

Policy Program Paper

**Implementation of the
Compulsory Education Law
for Ages 3-4**

Challenges and Recommendations

Nachum Blass and Haim Bleikh

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Implementation of the Compulsory Education Law for Ages 3-4 Challenges and Recommendations

Nachum Blass and Haim Bleikh*

Abstract

Amongst the many recommendations of the Trajtenberg Committee, the central one in the field of education was a call for the immediate implementation of the Compulsory Education Law for children ages 3-4. This recommendation immediately released tens of thousands of families, in particular those from the established middle classes, from the payment of tuition, and in 2013-2014 it is supposed to lead to the addition to the public educational system of tens of thousands of children who currently do not attend school at all or who are enrolled in private preschool frameworks.

The current paper looks at the practical implications of the decision to fully implement the law. It presents a methodology for projecting the number of children who will be added to the preschool system, as well as their distribution by sector and type of school regulation. It also calculates the number of new preschools that will have to be built, as well as the number of new preschool teachers who will have to be hired and the accompanying cost. Findings are presented for two possible alternatives: in one all children presently attending

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private preschools will move to the public system, in the other the children attending private preschools will remain in their frameworks.

One of the main findings of the study is that the majority of the new children who will enter the public system live in the more well-established cities, principally Tel Aviv or in Jerusalem (mainly in East Jerusalem). It also emerges that in order to meet the large demand, between 1,623 and 2,643 preschools will have to be built, and the overall cost – including the release of existing pupils from payment of tuition, the absorption of new pupils, construction and renovation of preschools, and training of preschool teachers – could reach NIS 3 billion or up to NIS 4 billion, depending on the alternative chosen.

The final section of the work presents some suggestions for reducing the expected costs significantly, as well as initial data on the implementation of the law in the 2012-2013 school year.

Introduction

One of the main contributions of the Trajtenberg Committee is the focusing of public attention on children ages 0-5, and on the fact that today there is no single authority responsible for all of the children in this age group, which is perhaps the most vulnerable to external influences. As a result, this age group lies outside the sphere of state supervision and influence. The Committee's main organizational and structural conclusion was that the handling of ages 0-5 needed to be concentrated within the Ministry of Education. A second conclusion was that the implementation of the Compulsory Education Law for ages 3-4 had to be completed immediately, and the network of services for ages 0-2 significantly expanded.

In keeping with the above, the Trajtenberg Committee drew up – and the Israeli government approved – a series of recommendations in the field of education. All of them focus on the younger ages, with the clear and declared goal of easing the economic burden borne by young families. These recommendations are of great significance especially to middle-class parents, a population which up to now has received no financial assistance in raising its children.¹

Before the Trajtenberg Committee, the Compulsory Education Law for ages 3-4 was implemented only in localities in the lower socioeconomic clusters (1-2), in some of the national priority areas, and in some distressed neighborhoods. The bar for exemption from paying tuition was set at a very low income level, so the vast majority of families that are customarily called "middle class" did not enjoy any relief in paying for their children's education – even though they send their children to preschools and daycares, both in recognition of

¹ The Trajtenberg Committee did not hide its principal goal, which was first and foremost to provide relief for the burden imposed on the middle class. Narrowing the social gaps was a secondary goal.

the importance of education at these ages, and because of their need to work.

In social terms, accepting the Trajtenberg Committee's recommendations means the transfer of several hundred million shekels to the bank accounts of a population group that, while certainly not the weakest, nonetheless bears the brunt of the state's economy upon its shoulders. The debate concerning what social justice there may (or may not) be in providing universal education to all of the population, as opposed to providing differential services according to an income test, has not been resolved – nor will it be in this document. The goal here is not to qualitatively assess the Trajtenberg Committee's recommendations and government decisions in the matter of the younger age groups, but to analyze the economic ramifications and the difficulties in their implementation.² The discussion will focus on one item in the Trajtenberg Committee's recommendations: implementation of the Compulsory Education Law for ages 3-4. This focus stems not from any lack of importance that is attributed to dealing with children ages 0-2, but from the fact that these two populations are very different in the level of educational service and physical infrastructure they require, and the existing body-of-knowledge in Israel, including job definitions and standards, does not permit drawing clear-cut conclusions on the topic.

² There is considerable debate regarding the efficiency of universal education as a tool for narrowing social gaps. Several recently published studies claim that if the goal is to increase equality in the education system, it is better to focus efforts on the weaker groups (Drange, 2012). In contrast, others claim that investment should be in funding universal education, because when education is not universal, those who enjoy its benefits are mainly children of the established classes.

The document is comprised of three parts:

1. An estimate of the number of pupils who will join the public preschools in the wake of the decision on full implementation of the Compulsory Education Law for ages 3-4
2. Identification of the problems stemming from immediate implementation of the law
3. Proposed solutions, some temporary, others permanent, to help contend with the identified difficulties

In the afterword, several conclusions regarding implementation of the decision in the 2012-2013 school year will be presented.

1. Number of New Pupils Joining the Public Preschools

Methodology

The data that serve as the basis for the following discussion are the preschools file and the preschool pupils file for the years 2000-2010, which were received from the Ministry of Education, and data from the Central Bureau of Statistics (CBS). The Ministry of Education data include various personal details of the pupils – age, residential address, address of the preschool the child attends, etc. – but they do not include the private preschools. They also do not contain information about the distribution of pupils in the preschools by age. The CBS data do not include personal information or details by type of school supervision and locality, but they do include the private preschools. Nonetheless, the data are based on a sample and their reliability is unclear. Frequently there is a lack of consistency between files, which is sometimes expressed through large discrepancies in the number of pupils.

All of the calculations in this document are based on the following assumptions:

- A. In 2013 implementation of the law will be completed.
- B. All of the children who will attend preschools in 2013 have already been born, and the number does not include pupils who may be added to the system due to migration from other countries.
- C. The rate of six-year-olds who remain for an additional year in kindergarten will stand at 10 percent. In localities where the rate is higher, the Ministry of Education will take action to limit the phenomenon, and in any event priority will be awarded to 3-5-year-olds over 6-year-olds. In preschools with remaining space, flexibility will be allowed and a continuation of the current policy.
- D. Residents of East Jerusalem will be included in the count, like all residents of the State of Israel. Any decision not to include them in the framework of the law's implementation would be at the political level and is not a part of this discussion.
- E. The distribution of the preschool pupil population by type of education (general or special), type of supervision (State, State-religious or Haredi (ultra-Orthodox)), and sector (Jewish, Arab, Bedouin, or Druze) in 2013 will be identical to the distribution in 2012.

Special attention will be devoted to localities showing an exceptional discrepancy between needs and existing resources.³

³ Such gaps may stem from the locality's not having been included in the Compulsory Education Law in the past, from high rates of natural population growth, or from increased internal migration.

Estimates and Data

A precondition for any serious discussion of the implementation of the Trajtenberg Committee's recommendations is a reliable-as-possible estimate of the number of new children who will join the public preschools.

On the face of it, calculating that estimation is a simple process: take the number of children ages 3-4 and subtract from it the number of children who already attend the public preschools. However, the calculation is, in fact, far from simple, and different assumptions can be made regarding the relevant number of children to be included in the framework of the law's implementation, the number of children who currently attend preschools, and the average number of children per preschool for the purpose of determining the demand.

