category would be paid for and whether it would

come through this bill or the other one or do they get reimbursed twice, whether this is for all kindergarteners in the state, the possibility of meshing the two bills, several thoughts were raised on the disbursement of funds, there is a need to resolve policy issues.

**Dan Hoffman, Assistant Superintendent, Fargo Public Schools, distributed written testimony (2) from Bob Grosz, Assistant Superintendent for Instruction, Fargo Public Schools,** and testified in support of SB 2240 indicating the implementation of the appropriation in this bill has the potential to have a very significant impact on educational achievement.

**Mark Sanford, Superintendent of Schools, Grand Forks,** presented written testimony (3) testifying in support of SB 2240, indicated during 2004-05 school year, Grand Forks made the decision to go to an all day kindergarten. The data that has been collected on all day kindergartens and the results demonstrate how the early success translates into higher scores in reading. He then reviewed additional data demonstrating an early start means improved abilities.

Several questions were raised about the early education, whether there has been a study done in rural schools as to how students are doing that don't have kindergarten, whether any federal funding is involved in the kindergarten education, how many students are on Ritalin.

Paul Johnson, Superintendent of Schools, Bismarck, testified in support of SB 2240 indicating that in Bismarck, there are not enough classrooms and he felt is important that all day kindergarten not be mandated.

Steve Swiontek, Superintendent, Devils Lake Public Schools, presented written testimony (4) and testified in support of SB 2240 indicating he is totally in favor of all day kindergarten and foundation payments.

Bev Nelson, School Board Association, indicated that they have an amendment on record that kindergarten be handled as a .5 for half time and a 1.0 formula for full-time. We would support the money going into 2200 and going out on the formula.

Chairman Holmberg closed the hearing on SB 2240.

## 2007 SENATE STANDING COMMITTEE MINUTES

Bill/Resolution No. 2240

Senate Appropriations Committee

Check here for Conference Committee

Hearing Date: 02-08-07

Recorder Job Number: 3228

Committee Clerk Signature



Minutes:

**Chairman Holmberg** opened the hearing on SB 2240 on February 8, 2007 relating to Per Student Payments for Kindergarten Students. He stated the committee will recommend a DO NOT PASS but the clerks should not do the Standing Committee Report until 02-12-07 after the other bill in relation to this matter has been passed out of committee.

**Senator Christmann moved a DO NOT PASS, Senator Wardner seconded. A roll call vote was taken resulting in 9 yeas, 4 nays, 1 absent. The motion carried. Senator Holmberg will carry the bill.**

The hearing on SB 2240 was closed.

Date: 2/8/07  
Roll Call Vote #: 1

2007 SENATE STANDING COMMITTEE ROLL CALL VOTES  
BILL/RESOLUTION NO. 2240

Senate Appropriations Committee

Check here for Conference Committee

Legislative Council Amendment Number \_\_\_\_\_

Action Taken do not pass.

Motion Made By Christman Seconded By Wardner

Senators	Yes	No	Senators	Yes	No
Senator Ray Holmberg, Chrm	✓		Senator Aaron Krauter		✓
Senator Bill Bowman, V Chrm	✓		Senator Elroy N. Lindaas		✓
Senator Tony Grindberg, V Chrm	✓		Senator Tim Mathern		✓
Senator Randel Christmann	✓		Senator Larry J. Robinson	✓	
Senator Tom Fischer	✓		Senator Tom Seymour		✓
Senator Ralph L. Kilzer	✓		Senator Harvey Tallackson		
Senator Karen K. Krebsbach	✓				
Senator Rich Wardner	✓				

Total (Yes) 9 No 4

Absent 1

Floor Assignment Sen. Holmberg

If the vote is on an amendment, briefly indicate intent:

*they voted no 2/8/07 but wanted to wait to do  
standers com report to other bill passed - said to do  
report no 2-12-07.*

REPORT OF STANDING COMMITTEE (410)  
February 12, 2007 9:05 a.m.

Module No: SR-29-2833  
Carrier: Holmberg  
Insert LC: . Title: .

**REPORT OF STANDING COMMITTEE**

**SB 2240: Appropriations Committee (Sen. Holmberg, Chairman) recommends DO NOT PASS (9 YEAS, 4 NAYS, 1 ABSENT AND NOT VOTING). SB 2240 was placed on the Eleventh order on the calendar.**

2007 TESTIMONY

SB 2240

Chairman Freborg and Members of the Senate Education Committee,

My name for the record is JoNell Bakke. I am a senator from District 43 in Grand Forks and sponsor of SB2240. The intent of this bill is to provide full Foundation Aid reimbursement for school districts which wish to provide full day kindergarten services within their communities.

Research continues to show us that early intervention makes a big difference in the progress of our youngest students.

- In 1992, *Early Childhood Research Quarterly* found that full-day kindergarten students are more likely to show adequate school progress throughout their elementary school careers. They exhibited more independent learning, classroom involvement, productivity in work with peers, and reflectiveness in their work than their half-day peers.
- In 1995, a report issued from the Springfield Missouri Public Schools System found that full day students significantly outperformed half day students on 5 out of 9 reading development criteria; 4 of 11 Language Arts criteria, 2 of 13 mathematics criteria, 2 of 9 Personal Development criteria; and on every criterion measured by the Early School Assessment norm reference achievement tests.
- In 1997, the *Child Study Journal* found that students who attended full-day kindergarten demonstrated significantly greater academic achievement than their half-day counterparts.
- Finally, researchers concluded in a report issued by the Kansas State Department of Education in 2001, that most full-day kindergarten students demonstrated somewhat higher academic and social achievement than half-day kindergarten students.

Overall, full-day kindergarten programs have been found to provide cognitive, social, physical, and emotional benefits for children.

The details of the bill before you are as follows:

- Section 1 - 5a and 5b – redefines funding issues as they relate to half day programs.
- Section 1 – 5c – Adds language that would allow those districts who choose to do so, the funding necessary for full foundation aid payments for students enrolled in a full day kindergarten program.

Senator Freborg, I do have an amendment with me today because the appropriation was inadvertently omitted from the bill. This amendment calls for an appropriation each year of the biennium of \$14,000,000.

At this time, I will address any questions that you might have concerning this bill.

Thank you.

Proposed amendment to Senate Bill 2240

Page 2, after line 7, insert:

**"SECTION 2. APPROPRIATION.** There is appropriated out of any moneys in the general fund in the state treasury, not otherwise appropriated, the sum of \$14,000,000, or so much as may be necessary, to the superintendent of public instruction, for the purpose of providing per student payments for kindergarten students, for the biennium beginning July 1, 2007, and ending June 30, 2009."

Renumber accordingly

## Testimony In Support of SB2240

Mr. Chairman and members of the Senate Education Committee, for the record my name is Representative Lisa Wolf from District 3, in and around the Minot area. I am a co-sponsor of this bill and am here today to testify in favor of SB2240. Some of you may not know, but I am a high school business education and computer teacher in Minot. I can not stress enough the importance of education for our kids and North Dakota needs to do what is in the best interest of our children

Governor Hoeven has made a start in his wanting to fund all day kindergarten for the at-risk kids, however, I don't feel that this is enough. I feel all day kindergarten should be available for all North Dakota children, including the at risk kids.

Some people may say that kids need to be kids, that a full day is too much for a 5 year old. Please understand that kindergarten is not the same kindergarten that you remember, either as a student, or as a parent, it is not a "warm fuzzy" place, it is curriculum centered, and because this curriculum is crammed into a very short day (2 hours and 45 minutes in Minot), it makes kindergarten very structured and a stressful place to be. If it was extended to a full day, curriculum can be slowed down to a developmentally appropriate pace. Kids could then be kids, in kindergarten, and there would be time for those "warm fuzzy" experiences.

Kindergarten, although not currently mandatory by state law, is enjoyed by most children. In a recent survey of 15 Minot first-grade teachers with a combined 240 years

of teaching 1<sup>st</sup> grade experience, teaching approximately 4,320 students, only approximately 18 kids did not attend kindergarten. This is the first school experience most will have. Kindergarten, in addition to its structured curriculum, teaches these children life skills, social skills, skills that they will take with them for the rest of their educational career.

Let's ask the kindergarten teachers how they feel- when surveyed with this question—"Do you feel all day kindergarten would be beneficial?" 93% of surveyed said yes, 3% no, and 4% were undecided. This statistic should speak for itself.

We assume that because we either take the time, or have taken the time, to prepare our own children or helped with our grandchildren, for school, that all parents do this as well. This is simply not the case in today's society. With some parents either being unable (because of work or other things) or being unwilling, or lacking the know how, our kids are not getting what they used to receive at home. We can not assume that because a child is not an "at-risk" child, that he or she will come to school adequately prepared. We assume too much with our kids, let's stop assuming and take action, for ALL of North Dakota's children.

Mr. Chairman and members of the committee-I ask for a Do Pass on this important bill, for all North Dakota kids.

TESTIMONY IN FAVOR OF SENATE BILL 2240  
FUNDING FULL DAY KINDERGARTEN  
NORTH DAKOTA INTERIM EDUCATION COMMITTEE

January 24, 2007

By Steve Swiontek, Superintendent, Devils Lake Public Schools  
662-7640

Steve.Swiontek@sendit.nodak.edu

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Chairman Freborg and the Senate Education Committee Members:

My name is Steve Swiontek, Superintendent of Devils Lake Public Schools.

Thank you for this opportunity to address the Senate Education Committee of the North Dakota Legislature in regards to full funding for full-day kindergarten. I am here to testify in favor of SB 2240, which basically provides a full foundation payment for the first 25 students in average daily membership per classroom. Devils Lake Public Schools has been providing full-day kindergarten for almost five years in one of our elementary buildings and for almost three years in our other two elementary buildings. We have funded these programs with "Reading First" dollars for their first three years. After those three years, as in the case with the building which has been providing full-day kindergarten for five years, we are now using general fund dollars for this building. At the end of this year we will no longer receive "Reading First" dollars for any of our full day kindergarten programs and we will need to use general fund dollars to continue with these programs. As you have heard from previous testimony full-day kindergarten is making a positive difference in our district in regards to student academic achievement and it has become an expectation of our parents in our school district, therefore, we have no intentions to go back to a half-day program. There are several reasons the state should provide for a full foundation payment for full-day kindergarten, I have listed a few of

these on this written testimony. These reasons, some of which you have already heard, follow and you can read them at your leisure:

- Full-day kindergarten does make a positive difference for students. Research has demonstrated that a student's reading level increases significantly when they have had the experience of full day kindergarten and they are far more ready for first grade than their peers who have not had full day kindergarten.
- North Dakota schools have always been thought of as leading the nation in academic performance. As indicated by the National Assessment of Educational Progress (NAEP), the state is slipping. Full-day kindergarten can help put us back on top.
- Full-day kindergarten is economic development. It demonstrates to potential businesses considering North Dakota as a location, that the state places a high priority on education. Additionally, it will provide for a better work force because North Dakota's citizens will be better educated.
- Full-day kindergarten will assist young working families in North Dakota through reduced childcare costs. This, too, is economic development.

I fully realize that many people come to the legislature with their hands extended asking for more dollars and they usually have good reasons to do so. Obviously, I am no different on this date, but I believe that if funds are appropriated for full day kindergarten it will make a positive difference for some of the youngest people of North Dakota and will strengthen the foundation of our very good public education system. I also realize the governor has proposed providing funds for all-day kindergarten for at-risk students in North Dakota, but shouldn't we be providing equal opportunity to all kids in North Dakota? We don't fund first grade based on the at-risk population, so why just kindergarten? Now is the time for North Dakota to fund full day kindergarten for all public schools in our great state. I ask you to please give SB 2240 a do pass.

I would be most happy to answer any questions that you might have at this time.

SB2240 Testimony Presented on January 24, 2007 in Favor of Full-Day Kindergarten  
Senator Freborg and Members of the Senate Education Committee,

My name is Lynn Goodwill, principal of Minnie H Elementary School in Devils Lake. For the past several years, our status as high poverty elementary schools has enabled us to receive federal grant dollars to fund full-day kindergarten programs. Based on our promising local results, the national research data and the necessity to close the achievement gap prescribed by No Child Left Behind, I am here to say that fully funded full-day kindergarten should be made available to all North Dakota children.

We are seeing great success in our elementary schools associated with extending half-day kindergarten classes to full-days. Prairie View and Sweetwater schools report fall first graders' Gates-MacGinitie (GM) reading scores increased respectively from 44% and 24% at grade level following half-day kindergarten to 69% and 61% after the first year of full-day kindergarten. The trend continues as 66% and 77% of this past fall's beginning first graders tested on grade level or above.

At Minnie H School where full-day kindergarten has been in place for five years, we have similar positive kindergarten results. We are now also able to share the results of a cohort group of fourth graders, our first full-day kindergarten graduates. This year 85% of this group are on or above grade (GM), indicating that with best-researched practices, early gains attributed to full-day kindergarten will continue through the elementary years.

In the past many of our students entered first grade already behind. A strong base of 'early intervention' research states that students are at high risk academically if not reading on grade level by the end of first grade. Thus the K-1 years are often the only hope for catching up. We believe the finding that full day kindergarten is the key to literacy for all children is not overstated. Granted, the extending of our kindergarten day was paired with high quality kindergarten curriculums and research-based teaching practices. The extended day provides time to balance students' developmental and academic needs. Given the required increases in all students' test scores, without the resource of more kindergarten time, crucial developmentally appropriate activities of movement, free choice, music, manipulation of materials, and play would have to be sacrificed to the mandated improvements in academic achievement.

There are vast amounts of evidence, both anecdotal and scientific, in support of full-day everyday kindergarten programs. In newspapers, educational journals, and in school hallways the benefits of extending the kindergarten day are loudly proclaimed. An example is a recent North Dakota Kindergarten Association survey, where over 90% of 143 North Dakota kindergarten teachers favored a full learning day for kindergarteners.

