



WE'RE THE GUYS YOU
PAY LATER

**STRONGER PRESCHOOL KEY TO
CUTTING ILLINOIS PRISON BILL
AND BOOSTING SCHOOL SUCCESS**

If Illinois invests further in pre-kindergarten now,
we can save over \$900 million



Acknowledgements

FIGHT CRIME: INVEST IN KIDS is a national, bipartisan, nonprofit, anti-crime organization. The organization has a membership of more than 5,000 police chiefs, sheriffs, district attorneys, other law enforcement leaders and violence survivors, 355 of whom are in Illinois. The members take a hard-nosed look at what approaches work—and what don't—to prevent crime and violence. They then recommend effective strategies to state and national policymakers. It operates under the umbrella of the Council for a Strong America.

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Executive Summary

STRONGER PRESCHOOL KEY TO CUTTING ILLINOIS PRISON BILL AND BOOSTING SCHOOL SUCCESS

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The over 5,000 law enforcement leaders around the nation who are members of FIGHT CRIME: INVEST IN KIDS—including more than 350 here in Illinois—have a direct message for everyone who cares about the impact and cost of crime:

Illinois jails are full of people serving time for serious and costly crimes. But it doesn't have to be that way: Providing at-risk kids with high-quality early learning programs can reduce crime, its costs and impact in the future.

Law enforcement leaders know that one of the best ways to keep young people from dropping out of school and becoming criminals is to make sure they have a foundation for success in their earliest years. By standing up in support of high-quality early education for kids today we can see less crime and incarceration in years to come.

Law enforcement leaders base their views on both personal experiences and research. A study that followed children who participated in high-quality preschool and “parent-coaching” programs through Chicago’s Child-Parent Centers found that **children not served were 70 percent more likely to be arrested for a violent crime by age 18 than those who participated.** In recent years, studies of state pre-kindergarten programs

have found significant increases in participants’ later academic performance, and also important decreases in their need for special education and in being held back in school.

Reducing crime is one of the key reasons why Governors and state legislators across the political spectrum have made bold commitments to high-quality early education and care. **And now we are at a key fork in the road: Policymakers in our state have an outstanding opportunity, both to improve the quality of early education for children currently enrolled, and to offer it to thousands more Illinois children whose parents seek it.**

We currently spend \$75 billion every year on corrections nationwide to incarcerate more than 2 million criminals. **Illinois spends about \$1.4 billion a year.** That does not include the cost of county jails.

A sophisticated analysis of over 20 pre-kindergarten programs for disadvantaged children demonstrated that quality pre-k returned an average “profit” (economic benefits minus costs) to society of nearly \$30,000 for every child served by cutting crime and the cost of incarceration and reducing other costs such as special education and grade retention.

The choice for Illinois is simple: Pay for high-quality early education programs now, or pay far more later for the costs of crime in Illinois.

FIGHT CRIME: INVEST IN KIDS ILLINOIS supports current efforts to increase the quality of and access to early education and care throughout our state.

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A Fork in the Road

As law enforcement leaders, our number-one priority is protecting the safety of our communities in Illinois. We do this by arresting, prosecuting and, when necessary, incarcerating people who commit crimes. But ultimately our best opportunity to improve public safety is to keep people from becoming involved in crime in the first place. To do so, we urge our elected leaders to invest in strategies and practices that have proven, positive and long-term impacts on crime reduction.

We already know where our current path is leading us:

- Although crime rates have fallen over the past 20 years, including in Illinois, there are still 1.2 million violent crimes and 8 million property crimes committed against people in our communities across America every year.¹ **Illinois has more than 47,000 violent crimes annually, a rate of 370 per 100,000 people (similar to the overall U. S. rate of 376 per 100,000);**²
- **Illinois has about 49,000 adults incarcerated in state prisons;**³
- Nationally, we spend nearly \$75 billion a year to incarcerate adults in federal and state prisons or local jails.⁴ **Illinois spends about \$1.4 billion a year;**⁵ and
- **In Illinois, 46 percent of inmates in state prisons lack a high school diploma or GED, even though dropouts can obtain a GED while incarcerated.**⁶

While these facts are daunting, they do not even begin to reflect crime's other economic costs, or the suffering of crime victims in Illinois. The path we are on is both fiscally unsustainable and devastating in its impact on human lives.