In order to estimate the number of children in the age groups relevant to the public preschools, a few preliminary questions must be answered:

- A. How should six-year-olds be handled?** The rate of six-year-olds who continue to attend kindergarten for a second year has risen in recent years from 10 percent to 20 percent of the age group. Some of the children do not go on to first grade because they are not ready, but in some cases it is due to parental preferences that are not necessarily based on the children's needs. How should this phenomenon be handled when it is necessary to determine the demand? Should the local authorities be obliged to admit ages 3-4 first and only then allow six-year-olds to stay in kindergarten? Or, is it simply a fact that some children are not ready to enter school, and should be allowed to stay a second year in kindergarten, and make arrangements accordingly?

The authors' suggestion is to assume in advance that 10 percent of all six-year-olds will continue to attend kindergarten, and if rates rise, higher priority should be given to ages 3-4.

B. Children of East Jerusalem. The State of Israel has determined that East Jerusalem is a part of it, but until now – even though more than 45 years have passed – the area is lacking thousands of classrooms for pupils of school age. The Arabs of East Jerusalem today constitute one-sixth of the Arab population in Israel, and a yearly cohort includes some 7,000 children. Equal treatment according to socioeconomic criteria requires inclusion of the children of East Jerusalem in the law's implementation.⁴

C. Children in special education and the various educational streams. Preschools are divided into general preschools and special education preschools. While special education pupils are slightly less than 3 percent of all children, special education classes are 9 percent of all classes, due to the small number of pupils in each class. This means that the number of classrooms required for the law's implementation in special education is higher than the number required by the ordinary standard.⁵ There is a similar problem in the various educational streams. The educational system in Israel recognizes the right of parents to educate their children in

⁴ Whether this is possible in terms of vacant areas for construction purposes, the required manpower and available budgetary resources is a separate question, which needs be considered in determining a timetable for the law's implementation.

⁵ The maximum number of students according to the standard is 35 pupils per preschool. The average number of pupils in the general preschools in 2012 was 28.7, the average number of pupils in special education preschools was nine per classroom, and the overall average number was 26.8 pupils per classroom.

accordance with their religious orientation and sectoral affiliation. The average number of pupils in preschool classes varies among different sectors and types of supervision, and it would therefore be wrong to refer to the overall number of children of the relevant age; a distinction must be made between children attending general education and those attending special education.

For the sake of convenience, the assumption underlying this document is that the distribution of pupils in classrooms, among the different types of education, sectors and types of supervision, as well as the average number of pupils per classroom, will remain at their current levels.

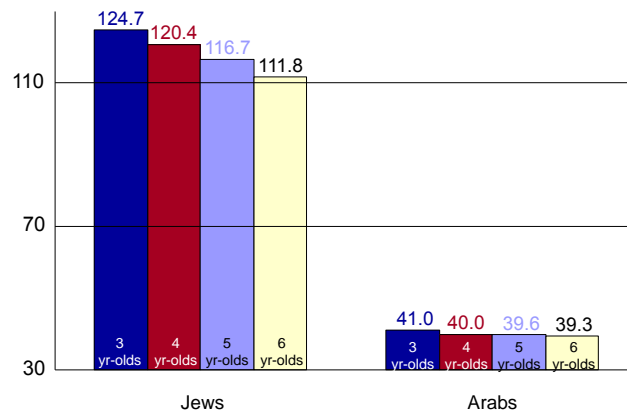
- D. Home education.** It is not known whether the Compulsory Education Law for ages 3-4 will be enforced as formulated, or whether parents (in particular of three-year-olds) will be allowed to care for their children at home legitimately, under the rubric of home education. If this is the case, it is not known what percentage of parents will choose this option. The assumption of this study is that if this becomes possible, 5 percent of parents of three-year-olds and 3 percent of parents of four-year-olds will prefer to care for them at home or in other private arrangements.
- E. Private preschools.** If those attending private preschools are treated as complying with the Compulsory Education Law, the construction issue is less serious, but the issue of tuition payment for these children remains a consideration. The precedent from secondary education shows that the state will most probably have to participate in the funding of the private preschools at the rate of tuition fees that it would have paid to the public preschool system.

This report will present two alternatives: in the first, the assumption is that all the children attending private preschools will transfer to the public preschools (hereinafter: Alternative A). The second assumption is that all the children attending private preschools will remain in private frameworks (hereinafter: Alternative B).

For how many children will it be necessary to provide a solution, on the assumption that the Compulsory Education Law will be implemented in its entirety in 2013?

Figure 1 presents the overall number of ages 3-6 on the basis of live births minus infant mortalities, according to data of the CBS for 2012.

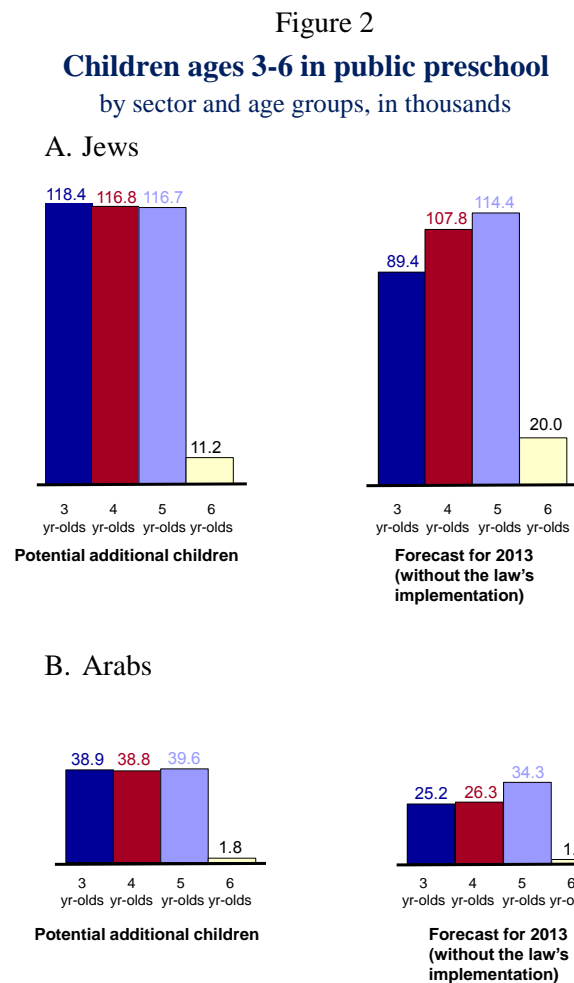
Figure 1
Number of children ages 3-6 – projection for 2013
 live births minus infant deaths, in thousands



Source: Nachum Blass and Haim Bleikh, Taub Center

Data: Central Bureau of Statistics, Ministry of Education

Figure 2 presents the number of potential pupils who will join the public system upon completion of the law's implementation, in keeping with the assumptions noted previously, and the number of pupils expected to attend preschools in 2013 if the law is not implemented.



Source: Nachum Blass and Haim Bleikh, Taub Center

Data: Central Bureau of Statistics, Ministry of Education

There are two striking differences between the data in Figure 1 (number of children ages 3-6) and the data in Figure 2:

- The number of children ages 3-5 expected to attend preschool (who will potentially join the system): in Figure 2 the number is 469,000 – about 13,000 less than the number of ages 3-5 in Figure 1 – due to the assumption regarding the number of children who will continue to be cared for at home in spite of the Compulsory Education Law (home education).
- Six-year-olds: According to the study's assumption, only 10 percent of Jewish children and 5 percent of Arab children will continue for an additional year of kindergarten after the age of six. This number, as will be shown, is lower than the current situation, and that will reduce the number of places required for the full implementation of the law.