Reputable scientific research reports students in full-day programs consistently progress further academically during the kindergarten year than students in half-day programs. It also points to the lack of any scientific evidence showing detrimental effects of full-day kindergarten in schools with developmentally appropriate programs. A recent national research review by the Education Commission of the States reports no negative outcomes associated with full-day kindergarten. Evidence is cited of positive effects on both short-term and long-term student achievement. Data reflecting reduced numbers of full-day kindergarteners versus half-day kindergarteners repeating elementary school grades is also noted. Similar reduced retention results were presented at a meeting of the American Education Research Association in Washington based on a study of 17,000 full-day kindergarten graduates. There has been some evidence that full-day kindergarten has more dramatic benefits for children from low-income families, but the U.S. Department of Education Early Childhood Longitudinal Study, tracking a nationally representative sample of 8,000 kindergarteners since 1998, has concluded that all children learn more, not only children of poverty. The National Institute for Early Education Research has recently advised that although states still debate how to get it done, full-day kindergarten is better for kids and families than half-day kindergarten.

The demands of No Child Left Behind are such that high quality instruction targeting reading and math skills must occur in kindergarten classrooms. Given these federal achievement mandates, half-day kindergarten equals the deletion of many of the developmentally appropriate practices meeting the unique early learning needs of our five and six year olds. It is only through a full kindergarten day that academic learning can be accelerated for all students, but within structures of high activity, free play, cross-curricular centers, the arts, and oral language development. In order to efficiently provide all students success in core content, a key requirement is adequately funded full-day kindergarten. For the sake of North Dakota's children, I ask you to please pass SB 2240.

Testimony presented by Ms. Maari Hanson on January 24, 2007

Senator Freborg and Members of the Senate Education Committee,

My name is Maari Hanson, the Success For All Reading and Math Facilitator at Minnie H Elementary in Devils Lake. I am also the President of the Devils Lake Education Association. I am presenting this testimony in support of Senate Bill No. 2240. I believe that full-day kindergarten is a must for us to meet the rigorous demands due to No Child Left Behind.

I am here to testify for full-day kindergarten funding because of the great success our school has seen since implementing our full day program five years ago. The data taken from the Gates / MacGinitie Assessment, the Terra Nova CAT Complete Battery, and the North Dakota State Assessment proves our school's success using full-day kindergarten.

- In 1999, 18% our fourth graders, who did not have full-day kindergarten, were at or above grade level in reading according to the Gate/ MacGinitie Assessment
- This year, 85% of our fourth graders were at or above grade level on the same assessment. This group of students was Minnie H's first class in full-day kindergarten.
- As first graders in 2003, 16 out of 17 were Average to Above Average in mathematics according to the National Percentile Scale on the Terra Nova CAT Complete Battery.
- 77% of those same students, during the 2005 -2006 school year, scored Proficient or Advanced in mathematics and 69 % in reading on the North Dakota State Assessment with none at the novice level.

Dynamic Indicators of Basic Early Literacy Skills (DIBELS) is also used in our school district. This assessment is used to provide us with specific knowledge at the kindergarten level on phoneme segmentation, nonsense word fluency, initial sound fluency, and letter name fluency. In 2005 – 2006 Minnie H kindergarteners scored as such

- Beginning of the year: 18% were on Benchmark with 82% at risk
- Middle of the year: 65% were on Benchmark
- End of the year: 81% were on Benchmark

As our data shows, kindergarten students are doing very well at Minnie H's full-day kindergarten program and that success is also carrying over to the older grades. Long gone are the days where kindergarten is seen as primarily social development. For us to meet the demands of No Child Left Behind with all students reading at grade level, the data shows that we must have early

intervention beginning in kindergarten. By supporting the funding for full-day kindergarten you will be helping us to do that at the local level. We must educate all North Dakota kindergarten students for the whole day and every day for us to make a difference.

TESTIMONY IN FAVOR OF FULL DAY KINDERGARTEN  
NORTH DAKOTA SENATE EDUCATION COMMITTEE

January 24, 2007

By Debbie Stromme, Kindergarten Teacher, Devils Lake Public Schools  
662-7626

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Chairperson Freborg and the Senate Education Committee Members:

My name is Debbie Stromme. I have been a kindergarten teacher with Devils Lake Public Schools for twenty-six years and am a Past President of the North Dakota Kindergarten Association. Thank you for this opportunity to address the Senate Education Committee for North Dakota regarding full day kindergarten.

I am here to testify for a full foundation payment for full day, every day kindergarten to begin the 2007-2008 school year. Full day kindergarten for all children each day is important for many reasons:

- Students in a full day, every day program have more time and opportunity to develop language and to explore subjects in depth.
- Teachers are able to provide more individual and small group instruction with the full day program. This is very important as we have such variances in the learners' abilities and exposure to pre-readiness opportunities. Teachers also have more flexibility with the full day program to provide a more individualized learning environment.
- Students involved in the full day program in my classroom have displayed less withdrawal, anxiety, anger, and shyness than students in the half day program. The

students are less rushed to complete tasks and have the opportunity to develop positive relationships with their peers.

- Full day kindergarten has provided me the opportunity to spend more time in teacher-directed instruction and learning centers work with the students.
- With the full day program I have viewed students more capable of independent learning, classroom involvement, and productivity of their work.
- Students involved in the full day program show greater progress in literacy, math, general learning skills, and social skills than those in past years with the half day program.
- The full day program provides students fewer changes in their day. They are able to remain at school, not rushed to another facility such as day care. There are fewer transitions for children which allow them a more relaxed and fulfilling day.
- Students with specific learning or physical concerns are provided more time in the day to experience academic activities as well as specific assistance with their therapies such as physical or speech therapy.
- In the full day program, students with advanced abilities are provided more opportunities for enhanced instruction and challenging, long term projects.
- There are fewer retentions and special education and Title 1 referrals because students have more time to develop their skills in the full day program.

I urge you to fund full day kindergarten for all students. I believe that we have greatly impacted the learning of the students in Devils Lake Public Schools because of the Reading First funding for the full day program. It has been a positive opportunity for the students I serve.

REVISED FINAL 2006-2007 FEDERAL TITLE ALLOCATIONS FOR PUBLIC SCHOOLS (Amounts include private school allocations)

County District #	District	Title I Part A	Title II Part A	Title II Part D	Title IV Part A	Title V Part A	Indirect Cost Rate
50128	Adams 128	36,371.00	30,848.00	796.00	1,371.00	442.00	2.53%
27002	Alexander 2	0.00	10,817.00	368.00	845.00	383.00	0.90%
25014	Anamoose 14	26,857.00	18,689.00	588.00	1,147.00	550.00	4.87%
08039	Apple Creek 39	0.00	3,677.00	0.00	230.00	167.00	0.00%
26009	Ashley 9	44,420.00	31,687.00	973.00	1,944.00	791.00	3.39%
15010	Bakker 10	0.00	5,394.00	0.00	25.00	34.00	10.00%
08029	Baldwin 29	0.00	5,164.00	0.00	80.00	86.00	6.84%
17003	Beach 3	165,368.00	63,306.00	3,289.00	5,418.00	1,454.00	0.67%
17305	Beach Home on the Range	143,524.00	720.00	3,142.00	3,963.00	109.00	0.00%
40007	Belcourt 7	1,863,628.00	419,134.00	40,804.00	57,503.00	7,697.00	3.30%
45013	Belfield 13	73,626.00	32,771.00	1,612.00	3,074.00	862.00	0.81%
51010	Bell 10	23,348.00	10,022.00	511.00	1,325.00	538.00	5.80%
29027	Beulah 27	86,483.00	81,308.00	1,894.00	6,175.00	2,839.00	1.86%
04001	Billings Co 1	49,581.00	20,245.00	1,085.00	1,561.00	428.00	6.24%
48002	Bisbee-Egeland 2	31,164.00	14,877.00	682.00	1,268.00	478.00	4.09%
08001	Bismarck 1	1,942,324.00	963,470.00	42,527.00	107,310.00	44,692.00	2.55%
08301	Bismarck Charles Hall Youth	56,833.00	0.00	1,244.00	1,553.00	45.00	0.00%
08302	Bismarck Pride Manchester Ho	0.00	0.00	0.00	40.00	18.00	0.00%
05001	Botineau 1	176,047.00	89,253.00	3,855.00	8,261.00	2,822.00	1.37%
07014	Bowbells 14	0.00	12,213.00	289.00	751.00	482.00	1.56%
06001	Bowman Rhame	88,928.00	55,452.00	1,947.00	4,756.00	1,995.00	0.92%
07036	Burke Central 36	48,308.00	13,089.00	769.00	1,421.00	526.00	2.36%
16049	Carrington 49	108,730.00	86,506.00	2,381.00	3,155.00	2,555.00	1.75%
34006	Cavalier 6	81,835.00	45,650.00	1,792.00	4,566.00	1,953.00	3.12%
33001	Center-Stanton 1	55,133.00	50,491.00	1,207.00	2,792.00	1,141.00	1.00%
09017	Central Cass 17	98,369.00	57,266.00	1,719.00	6,081.00	3,058.00	1.79%
44032	Central Elem 32	0.00	3,544.00	0.00	20.00	37.00	0.00%
49003	Central Valley 3	33,288.00	35,586.00	729.00	2,300.00	1,026.00	2.41%
32001	Dakota Prairie 1	95,400.00	47,894.00	2,089.00	3,989.00	1,329.00	2.42%
36001	Devils Lake 1	654,312.00	290,194.00	14,326.00	26,502.00	7,857.00	1.80%
45001	Dickinson 1	608,538.00	404,597.00	13,324.00	32,846.00	12,072.00	1.48%
12001	Divide County 1	106,236.00	42,575.00	2,098.00	3,906.00	1,227.00	2.61%
13008	Dodge 8	0.00	8,759.00	429.00	826.00	157.00	6.98%
25057	Drake 57	87,410.00	25,154.00	1,914.00	2,887.00	703.00	3.78%

*Bruce Nelson*

34019	Drayton 19	45,041.00	19,384.00	986.00	1,892.00	681.00	2.74%
40001	Dunseith 1	677,815.00	221,117.00	14,841.00	19,435.00	1,951.00	2.23%
27018	Earl 18	0.00	570.00	0.00	35.00	63.00	4.44%
23003	Edgeley 3	81,596.00	37,221.00	1,787.00	3,365.00	998.00	2.52%
50106	Edinburg 106	23,048.00	19,103.00	505.00	1,293.00	569.00	5.58%
36002	Edmore 2	37,684.00	25,607.00	825.00	1,459.00	533.00	2.13%
53006	Eight Mile 6	80,911.58	26,924.29	1,771.22	3,295.09	945.00	2.45%
19049	Elgin-New Leipzig 49	90,073.00	47,681.00	1,972.00	3,290.00	856.00	3.14%
11040	Ellendale 40	160,747.00	73,010.00	3,520.00	5,828.00	1,543.00	4.98%
18127	Emerado 127	69,916.00	18,354.00	1,531.00	2,123.00	313.00	3.98%
37022	Enderlin 22	84,131.00	40,219.00	1,582.00	3,338.00	1,234.00	2.93%
51019	Eureka 19	0.00	1,853.00	0.00	55.00	43.00	0.00%
39018	Fairmount 18	38,148.00	15,481.00	835.00	1,501.00	450.00	3.49%
09001	Fargo 1	2,511,767.00	1,023,683.00	54,995.00	125,123.00	47,317.00	1.84%
09317	Fargo Dakota Boys Res	33,569.00	0.00	735.00	923.00	27.00	0.00%
09318	Fargo Dakota Boys Youth	0.00	0.00	0.00	40.00	18.00	0.00%
09316	Fargo Luther Hall Res	32,480.00	0.00	711.00	895.00	27.00	0.00%
52025	Fessenden-Bowdon 25	58,546.00	25,440.00	1,282.00	2,506.00	918.00	4.12%
46019	Finley-Sharon 19	45,198.00	25,443.00	990.00	2,150.00	777.00	1.94%
30039	Flasher 39	95,777.00	43,562.00	2,097.00	3,690.00	1,029.00	2.84%
50005	Fordville-Lankin 5	80,603.00	36,101.00	1,765.00	2,779.00	564.00	2.22%
37006	Ft Ransom 6	0.00	1,609.00	0.00	80.00	96.00	3.75%
03030	Ft Totten 30	1,007,493.00	167,624.00	22,059.00	26,818.00	893.00	2.56%
43004	Ft Yates 4	358,514.00	153,298.00	7,850.00	10,704.00	1,476.00	2.86%
24056	Gackle-Streeter 56	47,871.00	27,610.00	1,048.00	1,845.00	630.00	2.14%
28051	Garrison 51	103,164.00	47,876.00	2,259.00	4,316.00	1,410.00	4.19%
30048	Glen Ullin 48	57,451.00	41,242.00	1,258.00	2,678.00	918.00	1.59%
38026	Glenburn 26	61,758.00	31,160.00	1,352.00	3,165.00	1,249.00	4.67%
29020	Golden Valley 20	58,482.00	10,659.00	852.00	1,012.00	349.00	10.00%
42016	Goodrich 16	29,201.00	11,348.00	639.00	1,014.00	371.00	3.70%
50003	Grafton 3	334,223.00	144,937.00	7,318.00	13,473.00	3,834.00	1.86%
18001	Grand Forks 1	2,136,061.00	917,375.00	46,769.00	91,343.00	29,590.00	1.71%
18300	Grand Forks Centre Inc.	0.00	0.00	0.00	25.00	15.00	0.00%
18304	Grand Forks Prairie Harvest	0.00	0.00	0.00	45.00	18.00	0.00%
18301	Grand Forks Ruth Meiers Res	0.00	0.00	0.00	45.00	19.00	0.00%
53099	Grenora 99	0.00	11,699.00	228.00	453.00	412.00	2.07%
20018	Griggs County Central 18	112,542.00	47,177.00	2,464.00	4,579.00	1,394.00	1.09%