Making a Smarter Choice at a Pivotal Time in a Child's Life

Fortunately, we can steer thousands of children across Illinois toward more successful lives through high-quality early education,



“ Our jails are filled with people who never graduated from high school. Reaching kids early—before they drop out of school and become

involved in crime—is one of the best ways to keep people out of our jails.”

– Peoria County Sheriff Mike McCoy,
President, Illinois Sheriff's Association

which has proven it can lead to **less child abuse and neglect, better performance in school, fewer high school drop-outs and, ultimately, fewer crimes committed and a reduction in the number of prisoners.**

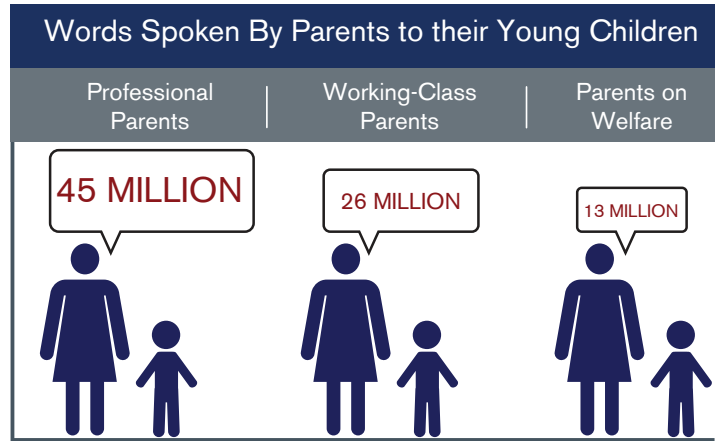
The research behind these outcomes shows that the early childhood period (birth to age 5) is a time of rapid brain development, and that hundreds of new brain connections form every second.⁷ Early experiences play a large role in determining how brain connections are formed and in the “wiring” that becomes the foundation on which all later learning is built.

For example, by age six months, babies start to understand the link between words and their meanings. This sets the stage for language development and later reading, which are key to later school success. Yet children from different backgrounds have very different early experiences. Researchers observed children in their own homes monthly for over two years, until the age of 3, and recorded how many words their parents spoke to them. There were large differences in the average number of words spoken to the children by professional parents, working class parents, and parents receiving welfare:

- professional parents: 45 million words
- working-class parents: 26 million
- parents receiving welfare: 13 million.⁸

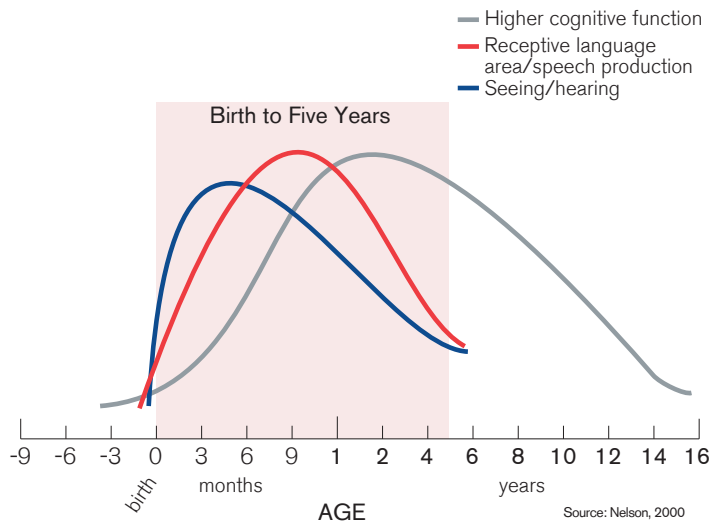
These differences affected the children’s vocabulary development: by age 3, children with professional parents had average vocabularies of 1,116 words, compared with 749 words for working-class and 525 for children of parents receiving welfare. By the time children reach kindergarten, too many are not only far behind in vocabulary development, but on pre-literacy and pre-math skills (such as knowing the alphabet or being able to count to 10), as well. Many also face challenges in learning to control impulses and behavior so they can get along with other students and teachers. High-quality early education and care can help these children get on track, both academically and behaviorally, so they will be ready for kindergarten, despite these early deficits. High-quality early childhood programs also work with parents, to support them in their role as their children’s first teachers.