According to the study's calculations, when the Compulsory Education Law for ages 3-5 is fully implemented there will be 455,000 children in the preschools of general education, and another 15,000 in the preschools of special education – altogether 470,000 children.

*How many children currently attend preschools?*⁶

Today, children ages 3-5 are in one of the following frameworks: public preschools, private preschools, other private frameworks, or home care by a family member.

The available statistical data regarding each of these frameworks vary in quality: for children attending the public preschools, data of

⁶ The number attending the preschools has to be subtracted from the overall number of children to obtain the number of children to complete implementation of the Compulsory Education Law for ages 3-5.

high reliability are available from the Ministry of Education and the CBS. Data on children attending the private preschools come from the CBS and are based on the preschools that appear in the Register of Businesses.⁷ For children who are not enrolled in one of the two frameworks noted above, there is no substantiated information regarding their share in private or other frameworks (such as preschools that feed into exempted institutions that do not report to any official authority), and what share stay at home (either by choice or by necessity due to a lack of an available preschool in the vicinity of due to the cost of tuition).

Table 1 presents the number of children expected to attend the preschools of general education and special education, on the assumption that the rates of attendance in preschools in 2013 will remain identical to those of 2012 at all ages. As can be seen, if there is no change in 2013 there will be about 406,000 children in the general public preschools and another 13,000 children in special education.

⁷ According to "On the Broad View," the data site of the Ministry of Education, 101,000 children attended kindergarten in 2009 (some of them aged six), 154,000 children attended preschools for ages 3-5, and another 138,000 children preschools for ages 3-4: in 2009 altogether 393,000 children attended preschools either under Ministry of Education supervision, or which the Ministry of Education had information on the pupils in them. According to the data of the CBS, based on the reports of private preschool teachers to the tax authorities, another 15,000 three-year-olds and 2,000 four-year-olds attended private preschools. The data were obtained in a survey of preschools that included a sample of 1,564 preschools, although only 944 of them responded to the survey. The low level of exactitude of the CBS's data in this area may perhaps be indicated by the unexplained 14 percent decline in the number of children attending private preschools between the years 2009 and 2010.

Table 1. **Number of pupils in public preschools: Forecast for 2013**

by age group, sector and type of education

Age	Jewish		Arabs		Total	
	General	Special	General	Special	General	Special
3	86,694	2,751	24,396	774	111,090	3,525
4	104,470	3,315	25,461	808	129,932	4,123
5	110,880	3,519	33,286	1,056	144,166	4,575
6	19,377	615	1,781	57	21,158	671
Total	321,421	10,200	84,925	2,695	406,346	12,895

In order to complete the picture, Table 2 shows the data for children enrolled in private preschools.

Table 2. **Number of pupils in private preschools: Forecast for 2013⁸**

Age	Jewish	Arabs	Total
3	15,964	591	16,555
4	2,476	138	2,615
Total	18,440	729	19,169

Source (for both tables): Nachum Blass and Haim Bleikh, Taub Center

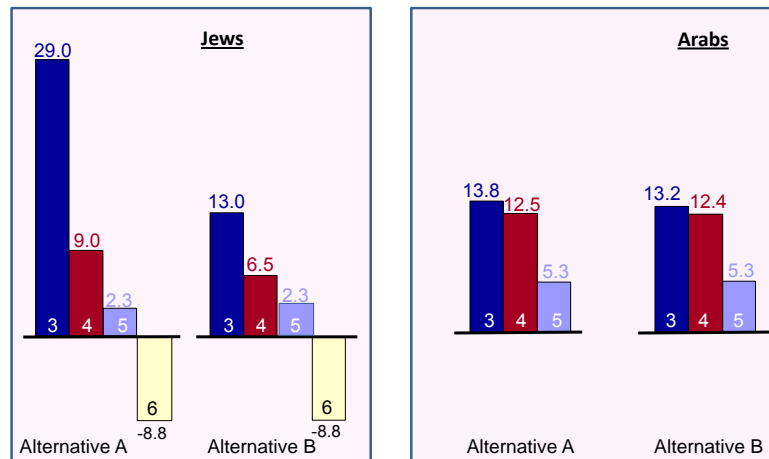
Data (for both tables): Central Bureau of Statistics, Ministry of Education

⁸ Ages 5-6 are not included in the table because there are hardly any pupils of these ages in the private preschools. Likewise, there are no data available on the distribution by type of supervision and type of education (general or special) in the private sector.

After calculating the number of children currently enrolled in the public and private preschools, the number of additional children for whom additional preschools will be required can be determined (on the abovementioned assumptions regarding the size of the relevant cohort, rates of attendance in 2013, and the Ministry of Education's policy in the matter of allowing six-year-olds to remain in kindergarten for another year).

Figure 3 presents the change in the number of ages 3-6 in the public preschools in the wake of the law's implementation, subject to the two alternatives: either all of the children will be sent to public preschools (Alternative A), or the children attending private preschools will remain in private frameworks (Alternative B). As the figure shows, subject to the basic assumptions, the number of children who will require new preschools under Alternative A (in all sectors and of all ages) stands at about 63,000. This figure includes about 14,000 pupils in East Jerusalem. In the case of Alternative B, the number of required places would drop to about 44,000 (for further details regarding distribution by sector, type of education and supervision, see Tables A5-A8 in the appendix).

Figure 3
The change in the number of children in preschool following implementation of the Compulsory Education Law for ages 3-4 by sector and age groups*, in thousands



* Among 6 year-olds, the change in Alternative B is expected to be minimal and so they are not included in the figure.

Source: Nachum Blass and Haim Bleikh, Taub Center

Data: Central Bureau of Statistics, Ministry of Education

In summary, the number of pupils who would join the public system in 2013 if the law were to be fully implemented and subject to the abovementioned assumptions is between 44,000 and 63,000. Under Alternative A, the number of Jewish and Arab pupils joining the system would be almost equal, whereas under Alternative B the number of Arab pupils joining the system would be almost two and a half times more than the number of Jews.

2. Main Obstacles to the Implementation of the Recommendations⁹

A move of such magnitude as the full implementation of the Compulsory Education Law for ages 3-4, which directly concerns hundreds of thousands of children and will require the addition of thousands of preschool teachers, teaching assistants, and buildings at a cost of billions of shekels, cannot be accomplished with ease and without difficulties in its early stages. The difficulties may arise at several levels: organizational (who is responsible for the process), budgetary (how much will the move cost, who pays for it, and how is the burden divided), operational (who is the administrator, and within what timeframe), and sometimes even political (who will the move encompass first).

The main obstacles in the process of implementing the law can be divided into three areas: the rise in ongoing expenditures, the shortage of suitable manpower and the cost of training new manpower, and construction costs for new preschools.

Ongoing cost of implementation of the Compulsory Education Law for ages 3-4

The ongoing costs that will be added to existing costs due to the funding of the Compulsory Education Law can be divided into two. First is loss of the tuition currently paid by parents of children aged 3-4 who do not reside in areas where the Compulsory Education Law for these ages has been implemented. Second is the cost for children who

⁹ It is important to emphasize that budgetary assessments of change of this magnitude are necessarily in the nature of informed estimates. Nobody today can precisely assess the number of children who will join the preschools, their geographical distribution or their distribution by type of supervision. Because of the need to rely on what seem to be reasonable assumptions, mistakes on the order of 10 percent in either direction cannot be considered crucial.

currently do not attend public preschools and will join these preschools upon the full implementation of the law. According to the government decision of January 2012,¹⁰ all of the parents who send their children to public preschools, preschools operated by corporations, or private preschools that have become public preschools after being inspected and meeting the criteria set by the Ministry of Education, will be released from payment of tuition.