13019	Halliday 19	46,202.00	13,336.00	1,012.00	1,359.00	239.00	2.14%
39008	Hankinson 8	59,580.00	33,063.00	1,304.00	3,060.00	1,247.00	2.25%
52038	Harvey 38	86,339.00	66,579.00	1,890.00	4,756.00	1,831.00	0.86%
49007	Hatton 7	48,631.00	26,579.00	1,065.00	2,420.00	945.00	3.24%
15006	Hazelton-Moffit-Braddock 6	36,771.00	23,560.00	805.00	1,793.00	756.00	1.27%
29003	Hazen 3	35,539.00	36,449.00	778.00	4,098.00	2,421.00	4.09%
30013	Hebron 13	72,142.00	41,117.00	1,580.00	2,682.00	833.00	3.46%
01013	Hettinger 13	85,843.00	51,362.00	1,880.00	4,058.00	1,473.00	0.99%
49009	Hillsboro 9	80,004.00	41,182.00	1,752.00	4,220.00	1,580.00	1.74%
46010	Hope 10	17,696.00	14,848.00	387.00	1,168.00	646.00	3.92%
27032	Horse Creek 32	0.00	867.00	0.00	30.00	54.00	7.67%
47001	Jamestown 1	572,981.00	292,682.00	12,545.00	27,612.00	10,077.00	1.99%
51028	Kenmare 28	74,210.00	44,081.00	1,625.00	3,303.00	1,238.00	1.54%
47019	Kensal 19	25,720.00	9,292.00	563.00	952.00	402.00	8.64%
13016	Killdeer 16	64,242.00	39,908.00	1,407.00	3,706.00	1,634.00	2.11%
09002	Kindred 2	30,693.00	65,599.00	672.00	4,193.00	2,479.00	0.81%
23007	Kulm 7	44,204.00	24,280.00	968.00	1,826.00	669.00	2.83%
32066	Lakota 66	42,510.00	33,164.00	931.00	2,208.00	1,042.00	1.92%
23008	LaMoure 8	107,791.00	43,025.00	2,360.00	4,606.00	1,397.00	2.79%
10023	Langdon Area 23	117,713.00	77,878.00	2,577.00	5,728.00	2,216.00	1.89%
18044	Larimore 44	93,328.00	61,640.00	2,043.00	5,232.00	2,051.00	1.51%
03006	Leeds 6	50,260.00	22,255.00	1,100.00	2,268.00	828.00	3.09%
51161	Lewis & Clark 161	81,866.00	56,150.00	1,792.00	4,128.00	1,628.00	2.88%
39028	Lidgenwood 28	62,294.00	38,438.00	1,364.00	2,788.00	759.00	2.15%
15036	Linton 36	116,140.00	45,649.00	2,380.00	4,580.00	1,421.00	2.10%
37019	Lisbon 19	69,419.00	48,505.00	1,520.00	4,959.00	2,371.00	2.82%
02046	Litchville-Marion 46	95,850.00	40,632.00	1,356.00	2,620.00	864.00	3.30%
30004	Little Heart 4	0.00	2,950.00	0.00	115.00	146.00	0.00%
17006	Lone Tree 6	0.00	8,181.00	331.00	634.00	326.00	0.00%
03009	Maddock 9	49,665.00	39,753.00	1,087.00	2,241.00	924.00	3.00%
30001	Mandan 1	738,168.00	366,343.00	16,162.00	35,517.00	13,247.00	2.07%
30301	Mandan Charles Hall Youth	0.00	0.00	0.00	15.00	5.00	0.00%
27036	Mandaree 36	204,820.00	67,554.00	4,484.00	6,276.00	1,063.00	3.94%
08045	Manning 45	0.00	3,541.00	0.00	20.00	15.00	0.00%
18125	Manvel 125	31,289.00	20,390.00	685.00	1,486.00	583.00	4.43%
09004	Maple Valley 4	69,627.00	29,468.00	1,524.00	3,241.00	1,145.00	1.38%
09007	Mapleton 7	0.00	31,752.00	435.00	976.00	284.00	0.00%

TITLE 1

TITLE 11A

T.HEN

T.HEN VA

44012	Mammoth 12	0.00	1,456.00	0.00	45.00	75.00	5.80%
28050	Max 50	56,102.00	22,893.00	1,228.00	2,339.00	766.00	2.15%
49014	May-Port CG 14	92,131.00	66,343.00	2,017.00	5,570.00	2,236.00	2.09%
42019	McClusky 19	38,285.00	20,412.00	838.00	1,525.00	574.00	3.19%
27001	McKenzie Co 1	107,768.00	96,422.00	2,360.00	5,979.00	2,375.00	2.20%
47003	Medina 3	71,472.00	37,371.00	1,565.00	2,694.00	774.00	1.91%
08033	Menoken 33	0.00	1,933.00	0.00	60.00	81.00	9.33%
20007	Midkota 7	59,024.00	34,333.00	1,292.00	2,337.00	757.00	0.82%
18128	Midway 128	108,122.00	33,873.00	2,367.00	4,318.00	1,097.00	3.08%
41002	Minnor 2	54,569.00	33,785.00	1,195.00	3,014.00	1,123.00	3.71%
03005	Minnewaukan 5	131,254.00	29,911.00	2,874.00	4,225.00	978.00	0.94%
51001	Minot 1	1,814,816.00	844,273.00	39,735.00	80,651.00	27,640.00	0.64%
51300	Minot Oppen Home	0.00	0.00	0.00	25.00	15.00	0.00%
50020	Minto 20	43,780.00	33,498.00	959.00	2,246.00	906.00	0.94%
38001	Monah-Lansford-Sherwood 1	110,014.00	54,873.00	2,409.00	4,688.00	1,480.00	3.74%
28001	Montefiore 1	39,228.00	23,797.00	859.00	2,213.00	889.00	2.96%
47014	Montpelier 14	0.00	14,693.00	743.00	1,564.00	506.00	3.09%
21001	Mott-Regent 1	83,529.00	44,815.00	1,829.00	3,688.00	1,163.00	1.76%
40004	Mt Pleasant 4	139,258.00	49,294.00	3,049.00	5,175.00	1,149.00	4.94%
10019	Munich 19	25,703.00	14,949.00	563.00	1,216.00	597.00	3.26%
24002	Napoleon 2	71,719.00	40,951.00	1,570.00	3,143.00	1,074.00	2.11%
50051	Nash 51	0.00	4,134.00	0.00	70.00	53.00	4.12%
08025	Naughton 25	0.00	479.00	0.00	50.00	73.00	0.00%
51004	Nedrose 4	81,921.00	34,293.00	1,794.00	3,305.00	953.00	3.75%
53002	Nesson 2	38,698.00	30,250.00	847.00	1,920.00	754.00	1.54%
53008	New 6	63,574.00	40,546.00	1,392.00	2,845.00	965.00	6.45%
21009	New England 9	51,648.00	33,742.00	1,131.00	2,141.00	865.00	2.26%
14001	New Rockford Sheyenne	152,062.00	64,035.00	3,329.00	6,269.00	2,059.00	1.99%
30007	New Salem 7	114,296.00	53,230.00	2,201.00	4,330.00	1,407.00	1.98%
31001	New Town 1	494,971.00	135,419.00	10,837.00	16,231.00	3,133.00	2.60%
05054	Newburg-United 54	28,498.00	19,236.00	624.00	1,142.00	495.00	4.23%
34100	North Border 100	119,936.00	67,420.00	2,626.00	2,348.00	1,919.00	3.35%
48028	North Central Rock Lake 28	38,923.00	23,174.00	852.00	1,460.00	486.00	4.30%
02065	North Central Rogers 65	77,304.00	50,315.00	1,693.00	2,869.00	749.00	1.67%
41003	North Sargent 3	25,169.00	16,813.00	551.00	1,798.00	835.00	1.41%
09097	Northern Cass 97	75,771.00	32,617.00	1,659.00	4,564.00	1,843.00	2.30%
18129	Northwood 129	53,362.00	27,758.00	1,168.00	3,044.00	1,205.00	4.35%

11041	Oakes 41	67,226.00	46,369.00	1,472.00	4,376.00	1,954.00	3.11%
03016	Oberon 16	43,108.00	11,282.00	944.00	1,338.00	304.00	1.15%
09080	Page 80	18,609.00	9,010.00	407.00	1,042.00	534.00	1.24%
50078	Park River 78	104,328.00	44,348.00	2,284.00	4,778.00	1,574.00	0.95%
31003	Parshall 3	149,960.00	59,119.00	3,283.00	5,511.00	1,229.00	3.24%
22011	Petibone-Tuttle 11	0.00	6,640.00	262.00	406.00	73.00	2.97%
47010	Pingree-Buchanan 10	42,638.00	18,803.00	934.00	1,897.00	808.00	3.67%
52035	Pleasant Valley 35	0.00	5,245.00	0.00	75.00	121.00	0.00%
07027	Powers Lake 27	22,994.00	16,845.00	503.00	1,181.00	571.00	3.95%
45034	Richardton-Taylor 34	96,698.00	41,445.00	2,117.00	3,905.00	1,220.00	3.28%
39044	Richland 44	51,151.00	29,951.00	1,120.00	2,911.00	1,255.00	3.21%
22014	Robinson 14	0.00	6,787.00	335.00	463.00	83.00	3.95%
40029	Rolette 29	89,299.00	39,016.00	1,955.00	3,307.00	815.00	3.09%
19018	Roosevelt 18	89,148.00	34,730.00	1,952.00	3,221.00	834.00	5.60%
35005	Rugby 5	136,541.00	93,428.00	2,990.00	6,968.00	2,481.00	1.51%
41006	Sargent Central 6	59,808.87	26,256.78	1,309.77	2,901.69	1,230.00	2.51%
51016	Sawyer 16	34,173.00	17,640.00	748.00	1,466.00	551.00	2.74%
06033	Scranton 33	44,010.00	22,963.00	964.00	2,054.00	785.00	1.57%
43008	Seifridge 8	100,178.00	24,500.00	2,193.00	2,783.00	360.00	6.15%
37002	Sheldon 2	0.00	5,919.00	260.00	440.00	151.00	9.75%
30008	Sims 8	0.00	15,223.00	302.00	481.00	167.00	0.00%
43003	Solen 3	201,037.00	80,769.00	4,402.00	6,454.00	763.00	3.86%
45009	South Heart 9	67,625.00	34,323.00	1,481.00	3,190.00	997.00	0.99%
51070	South Prairie 70	50,917.00	21,815.00	1,115.00	2,022.00	582.00	5.80%
48008	Southern 8	42,036.00	30,914.00	920.00	2,217.00	878.00	3.05%
47026	Splitwood 26	0.00	4,726.00	0.00	75.00	128.00	5.21%
40003	St John 3	294,056.00	71,170.00	6,438.00	9,027.00	1,431.00	2.70%
34043	St Thomas 43	44,286.00	12,078.00	970.00	1,731.00	446.00	1.71%
31002	Stanley 2	70,057.00	55,885.00	1,534.00	3,438.00	1,481.00	2.20%
36044	Starkweather 44	20,745.00	12,269.00	454.00	1,001.00	570.00	3.83%
22026	Steele-Dawson 26	112,896.00	32,610.00	1,727.00	3,508.00	1,303.00	2.55%
08035	Sterling 35	0.00	2,602.00	163.00	389.00	234.00	3.64%
15015	Strasburg 15	83,736.00	30,300.00	1,833.00	3,189.00	853.00	4.05%
51041	Surrey 41	51,479.00	39,340.00	1,127.00	3,217.00	1,318.00	1.78%
30017	Sweet Briar 17	0.00	7,490.00	0.00	45.00	61.00	0.00%
22028	Tappen 28	59,440.00	19,120.00	1,301.00	2,086.00	567.00	3.53%
25060	TGU 60	169,650.00	73,324.00	3,714.00	6,202.00	1,655.00	3.32%

18061	Thompson 61	15,643.00	34,944.00	342.00	2,442.00	1,501.00	3.38%
53015	Tioga 15	41,287.00	29,790.00	904.00	2,331.00	1,048.00	0.93%
28072	Turtle Lake-Mercer 72	44,546.00	22,864.00	975.00	2,050.00	860.00	2.95%
22020	Tuttle-Pettibone 20	0.00	13,212.00	483.00	742.00	258.00	4.33%
13037	Twin Buttes 37	69,467.00	13,182.00	1,521.00	1,965.00	244.00	3.99%
28008	Underwood 8	53,149.00	29,384.00	1,164.00	2,503.00	813.00	1.85%
51007	United 7	92,685.00	64,418.00	2,029.00	5,198.00	2,164.00	2.92%
34012	Valley 12	41,907.00	16,966.00	918.00	1,837.00	617.00	3.33%
02002	Valley City 2	232,030.00	120,406.00	5,080.00	12,232.00	4,640.00	2.31%
25001	Veiva 1	75,178.00	60,970.00	1,846.00	4,073.00	1,730.00	1.41%
39037	Wanpeton 37	245,577.00	150,066.00	5,377.00	14,188.00	5,605.00	2.18%
03029	Warwick 29	267,619.00	64,248.00	5,859.00	7,770.00	916.00	2.51%
28004	Washburn 4	30,492.00	26,061.00	668.00	2,256.00	1,136.00	2.00%
09006	West Fargo 6	781,511.00	360,297.00	17,111.00	47,341.00	21,394.00	1.67%
05017	Westhope 17	29,031.00	15,040.00	635.00	1,395.00	622.00	4.06%
28085	White Shield 85	193,386.00	51,192.00	4,234.00	5,599.00	676.00	0.23%
53001	Williston 1	574,977.22	310,016.00	11,881.00	26,924.00	9,437.00	2.03%
53300	Williston Eckert Youth	0.00	0.00	0.00	60.00	20.00	0.00%
02082	Wimbledon-Courtenay 82	32,625.00	20,044.00	714.00	1,565.00	720.00	2.46%
08028	Wing 28	52,227.00	21,003.00	808.00	1,406.00	569.00	3.77%
26019	Wishek 19	57,167.00	32,595.00	1,252.00	2,835.00	1,103.00	2.37%
35001	Wolford 1	22,838.00	12,586.00	500.00	869.00	390.00	3.62%
39042	Wyndmere 42	46,224.00	28,950.00	1,012.00	2,358.00	997.00	3.66%
27014	Yellowstone 14	0.00	11,619.63	339.57	733.59	294.00	4.60%
26004	Zeeland 4	44,523.00	18,194.00	974.00	1,513.00	394.00	4.93%

TESTIMONY FROM BOB TOSO, SUPERINTENDENT OF SCHOOLS IN  
JAMESTOWN, IN SUPPORT OF ALL DAY, EVERY DAY KINDERGARTEN

SENATE EDUCATION COMMITTEE, JANUARY 24, 2007

Good morning members of the Senate Education Committee. My name is Bob Toso and I am currently the Superintendent at Jamestown Public Schools. I have brought a small group with me here today to discuss All Day, Every Day Kindergarten. Two years ago, as a result of our district securing a Reading First grant, we were able to add All-Day, Every Day Kindergarten. We also use local tax dollars as funding. At the conclusion of the 2007-08 school year, our grant will be gone, and we are very concerned about how we are going to continue to fund this very valuable program. With me today, I have a principal who is going to give you some data about what All Day Every Day Kindergarten has meant to student achievement in our district. We have a teacher who is going to talk about what happens in the classroom and why students coming to us now are not as ready to learn as they have been in the past, and we have two parents who are going to talk about what All Day Every Day Kindergarten meant to their children and to them as parents.