James Heckman, the Nobel Prize-winning economist from the University of Chicago, has conducted groundbreaking work with economists, statisticians and neuroscientists and has proven that the quality of early childhood development strongly influences health, social and economic outcomes. He argues that we should invest sufficiently in younger children and in providing “coaching” for their parents because those early investments will generate the greatest return. But the opposite is happening: We actually spend far less on the learning of younger children than on older children and adults.⁹



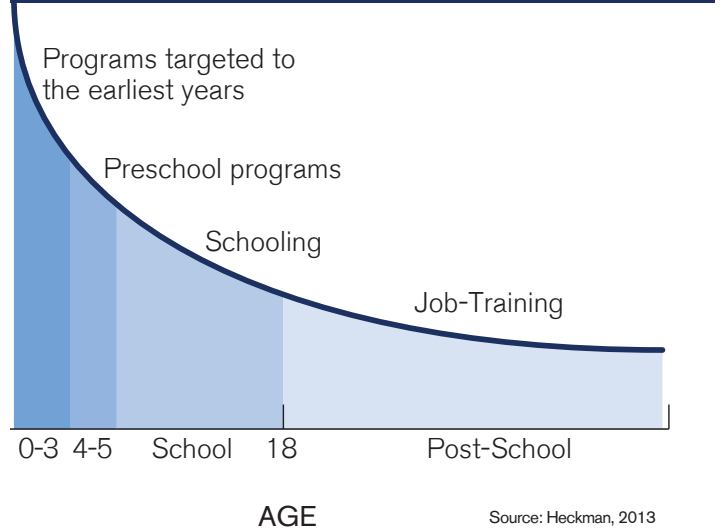
Source: Hart & Risley, 2004

Synapse Formation in the Developing Brain



Source: Nelson, 2000

Rate of Return



Source: Heckman, 2013

A FORK IN THE ROAD

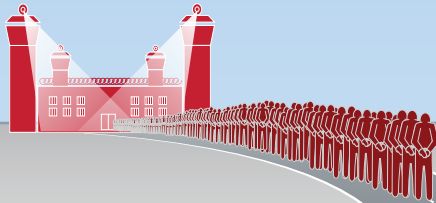
CURRENT PATH WITH BAD RESULTS

Many parents and child care providers don't know the value of talking and reading to young children, and fostering creative play to develop cognitive, physical and behavioral skills. Too many young parents don't have good parenting mentors; some become overwhelmed and neglect or lash out at their children.

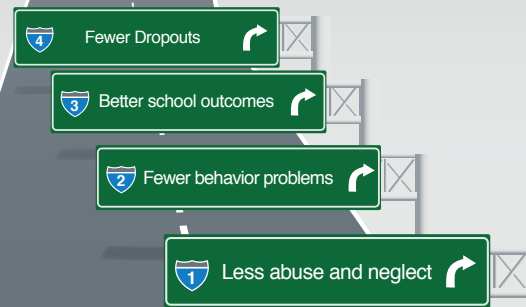
BETTER PATH WITH PROVEN RESULTS

- 1) Voluntary home visiting helps new parents learn how to keep their children safe and encourage their development;
- 2) High-quality early care and education helps children thrive; and
- 3) High-quality preschool for 4-year-olds helps teachers and parents ensure their children can hit the ground running in kindergarten.