Calculating the cost of the first part is rather straightforward. Of the 240,000 children attending preschools below kindergarten level, about 125,000 currently pay tuition, full or partial (after subsidies through graduated tuition). These tuition fees amount to NIS 650-700 million, and the brunt of the funding will fall on the Ministry of Education's budget. Another portion will fall on the budgets of the local authorities, who participate in 25 percent of the cost of funding the discounts in tuition. As far as the state is concerned, it makes no difference at all whether the cost is included in the Ministry of Education's budget or the budgets of the local authorities, which are funded in large part out of the state budget – but undoubtedly there will be weak authorities that will have to receive additional assistance from the government.

The cost of the second part will be determined not by the number of children who join the public preschools, but in accordance with the number of preschools that are opened.¹¹ The cost of operating a preschool currently stands at NIS 200,000 per annum. The estimate of new preschools to be opened should all of the children move to public

¹⁰ See cms.education.gov.il/EducationCMS/Units/Gil3/Horim (last accessed 4 December 2012).

¹¹ This means that if, due to the increase in the number of children that attend preschool, the average number of children in each preschool, for example, should rise, the cost will increase less than the product of the number of children times the tuition rate. On the other hand, if for some reason the average number of children should drop, the cost will be higher.

preschools is an additional 2,345 preschools, but even if only 2,000 additional preschools are opened, the added ongoing cost would amount to NIS 400 million. On the other hand, if the children attending private preschools continue to attend those frameworks, the added cost would then be the sum of the cost of the new public preschools that are opened (about NIS 320 million) plus the tuition for the children that stay in the private preschools (about NIS 160 million, for 20,000 children at a yearly tuition rate of NIS 8,000). Altogether the total cost would come to about NIS 480 million.¹²

Shortage of suitable manpower and the cost of training new manpower

The addition of so many children to the educational system requires the addition of manpower. Today there are already signs that a shortage of preschool teachers is to be expected (Blass, Bleikh and Zaban, Chapter 4). It is clear that in the initial stage, the system will have to absorb preschool teachers and teaching assistants who have retired from the system for one reason or another, but it is also urgently necessary to train new preschool teachers. The opening of new preschools will also demand an increase in the number of assistants. Here the training problem is perhaps less complex, but another problem arises, and it is unclear why it has not been addressed earlier: the problem of children who enter preschool before being toilet-trained, or in other words whose diapers need to be changed. This topic is currently at the focus of an employment dispute with the preschool teachers, who demand an increase in the number of

¹² It is important to emphasize that the number of new preschools that will be opened is not identical to the number of preschools that will be required to be built. Temporary solutions may be found, perhaps even permanent ones, which will make it possible to build far fewer preschools than the number of new preschools that will be opened. That, of course, will cut the construction costs, but not the cost of the new preschools' ongoing expenditures.

assistants per preschool in order to contend with those children who are not yet toilet-trained.

According to the available data, the cost of training a preschool teacher stands at a quarter of a million shekels,¹³ and the number of preschool teachers that will be required is 120 percent of the number of new preschools that are opened.¹⁴ Here, too, of course, a decision will have to be made as regards the private preschool teachers: will they be required to show a teaching certificate in order to continue operating the preschool and receive state participation in the funding. If so, what will become of the private preschools in which the teachers have no such certification?

Each year about one hundred preschool teachers conclude their studies in the academic track, another 800 in the infancy track, and at least some of them seek work in the preschools. In addition, each year about 5,000 students, most of them Haredim (ultra-Orthodox), conclude their studies at the teachers seminars, and some of them also seek teaching positions in the preschools. On the assumption that there is no problem supplying the demand for preschool teachers in the Haredi and Arab sectors (because in these two sectors there is generally a surplus of teachers and preschool teachers), it is necessary to contend only with the demand in State education and State-religious education. Here it is possible, at least in the initial stage, to take a few steps:

- A. Encourage preschool teachers to increase the hours of their employment in the preschool by about 20 percent of a full-time position (today a replacement preschool teacher works in each

¹³ The calculation is based on an estimated cost of about NIS 30,000 per annum for a student at an institution for preschool teacher training (with studies extending over a four-year period), and on the assumption that only about 50 percent of the graduates continue working after five years.

¹⁴ Under the existing arrangements, each preschool requires 1.16 teacher positions.

preschool, so as to enable the regular teacher to work five days a week).

- B. Encourage the return to work of preschool teachers who have retired and now receive a pension. Preschool teachers entitled to a full pension will receive full pay in addition to pension (including social benefits), while preschool teachers who retired with a reduced pension entitlement will be able to work at full pay and increase their pension entitlement.

As will be shown, the Ministry of Education is currently taking action both to encourage preschool teachers who have retired or have not gone into teaching to return to the system, and to increase the number of applicants to the institutions for preschool teacher training.

Expenditures on the construction of new preschools

Before beginning to deal with the issues stemming from the implementation of the Compulsory Education Law, it is important to note that every year the educational system requires new construction stemming from two factors: natural population growth and internal migration (at this stage the study will not deal with external migration or with transfers between the different types of supervisory authorities).¹⁵ In recent years, the yearly cohorts of children have grown at a rate of 3 percent per annum, and the extent of internal migration (among and within localities) has hovered at around 7 percent per annum. Even on the assumption that only one-quarter to one-third of the children whose parents change address require new preschools (the remainder simply trade places – for each child who leaves the preschool's designated area a new child arrives), there is an increase of no more than between 4 and 5 percent in the number of

¹⁵ Nonetheless, as Table 5 shows, every year the number of preschools grows – and consequently the number of preschools being built as well.

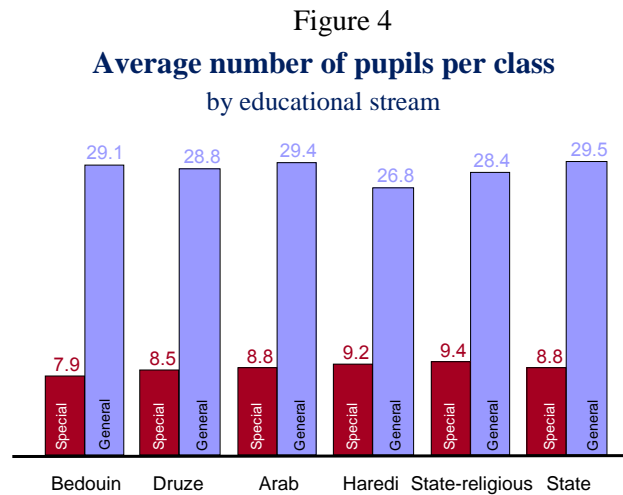
children for whom preschools need to be built. Since the group of preschool ages will include about half a million children in 2013 (including a certain percentage of six-year-olds, as mentioned above), every year it will be necessary to build between 500 and 700 preschools for between 15,000 and 20,000 children depending on assumptions regarding the average number of children in each preschool (including preschools for special education children). The distribution of construction resources among the various localities cannot be uniform, and it will have to take into consideration patterns of internal migration, birthrates in the different sectors, and the distribution of the Jewish population by type of supervision.