One thought that I would like to leave you with concerns the benefits of All Day Every Day Kindergarten. Senior Vice President of our Federal Reserve Bank in Minneapolis, Arthur J. Rolnick, advises us that an investment in early childhood will offer a return of 16% up front or a 12% return when adjusted for inflation. I suggest that if we were looking for an investment strategy with a broker we would jump at that kind of a return, especially if it were being suggested by a person with the background of Mr. Rolnick.

If there are no questions of me, I will turn the podium over to Mr. Dave Saxberg, an elementary principal in Jamestown who is going to share some statistics about what the program has meant for our students.

**An investment that brings back huge dividends!**

What investment tips have you heard recently? I remember the television ad that was put out by a major national stockbroker in which everyone in the restaurant stopped talking and tried to listen to the advice.

This investment advice comes from the Senior Vice President of our Federal Reserve Bank in Minneapolis, Arthur J. Rolnick. The keynote speaker recently in Fargo at Marketplace, he talked about an investment strategy that would provide a 16% public and private return. Adjusted for inflation it would be a 12% return on the investment. That is a pretty good return on investment in anyone's book. What is nice about this investment advice is that it comes from someone who has a doctorate in economics. He has done the research to make sure the advice is sound.

"The best economic strategy-is an investment in early Childhood", Arthur J. Rolnick. For every dollar invested in early childhood education there is a return of 12 dollars. A return, which in the private sector would cause a venture capital stampede to invest.

Some of the research can be found on the web under Federal Reserve Bank of Minneapolis- Early Childhood and First Steps. The site contains research that has looked at the investment made in early childhood over a twenty year time period. Investment in a child's development especially in the first six years can provide a multitude of results including better health, cognitive skills and success in school, lower school remediation, better achievement, and higher earning power as an adult. The investment also means less crime and delinquency, and less reliance on public assistance.

The return on investment is thus to the general public in lower assistance costs, less remediation costs and lower criminal justice costs.

The information is pertinent to considerations by North Dakota's legislature as to whether to fund full day kindergarten and other early childhood educational programs. Many schools across North Dakota have worked hard to put in place full day kindergarten programs without state assistance. Those that have put the full day programs in place are already seeing very good results in student achievement and reading levels.

It is certainly time for our State Legislature to seriously consider the return on investment of from 12 to 16 percent that such an investment can make to our economy of our state.



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## fedgazette

March 2003

### Early Childhood Development: Economic Development with a High Public Return

**Art Roinick**

Senior Vice President and Director of Research  
and **Rob Grunewald**  
Regional Economic Analyst

Early childhood development programs are rarely portrayed as economic development initiatives, and we think that is a mistake. Such programs, if they appear at all, are at the bottom of the economic development lists for state and local governments. They should be at the top. Most of the numerous projects and initiatives that state and local governments fund in the name of creating new private businesses and new jobs result in few public benefits. In contrast, studies find that well-focused investments in early childhood development yield high public as well as private returns.

#### Why the case for publicly subsidizing private businesses is flawed and misguided

Over the last few years, the future of Minnesota's economy has been called into question. The resulting debate illustrates how little is understood about the fundamentals that underlie economic development. While many recognize the success of the Minnesota economy in the past, they see a weakening in the foundations of that success. Some point to the decline in corporate headquarters located in Minnesota. Some point to the lack of funding for new startup companies, particularly in the areas of high-tech and biotech. Some point to the possible loss of professional sports teams. Some think the University of Minnesota is not visible enough in the business community. And still others raise the broader concern that Minnesota's citizens and policymakers have become too complacent and unwilling to make the public commitment to be competitive in a global economy.

Those who raise these concerns conclude that Minnesota and local governments need to take a more active role in promoting our economy. Often that implies that the state or local governments subsidize private activities that the market is not funding. Proponents of this view argue that without such subsidies, either well-deserving businesses will not get funded or other states will lure our businesses to greener pastures.

State and local subsidies to private businesses are not new. In the name of economic development and creating new jobs, Minnesota, and virtually every other state in the union, has a long history of subsidizing private businesses. We have argued in previous studies that the case for these subsidies is short-sighted and fundamentally flawed.<sup>1</sup> From a national perspective, jobs are not created—they are only relocated. From a state and local perspective, the economic gains are suspect because many would have been realized without the subsidies. In summary, what often passes for economic development and sound public investment is neither.

#### If subsidizing private businesses is the wrong way to promote Minnesota's economy, then what is the right way?

To answer this question, we need to understand that unfettered markets generally allocate scarce resources to their most productive use. Consequently, governments should only intervene in markets when they fail.

Market failures can occur for a variety of reasons; two well-documented failures are goods that have external effects or public attributes. Unfettered markets will generally produce the wrong amount of such goods. Education has long been recognized as a good that has external effects and public attributes. Without public support, the market will yield too few educated workers and too little basic research. This problem has long been understood in the United States and it is why our government, at all levels, has supported public funding for education. (According to the Organisation for Economic Cooperation and Development, for example, the United States in 1999 ranked high on public funding of higher education.<sup>2</sup>) Nevertheless, recent studies suggest that

one critical form of education, early childhood development, or ECD, is grossly underfunded. However, if properly funded and managed, investment in ECD yields an extraordinary return, far exceeding the return on most investments, private or public.

A convincing economic case for publicly subsidizing education has been around for years and is well supported. The economic case for investing in ECD is more recent and deserves more attention.

Public funding of education has deep roots in U.S. history. John Adams, the author of the oldest functioning written constitution in the world, the constitution of the Commonwealth of Massachusetts, 1779, declared in that document that a fundamental duty of government is to provide for education.<sup>3</sup> Publicly funded schools have been educating children in the United States ever since. Today over 85 percent of U.S. children are educated in publicly funded schools. John Adams argued for public funding of education because he realized the importance of educated voters to the well-being of a democracy. We suspect that he also understood the economic benefits that flow to the general public.

Investment in human capital breeds economic success not only for those being educated, but also for the overall economy. Clearly today, the market return to education is sending a strong signal. Prior to 1983, the wages of a worker with an undergraduate degree exceeded a worker with a high school degree by roughly 40 percent. Currently, that difference is close to 60 percent. The wage premium for an advanced degree has grown even more. Prior to 1985, the wages of a worker with a graduate degree exceeded those of a worker with a high school degree by roughly 60 percent. Today, that difference is over 100 percent.

Minnesota represents a good example of the economic benefits that flow from education. Evidence is clear that our state has one of the most successful economies in the country because it has one of the most educated workforces. In 2000, almost a third of persons 25 and older in Minnesota held at least a bachelor's degree, the sixth highest state in the nation. To ensure the future success of Minnesota's economy, we must continue to provide a highly educated workforce.

### **The economic case for public funding of early childhood development**

Knowing that we need a highly educated workforce, however, does not tell us where to invest limited public resources. Policymakers must identify the educational investments that yield the highest public returns. Here the literature is clear: Dollars invested in ECD yield extraordinary public returns.

The quality of life for a child and the contributions the child makes to society as an adult can be traced back to the first few years of life. From birth until about 5 years old a child undergoes tremendous growth and change. If this period of life includes support for growth in cognition, language, motor skills, adaptive skills and social-emotional functioning, the child is more likely to succeed in school and later contribute to society.<sup>4</sup>

However, without support during these early years, a child is more likely to drop out of school, receive welfare benefits and commit crime.

A well-managed and well-funded early childhood development program, or ECDP, provides such support. Current ECDPs include home visits as well as center-based programs to supplement and enhance the ability of parents to provide a solid foundation for their children. Some have been initiated on a large scale, such as federally funded Head Start, while other small-scale model programs have been implemented locally, sometimes with relatively high levels of funding per participant.

The question we address is whether the current funding of ECDPs is high enough. We make the case that it is not, and that the benefits achieved from ECDPs far exceed their costs. Indeed, we find that the return to ECDPs far exceeds the return on most projects that are currently funded as economic development.

Many of the initial studies of ECDPs found little improvement; in particular, they found only short-term improvements in cognitive test scores. Often children in early childhood programs would post improvements in IQ relative to nonparticipants, only to see the IQs of nonparticipants catch up within a few years.<sup>5</sup>

However, later studies found more long-term effects of ECDPs. One often-cited research project is the High/Scope study of the Perry Preschool in Ypsilanti, Mich., which demonstrates that the returns available to an investment in a high-quality ECDP are significant. During the 1960s the Perry School program provided a daily 2 ½-hour classroom session for 3- to 4-year-old children on weekday mornings and a 1 ½-hour home visit to each mother and child on weekday afternoons. Teachers were certified to teach in elementary, early childhood and

special education, and were paid 10 percent above the local public school district's standard pay scale. During the annual 30-week program, about one teacher was on staff for every six children.<sup>6</sup>

Beginning in 1962, researchers tracked the performance of children from low-income black families who completed the Perry School program and compared the results to a control group of children who did not participate. The research project provided reliable longitudinal data on participants and members of the control group. At age 27, 117 of the original 123 subjects were located and interviewed.<sup>7</sup>

The results of the research were significant despite the fact that, as in several other studies, program participants lost their advantage in IQ scores over nonparticipants within a few years after completing the program. Therefore a significant contribution to the program's success likely derived from growth in noncognitive areas involving social-emotional functioning. During elementary and secondary school, Perry School participants were less likely to be placed in a special education program and had a significantly higher average achievement score at age 14 than nonparticipants. Over 65 percent of program participants graduated from regular high school compared with 45 percent of nonparticipants. At age 27, four times as many program participants as nonparticipants earned \$2,000 or more per month. And only one-fifth as many program participants as nonparticipants were arrested five or more times by age 27.<sup>8</sup>

Other studies of ECDPs, while not solely focused on 3- to 4-year-old children, also show improvements in scholastic achievement and less crime. For example, the Syracuse Preschool Program provided support for disadvantaged children from prenatal care through age 5. Ten years later problems with probation and criminal offenses were 70 percent less among participants compared with a control group.<sup>9</sup>

As the result of the Abecedarian Project in North Carolina, which provided children from low-income families a full-time, high-quality educational experience from infancy through age 5, academic achievement in both reading and math was higher for program participants relative to nonparticipants into young adulthood. Furthermore, participants had fewer incidences of grade retention and special education placements by age 15.<sup>10</sup>

The High/Scope study conducted a benefit-cost analysis by converting the benefits and costs found in the study into monetary values in constant 1992 dollars discounted annually at 3 percent. The researchers found that for every dollar invested in the program during the early 1960s, over \$8 in benefits were returned to the program participants and society as a whole (see [Table 1A](#)).

While 8-to-1 is an impressive benefit-to-cost ratio, policymakers should place this result in context with returns from other economic development projects. Perhaps another project can boast a higher benefit-to-cost ratio. Unfortunately, well-grounded benefit-to-cost ratios are seldom computed for public projects. However, an alternative measure—the internal rate of return—can be used to more easily compare the public, as well as private, return to investments. (The internal rate of return is the interest rate received for an investment consisting of payments and revenue that occur at regular periods.)

To calculate the internal rate of return for the Perry School program, we estimated the time periods in which costs and benefits in constant dollars were paid or received by program participants and society (see [Table 1B](#)). We estimate the real internal rate of return for the Perry School program at 16 percent. "Real" indicates that the rate of return is adjusted for inflation.

While program participants directly benefited from their increase in after-tax earnings and fringe benefits, these benefits were smaller than those gained by the general public. Based on present value estimates, about 80 percent of the benefits went to the general public (students were less disruptive in class and went on to commit fewer crimes), yielding over a 12 percent internal rate of return for society in general. Compared with other public investments, and even those in the private sector, an ECDP seems like a good buy. This analysis suggests that early childhood development is underfunded; otherwise, the internal rate of return on an ECDP would be comparable to other public investments.

As with virtually all studies, there are caveats to the High/Scope findings. On the one hand, the High/Scope study may overstate the results we could achieve today. Problems facing children 30 years ago were different from the problems facing children today. Single parenthood, parental drug use, neighborhood crime are higher in many areas of the country than they were 30 years ago. Therefore, the rate of return of an ECDP today may be lower than the Perry School program.

Furthermore, in reviewing our method of calculating the internal rate of return, one could argue that some of the payments and revenue streams assigned should have started or ended in different years, or that assigning an even distribution distorts the actual payments and revenue made. Nevertheless, we find that the final result

holds, even when payments and revenue are adjusted to a more conservative distribution.