MORE CRIME MORE PRISONERS



MORE GRADUATES MORE PRODUCTIVE ADULTS



The Pathway to Less Crime

The path we set children upon, in their earliest years, can make a huge difference as they proceed through school and beyond. Research has shown that high-quality early education and care from birth through pre-kindergarten will result in more successful outcomes:

1 Less abuse and neglect:

The Chicago Child-Parent Center (CPC) is a pre-kindergarten program that has served over 100,000 children and followed them up to age 28. This program also coaches parents to help

them understand their children's health needs, create safer home environments and develop parenting skills.

CPC cut child abuse and neglect in half for the children served, compared with similar children from families not being helped.¹⁰

2 Fewer behavior problems:

Pennsylvania's Pre-K Counts Public Private Partnership program cut—from 22 percent to 4 percent—the portion of children at risk for problematic social and self-control behavior.¹¹

3 Better school outcomes:

- **Ready for school:** Boston's pre-kindergarten program improved mathematics, literacy and language skills among participating children equivalent to seven months of additional learning, compared with children who did not attend.¹² State pre-kindergarten programs are also reporting important improvements.¹³

- **Less special education:** Pennsylvania's pre-k program's success in helping children learn self-control indicates fewer of those children will need special education. New Jersey, which has followed its children through the 4th and 5th grades, found that the children served were 31 percent less likely to be placed in special education than a control group.¹⁴

- **Not held back in school:** Participants in Michigan's state pre-kindergarten, the Great Start Readiness Program, were held back in school 51 percent less often than non-participants.¹⁵ New Jersey's preschool program found its children were held back 40 percent less often.¹⁶

- **Increases in reading and math scores that persist:** North Carolina's Smart Start and More at Four initiatives to improve early education found that the children in counties that spent more per student were five months ahead in reading at third grade and three to five months ahead in math by third grade when compared with children in counties that spent less per student.¹⁷

New Jersey's preschool program, which served disadvantaged school districts statewide, reported that participating children were three-fourths of a year ahead in math and two-thirds of a year ahead in literacy in fourth and fifth grades.¹⁸

These findings show that academic benefits from high-quality pre-kindergarten need not "fade out" as children age. The New Jersey researchers report that their findings are on par with the earlier results achieved by Chicago's CPC program, which later went on to achieve very strong graduation and crime reduction outcomes.

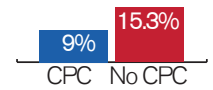
4 Fewer drop-outs:

- The Chicago CPC pre-k program reported a 29 percent increase in high school graduation rates by age 20 among its participants.¹⁹
- Michigan's Great Start Readiness program reported a 35 percent increase in graduates,²⁰ and
- The Perry Preschool Program saw a 44 percent increase in graduation rates by age 40.²¹

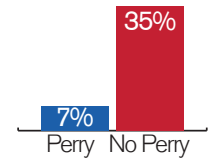
It's significant to note that in Illinois, 14 percent of high school students still fail to graduate on time.²²

5 Less crime:

- Children not served by the Chicago CPC program were **70 percent more likely to be arrested for a violent crime by age 18.**²³

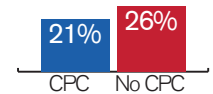


- By age 27, children not served by the Perry Preschool Program were **five times more likely to be chronic offenders, with five or more arrests.**²⁴

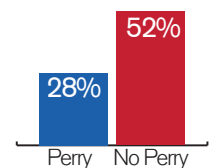


6 Fewer prisoners:

- By age 24, the **people served by the Chicago CPC were 20 percent less likely to have served time in a jail or prison.**²⁵



- By age 40, the children served by the Perry Preschool program were **46 percent less likely to have been sentenced to prison or jail.**⁴⁶



Increasing graduation rates decreases serious crime

Economists Enrico Moretti and Lance Lochner studied the relationship over time between changes in graduation rates and crime. They concluded that a 10 percentage point increase in graduation rates – going from 50 percent to 60 percent, for example – reduces murder and assault rates by about 20 percent.