Having calculated in Section 1 the number of children who will join the system as a result of the decision to fully implement the Compulsory Education Law for ages 3-4, the number of additional preschools that will be required in each of the sectors and types of supervision under each of the alternatives can be calculated.¹⁶

The number of preschools is derived by dividing the number of children added to the system as a result of the Law's implementation by the average number of children per preschool in each type of supervision (State, State-religious, and Haredi) and in each type of education (general and special). For the sake of convenience, the assumption at this stage is that the current averages will be maintained in each type of supervision and each sector. Different assumptions – especially a rise of the average in the initial stage of implementation – would proportionally bring down the number of required preschools.

¹⁶ The working assumption is that the average number of children per preschool will remain as it is. A difference of one pupil in the average either way means an increase or reduction of three percent in the number of preschools required.

Figure 4 presents the average number of children in each type of preschools in 2012.



Source: Nachum Blass and Haim Bleikh, Taub Center

Data: Central Bureau of Statistics, Ministry of Education

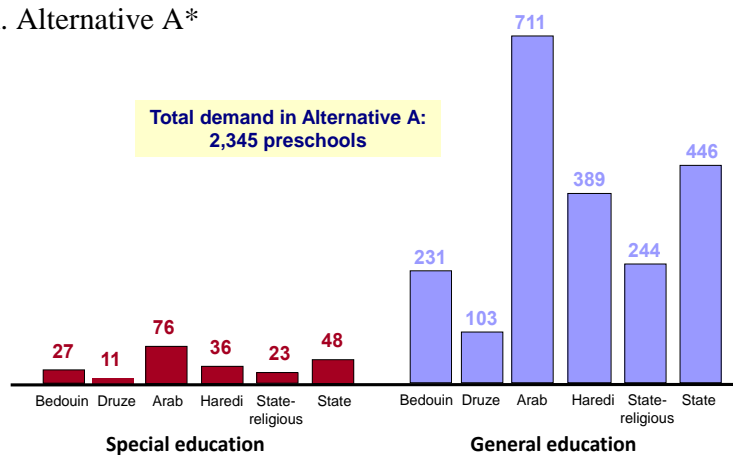
As can be seen in Figure 5, according to the above assumptions under Alternative A, 2,345 new preschools will be required in order to provide a solution for all ages 3-4 who will attend preschool. An increase of one in the average number of pupils per class would reduce that number by 70 preschools. Under Alternative B (Figure 5B), the number of additional preschools required is 1,623. According to the data, it turns out that even today, after the implementation of the Customary Education Law for ages 3-4 in the lower socioeconomic clusters (mainly including Arab localities), the number of preschools that would be required to be added in minorities'

localities comes to 1,159 and 1,133, respectively, under each alternative, which is almost half of all the preschools that would be required under the first alternative, and more than two thirds of all the preschools under the second.¹⁷ Performing the calculation according to the second alternative primarily affects – unsurprisingly – the Jewish sector.

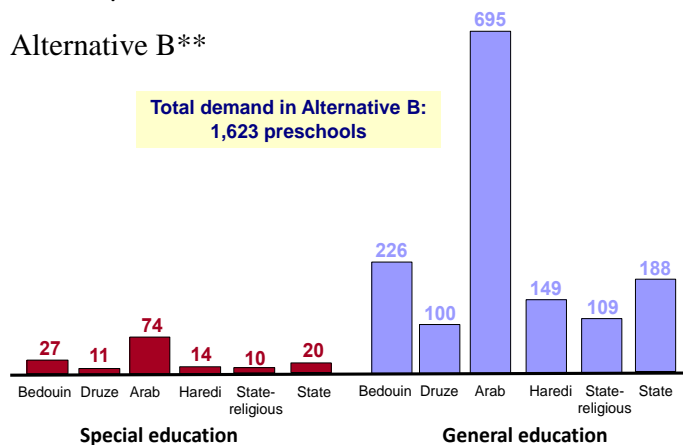
¹⁷ It is important to emphasize that of this number about 500 preschools will be missing in East Jerusalem.

Figure 5
Additional preschools needed for implementation of the Compulsory Education Law
 by sector, supervisory authority and educational stream, average

A. Alternative A*



B. Alternative B**



* All children move to public preschools

** Children in private preschools continue in their private frameworks

Source: Nachum Blass and Haim Bleikh, Taub Center

Data: Central Bureau of Statistics, Ministry of Education

No less important than the number of new preschools that will be required is the question of where they will need to be built. Table 3 presents the leading localities with the largest (absolute and/or relative) gap between the number of pupils actually attending preschool and the number of children born in the locality. These localities include cities and local councils of differing socioeconomic levels, both Jewish and Arab.¹⁸

Table 3. **Gaps between number of children and number of pupils in preschools**

leading localities, 2012

Locality	Sector	Socioeconomic cluster	Inclusion in Compulsory Education Law for ages 3-4 (as of 2012)	Number of children not attending public preschools
Jerusalem	Jewish and Arab	4	Partial	27,897
Tel Aviv-Yafo	Jewish	8	Partial	10,318
Rishon Le'Zion	Jewish	7	No	2,960
Holon	Jewish	6	No	2,667
Beer Sheva	Jewish	5	Partial	2,660
Haifa	Jewish	7	Partial	2,481

¹⁸ The calculation is performed by subtracting the number of children attending the public preschools, according to the Ministry of Education website data, from the number of children born in the locality, which has its origin in data of the Central Bureau of Statistics. For details, see Table A9 in the appendix.

Locality	Sector	Socioeconomic cluster	Inclusion in Compulsory Education Law for ages 3-4 (as of 2012)	Number of children not attending public preschools
Bnei Brak	Jewish	2	Yes	2,228
Ramat Gan	Jewish	8	No	2,055
Ashdod	Jewish	5	Partial	1,768
Netanya	Jewish	6	Partial	1,634
Taibe	Arab	3	No	1,555
Bat Yam	Jewish	6	Partial	1,474
Rehovot	Jewish	6	Partial	1,337
Givatayim	Jewish	9	No	1,004
Herzliya	Jewish	8	No	996
Petach Tikva	Jewish	6	Partial	880
Ashkelon	Jewish	5	Partial	823
Ra'anana	Jewish	8	No	800
Eilat	Jewish	5	Partial	755
Tel Sheva	Bedouin	1	Yes	709
Lod	Jewish	4	Yes	675
Tira	Arab	4	No	667

Source: Nachum Blass and Haim Bleikh, Taub Center

Data: Central Bureau of Statistics, Ministry of Education

Construction requirements in the Jewish sector: The sector's greatest needs are ironically in established areas that currently are not included in the framework of the Compulsory Education Law for ages 3-4. Especially prominent among those on the list are Tel Aviv, Rishon Le'Zion, Haifa, Herzliya, Ra'anana, and Givatayim.

Construction requirements in the Arab sector: Prominent here, of course, is Jerusalem, where almost 15,000 places are needed in East Jerusalem, as well as Arab localities in clusters 3-4, which until now have not been included in the framework of implementing the Compulsory Education Law.

The discussion will now focus on several localities to which particular attention ought to be devoted. Table 4 breaks down the figures for those localities.