On the other hand, the High/Scope study may understate the results we could achieve today. First, the High/Scope study doesn't measure positive effects on children born to participant families after the study period. The knowledge gained by parents participating in the program likely transferred to their younger children. Second, the study may further understate the effects because it doesn't take into account effects on future generations. With increased education and earnings, participants' children would be less likely to commit crime and more likely to achieve higher levels of education and income than if their parents hadn't attended the Perry School program. A chain of poverty may have been broken.

The returns to ECDPs are especially high when placed next to other spending by governments made in the name of economic development. Yet ECD is rarely considered as an economic development measure.

For example, tax increment financing and other subsidies have recently been used to locate a discount retail store and an entertainment center in downtown Minneapolis, and to relocate a major corporate headquarters to suburban Richfield and a computer software firm to downtown St. Paul. Can any of these projects, which combined represent an estimated quarter of a billion dollars in public subsidies, stand up to a 12 percent public return on investment? From the state's point of view, if the subsidy is simply moving businesses within the state, the public return is zero. If the subsidy is required for the business to survive, the risk-adjusted public return is not merely small but could be negative.

As our lawmakers review proposals to build or improve the state's major professional sports stadiums, let's not make the same mistake. The various proposals to build new baseball and football stadiums and improve the current basketball stadium total over \$1 billion. Can new stadiums offer a comparable public return on investment as an ECDP? How does a new stadium reduce crime, increase earnings and potentially break a chain of poverty? We propose that this \$1 billion plus be invested in a project with a much higher public return.

### **Proposal: Minnesota Foundation for Early Childhood Development**

Our proposal—to create a foundation for early childhood development in Minnesota—isn't born in a vacuum. For several years the state of Minnesota has sponsored initiatives to help prepare children for kindergarten, specifically, Early Childhood Family Education, or ECFE, School Readiness and state-funded Head Start programs. These programs often work together in supporting early childhood development.

ECFE provides support to parents and their children from birth until kindergarten enrollment to promote the healthy growth and development of children. The program offers classes for parents and children, and provides optional home visits. About \$20 million in state aid was allocated to ECFE in 2001, which supported programs for more than 300,000 parents and children.<sup>11</sup>

Between the ages of 3 ½ to 5 years, children can participate in School Readiness programs that provide a wide array of pre-kindergarten activities for children in collaboration with other early childhood and community programs. Funding for School Readiness was about \$10 million in 2001 and reached 43,030 children.<sup>12</sup>

The state of Minnesota also allocated almost \$19 million to supplement federal funding (\$59 million) for Head Start programs in 2000, with about 13,300 children and their families participating in comprehensive education, health and social services. However, according to a state report, only 45 percent of eligible children and their families received Head Start services. Some of these eligible children between the ages of 3 ½ to 5 years who didn't receive help from Head Start participated in School Readiness programs.<sup>13</sup> However, it is unlikely that participation of high-needs children in a lower cost, less comprehensive program demonstrated the returns available in a part- to full-day, long-term program.

We propose that the Minnesota state government create the Minnesota Foundation for Early Childhood Development to fill the gap between the funds currently available for ECFE, School Readiness and Head Start and the amount necessary to fully fund a high-quality program for all 3- and 4-year-old children living in poverty in Minnesota. A one-time \$1.5 billion outlay would create an endowment that could support ECDPs on an annual basis. The foundation would receive donations from government, private foundations, individuals and businesses. With the foundation's funds invested in corporate AAA bonds, earning about 7 percent per year, we estimate that the \$105 million in annual earnings would cover the yearly costs required to fully fund comprehensive, high-quality ECDPs for all children from low-income families in Minnesota (see [Table 2](#)).

The Minnesota Foundation for Early Childhood Development would provide funding for well-supported and highly effective ECDPs, whether supplementing funds for an existing Head Start center or helping start a new program. The Foundation would provide additional resources to enhance existing programs, such as boost teacher qualification and compensation, reduce teacher-student ratios and expand curriculum resources. Furthermore, the Foundation would provide startup funds for new ECDPs to help reach all eligible children.

We contend that funding for ECDPs should reach the level of model program status, such as the Perry School program, since this is the level at which high returns have been demonstrated. Well-funded ECDPs would ensure that all teachers have a degree in early childhood education and are paid at a level that keeps turnover to a minimum. Furthermore, ECDPs would maintain low student-to-teacher ratios and use high-quality curriculum materials. Funds should also be allocated for research to track the improvement of participating children and identify where additional support may be needed. Participation in these programs should be voluntary, but incentives may be provided for families to participate. ECDPs should work effectively with parents and include them in the education process with their children.

## Conclusion

The conventional view of economic development typically includes company headquarters, office towers, entertainment centers, and professional sports stadiums and arenas. In this paper, we have argued that in the future any proposed economic development list should have early childhood development at the top. The return on investment from early childhood development is extraordinary, resulting in better working public schools, more educated workers and less crime. A \$1.5 billion investment to create the Minnesota Foundation for Early Childhood Development would go a long way toward ensuring that children from low-income families are ready to learn by the time they reach kindergarten.

Granted that in today's tight fiscal environment, \$1.5 billion is a particularly large sum, which may mean we can't fully fund the program immediately. But we should be able to fully fund the endowment over the next five years. After measuring the public impact on the quality of life that such a foundation can provide, the costs of not making such an investment are just too great to ignore.

## Endnotes

<sup>1</sup> Melvin Burstein & Arthur Rolnick, "Congress Should End the Economic War Among the States: Federal Reserve Bank of Minneapolis Annual Report Essay," *The Region* 9, no. 1 (March 1995), 3-4.

<sup>2</sup> "The Ruin of Britain's Universities," *The Economist* 365, No. 8299 (16 Nov. 2002), 51.

<sup>3</sup> David McCullough, *John Adams* (New York: Simon & Schuster, 2001), 222-225.

<sup>4</sup> Martha Farrell Erickson & Karen Kurz-Riemer, *Infants, Toddlers and Families: A Framework for Support and Intervention* (New York: The Guilford Press, 1999), 19.

<sup>5</sup> Dale C. Farran, "Another Decade of Intervention for Children Who Are Low Income or Disabled: What Do We Know Now?" in *Handbook of Early Childhood Intervention*, ed. Jack P. Shonkoff and Samuel J. Meisels (Cambridge University Press, 2000), 511-512.

<sup>6</sup> Lawrence J. Schweinhart, *Significant Benefits: The High/Scope Perry Preschool Study Through Age 27* (Ypsilanti, Michigan: High/Scope Press, 1993), 32.

<sup>7</sup> Dale C. Farran, "Another Decade of Intervention for Children Who Are Low Income or Disabled: What Do We Know Now?" in *Handbook of Early Childhood Intervention*, ed. Jack P. Shonkoff and Samuel J. Meisels (Cambridge University Press, 2000), 516.

<sup>8</sup> Lawrence J. Schweinhart, *Significant Benefits: The High/Scope Perry Preschool Study Through Age 27* (Ypsilanti, Michigan: High/Scope Press, 1993), xv, 55.

<sup>9</sup> James J. Heckman and Pedro Carneiro, "Human Capital Policy," working paper, University of Chicago, August 2002.

<sup>10</sup> Dale C. Farran, "Another Decade of Intervention for Children Who Are Low Income or Disabled: What Do We

Know Now?" in *Handbook of Early Childhood Intervention*, ed. Jack P. Shonkoff and Samuel J. Meisels (Cambridge University Press, 2000), 513-515.

<sup>11</sup> *Early Childhood and Family Support*, Minnesota Department of Education Early Learning Services [cited December 2002].

<sup>12</sup> *Ibid.*

<sup>13</sup> *Ibid.*

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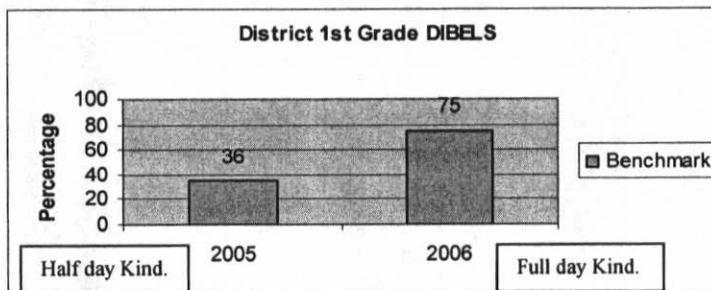
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January 23, 2007

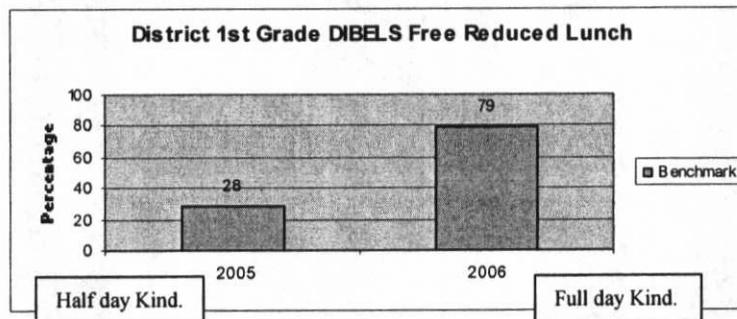
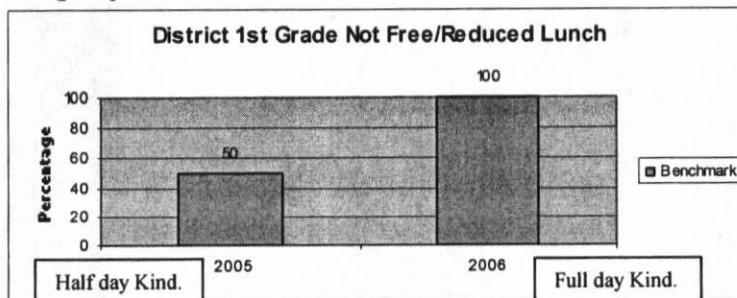
TO: Senate Education Committee

RE: Testimony in Support of All Day/Every Day Full Week Kindergarten

Good morning members of the Senate Education Committee. Jamestown Public Schools is currently in the 2<sup>nd</sup> full year of all day/every day kindergarten. In addition to the observations of the children in the classroom, at school and feedback from parents and teachers verifying its success, I have test data that I would like to share with you that shows our students' growth in literacy achievement after attending all day/every day kindergarten. The test, DIBELS (Dynamic Indicator of Early Literacy Skills) was administered to students in September. The first graph below compares the results of our 2005 1<sup>st</sup> grade students to our 2006 1<sup>st</sup> grade students. 36% of the 2005 1<sup>st</sup> graders who had ½ day/every day kindergarten were at benchmark on the test compared to 75% of the 2006 1<sup>st</sup> graders who had all day/every day kindergarten. This means that 39% more students were ready for 1<sup>st</sup> grade this year than the year before.



The following two graphs show the performance of the same 2005 and 2006 1<sup>st</sup> graders. However, one graph shows the performance of our students who do not qualify for free and or reduced lunches and the other graph shows the results of the students who do qualify for free and or reduced lunches. You will note the large improvement gains for both groups of students.



We are very pleased with all day/every day kindergarten. We support SB 2240.

Sincerely,

David Saxberg, Principal  
Washington Elementary School, Jamestown, ND

To: Education Committee

From: Jane Nieland, Kindergarten Teacher  
Jamestown, ND

I have taught Kindergarten for 28 years, 26 in a half-day everyday program. This is my second year teaching FullDay/Everyday Kindergarten (FD-K).

In Jamestown Kindergarten has traditionally been a half-day program. Children came to school to play and socialize; to learn basic alphabet and math skills before entering first grade.

Today our Kindergarten curriculum includes reading, language arts, math, science, social studies, music, gym, art, guidance, health, and technology. We have state standards that are developmentally appropriate for these children. However, time is what has been lacking in a half-day program.

Many children come from homes where literacy is not promoted. With more parents working outside of the home (some working two jobs) and more single parent families, the time spent with their children reading, playing, and helping to develop kindergarten readiness skills is limited. Given the extra half day of instructional time, our children have more opportunities with language and literacy experiences which in turn have developed better reading skills.

Our FD-K schedule is filled with activity - both large and small groups, but it also allows the teacher to thoroughly implement individual student interventions. We are able to work with each child at his/her level in a more flexible pace which helps alleviate frustration for young children. With much repetition and reinforcement throughout the day, children are more successful learners. We feel we have a chance to know the children and parents better, to do more individualization of instruction, and to expand the curriculum. We are better able to detect learning problems in our FD-K program. Early detection reduces special education costs down the road.

The first grade teachers in our school system have noticed an improvement in children's attention spans. They note that children are better prepared to learn and to read. Most children in our FD-K program are now entering first grade with a basic sight word reading vocabulary, better phonics skills, increased math and language skills and stronger math concepts. Our test results are verifying those observations. Children have also learned the school procedures and rules so that more time may be concentrated on academics.

I urge you to support SB#2240 for our children's future.

Good Morning Members of the Senate Education Committee. I am Melissa Gleason, parent of 3 school aged children, who attend Jamestown Public Schools. I would like to strongly encourage this committee to please fund all day, everyday, Kindergarten. I have first hand knowledge of the benefits that all day Kindergarten brings to the students. My youngest two children have had the fortune of having the same teacher, at the same school, in the same class room. The only difference in their Kindergarten experience has been that one went to Kindergarten ½ days and the other is attending full days at the present time.

The benefits are numerous for the all-day program, and due to time constraints, I will only touch on a few. My child that is attending full-day Kindergarten has much more confidence in his learning abilities, greater social skills and a less stressed day than his sibling did at the same age. With the extra time in full day Kindergarten, the teachers have more time to teach the skills learned in Kindergarten in a variety of ways. As not all children learn the same, I find this to be a great benefit. There is also more time allowed for building social skills, a skill that is greatly needed to succeed in everyday life. The day is also less stressed, for the students anyway, as they have more time to transition from one task to the next. Being a parent of a child with disabilities, I cannot emphasize enough the importance of transition time.

