

DRAFT

Philadelphia Commission on Universal Pre-Kindergarten

Recommendations Report

February 2, 2016

DRAFT



To provide questions, comments and feedback please email
PreKCommission@phila.gov

Table of Contents

Executive Summary	3
Introduction.....	
Background	6
Vision	7
Guiding Principles.....	8
Approach to Development and Public Input Process.....	8
Benefits of Quality Pre-Kindergarten	8
Child Outcomes.....	9
Adult Outcomes.....	10
Current Landscape	11
Supply and Demand	11
Quality.....	13
Changes to the State Level Early Learning Landscape.....	15
Current Funding	15
Pre-K Enrollment	18
Alignment of Systems for Infants to 3rd Graders	19
Recommendations.....	21
Mixed Delivery System.....	21
Quality Expectations: Keystone STAR 4, 3 and 2-Ready	22
Dosage.....	23
Child Care Settings.....	23
Blended and Braided Funding.....	23
Quality Improvement	26
Funding	27
Moving Forward.....	36
Next Steps.....	29
Governance and Organizational Structure	34
Kindergarten Transition	35
Process for Developing the Implementation Plan	35
Appendices.....	37
Community Outreach and Engagement Report	42

Glossary.....53
List of Persons Consulted.....56
Quality Improvements Supports.....56

Executive Summary

Philadelphia is a more diverse, safe, educated, and thriving city than it has been in decades. But its potential for future progress will be held back until all children are ready to learn when they enter kindergarten.

Quality Pre-K programs can make it happen. In the long term, the programs result in fewer children in special education classes, higher graduation rates, increased earning potential, better health, and shrinkage in achievement gaps rooted in income and other factors. Quality Kindergarten programs also have been shown to support parents' efforts to enter into and thrive in the workforce. The benefits ripple through the workforce, economy, and community. Yet only one in three of Philadelphia's 42,500 three- and four-year-olds have access to affordable quality Pre-K.

On May 19, 2015, Philadelphians voted overwhelmingly (80 percent) to create the Philadelphia Commission on Universal Pre-Kindergarten. Its charge: propose a universal Pre-K program that provides quality, affordable, and accessible services to three- and four-year-olds throughout Philadelphia. The Commission was tasked with providing recommendations for sustainable funding for Pre-K *that does not reduce existing K–12 funding*.

Beginning work on June 30, 2015, the 17-member Commission assessed the current state of early learning in Philadelphia. It found a sizable gap between the current situation and the basic requirements for quality Pre-K—in particular, a gap in funding and coordination. While the actual cost of quality Pre-K is well over \$12,000 per child, depending on how much time the child spends in care, current subsidies are well below that. Insufficient funding limits the ability to provide the basic tenets of quality Pre-K: a stable workforce with adequate training, quality facilities in convenient locations, and recurrent funding for families who cannot otherwise afford quality Pre-K.

The Commission reviewed scientific research, evidence-based practices, and past local and state efforts. It garnered input from experts in the field, as well as 150 members of the public, through a hearing, three community meetings, and an online survey.

Recommendations

To provide quality universal Pre-K programs in Philadelphia, the Commission recommends that the City:

- Build and manage expanded Pre-K using a mixed-delivery system, developed over multiple years, consisting of the School District of Philadelphia, as well as nonprofit and private providers. Such a system would leverage and bolster existing small businesses and community-based organizations.
- Create a Pre-K system that is available to **all** three- and four-year-olds in Philadelphia. Give early priority to children with the highest risks of not being ready for kindergarten,

both academically and socially: children with special needs, low-income children, children of immigrants, English-language learners, and homeless children.

- Assure that all Philadelphia Pre-K programs are quality programs with rigorous standards, regular child assessment, monitoring by outside observers, and reporting on outcomes.
- Construct a universal Pre-K program that operates all day (eight hours) throughout the year (260 days), with a minimum of 180 days of instructional time, as well as child care during other times of the year.
- Philadelphia leverage our existing quality programs by using a variety of child care models, including center-based, group, family, and school-based settings that meet the standard for quality.
- Blend funding from multiple sources including federal Head Start, state-funded Pre-K Counts, and local private funding. Coordinate the accountability, enrollment, and funding policies among the different sources.
- Establish a Pre-K curriculum that meets Pennsylvania's early learning standards, which include developing curiosity; literacy; math; scientific thinking; and physical and emotional development. Choose a smaller number of curricula from those currently in wide use locally that meet standards for quality, cost and alignment with the K-12 system.
- Tie the assessment and outcomes reporting requirement to an existing monitoring system based on teacher observations and outcomes reporting. Set system-wide goals and measure child outcomes according to the percentage of children with proficient language and literacy skills, mathematical thinking skills, social and emotional skills, and scientific thinking.
- Improve quality by increasing participation in the Keystone STARS rating program. Develop an outreach strategy to allow Pre-K providers to learn about STARS and help providers gain access to currently existing supports that address two major barriers to Pre-K quality: lack of facilities and adequately trained teachers. Work with philanthropic organizations and higher education institutions to increase these resources.

Funding

The Commission is evaluating three proposed models for local investment in quality:

- Philadelphia Pre-K Supplemental where The City funds a predetermined amount of new quality slots at an amount pegged to the Pre-K Counts per child rate.

- Quality Supplement where the City funds a per child amount to be combined with other sources of state and federal funding. The local supplement amount is intended to address the gap between current revenues and the cost of quality care.
- A hybrid of the two options to both fund additional quality slots as well as provide supplemental funding to help providers fill the revenue gap between existing funds and the cost of quality care.

Moving Forward

To move forward quickly and efficiently, the Commission also recommends that the City of Philadelphia:

- Adequately prepare Pre-K teachers by removing logistical and financial barriers to higher education, and supporting teachers and staff through pre-service training, technical assistance and classroom coaching.
- Explore various models of governance for Philadelphia's universal Pre-K, including more thorough coordination among the City, the School District of Philadelphia, and state agencies with additional dedicated City personnel to oversee coordinated distribution of funds.
- Devise a comprehensive approach to kindergarten transition, preparing all young children and their families to move into kindergarten by aligning curriculum and instruction, supportive services, and operations from Pre-K through the third grade.

Next Steps for the Commission

- Present the plan to the public, particularly those most impacted by it, such as low-income parents and child care providers. Revise the plan based on the feedback.

This is the first draft of the Philadelphia Commission on Universal Pre-Kindergarten's Recommendations Report to City Council, Mayor Kenney, and the public. There will be a public hearing on February 22, 2016, in City Council Chambers followed by community meetings in February and early March. The Commission will hear feedback from parents, providers, and the general public about the first draft of the report. All comments will be collected by March 15th, 2016. The Commission will release its final Recommendations Report on April 15, 2016.

Universal Pre-K is a smart investment in growing minds, preparing children to be skilled learners at the time when they are primed for it. If done right, universal Pre-K will provide deep and lasting benefits for the families and residents of Philadelphia.

Background

Investments in quality Pre-K provide long-term gains for all children and reduce the gaps in school readiness faced by many children. Studies illustrate significant benefits for children who participate in quality early education programs: increased performance in school, improved social and emotional skills, fewer behavioral problems, decreased need for special education, increased high school graduation rates, and increased earning potential. To put it simply, children benefit greatly from quality early learning opportunities, and those benefits ripple through our workforce, economy, and communities.

Today, Philadelphia is a more diverse, safe, educated, and prosperous city than it has been in decades. Yet, without a system of expanded, quality Pre-K that is accessible to all young children, Philadelphia's collective potential is being held back. While investments in quality early childhood education exist in Philadelphia through federal, state, and private sources, only one in every three of Philadelphia's low-income three- and four-year-olds has access to quality Pre-K. Tens of thousands of children are being left behind before they even get to school.

It was against this backdrop that on May 19, 2015, Philadelphia voters overwhelmingly approved a ballot initiative creating the Philadelphia Commission on Universal Pre-Kindergarten. With more than 80 percent voter approval, the Commission was charged with proposing a universal Pre-K program that provides quality, affordable, and accessible educational services to three- and four-year-olds throughout Philadelphia. In addition, the Commission was to provide funding recommendations that would not reduce existing K-12 education funding.

The Commission was formed on June 30, 2015, co-chaired by Sharon Easterling, Executive Director of the Delaware Valley Association for the Education of Young Children (DVAEYC), and Dr. Loretta Jemmott, Vice President for Health and Health Equity at Drexel University.

The Commission members are as follows:

Name	Title, Organization	Appointing Authority
Sharon Easterling (Co-Chair)	Delaware Valley Association for the Education of Young Children, Executive Director	Mayor
Loretta Jemmott (Co-Chair)	Drexel University, Vice President for Health and Health Equity	City Council
Jannie Blackwell	Philadelphia City Council, Council Member District 3	City Council
Catherine Blunt	Parkway Center City High School, Former Principal	City Council

Diane Castelbuono	School District of Philadelphia, Deputy Chief for Early Learning	Ex Officio
Donna Cooper	Public Citizens for Children and Youth, Executive Director	City Council
Marita Crawford	IBEW Local 98, Political Director	Mayor
Rob Dubow	City of Philadelphia, Director of Finance	Ex Officio
Jennifer Duffy	Henry Lea Elementary School, Principal	City Council
Michelle Figlar	Pennsylvania Department of Education, Office of Child Development & Early Learning, Deputy Secretary	Ex Officio
Margarita Hernandez	Asociación Puertorriqueños en Marcha for Everyone, Director of Early Childhood Programs	Mayor
Rob Wonderling	Greater Philadelphia Chamber of Commerce, President and CEO	Mayor
Reuben Jones	Frontline Dads, Inc., Executive Director	Mayor
Sherilynn Kimble	Retired Early Childhood Educator and Center Director	City Council
Pheng Lim	Folk Arts-Cultural Treasures (FACT) Charter School, Principal	Mayor
Anne Gemmell	Mayor's Office of Education, Pre-Kindergarten Director	Mayor
Blondell Reynolds-Brown	Philadelphia City Council, Council Member At-Large	City Council

Vision

The Commission's work is guided by the following vision: "We envision a Philadelphia where all three- and four-year-olds have access to quality, affordable, and accessible Pre-K opportunities, which are sustainably funded and allow each student to become a lifelong learner and contributing citizen."

Guiding Principles

Below are the principles that guided the development of the Commission's report and recommendations on the framework for expanded Pre-K in Philadelphia. These principles state that the program will:

- Incorporate elements required to narrow and eliminate racial and income gaps in school readiness, and favor quality over quantity
- Be affordable to all families, if not free for those in poverty or near poverty
- Be adequately funded with recurring and secure revenue sources
- Be voluntary for families and providers and leverage Philadelphia's diverse landscape of quality providers
- Stabilize child care staffing through adequate compensation
- Ensure quality learning experiences for children by employing well-trained staff
- Ensure a cohesive transition to K–12 public education
- Provide ample opportunities for children to be educated in their communities

Approach to Development and Public Input Process

The Philadelphia Commission on Universal Pre-Kindergarten recommendations build from the parameters established in the Home Rule Charter, looking at previous research and efforts at the city and state levels, evidence-based practices, and rigorous scientific research.

The Commission on Universal Pre-Kindergarten partnered with various public, private, and nonprofit entities to support its work, including subject matter experts, and received input from over 150 members of the general public, including parents, child care providers, teachers and others through a public hearing, three community meetings held in North, South, and West Philadelphia, and an online survey. Key themes expressed by the community were:

- The need to improve access to quality early learning programs, particularly in low-income neighborhoods
- The need to identify possible additional resources, especially for smaller providers
- The need for equitable and sustainable programs
- The need for parent-provider-teacher engagement
- The need for kindergarten readiness and stability programming
- Support for improving compensation and training for the early learning workforce
- The importance of quality standards, such as the Keystone STARS Quality Rating and Improvement System (Keystone STARS was discussed in detail, with many saying it was essential to ensure quality and closing the achievement gap and others addressing associated challenges with compliance and difficulties of meeting the standard for meeting quality standards)

For more information about the public input process and details on comments, see the appendix.

Benefits of Quality Pre-Kindergarten

When policymakers analyze the best uses of scarce taxpayer dollars, the case for investing in quality early childhood education is clear. The return on investment for funding quality

preschool ranges from \$4 to \$16 saved for every \$1 invested in the form of reduced need for social services, special education, remediation, and public safety activities as well as increased tax revenue. In particular, quality early childhood education investments have been repeatedly shown to shrink the achievement gap, as children in low-income families benefit the most as compared with children from moderate- and upper income-families.¹ Few interventions provide better outcomes for individuals and the community per dollar than investments in Pre-K.

Child Outcomes

A large and growing body of evidence shows that investments in sustained, quality early education produce improved school-readiness and later life outcomes for children, particularly disadvantaged children. In the near term, children who participate in quality preschool programs have greater math and language abilities, enhanced cognition and social/emotional skills, and fewer behavioral health problems than their peers who do not participate.² Long-term studies of the impact of quality early childhood education show participants are less likely to become involved with the juvenile justice system or rely on public benefits compared with others.

According to James Heckman, Nobel Prize-winning University of Chicago economics professor, children who receive a quality early education are able to close the achievement gap, have improved health outcomes, make 25 percent more in earnings than their peers, are less likely to become teen parents, and are more likely to pursue a college degree and attain consistent employment.^{3,4}

Here in Pennsylvania, the results of quality early education have been just as significant. Annual evaluations of Pre-K Counts, Pennsylvania's quality early education system aimed at increasing access to Pre-K, have found that over 90 percent of participants show age-appropriate or emerging age-appropriate proficiency in literacy, math, and social skills after completion.⁵ A separate study found that of the 21.5 percent of three-year-olds entering Pre-K Counts at risk for problematic social and self-control behavior, only 3.6 percent were at risk by the end of the program.⁶

Moreover, an expanded, quality Pre-K system has the potential to improve academic performance and save valuable resources by decreasing the need for special education services required once a child reaches kindergarten. According to unpublished data from the Pittsburgh Public School System, 42 percent children who received early intervention services through Pre-K did not need special education services when they reached kindergarten.⁷

Children who attend quality Pre-K are less likely to require an Individualized Education Program (IEP) or special education. The School District of Philadelphia currently spends an average of approximately \$23,000 per child on special education services per year, K-12.⁸ Philadelphia could save approximately \$5.6 million per grade cohort, or over \$72 million over the length of a child's K-12 school years if all children were given an opportunity to enroll in Pre-K. Additionally, all children would be more able to dramatically enhance their academic and economic potential.