Table 4. **Number of children who will require preschools in 2013**
in thousands, under Alternative A, by sector and type of supervision¹⁹

Locality	Arab	Haredi	State-religious	State	Total
Jerusalem	17.1	7.2	1.7	1.9	27.9
Tel Aviv-Yafo	1.3	0.9	0.9	7.3	10.3
Haifa	0.6	0.4	0.2	1.3	2.5
Beer Sheva	–	0.4	0.7	1.6	2.7
Modi'in Elite	–	-1.1	–	–	-1.1
Beitar Elite	–	-0.7	–	–	-0.7

Source: Nachum Blass and Haim Bleikh, Taub Center

Data: Central Bureau of Statistics, Ministry of Education

Jerusalem: This is the locality with the largest gap between the overall number of children and the number of children attending preschool – about 28,000 pupils. One reason for that is the small number of Arab children aged 3-4 who attend preschools that are under Ministry of Education supervision (with near certainty these children do not attend preschool at all). A second factor is the large number of Haredi children attending preschools that are not under Ministry of Education supervision. Most of the pupils who do not have a place in the public preschools are Arab (17,100) or Haredi

¹⁹ The discrepancy between the figures in Tables 3 and 4 stems from the fact that Table 3 relies on data from the Central Bureau of Statistics (the authorities file) and data of the Ministry of Education, while Table 4 takes into account the assumptions presented at the outset.

(7,200). With near certainty at least some of the pupils who are supposed to attend the preschools belonging to State and State-religious education are currently attending private preschools. There should not be any real problem in absorbing those who are not attending preschool at all into the public system – at least not under Alternative B, which allows for the continued operation of private preschools in parallel to the public preschools. The severest problem is, of course, in the Arab sector.

In this context, a document of the Association for Civil Rights in Israel states: "According to the data of the Jerusalem Education Administration, 433 Palestinian children of ages 3-4 are assigned in the current school year (2011-2012) to the municipal preschools, out of a total of 15,000 children. Of those, 121 are assigned to six below-kindergarten level preschools, and the remaining 312 children attending municipal preschools are integrated with children aged 5 in kindergartens – with 200 of them attending special education preschools. Furthermore, 260 children of below-kindergarten age are attending recognized preschools that are not official. There are several dozen private preschools, although to large parts of the population the payments required make these frameworks prohibitively expensive."²⁰

Tel Aviv: the second city in the ranking of localities by the number of children that are not attending the municipal preschools. As opposed to Jerusalem, where the problem is in Arab and Haredi education, in Tel Aviv most of the problem lies in the State and State-religious education, where about 7,300 children lack places in the public preschools. Here, too, a significant portion of them – at least in the established neighborhoods – attend private preschools, and therefore with near certainty the problem is less acute.

²⁰ According to the website of the Association for Civil Rights in Israel: acri.org.il/he/?p=20248.

Haifa and Beer Sheva: These two cities represent two types of localities in which the Compulsory Education Law was not implemented: established Jewish localities where the problem lies mainly in State education (Haifa); and less established Jewish localities in which, with near certainty, there are children in families from middle and lower socioeconomic levels who do not attend preschool because of the high cost (Beer Sheva).

Haredi localities: In these there is ostensibly a surplus of places in the preschools. In the authors' opinion, this mainly concerns a lack of correspondence in the listing of addresses (in some cases the reference is to new localities or to new neighborhoods that are rapidly occupied). Another possible reason for the apparent surplus of places is that it is a common practice among the Haredi population to leave six-year-olds in kindergarten for another year.

Arab localities: The Arab localities with a shortage of places in preschools are mostly located in the 3-4 socioeconomic clusters in which the Compulsory Education Law was not implemented.

From this data the following conclusions arise:

- A. The increase in the number of Jewish children joining the public preschools will occur mainly in the established localities, which until now have not been included in the framework of the Compulsory Education Law.
- B. Most of the Arab children joining the public preschools will be in East Jerusalem.
- C. The number of new children expected to join the preschools in Jerusalem and in Tel Aviv is about half of the number of new children expected to join the preschools in general. With near certainty, in Tel Aviv many of these children currently attend private preschools, and in Jerusalem these are children of East

Jerusalem and Haredi children who are in exempted institutions.

Estimate of the cost

As Figure 5 shows, under the assumptions presented at the beginning of this document, it will be necessary to open between 2,345 preschools at a cost of over NIS 2.25 billion (under Alternative A) and 1,623 preschools at a cost of NIS 1.6 billion (under Alternative B).²¹ In either case, very large sums of money are involved, most of which will have to be invested – if alternative solutions are not found for at least some of the needs – in Jerusalem and in Tel-Aviv.²² An

²¹ Based on a calculation performed by the Union of Local Authorities in Israel, putting the construction cost of a preschool classroom and equipment is about NIS 1 million (960,000) (details in Position Paper of January 22, 2012). However, the final sum will apparently be higher, because many of the missing preschools will have to be built in Jerusalem, where the construction cost of a preschool is 80-100 percent higher than elsewhere in the country due to the topographic conditions, the requirement of stone facing, and shortage of available land.

²² The estimate presented here is close to the estimate cited by Ministry of Education Director-General Dalit Stauber at a meeting of the Knesset's Education Committee on February 13, 2012, according to which in the next four years 2,500 new preschool classrooms will be built, until the law is fully implemented. According to her, 136 local authorities had submitted requests for construction and eight local authorities did not require any. The Ministry of Education acknowledged a need to build another 1,171 classrooms for ages 3-4, and to enlist 2,900 preschool teachers until the completion of implementation. Stauber noted that in the State and State-religious sector a shortage of 557 preschool teachers was expected in the 2012-13 school year, as opposed to a shortage of 65 preschool teachers in the Arab sector. In the Haredi sector, no shortage of preschool teachers was expected, as the amount of training far exceeded the needs. According to Stauber, the Ministry of Education would prepare for the shortage by, among other things, enlisting preschool teachers with teaching certificates who are currently not employed, overseeing the opening of accelerated training tracks, and enlisting third-year students to serve as reserve preschool teachers.

investment on this scale requires thought and a search for ways to limit the needs, as well as an accelerated pace of construction and finding the required solutions.

In general, with respect to the severity of the problem at the national level, it appears that in places where currently more than 90 percent of the children of the relevant ages attend preschool (and the share of all six-year-olds who continue to attend kindergarten is not higher than 10 percent), there should not be a problem meeting the additional demand for preschools, and the locality will be able to absorb these entitled children with no added construction.

In the final section of the document several directions for thought, each of which may provide partial relief of the shortage in preschools, will be presented.

3. Proposed Solutions

A precondition for devising solutions to the shortage in preschools is conducting a full and thorough survey of all the buildings that serve today, and served in the past, as educational facilities, as well as other public buildings, such as community centers. This survey must consider the level of current use of educational facilities that are in use, as well as the nature of use of educational facilities that have been converted to other purposes. It is also necessary to examine the contractual obligations involved in the conversion of these buildings and the possibility of cancelling them. If there is no such possibility, the possibility of receiving monetary compensation that will help in funding the construction of new educational facilities should be considered. Along with that, the survey must include all public buildings that can serve in a pinch as preschools. It must look at community centers, sports clubs and leisure activity centers, old age homes, etc. In all of these places there are rooms and space which are only partially utilized, and which, after physical modification, may

help temporarily or permanently to solve the shortage of buildings. The survey must be conducted immediately in all of the local authorities. In those where the matter remains unresolved the gathering of information must be completed, and the outcomes brought before the appropriate forums.