Some of the schools in Jamestown have Reading First Grants which provides great reading skills for our students starting at the Kindergarten level. My elementary aged children are fortunate to be attending one of them. If the Kindergartners were only at school for ½ day, there would not be enough time to correctly implement the Reading First Program. As a result of the Reading First Program, as well as the regular curriculum being taught in a variety of fun and captivating ways, I have a 6 year old Kindergartner who is very confident in his skills in math and reading. Thanks to his teacher using a wide variety of methods for teaching, he has even developed a love of poetry and can recite from memory many of the poems from the book "Where the Sidewalk Ends".

As a parent, I feel the benefits that all day Kindergarten has given my child and his classmates are priceless. As a former school board member, I have seen the reality of the costs associated with running an all day Kindergarten program and fear that without the proper funding **from the state**, many districts will most likely either lose their current all day program, or never be able to start one. I urge you to please provide adequate funds to districts wishing to have an all day Kindergarten program, it will be money wisely invested in our children!

Thank you for your time. I would be happy to answer any questions you might have.

To: Layton Freborg, Chairman of the Senate Education Committee

From: Barb Arnold-Tengesdal  
North Dakota Association for the Education of Young Children  
Assistant Professor of Education, University of Mary

Date: January 24, 2007

Re: Support of SB 2240

The North Dakota Association for the Education of Young Children (NDAEYC) is a professional organization connected with NAEYC, and currently has 380 statewide members. The mission of this association is to serve and act on the behalf of children birth to age 8. We work in collaboration with other early childhood groups around the state, such as the ND Head Start Association, ND Kindergarten Association, ND Early Childhood Higher Education Consortium, of which I am a member because of my role in teacher preparation provided at the University of Mary.

What research says about full-day kindergarten:

- There is a growing trend throughout the nation with 65 percent of all kindergarteners in 2003 enrolled in full-day programs ([www.childtrendsdatbank.org](http://www.childtrendsdatbank.org))
- Participation in full-day kindergarten has positive effects on academic and social outcomes (Clark & Kirk, 2000; Gullo, 2000)
- Students who attend full-day kindergarten showed significantly greater achievement and sustained academic gains than half-day attendees. This is contrary to earlier studies that showed inconclusive results about gains by third grade. (Lee, V.E. and colleagues 2006, Full-day vs. half-day kindergarten: In which program do children learn more? *American Journal of Education*, 112, 163-208.)
- Concerns raised about child stress, fatigue and irritability caused by longer days is not supported by research, but rather gave young children more time for developmentally appropriate instruction, small group interaction, self-directed learning and work with vocabulary and phonics every day. [www.nieer.org](http://www.nieer.org) Nieer Working paper by Kenneth B. Robin, Ellen C. Frede & Steven Barnett (May 2006)

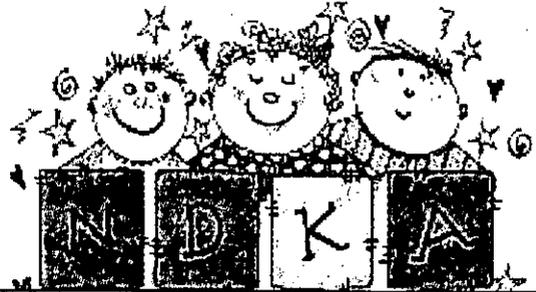
Often people ask me, "If North Dakota was to fund voluntary full-day kindergarten programs, do we have enough teachers to support opening more classrooms?" Yes. The North Dakota Higher Education consortium has been working diligently the past two years to create an articulation agreement between all tribal, 2 year and 4 year public and private institutions to ease the transitions between programs to support teacher preparation. Early Childhood Education programs at the collegiate level are growing, in part because of the demand nationally for licensed teachers working in Pre-k, Head Start and full-day kindergarten programs. The standards utilized by ESPB for early childhood education teacher licensure are congruent with national standards, and set a level of teacher preparation and knowledge that is measured by Praxis I and Praxis II standardized exams along with 8- 10 weeks of full-time student teaching. Yes, we are ready and able to implement the measures created by SB 2240. It is a good thing for North Dakota children if we want to maintain a leading edge in education.

As a parent of two children, one that had ½ day Kindergarten and the other that had full day Kindergarten I am a witness to seeing the benefit of full day Kindergarten. Children are much better prepared for first grade with full day Kindergarten. Since there is twice as much time in the classroom our children are much further ahead in math and reading. Please, let us invest in our most precious asset – Our Children – to ensure that they get off to the best academic start possible.

Bonnie Ukstad  
Jamestown ND

North Dakota  
Kindergarten Association

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January 24, 2007

To: Layton W. Freborg, Chairman,  
and Senate Education Committee members

From: Amy Neal

RE: Testimony in support of Full Day / Everyday Kindergarten

Mr. Chairman and members of the education committee, thank you for allowing me to appear before you today to testify in favor of SB #2240. This bill would allow funding for Full Day/Everyday Kindergarten.

Last year for the 2005-2006 school year, I gathered some information from the Department of Public Instruction as to how many school districts in North Dakota were implementing FD-K:

\*56 districts provided 180 full day/everyday.

\*54 districts provided 180 "traditional" half days.

\*116 districts provided 90 days of kindergarten, full day/alternating day

\*32 districts provided some kind of alternate program (three full days/week)

From this information, we can see that more districts are leaning toward some kind of full day program to benefit the students. I am in a district that provides alternate day kindergarten and we are waiting for the funding to implement full day/everyday kindergarten. Without full day funding, our students will not be able to benefit from more teacher time, more time for assessment, more time for interventions, and more time for social and emotional growth.

When I asked kindergarten teachers from across the state whether they were in favor of full day kindergarten, the results were overwhelmingly in favor of FD-K.

91% were in favor of FD-K.

(143 teachers responded so 91% was 130 of those teachers)

When I asked first grade teachers in the Minot Public School District "how many students around the Minot area have attended first grade without attending kindergarten:"

\*I had a response from 15 first grade teachers and together their years totaled 240 years of teaching first grade.

\*An estimated class size would be 18 students per year therefore, the total number of estimated students in 240 years would be 4,320 students.

\*Within those 4,320 students, only 18 of them did not attend kindergarten.

\*18 students out of 4,320 only comes to .4%.

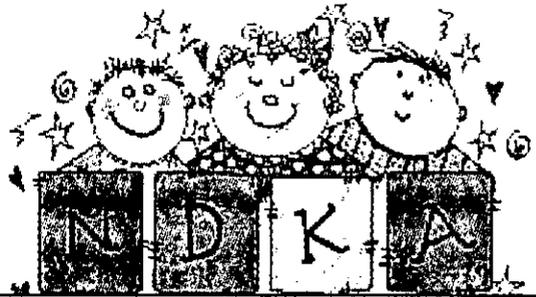
These three pieces of information tell me that school districts want full day kindergarten and teachers want full day kindergarten. When we see that 99.5% of parents send their children to kindergarten, those parents must realize the importance of the beginning foundation year of public school.

FD-K needs to be implemented in North Dakota to insure that all children are receiving instruction in their basic skills to be successful in first grade. Since kindergarten has become much more comprehensive in the last ten years, it is safe to say that all children need to attend. The basic skills that students were taught 15-20 years ago in first grade **are now** the basic skills that are introduced and taught in kindergarten. We need more time in our kindergarten year to provide a well paced and developmentally appropriate environment for five year old children.

I urge you to support SB# 2240.

North Dakota  
Kindergarten Association

www.NDKA.com



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**Response to questions asked by legislators from Interim Education Committee.**

**1) Do ability levels even out around 4th grade?**

It is hard to say how long the full day remediation will carry on with students. Each child is an individual and all children will benefit differently. If a child has had exposure to a lot of concepts, has hands-on experiences, is a healthy well rounded child. . . this child may show that their ability levels even out with peers as the years go by.

Students participating in FD-K progress further academically during the K year than students in half-time programs. Many studies identified other advantages to FD-K: including increases in academic skills and instructional time and qualitative advantages by teachers and parents.  
(Full-Day K: Exploring the Research by: James Elicker)

<http://nces.ed.gov/pubsearch/pubsinfo.asp?pubid=2004007>

<http://nces.ed.gov/pubsearch/pubsinfo.asp?pubid=2002125>

<http://nces.ed.gov/pubs2002/kindergarten/>

**2) In Iowa they have started 4 yr. old programs . . . where would it end?**

There are several states that have started funding 4 yr. old programs through public schools. These programs are public "preschools" that districts are making available to parents. Right now, North Dakota has a preschool program for only special education students that qualify for special needs. The 4 yr. old programs in other states provide preschool and readiness experiences to all students regardless if they are special education or regular education students.

Remember. . . Kindergarten has become more academic. School districts realize that there are a lot of Kindergarten age children coming to Kindergarten without any previous experiences. Districts are providing public preschool at a free or reduced cost for children to gain some social skills and work habits.

Right now there is a gap between kindergarten and 1st grade. We have so much to teach in the kindergarten environment with social/emotional skills and academic skills. Children who do not grasp the early reading concepts are more likely to struggle in first grade. FD-K will help bridge the gap between kindergarten and first grade by making sure that all students are exposed to a language rich environment and age appropriate educational activities.

<http://beginnersguide.com/early-learning/all-day-kindergarten/the-trend-toward-all-day-kindergarten.php>

### **3) Should there be an age restriction to FD-K? Raise age of Kindergarteners?**

In North Dakota our age restriction states that "children may attend Kindergarten if they are 5 years old on or before September 1st."

Because of this law, we frequently have a 4 year old children start kindergarten around August 25th and turn 5 before September 1st.

In this same class, we may have a child with the same August birthday, but this second child is turning 6 years old. Essentially we have a gap of 12 months (or more) between many students in a Kindergarten room. There is an obvious social/emotional difference between a student who is 60 months old and a student who is 72 months old.

North Dakota teachers would like to see legislation to change "age restriction" language. If May 31st was the cut-off date for starting kindergarten. . . this would eliminate all summer birthday students. Then the youngest students in the class would, for sure, be 5 years old plus additional 3 months.

### **4) Reading Readiness at age 7 . . . past brain research says that students are not ready to read until age 7.**

All current brain research is going to state in one way or another that all young children need to be exposed to a language rich environment. If a child/ infant can learn and understand language by age 2, we know that there is an extreme amount of learning taking place before age 7.

By 8 months of age, a child understands the language around them.

A child's memory is well developed by age 5 to 6.

(Newsweek: Aug. 15, 2005: Reading your Baby's Mind by: Wingert & Brant)

### **5) Are there social or academic gains?**

FD-K would provide gains both socially and academically. Research based information shows academic gains in the year of Kindergarten and extending into 1st grade.

Teachers educate the "whole child" not just the academic child. We provide experiences for social, emotional, physical, and academic growth. There is a balance needed to provide a successful educational experience. Creating an environment where children can feel successful is crucial.

### **6) If we start requiring early entrance will we be setting them up for failure? Bad taste for school?**

We are setting students up for failure and giving them a bad taste for school when we push more and more requirements on them. All research that you will find about FD-K tells us that a developmentally appropriate paced curriculum is needed for children. Right now we are getting more and more requirements but no additional time to reach these requirements successfully. This would be considered an "inappropriate" paced curriculum.

Full Day programs provide a relaxed, unhurried school day with more time for a variety of experiences for screening and assessment opportunities, and for quality interaction between adults and students.

(Herman 1984) (FD or HD Rothenberg 1984; ERIC Clearinghouse)

<http://www.ed.gov/news/newsletters/extracredit/2005/08/0831.html>

<http://www.purdue.edu/UNS/html4ever/9711.Elicker.kindergarten.html>

## 7) What will you fill your day with if FD-K is provided?

Teachers will be able to plug in more academics by providing more experiences and repetition. Lessons would be extended from morning to afternoon and more hands on experiences would be worked into the day.

Repetition is needed. Learners need different numbers of "correct repetitions in a row" of a new word (or concept) in order for that word to become atomized.

\*Most able learners need 1-2 repetitions

\*Average learners need 4 -14 repetitions.

\*Least able learners need 20+ repetitions.

*(D.Howe 2005) ( ND Reading First: How to bring struggling readers to grade level)*

We will fill our time with math, language arts, science, social studies, health, technology. . . hands on experiences.

Kindergarten children learn through play, movement, music, projects, and hands on activities.

<http://www.nwrel.org/request/dec2002/whatdoes.html>

## 8) Why should Full Day Kindergarten be Mandatory?

Mandatory kindergarten would insure that all ND children are receiving instruction in their basic skills. Students have standards that need to be met before entering 1st grade.

Students who are at-risk for reading failure or have already experienced reading failure generally:

\*start behind upon entering school.

\*have difficulty initially practicing new skills covered.

\*do not receive enough practice to become fluent with new skills.

*(D.Howe 2005) ( ND Reading First: How to bring struggling readers to grade level)*

60<sup>th</sup> Legislative Session  
State Senate  
Senate Education Committee  
SB2240

Mr. Chairman and members of the Senate Education Committee thank you for the opportunity to provide input on Senate Bill number 2240 relating to per student payments for kindergarten students. My name is Bob Grosz. I am the Assistant Superintendent for Instruction for the Fargo Public Schools. This is a bill I support because I feel it will have a tremendous positive impact on the education of the students of North Dakota by providing them an opportunity for all day kindergarten.

A growing body of research supports all day kindergarten. A review of the research indicates numerous benefits of all day kindergarten. All day kindergarten had been found to help students to achieve at significantly greater levels than students in half-day kindergarten, be less likely to be retained and make greater gains in social skills.

This information can be found in the following studies:

*Fusaro, J. A. (1997). The effect of full-day kindergarten on student achievement: A meta analysis. Child Study Journal 17, 259 - 277.*

In a review of 23 studies on all day kindergarten, Joseph Fusaro (1997) found that children who had attended all day kindergarten achieved at higher levels in first grade than those who attend 1/2 day kindergarten.