Adult Outcomes

Investments in quality early childhood education programs have also been shown to have positive benefits for adults and for society as a whole. The availability of affordable, quality early childhood education supports parents to enter the workforce and move toward self-sufficiency, reducing absenteeism and turnover while improving productivity.⁹

Quality preschool programs also drive education and employment in the early childhood workforce. Teachers and staff are required to obtain higher education degrees, training, and ongoing professional development. Research indicates that higher levels of education and specialized training in early childhood education help teachers promote young children's cognitive, social, and emotional growth and have generally been found to be more effective than teachers without these qualifications.¹⁰ When these professionals are able to command higher pay—for better training and credentials—programs are able to attract and retain a better-quality workforce and reduce turnover, which directly affects outcomes for children in the classroom. According to 2012 Bureau of Labor Statistics data, Pre-K teachers nationally receive an average wage of \$27,130, compared with nearly \$50,000 for kindergarten teachers.^{11,12} Raising standards and compensation for early childhood educators is a critical workforce development strategy for adults in addition to a school readiness strategy for young children.

In addition, economists estimate that higher earnings among teachers and staff, combined with the purchase of goods and services by Pre-K providers, results in more money circulating throughout the economy. The most recent estimate is that \$1 in spending on Pre-K has an immediate multiplier effect of \$1.79.¹³

To increase compensation for qualified Pre-K teaching staff, there must be more investment in the system. Currently, the provider community exists with slim margins of operation and low wages with little or no benefits for most employees.

Current Landscape

To better understand how to expand access to quality Pre-K locally, the Commission looked carefully at the current state of early learning in Philadelphia. This includes understanding current supply and demand for quality child care, strategies to determine and support quality, expected changes to the early childhood system from the state level, current funding and delivery infrastructure, and how the expanded Pre-K work aligns with broader efforts to support children from birth to five.

Supply and Demand

Currently, there is very limited access to quality Pre- K for Philadelphia’s young children. In fact, of the estimated 42,500 three- and four-year-olds in Philadelphia, it is estimated that only one in every three, or about 14,200, has access to quality, publicly funded Pre-K.

To achieve expanded, quality Pre-K, several conditions must exist, including:

- A stable workforce with quality requirements
- Quality facilities in convenient locations for families
- Recurring funding for families who cannot otherwise afford quality Pre-K

See the appendix for a detailed list of essential components of quality Pre-K.

Based on the most recent available data for Philadelphia, the current landscape and estimated gap for quality Pre-K is as follows:

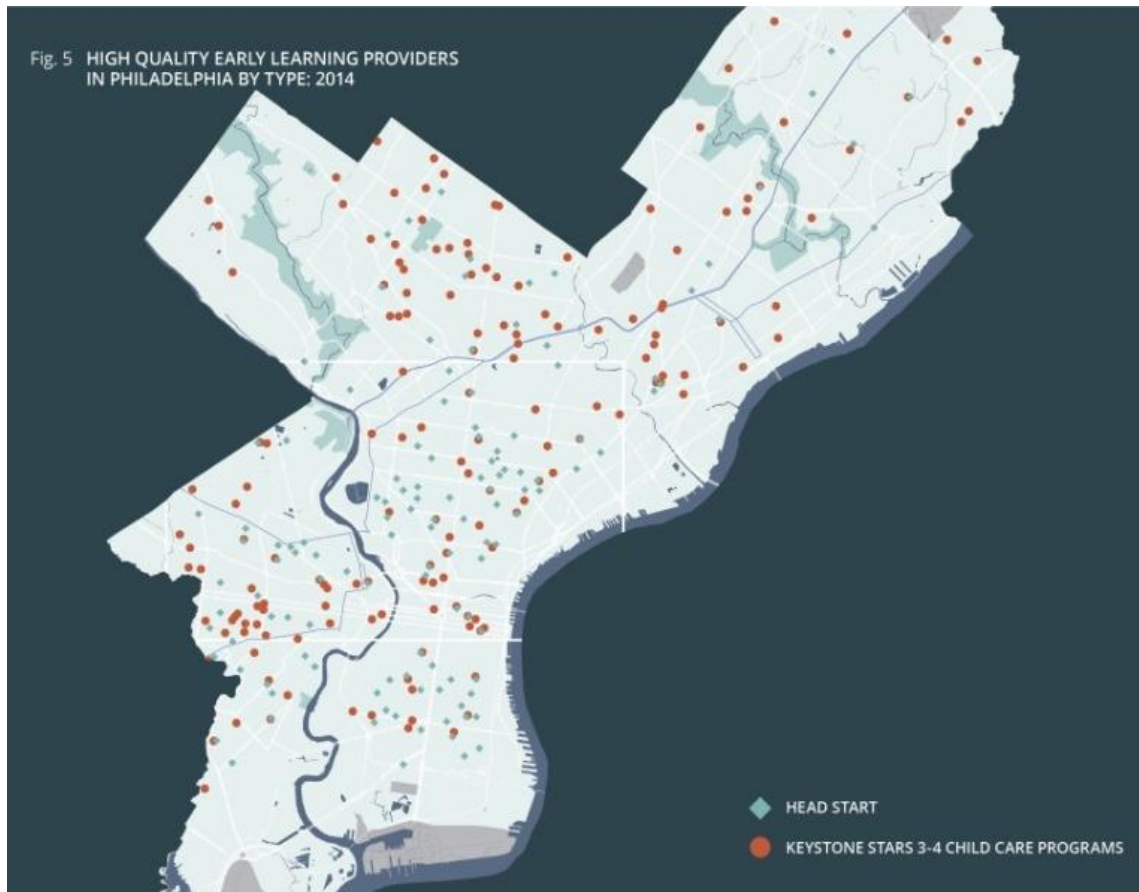
	Total Children	Currently Known Quality Pre-K Slots*	Children above 300% of FPL	Children Most in Need for Affordable Access to Quality Pre-K
3- & 4-Year-Olds Pre-K	42,514	13,689	9,784	19,041

* This represents the number of publically funded quality slots, and does not include private pay.

Qualified Workforce **	Maximum Needed	Current Workforce	Gap
Teachers (BA)	2,127	685	952
Assistant Teachers (AA)	4,197	1,369	1904

** Staff meet quality early learning education and certification requirements described on page 9-10.

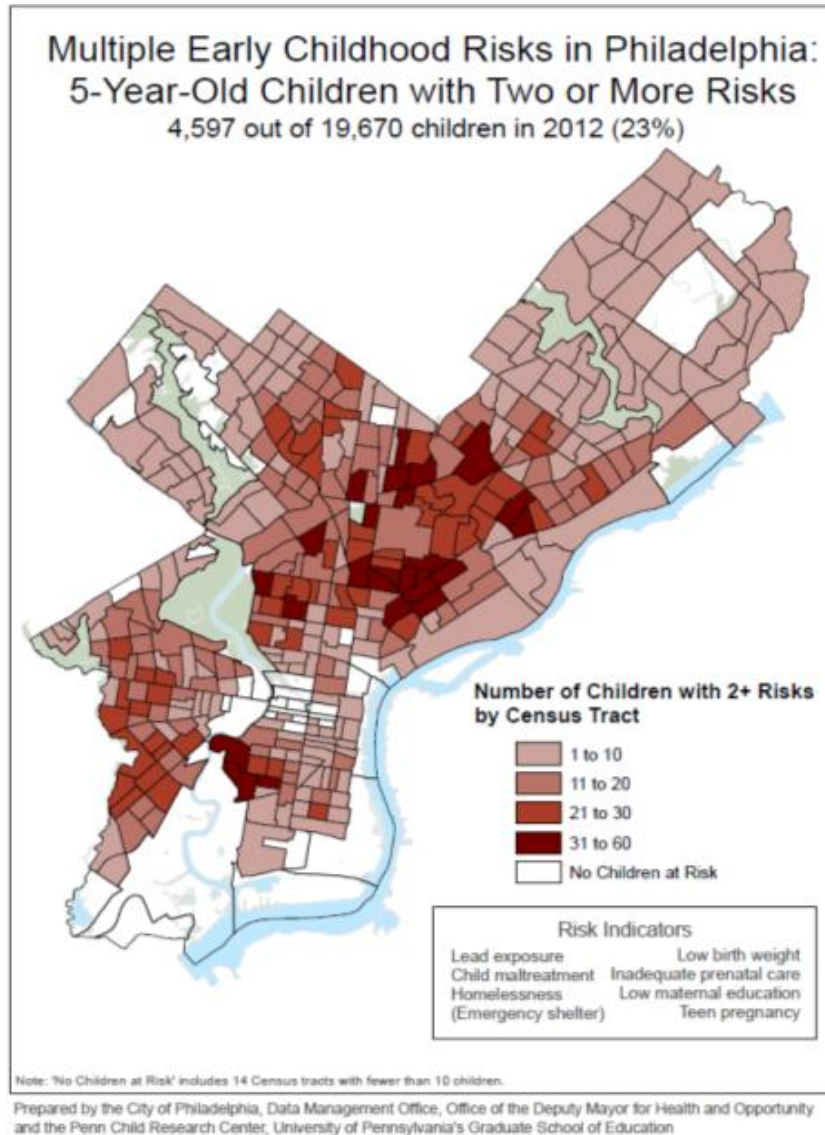
In addition to the gap in the number of quality Pre-K slots and the gap in qualified staff to support those slots, there is also a gap between the amount of public subsidy provided per child to quality care providers and the cost of providing that care. For example, the average annual cost per child for quality, center-based care is estimated to be between \$13,000 and \$14,000 (8 hours/day, 12 months/year) based on data collected for this effort, whereas the average amount of public subsidy received per child for quality, center-based care is \$7,900 (6 hours/day, 9 months/year). Similar gaps exist for quality group and family programs.



There are also important geographic differences in terms of where quality Pre-K is available in Philadelphia. The map above illustrates the location of quality Pre-K currently available in Philadelphia.

Importantly, many neighborhoods show a high prevalence of children with multiple early childhood risk factors, which research has shown to have negative effects on early school outcomes.¹⁴

Based on 2012 data, approximately one-quarter of children (4,597) experienced multiple early childhood risks before age five. The map below illustrates the location and density of children with two or more risk factors in Philadelphia.



A quality Pre-K experience would help to curb the negative effects of these risk factors, ensuring that children enter kindergarten prepared to learn. This information on areas of high need, along with data on supply density, starts to shape priorities for where Philadelphia should focus efforts to expand Pre-K.

Quality

Quality Pre-K experiences produce dramatic social, behavioral, and economic benefits for the participating children, both in the near and long-term.¹⁵ Research shows that poor- and moderate-quality early childhood education programs make a minimal impact on improving school

readiness.¹⁶ Quality depends on a number of factors, including child-teacher interaction, small class size and low adult-child ratios, teacher training and credentials, and environmental conditions.

Quality programs are available in many different kinds of child care settings, including center-based, school-based, group, and family. Child care centers provide care for seven or more children and often have multiple classrooms. Group child care programs may care for up to 12 children and may be located in a private residence or in another facility. Family child care providers (FCCs) care for between three and six unrelated children and are located in a private residence. School-based settings are similar to center-based programs run by the School District.

Keystone STARS: Pennsylvania's Pre-K quality is measured through the Quality Rating and Improvement System (QRIS), Keystone STARS. Keystone STARS works to improve quality and evaluate early childhood education programs for children under five. In Philadelphia STARS is operated on behalf of the Commonwealth of Pennsylvania by the Southeast Regional Key (SERK), which is run by Public Health Management Corporation (PHMC). SERK serves 47,000 children in Philadelphia, Delaware, and Montgomery counties.¹⁷

Keystone STARS rates child care programs on a scale of one to four STARS, with three and four STARS indicating quality. Of the nearly 68,000 licensed early care and education slots in Philadelphia, about 19,500 (about 29 percent) are rated STAR 3 or STAR 4. Currently only 52 percent of licensed childcare centers in Philadelphia participate in Keystone STARS.

Programs participating in Keystone STARS use curricula based on Pennsylvania's Early Learning Standards, comments from external evaluators, regular assessments, and report on child outcomes. They receive training, technical assistance, coaching, and grants to improve quality. In 2014–2015, \$1,625,000 was distributed in grants to providers and \$780,000 was distributed to teachers and staff in tuition vouchers to pay for higher education. SERK works closely with United Way's Success by Six program, which provides intensive supports to STAR 2 providers to move to STAR 3. In addition, SERK subcontracts with a number of local organizations, such as the Delaware Valley Association for the Education of Young Children (DVAEYC) and Montgomery Early Learning Center, and with individuals to provide quality improvement to early learning programs in Philadelphia.

NAEYC/NAFCC: A small number of providers do not participate in Keystone STARS but are accredited through national programs, including the National Association for the Education of Young Children (NAEYC) and National Association for Family Child Care (NAFCC).

Pre-K Counts: Pre-K Counts is Pennsylvania's quality Pre-K program that provides free early education to three- and four-year-olds whose families make 300 percent and below of the federal poverty line. Pre-K Counts also gives priority to children who are at-risk of academic failure, including English-language learners and children with special needs. Pre-K Counts providers are required to adhere to a number of quality standards, including minimum teacher qualifications, the use of curricula based in Pennsylvania's Early Learning Standards, regular communication

with parents, and ongoing assessment and comments. There are currently approximately 2,800 Pre-K Counts slots in Philadelphia.

Head Start: Head Start is a federally funded early education program available for children ages three and four whose families make under 100 percent or below of the federal poverty level (FPL). Like Pre-K Counts, Head Start is free for eligible children and grantees are held to rigorous quality standards. There are nearly 6,600 federally funded Head Start slots in Philadelphia. Pennsylvania supports an additional 1,300 children in Head Start through its Head Start Supplemental Assistance program.

In the last 18 months, the number of quality early learning slots grew by 4,500. These providers already have staffing infrastructure and facilities, reducing the start-up costs and implementation time. There are currently approximately 19,500 slots in licensed child care providers with at least a STAR 3 rating.

Changes to the State Level Early Learning Landscape

Keystone STARS was established in 2004 and the Office of Child Development and Early Learning (OCDEL) was created three years later to align policy and funding from the Departments of Education and Human Services to support young children.

Pennsylvania is currently updating these and other components of its early learning system. Several changes underway shape the Commission's recommendations for expanded Pre-K. These include adjustments to Keystone STARS, Pre-K funding, and an initiative to make greater use of child care subsidy for children who are enrolled in quality Pre-K.

A recent study of Keystone STARS found that while programs with high STARS ratings are associated with better child outcomes, the system is overly bureaucratic and prescriptive.¹⁸ This discourages provider participation and advancement to quality. As mentioned above, only 52 percent of licensed child care centers in Philadelphia participate in Keystone STARS. Changes to Keystone STARS will be developed with extensive stakeholder input over the next year. Scheduled to take effect in 2016–2017, such changes are expected to expand the capacity of local programs to participate in the program.

Current per-child funding does not adequately cover the cost of quality Pre-K. This acts as a disincentive to providers to invest in improving program quality and keeps staff salaries well below family sustaining wages. As part of his commitment to expand funding for quality pre-K, Governor Wolf proposed increasing Pre-K Counts funding by \$650 per child (8.2 percent) in his first budget. Proposed language in Pennsylvania's draft Child Care and Development Block Grant (CCDBG) Plan for 2016–2018 indicates that the State is exploring increases in child care subsidy reimbursement rates as well.