Source: Lochner & Moretti (2004), *The American Economic Review*



Stronger parents

The most successful early childhood programs with long-term results—such as the Perry Preschool, CPC and New Jersey’s state preschool—work with parents to teach them how to reinforce positive behaviors and encourage them to routinely read and speak to their children, so they are better prepared for success in the years to come. Parents are their children’s first and most important teachers. However, some parents do not have the knowledge or experience necessary to fully support their children’s development. High-quality early childhood programs partner with parents to help them improve their children’s academic and behavioral outcomes. In Illinois, a number of birth-to-3 efforts provide such invaluable help to moms and dads on a voluntary basis. These include Prevention Initiative programs, as well as such “home-visiting” services as Healthy Families, Parents Too Soon, and Nurse-Family Partnership that target assistance to new parents in at-risk households.

It All Adds Up

No baby is destined, at birth, to become a criminal. The road to criminal behavior is paved with childhood abuse and neglect, inadequate preparation for school, unaddressed behavior problems, poor academic performance and dropping out of high school. The path to success in life is driven by school readiness, the ability to get along with others, academic achievement and high school graduation. We need to take action, right now, to ensure children have the opportunity for quality pre-kindergarten so they are on the right path for life.

Quality and Accountability Are Key

Results from New Jersey, North Carolina and Michigan should effectively end the debate on whether high-quality state pre-kindergarten efforts can be brought to scale and deliver strong and lasting results. Illinois early learning programs must be helped to continue their quality-improvement efforts, and if any state pre-kindergarten or Head Start sites aren’t achieving meaningful and lasting results, such as reductions in children’s behavior problems or improved math and literacy skills, the program administrators need to find out what the successful programs are doing differently.

To attain lasting results, programs must be high quality. The National Institute for Early Education Research (NIEER) lists 10 structural indicators of quality, focusing on teacher credentials and training, class size, teacher-child ratios, learning standards, screening and other services, and program oversight.²⁷ NIEER also argues that high-quality pre-kindergarten programs should be full-day, based

on results from a randomized trial that showed that children who participated in a full-day program (8 hours) improved more on vocabulary and math assessments than did children in a part-day (2.5 to 3 hours) program (11 to 12 points versus 6 to 7 points, respectively).²⁸

The Illinois Pre-K Counts program meets eight of the 10 quality benchmarks established by NIEER.

The Bill and Melinda Gates Foundation describes 15 research-based “essential elements of high-quality pre-k” that move beyond program inputs to examine what actually happens in the classroom, particularly the quality of teacher-child interactions and teacher instruction.²⁹ The heart of any program is the interaction between the teacher and the child. To be able to deliver an evidence-based curriculum, teachers must be well-trained and receive quality, ongoing professional development training. Further, in order to attract and retain the best employees, early childhood teachers must be adequately compensated.

Further, pre-k must have an evidence-based curriculum that supports all aspects of children’s development: cognitive, physical, social and emotional. For example, Boston’s pre-k uses the evidence-based Building Blocks math curriculum. Preschoolers’ math knowledge predicts later school success, predicting later reading achievement even better than do early reading skills.³⁰

The essential quality elements also include a strong focus on data and accountability: High-quality pre-k programs collect data to see how they are performing, at every level: district, program, teacher and student. These data are then used to improve program performance, to ensure that children are well-prepared for school.

Illinois must improve access to high-quality pre-k programs:

- In our state, 75,154 children attend high-quality, public state pre-k, plus an additional 34,916 children attend Head Start—together representing just 34 percent of the almost 323,000 children 3 and 4 years old.³²
- There remain almost 124,000 Illinois 3- and 4-year olds not enrolled in these public programs from families who cannot largely afford to pay for quality preschool on their own.³³

NIEER Director Steve Barnett argues that “an accountability and continuous improvement system is a prerequisite for quality, as is adequate funding for those being held accountable.”³¹

Administrators of our most successful state pre-k programs take nothing for granted and are constantly working to learn from each other and make improvements.