*Viadero, D. (2002). Full-day Kindergarten boosts academic performance. EducationWeek, 21.*

A study of 17,600 Philadelphia school children suggests that full-day kindergarten programs may have both academic and financial payoffs. By the time students who had attended all day kindergarten reached the 3rd and 4th grades, former all day kindergartners were 26 percent more likely than graduates of half-day programs—to have made it there without having repeated a grade.

*Rothenberg, D. (1995). Full-day Kindergarten Programs. Clearinghouse on Early Education and Parenting.*

This research article suggests children in all day kindergarten were more engaged in child-to-child interactions and made significantly higher progress in learning social skills. Children in all day kindergarten experienced more independent learning, classroom involvement and productivity in work with peers.

The Fargo Public Schools has seen the short term and long term benefits of all day kindergarten. The Fargo Public Schools began to offer all day kindergarten in two of its thirteen elementary schools in 2003-04. This practice continues today in the same two buildings. A review of the data indicates, in 2003-04, all day K teachers started the year

with a slightly lower percentage of at risk children than their half-day counterparts, and they ended the year with a higher percentage of low risk children.

Number and Percentage in each of three categories at start and end of 2003-04 school year.

Table I			Table II		
START of year	Full-day	Half-day *	START of year	Full-day	Half-day *
	#	#		%	%
Students at Low Risk	46	41	Students at Low Risk	48%	49%
Students at Some Risk	28	21	Students at Some Risk	29%	25%
Students at Risk	21	22	Students at Risk	22%	26%
Total	95	84	Total	100%	100%
END of year	Full-day	Half-day *	END of year	Full-day	Half-day *
	#	#		%	%
Students at Low Risk	60	32	Students at Low Risk	69%	40%
Students at Some Risk	19	40	Students at Some Risk	22%	49%
Students at Risk	8	9	Students at Risk	9%	11%
Total	87	81	Total	100%	100%

\* Half-day program at two similar schools when compared to the schools offering full-day K.

Table III		
	% on target at the start of year	% on target at the end of year
Half-day	49%	40%
Full-day	48%	69%

In 2003-04, full-day K teachers started the year with a slightly lower percentage of at risk children than their half-day counterparts, and they ended the year with a higher percentage of low risk children.

In 2004-05, all day K teachers started the year with a higher percentage of at risk children than their half-day counterparts, and they ended the year with a higher percentage of low risk children.

Number and Percentage in each of three categories at start and end of 2004-05 school year.

Table I			Table II		
START of year	Full-day	Half-day	START of year	Full-day	Half-day
	#	#		%	%
Students at Low Risk	76	355	Students at Low Risk	55%	69%
Students at Some Risk	35	62	Students at Some Risk	25%	16%
Students at Risk	27	80	Students at Risk	20%	15%
Total	138	517	Total	100%	100%
END of year	Full-day	Half-day	END of year	Full-day	Half-day
	#	#		%	%
Students at Low Risk	88	277	Students at Low Risk	63%	55%
Students at Some Risk	35	145	Students at Some Risk	25%	29%
Students at Risk	17	78	Students at Risk	12%	16%
Total	140	500	Total	100%	100%

Table III		
	% on target at the start of year	% on target at the end of year
Half-day	69%	55%
Full-day	55%	63%

In 2004-05, full-day K teachers started the year with a higher percentage of at risk children than their half-day counterparts, and they ended the year with a higher percentage of low risk children.

The data indicates that with an all day kindergarten program, the at-risk students were able to “catch up” to their grade level peers.

A review of longitudinal data indicates that the “catch up” continues to grade three. The students who were in all day kindergarten in 2003-04 are now in third grade. When this group is compared to the other third graders in the district, there is still a higher percentage of students who are low risk (at or above the district target on the Measures of Academic Progress).

Reading - Measures of Academic Progress	
<u>Students Who Attended All Day Kindergarten in 2003-04</u>	
Local Median	191.5
High Score	216
Low Score	164
N at or above target	25
N	36
% at or above Dist. Target (grade level)	69%
<u>Grade 3 - District Scores</u>	
Local Median	195
High Score	232
Low Score	141
N at or above target	513
N	766
% at or above Dist. Target (grade level)	67%

This bill will allow all kindergarten students in North Dakota the same tremendous educational opportunity by providing the funding for full-day kindergarten. It is a bill that the Fargo Public Schools support.

However, we believe that this funding should not occur in a distribution separate from the formula proposed in SB2200. If this new formula becomes the distribution mechanism for school funding, and we believe it should, then the distribution of increased kindergarten education dollars should occur by increasing the factor for kindergarten ADM to a level that distributes these dollars for kindergarten students in full day programs. That is exactly how the formula is supposed to work as we move towards adequacy.

Testimony provided by:

Dr. Robert T. Grosz  
 Assistant Superintendent for Instruction  
 Fargo Public School District #1

Good morning. My name is Andrew Braaten. I'm from Barney, North Dakota in Richland County.

A farmer by trade, I'm an unlikely candidate to speak on whether or not our state funds all-day, EVERYDAY kindergarten. However, I'm a taxpayer ... and most importantly, a FATHER ... and that's why I think you need to hear my point of view.

I have three children ages 11, 9 and 6. While my youngest is in kindergarten this year and we technically "don't need to worry" about whether or not North Dakota funds all-day, EVERYDAY kindergarten, it's something that my wife and I feel deserves a tremendous amount of consideration and long-term research before implementing.

In the research we've done personally and in the discussions we've had with school administration and numerous school board members in our district, we're concerned about the "reasons" we're hearing <sup>listed</sup> ~~outed~~ as ADVANTAGES. A few of the most troublesome for us include statements such as,

**-“All-day, EVERYDAY kindergarten is more convenient for parents.”**

While this may be true, is parental convenience a good enough reason for tax payers to fund this measure?

**-And, another benefit: “Children enrolled in all-day everyday kindergarten have more time for field trips and socialization.”**

What’s wrong with storytime at the library and a field trip to the grocery store or farm dealership where you learn the art of making good consumer choices? Or if the child is at daycare and doesn’t get out with mom or dad, what’s wrong with playing store or playing cowboys in a daycare setting? Are “field trips” and additional recesses good enough reasons for taxpayers to fund this measure?

**-Or the benefit stating: “Kids today are more ready for the all-day setting because most are in full-time daycare already.”**

Just because the majority of kids ARE in daycare and used to ~~adult~~  
<sup>long</sup>~~work or school~~ day hours, is that a good enough reason for  
taxpayers to fund this measure?

**-And probably most importantly, the number one reason  
stated for having all-day, EVERYDAY kindergarten I've  
heard is: Kids do better in school.**

That one is hard to argue -- unless, you look at the research  
which states that benefits gained by all-day, everyday kindergarten  
last only through the early elementary years. Is that a good enough  
reason for taxpayers to fund this measure?

**-As a taxpayer ... I'm concerned about the added expenses  
for our state and our school districts.**

**-As a taxpayer ... I'm concerned about the additional space  
requirements for our schools.**

**-As a taxpayer ... I'm concerned that some kindergarten  
programs may be too academic for their young minds and that  
some may be too "loose."**

**-As a taxpayer ...** I'm concerned that working parents are jumping on the bandwagon because it means less money out of their own pockets.

**As a father ...** I'm concerned that our educational money isn't being wisely spent.

**As a father ...** I'm concerned that there hasn't been enough research done to ensure that our kids will benefit from this in the long-term.

**As a father ...** I'm just concerned.

I ask you to PLEASE, PLEASE make sure you know that all-day, EVERYDAY kindergarten will benefit our children for the LONG-HAUL. You know as well as I do, maybe better, that once something like this is implemented, it's unlikely to be taken away.

Please make sure you're not taking away their carefree days of childhood for nothing.

Thank you for your time.

January 24, 2007

Madam/Mr. Chairperson and members of the Senate Education Committee,

My name is Kelli Tannahill and I am here to support SB #2240. I would like to take this opportunity to speak to you as both a parent and a teacher. I am the mother of a second grader and currently teach first grade for the Grand Forks Public School District. Three years ago, our district made the transition to full-day kindergarten. As a parent, I felt fortunate that my child was going to be able to benefit from this change. Research had been compiled and it was apparent that full-day kindergarten students were socially, emotionally, and academically ahead of the game as they entered first grade. I realized my job as a first grade teacher would somehow change, but I did not know to what extent the curriculum I taught would need to be modified. I was excited to see how my son and my future students responded to our new program.

I didn't have to wait until the following school year, however, to note the curriculum changes first grade teachers would be making. As early as January, I realized while going through my son's backpack, that the curriculum I taught would definitely be impacted by the adoption of full-day kindergarten. Throughout the winter, my son was exposed to curriculum I

usually presented in the fall. I predicted I would not need to begin the school year with an extensive review of the letters of the alphabet and their sounds, but instead by reviewing basic sight words that had been introduced in kindergarten. I believed that the changes to our first grade curriculum would not just be within the area of language arts, but in other areas as well. My son had developed a solid academic foundation in all subject areas. I was eager to see if what I witnessed as a parent would be true on a larger scale.

The following fall, my predictions were accurate. A higher percentage of my students came into first grade reading, and their writing skills showed dramatic improvement. Journal entries written by first graders in September reflected those I would have previously expected mid-year. Students were comfortable with our math routines and demonstrated a better understanding of the number system. I recognized early in September, that my students displayed more stamina and were able to learn throughout the entire school day. Overall, students were well adjusted to the full-day setting and ready to continue building upon the skills that they had acquired in kindergarten.

SB #2240 would fund full-day kindergarten for all students, not just those considered to be "at risk." It is students from all socioeconomic

backgrounds that benefit from an all-day program. Many families that have experienced both options agree that full-day kindergarten has made a difference for their younger children. Before and after our district's adoption of a full-day program, I had the opportunity to teach the two sons of my building administrator. His oldest son is now in fourth grade and attended half-day kindergarten. His brother, now a second grader, attended our full-day program. Both children are bright and come from a family where education is valued. Both children are currently experiencing academic success. However, this family, along with others who have experienced both options, believe that their second child was better prepared for the structure and learning that occurs within a first grade classroom.

Setting *all* students up for success should be the goal of all academic programs offered within our state. Full-day kindergarten provides a learning environment where students build a solid knowledge base and are encouraged to grow emotionally and socially. A strong foundation and early intervention will put students on the path to becoming life-long learners. Providing only approximately one-third of our students with this opportunity would be inadequate. We need to provide all-day kindergarten to all students.

New Town Public Schools  
Edwin Loe Elementary  
Ellen M. Handegard  
Elementary Principal

Success in school is a ticket to opportunity in a wider world. Ensuring success for all students in school requires vigilance on the part of all educators and administrators, but we can not do it alone. We need your help. Society has changed a great deal in the past several decades, all children need high-level learning, academic expectations have increased with No Child Left Behind, and if schools are to succeed in educating all children regardless of where they live, we must begin with our youngest to give them the best educational start that we can. I have come here to day to appeal to you to make this possible for all North Dakota students.

I am the Elementary Principal in New Town. We have had had all day, every day Kindergarten for our students for seven years. This was a decision our district made in order to provide the best education to our youngest students, making it possible to give them as many advantages as possible in order to succeed in school. With all day/every day kindergarten, students receive twice the teacher/student contact time as those who attend half of the school year. Teachers are able to cover more curriculum and spend more time in areas where students need more help. Through the use of assessment tools such as DIBELS: Dynamic Indicators of Basic Early Literacy Skills and the Bracken Basic Concept Scale, we identify at-risk students earlier. We determine the children's needs and in what areas, then design the interventions and programming for each child. Teachers have more time to cover the standards and benchmarks to prepare students for first grade, and students come to first grade more prepared for the expectations of first grade, in our school that includes the expectations for first grade under Reading First. In addition to the academic advantages our kindergarten students experience, full day kindergarten allows us to establish a consistent day-to-day routine for students; students have full speech, language, and counseling services available to them; we are able to provide nutritious breakfast, snacks, and lunch daily; students have greater exposure to library, music, art, and language curriculums; and students are able to develop better

social skills with greater interaction with peers than with half time kindergarten. We also provide full day Pre-Kindergarten for our students and these students are coming to Kindergarten more prepared than the students who have not had the same experience. All of our Pre-K students made benchmark in Kindergarten.

Research suggests that full day kindergarten students make greater gains in reading, language arts, and mathematics achievement. Our first group of all day/every day kindergarten students was the first to make AYP as fourth graders. We have now made AYP three years in a row and attribute student success in part to the solid beginning these students experience. Although we do not yet have this year's state assessment results, as you can see in the following charts, our students have made significant progress on state assessments over the past several years.

#### North Dakota Assessment: Reading Results Over Time

	2005	2004	2003	2002
All	72.09%	78.26%	45.16%	40.00%
Economically Disadvantaged	72.09%	78.26%	43.75%	34.78%
White	78.57%	66.67%		
Native American	69.44%	75.61%	44.83%	40.32%
Students With Disabilities Limited English Proficient	78.57%	90%	33%	50%
	57.14%	72.41%	30%	12.90%

### North Dakota Assessment: Math Results Over Time

	2005	2004	2003	2002
All	76.19%	63.04%	27.42%	20.90%
Economically Disadvantaged	76.19%	63.04%	22.92%	18.75%
White	85.71%	66.67%		
Native American	74.29%	58.54%	25.86%	20.31%
Students With Disabilities Limited English Proficient	92.31%	60%	20%	33%
	42.86%	58.62%	15%	8.45%

I am a native North Dakotan. When I was five years old, kindergarten was available to any family that could afford to send its children to kindergarten. Children who had attended kindergarten had a definite advantage over those who had not. North Dakota has come a long way since then, we provide kindergarten on a half time basis for all children, however we are again at a point when decisions are being made which will affect many children and the equality of what is available to them. Some school districts are able to provide all day/every day kindergarten to their students. These children have a distinct advantage over children who live in school districts not able to do so, as I have discussed here today. It is time to ask ourselves; "What do we want for *all* of our students?" "What about those who do not live in a district that can currently find a way to provide the funds for full day kindergarten?" If we truly believe in No Child Left Behind, we must provide an equal education to all of our students, including our youngest, regardless of their demographics. And so I ask you to provide payment for full day kindergarten.