Current Funding

There are three main public funding sources for Pre-K in Philadelphia: Head Start (federal and state), Pre-K Counts, and child care subsidy. The Commission estimates that in 2014–2015

Philadelphia received approximately \$122.6 million in combined state and federal funding dedicated to quality Pre-K programs. Most quality Pre-K providers make ends meet by blending these revenue streams with other sources as no single source covers all operating costs.

State and federal funds are allocated to multiple providers, as well as intermediaries who subcontract to multiple providers. The School District of Philadelphia is the largest single recipient of federal Head Start and state Pre-K Counts funds, receiving approximately 80 percent of those revenues, and supplements these funds with \$10 million of district funding (not reflected in the chart below); however, the District subcontracts approximately 65 percent of its slots to quality community-based providers. There are also supplemental eligibility criteria to qualify for funding, further complicating how Pre-K is financed.

Funding Type***	Source	Average per Child	FY15 Amount (\$)
Head Start Federal	Federal	\$7,900	\$53,908,647
Head Start State	State	\$9,155	\$11,773,768
Pre-K Counts	State	\$7,850*	\$21,604,570
Child Care Subsidy (est. for STARS 3 & 4)	Federal-State Partnership	\$9,217-\$9,789**	\$28,882,357
Total for Quality Pre-K from Major Sources			\$122,574,342
Child Care Subsidy of Unknown and STAR 1 and 2 Quality	Federal-State Partnership	\$8,489	\$115 million

*Per child amount scheduled to increase to \$8,500 in 2015–2016, pending state budget passage

** Per child amount shown is maximum possible for preschool age, STAR 3 and 4 centers, for the full-day, full-year care (260 days). Rates vary by child age, program type, and quality.

***All funding is for FY15. Federal and state Head Start and Pre-K Counts grants are made to intermediaries that charge subcontracted programs (community-based child care providers) a percentage to cover grant management, compliance expenses, and supplemental direct services (e.g., child health screenings). Amounts that appear under “average per child” are higher than payment received by subcontracted providers.

Head Start (federal and state): Head Start provides grants to four intermediaries in Philadelphia, including the School District of Philadelphia. Federal grantees negotiate a lump sum amount based on the number of children in care. For instance, in FY15, the District received \$7,900 per child under this program. Head Start State Supplemental Assistance (HSSA) follows the federal program eligibility guidelines. At least 90 percent of enrolled families must be up to 100 percent of FPL and 10 percent can be up to 130 percent of FPL.

Pre-K Counts (state): Pennsylvania Pre-K Counts provides per child grant funding to eligible quality Pre-K providers. Pre-K Counts requires children to be between the ages of three and four with family incomes at or below 300 percent of FPL. Full school day slots are funded at \$7,850 per child; however, the per child rate is expected to increase to \$8,500 in 2015–2016.

As is the case with Head Start, the School District is the largest recipient of Pre-K Counts funding in Philadelphia. An increase in funding is expected in 2015–2016 but the state budget remains unresolved.

Child care subsidy (federal-state partnership): Child Care Subsidy helps make child care more affordable to low-income families. Funded by the state and federal governments, the program is managed by Child Care Information Services (CCIS). Families are free to choose among providers of known and unknown quality and therefore only a portion of this child care subsidy is used for quality care each year. Due to family choices and the limited availability of accessible, quality programs, a small fraction of subsidized preschool children attend Keystone STAR 3 and 4 programs. The Commission estimates that 20 percent of this subsidy used in Philadelphia—approximately \$28.9 million—went to STAR 3 and 4 providers for full day, full year care in 2014–2015.¹⁹ This means another \$115 million in subsidy is being used at low quality or unrated programs. Unlike Head Start or Pre-K Counts, these funds support full-day, full-year care. In Philadelphia, four nonprofits receive contracts to administer the subsidy.

To incentivize providers invest in quality, the state also provides a tiered reimbursement for programs in the STARS system. A STAR 1 facility receives \$0.35 per day for every eligible child in full-time care, while STAR 4 facilities receive \$7.50 per day. Based on 260 days of service, the maximum amount a STAR 4 center would receive is \$10,530 per child total. This is far below the actual cost of quality care for a full day and full year. As a result, wages in the field are often below the family-sustaining level.

Since child care subsidy represents the largest funding stream from the state to Philadelphia, emphases in the Child Care and Development Block Grant (CCDBG) may result in great opportunities to expand access to quality Pre-K in Philadelphia. These include grants to Pre-K providers to provide subsidized before/after and summer care, which is better for working families and acts as a stabilizing force for quality providers. Both staffing stability and fiscal stability are heavily dependent on reliable, recurring funding streams. Also, the City, School District of Philadelphia, the State, and other stakeholders are working to simplify the application process across multiple early childhood funding streams. These initiatives support Philadelphia’s effort to ensure expanded Pre-K is accessible to families throughout the city.

	STAR 1	STAR 2	STAR 3	STAR 4
CCIS Base Reimbursement (per day)	\$33.	\$33	\$33	\$33

STARS Tiered Reimbursement (per day)	\$0.35	\$0.95	\$4.80	\$7.50
Maximum per Child (260 days)	\$8,671	\$8,827	\$9,828	\$10,530

Family contributions: Families receiving child care subsidy are also required to make weekly copayments. In Pennsylvania, a family’s copay for child care is based on the family’s total gross income (before taxes and any deductions are taken out) and the number of people in the family. Changes in income can impact the copayment amount. For families with incomes up to 100 percent of FPL, copays may not exceed 8 percent of family income. For those with incomes above 100 percent of the FPL the copays can be as high as 11 percent. Families make one copayment, regardless of how many of their children are in child care. The provider bears the burden of collecting family co-pays and is sometimes challenged to do so. Low-quality centers sometimes waive co-pays in order to attract families to enroll.

Tuition: Providers are permitted to charge tuition fees to help cover their costs. Providers are not always able to set tuition rates where quality standards may require due to price sensitivity. Tuition fee data is not accurately tracked locally or at the state level, and therefore it is difficult to provide an estimate for Philadelphia.

Other sources: In addition to tuition and subsidies, providers rely on other targeted sources of funding, such as the Child and Adult Care Food Program (federal) and Keystone STARS Merit Awards (federal-state) to cover food, occupancy, supplies, and other operating costs.

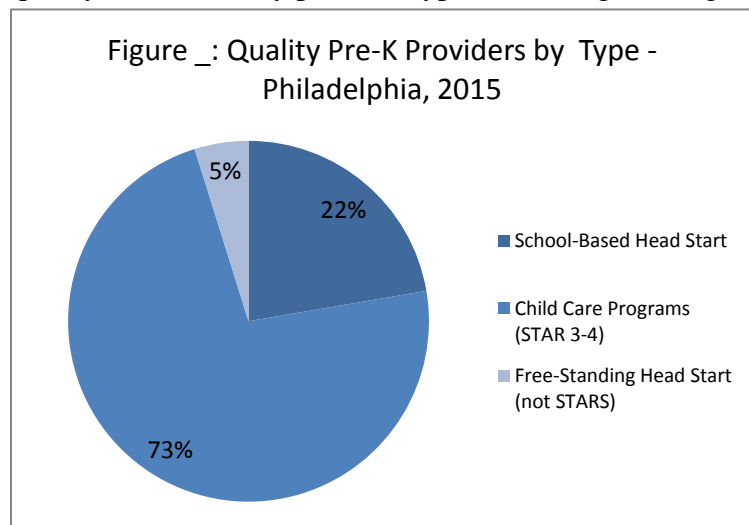
Pre-K Enrollment

In 2014–2015, Philadelphia agencies had dedicated public funding for 10,536 quality pre-K slots, or 25 percent of quality slots needed by all three- and four-year-olds. These were supported through federal Head Start, Pennsylvania’s Head Start Supplemental Assistance, and Pre-K Counts programs. These funds are allocated through competitive grant programs open to school districts, intermediaries, and community-based organizations. A fourth source of public funding, Child Care Works (subsidy from CCIS) supported 3,153 three- and four-year-olds enrolled in quality community-based programs.

Publicly Funded Quality Pre-K Philadelphia 2014–2015²⁰	
Federal Head Start	6,583
PA Head Start Supplemental Assistance	1,286
PA Pre-K Counts	2,752
Subtotal	10,536
Child Care Works	3,153
TOTAL	13,689

Delivery System

As discussed, Philadelphia has a mixed delivery system for quality Pre-K. Services are provided by traditional public schools, quality community-based child care centers, group and family programs, and independent Head Start programs.²¹ This system has evolved over the past half century in response to the varied needs of parents, schools, and communities. (The chart above shows the breakdown in each type of setting last year. The graph to the left shows the percent of quality Pre-K sites by provider type.) Blending funding from multiple sources to pay for each



classroom is considered best educational and fiscal practice. This supports mixed-income classrooms, where research shows children learn best. In addition, it provides more predictable and slightly higher overall revenue than relying on a single source. However, few programs have the administrative infrastructure to manage this approach.

Alignment of Systems for Infants to Third Graders

Although expanded Pre-K is the focus of this report, it is critical that Philadelphia's expanded Pre-K system be created in alignment with the rest of a child's learning process. Eighty-five percent of a brain development occurs by age three. In fact, studies have shown that when schools link a quality Pre-K education with learning through elementary school, the advances that children make in quality Pre-K are more likely to persist²².

The City of Philadelphia and its partners are working to address this critical question of alignment through multiple systems, including the *Running Start Philadelphia* initiative and reforms being made through the School District. (See the appendix for more information.)

The School District is in the midst of implementing a comprehensive early learning approach²³ that aligns with local school readiness efforts including United Way's work, and Pennsylvania's Early Learning Challenge Grant.²⁴ The work focuses on improving program quality and instructional outcomes for children, encouraging meaningful family engagement, enhancing and stabilizing revenue sources, and strengthening the Pre-K to kindergarten transition. When implementing expanded Pre-K, it will be critical to align with the School District and parochial schools' K-3 system. This alignment should consist of a minimum of: data sharing, shared workforce development strategies, consistent curricula and parent engagement. Alignment ensures more persistent benefits to children and a better use of scarce public dollars.

As part of these efforts to support expanded Pre-K and access to quality early learning opportunities, the City of Philadelphia, the Pennsylvania Office of Child Development and Early Learning, and other stakeholders are currently developing a one-stop system to screen and enroll children in programs to provide free or reduced-cost child care. This initiative would determine families' eligibility for publicly funded early learning services across multiple local, state, and federal funding sources. Parents and caregivers will be able to apply for Head Start, Pre-K Counts, Child Care Subsidy, and Philadelphia's Pre-K program simultaneously (including support with documentation and follow-up steps), get information about all programs for which they qualify, and obtain advice on how to make child care choices that meet the unique needs of their families.

Recommendations

The Commission sought to develop a clear understanding of the local early learning landscape as well; look at evidence about how best to create Pre-K programs that help children close the achievement gap; and find best practices from other cities and states in implementing expanded Pre-K. From there, the Commission developed recommendations designed to create a framework for implementing expanded Pre-K in Philadelphia. The recommendations below address how to deliver quality childcare; what populations to target; the approach to determining priority service areas; standards for quality, time in the classroom (or dosage), professional development, and curriculum; governance structure; and evaluation.

Mixed-Delivery System

Recommendation: The Commission recommends that the City of Philadelphia build and manage expanded Pre-K using a mixed-delivery system that partners with community-based child care centers, group, and family programs, as well as school-based programs that meet quality standards. This will leverage and bolster the great work of existing small businesses and community-based organizations that strive to provide quality Pre-K.

Rationale: A mixed-delivery model would enable Philadelphia to leverage the resources and talent of the city's nonprofit and private provider communities as well as ensure the capacity for further expansion of Pre-K. Philadelphia is fortunate to have a robust nonprofit and private sector providing quality early learning experiences to thousands of three- and four-year-olds. In addition, thanks to the collective efforts of many local partners, the number of organizations providing quality education continues to grow.

Populations Targeted

Recommendation: The Commission recommends that the City create an expanded pre-K system that is available to all three- and four-year-olds in Philadelphia, with priority given to children at highest risk for gaps in academic and life achievement. Currently Philadelphia has an estimated 42,500 three- and four-year-olds, of which approximately 20,000 are in real need of affordable, quality Pre-K opportunities.²⁵ It is estimated that at the start of the program, 65–75 percent of the total eligible children are likely to enroll. Even if approximately 14,000 children enroll (representing 70% of high need three- and four-year-olds), there will not be enough space or well-trained Pre-K teachers to accommodate all children. Therefore, as an expanded program ramps up, at-risk children should be prioritized while the City implements a multiyear program. Such populations include but are not limited to low-income children, children with disabilities and special needs, children of immigrant populations, homeless, and English-language learners. Using a research-based approach, risk factors such as poverty and near poverty, low maternal age, low birth weight, lead exposure, and abuse or neglect would indicate greater need.

Rationale: Looking at other cities, providing universal opportunity to participate in Pre-K provides an enriched learning environment, and improved learning outcomes as well as helping to strengthen support for the program across the community. At the same time, prioritizing underserved neighborhoods ensures that there is equal access for all residents. Currently only one in four of Philadelphia’s three- and four-year-olds participate in quality Pre-K.²⁶ Research shows that low-income children who participate in quality early childhood education for two years yield better outcomes than those who participate for only one year.²⁷ Additionally, quality Pre-K can disrupt the detrimental and traumatic effects poverty can have on a child’s growth and development. Through a targeted approach, the City will begin the process of disrupting the cycle of poverty and lay a foundation for a more equitable distribution of quality Pre-K in all neighborhoods.²⁸

Quality Expectations

Recommendation: The Commission recommends that Philadelphia’s Pre-K program be delivered in settings that meet rigorous quality standards, are monitored for quality by external observers, conduct regular child assessment, and report on outcomes. This would include Keystone STAR 3 and 4 programs and STAR 2 programs that are identified as “STAR 3 Ready.” The City should leverage existing support programs to enable child care to enter and rise in the STARS program.

Keystone STARS is Pennsylvania’s quality rating and improvement system. Philadelphia’s Pre-K program would require participating community-based providers to be rated STAR 3 or above wherever possible. Participating School District classrooms would meet Pre-K Counts guidelines. If space in quality early learning programs is not available in priority neighborhoods during the phase-in period, programs designated STAR 2-ready would be eligible to participate. These programs would have a specified period of time in which to obtain STAR 3 designations.²⁹

Rationale: Unfortunately, only 52 percent of about 19,000 child care providers in Philadelphia participate in Keystone STARS.³⁰ The system offers an objective means to assess providers’ staff qualifications and ongoing professional development, learning programs, family and community partnerships, and management. Participants access training, technical assistance, higher education, grants, and other forms of monetary support. The STARS standards have been aligned with quality standards used by Head Start, the National Association for the Education of Young Children (NAEYC) and the National Association of Family Child Care (NAFCC) (see appendix). New federal and state policies encourage Head Start and school-based Pre-K programs to affiliate with Keystone STARS. Furthermore, programs in the top tiers of Keystone STARS are associated with strong gains in child development and early learning. A statewide study of four-year-olds enrolled in STAR 3 and 4 programs found that children with proficient language and literacy skills increased from 37 percent to 82 percent; children with proficient mathematical thinking skills increased from 31 to 81 percent; and those with proficient social and emotional skills increased from 44 percent to 84 percent between fall 2012 to spring 2013.^{31,32} The City has a unique and timely opportunity to align the state’s redesign of the

STARS system with a focused outreach strategy in order to encourage more providers of all types to begin the STARS journey to attain quality in all neighborhoods.