After the proposed survey is carried out, it will be possible to employ all or at least some of the following measures:

Full utilization of buildings which were preschools in the past and converted to other purposes. The first, quickest, and most obvious solution is to return buildings which were converted to other purposes to their original use as preschools. The difficulty, of course, is that these preschools generally are located in areas where there are no longer any children of the relevant ages, or the number of children in them is small. Another difficulty is finding a solution for the current users of the preschool buildings, which often are also of considerable importance to the locality's social life (clubs for the elderly, youth clubs, etc.). Furthermore, in many cases, the buildings that were originally intended to serve as preschools have undergone modifications – sometimes on a massive scale – to adapt them to their current uses.

Nevertheless, this solution appears to have significant potential, even as a temporary solution and it ought to be considered even if occasionally it may be necessary to bus children from distant neighborhoods. Without a doubt, in many of Jerusalem's neighborhoods, which were populated all at once in the past, there are quite a few preschools that currently serve other purposes.

Utilization of vacant classrooms in primary schools. There are many localities that have undergone or are undergoing a process of depletion of their younger population. As a result, there is a reduction in the number of pupils in the schools, but the institutions have not

been closed.²³ These institutions can accommodate kindergartens, and the kindergarten buildings will be freed up for preschools for younger children. This could be either a temporary or permanent solution: temporary when use of the schoolrooms is only to meet the demands of a transition period, and permanent when performed in the framework of an organizational-educational approach that views kindergarten as an integral part of the younger primary school grades, as is customary in many schools in the Arab sector.

Multipurpose use of over-ground bomb-shelters. In many places over-ground bomb-shelters have been built, which currently serve purposes that may be important, but less important than the need to implement the Compulsory Education Law for ages 3-4. It is necessary to look into the possibility of housing some of the preschools in these shelters, if only for a short period of time, until the required construction can be completed.

Significant reduction in the number of six-year-olds who remain in kindergartens. As mentioned previously, this is a growing and widespread phenomenon, especially in the Haredi sector. Every effort must be made to impose strict constraints to deter parents from needlessly leaving their children in kindergarten for a second year, especially when that comes at the expense of the ability to accept children aged 3-4.

Granting operating licenses to private preschools. In some localities, especially in the established cities, some children who do not attend public preschools are enrolled in private preschools. Already in the immediate future it will be necessary to devise the legal

²³ In this context there is another possibility as well: in neighborhoods undergoing the process of turning Haredi, and in which the secular and national-religious population has declined yet the schools in its service have not been closed, areas of the State and State-religious schools can be turned into preschools for the Haredi sector.

and organizational arrangements allowing these preschools to continue operating. An especially thorny issue concerns the state's participation in the tuition payments to these preschools. In the authors' opinion, the state will have to participate in the cost in the same way that it does in secondary education, i.e., determine the equivalent value of tuition per child at a public preschool and transfer that sum to the owner of the private preschool.

Construction in places lacking suitable vacant land for establishing preschools. One of the grave difficulties in the construction sphere (especially in the Arab sector and in old neighborhoods in Jewish localities that are undergoing processes of renewal) is finding available and suitable land for the construction of preschools in terms of size and other specifications, such as distance from high-voltage power lines. It will be necessary to find creative solutions in places where there is no available land, such as use of the spaces beneath the first floor in buildings elevated upon construction pillars, or the use of roofs of high-rise buildings. It goes without saying that the safety requirements drawn up by the Ministry of Education must be met.

Construction in new neighborhoods. In neighborhoods that are under construction it is necessary to try to arrive at arrangements with the contractors and set aside suitable lots for public buildings, i.e., build the preschools at the expense of the construction percentages awarded to the contractors. This would indeed raise the cost to homebuyers in the short term, but would serve their interests in the long term.

Use of community centers and public buildings. There are quite a few public buildings, like community centers, which could be used as preschools either temporarily or permanently.

Use of private buildings. In places where it is impossible to build preschools in the initial stage, and where private buildings are available in which preschools could be operated, it is necessary to allow leasing of these buildings as a solution. The leasing agreements will be signed by the local authorities, and the Ministry of Education will transfer part of the payment to the local authorities in accordance with the customary arrangements.

Busing. Serious and positive consideration should be given to busing arrangements for children as a temporary measure.

4. Afterword

This document was written several months after the government decision was made and before the start of the 2012-2013 school year. In the course of that period the Ministry of Education and the local authorities prepared for the implementation of the decision, and today the results can already be evaluated – albeit only in a preliminary and partial fashion.

At a symposium held by the Taub Center on the topic of preprimary education, representatives of the Ministry of Education and of the Union of Local Authorities in Israel asserted that the local authorities had succeeded in absorbing all the applicants, and, in fact, there had not been any real problem. This statement was to no small degree surprising, considering the burdensome weight of absorbing all the children who until now did not attend public preschools.

However, when the actual change (rate of increase in the number of children, preschools, and preschool teachers between 2011-2012 and 2012-2013) is examined, as expressed in the data of "On the Broad View" (Table 5), it is not particularly impressive. Comparing the rates of change between the years 2008-2009 and 2012-2013, it appears that in the years prior to the decision on the implementation of the Law

(2008-2009 –2011-2012) the rate of change in the number of children attending preschools, the number of preschools opened, and the number of preschool teachers employed by the system was lower, although not as significantly as might have been expected. The change in the rate of children joining the preschools between 2011-2012 and 2012-2013 was only slightly greater than the rate of those joining between 2010-2011 and 2011-2012, and not very much larger than the rate between 2009-2010 and 2010-2011. This rate was undoubtedly influenced far more by the natural population growth than by an increase in attendance rates, i.e., more extensive implementation of the law. It will therefore be necessary to wait another year, until 2013-2014, to see what happens.

The change in the number of preschools was also appreciable, but not inordinately so: an addition of 5 percent in 2012-2013, as opposed to 3 percent in 2011-2012. In contrast, there was a significant change in the number of preschool teachers – a rise of 8 percent. This remains unexplained, and it is unclear how such a significant change could have occurred in the number of preschool teachers while the change in the number of pupils and preschools was only 3 and 5 percent, respectively.²⁴

²⁴ Reservations must be expressed, since, as mentioned above, reports in the "On the Broad View" website are sometimes late in coming. Nonetheless, as the data were accessed in January 2013, four months after the start of the school year, they can reasonably be assumed to reflect the reality.

Table 5. **Number of children, preschools, and preschool teachers in Israel**

in thousand, rounded to hundreds, 2008-2009 – 2012-2013

	2008- 2009	2009-2010	2010- 2011	2011- 2012	2012- 2013
Children	376.3	378.1	386.7	397.8	413.9
Preschools	14.0	14.2	14.4	14.8	15.6
Preschool teachers	12.3	12.7	12.9	13.3	14.4
Rate of change relative to previous year					
Children	–	0.5%	2.3%	2.9%	4.1%
Preschools	–	1.5%	1.6%	2.7%	5.4%
Preschool teachers	–	2.8%	1.7%	2.9%	8.7%

Source: Nachum Blass and Haim Bleikh, Taub Center

Data: Central Bureau of Statistics, Ministry of Education

What else can be said about the results of the move to implement the Compulsory Education Law for ages 3-4?

Costs: At this stage there is no way of assessing to what degree the Ministry of Education's budget has grown due to the implementation of the law, since no data are available regarding implementation of the 2012 budget. Budgetary execution for preschools in 2011 stood at NIS 2.9 billion, and the budgetary proposal for 2012 was set at NIS 2.8 billion. At the time that the 2012 budget was submitted to the government, though, the decision to fully implement the law had not yet been taken. It is clear that the budget will have to grow at least by the amount of tuition for children who already attended preschools

(about NIS 700 million). Add to this the expenditures on the construction of new preschools and required modifications to adapt existing buildings that did not function as preschools. Likewise, funds were almost certainly allocated to increase the number of students in the preschool teacher training institutions.