Madam/Mr. chairperson and members of the Senate Education Committee.

My name is Holly Koop and I am here to support Senate Bill #2240. I am a kindergarten teacher for the Grand Forks Public Schools. I also am a board member of the North Dakota Kindergarten Association. I have been teaching for 27 years with 26 of those years in kindergarten and 3 years in full day, everyday kindergarten. I truly believe that the kindergarten year is by far the most important, most impressionable, and the most crucial in relation to academic, social, and emotional success in life. For kindergarten children to succeed they need instruction daily, repetition, consistency, routine and individual assistance. In comparing children that were in my half day/everyday kindergarten to those in my full day/everyday kindergarten, the full day children were very much more confident and prepared to meet the expectations of a first grade curriculum in the areas of social, emotional, and academic development. I contacted many parents that had children in a half day kindergarten as well as a child in a full day kindergarten. These are some of their comments: The child in full day kindergarten was much more confident in all areas of reading, writing, and math. Their quality of work was much better as well as their overall understanding of the skills taught. They were much more capable of making decisions and meeting new situations with ease and confidence. They seemed happier and more adjusted to the school routine and separation from home. They not only were more independent in school but at home as well. They were more verbal and their language and vocabulary development was noticeably more advanced in the full day situation. When they entered first grade, the transition was much easier and they

were more prepared for the full day of instruction. For the past 3 years of full day kindergarten, I have taught 53 students. 8 of those children were with stay at home parents and the rest were in child care or pre-school situations. Today, as children enter kindergarten, they are used to being away from home, more independent, more socially and emotionally prepared, and more academically ready. Please support this important Senate Bill #2240 so that all kindergarten children can have the best opportunity to grow, learn and succeed in school.

Senator Freborg and Members of the Senate Education Committee:

My name is Jody Thompson. I am the Assistant Superintendent of Elementary Education for the Grand Forks School District. I am here today to provide support for Bill SB2240.

The Grand Forks School District made the transition from a half-day to a full-day kindergarten program three years ago. A committee spent the entire year studying options, reviewing research, visiting with local districts that already had full-day kindergarten, and talking with our community to gauge their support for this initiative. Our committee, and consequently our School Board, overwhelmingly supported the move to full-day kindergarten.

*So three years later, how are we doing?* I can assure you that our full-day students are better prepared academically and socially to be successful in school. Our school district and the University of North Dakota's Bureau of Educational Services and Applied Research began a study to compare the scores of our kindergarten students who were in a half-day versus a full-day program. We have assessed over 1,500 students in several areas, including letter identification, concepts of print, sight word recognition, writing vocabulary, hearing and recording sounds in words, and gains in their reading levels. What we found is that students in the full-day program scored significantly higher in every one of these categories versus their peers in a half-day program. These results also indicate our students in full-day programming scored in the top quartile in the nation. It is no surprise that we continue to hear many positive comments from parents and teachers over how much more progress is being made in the full-day program.

I would urge the committee to support SB2240 as it provides full funding so that school districts across North Dakota can give the same opportunities to all students. We have an obligation to provide all students with the proven benefits of full-day kindergarten. To not do so, would be a disadvantage to those students and their parents. Thank you.

*Dist. by Sen. Balcke.*

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Chairman Holmberg and Members of the Senate Appropriations Committee,

My name for the record is JoNell Bakke. I am a senator from District 43 in Grand Forks and sponsor of SB2240. The intent of this bill is to provide full Foundation Aid reimbursement for school districts which wish to provide full day kindergarten services within their communities.

Research continues to show us that early intervention makes a big difference in the progress of our youngest students.

- In 1992, *Early Childhood Research Quarterly* found that full-day kindergarten students are more likely to show adequate school progress throughout their elementary school careers. They exhibited more independent learning, classroom involvement, productivity in work with peers, and reflectiveness in their work than their half-day peers.
- In 1995, a report issued from the Springfield Missouri Public Schools System found that full day students significantly outperformed half day students on 5 out of 9 reading development criteria; 4 of 11 Language Arts criteria, 2 of 13 mathematics criteria, 2 of 9 Personal Development criteria; and on every criterion measured by the Early School Assessment norm reference achievement tests.
- In 1997, the *Child Study Journal* found that students who attended full-day kindergarten demonstrated significantly greater academic achievement than their half-day counterparts.
- Finally, researchers concluded in a report issued by the Kansas State Department of Education in 2001, that most full-day kindergarten students demonstrated somewhat higher academic and social achievement than half-day kindergarten students.

Overall, full-day kindergarten programs have been found to provide cognitive, social, physical, and emotional benefits for children.

The details of the bill before you are as follows:

- Section 1 - 5a and 5b – redefines funding issues as they relate to half day programs.
- Section 1 – 5c – Adds language that would allow those districts who choose to do so, the funding necessary for full foundation aid payments for students enrolled in a full day kindergarten program.

At this time, I will address any questions that you might have concerning this bill.

Thank you.



# Grand Forks Public Schools

*A Great Place to Grow and Learn!*



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### Mission Statement:

To Provide Opportunities for All Students to Develop Their Maximum Potential

Grand Forks Education Center  
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Grand Forks, ND  
www.gfschools.org

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Superintendent of Schools  
Phone: 701.787.4880  
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mark.sanford@gfschools.org

February 6, 2007

Senate Appropriations Committee  
State of North Dakota  
Bismarck, ND 58501

Senator Holmberg and members of the Committee:

My name is Mark Sanford and I am superintendent of schools for Grand Forks School District #1 and Grand Forks Air Force Base School District #140.

According to the U.S. Census Bureau, approximately 70% of kindergarten children in the United States currently spend between five and six hours every day in the classroom. The move to all-day kindergarten across the country has been motivated by a host of factors including social, economic, and educational support of these early learners. We made the move to all-day kindergarten in the 2004-05 school year based on the fact that both national and local area research were indicating the learning results for children in all-day kindergarten were far superior compared with children in half-day kindergarten. The data was also confirming this good start was making a difference in student achievement over many years.

We have been very pleased with our results and would like to share a few examples of those results with the committee.

The first piece of data comes from a UND study of our kindergarten children's year-end assessment results in six major areas of early literacy expectations that are common to kindergarten programs across the nation. The study compared our local results with national norms before we had all-day kindergarten and since we instituted all-day programming.

**Grand Forks Table 1: Kindergarten Longitudinal Study**

Kindergarten Observation Survey Assessment	2003-04 Half-Day Mean	2005-06 Full-Day Mean
Letter Identification	52.0%	73.6%
Concepts About Print	49.2%	72.9%
Sight Word Recognition	44.4%	73.6%
Writing Vocabulary	57.5%	79.7%
Hearing and Recording Sounds in Words	44.8%	75.2%
Text Level	49.2%	73.9%

The second database demonstrates how this early success for students translates into reading results. The Rigby Benchmark Assessment is widely accepted and used around the world for establishing agreed upon reading skill ranges for each grade level.

**Grand Forks Table 2: 2005-06 Rigby Benchmark Assessment Results for 550 Kindergarten Students**

Rigby Grade Level Range	Level	Number of Kindergarten Students
Kindergarten	A Emergent	23
	B Emergent	90
	C Early	55
Grade 1	D Early	65
	E Early	50
	F Early	10
	G Early	57
	H Early	67
	I Early	5
Grade 2	J Early Fluent	72
	K Early Fluent	12
	L Early Fluent	4
	M Early Fluent	2
Grade 3	N Fluent	5
	O Fluent	6
	P Fluent	4
Grade 4	Q Fluent	0
	R Fluent	9
	S Fluent	14
Grade 5	T Fluent	0
	U Fluent	0

The third item I would like to share relates to the potential impact all-day kindergarten may have on demand for special education services. Our limited experience is that all-day kindergarten provides us the opportunity for early identification and resolution of many student issues in the learning disabilities and speech/language areas. This results in fewer students with IEPs in these two largest service areas of special education in our elementary schools. An example of how this works in learning disabilities is that we have retrained our reading specialists and learning disabilities teachers in the early intervention Reading Recovery program. This means all of these intervention specialists are working with young students using the same philosophical and technical background. The results have been significant and we are seeing very large percentages of these students "graduated" to grade level norms rather than continuing to struggle and becoming candidates for longer-term special education or reading services.

The final piece we want to share is the fact that our results are being duplicated around the state. We have examples from two other districts that demonstrate the positive impact of all-day kindergarten.

Devils Lake's story is significant because they have been providing all-day kindergarten long enough to have data that shows both the initial results as well as results for fourth graders who got their start in all-day kindergarten.

**Devils Lake Table 1: 2005-06 Kindergarteners Early Literacy Skills**

Beginning of Year	18% at or above benchmark; 82% at risk
Middle of Year	65% at or above benchmark
End of the Year	81% at or above benchmark

**Devils Lake Table 2: 4<sup>th</sup> Grade Reading Comparisons**

1999	4 <sup>th</sup> graders with half-day K	18% at or above grade level in reading
2006	4 <sup>th</sup> graders with all-day K	85% at or above grade level in reading

New Town fourth graders made adequate yearly progress (AYP) for the first time in 2004 and subsequent fourth grade classes in 2005 and 2006 did likewise. They attribute making AYP in large part to the fact that these classes were their first all-day kindergarten groups. They shared that their prior groups all came through half-day kindergarten and had nowhere near the start to their formal schooling that current students receive. The charts demonstrate the dramatic improvement they have experienced.

**New Town Table 1: ND Assessment Results in Reading**

	2005	2004	2003	2002
All	72.09%	78.26%	45.16%	40.00%
Economically Disadvantaged	72.09%	78.26%	43.75%	34.78%
White	78.57%	66.67%		
Native American	69.44%	75.61%	44.83%	40.32%
Students w/Disabilities	78.57%	90.00%	33.00%	50.00%
Limited English Proficient	57.14%	72.41%	30.00%	12.90%

**New Town Table 2: ND Assessment Results in Math**

	2005	2004	2003	2002
All	76.19%	63.04%	27.42%	20.90%
Economically Disadvantaged	76.19%	63.04%	22.92%	18.75%
White	85.71%	66.67%		
Native American	74.29%	58.54%	25.86%	20.31%
Students w/Disabilities	92.31%	60.00%	20.00%	33.00%
Limited English Proficient	42.86%	58.62%	15.00%	8.45%

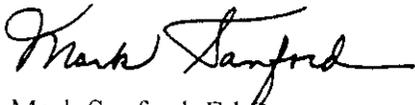
Intuitively, we understand the importance of a good start to a child's school years. Fortunately, we can support that intuition with student achievement results on national and local levels. The U.S. Department of Education Early Childhood Longitudinal Study has been tracking 8,000 kindergarteners since 1998 and concludes that all-day kindergarten is good for all children and makes sense as a top priority investment. Our local experiences from around the state provide concrete evidence that this is certainly the case in North Dakota. There can be no better investment than that which ensures a strong start to the formal education of our children.

Mr. Chairman and member of the committee, we ask your favorable consideration of SB2200.

Thank you.

Sincerely,

GRAND FORKS AND GRAND FORKS AIR FORCE BASE SCHOOL DISTRICTS



Mark Sanford, Ed.D.  
Superintendent of Schools

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TESTIMONY IN FAVOR OF SENATE BILL 2240  
FUNDING FULL DAY KINDERGARTEN  
NORTH DAKOTA INTERIM EDUCATION COMMITTEE

January 24, 2007

By Steve Swiontek, Superintendent, Devils Lake Public Schools

662-7640

Steve.Swiontek@sendit.nodak.edu

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Chairman Holmberg and the Senate Appropriation Committee Members:

My name is Steve Swiontek, Superintendent of Devils Lake Public Schools. I am here to testify in favor of SB 2240, which basically provides a full foundation payment for the first 25 students in average daily membership per classroom. Devils Lake Public Schools has been providing full-day kindergarten for almost five years in one of our elementary buildings and for almost three years in our other two elementary buildings. We have funded these programs with "Reading First" dollars for their first three years. After those three years, as in the case with the building which has been providing full-day kindergarten for five years, we are now using general fund dollars for this building. At the end of this year we will no longer receive "Reading First" dollars for any of our full day kindergarten programs and we will need to use general fund dollars to continue with these programs. As you have heard from previous testimony full-day kindergarten is making a positive difference in our district in regards to student academic achievement and it has become an expectation of our parents in our school district, therefore, we have no intentions to go back to a half-day program. There are several reasons the state should provide for a full foundation payment for full-day kindergarten, I have listed a few of these on this written testimony. These reasons, some of which you have already heard, follow and you can read them at your leisure:

- Full-day kindergarten does make a positive difference for students. Research has demonstrated that a student's reading level increases significantly when they have had the experience of full day kindergarten and they are far more ready for first grade than their peers who have not had full day kindergarten.
- North Dakota schools have always been thought of as leading the nation in academic performance. As indicated by the National Assessment of Educational Progress (NAEP), the state is slipping. Full-day kindergarten can help put us back on top.
- Full-day kindergarten is economic development. It demonstrates to potential businesses considering North Dakota as a location, that the state places a high priority on education. Additionally, it will provide for a better work force because North Dakota's citizens will be better educated.
- Full-day kindergarten will assist young working families in North Dakota through reduced childcare costs. This, too, is economic development.

I fully realize that many people come to the legislature with their hands extended asking for more dollars and they usually have good reasons to do so. Obviously, I am no different on this date, but I believe that if funds are appropriated for full day kindergarten it will make a positive difference for some of the youngest people of North Dakota and will strengthen the foundation of our very good public education system. I also realize the governor has proposed providing funds for all-day kindergarten for at-risk students in North Dakota, but shouldn't we be providing equal opportunity to all kids in North Dakota? We don't fund first grade based on the at-risk population, so why just kindergarten? Now is the time for North Dakota to fund full day kindergarten for all public schools in our great state. I would be most happy to stand to answer questions at this time.