Dosage

Recommendation: The Commission recommends that the City create an expanded Pre-K program that provides access to early learning and child care to enable children to participate in a program all day (eight hours per day) throughout the year (260 days per year). This would include a minimum of 180 six-hour days of early childhood education.

Rationale: Studies have shown that children who receive a higher dosage of quality Pre-K perform better on standardized tests in literacy and math years later. Higher dosage can include longer days and longer years. A 2006 study by the National Institute for Early Education Research, for instance, found that students who are far behind when they enter pre-K can develop vocabulary, math and literacy skills that approach national norms if provided with a full day preschool program that maintains reasonable quality standards. The study reported that extended hours and days have a “dramatic effect” for quality programs.³³ Research shows that children who participate in full-day kindergarten learn more than their half-day peers. One study demonstrated that children in full-day programs experienced double the literacy gains compared to children in half-day programs.³⁴

Child Care Settings

Recommendation: The Commission recommends that Philadelphia utilize a variety of child care models, including center-based, group, family, and school-based settings that meet the standard for quality.

Rationale: There are several types of child care settings that currently deliver quality early learning programs. They include center-based, group, family, and school-based programs. In terms of child outcomes, differences based on provider type within the same quality band have not proven to be significant. However, different provider types appeal to parents and caregivers with differing needs and cultural preferences. Center-based, group, family, and school-based programs will all be critical to meeting the needs of all Philadelphia children, especially those at greatest risk of school failure.

As mentioned above, center-based child care facilities provide care for seven or more children and often have multiple classrooms. Group child care programs may care for up to 12 children and may be located in a private residence or in another facility. Family child care providers (FCCs) care for between three and six unrelated children and are located in a private residence. School-based settings are similar to center-based programs run by the School District. All center, group, and family providers have the opportunity to participate in Keystone STARS.

Blended and Braided Funding

Recommendation: The Commission recommends that the City work to enable the blending of funding streams to ensure that children can be in child care eight hours a day, 260 days a year, among other benefits. This can be accomplished by clarifying federal Head Start

guidelines and strengthening providers' fiscal management systems through training or Shared Services. The Commission recommends that the City support community-based providers by providing financial support for before and after the traditional school day and summer months. It should also encourage providers to combine more than one Pre-K funding source (Head Start, Pre-K Counts, local Pre-K funding, CCIS) within classrooms. This is a real challenge in that the current accountability, enrollment and funding entities are independent of one another and coordinate in voluntary ways, if at all.

Rationale: Most quality community-based Pre-K providers receive funding from more than one source. Blended funding provides more predictable and somewhat higher overall revenue than relying only a single source. However, few programs have the infrastructure to achieve this.

Research on Pre-K is clear that year-round programs prevent summer learning loss. There is strong anecdotal evidence that Philadelphia parents favor full day Pre-K (eight hours or more) to accommodate work schedules. In 2015, Pennsylvania moved to 12-month subsidy eligibility to improve the continuity of care for children with family incomes up to 200 percent of FPL. Pennsylvania's Office of Child Development and Early Learning (OCDEL) will also make lump sum subsidy grants to quality Pre-K providers to help ensure that eligible children requiring full-day and full-year care receive it. Both changes are expected to improve the predictability of revenue for providers.

Curriculum

Recommendation: Pennsylvania's early learning standards for pre-K emphasize learning across the following domains:³⁵

- Developing curiosity
- Language and literacy
- Mathematical thinking
- Scientific thinking
- Social studies
- The arts
- Health, wellness, and physical development
- Social and emotional development
- Interpersonal skills
- Family and community partnerships

More than 250 local community-based providers and public schools offer Pre-K that meets Pennsylvania's Pre-K quality standards. Most use commercially available, research-based curricula that are approved by Pennsylvania's Office of Child Development and Early Learning (OCDEL). All of these Pre-K curricula are developmentally appropriate. **The Commission recommends selecting a smaller number of widely used and research-based curriculum from this list based on the following criteria:**

- **Scholarly evaluation**
- **Reviews from current users**
- **Curricula that are already in wide use locally**

- **Alignment with the School District’s K–3 curriculum standards**
- **Cost-effectiveness.**

This will not require the development of a new curriculum, but instead will rely on pre-existing standards.

Rationale: Building on state-approved curricula is efficient and supports blended funding and program models within classrooms. Recommended curricula are developmentally appropriate and align with all learning domains in Pennsylvania’s Early Learning Standards. Pennsylvania providers pay rates negotiated by the state for the curricula. Recommending several curricula enables providers’ discretion to determine which option best meets the needs of the children they serve.

Child Outcomes and Assessment

Recommendation: The Commission recommends that Philadelphia’s Pre-K plan ties assessment and outcomes reporting requirements to an existing monitoring system. The system should consist of assessments based on teacher observation of outcomes.³⁶ Pennsylvania has approved several developmentally appropriate, observation-based assessment tools that track the children’s skills in the development of intellectual curiosity, language development and pre-literacy skills, pre-numeracy; scientific inquiry and discovery; civics, geography, and history; visual and performing arts; self-regulation and decision-making. These are tied to curriculum standards described above.

The Commission recommends that the Pre- K initiative use pre-existing data collection systems to ensure that child outcomes in language and literacy skills, mathematical thinking skills, social and emotional skills, and scientific thinking.

These should align with existing outcomes measurement tools and processes.

Recently more than 30 states have adopted Kindergarten Readiness Assessments that are used at the beginning of kindergarten year. The School District of Philadelphia requires Pennsylvania’s version, the Kindergarten Entry Inventory (KEI), to be administered within the first 45 days of the school year in order to help teachers understand the strengths and challenges faced by each student. Like the Pre-K assessment tools discussed here, the KEI is aligned with the state Early Learning Standards and approved curricula. Data from the KEI can also be used to assess the impact of Philadelphia’s Pre-K plan.

Rationale: Use of the recommended Pre-K assessment tools builds on existing efficiencies and supports the early learning outcomes discussed elsewhere in this report. Data from Pre-K assessments is collected by OCDEL, which has cross-walked assessment tools and aligned them with approved curricula. *A Running Start Philadelphia* has agreed to track Pre-K outcomes data internally, and *A Running Start, READ!* by Fourth, and *My Brother’s Keeper* have agreed to adopt shared metrics based on the KEI.

Quality Improvement

Recommendation: Increasing participation in Keystone STARS and movement to higher quality levels is critical to the success of Philadelphia’s expanded Pre-K plan. Two of the biggest barriers to improving quality are the lack of facilities and adequately trained teachers. There are many existing supports to address these key challenges, but they are not always easy to access. **The Commission recommends that the City better leverage existing support programs, and work with philanthropy and higher education to expand these resources. The Commission also recommends that, after changes are made to simplify Keystone STARS, the City work with state partners to look at requiring all programs that receive federal, state, and local investment to participate in Keystone STARS.** Finally the Commission recommends that the City of Philadelphia act as a convener and coordinator to ensure efficiency in the pursuit of quality throughout Philadelphia.

The City must also work to actively coordinate with the Southeast Regional Key and the state of PA to increase quality so that everyone, including family providers, can attain quality. The City should also develop an outreach strategy with clear, concise materials in order to reach isolated providers who are willing to learn about STARS and especially the pending improvements to the QRIS system. Licensing provides not only an opportunity to educate at both the state and local level but is also a point of leverage for encouraging providers to commit to quality. Any additional City funding should naturally be an incentive for providers to join STARS and improve quality.

Rationale: There are several additional programs designed to help providers and their staff members access resources and improve the quality of their services. As noted in the background section, these include:

- Success by Six, which supports childcare centers advancing in the STARS system
- Tuition Assistance Programs (Rising STARS) which covers tuition costs for college coursework for early learning professionals
- *A Running Start* Facility Fund & Fund for Quality, which funds facility improvements to child care providers

More details on each of these programs are available in the appendix.

Funding

This section looks carefully at the question of the costs of quality, how to leverage existing funding, and how to maximize new local funding to expand Pre-K. The final draft will look at funding sources, incorporating information from Mayor Kenney's budget address.

Cost of Quality

The cost of providing quality care for children is highly dependent on salary and benefit offerings and varies somewhat by business model. High-quality programs incur additional costs to meet quality standards. The biggest cost driver is paying for credentialed teachers and staff, although they also have higher facilities, program, and administrative costs.

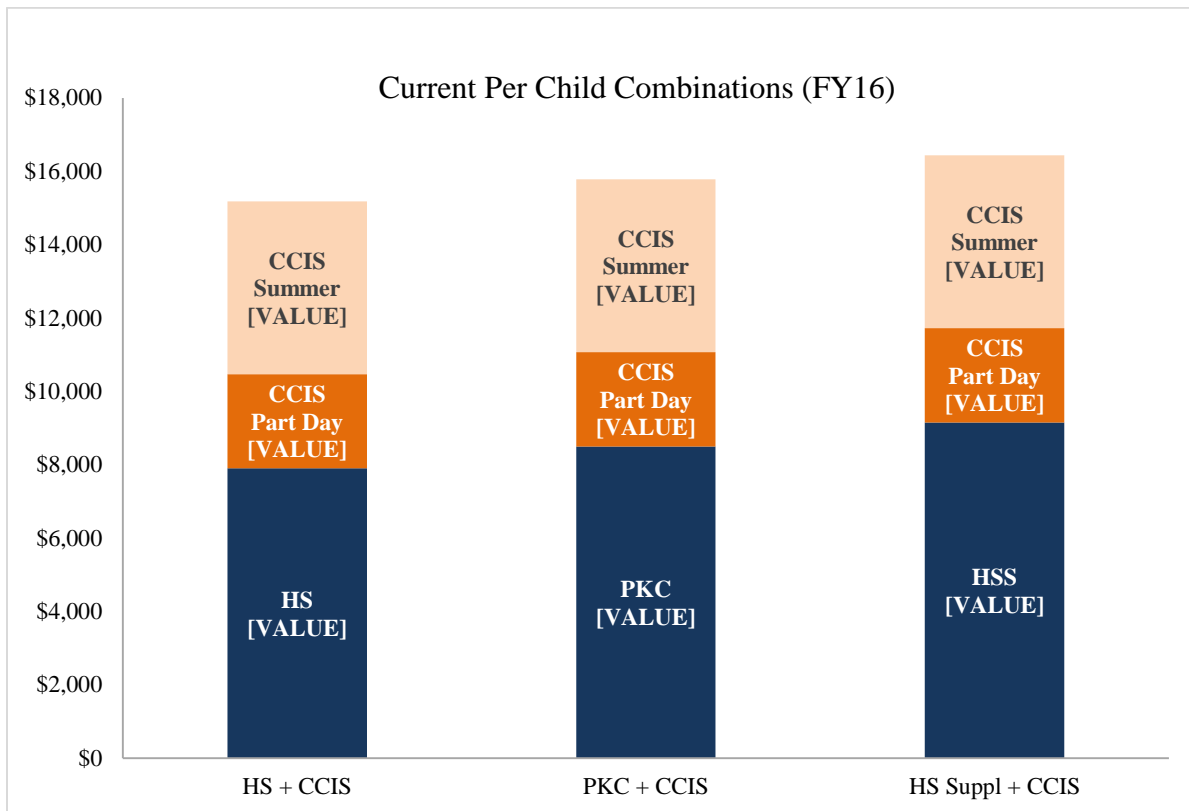
While there is no single representative estimate for the cost of quality in Philadelphia, the Commission sought to understand the financial picture for providers given industry requirements and improved, family supporting wages. A center-based business model has an average cost of \$13,000 per pre-school child to provide quality care for eight hours a day and 260 days per year, and incorporating enhanced staff salaries and benefits.

Braiding and Blending Existing Funding

Only a small portion of Philadelphia providers are estimated to blend funding streams. Coordinating two or more funding sources to support the cost of services to individual children requires careful tracking, cost allocation, and billing. Many providers have limited administrative capacity or are unable to hire additional support. Some families find it difficult to consistently maintain eligibility for childcare subsidy, which results in revenue uncertainty for their providers. Additionally, not every child is eligible for childcare subsidy and limited subsidy dollars are distributed on a first-come, first-served basis.

Providers who successfully braid and blend existing revenue from Head Start, Pre-K Counts, or Head Start Supplemental with Child Care Subsidy (CCIS for summer and before/after care) for the same child can achieve funding levels above \$15,000 per child under optimal circumstances.³⁷ Maximizing revenues for each child in care is one component of a successful financing strategy for early childhood providers.

The totals presented do not account for intermediary fees to cover service and administrative expenses (from Head Start, Pre-K Counts, Head Start Supplemental intermediaries) or CCIS copays; CCIS totals reflect STAR 3 rates assuming 85 percent of total subsidy funding is received.



Models for Local Investment in Quality Pre-K

The Commission is evaluating three proposed models for local investment in quality:

- **Philadelphia Pre-K Supplemental:** The City funds a predetermined amount of new quality slots at an amount pegged to the Pre-K Counts per child rate.
- **Quality Supplement:** The City funds a per child amount to be combined with other sources of state and federal funding. The local supplement amount is intended to address the gap between current revenues and the cost of quality care.
- A **hybrid** of the two options to both fund additional quality slots as well as provide supplemental funding to help providers fill the revenue gap between existing funds and the cost of quality care.

All of the cost modeling assumes recurring revenues of \$60 million annually over three years, for a maximum total of \$180 million through FY19. Each option is scalable based on the amount of total available funding. The following sections reference the recurring local contribution as “City” for shorthand purposes.

Any private and philanthropic support beyond \$60 million in recurring revenues would help support start-up costs and other items. After this three-year initiative, an independent evaluation should be conducted, and the City can determine the nature of future investments.

The Commission acknowledges that the Mayor and City Council are in the process of developing an FY17 budget and five-year financial plan. The source of funding for any pre-k initiative will be included in the Mayor’s March budget address.