Preschool teachers: On February 29, 2012, the Director-General of the Ministry of Education reported to the Knesset Education Committee:

“As regards manpower, preschool teachers, several steps have been taken. I sent a personal letter both to graduates who have completed their training but not found a place in the educational system, and to those currently studying. As of today, several tracks have been devised for retraining programs. There are three programs in cooperation with the colleges for teacher training. One program deals with re-qualifying academics holding a degree and a teaching certificate to teaching infants. A second program deals with retraining academics holding a degree in a field close to teaching – psychology, education, or the behavioral sciences – towards a teaching certificate for the infant ages. The third track enables preschool teachers with at least five years' experience to attend a B.Ed. program for certified preschool teachers.

To date about 300 certified preschool teachers who have not yet found employment in preschools, or have found other work and would like to return to work as preschool teachers have applied through the website. About 60 teachers have enrolled who would like to undergo retraining to teach to the infant ages. Already 132 degree-holders have enrolled for retraining. As of today – the site only went up on Friday, and yesterday was Tuesday – we have 20 master's degree-holders, 122 bachelor's degree-holders, some of them in the sciences, education, psychology, and behavioral sciences who are

interested in re-qualifying, and about 45 private preschool teachers who would like to complete their education.”²⁵

The Director-General's remarks regarding the great interest shown in joining the educational network for the infant ages are also supported by the data presented in Table 5, i.e., there is an unrealized potential of (mainly) women interested in becoming preschool teachers.

Construction: The Director-General went on to say:

“All of the local authorities – those from the Arab sector, the small authorities, the large authorities – they are all preparing for construction. The website in which we issued an abbreviated registration procedure for private preschools is also very active. There is tremendous interest; there are dozens of applications each day. There are already dozens of preschools that have submitted the documents, and with them, too, we are in daily contact. We instruct them, help them. If here and there a document is missing, we help them to comply with the rules. There is still a month left for submitting the license, and each day there are dozens of applications and a very lively interest in this matter.”

Despite the declarations, in this topic, as shown in Table 5, the gap between what is required (over 1,500 preschools, without taking into account the issue of internal migration) and the number of new preschools actually opened (and it is unclear whether this refers to new buildings, renovated buildings, and/or temporarily modified buildings) – only 754 – is rather large.

²⁵ All of the citations of the Director-General are taken from the protocol of the committee: knesset.gov.il/protocols/heb/protocol_search.aspx?comID=8

*Appendix*Table A1. **Number of preschool pupils in Jewish general education – Forecast for 2013**

by type of supervision

Age	State	State-religious	Haredi	Total
3	41,456	17,662	27,575	86,694
4	49,957	21,284	33,230	104,470
5	53,022	22,590	35,268	110,880
6	9,266	3,948	6,163	19,377
Total	153,701 (48%)	65,484 (20%)	102,236 (32%)	321,421 (100%)

Table A2. **Number of preschool pupils in Jewish special education – Forecast for 2013**

by type of supervision

Age	State	State-religious	Haredi	Total
3	1,637	268	846	2,751
4	1,973	323	1,019	3,315
5	2,094	343	1,081	3,519
6	366	60	189	615
Total	6,071 (60%)	995 (10%)	3,135 (30%)	10,200 (100%)

Source (for both tables): Nachum Blass and Haim Bleikh, Taub Center**Data (for both tables):** Central Bureau of Statistics, Ministry of Education

Table A3. **Number of preschool pupils in Arab general education – Forecast for 2013**

by type of supervision

Age	Arabs	Druze	Bedouin	Total
3	17,138	2,378	4,880	24,396
4	17,886	2,482	5,093	25,461
5	23,383	3,245	6,658	33,286
6	1,251	174	356	1,781
Total	59,659 (70%)	8,279 (10%)	16,987 (20%)	84,925 (100%)

Table A4. **Number of preschool pupils in Arab special education – Forecast for 2013**

by type of supervision

Age	Arabs	Druze	Bedouin	Total
3	588	82	104	774
4	614	85	109	808
5	802	112	142	1,056
6	43	6	8	57
Total	2,047 (76%)	285 (11%)	363 (13%)	2,695 (100%)

Source (for both tables): Nachum Blass and Haim Bleikh, Taub Center

Data (for both tables): Central Bureau of Statistics, Ministry of Education

Table A5. **Number of children ages 3-6 joining the public preschools in general education – Alternative A***

by type of supervision

Age	State	State-religious	Haredi	Arab	Druze	Bedouin	Total
3	11,651	6,060	10,377	9,099	1,410	2,835	41,432
4	4,347	1,750	2,651	8,243	1,131	2,769	20,892
5	1,161	410	635	3,597	420	1,123	7,347
6	-4,011	-1,303	-3,232	–	–	–	-8,545
Total	13,148	6,918	10,432	20,940	2,961	6,727	61,125

Table A4. **Number of children ages 3-6 joining the public preschools in special education – Alternative A***

by type of supervision

Age	State	State-religious	Haredi	Arab	Druze	Bedouin	Total
3	370	192	329	289	45	90	1,315
4	138	56	84	262	36	88	663
5	37	13	20	114	13	36	233
6	-127	-41	-103	–	–	–	-271
Total	417	220	331	665	94	213	1,940

* All children will learn in public preschools

Source (for both tables): Nachum Blass and Haim Bleikh, Taub Center

Data (for both tables): Central Bureau of Statistics, Ministry of Education

Table A7. **Number of children ages 3-6 joining the public preschools in general education – Alternative B***

by type of supervision

Age	State	State-religious	Haredi	Arab	Druze	Bedouin	Total
3	5,233	2,722	4,661	8,709	1,349	2,713	25,386
4	3,155	1,270	1,924	8,152	1,118	2,738	18,358
5	1,161	410	635	3,597	420	1,123	7,347
6	-4,011	-1,303	-3,232	–	–	–	-8,545
Total	5,538	3,099	3,988	20,458	2,888	6,575	42,546

Table A8. **Number of children ages 3-6 joining the public preschools in special education – Alternative B***

by type of supervision

Age	State	State-religious	Haredi	Arab	Druze	Bedouin	Total
3	166	86	148	276	43	86	806
4	100	40	61	259	35	87	583
5	37	13	20	114	13	36	233
6	-127	-41	-103	–	–	–	-271
Total	176	98	127	649	92	209	1,350

* Children in private preschools will remain in their private frameworks

Source (for both tables): Nachum Blass and Haim Bleikh, Taub Center**Data (for both tables):** Central Bureau of Statistics, Ministry of Education

Table A9. **Average number of children per classroom**

In selected localities, by sector and educational stream, 2012

Locality	State	State- religious	Arab	Haredi
Jerusalem	26.5	27.0	26.9	26.5
Tel Aviv- Yafo	32.2	30.8	30.5	24.0
Haifa	27.3	29.1	26.9	27.2
Beer Sheva	27.6	33.1	–	29.0
Modi'in Elite	–	24.8	–	24.8
Beitar Elite	–	–	–	26.2
Um El- Faham	–	–	28.0	–
Abu Basma	–	–	30.5	–

Source: Nachum Blass and Haim Bleikh, Taub Center**Data:** Ministry of Education

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