As Illinois looks to strengthen access it also needs to be sure that its programs have adequate funding and continue to follow the successful approaches that will help ensure high quality. Illinois must also rigorously measure results, so it can continually strive to attain even greater results going forward.³⁴ That is how our state will reap the rewards of effective pre-kindergarten programs.

States Know Early Learning Works

Across the nation, pre-kindergarten has received support from both sides of the political aisle. In the 2015-2016 budget year, 32 states—22 with Republican leadership and 10 with Democratic leadership—increased funding for preschool. Illinois was among these states with budget increases for early learning.³⁵

Demonstrated Crime Prevention and Economic Benefits

A well-respected, independent cost-benefit analysis of more than 20 different studies of pre-kindergarten programs showed that preschool can return, on average, a “profit” (economic benefits minus costs) to society of nearly \$30,000 for every child served.³⁶ Applying these benefits to the approximately 75,000 children currently served in high-quality pre-k in Illinois, our state could reap a return of more than \$2.25 billion over the lifetime of these children. These economic benefits accrue due largely to reductions in the cost of future crime and increases in participants’ future wages, as well as decreases in other costs to society, such as children being held back in school or receiving special education. Other estimates of benefits are much higher. Clearly, pre-k works and more than pays for itself.



“ Law-enforcement tools are not limited to handcuffs and jail cells. In fact, our most effective options for curbing crime and violence

include investments in young children’s learning and development. Years of solid research—combined with the lessons of police experience back that up.”

**– Chief Frank Kaminski,
Park Ridge Police Department, President,
Illinois Association of Chiefs of Police**

A Different Path for Our State

Illinois now has an opportunity to increase the number of children served in voluntary high-quality early education, as well as enhance program quality. Under our new four-year, federal Preschool Development Grant, nearly 30,000 additional children in 18 communities across the state will attend quality pre-k by the year 2020. These federal resources are targeted to some of our highest-need children and most of the additional children served will be attending full-day programs. Using the above cost-benefit analysis, **implementing the expansion plan outlined in the successful Preschool Development Grant proposal could save Illinois an additional \$900 million over the lifetime of the children who participate in these high-quality pre-k programs.**

Full implementation and continued eligibility for these federal resources will also require that we stick to our state's ambitious plan for investing further in services funded through the Illinois State Board of Education's Early Childhood Block Grant.

Illinois law enforcement leaders applaud this effort. We also recognize that Illinois' early learning system has multiple components with essential roles played by the Child Care Assistance Program, voluntary home-visiting services, and other important initiatives. Our ongoing fiscal crisis and budgetary gridlock are chipping away at both the quality and quantity of these essential services. Reversing this erosion and stagnation must be a top priority, as well, to invest in greater access and quality among early childhood programs.

As law enforcement leaders, our job is to put those who commit serious crimes behind bars in Illinois. **But we all agree that a better and less expensive way to stop crime going forward is to prevent as many young children as possible from growing up to become involved in crime in the first place.**

If Illinois invests wisely now in more and better early education and care opportunities for its disadvantaged children, thousands of children can become successful, productive adults, instead of individuals of wasted potential who too often cost taxpayers dearly. When we support what works for our disadvantaged children, we put them—and our state—on a different, safer path. It's time to invest more in what works. Illinois deserves nothing less.



“ Next to strong policing and prosecution, getting out in front of criminal behavior is the best thing we can do to protect public safety. At a time when

we are worried about spending, we must make smart investments with a big pay-off. Early learning can save hundreds of millions, while sparing countless victims and families the trauma of crime.”

– St. Clair County State's Attorney
Brendan Kelly, President, Illinois State's
Attorney's Association

Endnotes

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- 33 Calculation based on data provided by Cindy Zumwalt, Illinois State Board of Education Early Childhood Division Administrator (November 6, 2015) and from the Illinois Early Childhood Asset Map (<http://iecam.illinois.edu/>). The total number of 3- and 4-year-olds in families below 400 percent of the Federal Poverty Level is 233,971. Subtracting out the number of children served in state pre-K (75,154) and Head Start (34,916) yields 123,901 not enrolled.
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