Philadelphia Pre-K Supplemental Model

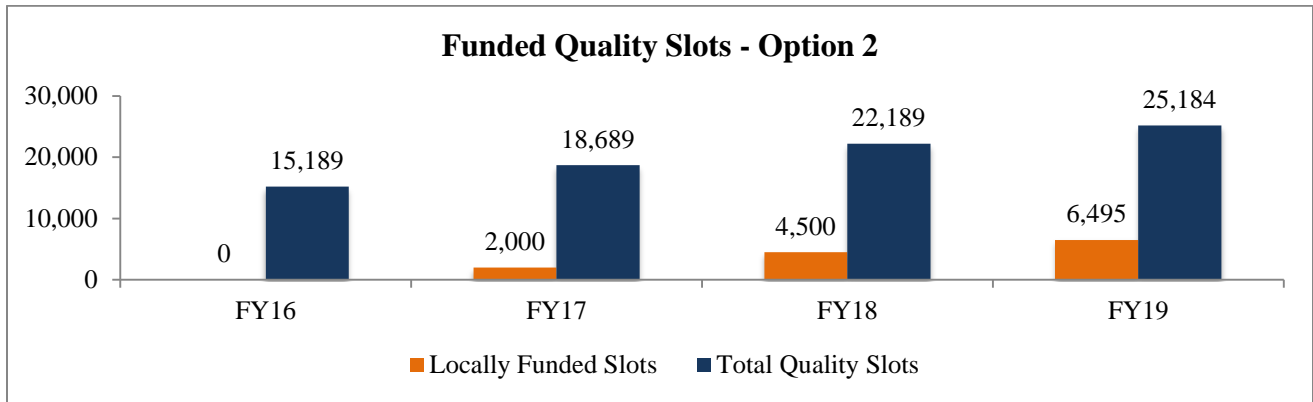
The City would create and fund ‘Pre-K Supplemental Slots’, utilizing as much of the existing state guidelines, administrative structure, and monitoring as possible. The per child rate would match the current Pre-K Counts reimbursement rate, currently set at \$8,500. The City would have a role in selecting providers and targeting zip codes in order to expand access to quality care. STAR 3 and 4 providers are eligible for local slot funding, and STAR 2 participants would be approved for funding on a conditional basis. Total recurring funding would be capped at \$60 million annually.

By funding additional quality slots, the City expands access to quality. Providers and families would access City revenue and be able to combine this funding with existing child care subsidy. Families not eligible for CCIS or on the CCIS wait list would still be eligible for the City-funded slots.

The totals presented do not account for intermediary fees to cover service and administrative expenses (from Head Start, Pre-K Counts, Head Start Supplemental intermediaries) or CCIS co-copays; CCIS totals reflect STAR 3 rates assuming providers receive 85 percent of the total subsidy funding.

Proposed Funding Combinations w/ Philadelphia Pre-K Supplemental	PKC Counts	CCIS	City	Total- Full Day, Full Year
Head Start + CCIS	\$7,900	\$7,283	--	\$15,183
Head Start Supplemental + CCIS	\$9,155	\$7,283	--	\$16,438
Pre-K Counts Provider + CCIS	\$8,500	\$7,283	--	\$15,783
City Supplemental + CCIS	--	\$7,283	\$8,500	\$15,783
City Supplemental Only (+ private tuition)	--	--	\$8,500	\$8,500
CCIS Waiting List	--	--	\$8,500	\$8,500

Working within the local funding cap, the Commission estimates that the City could create an additional 6,495 quality slots through a three year ramp up strategy: 2,000 in FY17, 2,500 in FY18, and 1,995 in FY19. Assuming continued expansion of Pre-K Counts by the state, modest expansion of quality STARS providers, and the new City funded slots, there would be 18,689 quality slots in FY17. By FY19, there would be approximately 25,000 quality slots in Philadelphia – almost 10,000 more quality slots than exist now in FY16.



Under this model, annual costs increase from \$18.5 million in FY17 to \$59.9 million (the local cap) in FY19 under this option.

Benefits: This concept of adding slots is easy to understand and the Pre-K Counts program and STARS system are familiar to providers and families. Providers who only receive child care subsidy benefit from the City supplemental, and these families would have additional, more affordable quality options. This model adds quality slots without creating an additional agency or system for providers. The City can work with the State to coordinate coverage and target priority areas for locally funded slots to avoid gaps in coverage. Additionally, OCDEL would absorb overhead costs related to monitoring and compliance.

Challenges: In order to coordinate with the State in FY17 and benefit from the systems already in place, the City will need to immediately discuss a partnership with OCDEL. Existing challenges to braiding funding also need to be addressed. Without braiding funding streams, this model does not address families' need for full-day/full-year care and providers' need to fill the slot full-day/full-year. The City should also work to prevent unintended consequences. The federal per child amounts for Head Start are currently \$600 lower per child than Pre-K Counts. The City does not want to inadvertently discourage providers from seeking federal funding for such slots. Similarly, the City does not want providers to discontinue or reduce slots for infants and toddlers as local funding is not available for these children.

**Estimated Program Budget:
Philadelphia Pre-K Supplement**

	FY17	FY18	FY19
Local Per Child	\$8,500	\$8,500	\$8,500
New Local Funded Slots (cumulative)	2,000	4,500	6,495

Estimated Budget	FY17	FY18	FY19
Local Slot Cost	\$17,000,000	\$38,250,000	\$55,207,500
Workforce Development	\$481,250	\$1,031,250	\$1,512,500

Data Coordination	\$156,250	\$287,500	\$375,000
Administrative Costs	\$881,875	\$1,978,438	\$2,854,750
Total Expenses	\$18,519,375	\$41,547,188	\$59,949,750

Workforce Development: The budget includes costs associated with coaching and workforce development to help providers improve and maintain quality. Estimates assume one coach can serve 15 providers. Coaching salaries are estimated at \$55,000 with modest benefit costs of 25 percent. If this expense were covered by private or philanthropic investments, the City would be able to provide several hundred additional quality supplements for local families.

Data Coordination: The program budget also includes modest expenses for data coordination. The City would be able to analyze data gathered by existing agencies in order to evaluate the model. The budget includes funding for one junior analyst per 1,000 slots (\$35,000 salary) and one senior analyst to supervise up to 10 junior employees (\$55,000 salary) with benefit costs of 25 percent.

Administrative: Administrative costs would be low, approximately 5 percent under the Philadelphia Pre-K Supplement model, pending negotiation with OCDEL.

Quality Supplement Model

In this model, the City would provide a quality supplement of approximately \$5,000 per existing funded quality slot. Quality would be defined as STAR 3 and 4, Pre-K Counts, and Head Start programs that meet STAR 3 and 4 standards. In this model, providers and families can combine up to two funding streams. With the addition of the local supplement, providers have additional funding combinations per child and children who previously did not receive state or federal funding could be eligible for the local quality supplement.

Current Funding Combinations	New Proposed Funding Combinations	Total Funding Combinations under Quality Supplement
Pre-K Counts + CCIS	Pre-K Counts + City	Pre-K Counts + CCIS
Head Start + CCIS	Head Start + City	Head Start + CCIS
Head Start Supplemental + CCIS	Head Start Supplemental + City	Head Start Supplemental + CCIS
	CCIS + City	Pre-K Counts + City
	City Only (+ private tuition)	Head Start + City
	City Only (CCIS waiting list)	Head Start Supplemental + City
		CCIS + City
		City Only (+ private tuition)
		City Only (CCIS waiting list)

A local funded quality supplement would help providers blend funding and could provide revenue for children who do not receive funding from current state or federal sources. The totals presented do not account for intermediary fees to cover service and administrative expenses (from Head Start, Pre-K Counts, Head Start Supplemental intermediaries) or CCIS co-copays; CCIS totals reflect STAR 3 rates assuming providers receive 85 percent of the total subsidy funding.

Proposed Funding Combinations w/ City Quality Supplement	HS/PKC/HSS	CCIS	City	Total - Full Day, Full Year
Head Start + City	\$7,900	--	\$5,000	\$12,900
Pre-K Counts + City	\$8,500	--	\$5,000	\$13,500
Head Start Supplemental + City	\$9,155	--	\$5,000	\$14,155
CCIS (Star 3) + City	--	\$7,283	\$5,000	\$12,283
City Only (+ private tuition)	--	--	\$5,000	\$5,000
CCIS Waiting List (no state, federal)	--	--	\$5,000	\$5,000

With a local funding cap of \$60 million annually, the City could provide supplemental funding of \$5,000 per child for up to 10,800 quality slots annually starting in FY17. This local investment could support both newly created slots (5.5-6 hours per day, 180 days) and expanded coverage in existing slots (8 hours or more, up to 260 days per year). It is difficult to estimate how quickly this model would impact the total number of quality slots in Philadelphia, but it would expand enrollment in quality slots. In FY17, the Commission conservatively estimates there will be 16,689 quality slots in Philadelphia. This assumes all local supplement funding goes to stabilize existing quality slots and only modest growth in state funded Pre-K Counts and quality STARS facilities. By FY19, the number of total quality slots grows to 19,689. If local supplement funding goes to newly created slots or to those moving into a quality facility, this total would increase.

Next Steps

This is the first draft of the Philadelphia Commission on Universal Pre-Kindergarten’s Recommendations Report to City Council, Mayor Kenney, and the public. There will be a public hearing on February 22, 2016, in City Council Chambers. The purpose of the hearing will be for the Commission to receive feedback from parents, providers, and the general public about the first draft of the report. The Commission will synthesize feedback received at the public hearing and incorporate a funding plan based on Mayor Kenney’s Budget Address on March 3, 2016. The Commission will release its final Recommendations Report on April 15, 2016.

Moving Forward

Below are some other key areas to consider when preparing for the launch of expanded Pre-K.

Workforce Development

Recommendation: The Commission recommends that the City of Philadelphia maximize use of the existing early childhood workforce development system and resources to meet professional development requirements. The City would supplement existing resources with policies, programs, and private philanthropic support needed to achieve quality standards adopted by this program.

Research indicates that the most direct way to improve early childhood outcomes is by improving teacher preparation. Quality early childhood education requires effective pre-service training, in-service training, technical assistance, and classroom coaching.

Pre-Service Training: Although degree requirements vary by funder, Head Start, Pre-K Counts and Keystone STAR 3 and 4 early learning programs require lead teachers to have a minimum of a bachelor's degree in early childhood education or a related field, and assistant teachers to have at least an associates' degree.³⁸ Lead teachers in Pre-K Counts must have an early childhood certificate in addition to a bachelor's degree. The table on page 11 indicates that Philadelphia would need approximately 950 new bachelor's-level teachers and 1,900 new assistant teachers with associate's degrees to serve an additional 5,500 children in Pre-K.³⁹ Most degree candidates currently in the early childhood workforce are non-traditional students. If they earn \$35,000 or less, they can access state tuition vouchers to pay for higher education coursework. Although most are pursuing bachelor's degrees or certification, the most effective way to ensure that this group meets requirements in a timely fashion is by assigning them career advisors who can assist them in navigating course offerings, articulation, degree requirements and preparing for certification exams. In addition, **the Commission recommends that the City of Philadelphia seek an extension from the Pennsylvania Department of Education for teachers who must meet degree requirements to continue teaching while the program is being phased in.** Finally, the Commission recommends that the City and nonprofit partners work with higher education partners to improve articulation agreements and the relevance of early childhood curricula for the local workforce.

In-Service Training: Teachers in high-quality early childhood programs are required to meet annual in-service requirements that vary depending on funding source. The Commission recommends that the City work with professional development organizations funded by the State (the Southeast Regional Key, its subcontractors and United Way's Success by Six program), the School District of Philadelphia, and Pre-K providers to identify specific areas of focus each year. After the start-up phase, child outcomes and assessment data should be used to inform these decisions.

High-quality early childhood programs receive program-specific technical assistance as a matter of course from their funders (Head Start and Pre-K Counts, for example), intermediaries,

Keystone STARS, and private agencies. The Commission recommends that these agencies share information with each other, integrate their approaches as much as possible, and assign one technical assistance provider to be the primary liaison with each program.

Coaching: Coaching by experienced teachers is increasingly seen as the most efficacious way to improve instructional methods from Pre-K through secondary school. The Commission recommends that the City provide coaching assistance to Pre-K classrooms to maximize their ability to use required curricula and assessment tools, and to provide additional support to teachers as needed. Coaching would build on pre-service and in-service training described above, and would be financed through private sources.

Governance and Organizational Structure

Recommendation: The Commission recommends that the City explore various models of governance once the policy is implemented. Possibilities include public-private partnerships, more thorough coordination between the City, the School District of Philadelphia and existing state entities, and/or additional dedicated City personnel to oversee the coordinated distribution of funds to quality Pre-K programs. A key determination to be made by the City is how to coordinate and distribute the several funding streams for early education and Pre-K with greater efficiency. The Commission recommends the City explore lessons learned by other entities that have experiences in this area. Coordinating responsibilities could include but may not be limited to:

- Releasing the Request for Proposals for service providers and intermediaries
- Selecting providers and awarding funds
- Coordinating policies and practice with other state, federal, and local early childhood education funding programs such as Head Start and Pre-K Counts
- Supporting and streamline intake and enrollment processes
- Coordinating with other early childhood programs, services and institutional partners
- Coordinating data collection and sharing
- Identifying and assisting with capacity building needs and engaging appropriate partners to support these
- Measuring and tracking implementation and outcomes
- Coordinating development for providers

As mentioned in the landscape section, a critical piece of this work will be to continue efforts already underway to provide a streamlined way for parents to get help determining eligibility and applying for the programs they qualify for.

Rationale: Exploring different approaches would enable the City to ensure that it can quickly identify adequate capacity to support a growing system, oversee critical administrative functions, allow for an independent evaluation of programmatic activities, and ensure that community voices are part of the conversation. In addition, employing qualified staff or advisory boards to review educational standards and child development outcomes ensures that the standards set for providers align with current research around early childhood education and that those standards can be continually reviewed and updated. These dedicated employees or board members will

also ensure that procedures and conclusions for quality assurance and program evaluation meet rigorous research-based standards.

Kindergarten Transition

Recommendation: The Commission recommends that the City develop and adopt a comprehensive approach to kindergarten transition that delineates clear expectations for all Pre-K providers, K–3 schools, and other organizations to support children in making a successful transition to kindergarten. This should emphasize that transition is a process, not a one-time event, and should involve children, families, and communities. The focus should be on aligning curriculum and instruction, supportive services, and operations to help children and families make a successful transition. The Commission believes citywide kindergarten transition activities, to the extent possible, should engage every child who will enter kindergarten in the next year, not just those who are funded through Philadelphia’s expanded Pre-K plan.

Rationale: The transition from Pre-K to kindergarten can be challenging for young children and families, who experience changes in academic demands, less individualized time and interaction with teachers, and a more complex social environment that includes additional peers and adults. An effective kindergarten transition process not only facilitates children’s familiarity with a new classroom setting, but also encourages family collaboration and involvement with the school and provides children with increased consistency from Pre-K to kindergarten, maximizing taxpayer investments in expanded Pre-K.

Kindergarten transition involves not only how children adjust to kindergarten, but also how families and schools cooperate to set the tone and direction of a child’s entire educational experience. Children, families, schools, and the larger community all benefit from effective transition: children are more socially ready; families are more connected to schools; teachers are more prepared to support the children and families they serve; and the community realizes better outcomes for a relatively straightforward and inexpensive investment of time and energy.

Process for Developing the Implementation Plan

Recommendation: These recommendations are intended to provide the background and framework for the development of an implementation plan. **The Commission recommends the development of an implementation plan following the passage of enabling legislation authorizing expanded Pre-K, pending the concurrence of City Council.** The implementation plan would provide detailed information about the programmatic elements, provider contracting process, professional development supports, and preschool eligibility and assignment process, among other things. **The Commission also recommends that the plan be presented to the public for feedback with a particular focus on speaking to those most impacted such as low-income parents and child care providers.** It should then be revised based on the feedback.

Rationale: The research and public comment that informed this report and recommendations are intended to develop a clear path for expanded Pre-K to be implemented in Philadelphia, but there are details to implementation that should be fleshed out once there is a consensus on the framework and funding. The public will continue to play a vital role in this phase, which is why

the Commission encourages and invites public comment. This follows the path of development in other cities: research, public comment, recommendations on framework, public comment, authorizing legislation, and then implementation plan.

Appendices

Public Input

Testimony at Public Hearings and Community Meetings

Essence Allen, family childcare provider
Monica Allison, family childcare provider
Damaris Alvarado, Cookie's Daycare Center
Chris Ambrose, Montgomery Early Learning Center
Carter Belmont, Belmont Academy
Rosaida Benitez, parent/KenCrest Services
Ruth I. Birchett, Heritage Community Development Corporation
Adrienne Briggs, Family Child Care Home
Joseph Butler, Philadelphia School Partnership
William Capers, Olde City Day School
Jenny Carolina, Philadelphia School Partnership
C. Jackie Chaney
Cherie Crosby, Manor College
Heather David-Jones, FACTS Charter School
Christine Day, Krissy Kid FDC
Lynnette DeShields, Jewish Family and Children's Service of Greater Philadelphia
Yves Marie Désir, Philadelphia Learning Academy North
Quibila A. Divine, Citizen's Consulting Group and Committee Person, 11th Ward
Alma Doumbouya, Northwest Provider Educare Network
Kevin Dow, United Way
Vivian M. Drayton, Alliance of Black Social Workers
Marvin Dutton, Marvin's Education Services
Idalee Escribano, CONCILIO
Charnette Felder
Norma Finkelstein, Child Care Information Services Northeast
Amy Friedlander, Early Childhood Education Workforce Transformation Initiative
Sokoni Gaffney, parent
Yvonne Gland, grandparent
Mary Graham, Children's Village
Cass Green, People's Emergency Center
Jarrod Green, Children's Community School
Charlotte Greer
Angell Harris, Pratt School/Policy Council Representative
Carrie Hartsfield, Kittyland Child Care
Nicholas Herrera, District 1199C Training and Upgrading Fund
Rhonda Holloway
Makeeda Holley, District 1199C Training and Upgrading Fund
Steve Honeyman, organizational development consultant
Rachel Honore, West Philadelphia Action for Early Learning

Shirlee Howe, Public Citizens for Children and Youth
Maria Hughes, citizen
George Jackson on behalf of Jerry Jordan, Philadelphia Federation of Teachers
Stephanie Jackson, candidate for Child Development Associate
Elaine Johnson, Johnson's Day Care
Josie Jones, Diversified Community Services
Beth Joseph, Early Childhood Environments, Inc.
Zohra Joufene, Candidate for Child Development Associate
Mark Kehoe, Brightside Academy
Karel Kilimnik, Alliance for Philadelphia Public Schools
Loisteen Lacy
Chantel Lemons
Angelic Lowe
Dana Maner
Beverly Mansaray, Child Care United
Gigi McGraw, Free Library Philadelphia
Renne McKenzie, Church of the Advocate
Ashley McKoy, Mom's Arms Child Care
Larissa Mogano, Cobbs Creek Neighborhood Association
Suzanne Morris, OCDEL
Melissa Murray Bailey, mayoral candidate
Sharon Neilson, Woodland Academy
Michael Nutter, Mayor of Philadelphia
Kimrenee Patterson, Kenney Transition Team
Thelma Peake, Peake's Little Angels
Tashina Pearson
Bryce Poirot, KenCrest Services
Ellen Ramage, Refugee Resettlement Center
Deanna Reed
Khalieelah Reed-William, Big Steps With Little Feet
Natalie Renew, Public Health Management Corporation
Erin Richburg, Office of Early Childhood Education, School District of Philadelphia
Cynthia MB Robinson, Family Child Care Home
Lisa Robinson
Cathy Rosenthal, Temple University
Christopher Rouse, District 1199C Training and Upgrading Fund
Khadijah Sabir, Group Child Care Provider
LaToshia Sanders, Public Health Management Corporation
Salvatore Sandone, MOSTSPORTS+
Arlene Saunders
Dolores Shaw, parent
Allegra Simms, Philadelphia Learning Academy North
LaSkeetia Simms, Philadelphia Learning Academy North
Lorraine Simms

Sylvia Simms, School Reform Commission
Tina Slom, Temple?
Mark Smalls, Philadelphia Department of Human Services
Leslie Spina, Kinder Academy
Natalie Catin St. Louis, Kenney Transition Team
Towanda Sturguss
Darlene Suber, Jewish Family and Children's Service of Greater Philadelphia
Shawn Towey, Public Citizens for Children and Youth
James Waddington, PA Early Learning Investment Commission
Maria Walker, West Philadelphia Action for Early learning
Darryl White, parent
Jacqueline J. Wiggins, Committee Person, 3rd Ward
Carol William Greene, former teacher
Rasheema Williams, candidate for Child Development Associate

Public Hearing

September 30, 2015, 4:00–6:00 p.m.
Room 400, City Hall

Public Testimony

Kevin Dow, United Way: Half of Philadelphia's STAR 3 and 4 childcare programs are graduates of United Way's Success by Six initiative. The Commission must recognize the financial challenges of providing quality childcare.

Jim Waddington, Lockheed Martin/PA Early Learning Investment Commission: We have been missing the critical window to reach children before age five; this is important to the business community because most Philadelphia children will join the local workforce. Expanded Pre-K will save school districts money in special education, remediation, and grade repetition and will save the City in juvenile justice and welfare costs later.

Mark Kehoe, Brightside Academy: The first 1,800 days of a child's life are crucial and should be treated as such. The Commission must consider dosage (at least six hours a day, full year, avoid half-day slots to serve more children); continuity of care (address staff turnover, adequate teacher pay, mixed delivery system); and intentionality in curriculum.

Chris Ambrose, Montgomery Early Learning Center: The Commission needs to emphasize quality settings. Early childhood education cannot be one size fits all. The plan should be a flexible, mixed-delivery system; combine private/public/subsidy pay; rely on donations from business through Education Income Tax Credit; address workforce sustainability and compensation.

Leslie Spina, Kinder Academy: The expectation should be that all children receive equal educational opportunities—should not be the exception. Teachers should understand child development and early learning principles. The plan should address gaps in geographic areas

where there is a lack of quality slots. The plan should also consider the need for full time care in order for families to maintain work.

Natalie Renew, Philadelphia Health Management Corporation (PHMC): PHMC through Southeast Regional Key has to provide more resources to higher-quality programs and resources to 1 and 2 STAR programs for improvement because it costs more to run a higher-quality program. The Commission should direct more resources to providers offering highest-quality services.

Mary Graham, Children's Village: After 40 years in the field, what's most important is funding. The CCIS subsidy provides the lowest level of reimbursement per child/hour. Pre-K Counts provides the highest reimbursement per child/hour. This makes finding the right teachers with the right credentials difficult. Reimbursement rates can't only fund teachers, but have to pay for rent, food, behavioral health, and so on. The Commission first needs to look at funding; expanded pre-K will not be successful if you choose to sacrifice quality for quantity.

Makeeda Holley, District 1199C Training and Upgrading Fund: Childcare workers need access to skills training, degrees, and competitive wages. The Training Fund helps adults find training, employment, services, and so on. 1199C is currently designing Registered Apprenticeship with DVAEYC, which is a low-cost/high-return training program.

George Jackson on behalf of Jerry Jordan, Philadelphia Federation of Teachers: Philadelphia's pre-K system is a shell of what it used to be. The decline started when Head Start was outsourced in 2013. Cuts were not for lack of resources but because of fiscal mismanagement of Title I funds. Educators need to play a major role in the design of universal Pre-K if it is to succeed.

Amy Friedlander, Early Childhood Education Workforce Transformation Initiative: The majority of the early childhood education workforce is female and underpaid; they often earn half of what kindergarten teachers do. The sector is not salary scaled and there are often no benefits, leaving early childhood teachers to rely on public benefits. High turnover in teachers results in poor continuity for children and undermines quality. Early childhood teacher compensation is a legitimate proxy for quality.

Carol Williams Greene: Often families will send children to quality places but won't understand the importance of their decision. Families and communities need to be involved more in order for children to succeed; it would be beneficial to use parks/public spaces to engage families. Older students can be used as a resource to mentor other students.

Cherie Crosby, Manor College: From her perspective as a professor, most of her students are ill-prepared and lack reading, writing, and math skills that are based in Pre-K. Philadelphia has the potential to act as a model for the rest of the state and country.

Shawn Towey, Public Citizens for Children and Youth: Low-income students start school a year or two behind their peers. Local, state, and federal funds can be redirected to expanded Pre-K. There is a need to provide alternatives for families who chose not to enroll in Pre-K. Classrooms should be mixed income and diverse, and it is important to have public buy-in through an education tax.

Rachel Honore, West Philadelphia Action for Early Learning: The Commission cannot simply create expanded Pre-K; it must be quality. Teachers need to be well compensated. Parents need to be educated about early learning and developmental milestones.

Quibila Divine, Citizens Consulting Group and 11th Ward: She is uncomfortable with *A Running Start's* goal to advocate for all programs receiving public funding to participate in Keystone STARS. Called for support of all programs in low-income communities regardless of whether they participate in Keystone STARS. The Commission must include the Philadelphia school system in the discussion because most children go on to attend chronically failing K–12 schools. Avoid laying off good but uncredentialed early childhood workers. Provide technical assistance. Match low STAR-rated programs with high STAR rated ones for mentoring. Communities must be included in decision-making processes.

Heather Davis-Jones, FACTS Charter School: There is difficulty finding enough Pre-K Counts teachers to meet the need—the program requires higher-quality teachers with advanced degrees, but they're not compensated well enough to attract them. Oklahoma should be considered as a best practice example: all Pre-K teachers have college degrees and receive the same pay as K–12 teachers. The Commission should not use taxes as a funding source, as this is not sustainable.

Suzanne Morris, DVAEYC: Many middle-income parents are skeptical that the plan is not designed to include them. Waitlists for many quality programs are over a yearlong and finding good childcare is challenging. There is not enough transparency for parents going through the process. Her family pays a large portion of gross yearly income toward childcare for one child (make too much to qualify for subsidies).

Ellen Ramage, Refugee Resettlement Center: We need full-day, full-year care that will enable two-parent households to have two-wage earners, including her clients. Need to keep in mind the importance of providing for trauma-impacted children by creating stable, consistent environments for them.

William Capers, Olde City Day School: There is a disparity in what people can afford for early childhood between different neighborhoods. Many Philadelphia residents simply cannot afford quality programs. Need to create consistency for children, no matter how much a parent can pay.

Dolores Shaw, parent: The current salary for early childhood teachers and staff does not allow them to stay in their jobs. Need to retain skilled, high-quality teachers and staff who might not

have degrees and certification. They cannot be fired for sake of new standards, but the Commission should find a way to help them get certified.

Karel Kilimnik, Alliance for Philadelphia Public Schools: There are no early childhood teachers on the Commission. The Commission should withhold money if Pre-K programs are outsourced by School District of Philadelphia. Pre-K funding should be coming in from the federal government and hopefully soon from the State. The requirement for community-based agencies to receive funding for outsourced Head Start slots from School District was STAR 3 or 4 rating. Who is providing the oversight for divvying of 2,000 slots?

Marvin Dutton, Marvin's Education Services: There are no millennials on the Commission. The Commission should focus on oversight and accountability. The Commission needs to engage newer organizations as well. The Commission should not to "throw money" at the same institutions that already receive it.

Beth Joseph, Early Childhood Environments, Inc.: She has experience developing and implementing Keystone STARS in various settings including a bilingual early childhood program in South Philadelphia. She understands the need for high-quality, developmentally appropriate facilities. She offered her services to help Commission.

Steven Honeyman, Community Organizer: He urged equity and quality Pre-K throughout Philadelphia. The Commission needs to consider race, class, and culture to create a system that works. There should be a study of each neighborhood to account for diverse needs. The plan needs flexibility to account for diverse needs of neighborhoods. The Commission should lift up (rather than eliminate) low-quality programs and the leadership of programs should reflect and be part of the community. For success, the Commission must extend view beyond Pre-K to third grade and must create political buy-in by getting contributions from the City outside of the operating budget.

Community Outreach and Engagement Report

Purpose of Community Outreach Meetings

- Provide an opportunity to share the Commission's work with the community at large.
- Invite area elected officials to become informed about the Commission's work.
- Provide a forum for ECE providers, parents, workers, and community members to discuss concerns about quality child care programs including Keystone STARS, financial and technical support, and so on.
- Enable participants to make recommendations to the Commission.

Community Outreach Meetings

1. 11/19/2015, West Philadelphia, West Philadelphia High School: 17 participants
2. 12/3/2015, North Philadelphia, Church of the Advocate: 55 participants, including a representative from State Representative Curtis Thomas's office and a reporter from the *Notebook*

3. 12/8/2015, South Philadelphia, South Philadelphia High School: 14 participants
4. Cancelled Community Outreach to the Hunting Park, Germantown/Mt. Airy/West Oak Lane, Southwest, and Lower Northeast neighborhoods

Questions to ECE Community Presenters with Discussion and to Large Group with Discussion

- Describe your job-related responsibilities/the criteria you used to select an ECE program.
- Describe your challenges as a provider/worker/parent.
- Describe solutions you used to address challenges and identify the supports you still need.
- Describe your concerns about providing quality and/or meeting Keystone STARS standards.
- Provide recommendations to the Commission.

Participants

- Providers
- Directors (ECE Center and Family Providers)
- Workers
- Parents
- Community
- Early Childhood Education Students
- Staff Member & Information—DVAECY
- Staff Member & Information—West Philadelphia Action for Learning
- Information—1199C Training & Upgrading Fund
- Commission Members
- Staff Members—Office of the Mayor

Survey Participants and Dates - 29 Respondents (14 parents, 4 parents + / 8 workers, 5 workers + / 3 providers +):

- 11/20/15 – 11/30 = 25 - (17 parents) / 17 from West Philadelphia zip codes, 1 from Southwest Philadelphia zip code, 1 from North Central zip code, 1 from East Oak Lane zip code, 2 from Northeast zip codes, 1 from Huntington Park zip code, and 2 from South Philadelphia zip code
- 12/4/15 = 1 (worker) / West Philadelphia zip code
- 12/23/15 = 3 - (1 parent +) / 1 Center City zip code and 2 Out-of-City zip codes

Conclusion: The limited number of Community Outreach Meetings held was quite informative. The meetings provided more information about and understanding of the complexities involved in providing early childhood education in our communities. The early childhood education (ECE) community itself is diverse with equally diverse concerns related to their programs: type of program, location, services provided to families, funding (including subsidies and parent fees), supportive services provided to program, need for staffing, staffing certification, parent needs and engagement, and standards of quality. The community is fragmented and operating in a changing reality that will impact each differently but significantly. The small centers/providers

and programs considered low quality may be impacted initially and most severely as Philadelphia embraces universal pre-K. Many provide services to children from economically distressed families and/or traditionally underserved neighborhoods where costs and convenience of location are the decisive factors in selecting a Pre-K program.

Participants (inclusive of most members of the ECE community) were obviously uninformed about the creation of the Philadelphia Commission on Universal Pre-K and certainly did not know about the Public Hearings held in City Hall on September 30, 2015. They complained about being “left out” of the decision making process and feared for their businesses and jobs. Nonetheless, they support universal pre-K and made recommendations as to how a plan for universal pre-K in Philadelphia can be successful in growing quality programs and staffing to meet the needs of the “least of us” as well as accommodate growth in existing quality designated programs. As documented in the attached Community Outreach Report and Survey, the ECE community does not want decisions made for or about them—they want to be at the table, part of the discussion, and part of the decision making process.

The Commission’s outreach work is unfinished. Regrettably and because of time constraints, the Community Outreach Meetings were not held in areas like Hunting Park, the Lower Northeast, Germantown/Mt. Airy/West Oak Lane, or even Southwest Philadelphia or additional parts of North Philadelphia or South Philadelphia. Nor did the Commission hear from our Latino or Asian communities.

It is recommended that the Commission provide the above communities an opportunity to participate by hosting community meetings in their neighborhoods and throughout the city to respond to the Commission’s “draft proposal” before it is approved by the mayor and City Council.

Themes/Supports	Issues/Questions	Concerns/Fears/Consequences	Recommendations/Assurances
Philadelphia Commission on Universal Pre-K	<ul style="list-style-type: none"> • Purpose of Commission? • What is the Commission? • Framework for the Commission’s Plan? • What is universal Pre-K? • Report may duplicate rather than complement PA Efforts 	<ul style="list-style-type: none"> • Ignorance of the Commission and Universal Pre-K will result in ECE providers, workers, and families being left out and cause them to miss opportunities • A Running Start Philadelphia will provide 	<ul style="list-style-type: none"> • Inform the public more about universal pre-K and the work of the Commission • Align report scope with PA Supports Initiatives—TEACH PD • City stay out of the business of Child care and not compete with community ECE providers • Develop report/plan inclusive of all ECE programs/stakeholders <p>Research how preschoolers are affected as infants and toddlers</p>

		framework for the Commission’s report/plan	—planning for and assessing birth to kindergarten child development needs
Funding	<ul style="list-style-type: none"> • How will Commission fund the plan? 	<ul style="list-style-type: none"> • Funds/subsidies will be removed from centers/providers 	<ul style="list-style-type: none"> • Guarantee funds remain in neighborhoods especially in economically challenged / least-served communities • Look at Funding Report completed by Michael Galvan (Mayor Kenney’s transition team)
Inclusion	<ul style="list-style-type: none"> • Inclusion of ECE program directors, family providers, workers, and parents in the decision making process—include them at the table • Methods used to ensure Commission and universal pre-K information reaches all ECE providers impacted, 80% of whom are not considered high quality 	<ul style="list-style-type: none"> • “I am not part of your plan” = home child care provider • Voices of child care providers/ centers and families ignored—considered unimportant and not necessary • Funds/subsidies will be removed from ECE providers/ programs considered low quality • Fears Commission will ignore/ shut out small providers 	<ul style="list-style-type: none"> • Need inclusion for all centers, programs, and providers • Need inclusion of representatives from all ECE stakeholders/providers at the table and in the decision making process • Creation of an ECE community alliance • Support current ECE pre-K teachers/workers • Prioritize recruiting certified teachers • Uniform ECE days/hours • Support small/family providers and be mindful of them when creating standards • Host community meetings after the draft report/plan is completed—informing the community

<p>Unintended consequences</p>	<ul style="list-style-type: none"> • What happens to independent providers? • Disregard for diversity and inclusion in considering ECE programs, including daycare • Building on fragile ECE system • Providers organize to press their concerns and recommended solutions—organizing to be respected and have their voices heard 	<ul style="list-style-type: none"> • Parents/families will lose their subsidies • Small centers and family providers lose clients and then their businesses • Smaller and family-run ECE programs will be closed • Create economic hardship for small daycare providers and communities they serve • Foster inconvenience for parents/families • Creating/building/expanding ECE programs/daycare in underserved neighborhoods will not happen or will not be a priority 	<ul style="list-style-type: none"> • Conversation and plan must be broadened to include full spectrum of daycare/ECE providers/services • Make universal pre-K available to small/family providers • City delay push for universal pre-K to initially focus on increasing rate of reimbursement and building capacity
<p>Quality</p>	<ul style="list-style-type: none"> • Reviewing universal Pre-K models used by other cities? • Philadelphia’s unique challenges? • Plans to improve quality in low-quality programs? • How will you support parents who 	<ul style="list-style-type: none"> • Affect a concentration on existing high-quality programs at the expense of growing quality programs in economically challenged communities / 	<ul style="list-style-type: none"> • Mixed model delivery with everyone involved • Pre-K system with high-quality programs available in every neighborhood • Growing quality by providing supports to non-high-quality providers • Plan must include producing/supporting highly qualified teachers—accessible

	<p>chose child care/ Pre-K programs for convenience, cost, culture?</p> <ul style="list-style-type: none"> • What is considered quality? • Who assures quality and how? 	<p>neighborhoods</p> <ul style="list-style-type: none"> • Using Keystone STARS as a punitive tool to eliminate non- stars or low- quality programs 	<p>training/workshops, coaching, mentoring, and monitoring</p>
--	---	---	--

<p>Quality ECE programs (centers/family)</p> <p>Curriculum/learning outcomes</p>	<ul style="list-style-type: none"> • What is quality? • Quality is costly • 65% of 19104 ECE programs are low quality • 90% of children in high-quality ECE centers come from outside the 19104 community • Main parent concerns when choosing programs: safety, cost, convenience, culture • Possible focus group fatigue • Providers are not compensated at a quality rate • Urban centers need an alternate quality rating system, e.g., use of city parks that are often dirty • What is “school ready?” • Pre-K becoming like kindergarten with emphasis on academics and de-emphasis on gross motor skills and other developmentally appropriate practices • Behavior modification over medication 	<ul style="list-style-type: none"> • Children unprepared for kindergarten • Labeling high-energy children (especially boys) ADD/ADHD because their needs are not accommodated by rigid practices and emphasis solely on academics • Not growing quality in our communities (like 19104) 	<ul style="list-style-type: none"> • Educating and Involving parents in ECE programs and in child’s continuing education at home • Engage parents in identifying quality—community focus groups • Provide supports for neighborhood/urban programs: ECE centers and family providers • Advocate for diverse urban environments when assessing for quality—new ECERS–3 Rating System now in use • Advocate for City to clean its parks regularly; used as the outside play option by many urban providers • Use developmentally appropriate practices • Focus on gross motor skills as well; see Leonard Sax’s research • Pennsylvania Keys learning standards • Authentic learning (real-world experiences) and learning through play
--	---	--	--

<p>Keystone STARS (includes stakeholder involvement at levels 3 and 4)</p> <p>Kindergarten readiness</p> <p>(Also see “Assessing Quality”)</p>	<ul style="list-style-type: none"> • Parents/communities not knowledgeable about stars • STARS not promoted in communities—do not know what constitutes a STAR facility • Learning outcomes/child development= less than optimum focus with STARS program • CCIS beginning to educate parents/families but still inadequate • Children may need more structured environment to successfully transition to kindergarten • Star qualifications include ECE degree • STAR Levels 3 and 4 too costly for family/small providers—teacher qualification and maintaining/availability of resources • System should be used to promote quality—not used as a punitive tool 	<ul style="list-style-type: none"> • Children missing out on learning opportunities with major focus on documentation rather than learning outcomes • Transition to kindergarten preparation • Commission may block small centers and family child care homes 	<ul style="list-style-type: none"> • Engage/educate parents at entry level • CCIS needs to do more in engaging parents in learning about Keystone STARS • Accommodate learning, cultural, and environmental diversity • Revamp Keystone STARS to provide significant focus on learning outcomes and child development • Advocate revamping Keystone STARS to make it more user friendly and conducive to growing quality in low-quality programs
--	--	--	---

<p>Growing qualified staff and teacher</p> <p>Sustainability</p>	<ul style="list-style-type: none"> • Staff turnover • Accessible/affordable certification programs/training • Obvious and striking isolation of providers—a need to build an informed and collaborating provider community 	<ul style="list-style-type: none"> • Programs shut down—especially family daycare • Current ECE workers replaced 	<ul style="list-style-type: none"> • Collaborative/cooperative ECE center/family providers supporting each other through sharing and problem solving= building an ECE alliance reminiscent of a school-system • Centers/programs have professional development plan for workers • Utilize community supports: volunteers and retired teachers
<p>Increase ECE workers/teachers' salaries and benefits</p>	<ul style="list-style-type: none"> • Funding sources? • STARS incentives capped=inadequate to sustain continuous improvement of staff/facility • Impact on small and family providers 	<ul style="list-style-type: none"> • Tapping into current funding, which will adversely impact family ECE and home providers in already distressed communities • Cause failure of neighborhood family and home provider businesses that are convenient for families 	<ul style="list-style-type: none"> • Increase subsidies through Memorandum of Understanding • Commission advocate for salary increases • Commission advocate for higher STARS cap to pay for increasing salaries/expenses of STARS 3 and 4 teachers and programs
<p>Pre-K transition to kindergarten</p>	<ul style="list-style-type: none"> • Pre-K to K articulation • Learning through play appears problematic for kindergarten classrooms • Kindergarten's center-based environment is challenging for family daycare providers 	<ul style="list-style-type: none"> • Impact of curricular/learning outcome misalignment on student progress and transition to kindergarten 	<ul style="list-style-type: none"> • Make kindergarten mandatory in Pennsylvania • School District curricular alignment with children's development • Professional development for kindergarten teachers to ensure smooth transition from pre-K to K • "Building Bridges"—Pre-K and K teacher articulation • "Stepping Stones" (life skills)

<p>Providing early intervention for at-risk children: special needs, English-language learners, & economically distressed children (?)</p>	<ul style="list-style-type: none"> • Costly but necessary • Pre-K Counts? 	<ul style="list-style-type: none"> • No provisions will be made for children needing specialized and/or bilingual services • At-risk category may not be inclusive enough= omitting some children from poor families not meeting the criteria 	<ul style="list-style-type: none"> • Promote inclusion—advocate for children from economically distressed families in the at-risk category who may not meet the criteria • Autism training model—working with families and professional • Prioritize education and inclusion for all children
<p>Pre-K Counts/ Head Start programs</p>	<ul style="list-style-type: none"> • Availability/ accessibility • Criteria for meeting at-risk and economically “needy” designations 	<ul style="list-style-type: none"> • Omission of segment of needy children because of family economics or definition of at-risk needs 	<ul style="list-style-type: none"> • Advocate for the expansion of accessibility/availability • Advocate for a review and update of criteria used to assess and designate at-risk children and economic need

<p>Parent/ provider / teacher engagement</p> <p>Creating a positive culture and sense of community with the larger community</p> <p>Schools/ ECE providers as family resources providing sustainable supports for families</p>	<ul style="list-style-type: none"> • Culture of ECE centers/programs • Engaging and informing parents • About Keystone STARS • About quality • About sustaining learning— suggested home learning activities • Provide resources for parents to address family needs 	<ul style="list-style-type: none"> • Cultures not conducive / supportive of child • Parents making uninformed choices about enrolling their children in ECE programs • Parents/ community uninformed about ECE issues, choices, opportunities for Improvement 	<ul style="list-style-type: none"> • Get parents to buy in • Educate parents about quality ECE programs, curricula, and learning outcomes • Teachers/ECE programs provide learning materials for parents to sustain student learning at home • Connect parents with City/community resources/ agencies to assist with family needs or crises • Recommend/encourage providers to become members of the neighborhoods and communities they serve—“It takes a village!”
--	--	--	---

<p>Mayor and elected officials’ supporting early childhood education programs</p> <p>Equal treatment of and resources to ECE centers and family providers</p> <p>Increasing and sustaining organization and foundation resources and supports to ECE centers and family providers, including monetary and technical support</p>	<ul style="list-style-type: none"> • Privileges and resources given to corporate ECE providers • Connected resources and providers vs. non-connected resources and providers • Neighborhood vs. neighborhood • Small providers vs. larger providers • Funding sources? • Dedicated funding streams? 	<ul style="list-style-type: none"> • Politicking (“Philly business as usual” model) and/or undercover arrangements • Being left out as usual • Communities and children in need left out • Corporate/ designated ECE programs replace smaller and family ECE providers • Displacing ECE businesses (small/family ECE providers) and people (ECE workers) in economically distressed communities 	<ul style="list-style-type: none"> • Welcome support from mayor and elected officials for maintaining and growing existing and community/ neighborhood pre-K programs • Support building quality across the board • Invite/include ECE community at the table and in the decision-making process
---	---	--	---

Glossary

Alignment – The process of aligning Pre-K and kindergarten curricula, tools, and professional development to ensure sustainable, long-term learning.

Blended Funding – The process of combining multiple funding streams (such as funding from child care subsidies, Head Start, and Pre-K Counts) to pay for each classroom or child so that no single source covers all operating costs.

Child Care Information Services (CCIS) - local organizations that determine eligibility and enrollment for Child Care Works (child care subsidy for low-income working families) and provide families with information about quality early learning services; funded by OCDEL (see below)

Child Care Subsidy – Funds from the state and federal governments, that make child care more affordable for families making under 200 percent of the federal poverty level (FPL). The program is managed by CCIS and families are free to choose among providers of varying quality ratings.

Developmentally appropriate – When materials, curricula, and other educational materials are selected to match child’s age and developmental process.

Dual Language Learner (DLL) - Children who are Dual-Language Learners acquire two or more languages simultaneously, and learn a second language while continuing to develop their first language. The term "dual language learners" encompasses other terms frequently used, such as Limited-English Proficient (LEP), bilingual and English-language learners (ELL).

Early Learning Programs - child care, Early Head Start, Head Start, home visiting, Keystone STARS, Pre-K Counts, and preschool, among others. This term encompasses other terms such as early care and education, early childhood education and early education

Early Intervention (EI) - services for children with developmental delays and disabilities from birth through five. Early Intervention for 0–3 is administered through the City of Philadelphia and for children from 3-5 through Elwyn, a private nonprofit agency

Environment Rating Scales (ERS) - classroom observation tools designed to assess process quality in infant, toddler and preschool classrooms, whether in center or family settings; a reliable and valid tool used as part of Keystone STARS

Learning Standards for Early Childhood - Research-based standards according to age and development that form the foundation for curriculum, assessment, instruction, and intervention within early care and education programs in Pennsylvania.

Facility Fund - A City-sponsored fund for child care providers designed to support quality and accessibility. The Facility Fund receives \$500,000 of annual funding to provide capital improvement grants to eligible child care providers.

Family Child Care Providers (FCC) – Providers that care for between three and six unrelated children and are located in a private residence.

Federal Poverty Level/Federal Poverty Guidelines (FPL, FPG) – Federal calculation of household poverty taking into account family needs for food, clothing, transportation, shelter, and other necessities. Poverty thresholds are used for calculating all official poverty population

statistics — for instance, figures on the number of Americans in poverty each year. They are updated each year by the Census Bureau. The poverty guidelines are a simplified version of the federal poverty thresholds used for administrative purposes — for instance, determining financial eligibility for certain federal programs. They are issued each year in the *Federal Register* by the Department of Health and Human Services (HHS). This plan references both FPL (thresholds) and FPG (guidelines)

Fund for Quality - A partnership between The Reinvestment Fund (TRF) and Public Health Management Corporation (PHMC), supported by the William Penn Foundation that provides business planning support and facilities-related financing, and focuses on supporting quality early care and education providers to expand their services to reach more low-income families.

Group Home - Child care programs that may care for up to 12 children and be located in a private residence or in another facility.

Head Start - A national, quality early education program available for free for children ages three and four whose families make under 200 percent of the poverty level. At least 90 percent of enrolled families must be at or below 130 percent of the federal poverty level, and a maximum of 35 percent can be between 100 percent and 130 percent of FPL.

Individual Education Plan/Individual Family Service Plan (IEP, IFSP) - individual education plan; individual family service plan. Written plan that outlines the goals and services for a child in Early Intervention. An IEP is for a child who is 3-5 and an IFSP is for a child 0-3

Keystone STARS – Pennsylvania’s Quality Rating and Improvement System (QRIS) for early learning and development programs

Mixed Delivery – a system of private and public Pre-K providers traditional public schools, quality community-based child care centers, group and family programs, and independent Head Start programs.

NAEYC Accreditation – Quality accreditation from the National Association for the Education of Young Children. NAEYC programs are considered quality but are not required to serve a certain portion of low-income or special needs children.

Office of Child Development and Early Learning (OCDEL) - state agency providing policy and funding for early learning and development programs

Pre-K Counts - Pennsylvania’s quality early education program that provides free early education to all three and four-year-olds whose families make under 300 percent of the poverty level. Pre-K Counts is an initiative aimed at children who are at-risk of academic failure including English language learners, low-income students, and children with special needs.

Professional Development (PD) - structured learning opportunities for the early childhood workforce including pre-service preparation, continuing education, and acquisition of degrees and credentials in early childhood education

Quality Rating and Improvement System (QRIS) - a method to assess and improve the quality of early learning that provides standards, supports and financing, and a public rating of program quality. Keystone STARS is Pennsylvania's QRIS

Rising STARS – A Tuition Assistance Program that pays 95 percent of tuition costs for eligible college coursework taken by early learning professionals.

School District of Philadelphia (SDP) - The local education agency in Philadelphia that provides education for Philadelphia children and youth from Pre-K to 12th grade.

Shared Services – A vehicle for creating cost efficient, mutually accountable back-end services to support the child care sector.

Southeast Regional Key (SERK) – One of five regional keys working in partnership with OCDEL to develop and implement quality improvements and support in Pennsylvania's early childhood education system. SERK is currently run by Public Health Management Corporation (PHMC) and serves the 47,000 children of Philadelphia, Delaware, and Montgomery counties.

Success by 6 – A program operated by United Way focused on moving STAR 1 or 2 programs to STAR 3 and 4. The initiative provides resources for each center including technical assistance, program improvement funds, environmental rating scale assessments, and professional development for leaders.

List of Persons Consulted

Alison Acevedo, United Way

Steven Barnett, Ph.D., Executive Director, National Institute for Early Education Research (NIEER)

Bevin Parker Cerkez, Loan Officer, The Reinvestment Fund

Teresa Mansell, Executive Director, Childspace West

Natalie Renew, PHMC

Tyrone Scott, Delaware Valley Association for the Education of Young Children (DVAEYC)

Louise Stoney, Alliance for Early Childhood Finance

Terry Shaner-Wade, Bureau of Subsidy Services, PA OCDEL

Miriam Calderon, The Commonwealth Foundation

Quality Improvements Supports

Improvement in the Quality Rating Improvement System (- This program is focused on moving STAR 1 or 2 programs to STAR 3 and 4. The initiative provides each center with technical assistance, program improvement funds, environmental rating scale assessments, and

professional development for leaders. It also supports new STAR 3 programs through peer learning circles, sustainability grants, and leadership workshops.

Tuition Assistance Programs (Rising STARS) – The Rising STARS Tuition Assistance Program pays 95 percent of tuition costs for eligible college coursework taken by early learning professionals who are pursuing degrees. In addition, since 2012, the state requires all state-owned two-year and four-year postsecondary institutions to allow students who graduate with specified associate’s degrees to transfer into bachelor’s programs in similar fields at designated four-year institutions.

Facilities Improvement Support (Facility Fund & Fund for Quality) – Two funds designed to support quality and accessibility are available to child care providers. The City of Philadelphia Facility Fund is a City-sponsored initiative that has received \$500,000 of annual funding to provide capital improvement grants to eligible child care providers. The Fund for Quality, a partnership between The Reinvestment Fund (TRF) and Public Health Management Corporation (PHMC), supported by the William Penn Foundation, provides business planning support and facilities-related financing, and focuses on supporting quality early care and education providers to expand their services to reach more low-income families.

¹ Minervino, J., and R. Pianta. “Early learning: The new fact base and cost sustainability.” *Lessons from Research and the Classroom*. (Washington: Bill & Melinda Gates Foundation, 2014), 8.

² Brown, B., and Traill, S. “Quality Child Care, School Readiness and New Jersey’s Future Economic Success.” *Benefits for All: The Economic Impact of the New Jersey Child Care Industry (Infant/Toddler, Preschool and Out-of-School Time Programs)*. (Trenton, NJ: National Economic Development and Law Center, 2006), 9.

³ Heckman, James. *Four Big Benefits of Investing in Early Childhood Development*. (Chicago: The Heckman Equation), 1.

⁴ *Don’t Confuse Access with Excellence: Why Quality Matters in Pre-K Investments*. (Cleveland: Advocacy and Communication Solutions, LLC, 2015).

⁵ *The Impact of Quality Pre-K on K–12 Education*. (Philadelphia: Pre-K for PA).

⁶ Bagnato, S.J. et al., “Did Children Benefit from Participation in Pre-K Counts.” *Pre-K Counts in Pennsylvania for Youngsters’ Early School Success: Authentic outcomes for an innovative prevention and promotion*. (Pittsburgh: University of Pittsburgh, 2009)

⁷ Carpluk, William. *Investments in Pennsylvania’s Early Childhood Programs Pay Off Now and Later*. (Washington: The Pew Center on the States, 2011).

⁸ Pennsylvania Department of Education, “Charter School Funding, 2014-2015.” (Pennsylvania, 2015).

http://www.education.pa.gov/K-12/Charter%20Schools/Pages/Charter-School-Funding.aspx#.Vq-o_tlrKUK

⁹ Brown, B., and Traill, S. “Quality Child Care, School Readiness and New Jersey’s Future Economic Success.” *Benefits for All: The Economic Impact of the New Jersey Child Care Industry (Infant/Toddler, Preschool and Out-of-School Time Programs)*. (Trenton, NJ: National Economic Development and Law Center, 2006), 22.

¹⁰ Bueno, M., Darling-Hammond, L. and Danielle Gonzales. *A Matter of Degrees: Preparing Teachers for the Pre-K Classroom*. (Washington: pre[k] now, a campaign of the Pew Center on the States, 2010), 2.

¹¹ Bureau of Labor Statistics, U.S. Department of Labor, *Occupational Outlook Handbook, 2016-17 Edition*, Preschool Teachers, on the Internet at <http://www.bls.gov/ooh/education-training-and-library/preschool-teachers.htm> (visited December 18, 2015).

¹² Bureau of Labor Statistics, U.S. Department of Labor, *Occupational Outlook Handbook, 2016-17 Edition*, Kindergarten and Elementary School Teachers, on the Internet at <http://www.bls.gov/ooh/education-training-and-library/kindergarten-and-elementary-school-teachers.htm> (visited December 18, 2015).

¹³ Bishop-Josef, S., Schaefer, S., Watson, S., “How Early Learning Investments Can Help Expand Pennsylvania’s Economy.” *Strengthening Pennsylvania Businesses through Investments in Pre-Kindergarten: How Investments in Early Learning Increase Sales from Local Businesses, Create Jobs, and Grow the Economy*. (Harrisburg: Ready Nation/America’s Edge, 2014), 3.

¹⁴ *Examining Multiple Early Childhood Risks in Philadelphia*. (Philadelphia: Penn Child Research Center, University of Pennsylvania’s Graduate School of Education, City of Philadelphia Data Management Office, Deputy Mayor’s Office for Health and Opportunity, 2015).

-
- ¹⁵ Minervino, J., and R. Pianta. "Early learning: The new fact base and cost sustainability." *Lessons from research and the classroom*. (Washington: Bill & Melinda Gates Foundation, 2014), 6-7.
- ¹⁶ Minervino, J., and R. Pianta. "Early learning: The new fact base and cost sustainability." *Lessons from research and the classroom*. (Washington: Bill & Melinda Gates Foundation, 2014), 6-7.
- ¹⁷ "Public Health Management Corporation to Administer Head Start Program in Southwest Philadelphia," <http://www.phmc.org/site/96-press-releases/2014/1009-public-health-management-corporation-to-administer-head-start-program-in-southwest-philadelphia>
- ¹⁸ Sirinides, P., Fantuzzo, J., LeBoeuf, W., Barghaus, K., Fink, R. *An Inquiry into Pennsylvania's Keystone STARS: Summary Report*. (Pennsylvania: Consortium for Policy Research in Education & Penn Child Research, November 2015),
- ¹⁹ Estimate based on discussion with OCDEL staff about expenditures by age group in Philadelphia during 2014–2015.
- ²⁰ Federal Head Start from self-reports by Federal Head Start grantees in 2015. Head Start Supplemental Assistance and Pre-K Counts from OCDEL, 2015. Child Care Works. See footnote to p. 15.
- ²¹ The majority of Head Start slots are in community-based Keystone STAR 3 and 4 programs. Thirteen centers provide Head Start services exclusive of STARS. These programs are considered quality because they meet rigorous Head Start quality standards that have been crosswalked with Keystone STARS.
- ²² Foundation for Child Development, *The Case for Investing in Pre-K to 3rd Education*, p. 6
- ²³ *A Running Start Philadelphia: For Every Child Birth to Five, Appendices A-E*. (Philadelphia: Mayor's Office of Community Empowerment and Opportunity, June 2015).
- ²⁴ Granted by the US Department of Education. Visit <http://www2.ed.gov/programs/racetothetop-earlylearningchallenge/awards.html> for more details.
- ²⁵ *A Running Start Philadelphia: For Every Child Birth to Five*. (Philadelphia: Mayor's Office of Community Empowerment and Opportunity, June 2015).
- ²⁶ *A Running Start Philadelphia: For Every Child Birth to Five*. (Philadelphia: Mayor's Office of Community Empowerment and Opportunity, June 2015).
- ²⁷ Minervino, J., and R. Pianta. "Early learning: The new fact base and cost sustainability." *Lessons from research and the classroom*. (Washington: Bill & Melinda Gates Foundation, 2014), 7.
- ²⁹ At this writing (December, 2015) proposed changes to Keystone STARS may result in five quality levels. In this event Philadelphia would follow new quality designations equivalent to the current STAR 3 and above. The Southeast Regional Key (SERK) and United Way maintain a list of "STAR 2-ready" programs that meet STAR 3 standards but have not had an independent ERS (Environmental Rating Scale) by the state, which can take a number of months.
- ³⁰ Number/percentage of providers are NAEYC accredited but not affiliated with Keystone STARS. (OCDEL has a streamlined process to designate NAEYC-accredited programs STAR 4a.) Number/percentage are affiliated with NAFCC, exclusive of STARS.
- ³¹ *Children's Progress Update: Keystone STAR 3 and 4 programs*. (Pennsylvania: Office of Child Development and Early Learning, 2012–2013).
- ³² This data was compiled from child outcomes data collected with an observational assessment tool aligned with Pennsylvania's early learning standards.
- ³³ Barnett, W. S., Frede, E. C., Robin, K. B. "Is More Better? The Effects of Full-Day vs Half-Day Preschool on Early School Achievement." *NIEER Working Paper*. (New Brunswick, NJ: Rutgers University, 2006), 18.
- ³⁴ Ramey, C. T., Ramey, S. L., and Stokes, B. R. (2009). "Research evidence about program dosage and student achievement: Effective public prekindergarten programs in Maryland and Louisiana." *The Promise of Pre-K*. (Baltimore, MD: Brookes Publishing, 2009), 79-105
- ³⁵ Pennsylvania Learning Standards for Early Childhood: Pre-Kindergarten. OCDEL, Rev. 2014. <http://www.education.pa.gov/Documents/Early%20Learning/Early%20Learning%20Standards/Early%20Learning%20Standards%20-%20Prekindergarten%202014.pdf>
- ³⁶ Authentic assessment is developmentally appropriate and based on teachers' trained observation.
- ³⁷ Assumes full enrollment at least 8 hours per day, 260 days a year with 100 percent public funding and full collections by a STAR 3 center. These conditions are rarely attainable.
- ³⁸ Head Start requires at least 50 percent of lead teachers nationwide to hold bachelor's degrees, although the School District of Philadelphia requires Head Start teachers to hold bachelor's degrees. Head Start programs offered by STAR 3 to 4 programs are also required to hold bachelor's degrees.
- ³⁹ Assumes new enrollments are require classroom expansion, rather than filling out enrollment in existing classrooms.